

FINAL

Joint

Land Use Study

September 2015

Naval Base Kitsap and Naval Magazine Indian Island

Prepared for Kitsap County, Jefferson County, and City of Bremerton

This study was prepared under contract with Kitsap County, Washington, with financial support from the Office of Economic Adjustment, Department of Defense. The Naval Base Kitsap Joint Land Use Study content reflects the views of Kitsap County and does not necessarily reflect the views of the Office of Economic Adjustment.



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Executive Summary

Together, Naval Base Kitsap (NBK) and Naval Magazine Indian Island (NAVMAGII) are perhaps the most complex bases in the U.S. inventory, serving a variety of strategically important missions and commands with a combination of infrastructure, ranges, and services not found anywhere else. Naval Base Kitsap is situated approximately 20 miles west of Seattle, and is comprised of multiple facilities and locations, including NBK-Bangor, NBK-Bremerton, NBK-Keyport, the Dabob Bay Range Complex, Jackson Park, Manchester Fuel Depot, and the Navy Railroad. Naval Base Kitsap is located predominantly within Kitsap County with Military Operating Areas in Puget Sound, as well as in Kitsap, Jefferson, and Mason Counties. Naval Magazine Indian Island, located on a 2,700-acre island within Jefferson County, is a strategic loading point for ships in the Pacific Fleet preparing for or returning from deployment.

The bases are also tremendously important to the regional economy. Naval Base Kitsap has an annual payroll of approximately \$2.3 billion. Protection of the integrity of these bases is critical to national security and the region's economy.

What is a Joint Land Use Study?

A Joint Land Use Study (JLUS) is a collaborative land use planning effort between military installations and their surrounding communities. The study is intended to identify actions that both the communities and installations can take to encourage compatible land uses around the installations. This process does not require the implementation of any particular recommendation, but rather suggests tools available to the communities to tailor and implement if they so choose.

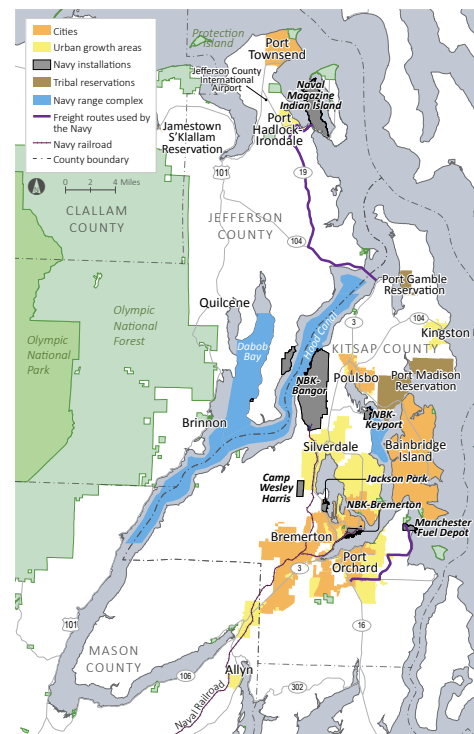
This Naval Base Kitsap and Naval Magazine Indian Island JLUS is one of more than 100 such studies that have been developed by communities across the country located close to military installations. This effort was funded by the Department of Defense (DoD) Office of Economic Adjustment (OEA), Kitsap County, Jefferson County, and the City of Bremerton.

Chapter 1: Introduction

The introduction provides an overview of joint land use studies and states the purpose of this NBK and NAVMAGII JLUS. This Chapter also provides an overview of the JLUS and the community engagement process undertaken to develop this study.



Public workshop participants in Bremerton/Kitsap County discuss and rank extent of issues.



JLUS study area (see full-sized map on page 9)

Issues by jurisdiction

Tribal areas of interest include environmental protection and raising awareness and improving development notification processes for archaeological and cultural sites protection.

Kitsap County areas of interests include land use compatibility around base perimeters and along freight routes used by the Navy, shoreline and upland uses along Hood Canal, transportation, and communication and coordination.

Jefferson County areas of interest include the Hood Canal and Portage Bay Bridges, land use compatibility along freight routes used by the Navy, shoreline and upland uses along Hood Canal, and communication and coordination.

Mason County areas of interest include compatible development around freight routes used by the Navy, shoreline and upland uses along Hood Canal, and communication and coordination.

Bremerton areas of interest include NBK-Bremerton's traffic impacts, parking and base access, land use compatibility adjacent to the base, and communication and coordination.

Chapter 2: Study Area Profile and Trends

Chapter 2 provides an overview of:

- **Military Installations.** NBK includes NBK-Bremerton, NBK-Bangor, NBK-Keyport, the Hood Canal Military Operating Area (MOA) and Dabob Bay Range Complex, the Manchester Fuel Depot, Jackson Park, Camp Wesley Harris, and the Navy Railroad. These support aircraft carrier, submarine, and surface ship berthing and repair, torpedo handling, maintenance, and storage, and the Navy's research, development, testing, and evaluation site. NAVMAGII provides ordnance loading, unloading, and storage capabilities for the Pacific Fleet ships.
- **Military Economic Impacts.** The economic impact of NBK and NAVMAGII includes an average wage of \$33,400 to 12,825 enlisted personnel and \$74,000 to civilian personnel and \$44 million in direct contracts.
- **Regional Context.** Jurisdictions included in this study are Kitsap County, Bremerton, Jefferson County, Mason County, Port Orchard, Poulsbo, Port Townsend, Shelton and five Tribes—Jamestown S'Klallam, Lower Elwha Klallam, Port Gamble S'Klallam, Skokomish, and Suquamish. Three regional coordinating councils operate in the region: Hood Canal Coordinating Council, Kitsap Regional Coordinating Council, and Puget Sound Regional Council.
- **Transportation Context.** Routes important to this study include State Route (SR) 3, SR 104, and the Hood Canal Bridge, which connect Kitsap Peninsula and eastern Jefferson County; SR 104, SR 19, the Portage Canal Bridge, and SR 116, which facilitate freight travel to Indian Island and connect to Marrowstone Island; SR 3 and SR 304, which serve downtown Bremerton and NBK-Bremerton; waterways, which support recreational and ferry traffic; and the SR 16/SR 3 interchange, which facilitates freight travel.
- **Growth Trends.** Kitsap County is expected to grow by 80,000 people by 2035, Mason County by 20,000, and Jefferson County by 7,800, with most growth anticipated in the designated urban growth areas (UGAs) of Port Orchard, Poulsbo, Bremerton, Central Kitsap UGA, Silverdale, Port Townsend, and Port Hadlock-Irondale UGA. This growth will create additional transportation and public service demands and creates the potential for land use conflicts with Navy operations.

Chapter 3: Existing Plans and Programs

Chapter 3 provides an overview of:

- State and federal planning and regulatory framework, including State and National Environmental Policy Acts (SEPA and NEPA); Washington's Growth Management Act (GMA), Shoreline Management Act (SMA), Endangered Species Act (ESA), and National Pollutant Discharge Elimination System (NPDES) permits.
- Local Jurisdiction Planning Tools, including the following:
 - A. **Comprehensive Plans.** The Comprehensive Plans set out the jurisdictions' goals for growth and rural area protection. Kitsap County is the only jurisdiction in study area with policies that address the military. All have rural and resource protection goals that are especially important in protecting the Navy from encroachment.
 - B. **Zoning.** Zoning implements the jurisdictions' comprehensive plans by allowing greater intensity of land use in urban and designated growth areas and lesser intensity elsewhere.
 - C. **Shoreline Master Programs.** Jurisdictions classify stretches of shoreline with varying "environment designations" to ensure appropriate land uses that balance geographic, economic, and environmental needs.
 - D. **Critical Areas.** State and federal law requires jurisdictions and the Navy to classify, designate, and protect critical areas—wetlands, aquifers used for potable water, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas. With much shoreline and unique habitat in the study area, development is focused to protect critical areas.

Chapter 4: Compatibility Analysis

Chapter 4 summarizes and provides analysis of compatibility issues and suggests tools and strategies for refinement later in the process. The issues are organized under five sections:

4.1 Communication and Coordination

This section captures a range of communication and coordination issues that relate to many of the issues described in Section 4.2 through 4.5.

4.2 Adjacent Land Uses and Infrastructure Coordination

Section 4.2 addresses the interface between the Navy perimeter and adjacent land uses, including:

- Land uses around bases, including NBK-Bremerton, NBK-Bangor, and NBK-Keyport;
- Explosive Safety Quantity Distance (ESQD) Arcs;
- Land uses adjacent to freight routes, such as the Navy Railroad, freight route serving Manchester, and freight route at Chimacum and Port Hadlock-Irondale serving NAVMAGII;
- Building heights around NBK-Bremerton;
- Infrastructure coordination, including shared utilities at NBK-Bremerton and NAVMAGII along SR 116; and
- Private structures in NBK-Bangor, NBK-Keyport, and Navy railway property.

4.3 On-Water and Shoreline Activities

Increasing boat and seaplane traffic in the waterways around naval bases and training ranges could compromise essential underwater testing operations, conflict with Navy vessel movements, and complicate security and public relations. Water traffic issues include:

- Intensifying land uses (e.g., new or expanded marinas, boat ramps, aviation gas distribution facilities, commercial piers, forestlands conversion, and resorts) that increase traffic on Hood Canal and Dabob Bay,
- Boater education to enhance understanding of Coast Guard requirements while designated Ranges are in operation to ensure public safety, and
- Growth in recreational boating and crabbing activities around Indian Island.

Adjacent Land Uses and Infrastructure Coordination potential resolution strategies include:

- Coordinate prior to approving plans, land uses, regulations, or the funding of “growth inducing” infrastructure, including utilities and roads;
- Indicate freight routes used by the Navy in local transportation plans and maps; and
- Maintain a Level of Service on designated freight routes consistent with comprehensive plan policies.

On-Water and Shoreline Activities potential resolution strategies include:

- Partner to identify and support projects that expand recreational water access outside military operating areas, and
- Increase boater education and awareness to reduce encounters and security issues.

Transportation potential resolution strategies include:

- Inventory existing conditions of transportation system and parking and evaluate options to mitigate demands in Bremerton,
- Consider special land use zoning or permitting around freight routes,
- Implement pedestrian, bicycle, gate improvements, and parking strategies in Bremerton,
- Prioritize and implement projects identified by KRCC TransTAC/SR 3 Defense Industrial Corridor,
- Implement projects identified by Washington State Department of Transportation (WSDOT) in Gorst and at SR 3/ SR 304 interchange, and
- Update and expand public notice of short-term events affecting transportation (e.g. Hood Canal Bridge closings)

Natural and Cultural Resources potential resolution strategies include:

- Share and coordinate on restoration and conservation priorities,
- Leverage REPI and other such programs to prevent land use conflicts,
- Prioritize working forests conservation,
- Monitor climate change data and government initiatives for appropriate adaptation approaches, and
- Develop MOUs with applicable Tribes to improve land development notification and permitting processes

4.4 Transportation

Regional transportation routes, as well as local intersections and infrastructure, should function for the community and Navy. Issues include:

- Traffic circulation and parking facilities surrounding NBK-Bremerton to support Navy commuters,
- Bremerton traffic surges and pedestrian gate traffic and safety during NBK-Bremerton shift changes,
- SR 3/SR 304 interchange functionality during peak hours,
- Large traffic volumes on Charleston Boulevard, which serves NBK-Bremerton,
- Traffic congestion at the SR 3/SR 16 interchange in Gorst (i.e., Puget Sound Industrial Center – Bremerton),
- Maintaining the Hood Canal and Portage Canal bridges, and
- Providing for safe transport along the freight route serving NAVMAGII.

4.5 Natural and Cultural Resources

All entities are interested in balancing environmental protection with economic development opportunities and preserving ecological or historic resources. Identified issues include:

- Environment regulations that protect resources without encumbering other goals,
- Actual and perceived Navy impacts on the environment,
- Open space and resource lands preservation for ecological, economic, quality of life, recreation, and Navy mission purposes,
- Climate change adaptation needs for Navy operational and installation sustainability and Tribes, Counties, and Cities' ecological, economic, and human health, and
- Awareness of Tribal archaeological sites and associated permitting processes.

Chapter 5: Strategy and Recommendations

Joint Land Use Studies represent the first of three stages of the compatible planning process. Phase I, which has culminated in this report, is the “planning” process. Phase II includes the development of the tools that would implement the recommendations in Chapter 5 of this study, and is commonly referred to as the “JLUS Implementation” phase, which would be overseen by a “JLUS Implementation Committee,” similar to the JLUS Policy Committee which oversaw the JLUS in Phase I. Finally, during Phase III, “Tools Adoption,” the implementation tools recommended by the JLUS Implementation Committee are presented to implementing agencies (e.g., local governments, Tribes, and the installations) for adoption and application.

This process is presented in “Table 5.1. JLUS implementation phases” on page 160 in Chapter 5.

If the communities involved the Joint Land Use Study decide to proceed with JLUS Implementation, the JLUS Implementation Committee should be created and engaged in the process of seeking additional OEA funding, if available, hiring consulting experts, if that expertise is desired, and developing a work plan for implementation. The work plan will prioritize the Implementation Tasks, which are described in the JLUS Strategies and Implementation Matrix in Chapter 5, within the following six Procedural Contexts:

- A. Community Outreach by the Navy
- B. Conservation Programs for Protecting Land Use Compatibility
- C. Strategic Coordination Among Stakeholders
- D. Regional Land Use Planning
- E. Local Government Comprehensive Planning
- F. Land Use and Development

The highest priority Implementation Tasks, within each Procedural Context are:

Community Outreach by the Navy

- Updates to Elected Officials and Other Stakeholders
- Increase Community Awareness of the Navy Mission and Requirements

Conservation Programs for Protecting Land Use Compatibility

- Climate Change/Sea Level Rise
- Lease and Purchase of Development Rights/Potential
- Readiness and Environmental Protection Integration (REPI)

Strategic Coordination Among Stakeholders

- Military Planning and Coordination Committee and Community Workshops
- Memorandum of Understanding
- Growth-Inducing Infrastructure
- Tribal Cultural Resources

Regional Land Use Planning

- Freight Routes Used by the Navy
- Washington Military Alliance

Local Government Comprehensive Planning

- Local Government Comprehensive Plans
- Transportation and Parking Plan
- Recreational Boating

Land Use and Development

- Statutory Notice Area: Comprehensive Plan and Development Regulations
- Notice for Development Permits and Rezonings
- Collaborate to Identify Potential Projects of Concern
- Freight Routes Used by the Navy
- Coordination and Land Use Overlay Zones

The Policy Committee recommended 35 tasks within the six general areas shown to the left. These are described in Chapter 5 and in the JLUS Strategies and Recommendations Matrix. The matrix presents costs, time frames, and responsible parties for each implementation task.

The Policy Committee recognized that each of the tasks is important; therefore, the overall priority given to a particular task is relative to the urgency of the issue to be addressed, overall costs, and, in particular, whether immediate safety and quality of life concerns are implicated. The Policy Committee prioritized the tasks as medium or high priority.

Each of these tasks is described in detail in Chapter 5 and summarized in the “Strategies and recommendations matrix” on page 191.

Acknowledgements

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List of Acronyms

ACEP	Agricultural Conservation Easement Program	ERPM	Environmental Readiness Program Manual
CARA	Critical Aquifer Recharge Areas	ESA	Endangered Species Act
CASP	Critical Area Stewardship Plans	ESPC	Energy Savings Performance Contracts
CDP	Census Designated Place	ESQD	Explosive Safety Quantity Distance
CFR	Code of Federal Regulations	FAA	Federal Aviation Administration
CLT	Cross-Laminated Timber	FEIS	Final Environmental Impact Statement
CNA	Center for Naval Analyses	FEMA	Federal Emergency Management Agency
CPLO	Community Planning Liaison Officer	FHWA	Federal Highway Administration
CPP	County Planning Policies	FONSI	Finding of No Significant Impact
CWPP	Countywide Planning Policies	FIRM	Flood Insurance Rate Maps
DAHP	Department of Archaeology and Historic Preservation	GIS	Geographic Information System
DNR	Department of Natural Resources	GMA	Growth Management Act
DNS	Determination of Non-Significance	HCCC	Hood Canal Coordinating Council
DOD	Department of Defense	HOV	High Occupancy Vehicle
DON	Department of Navy	HSS	Highways of Statewide Significance
EA	Environmental Assessment	ICRMP	Integrated Cultural Resource Management Plan
EIS	Environmental Impact Statement	ILB	Industrial Land Bank
EMS	Environmental Management Systems	INRMP	Integrated Natural Resource Management Plan
EO	Executive Order	JLT	Jefferson Land Trust
EOD	Explosive Ordnance Disposal	JLUS	Joint Land Use Study
EOL	Explosive operating location	KRCC	Kitsap Regional Coordinating Council
EP	Encroachment Partnering	LAMIRD	Limited Area of More Intense Rural Development
EPA	Environmental Protection Agency	LEED	Leadership Energy and Environmental Design

List of Acronyms

LID	Low Impact Development	OSD	Office of the Secretary of Defense
LIO	Local Integrating Organizations	PAO	Public Affairs Office
LOS	Level of Service	PC	Policy Committee
MILCON	Military Construction	PHS	Priority Habitats and Species
MID	Major Industrial Developments	PRTPO	Peninsula Regional Transportation Planning Organization
MOA	Military Operating Area Memorandum of Agreement	PSAR	Puget Sound Acquisition and Restoration
MOU	Memorandum of Understanding	PSIC	Puget Sound Industrial Center
MPCA	Military Planning and Coordination Area	PSNS	Puget Sound Naval Shipyard
MPCC	Military Planning and Coordination Committee	PSRC	Puget Sound Regional Council
MPR	Master Planned Resort	PUD	Public Utility District
NAGPRA	Native American Graves Protection and Repatriation Act	PWD	Public Works Department
NAS	Naval Air Station	RCW	Revised Code of Washington
NAVMAGII	Naval Magazine Indian Island	RDT&E	Research, Development, Training and Evaluation
NBK	Naval Base Kitsap	REIT	Real Estate Investment Trust
NEPA	National Environmental Policy Act	ROW	Right-of-Way
NHB	Naval Hospital Bremerton	REPI	Readiness and Environmental Protection Integration
NNRG	Northwest Natural Resource Group	ROW	Right-of-Way
NOAA	National Oceanic and Atmospheric Administration	SDDC	Surface Deployment and Distribution Command
NPDES	National Pollutant Discharge Elimination System	SECNAV	Secretary of the Navy
NRNW	Navy Region Northwest	SEPA	State Environmental Policy Act
NUWC	Naval Undersea Warfare Center	SFLO	Small Forest Landowners Office
OEA	Office of Economic Adjustment	SHPO	State Historic Preservation Officer
OFM	Office of Financial Management	SKIA	South Kitsap Industrial Area
OPNAV	Office of the Chief of Naval Operations	SLR	Sea Level Rise
		SMA	Shoreline Management Act

SMP	Shoreline Master Program
SRFB	Salmon Recovery Funding Board
SWFPAC	Strategic Weapons Facility Pacific
SWMP	Stormwater Management Program
SWMMWW	Stormwater Management Manual for Western Washington
SWPPP	Stormwater Pollution Prevention Plans
TC	Technical Committee
TDR	Transfer of Development Rights
TTF	Trident Training Facility
U&A	Usual and Accustomed
UDC	Unified Development Code
UGA	Urban Growth Area
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USFS	United States Forest Service
USFWS	U.S. Fish and Wildlife Service
VFR	Visual Flight Route
WDFW	Washington Department of Fish and Wildlife
WMA	Washington Military Alliance
WRIA	Water Resource Inventory Area
WSDOT	Washington State Department of Transportation
WSF	Washington State Ferries
WSU	Washington State University

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- C.4 Washington State Code on Military-Jurisdiction Land Use Compatibility (RCW 36.70A.530)

D. JLUS Strategies and Recommendations by County

Introduction

Chapter

1



Joint
Land Use
Study

NBK & NAVMAGII

Purpose

A Joint Land Use Study is a cooperative land use planning effort between local governments and military installations. The study leads to a policy framework and implementation measures to support a healthy economy, environment, and community, while safeguarding the military mission. The Naval Base Kitsap (NBK) and Naval Magazine Indian Island (NAVMAGII) Joint Land Use Study (JLUS) is an 18-month effort funded by the Department of Defense (DoD) Office of Economic Adjustment (OEA), Kitsap County, Jefferson County, and City of Bremerton . The Naval Base Kitsap and Naval Magazine Indian Island JLUS is one of many studies being developed by communities across the country that are located close to military installations.

Many U.S. military installations were originally located in remote areas, largely due to the availability of land and for defense and security purposes. Other installations were located for strategic reasons (e.g. on U.S. coast lines). Over time however, development increased around these installations, which can at times, cause land use conflicts between base operations and civilian populations. Bremerton and Jefferson, Kitsap, and Mason Counties are planning for significant growth within their urban growth areas by 2040. The three-county area is a destination for tourists, recreationists and, increasingly, retirees.

JLUS objectives are:

- **Compatible neighboring development.** Encourage cooperative land use planning between military installations and the surrounding communities to ensure future civilian growth and development are compatible with military training and operations, and
- **Reduced impacts on neighboring development.** Seek ways to reduce the military's impact on its neighbors.

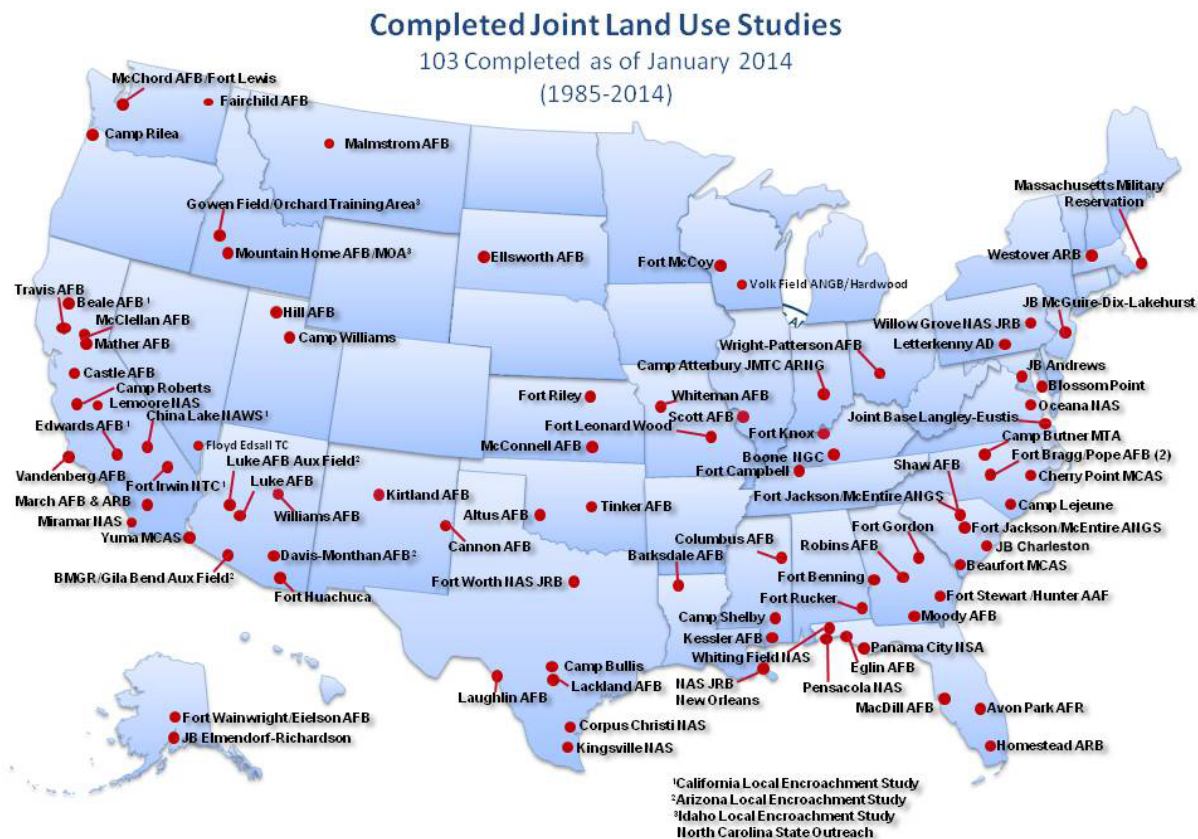


Figure 1.1. Completed Joint Land Use Studies (image credit: OEA)

Military operations can impact nearby civilian communities. At the same time, development near military bases can impact operational effectiveness, by hindering training, logistics, and preparedness. Through the JLUS, a cooperative military and community planning effort, growth conflicts can be anticipated, identified, and prevented.

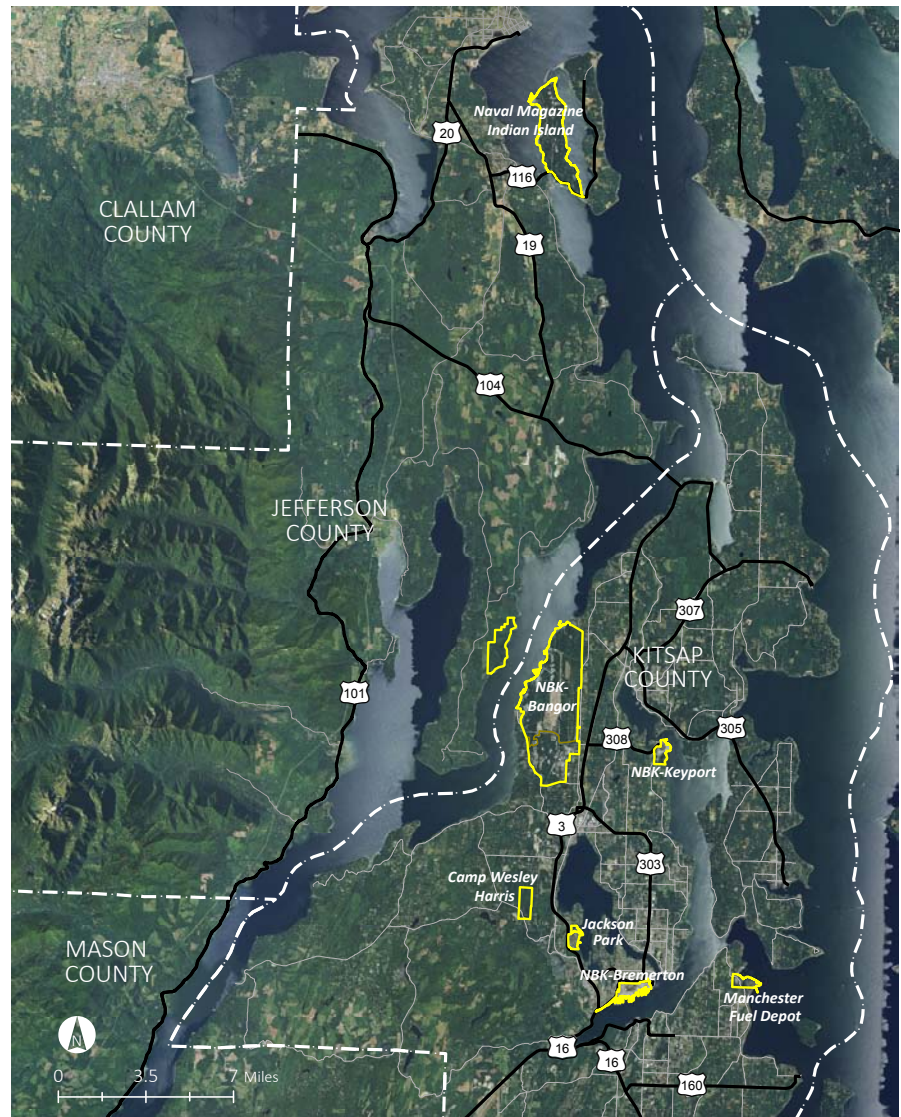


Figure 1.2. Aerial of study area (image credit: Google Maps)

Produced by and for local communities, a JLUS, at its core, aims to protect the quality of life of local residents, private property rights, and the current and future mission of the bases. The JLUS Program aims to ensure lasting compatibility of military installations and the neighboring communities.

Specifically, the NBK and NAVMAGII JLUS aims to:

- Identify current and potential land use issues that may impact the operational utility of Naval Base Kitsap, Naval Magazine Indian Island, and associated military operating areas;
- Identify actions that jurisdictions can use to ensure that incompatible development does not impact the operational utility of Naval Base Kitsap and Naval Magazine Indian Island;
- Protect the viability of current and future missions at Naval Base Kitsap and Naval Magazine Indian Island, while at the same time guide growth, sustain the economic health of the region, and protect public health, safety and welfare;
- Identify current actions the Navy has taken to reduce its impact on the community and potential mitigation actions that would have minimal impacts on Navy operations and training that would positively impact the community

- Create an action plan to guide future planning to benefit all involved parties,
- Undertake a cooperative and proactive planning effort that encourages compatibility between the jurisdictions, the Navy, and their neighbors in order to reduce or minimize development and operational impacts and conflicts. Prepare JLUS findings to integrate into city and county Comprehensive Plan updates. Through 2016, jurisdictions will be preparing updates to address growth over the next 20 years; and
- Fulfill the Growth Management Act requirement that prohibits land use development incompatible with military installations (RCW 36.70A.530).

Process

The development of this NBK and NAVMAGII JLUS report was organized into the following four steps:

1. Introduce Project and Identify Issues

Refine the JLUS work plan, process, and goals; identify potential land use, shoreline use, water traffic, transportation, and infrastructure issues.

2. Refine Issues and Draft Strategies

Update issues considering stakeholder comments; draft conflict resolution strategies for communication and coordination, current and future land use, including regulatory, capital improvement, programmatic, and procedural and operational measures.

3. Refine and Prioritize Strategies

Review stakeholder comments and refine and prioritize strategies.

4. Develop, Refine, and Issue JLUS Report

Prepare the JLUS Report, to include a summary of the above, as well as an implementation strategy with suggested timelines, estimated order-of-magnitude costs, and potential funding mechanisms. Include a recommended organizational structure and process for JLUS participants' continued collaboration.

Policy and Technical Committees

A Policy Committee and a Technical Committee are overseeing JLUS development. The Policy Committee (PC) includes elected and appointed public officials from local jurisdictions, senior military officials, tribal government leaders, and key stakeholder representatives. The PC is responsible for approving the JLUS work plan, policy recommendations, and written reports. The PC will also monitor implementation of Plan recommendations. The Technical Committee (TC) is comprised of staff from local jurisdiction planning departments, military installations, and key stakeholders. The TC meets in conjunction with the Policy Committee and separately to discuss issues, share information, develop recommendations, guide community outreach, and shape project documents. Committee members are identified on page vi.



Figure 1.3. Policy and Technical Committees discuss draft resolution strategies

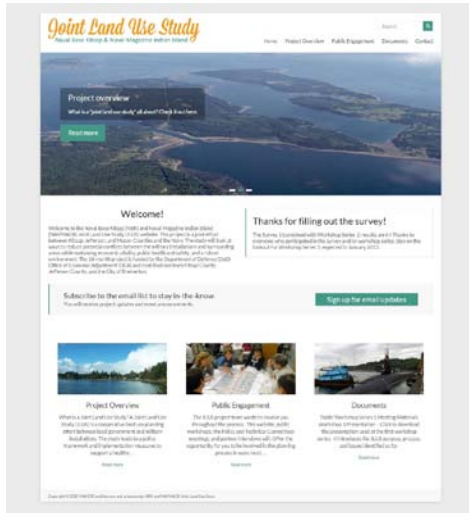


Figure 1.4. JLUS website provides project information and documents and announces surveys, events, and review periods.

Community Engagement

The JLUS team’s community engagement strategy:

- Offered public engagement opportunities relevant to and inclusive of the affected community;
- Solicited input from community participants about concerns, issues, questions, and insights;
- Requested topic-specific advice and information from key project partners to inform the data gathering and planning process, and;
- Informed participants about the JLUS process and products in an open and transparent way.

The engagement strategy utilized the following variety of communication and engagement tools as appropriate through the project’s four phases.

Public Workshops and Online Surveys

The team facilitated public workshops—informational and interactive events intended for the general public—at three major milestones. Because the NBK and NAVMAGII JLUS study area is large, events were held in both Kitsap and Jefferson Counties. Workshops in Kitsap County were also aired on the Bremerton-Kitsap Access Television (BKAT).

Online surveys were used at strategic points in the process to gather ideas from community members and check in on draft proposals. These provided an opportunity for people who could not attend the meetings in person to engage in the process and provide meaningful input.

A project website (www.kijlus.com) was the hub of background material, project updates, contact information, workshop and survey results, and draft and final documents. The “Contact” page encouraged comments via email. The team maintained a project email list and provided email updates at key points in the process. The project team disseminated informational material (e.g., fact sheets, flyers, posters) to educate community members, the media, and elected officials about the JLUS through the project website and at in-person events. A Facebook page (facebook.com/kitsapwa) also notified interested community members about project events and milestones.

A summary of public outreach efforts is included in Appendix A.

Project Partner Interviews

Local jurisdictions, Tribal Governments, State agencies, and regional councils were identified as project partners and interviewed by the consultant team or Technical Committee. These interviews were instrumental in identifying issues to address in the study.

Ongoing Local Meetings and Public Officials Briefing

As appropriate, Policy and Technical Committee members provided project updates and solicited feedback at County and City Council and Planning Commission meetings and other local meetings throughout the planning process.



Figure 1.5. Public workshop participants in Jefferson County (above) and Bremerton/Kitsap County (below) discuss and rank the extent of issues.

Study Area Profile

Chapter

2

Joint
Land Use
Study

NBK & NAVMAGII

Photo credit: superyeahdon, Flickr

JLUS Geographic Scope

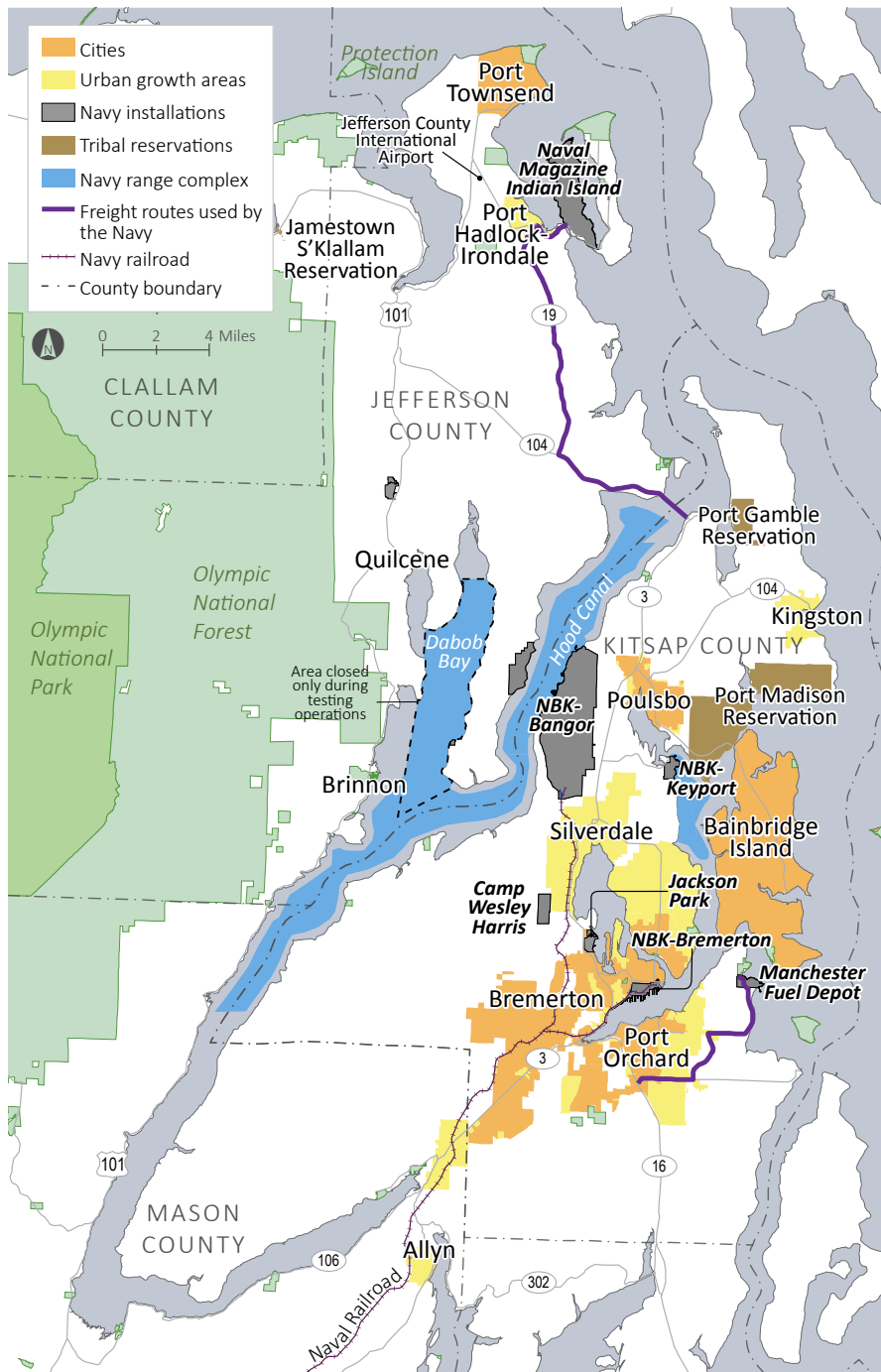


Figure 2.1. JLUS Study Area

The geographic scope of the JLUS identified in Figure 2.1 was established by the JLUS Policy Committee and includes areas near NBK in Kitsap County (including Bremerton, Bangor, Keyport, and Manchester), NAVMAGII in Jefferson County, waterways used for Navy operations, and various land transportation routes.

The JLUS focuses on areas within the Jurisdictions and Military Planning and Coordination Area (MPCA) shown below in Figure 2.2. This includes places where the Navy operations may impact its neighbors and where development and other civilian activities may impact the Navy.

The Study Area Profile first describes the Navy installations and their economic impact. It then introduces the regional context and jurisdictions within the MPCA.

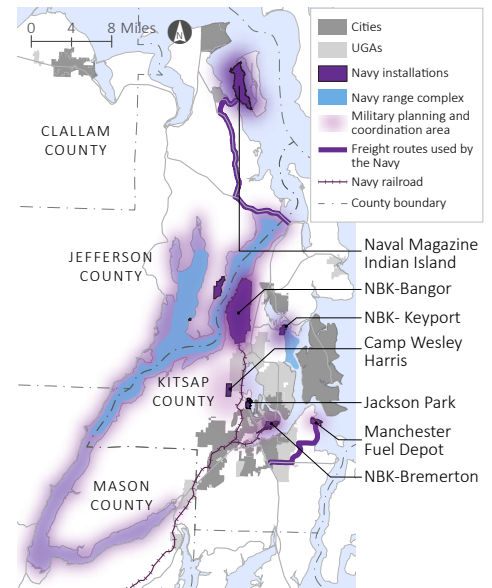


Figure 2.2. Military Planning and Coordination Area

The study area encompasses three counties, multiple naval installations, five federally-recognized Native American Tribes, and over a dozen communities.

Military Installations

This section introduces Naval Base Kitsap and Naval Magazine Indian Island.

Naval Base Kitsap

Naval Base Kitsap is situated approximately 20 miles west of Seattle and is comprised of multiple facilities and locations. Major operational assets include NBK-Bremerton, NBK-Bangor, NBK-Keyport, the Hood Canal Military Operating Area (MOA) and Dabob Bay Range Complex, Manchester Fuel Depot, and Navy Railroad. Other NBK managed facilities include Jackson Park and Camp Wesley Harris.

Naval Base Kitsap is located predominantly within Kitsap County with Military Operating Areas in Puget Sound, as well as in Jefferson and Mason Counties. Naval Base Kitsap is perhaps the most complex base in the U.S. inventory, serving a variety of strategically important missions and commands with a combination of infrastructure, ranges, and services. NBK's primary missions include homeporting and maintenance and repair of submarines, aircraft carriers, and surface ships. Additional missions include weapons handling and Research, Development, Testing, and Evaluation (RDT&E).

FAST FACTS

- 11,200 acres
- 1,853 buildings
- Three flag (Admiral-directed) commands: Navy Region Northwest, Carrier Strike Group Three, and Submarine Group Nine
- Nearly 70 tenants
- ~\$2.3 billion annual payroll
- ~ 34,400 personnel (military, civilian, and contractor)
- ~25,000 retirees

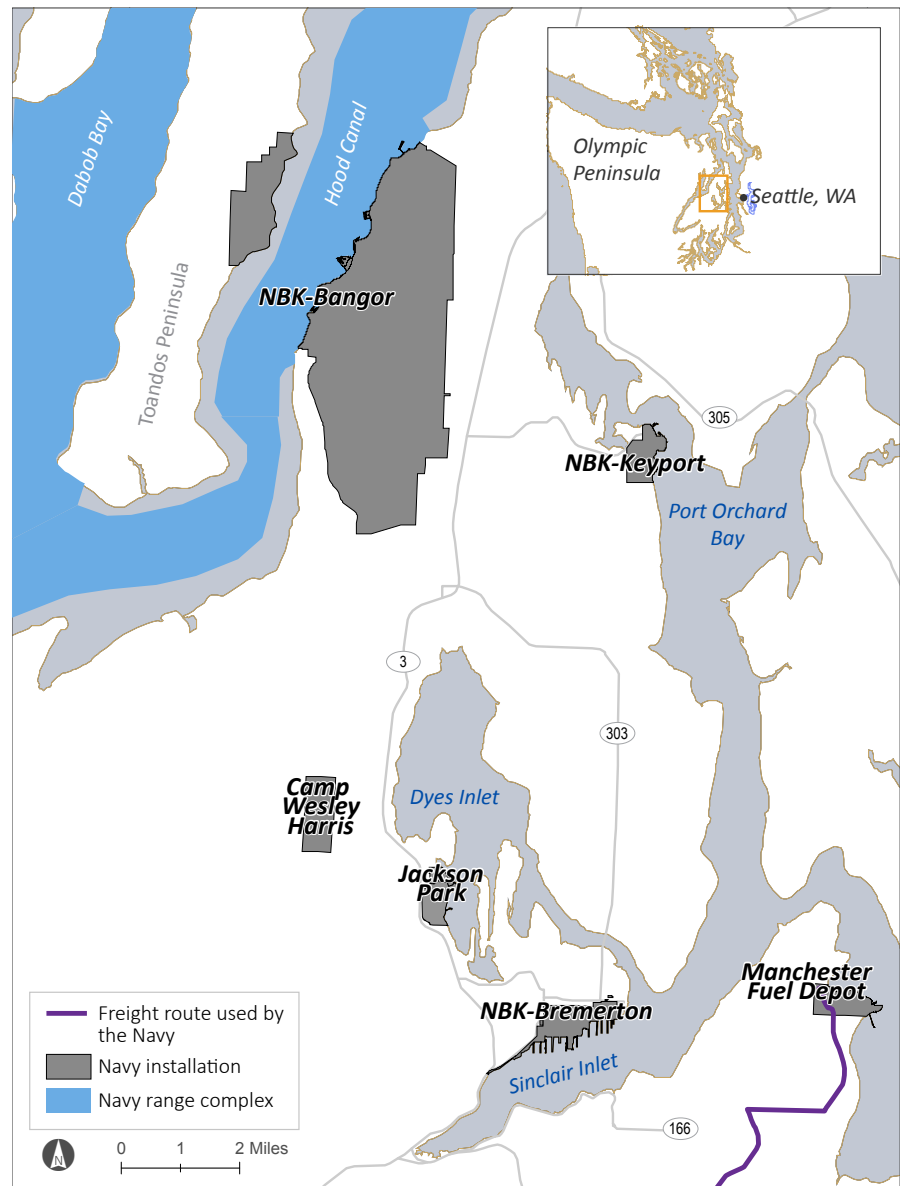


Figure 2.3. Major installations comprising Naval Base Kitsap

NBK-Bremerton

NBK-Bremerton is located on the north side of Sinclair Inlet within the incorporated boundaries of the City of Bremerton in Kitsap County. It encompasses approximately 400 acres of land, 400 acres of submerged marine Right to Use lands, 3.4 miles of shoreline, 382 buildings, and six dry docks for wet or dry berthing of all sizes and classes of vessels.

NBK-Bremerton is one of Washington State's largest industrial installations. The eastern portion of the naval base is a fenced, high-security area known as the Controlled Industrial Area. The Puget Sound Naval Shipyard and Intermediate Maintenance Facility (PSNS and IMF) is the major tenant command on NBK-Bremerton. Inactive ships are berthed on the west side of the installation; these vessels are in the process of being decommissioned.

FAST FACTS

- Homeport for the USS John C. Stennis and USS Nimitz aircraft carriers and two SEAWOLF class attack submarines
- Home to Supply Center Puget Sound
- One of four naval shipyards capable of repair to nuclear propulsion plants
- Only Pacific NIMITZ class carrier-capable dry dock

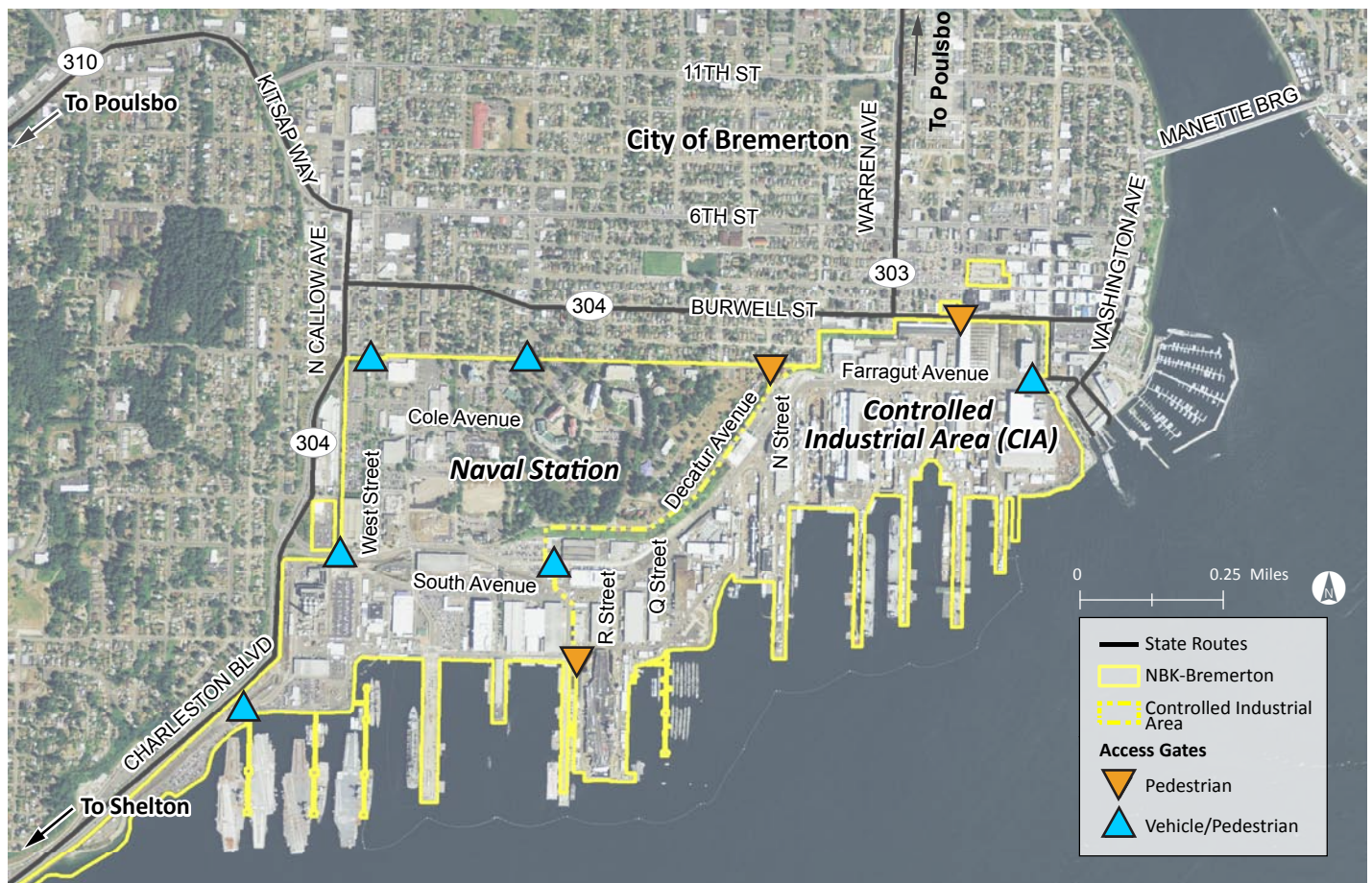
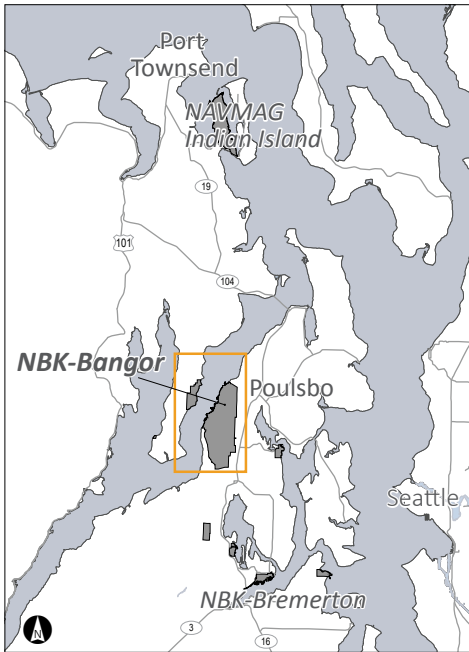


Figure 2.4. Naval Base Kitsap - Bremerton; see vicinity map on prior page

NBK-Bangor

NBK-Bangor is located in unincorporated Kitsap County and occupies 7,200 acres and 4.5 miles of shoreline on the Kitsap Peninsula. It is the West Coast homeport of the Trident Submarine Program and hosts a number of tenant commands, including Strategic Weapons Facility Pacific (SWFPAC) and Naval Surface Warfare Center Detachment Carderock. Naval Base Kitsap-Bangor is a high security Navy facility with enhanced protection (restricted airspace and upland security enclave) around its waterfront.



NBK-Bangor is unique on the West Coast, with its submarine berthing capabilities, dry-dock and maintenance facilities, and an Explosives Handling Wharf. A second Explosives Handling Wharf is currently under construction. The adjacent training and testing ranges and Military Operating Areas in Hood Canal provide vital support for all aspects of this mission. The ability to test and monitor submarines in close proximity to their homeport enhances program safety and provides operational assurances prior to deployment.

The Navy also owns a portion of the Toandos Peninsula across Hood Canal from the NBK-Bangor waterfront. This is intended to limit inappropriate development close to the sensitive mission activities along the Bangor waterfront.

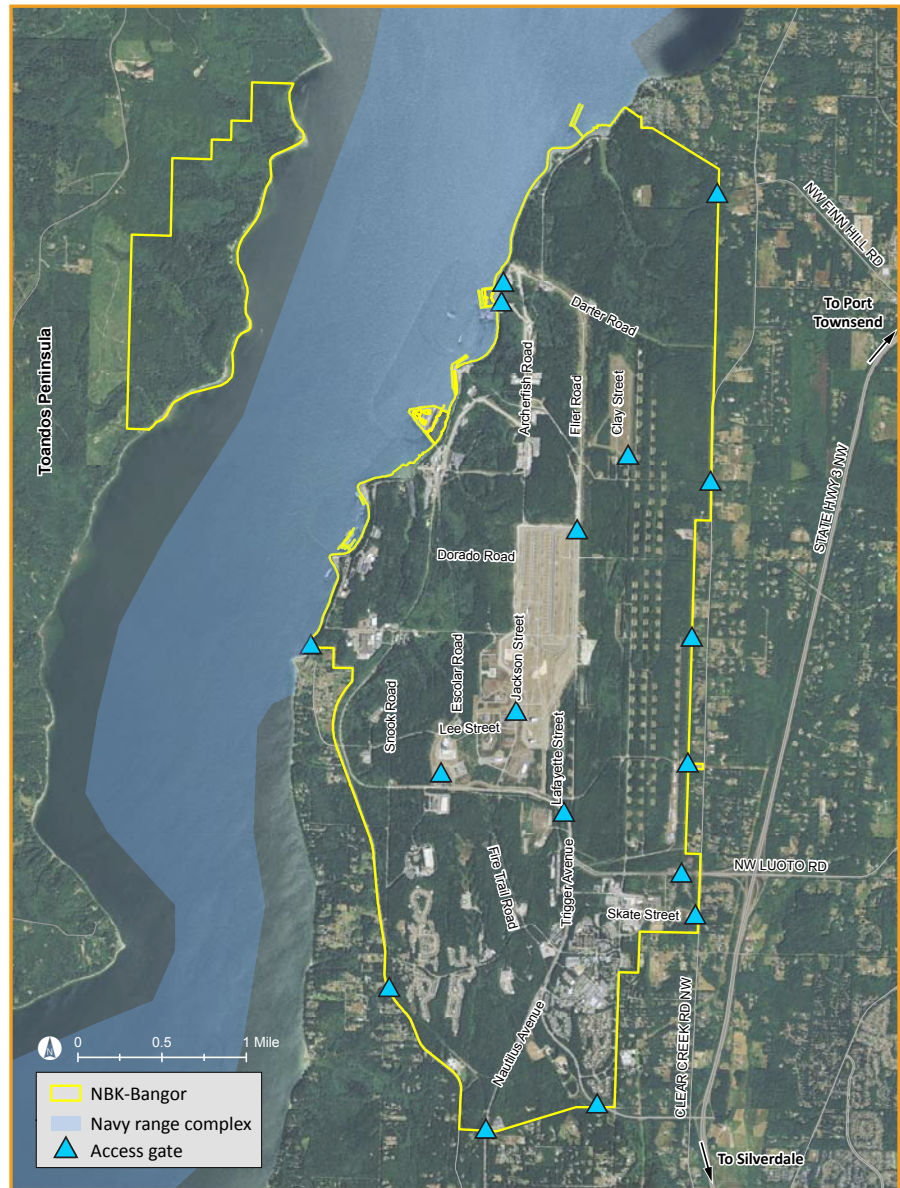


Figure 2.5. Naval Base Kitsap – Bangor; see vicinity map to the left

FAST FACTS

- One of two (and the only Pacific) Strategic Weapons Facilities, supported by the largest Marine Corps Security Force Battalion
- Only homeport for all three submarine classes and the Trident Training Facility
- Hosts the United States Coast Guard Transit Protection System, a unique unit trained and equipped to provide security for NBK-Bangor's submarines
- Home to the marine mammal swimmer interdiction security system, which provides additional security along the Bangor waterfront

NBK-Keyport

Naval Undersea Warfare Center (NUWC) Division, Keyport, the largest tenant at NBK-Keyport, is the Navy's Northwest premier provider of research and development, cold water test and evaluation, maintenance and repair, fleet support, and industrial base support for undersea weapons, targets, and warfare systems. NUWC Keyport uses NBK-Keyport and NBK-Bangor facilities for torpedo handling, maintenance, and storage, and relies heavily on the Dabob Bay Range and Hood Canal Military Operating Areas for research, development, testing, training, and evaluation. See the following section for more information about the Dabob Bay Range. Additionally, there is a small underwater range adjacent to NBK-Keyport (see Figure 2.7 on the following page).

FAST FACTS

- Navy's Pacific Heavyweight Torpedo Depot and only Lightweight Torpedo Depot

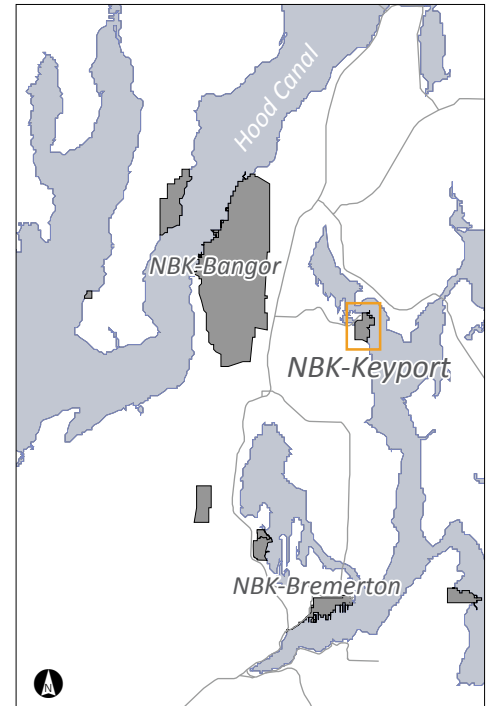
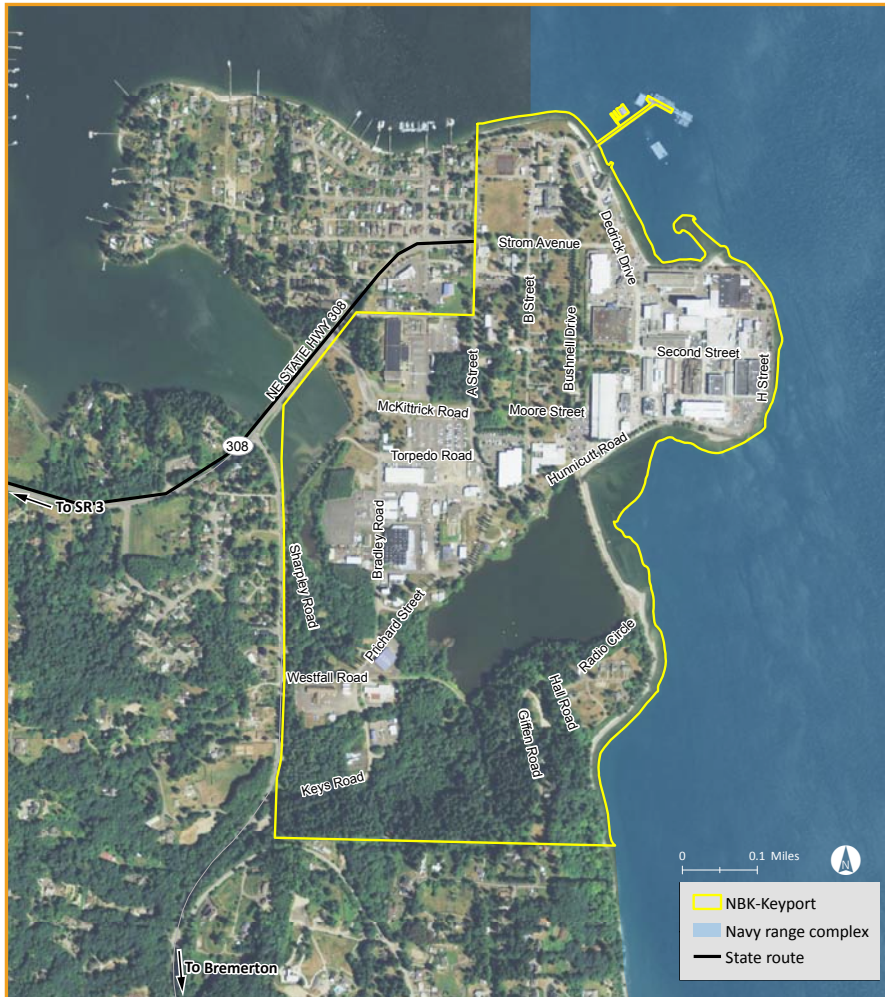


Figure 2.6. Naval Base Kitsap – Keyport; see vicinity map to the right

Dabob Bay Range Complex

The Dabob Bay Range Complex falls within the waters of Hood Canal in Jefferson and Kitsap Counties. Trident submarines and naval forces use the range for specialized testing and research and development purposes. The Range and adjacent Military Operating Areas (MOA) include over 45 square nautical miles with adjacent tidelands and uplands that serve a variety of uses. The Range also includes five upland parcels, at Bolton Peninsula, Pulali Point, Sylopash Point, Whitney Point, and Zelatched Point.

Dabob Bay offers quiet, deep, cold water in close proximity to the secure NBK-Bangor facility, features and capabilities virtually impossible to duplicate in another location. Continued operational utility of these MOAs, ranges and training areas, as well as Naval Base Kitsap, is vitally dependent on preventing encroachment of incompatible development in surrounding areas.

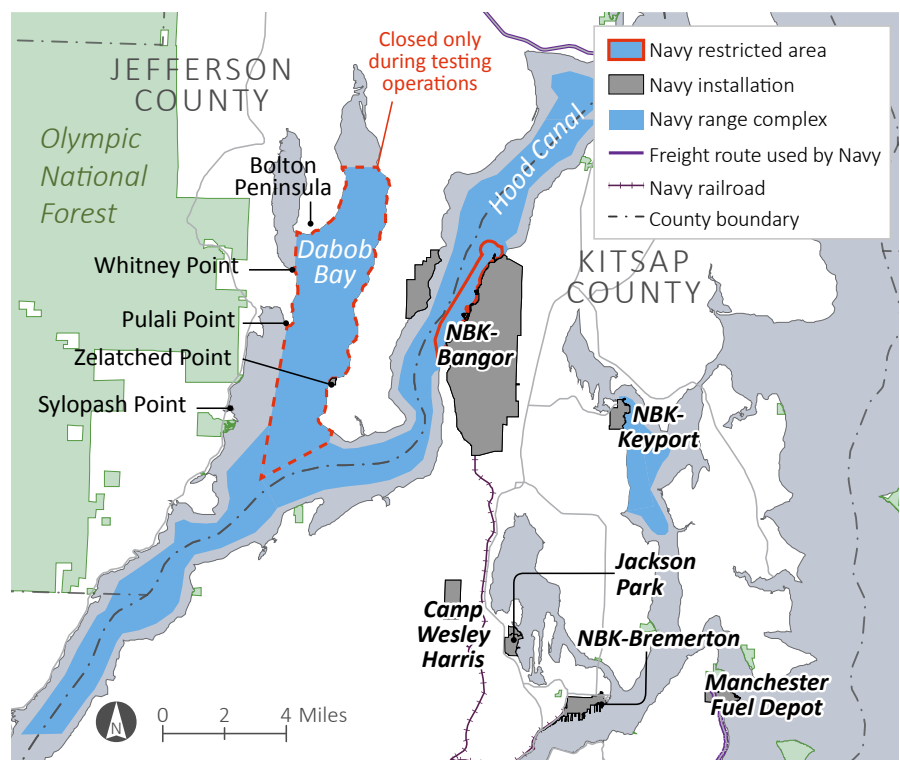


Figure 2.7. Navy range complexes in Dabob Bay, Hood Canal, and adjacent to NBK-Keyport

Manchester Fuel Depot

The Manchester Fuel Depot is located just north of the village of Manchester in unincorporated Kitsap County. The facility lies on Orchard Point on the shores of Puget Sound. The Manchester Fuel Depot provides bulk fuel and lubricant support to area Navy afloat and shore activities. The 234-acre facility was established in 1940 to supply diesel and aircraft fuel to the Navy. Support is also provided to Coast Guard vessels and air stations, other Puget Sound area military activities, and, occasionally, foreign vessels. Customers are serviced via the fuel pier, commercial or Navy barges, and commercial or Navy-owned trucks. The Navy maintains 38 storage tanks with 60 million gallons of fuel and 11 miles of pipeline on-site.

FAST FACTS

- Navy's largest fuel depot within the continental United States



Figure 2.8. Manchester Fuel Depot; see vicinity map in upper right.

FAST FACTS

- 77.4 miles total length
- 48 miles of off-base track and associated real estate
- Also used to transport Kitsap County waste – approximately 180,000 tons per year

Navy Railroad

The Navy depends on the 77 miles of railroad it owns between NBK-Bangor, NBK-Bremerton, and the Port of Shelton. The railroad is managed by a private operator for ordnance and supplies transport.

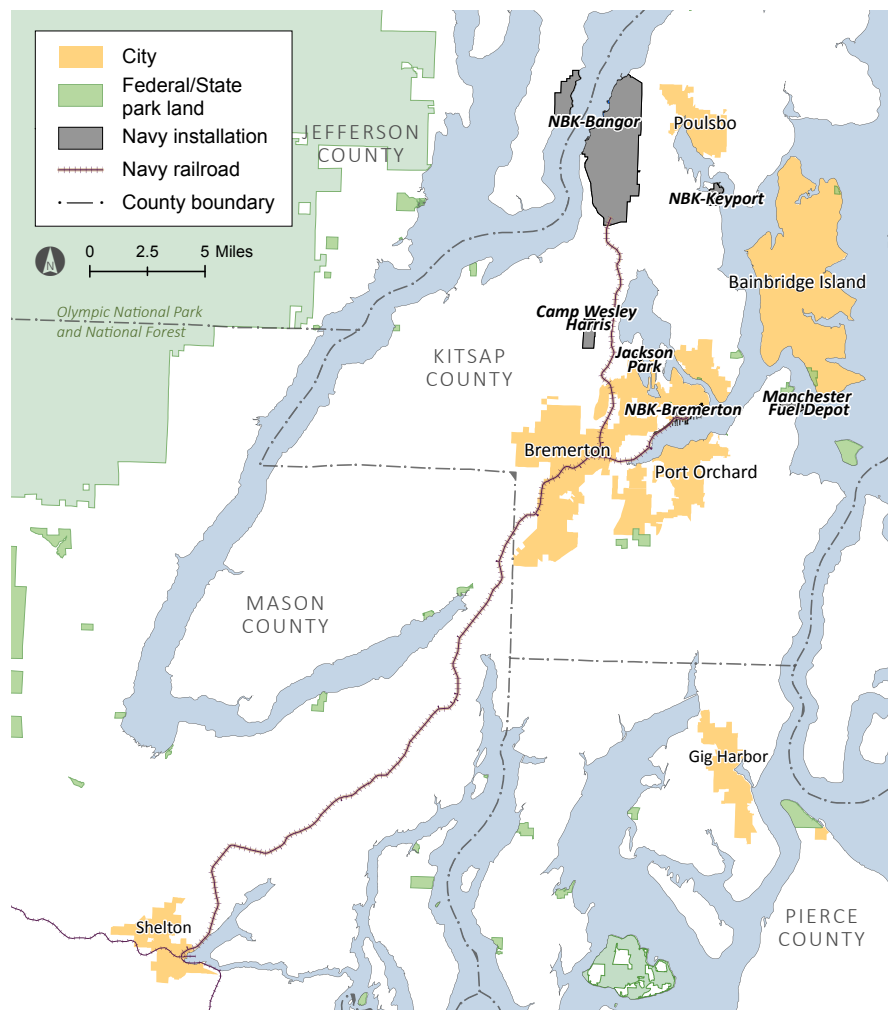


Figure 2.9. Navy railroad

Other NBK Assets

Two other major sites comprise NBK: Jackson Park and Camp Wesley Harris (see Figure 2.3).

Jackson Park is located on Dyes Inlet, northwest of the City of Bremerton. The location hosts Naval Hospital Bremerton, clinical and administrative facilities, bachelors quarters, a child development center, and other facilities. Also located there is The Landings, a public/private venture featuring single-family housing that is primarily for the military with vacant homes available to civilians. Forest City Enterprises, the private partner, will be investing \$65 million to revamp the neighborhood

Camp Wesley Harris is a 387-acre training area managed by NBK, located west of Jackson Park. All outdoor firing ranges on the site have been deactivated. However, NBK currently operates a shoot house facility for recapture tactics team training at Camp Wesley Harris.

FAST FACTS

- Important strategic mission at one-of-a-kind facility
- ~150 personnel (military, civilian, and contractor)
- ~94 Reserve Support

Naval Magazine Indian Island

Located at the connecting waters of the Strait of Juan de Fuca and Admiralty Inlet between the Pacific and Puget Sound, Naval Magazine Indian Island is located on a 2,700 acre island southeast of the City of Port Townsend in eastern Jefferson County.

NAVMAGII provides responsive Operational Ordnance Logistics to the Pacific Command safely, accurately, and efficiently. The location is an essential ordnance loading point for ships in the Pacific Fleet preparing for or returning from deployment. It is also a strategic port for transshipment of joint service ordnance.

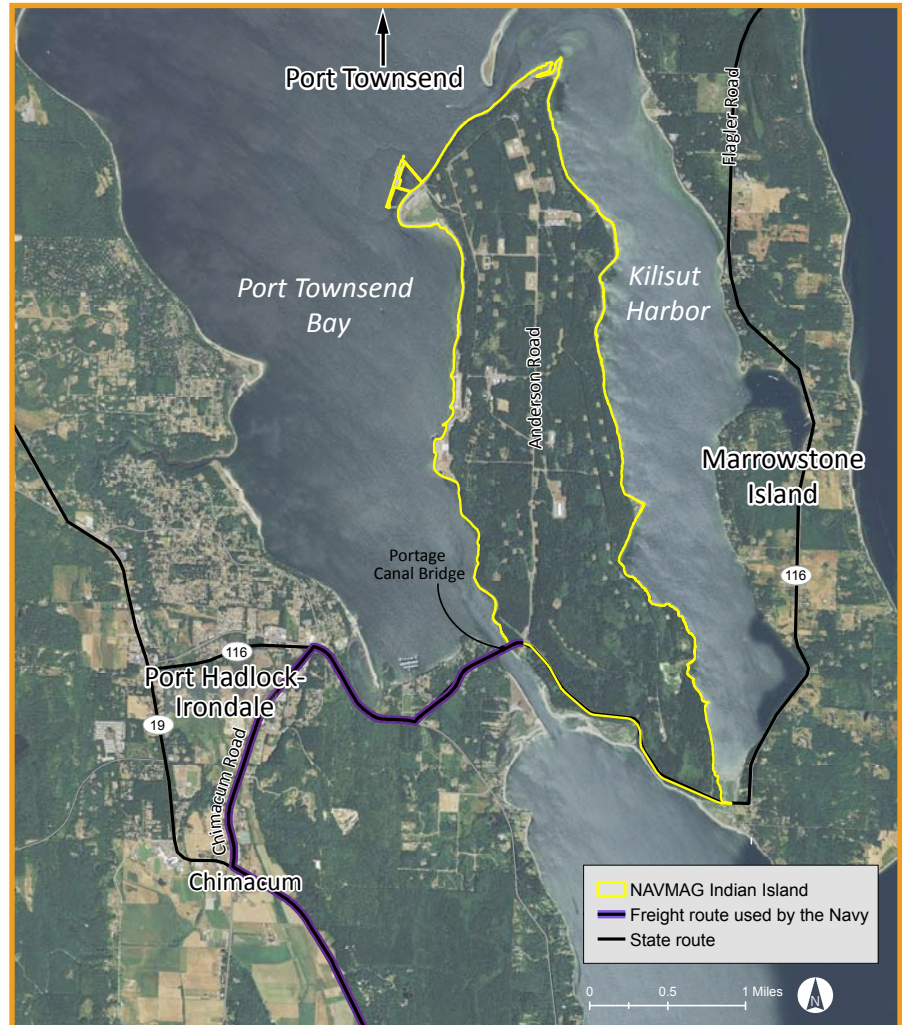


Figure 2.10. Naval Magazine Indian Island; see vicinity map in upper left

Military Economic Impact

To gain an understanding of the economic footprint of NBK and NAVMAGII, data was first collected from existing studies and analysis pertaining to the military and Navy in Washington State. In addition, primary data was collected and analyzed from the Washington Employment Security Department and the Department of Defense (DOD), among other sources. The assessment intends to provide an understanding of the economic footprint of the Navy in Kitsap and Jefferson Counties in terms of overall employment, spending (contracts and wages), and impact of enlisted personnel. The full economic impact summary can be found in Appendix B; its major conclusions are included below.

Previous Studies

As part of the JLUS, data from previous studies on the economic impact of Washington State's military bases were reviewed and tabulated. The following studies provide estimates of the economic impacts of the Navy and military in Washington State as well as impacts associated with Naval Base Kitsap.

Economic Development Council of Seattle and King County Maritime Study (2013)

- In 2012, over \$4 billion in DOD contracts were awarded to Washington State, with nearly \$500 million for Congressional District 6, home of Naval Base Kitsap
- Of the contracts in Congressional District Six, \$200 million in contracts alone were awarded to Puget Sound Naval Shipyard in 2012

Puget Sound Regional Council (PSRC) Regional Economic Strategy: Military (2011)

- There were (at the time of the study) over 100,000 military and civilian personnel residing in Washington state, with more than 33,000 military personnel, civilian personnel, and contractors at NBK
- NBK accounted for 9,000 of the state's 15,000 military contractors

Washington Office of Financial Management (OFM) Economic Impact of the Military Bases in Washington (2004)

- \$115 million in contracts were awarded
- There were 27,375 military and civilian Personnel in 2003 in Kitsap County
- In 2003 there NBK distributed \$254 million in pensions to retired military personnel (out of a statewide total of \$1.153 billion in pensions distributed to retired military personnel)

Joint Committee on Veterans' Military Affairs, Military Bases in Our Community (2004)

- In 2001 there were 68,240 military personnel, civilian personnel, and dependents in Washington State
- \$663 million was paid to military personnel in 2001
- \$1.0 billion was paid to civilian personnel in 2001

For background, the exhibits on the following pages illustrate the concentration of households, current employment and forecasted employment as they relate to the Naval Base Kitsap facilities.

Economic Impact Footprint

Military and civilian personnel both contribute to the local economy. Spending generates local business revenues, which supports additional jobs and wages, as well as sales and business and occupation (B&O) taxes for the state, county and local municipalities. Figure 2.11 depicts the economic footprint of the Navy in Kitsap, Jefferson, and Mason Counties as well as municipalities located within these counties. The figure illustrates economic impacts as dollars circulate through the economy. As previously described, economic impacts are divided among military employment/enlisted personnel and civilian personnel.

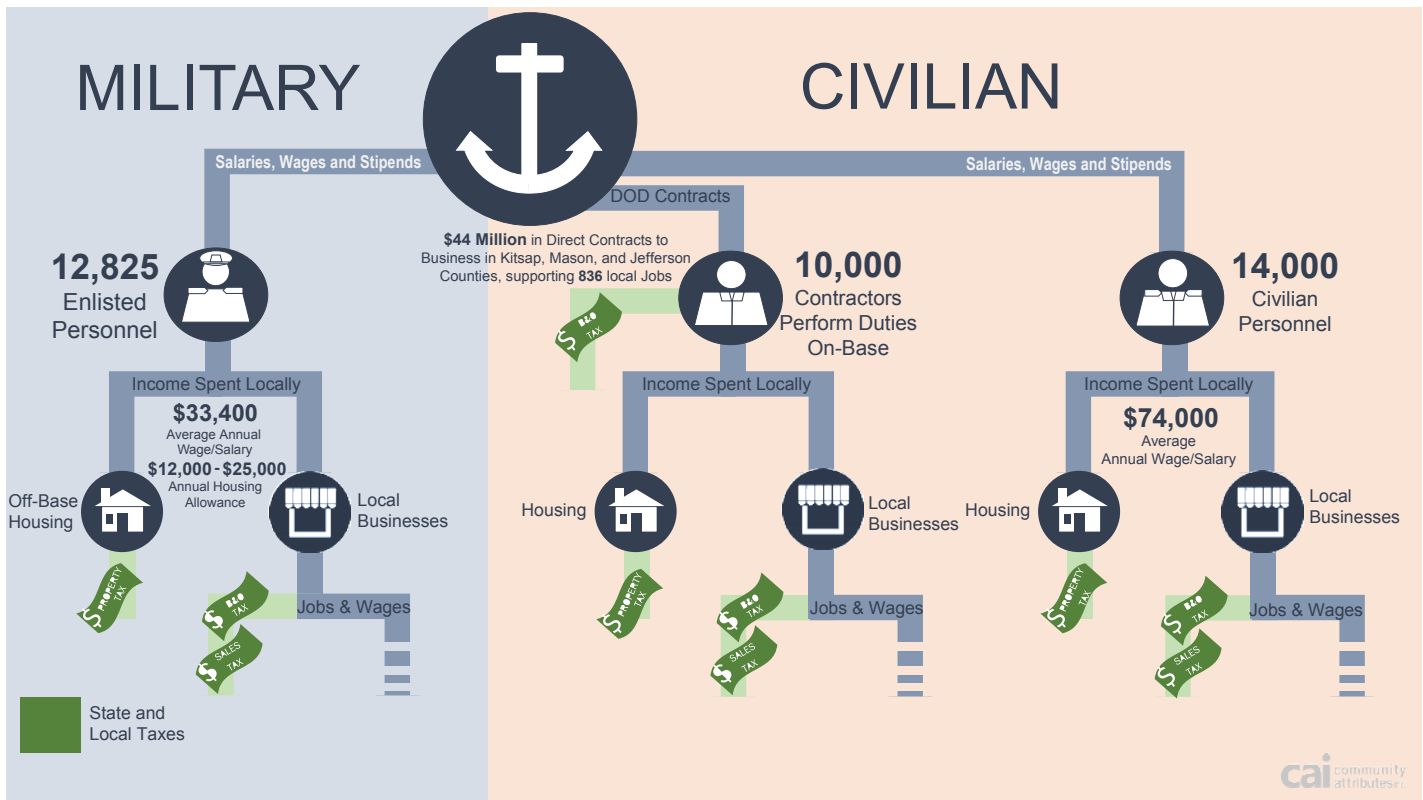


Figure 2.11. Economic and fiscal impacts of Naval Base Kitsap and Naval Magazine Indian Island (Source: Community Attributes, Inc., 2014)

The following sections provide additional details on the economic impacts of military contractors, civilian personnel and military personnel. Key attributes of each category include:

- Number of enlisted/uniformed personnel and number of civilian employed,
- Salaries and wages, and
- Contract values for both goods and services.

Contractors

Figure 2.12 on the following page illustrates spending by the Navy in Washington state and the Kitsap region by zip code (Department of Defense, 2014; Washington Maritime Cluster Study, 2014). The following is a breakdown of DOD spending in Washington State:

- \$7 billion in DOD contracts with Washington companies and organizations (both private and not private sector);
- These contracts include \$4.1 billion via the Navy (see map on next page);
 - \$3 billion of this amount is awarded to Boeing;
- \$768 million of the \$4.1 billion in Navy spending is dedicated to companies and organizations in Kitsap County;
 - Of the \$768 million, \$67 million are direct contracts with local companies (including Naval Magazine Indian Island), and
 - \$44 million worth of contractor activities are directly linked with NBK and NAVMAGII—these activities are performed on base.

Note: There are other contractors completing work for NBK, but are contracted through other government agencies and not included in the above figure.

Civilian Personnel

The impacts of naval facilities in Kitsap and Jefferson Counties can largely be attributed to the civilian employment that the facilities support. A substantial portion of employment in Kitsap County is federal contracted employees, with many of those jobs located in Bremerton (see Appendix B).

- 13,600 of 22,400 government jobs in the county are located in Bremerton.
- Naval Base Kitsap currently employs roughly 14,000 civilian personnel, up from a reported 13,661 in 2011, according to the PSRC.
- As of August 2014, Naval Magazine Indian Island employed 94 civilian personnel and 67 contractor positions.
- 65 percent of federal employees in Kitsap County are employed by Naval Base Kitsap.
- More recently (2013-2014), hiring at the Puget Sound Naval Shipyard and Intermediate Maintenance Facility in Bremerton has resulted in approximately 1,800 additional jobs.

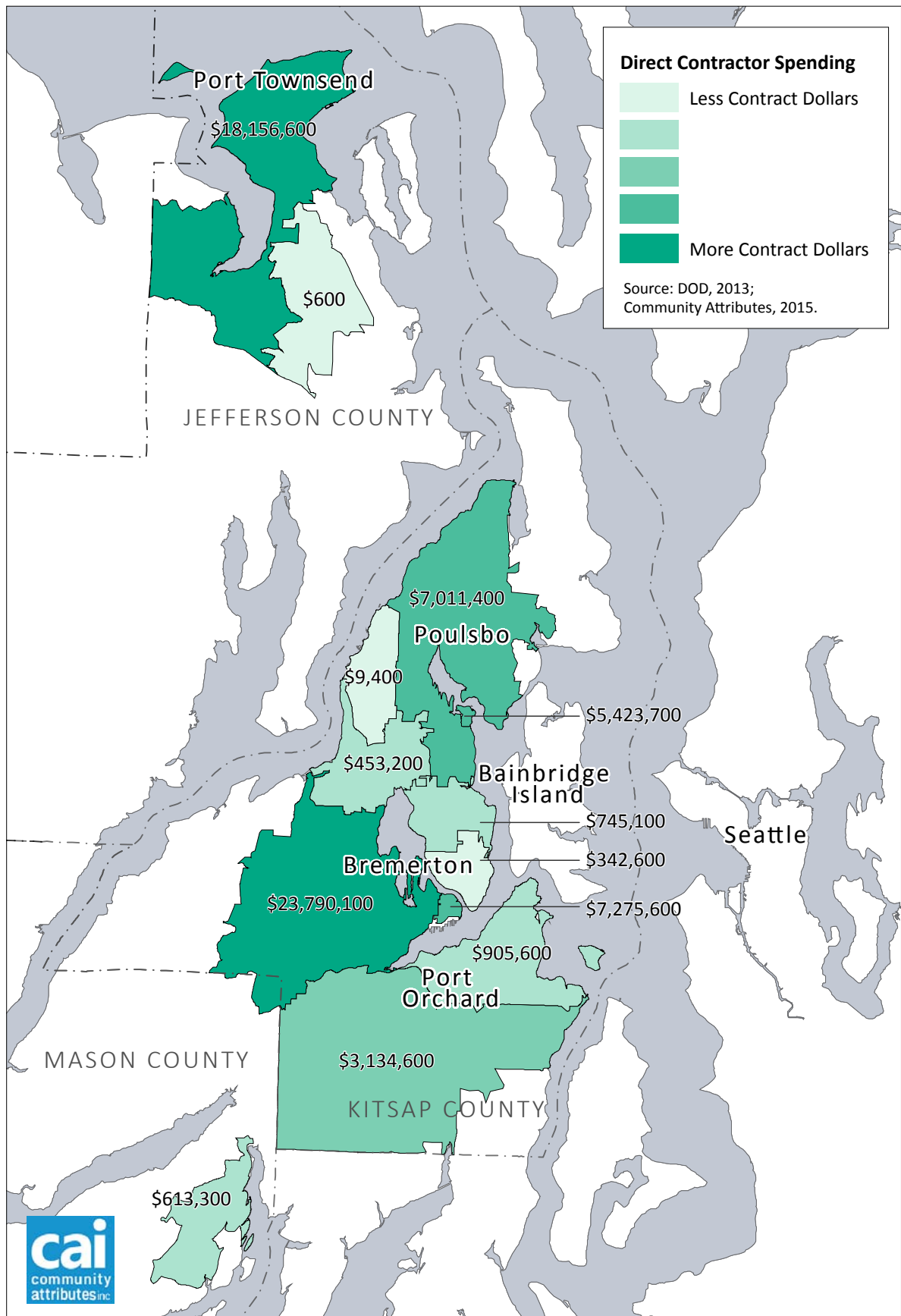


Figure 2.12. Navy contract spending, Washington State, FY2013

Civilian personnel primarily impact their local communities through spending on housing, services, and consumer goods, which in turn impacts local and statewide tax revenues.

- \$827 million in wages were paid to civilian personnel in 2013
- \$74,000 in average yearly salaries and wages per DOD employee in 2013

Table 2.1. Federal/civilian employment by County, 2014

County	Federal Employment
Jefferson County	200
King County	20,400
Kitsap County	16,500
Mason County	100
Pierce County	12,300

Source: Puget Sound Regional Council, 2014

Note: FIRE stands for Finance Insurance and Real Estate;

WTU stands for Warehousing, Transportation and Utilities

Military Personnel

According to a 2011 study by the Puget Sound Regional Council (PSRC) the estimated average annual wage of military personnel is approximately \$33,600. NBK is home to a substantial number of enlisted personnel that impact the local economy.

- 12,825 military personnel are currently stationed at NBK
- NBK-Bangor accounted for 5,419 military personnel in 2012, down from 7,253 reported in 2000
- Five military personnel are stationed at NAVMAGII

Table 2.2. Base population, Bangor CDP, 2010-2012

Year	Total Base Population	Total Base Households	Median Household Income
2000	7,253	1,282	\$32,246
2010	6,054	1,104	\$42,568
2012	5,419	NA	NA

Sources: U.S. Census Bureau American Community Survey 2012; U.S. Census Bureau, 2010;

U.S. Census Bureau, 2000; PSRC 2011

Note: NA represents cases where data was unavailable.

Military personnel and their families living in the community represent a significant impact on housing and local rents; military stipends paid for housing often represent the maximum rent that landowners can charge to rent out their property.

Table 2.3. Military housing allowance, Bremerton, 2013

Family Composition	Monthly Range		Annual Range	
	Min	Max	Min	Max
W/Dependents	\$1,221	\$2,082	\$14,652	\$24,984
WO/Dependents	\$1,032	\$1,755	\$12,384	\$21,060

Sources: United States Department of Defense (Military.com), 2015

Regional Context

As is mentioned in this chapter’s introduction, the study area encompasses five federally-recognized Native American Tribes, three counties, over a dozen communities, and several regional coordinating councils. To set the context, this section provides some general information about the following entities:

- Tribal governments,
- Kitsap County,
- Jefferson County,
- Mason County,
- City of Bremerton, and
- Regional Councils.

Table 2.4 illustrates the mix of land uses in Jefferson and Kitsap Counties and Figure 2.13 on the following page depicts the distribution of land uses within the larger study area. The land use map shows that Kitsap County features a mix of urban uses, rural residential, and forest land, whereas Jefferson County is predominately forest land with some rural residential and areas of resorts largely along the Hood Canal.

Table 2.4. Existing land use patterns

Kitsap County Land Use	Percent of County Land	Jefferson County Land Use	Percent of County Land
Household, single family units	38.8%	Forest land	60.1%
Undeveloped land	25.1%	Household, single family units	14.2%
Forest land	17.6%	Undeveloped land	12.9%
Open space and Parks	5.4%	Agriculture	4.1%
Institutional	4.9%	Open space and Parks	3.5%
Multifamily Housing	2.4%	Multifamily Housing	1.7%
Retail	1.9%	Resorts, group camps, vacation cabin	1.5%
Transportation and Utilities	1.3%	n/a	0.6%
Agriculture	1.0%	Retail	0.5%
Mining and related activities	0.5%	Institutional	0.4%
Resorts, group camps, vacation cabin	0.4%	Transportation and Utilities	0.3%
Industrial	0.4%	Industrial	0.1%
n/a	0.2%	Marine related Activities	<0.1%
Marine related Activities	0.1%	Mining and related activities	<0.1%
Grand Total	100.0%	Water Areas	<0.1%
		Grand Total	100.0%

Source: Washington State Department of Ecology/Department of Revenue, 2010

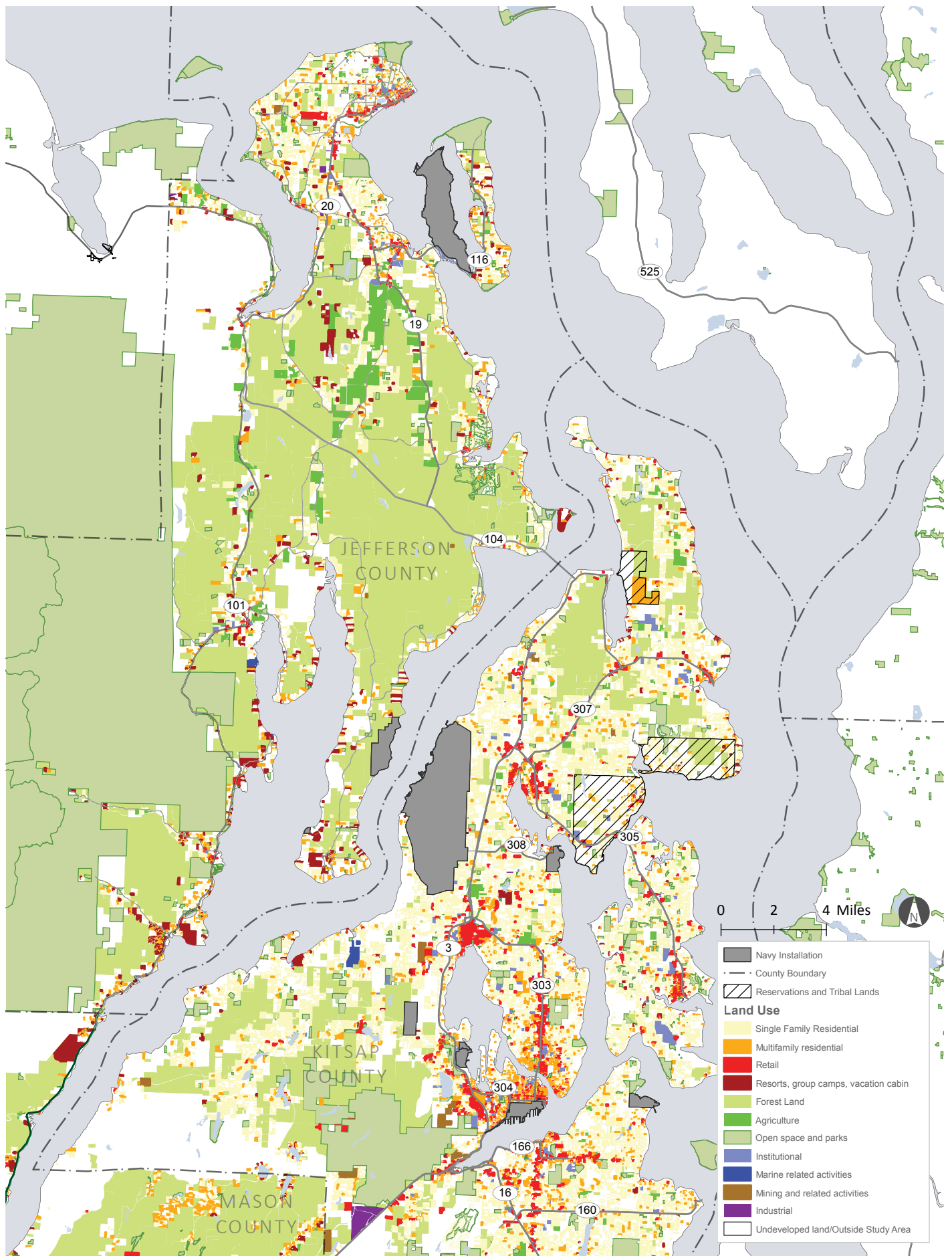


Figure 2.13. Existing land use patterns in the study area

Tribal Governments

Five federally recognized Native American Tribes (i.e., sovereign nations) are in the study area—the Jamestown S’Klallam, Lower Elwha Klallam, Port Gamble S’Klallam, Skokomish, and Suquamish. In the JLUS study area, the Point No Point (Jamestown S’Klallam, Lower Elwha Klallam, Port Gamble S’Klallam, and Skokomish) and Point Elliot (Suquamish and other Tribes) Treaties between Tribal and the U.S. governments preserve reservation lands and Tribal fishing rights. Federally recognized Tribes have Treaty Reserved Rights protected under the 1974 U.S. v. Boldt decision (“Judge Boldt Decision”), which require the United States government to consult Tribal entities if any Tribal resources will be affected in their Usual and Accustomed (U&A) fishing and hunting areas. Tribal U&A fishing, hunting, and gathering rights extend beyond lands formally described in the Treaties to any area used for hunting and occupied by the Tribe over an extended period of time (Washington State Supreme Court, *State v. Buchanan (1999)*). This means that Usual and Accustomed (U&A) areas extend across the JLUS study area, including Navy property and operating areas (see Figure 2.14).

The Navy is generally proactive in consulting with the Tribes to minimize conflicts between land uses. The Navy has agreements with some Tribes allowing access to Navy property for shellfish harvesting. Also, regular consultation during project permitting is required by Executive Order (EO) 13084 and Commander Navy Region Northwest Instruction 11010.14 (policies for consultation with Federally Recognized American Indian and Alaskan Native Tribes).

The Point No Point Treaty Council and other Tribal governments promote environmental stewardship and partner with local jurisdictions, State agencies, and environmental organizations to plan for healthy environments. The protection of Tribal Treaty resources is particularly important as this directly impacts the cultural and economic wellbeing of Tribal members.

Tribal cultural landscapes are found throughout the region. Nearly all shorelines had villages or encampments at some point, and these places hold cultural, historical, and spiritual significance for Tribal members and Washington citizens. Cultural resources are protected under the National Historic Preservation Act and state law. Cultural and historical resource preservation and protection provides educational and cultural values to Washington residents and leads to better understanding between cultures. The Tribal governments and the Department of Archaeology and Historic Preservation (DAHP) review development proposals to help protect cultural resources.

JLUS Issues

For the Tribal governments within the study area, JLUS issues include the following integrally related issues:

- Cultural and archaeological resource protection (see “Tribal Archaeological Sites” on page 154), and
- Environmental protection, largely related to Treaty-protected natural resources issues (see “Environment Regulations” on page 127, “Navy Environmental Impacts” on page 136, and “Open Space and Resource Lands” on page 139).

Although the issue of maintaining fishing, hunting, and gathering rights was raised during the JLUS process, it is not addressed in this document beyond the cultural, archaeological, and environmental protection measures noted above, as the government-to-government consultation process is a more appropriate venue to discuss projects or operations that could affect these rights. The consultation process is intended to be a meaningful, respectful, and two-way dialogue beyond a perfunctory sharing of information with standard review periods

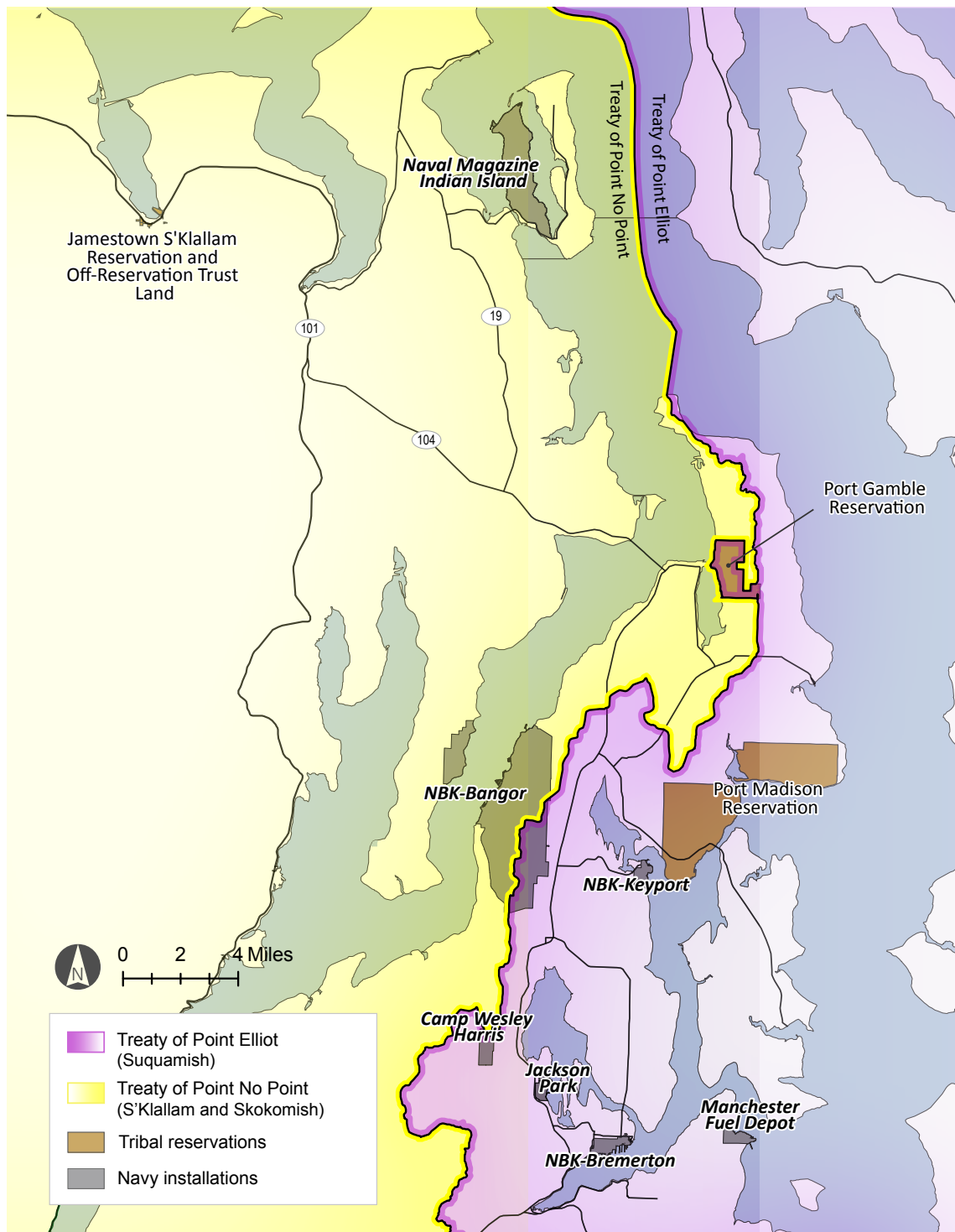


Figure 2.14. Tribal usual and accustomed (U&A) grounds

Kitsap County

Kitsap County is located on the northern end of the Kitsap Peninsula, across the Puget Sound from the City of Seattle (see Figure 2.15). The County is bounded on the west by Hood Canal, Admiralty Inlet to the north, Puget Sound to the east and Pierce and Mason Counties to the south. Kitsap is uniquely situated between the urban areas of Seattle/Tacoma and the wilderness areas that make up Olympic National Park. Kitsap County comprises 393 square miles and is the third smallest county in Washington State by land area. Despite its relatively small land area, Kitsap County is Washington's third most densely populated county and home to more than 250,000 people and population density of 635.9 people per square mile. Its largest city is Bremerton, which is profiled later in this section.

Kitsap County has remained an attractive place to work and live while accommodating rapid growth over the last two decades. People are attracted to its rural character and connection to the water. This maritime connection is dominant in the county's economy, evidenced by the crucial role played by the Navy and Washington State Ferries (WSF). More than 12 million ferry passenger trips originate/end in Kitsap County, which accounts for more than half of all Washington State Ferries ridership.

Urban Growth Areas (UGAs)

In accordance with the Growth Management Act (GMA) and its Countywide Planning Policies (CPPs), Kitsap County has designated the following 10 UGAs, where most growth has been allocated:

- Kingston UGA,
- Poulsbo UGA,
- Silverdale UGA,
- Central Kitsap UGA,
- East Bremerton UGA,
- West Bremerton UGA,
- Gorst UGA,
- Port Orchard/South Kitsap UGA,
- Utility Local Improvement District (ULID) #6/McCormick UGA, and
- Puget Sound Industrial Center – Bremerton UGA.

Rural Areas

The rural areas of Kitsap County allow low density rural development. The GMA requires that Kitsap County contain and control urban development to ensure protection of rural character, critical areas and the conversion of forest, mineral resource, and agricultural land. Kitsap County's 2010 rural population was approximately 106,000 people, up from 98,000 in 2000. By 2035, the rural population is expected to grow by approximately 24,000.

Limited Areas of More Intensive Rural Development (LAMIRDs)

Recognizing that counties often have unincorporated hamlets, villages, crossroads, shoreline development, or other areas built or vested prior to the adoption of comprehensive plans under GMA, RCW 36.70A.070(5)(d) was amended in 1997 and 2005 to provide guidance on LAMIRDs. LAMIRDs are allowed as exceptions to rural plan element requirements. They may contain more intense development in a way that helps protect rural character and operation of rural uses. They also address the needs of rural communities by providing employment opportunities, convenient services, and more varied housing choices, while limiting development impacts. Kitsap County LAMIRDs are shown in Figure 2.15

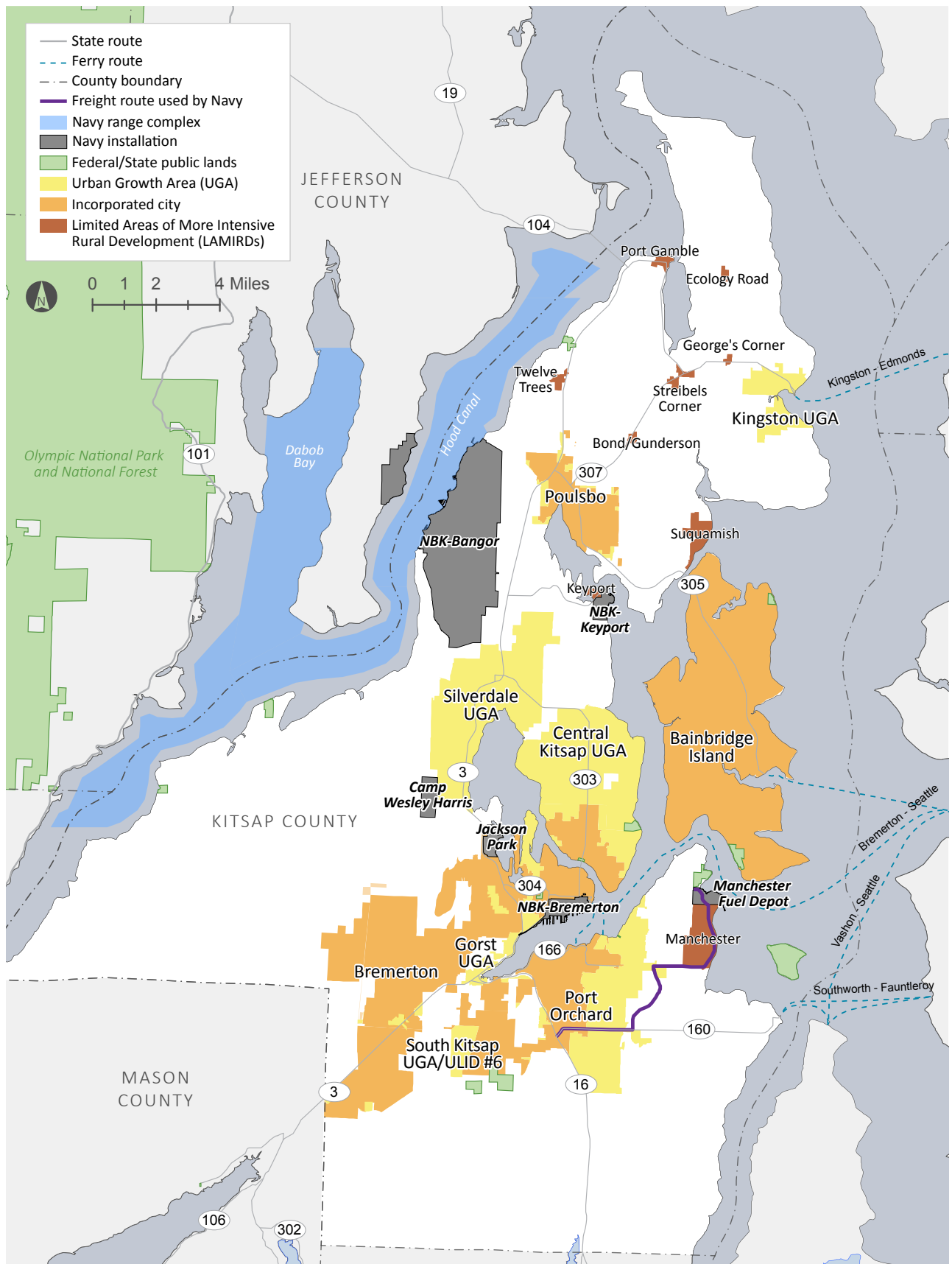


Figure 2.15. Kitsap County Urban Growth Areas and LAMIRDs

JLUS Issues

In Kitsap County, issues of particular interest for the JLUS are listed below. Note, Bremerton-specific issues are introduced in the City of Bremerton section that follows.

1. **Land use compatibility around base perimeters and along Navy transportation routes** (see “NBK-Bangor and Vinland” on page 92, “NBK-Keyport” on page 92, “Land Uses near Transportation Routes” on page 94, and “Structures on Navy Property” on page 102).
2. **Shoreline and upland activities along Hood Canal** (see “Hood Canal and Dabob Bay” on page 103 and “Dabob Bay Range Complex and Hood Canal Easements” on page 148).
3. **Transportation** (see “Hood Canal and Portage Canal Bridges” on page 123, “SR 3/SR 304 Interchange” on page 119, and “SR 3/SR 16 Interchange” on page 121).
4. **Communication and coordination** (see “Communication and Coordination” on page 83).
5. **School facility planning and public service coordination** (see “Communication and Coordination” on page 83).
6. In addition, the following jurisdiction-specific issues were identified (see references above for more information):
 - A. **Port Orchard.** Located across Sinclair Inlet from NBK-Bremerton, Port Orchard is home to Navy personnel, civilian employees, contractors and their families. Transportation and school facility planning are key issues.
 - B. **Poulsbo.** Surrounding the northern portion of Liberty Bay, Poulsbo is located north of NBK-Keyport and east of NBK-Bangor. It is served by three state highways: State Route (SR) 3, SR 307, and SR 305. Poulsbo is also home to Navy personnel, civilian employees, contractors and their families. Transportation and school facility planning are key issues.
 - C. **Silverdale.** Located in central Kitsap County north of Dyes Inlet and near NBK-Bangor, Silverdale is served by SR 3 and SR 303, and is anticipating significant residential and commercial growth (designated as a Regional Growth Center by the Puget Sound Regional Council). Silverdale is also home to Navy personnel, civilian employees, contractors and their families. Transportation and school facility planning are key issues. Land use planning surrounding the Navy railway is also an important issue.
 - D. **Gorst.** Strategically located between major population and job centers in Kitsap County, Gorst is also a major transportation hub. The SR 3 and SR 16 highways converge in Gorst, and the Navy railroad traverses the area.

Jefferson County

Jefferson County is located in the north-central portion of Washington State’s Olympic Peninsula. The County is bounded on the west by the Pacific Ocean and on the east by the waters of the Admiralty Inlet and Hood Canal. Clallam County and the Strait of Juan de Fuca define the northern border, while the southern boundaries are defined by Mason and Grays Harbor Counties. Jefferson County comprises approximately 1,800 square miles and is the eighteenth largest of the State’s thirty-nine counties.

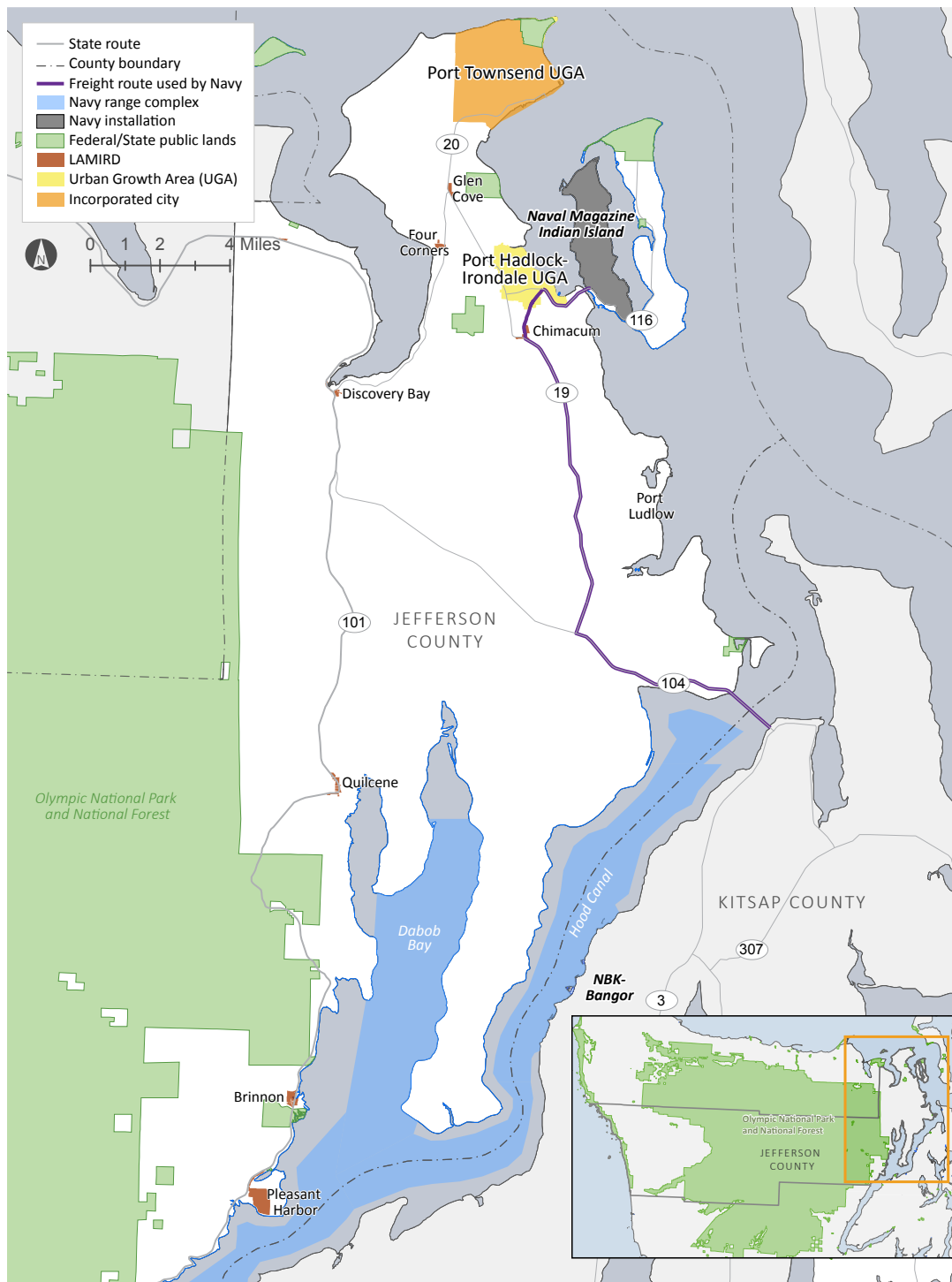


Figure 2.16. Jefferson County Urban Growth Areas and LAMIRDS

The Olympic National Park and National Forest, which bisect the County into western and eastern halves, comprise approximately 65 percent of the County's 1.16 million acres. Combined with the County's primarily agricultural and forested land base and rural economy, there is relatively little land appropriate for urban development. Residential development is clustered throughout the County.

Jefferson County is largely a rural County with two urban growth areas (the City of Port Townsend and the Port-Hadlock-Irondale UGA), one Master Planned

community, Port Ludlow, and the Pleasant Harbor Master Planned Resort near Brinnon. In 2010, nearly 96 percent of the County's approximately 30,000 people lived in eastern Jefferson County, primarily in Port Townsend, the Port Hadlock-Irondale-Chimacum Tri-Area, and Port Ludlow. Port Townsend is the County's only incorporated city and has 9,000 residents. Quilcene and Brinnon are the largest communities in the southern portion of the County.

Jefferson's County's rural quality of life is what attracts many residents and tourists. Jefferson ranks 29th of Washington State's 39 counties in terms of population density.

JLUS Issues

In Jefferson County there are four areas of particular interest for the JLUS:

1. **Marrowstone Island.** Marrowstone Island is Naval Magazine Indian Island's neighboring community and both depend on the Portage Canal Bridge for access and some utility connections (see "Hood Canal and Portage Canal Bridges" on page 123 and "Freight Route used by NAVMAG Indian Island" on page 96).
2. **The Port Hadlock-Irondale UGA.** The freight route utilized by East Jefferson County entities, including Naval Magazine Indian Island, traverses this UGA and the Chimacum LAMIRD and compatibility issues could arise as these areas develop (see sections on "Freight Route used by NAVMAG Indian Island" on page 96 and page 126).
3. **Development along the western shores of Hood Canal and Dabob Bay.** Population growth and development in this area could increase water traffic, which could impact the viability of the Navy's in-water operating areas and testing ranges (see "Hood Canal and Dabob Bay" on page 103 and "Dabob Bay Range Complex and Hood Canal Easements" on page 148).
4. **Communication and coordination** (see Section 4.1 starting on page 83).

Mason County

Mason County is situated along the southwestern portion of Puget Sound, and encompasses roughly 970 square miles. It borders Jefferson County to the north, Grays Harbor County to the west and southwest, Thurston County to the southeast, Pierce County to the east, and Kitsap County to the northeast.

Mason County remains a predominantly rural county despite the urban spillover from Thurston and Kitsap Counties. The City of Shelton is the only incorporated area in Mason County and is less than five square miles, or one percent of the County's total land area.

Mason County is a predominantly rural county, despite some urban spillover from adjacent Thurston and Kitsap Counties. Mason County's rich natural resources and open spaces dominate the County's landscape. National, state, and private forests currently account for about 82 percent of the County's land. Mineral deposits underlie Mason County's top soils and at present, these deposits support 21 surface mining operations. Agricultural uses provide an important contribution to the County's economy. Open space within the County hosts wildlife habitat, undeveloped natural areas, and many developed park and recreation sites. These open space areas include 101 sites managed by federal, state, county, municipal, and private interests.

JLUS Issues

There are three areas of particular interest for the JLUS in Mason County:

5. **Area surrounding the Navy railroad.** NBK's railroad traverses Mason County and there are some compatibility issues with surrounding development (see "Naval Base Kitsap Railway" on page 94).
6. **Western shores of the southern portion of the Hood Canal.** Growth in this area could increase water traffic, which could impact the viability of the Navy's in-water operating areas and testing ranges (see "Hood Canal and Dabob Bay" on page 103 and "Dabob Bay Range Complex and Hood Canal Easements" on page 148).
7. **Communication and coordination** (see Section 4.1 starting on page 83).

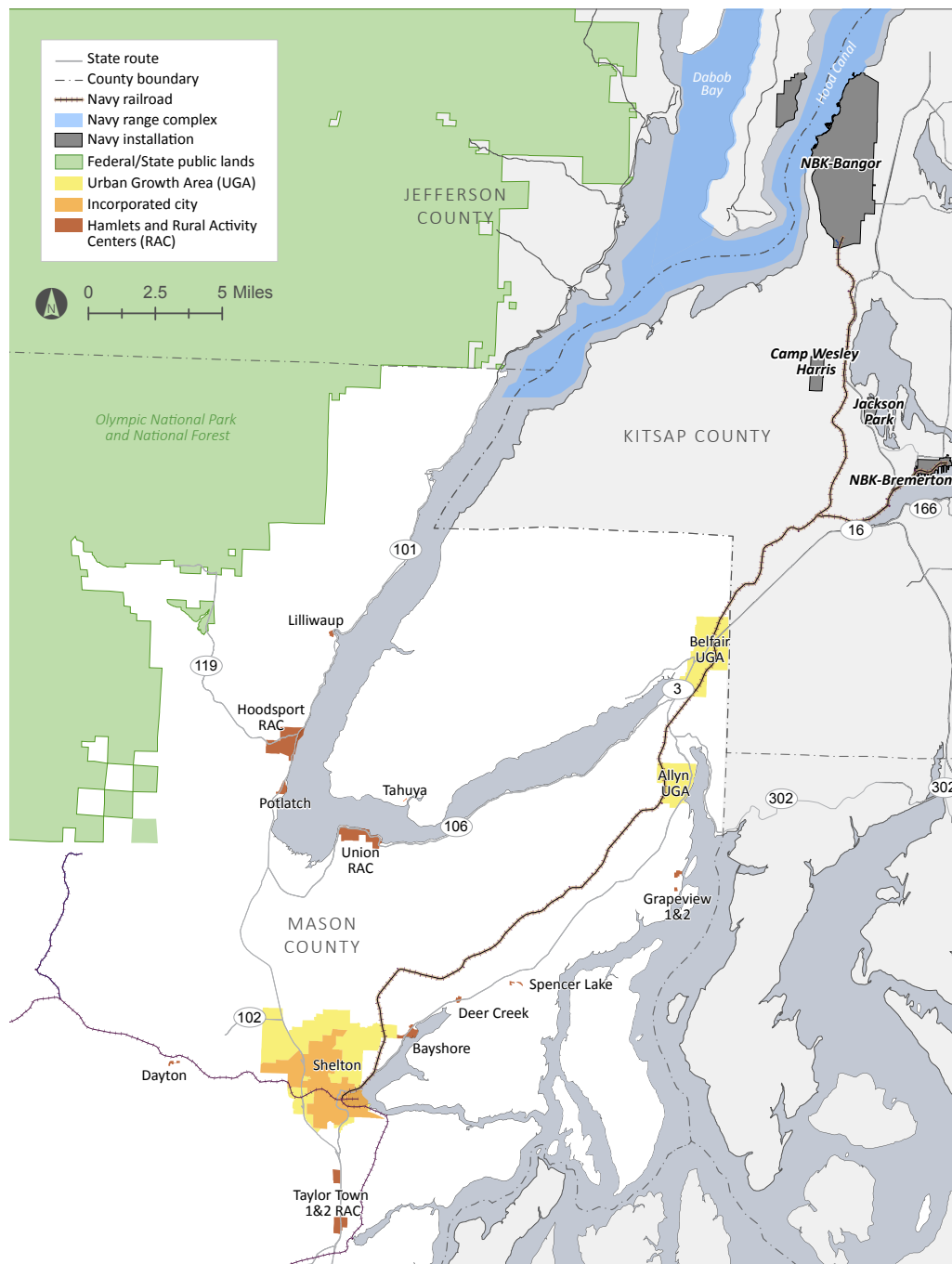


Figure 2.17. Mason County Urban Growth Areas, Hamlets, and Rural Activity Centers (RACs)

City of Bremerton

The City of Bremerton is located along Sinclair Inlet on the eastern half of central Kitsap County. With a land area of approximately 28 square miles and a population of more than 39,000, Bremerton is the largest city in Kitsap County. Bremerton has a well established urban character and good connections to the rest of the region, including ferry service to downtown Seattle. Bremerton has a long maritime history and is home to NBK-Bremerton, which includes the Puget Sound Naval Shipyard and Intermediate Maintenance Facility, which employs approximately 16,000 civilians and active duty military personnel.

Bremerton's downtown core has experienced significant revitalization, guided by its Downtown Regional Center Sub Area plan and anchored by the ferry terminal and Bremerton Transportation Center. The City has experienced increased development along the perimeter of NBK-Bremerton.

JLUS Issues

Due to the existing built environment and the location of the shipyard adjacent to Downtown Bremerton, there are several areas/issues of interest for the JLUS.

1. **Traffic impacts, particularly the morning and afternoon peak rush associated with the NBK-Bremerton** (see "Bremerton – Traffic Surges" on page 118 and "Charleston Boulevard Corridor" on page 120).
2. **Parking and base access for NBK-Bremerton workers** (see "Bremerton" on page 115).
3. **Land use compatibility around the base** (see "NBK-Bremerton" on page 90).
4. **Infrastructure coordination** (see "Infrastructure Coordination" on page 100).
5. **Housing for Navy personnel and contractors** (see "Communication and Coordination" on page 83).
6. **School facility planning and public service coordination** (see "Communication and Coordination" on page 83).
7. **Communication and coordination** (see "Communication and Coordination" on page 83).

Regional Councils

Three multi-jurisdictional coordinating councils operate in the study area.

Hood Canal Coordinating Council (HCCC)

A watershed-based council of governments established in 1985, the HCCC recognized the benefit of cooperating on policy development and decision-making affecting the Hood Canal region. The HCCC is concerned with water quality problems and issues related to natural resources in the watershed. Members include Kitsap County, Mason County, Jefferson County, Port Gamble-Klallam Tribe, and Skokomish Tribe.

Kitsap Regional Coordinating Council (KRCC)

Established through an inter-local agreement amongst its current core members (Kitsap County, the three Kitsap Cities – Bainbridge Island, Port Orchard, and Poulsbo – and the Port of Bremerton), the Kitsap Regional Coordinating Council is a forum for members to work together on issues that affect the entire community. Naval Base Kitsap, an Ex Officio member of KRCC that provides coordination among local and federal actions and Kitsap's two federally-recognized Tribes (Port Gamble S'Klallam and Suquamish) are Associate Members.

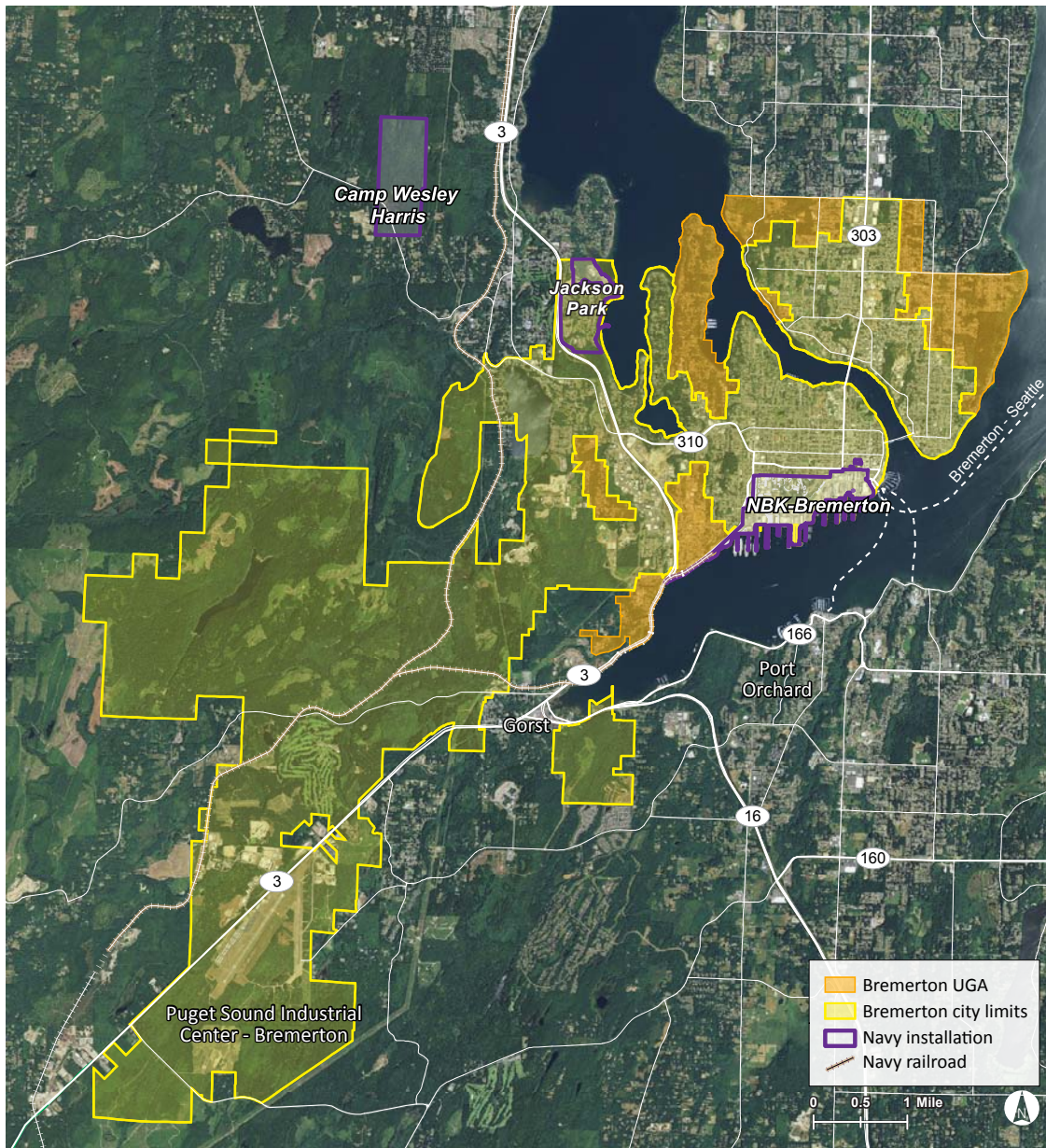


Figure 2.18. City of Bremerton

Puget Sound Regional Council (PSRC)

Comprised of representatives from King, Kitsap, Pierce and Snohomish Counties, their cities and towns, port districts, transit agencies, and the Suquamish Tribe and other Tribes, the PSRC facilitates regional planning for the future, by helping them address interjurisdictional issues. The PSRC is a regional planning association that has specific responsibilities under federal and state law for transportation planning, economic development and growth management.

Transportation Context

The NBK and NAVMAGII JLUS focuses on the naval facilities in Kitsap and Jefferson Counties, and the corresponding transportation infrastructure serving the naval installations. This includes roadways, waterways, railways, transit, and non-motorized facilities. The geographical area of the study is large and as such the transportation study focuses primarily on those areas surrounding the key installations noted previously in this report. Figure 2.19 demonstrates the critical transportation routes along with special areas of focus in this JLUS.

Transportation Network Overview

With a study area covering three counties and multiple cities, the transportation context features a complicated tapestry of governance by multiple agencies managing an extensive transportation system that includes waterways, railways, pedestrian systems, transit systems, and roadways serving the community and freight needs.

The transportation systems reviewed in this study includes the state routes and arterials which serve Kitsap and Jefferson Counties and the naval facilities within. In addition to these roadways, other important facilities include the arterials which serve the City of Bremerton. The transportation systems that are utilized for travel are described in the following sections.

Roadway Network

As seen in Figure 2.19, the state routes connect the region primarily through north-south roadways. Most roadways with available right-of-way have paved shoulders as there was an effort on behalf of both counties to provide non-motorized access where possible. Notably there are roadways without shoulders including SR 116 east of the Portage Canal Bridge in Jefferson County and most streets in downtown Bremerton, where sidewalks are present. Important facilities to note include SR 3 and SR 104 which connect the Kitsap Peninsula and eastern Jefferson County via the Hood Canal Bridge. The state routes generally have four lanes (two lanes in each direction) to six lanes (three lanes in each direction) in rural areas and two lanes (one lane in each direction) to four lanes in urban areas. The posted speeds range from 45 to 60 miles per hour (mph) in rural areas and 25 to 35 mph in urban areas. State Routes 3 and 104 operate at 60 mph outside of urban areas and are generally free-flowing outside of the peak commute periods. The peak commute period occurs between 5:00 a.m. and 7:00 a.m. and 4:00 p.m. to 6:00 p.m. The morning peak-period is most commonly observed between 7:00 a.m. and 9:00 a.m., but in Kitsap and Jefferson Counties the peak hour is earlier than is typical due to shipyard hours and commuter travel from Seattle.

Principal and minor arterial roadways fill in the transportation system in more urban areas and do not generally carry as much traffic as the larger state routes. These roadways generally have two to four lanes with posted speeds between 25 and 50 mph.

The use of the transit and ferry service varies depending on the installation. Kitsap Transit and Jefferson Transit are the primary providers of public transportation in Kitsap and Jefferson Counties. Each has bus routes in the study area that serve the Navy facilities and the surrounding communities. The routes supporting each facility are discussed further in the overview of the naval bases. In addition, Kitsap Transit manages the Worker/Driver program where bus drivers are also employees at employment centers in the area, such as NBK-Bangor and NBK-Bremerton.

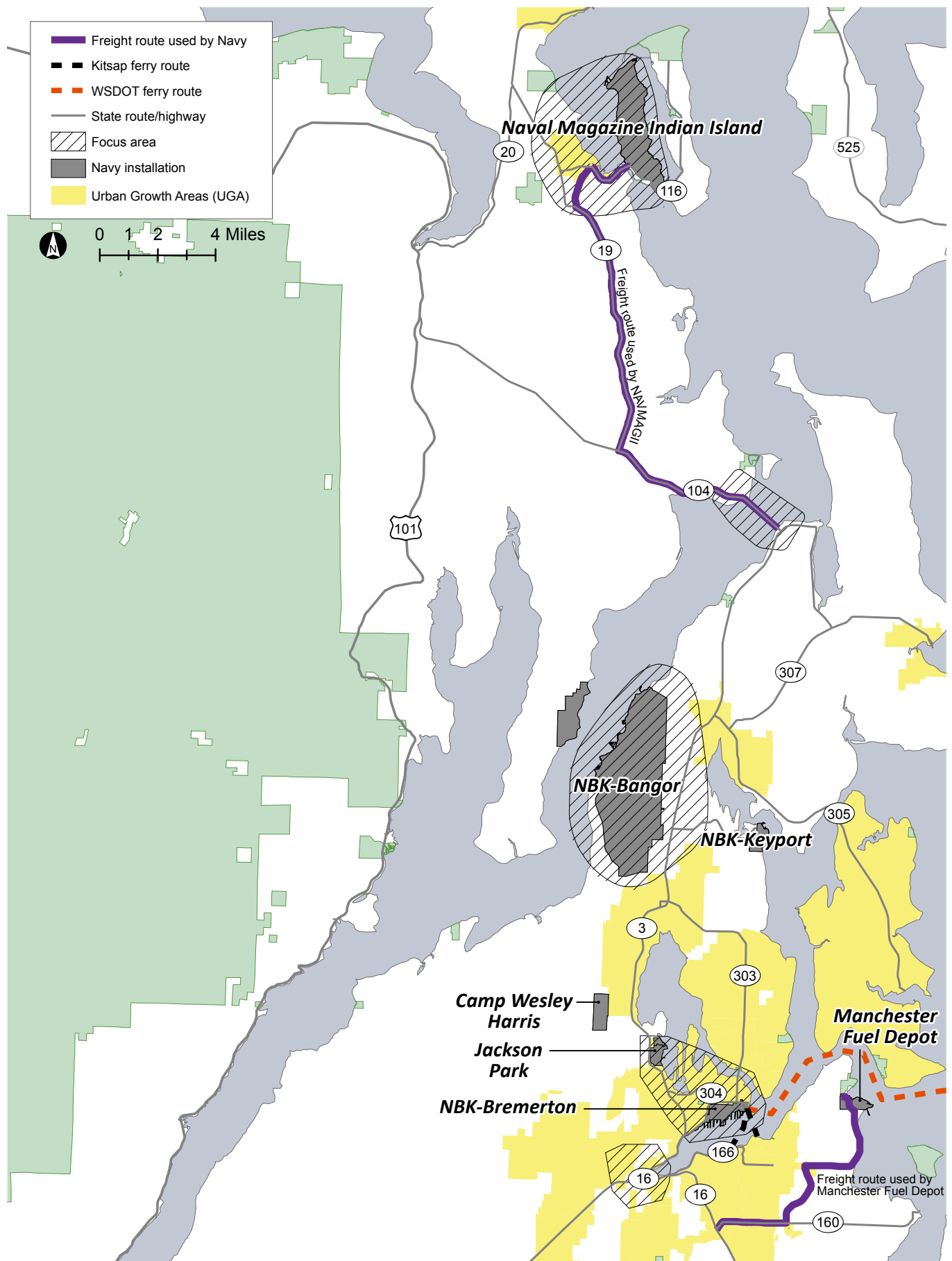


Figure 2.19. Study area transportation context

Employees who work on the base may join this program as a driver, or ride for free. Those who are not federal employees may also ride the Worker/Driver buses for a small fee. There are currently 29 Worker/Driver routes that span the region from Port Gamble in the north to Olalla in the south.

Waterways are extremely important for both Navy operations and community activities. The waterways of the Puget Sound connect the Kitsap Peninsula, Bainbridge Island, Vashon Island, and surrounding communities with Seattle, Tacoma, and Coupeville providing a vital transportation link and opportunities for recreational activity. WSDOT runs five ferry routes serving the Kitsap Peninsula including: Kingston/Edmonds, Bainbridge Island/Seattle, Bremerton/Seattle, Southworth/Vashon Island/Fauntleroy, and Port Townsend/Coupeville. The more frequented routes include Bainbridge Island/Seattle and Bremerton/Seattle. The cost varies depending on the vehicle and passenger type and is available on their website.

Kitsap County provides a foot ferry service across the Sinclair Inlet between Port Orchard, Bremerton, and Annapolis. The foot ferry costs two dollars each way and runs on a seasonal schedule. The ferry serves both routes on weekdays and only the Port Orchard/Bremerton route on weekends. Paid parking is available in Bremerton, Annapolis, and Port Orchard to serve ferry commuters. The Port Orchard/Bremerton route has a 12 minute travel time and provides 70 trips during the weekdays between Port Orchard and Bremerton. The Annapolis/Bremerton route has a five-minute travel time and provides 30 trips and is only served during the weekdays between Annapolis and Bremerton. On Saturday, the Port Orchard/Bremerton foot ferry is in operation. The route runs every 30 minutes from each dock until approximately 8:00 p.m. and provides 46 trips between these locations.

Active Transportation

Non-motorized facilities are primarily planned and maintained by Kitsap and Jefferson Counties in their transportation plans and through the regional efforts of the Kitsap Regional Coordinating Council to develop a coordinated and comprehensive non-motorized transportation system. Both counties have a non-motorized transportation plan which work in conjunction with the KRCC and the Peninsula Regional Transportation Planning Organization Transportation Plan. An overview of non-motorized facilities in Kitsap and Jefferson Counties is included in this report followed by additional detail regarding non-motorized transportation for Navy facilities.

Given the rural nature of Kitsap and Jefferson Counties travel often occurs by motorized vehicle. However, active transportation is an important aspect of a multi-modal transportation system in order to accommodate a variety of users, improve human health and the environment, and also serve as recreational facilities. An effort has been made toward developing and improving active transportation facilities to enhance and promote walking and biking as viable forms of transportation and to provide recreational opportunities. Sidewalks are generally provided in the urban areas of Kitsap and Jefferson Counties. The effort to pave roadway shoulders has provided further accommodation for bicycling and walking in the rural areas of the region.

The construction and recent extension of the trails in the area, including the Larry Scott Trail, the Rick Tollefson Memorial Trail (connecting Chimacum and Port Hadlock), and the Mosquito Fleet Trail will enhance active transportation by providing multi-modal trails that are separated from the roadway. Jefferson

County is planning extensions to the Rick Tolleson Memorial Trail to connect major destinations in the Port Hadlock-Irondale UGA and Chimacum. It would include multi-use trails and frontage sidewalks along the route. As there will likely be associated pedestrian crossings, lowered speed limits and increased traffic congestion are possible. The Mosquito Fleet Trail is a proposed Kitsap County public trail designed to connect the historic Mosquito Fleet ferry docks and landing sites while promoting waterfront access, scenic views, and historic landmarks.

Critical Infrastructure

A review of the transportation system in Kitsap and Jefferson Counties identified a few select roadways in the area which provide critical connections and facilitate travel between the naval facilities and the communities in the region. Specifically these include:

- The Hood Canal Bridge located on SR 104 which connects Kitsap and Jefferson Counties across the Hood Canal and enhances the movement of people and goods throughout the region.
- SR 19, SR 116 in Port Hadlock and the Portage Canal Bridge; these facilities provide the connection to Indian and Marrowstone Islands and accommodate travel to NAVMAGII and the state park on the north end of Marrowstone Island.
- The State Routes and arterial roadways which serve downtown Bremerton and the NBK-Bremerton are vital for commuter traffic. In addition the parking facilities and alternative modes of transportation are important to maintain acceptable traffic operations in the area.
- The WSDOT and Kitsap County Ferries, which provide transportation for motorized and non-motorized travel across the Puget Sound. The WSDOT ferries are designated as non-highway facilities of statewide significance and allow for movement of people and goods between the Kitsap Peninsula, the metropolitan area of Seattle, and other areas.
- The Bremerton – Puget Sound Industrial Center (PSIC-Bremerton) corridor and the SR 16/SR 3 interchange which facilitates freight travel and the movement of goods between Bremerton, its' industrial corridor, and Seattle.
- The SR 3 and SR 304 corridors in downtown Bremerton, which serve NBK-Bremerton and its' employees whose daily assignments require access to the Navy facility in the heart of downtown Bremerton; these roadways are especially important not only to NBK-Bremerton for the operations of the Navy but they also serve the commuters traveling to the Bremerton Transit Center located just east of NBK-Bremerton.

The facilities identified above are vital to the continued operations and success of the Navy facilities and the communities that surround them. As growth occurs on the peninsula and at the Navy facilities, it is imperative to focus on these areas during transportation planning and review so that as change occurs the transportation system can be updated to accommodate the needs of NBK and its surrounding communities.

NBK-Bangor

Primary access to NBK-Bangor is provided by SR 3 which is the major roadway serving the cities of Bremerton, Poulsbo, and Silverdale, and connects Kitsap and Jefferson Counties via SR 104 and the Hood Canal Bridge. SR 3 connects with SR 305 near Poulsbo providing access between NBK-Bangor and Bainbridge Island providing a connection to the WSDOT Ferry Terminal on the Island in addition to the Ferry Terminal in Bremerton. SR 3 is generally free-flowing and is not expected to see a decrease in the level of service given that NBK-Bangor is located in a generally rural area.

Transit service to the base is provided by Kitsap Transit Route 34 which travels between Ohio Street inside the base and the Silverdale Transfer Center. This route operates on weekdays and Saturdays providing connections to Silverdale, Poulsbo, Old Town, Ridgetop, and the Fairgrounds. Kitsap transit also provides vanpool service to NBK-Bangor which is part of the Kitsap Transit Worker/Driver program.

Non-motorized facilities like sidewalks and bike lanes are generally uncommon outside of the base since the roadways are rural in nature. However, roadway shoulders are generally paved and can accommodate walking and bicycling. Inside the base there are generally sidewalks and bike lanes provided. A designated bike route is defined along Clear Creek Road NW, SR 308, and Silverdale Way which connects NBK-Bangor to NBK-Keyport.

Traffic safety along SR 3 was reviewed in previous studies for the section between Bremerton and Shelton. Potential safety improvements for each segment of the corridor were identified and included suggestions to reduce the number of direct access connections to SR 3. These strategies will be discussed further in Chapter 4, Section 4.4.

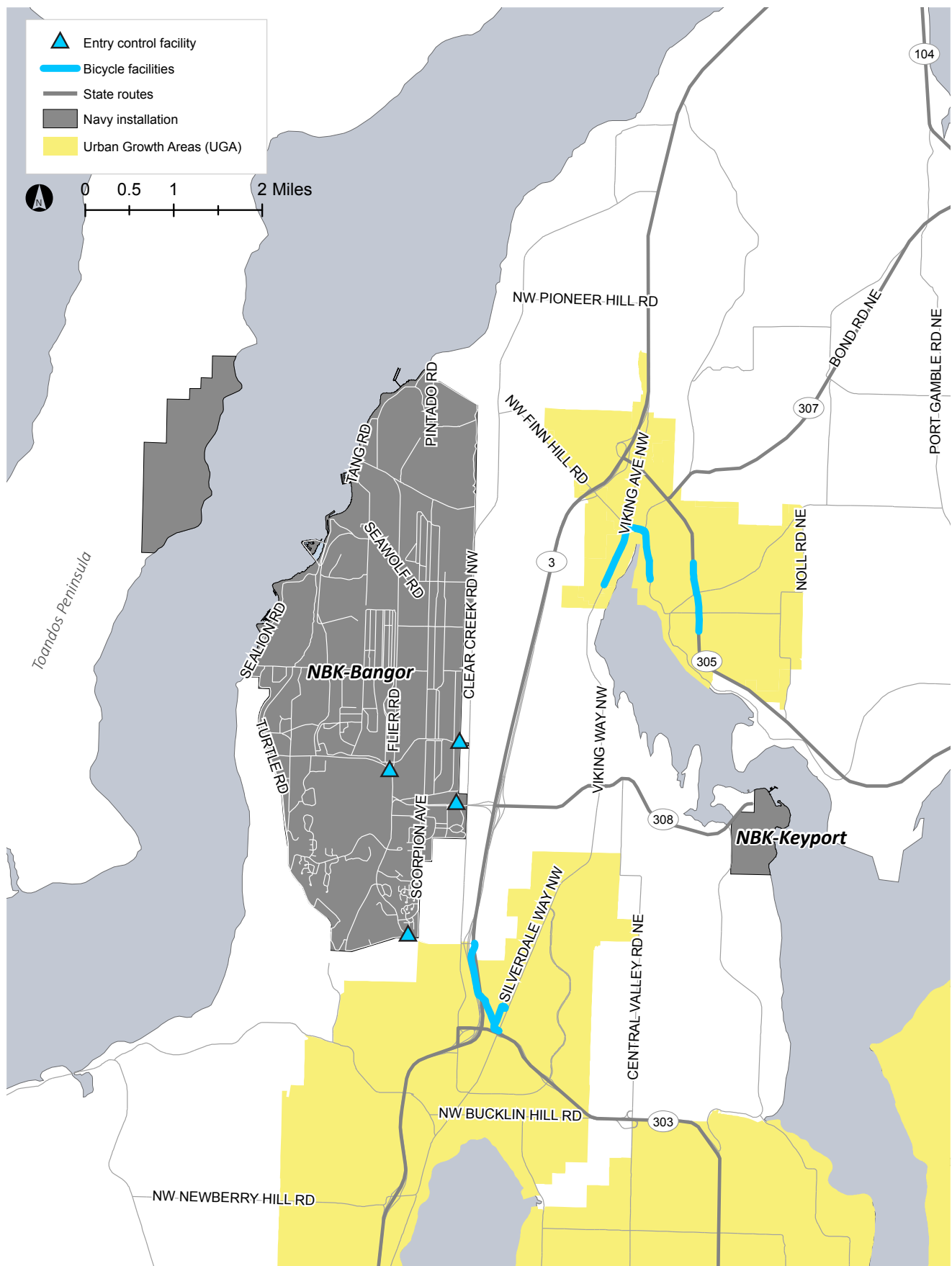


Figure 2.20. Transportation features near NBK-Bangor

NBK-Bremerton

The transportation network surrounding NBK-Bremerton is generally served by principal arterials which provide connections throughout the Bremerton downtown core and to the surrounding roadway network. The primary roadways include SR 303, SR 304, 6th Street, 11th Street, and SR 310 (Kitsap Way). These roadways connect to SR 3 and SR 16 to the south, which serve as regional connectors to the rest of the Kitsap Peninsula. The vehicular access gates to NBK-Bremerton include the Charleston Gate, the Naval Gate, the Montgomery Gate, and the Missouri Gate (see Figure 2.21). Additional pedestrian only gates are provided.

In the City, traffic volumes are highest along the principal roadways in Bremerton during the weekday afternoon peak hour. The highest traffic volumes were observed on Warren Avenue (SR 303), Kitsap Way (SR 310), Burwell Street (SR 304), 6th Street and 11th Street. Surges in traffic volume along Warren Avenue is likely attributable to NBK-Bremerton shift changes and vehicle traffic to and from the WSDOT ferry terminal and the Bremerton Transit Center located near the intersection of SR 304 and Pacific Avenue. Traffic operations on the primary roadways in Bremerton are required to meet the WSDOT Level of Service (LOS) Standards for Highways of Statewide Significance (HSS). The following facilities in the City of Bremerton are currently identified as HSS (as of 2009) per the Washington State Legislature:

- SR 3,
- SR 303,
- SR 304, and
- SR 310.

Traffic operations were most recently measured by the City of Bremerton in their 2004 Comprehensive Plan. At that time the level of service (LOS) observed ranged from LOS A to LOS D with most roadways operating at LOS C or better. The roadways operating at LOS D (and approaching LOS E) included:

- Warren Avenue,
- Kitsap Way (SR 310), 11th Street to National Avenue,
- Sylvan Way from Wheaton Way to Petersville Road, and
- Wheaton Way (SR 303) from Sheridan Road to Riddell Road.

Given the age of the previous operations analysis the observed LOS may have changed on some facilities and this list does not necessarily include all roadways which may currently be operating at LOS D or worse. The Washington Avenue Project completed a review of the Washington Avenue corridor to estimate the level of service at the intersections of Washington Avenue/Manette Bridge and Washington Avenue/6th Street. This review showed that the level of service at these intersections would be LOS D and LOS C, respectively. An updated operations analysis is expected to be performed with the Bremerton 2014 Comprehensive Plan update and should further inform planning for the community and NBK-Bremerton facilities.

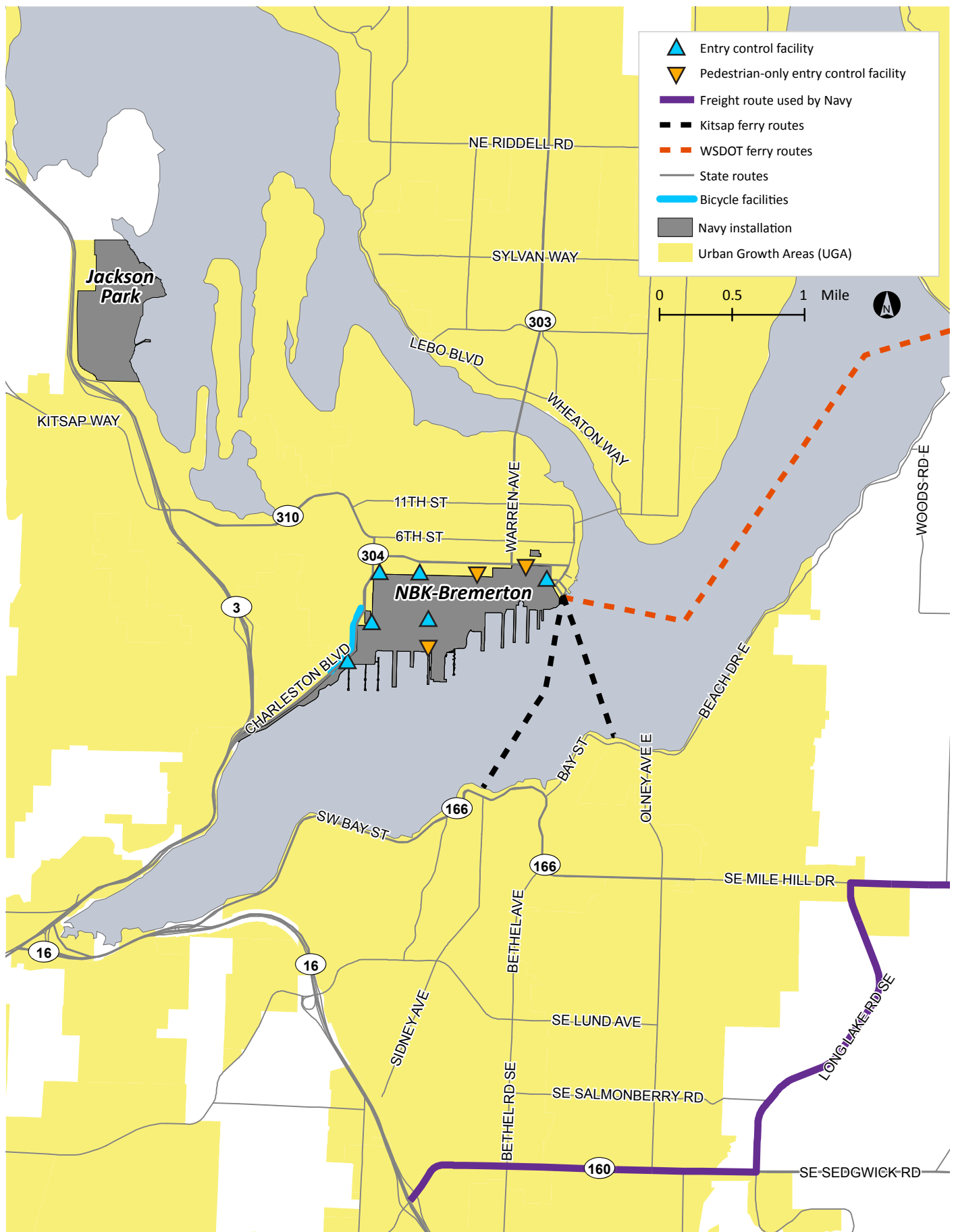


Figure 2.21. Transportation features near NBK-Bremerton

Kitsap Transit, the WSDOT and Kitsap Transit Ferries, and the Worker/Driver program provide transportation options in the area. Bremerton has three transportation centers; they include:

- East Bremerton Transportation Center,
- Bremerton Transportation Center at the WSDOT Ferry Terminal, and
- West Bremerton Transportation Center.

Nine transit routes serve Bremerton with additional trips to and from the ferry terminal to accommodate increased traffic traveling to and from park and rides to commute via the ferry. Five park and ride facilities are provided free of charge to users of Kitsap and Jefferson Transit with a total of 428 spaces available to commuters.

Parking in Bremerton is a priority because it is a large employment center and serves as a transportation hub for travel across the Puget Sound. Parking surveys conducted as part of the *Bremerton Downtown Subarea Plan* (City of Bremerton, 2007) were reviewed as part of the *Traffic Circulation Study* (2010) to identify parking opportunities and strategies to improve and maintain traffic circulation and non-motorized facilities. In addition, PSRC performed a parking survey in 2013. The study focused primarily on the downtown core. Peak parking utilization varies by location and ranges between 25 percent in the area between 6th Street and 11th Street bound by Olympic Avenue and Warren Avenue, up to approximately 55 percent in the immediate area surrounding the Bremerton Transit Center. Some of the parking activity is likely attributable to the activity at NBK-Bremerton.

Sidewalks are provided throughout Bremerton and create a grid network that provides good connections for pedestrian travel. Bike lanes and shoulders are generally not available for bike travel on most roadways in Bremerton. Bike routes are identified in the 2004 *Bremerton Comprehensive Plan* (City of Bremerton, 2004) and include Kitsap Way which has bike lanes west of Corbet Drive that become sharrows and travel east to the downtown area and disappear east of N Callow Avenue. Bike routes are identified along Warren Avenue which connects to 13th Street and 11th Street partly using off-road trail, Burwell Street, Washington Avenue, and Cambrian Avenue N. Currently, bicycle traffic from the ferry must travel north on Washington Avenue in order to traverse west on Burwell Street to access the NBK-Bremerton pedestrian gate on Pacific Avenue. This creates an unsafe situation because bicyclists often choose to traverse the wrong-way on 1st Street or 2nd Street, which are both one-way roadways in the eastbound direction.

Traffic safety was also reviewed in the 2004 *Bremerton Comprehensive Plan Transportation Element*. The study provided a list of intersections which exceeded the safety thresholds with an average of five collisions per year for unsignalized intersections and ten collisions per year for signalized intersections. One of the identified projects to improve operations and safety was the Downtown Bremerton Transportation Center/Pedestrian Improvements project which was completed in 2009. Additional improvements that were identified in the *Bremerton Downtown Traffic Circulation Plan* (Bremerton Department of Public Works and Utilities, 2010) suggested additional pedestrian provisions on Washington Avenue and 2nd Street.

Naval Magazine Indian Island

The roadway network utilized by NAVMAGII consists of SR 19, SR 116, and the Portage Canal Bridge shown in Figure 2.22. These roadways must function adequately in order to safely facilitate freight transport and accommodate recreational users to and from the area. The only connection from NAVMAG Indian Island to the Olympic Peninsula is provided by SR 116 using the Portage Canal Bridge. The Portage Canal Bridge is a state-owned and maintained facility. It is a vital link for NAVMAGII and its neighbor Marrowstone Island. If the connection was lost, the operation of NAVMAGII and the ability to move people or goods via auto-transport to either NAVMAGII or Marrowstone would cease. The only access gate to the NAVMAGII facility is located on SR 116 just east of the Portage Canal Bridge.

The freight route for the facility utilizes the Portage Canal Bridge, SR 116, Chimacum Road, and SR 19. This freight route is specifically utilized in order to avoid the majority of the Port Hadlock community which is primarily located along SR 116, west from the Ness' Corner intersection. Sidewalks are provided in Chimacum along SR 116 at the intersection of Chimacum Road and on a couple of segments to the west where recent development has occurred. Sidewalks are also provided on Chimacum Road south of SR 116 to Church Lane. Transit service is provided by Jefferson Transit. Routes 1 and 7 travel along SR 19 and Oak Bay Road, respectively and provide connections to Port Townsend, Brinnon, and Poulsbo with multiple stops located along Ness' Corner Road and the Irondale Road loop.

Traffic volumes in the area are much lower than volumes observed in more densely populated areas of Kitsap and Jefferson Counties. Traffic operations on these roadways are generally good with level of service (LOS) C or better with the exception of SR 19 which sees a greater amount of traffic and experienced LOS D with a projected LOS E north of Irondale Road in 2031.

Based on the Quimper Peninsula Study, the intersections on SR 116 at Chimacum

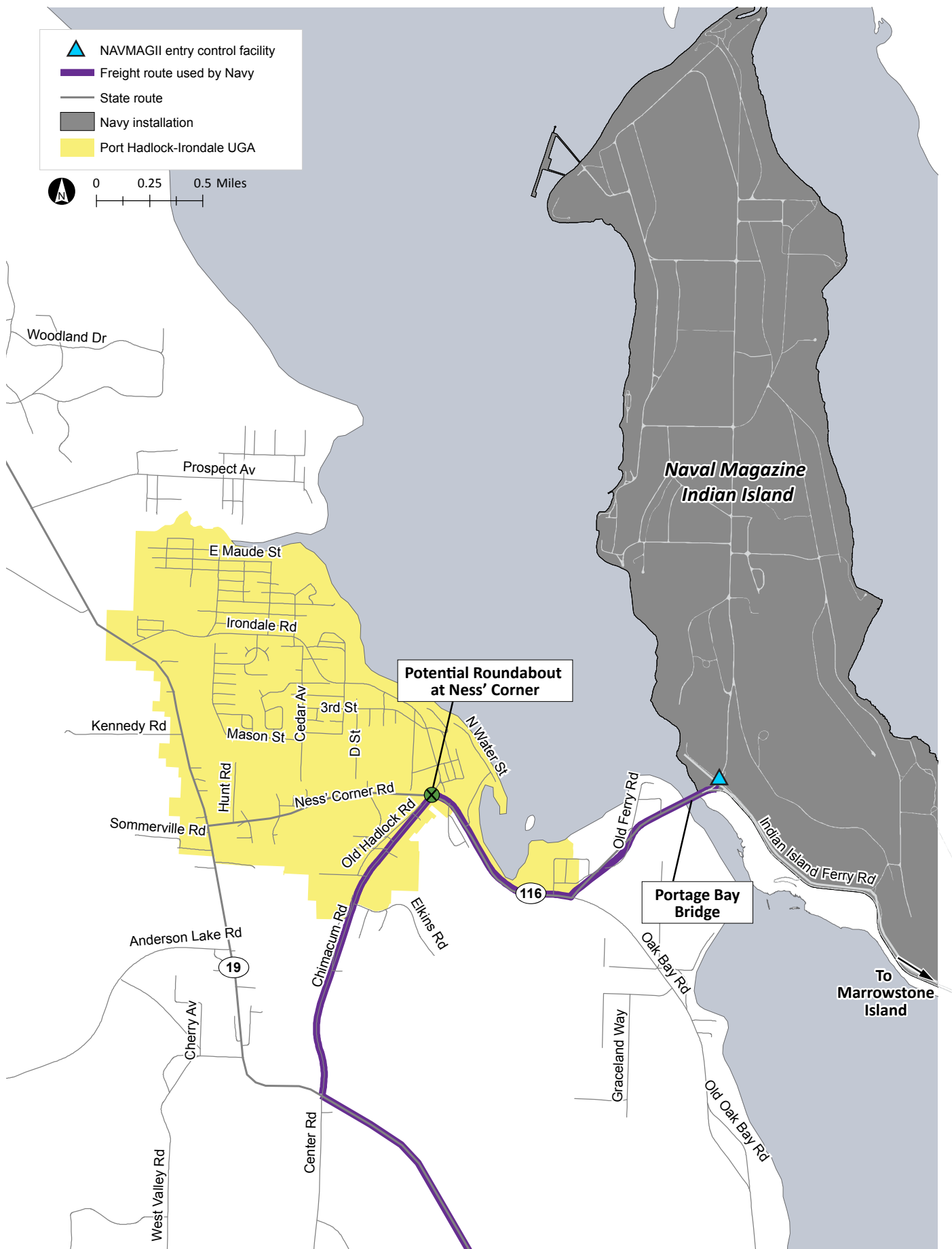


Figure 2.22. Transportation infrastructure near NAVMAGII

Road and Oak Bay Road are expected to operate at LOS C in 2031 and would be expected to continue operating with acceptable LOS. One of the most notable transportation improvements suggested as part of the *Quimper Peninsula Transportation Study* (Transpo Group, 2012) is to construct a roundabout at the intersection of SR 116 and Chimacum Road to improve mobility, safety, and serve as a gateway into the Port Hadlock UGA. Future design of this facility will need to consider the design vehicle and vehicles utilizing this facility on a regular basis.

Pedestrian safety issues were primarily identified on the west side of SR 19 in the vicinity of the Sunfield School, the Chimacum School, Cedarbrook Adventist Christian School, and Chimacum Park. In addition, improvements were suggested to provide enhanced non-motorized access to the residential neighborhoods north of SR 116 and between the commercial area around SR 116 and Chimacum Road to the waterfront east of Lower Hadlock Road.

Manchester Fuel Depot

The Manchester Fuel Depot is located just north of the WSDOT Ferry Terminal at Southworth. Primary access is located on Beach Drive E, about 1/4-mile north of E Jessica Way. Access is generally provided via two-lane highways with narrow to no shoulders, including Colchester Drive E, Mile Hill Road, and SE Southworth Drive. Posted speeds range between 25 and 40 mph. The Manchester Fuel Depot primarily relies on SE Southworth Drive and Colchester Drive E for freight movement from the Southworth Ferry Terminal.

A recent Navy study was conducted that investigated designating alternate freight routes in an effort to minimize impacts to the local community. The alternate freight route would bypass the Village Center and utilize Woods Road E/SE and E Beaver Creek Road. According to the study, this intersection would require turning radius improvements to accommodate large trucks.

Traffic volumes in Manchester range between 1,500 and 13,000 vehicles per day with the majority of traffic traveling from the urban areas which lie west of Colchester Drive E toward the Southworth Ferry Terminal. All roadways in Manchester operate at LOS A with the exception of Mile Hill Drive, west of California Avenue SE which operates at LOS D.

Kitsap Transit Route 86 provides service to Manchester and travels between Port Orchard and the Southworth Ferry Terminal. There are two stops in central Manchester. In addition, a number of stops are provided along California Avenue and Colchester Drive. The nearest Park & Ride facilities are located at the Southworth and Annapolis ferry terminals and at Harper Church on SR 166 just west of Southworth.

The east side of California Avenue has a small paved walkway from Mile Hill Drive to the Manchester Elementary School. The east side of Colchester Drive also has paved shoulders to accommodate bicycles and pedestrian activity and is considered a portion of the Mosquito Fleet Trail. The route runs through Manchester via Colchester Drive and Beach Drive. North of Main Street no pedestrian or bike facilities currently exist. Programmed projects as part of the Kitsap County Transportation Improvement Plan include paving shoulders on

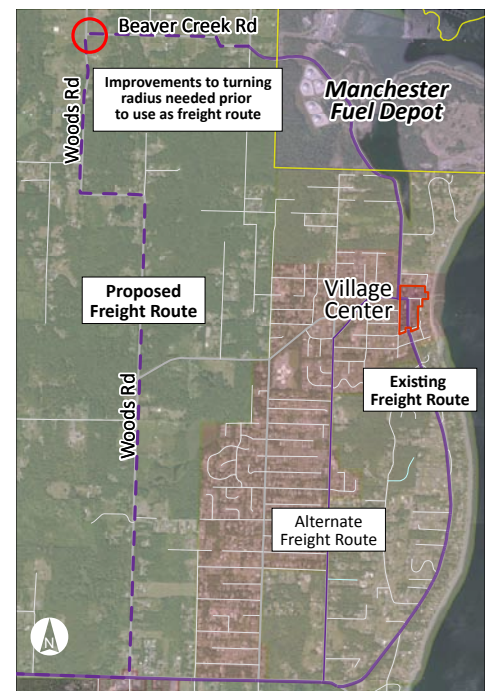


Figure 2.23. Existing and proposed freight routes to Manchester Fuel Depot

Beach Drive, Chester Road/Madrone Avenue, and Alaska Avenue, and stormwater improvements and resurfacing on Colchester Drive between Puget Drive and Miracle Mile Drive.

No safety issues have been identified in previous transportation plans.

Jackson Park

The Naval Hospital Bremerton is a major tenant within Jackson Park located in the northwest corner of the Bremerton city limits on Ostrich Bay. The hospital has nearly direct and easy access to and from SR 3 via Austin Drive. Austin Drive continues east as Olding Road. A proposed major collector would connect Olding Road to Shorewood Drive, providing additional access from SR 310 (Kitsap Way). North of Olding Road, Austin Drive is considered a local roadway.

Kitsap Transit Route 12 serves the Naval Hospital and travels between the Silverdale Transfer Center and the West Bremerton Transfer Center. The route alternates trips between the The Landings and Northlake Way. In addition the Navy recently began running a shuttle between the Naval Hospital and the Madigan Army Medical Center located at Joint Base Lewis-McChord.

Sidewalk is provided along the east side of Austin Drive and through-out The Landings residential area. Separate bicycle facilities are not provided, however a large paved shoulder on Austin Drive would easily accommodate bicycle travel. No traffic safety issues were identified in previous transportation plans.

NBK-Keyport

The primary roadway to NBK-Keyport is NW Luoto Road also known as SR 308 which provides a direct connection to SR 3 via a two lane highway. SR 308 is a minor arterial with a posted speed of 50 mph and a reduced speed of 35 mph just east of NBK-Keyport and in Keyport. The peninsula supports a large residential area with some commercial development along Washington Avenue.

Average daily traffic ranges between 6,000 and 11,000 vehicles with ample capacity for additional traffic. All roadways in the vicinity of the naval base operate at LOS A.¹ The nearest transit is Kitsap Transit Route 33 which is a commuter route that travels between the Silverdale Mall Transit Center and Poulsbo with final service to the Bainbridge Ferry dock. The Keyport community can access this route at the transit stop located at the intersection of SR 308 and Silverdale Way, otherwise known as Keyport Junction. In the future there is a possibility for construction of a Park and Ride at the Keyport Junction location to enhance transit access. The nearest park and ride facilities serving Keyport are located on Old Military Road in Bremerton approximately 7 miles to the south of Keyport or the Park and Ride lot at the Poulsbo Junction intersection of Lindvig Way and Viking Way approximately five miles north of Keyport.

Non-motorized facilities are limited in Keyport, with the majority of sidewalks located in the commercial core along Washington Avenue; one crosswalk currently

¹ *Keyport Community Plan* (Kitsap County Department of Community Development, 2007).

exists at Washington Avenue on SR 308. The Kitsap County bicycle route would run along SR 308 between Viking Way and travel east to Brownsville Highway and continue south, and tie into the City of Bremerton in the Manette neighborhood. The proposed Mosquito Fleet trail would connect five historic sites using separated paths and bike lanes in this area.

Pedestrians and bicyclists use the causeway across Dogfish Bay, located just west of the NBK-Keyport which can pose a safety risk because of the traffic traveling to and from NBK-Keyport. The posted speed on SR 308 is 35 mph across the causeway and increases to 50 mph just west of Brownsville Highway NE. Residents enjoy fishing, watching wildlife, and recreating on the causeway and this location has been a focus of transportation planning efforts.

Growth Trends

Varying amounts of growth are anticipated for the communities in the JLUS study. By 2035, the population of the three-county region within the JLUS study area will increase by nearly a third. Kitsap County is expected to grow by more than 80,000 people between 2010 and 2035. Mason and Jefferson Counties are expected to grow by roughly 20,000 and 7,800, respectively, during the same period (Washington Office of Financial Management). Each county is planning for significant growth within its urban growth areas.

Washington State's Growth Management Act (GMA) encourages development in existing cities, urban areas, and urban growth areas (UGA) to reduce sprawl and ensure adequate infrastructure and services. See Chapter 3 for more details on GMA.

Table 2.5 illustrates 2010 populations and 2035 growth targets for key study area cities, designated urban growth areas, and rural areas (non-UGA's). The highest rates and amounts of growth are anticipated to occur in Kitsap County communities, including Port Orchard (53 percent, combined city/UGA growth), Poulsbo (53 percent, combined city/UGA growth), Bremerton (39 percent, combined city/UGA growth), Central Kitsap UGA (34 percent), and Silverdale (33 percent). Rural Kitsap County growth rates are anticipated to be lower, but still notable (16 percent). The increased population will create additional transportation and public service demands and creates the potential for land use conflicts with Navy operations at NBK.

Within Jefferson County, the Port Hadlock-Irondale UGA is projected to accommodate a considerable amount of growth: 50 percent by 2035 (see Table 2.5). While urban development intensities in this area is currently limited by a lack of sewer, the County is eager to develop centralized sewer service to this area when additional funding can be attained. Anticipated results include, economic development, and additional affordable housing, as the proposed sewer system will enable higher density development. Growth in the UGA will add more vehicular traffic, specifically on SR 19.

Table 2.5. Population growth projections 2010-2035 for JLUS study area

	2010 Pop'n	2035 Targets	Pop'n Growth	% Growth
Bremerton, City	37,729	52,017	14,288	38%
Bremerton UGA	9,082	13,095	4,013	44%
Bremerton Total	46,811	65,112	18,301	39%
City of Bainbridge Island	23,025	28,660	5,635	24%
Port Orchard, City	12,323	20,558	8,235	67%
Port Orchard UGA	15,044	21,279	6,235	41%
Port Orchard Total	27,367	41,837	14,470	53%
Poulsbo, City	9,222	10,552	1,330	14%
Poulsbo UGA	478	4,256	3,778	790%
Poulsbo Total	9,700	14,808	5,108	53%
Central Kitsap UGA	22,712	30,476	7,764	34%
Silverdale UGA	17,556	23,335	5,779	33%
Kingston UGA	2,074	5,006	2,932	141%
Kitsap UGA	145,434	209,234	63,800	44%
Kitsap Rural Non-UGA	105,699	122,337	16,638	16%
Kitsap County Total ¹	251,133	331,571	80,438	32%
Port Townsend UGA	9,113	12,165	3,052	33%
Port Hadlock-Irondale UGA	3,580	5,360	1,780	50%
Port Ludlow MPR	2,603	3,357	754	29%
Pleasant Harbor MPR	--	350	350	--
Jefferson UGA	15,296	21,232	5,934	39%
Jefferson Non-UGA	14,576	17,117	2,541	17%
Jefferson County Total ²	29,872	38,349	8,477	28%
Mason County Total ³	60,699	80,784	20,085	33%

(Source: Washington Office of Financial Management)

- 1 Adopted Kitsap Countywide Planning Policies, Appendix B- November 25, 2013, p. 43
- 2 Preliminary working draft population estimates developed by staff based on official OFM projections, for Jefferson County and Port Townsend, January 2015. The planning period for Jefferson County goes to 2036.
- 3 County Growth Management Population Projections 2010-2040, WA OFM, August 2012, p. 114

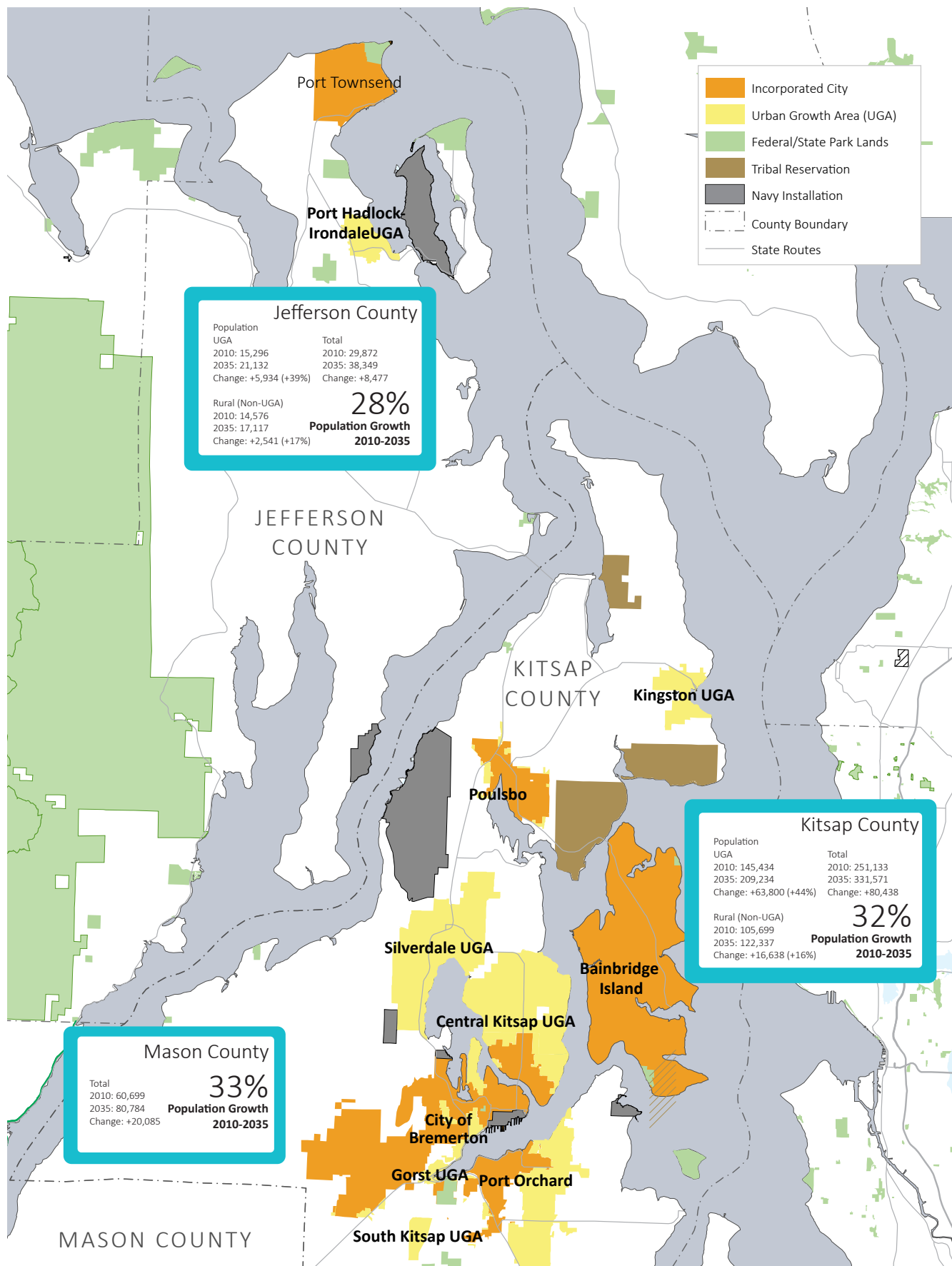


Figure 2.24. 2010-2035 Population Growth projections for JLUS study area

Existing Plans and Programs

Chapter

3

Joint
Land Use
Study

NBK & NAVMAGII

State Environmental Policy Act (SEPA) and National Environmental Policy Act (NEPA)

Washington State's SEPA creates a method for state and local agencies to evaluate environmental impacts from government decisions. These government actions may include permits for private development, public facilities construction, and adoption of plans, policies, or regulations (e.g., comprehensive plans, critical areas ordinances). Agencies use the SEPA process to evaluate proposals for environmental impacts, suggest changes to the proposal to reduce likely impacts, and apply conditions to or deny a proposal when adverse environmental impacts are identified. Small projects may be exempt from SEPA review.

Cities, counties, and state agencies (if a public project) assess proposals using an environmental checklist that, at a minimum, addresses air, animals, earth, energy, environmental health, land use, plants, public services, transportation, utilities, and water. If the proposal is likely to have no significant adverse environmental impacts, the city, county, or agency issues a determination of non-significance (DNS). However, if significant adverse impacts are likely, a neutral third party must prepare an environmental impact statement (EIS). The EIS must evaluate alternative proposals and identify measures to reduce environmental impacts.

Like Washington State's SEPA, the Navy must comply with NEPA when (re)developing its property. NEPA requires all federal agencies to file an Environmental Assessment (EA) or, when necessary, an EIS for federal actions that have an environmental impact. NEPA requires the military to analyze its impact on the environment and surrounding communities and identify mitigation methods to reduce adverse environmental impacts. The EA and EIS processes require public community participation. A Finding of No Significant Impact (FONSI) under an EA or EIS that considers alternatives to the proposed military action is required and subject to public scrutiny.

Growth Management Act

(RCW 36.70A)

The Growth Management Act, passed in 1990, was a response to concerns about suburban sprawl, environmental protection, quality of life, and related issues. It required that cities and counties develop comprehensive plans that provided a framework for the future growth of their jurisdictions, and development regulations to implement the comprehensive plans. It also requires jurisdictions to establish procedures to revise and update plans and regulations, as well as provide opportunities for public participation.

GMA adopted the following 13 goals, to inform the development of comprehensive plans and development regulations:

1. Concentrated urban growth
2. Sprawl reduction
3. Efficient regional transportation
4. Affordable housing
5. Economic development
6. Protection of property rights
7. Predictable permit processing
8. Maintaining natural resource industries
9. Protection of open spaces and recreation
10. Environmental protection
11. Early and continuous public participation
12. Adequate and effective public facilities and services
13. Preservation of historic resources

Later, a fourteenth goal related to shoreline management was added by the State Legislature.

Specifically relevant to this JLUS, GMA policies require counties and cities to provide notice to military installations and amend “comprehensive plan or development regulations to address lands adjacent to military installations to ensure those lands are protected from incompatible development” [RCW 36.70A.530(4,5)].

Shoreline Management Act (SMA)

In order to protect shorelines of the state from “the inherent harm in an uncoordinated and piecemeal development of the state’s shorelines,” the Shoreline Management Act was enacted in 1971. This legislation applies to the shorelines of the Pacific Ocean, Puget Sound, Strait of Juan de Fuca, and rivers, stream, and lakes above a certain size.

The SMA aims to:

- Accommodate appropriate shoreline-dependent uses,
- Protect shoreline natural resources,
- Protect public access and use of shorelines, and
- Ensure no net loss of ecological functions.

Local governments are responsible for administering this regulatory program, by adopting shoreline master programs that establish goals and policies that are implemented through use regulations.

Endangered Species Habitat Protection

The Washington Department of Fish and Wildlife (WDFW) publishes a list of Priority Habitats and Species (PHS), which includes the federally listed threatened and endangered species. These are incorporated in the jurisdictions’ mapped Critical Areas and are considered to be priorities for conservation and management. In the JLUS study area, species of particular concern include the resident whale, chinook salmon, chum salmon, marbled murrelet (at the western edge of study area), northern spotted owl (also western edge). The comprehensive list for Kitsap and Jefferson County includes:

Table 3.1. Federal and WDFW endangered, threatened, sensitive, candidate, and monitor species

	Kitsap County	Jefferson County
Birds		
Bald eagle	●	●
Brown pelican		●
Caspian tern	●	
Great blue heron	●	●
Harlequin duck	●	
Marbled murrelet	●	●
Northern spotted owl		●
Osprey	●	
Pileated woodpecker	●	●
Purple martin	●	●
Short-tailed albatross		●
Surf scoter	●	
Vaux's swift	●	●
Western bluebird	●	●
Shorebird concentrations	●	
Waterfowl concentrations	●	
Mammals		
Blue whale*		●
California sea lions	●	
Fin whale*		●
Harbor seal	●	
Humpback whale	●	●
Killer whale*	●	
Sea otter*		●
Sei whale*		●
Sperm whale*		●
Steller sea lion	●	●
Southern resident killer whale		●
West Coast DPS fisher		●
Western gray squirrel		●

	Kitsap County	Jefferson County
Fish and shellfish		
Bull trout	●	●
Chinook salmon	●	●
Chum salmon	●	●
Coho salmon	●	
Olympia oyster	●	
Olympic mudminnow		●
Pink salmon	●	
Steelhead trout	●	●
Reptiles		
Leatherback sea turtle*		●
Green sea turtle*		●
Loggerhead sea turtle*		●
Olive ridley sea turtle*		●
Western pond turtle	●	●

*Occur primarily outside of the JLUS study area

Water Quality and Stormwater Runoff

Stormwater runoff (i.e., water from precipitation flowing over impervious surfaces on the ground) is one of the most significant sources of water pollutants because it picks up debris, chemicals, dirt, and other pollutants and then flows into a storm sewer system or directly into a stream, the Puget Sound, a wetland, or other water body. Storm sewer systems (as opposed to sanitary sewer systems) generally do not treat water before discharging into the natural environment. Stormwater management practices that mimic natural drainage systems by treating and infiltrating water close to its source are often called “Low Impact Development (LID)” and “green infrastructure.”

Washington State Department of Ecology’s National Pollutant Discharge Elimination System (NPDES) Western Washington Phase II Municipal Stormwater Permit requires Kitsap County, City of Bremerton, and City of Poulsbo to develop and implement a Stormwater Management Program (SWMP) to reduce pollutant discharge from storm sewer systems they own or operate and protect water quality. The SWMP must include education and outreach, public involvement (e.g., advisory bodies, stewardship programs), illicit discharge detection and elimination, runoff control from (re)development and construction sites, and municipal operations pollution prevention or reduction. Jefferson County and City of Port Townsend, as rural entities, are not NPDES-regulated jurisdictions for stormwater management, and are not required by the State to follow the same stormwater management requirements.

The Navy, as a federal agency in Washington, must obtain similar NPDES permits from the federal Environmental Protection Agency (EPA) Region 10 for regulated municipal stormwater discharges. EPA has not yet issued its comparable stormwater discharge permit for Navy facilities discharging into Puget Sound, but it expects to issue such permit(s) in the next 12-18 months. The federally issued NPDES stormwater permit must protect water quality in the same manner as the State permit. Prior to obtaining formal permit coverage for its regulated municipal stormwater discharges, the Navy complies with federal statutes, including the EPA’s Clean Water Act; Marine Protection, Research, and Sanctuaries Act; Oil Pollution Act of 1990; Rivers and Harbors Act; Safe Drinking Water Act; and others to maintain and improve water quality. In addition, Section 438 of the Energy Independence and Security Act of 2007 and President’s Executive Order 13514 on “Federal Leadership in Environment, Energy, and Economic Performance” require federal agencies to “maintain or restore, to the maximum extent technically feasible, the predevelopment hydrology of the property” for any federal facility with a footprint that exceeds 5,000 square feet.

Local Jurisdiction Planning Tools

Comprehensive Plans

Comprehensive plans are designed to serve as the jurisdiction’s “blueprint” for future land use, infrastructure, public services, and resource conservation decisions. Typically there are three defining features of a comprehensive plan:

1. **General.** A comprehensive plan provides the general guidance that will be used to direct future land use and resource decisions.
2. **Comprehensive.** A comprehensive plan covers a wide range of social, economic, infrastructure and natural resource factors. These include topics such as land use, housing, circulation, utilities, public services, recreational, agriculture, economic development, and many other topics.
3. **Long Range.** Comprehensive plans provide guidance on reaching a future envisioned 20 or more years into the future.

Within the State of Washington, the Growth Management Act (GMA) establishes the primacy of the comprehensive plan. The comprehensive plan is the cornerstone for any planning process and serves as the foundation of the local land use planning. Development regulations (zoning, subdivision, and other controls) must be consistent with comprehensive plans. In addition, state agencies are required to comply with comprehensive plans and development regulations of jurisdictions planning under the GMA.

According to the GMA, local comprehensive plans are to include chapters on the following topics: land use, utilities, housing, transportation, capital facilities, and shorelines. Counties must also include a chapter on rural planning.

Cities and counties fully planning under the GMA are to renew their comprehensive plans and ordinances at least every seven years and ensure compliance with state legislation.

Countywide Planning Policies (CPPs)

Developed collaboratively between counties, and cities, Countywide Planning Policies are statements that provide a framework to enable county and city comprehensive plans to be developed consistently, as required by RCW 36.70A.100. At a minimum, GMA suggests Countywide Planning Policies address:

- Designation of Urban Growth Areas (UGAs),
- Orderly development and provision of services to UGAs,
- Siting of public capital facilities of a countywide or statewide nature,
- Countywide transportation facilities and strategies,
- Consideration for affordable housing,
- Joint County and City planning within UGAs,
- Countywide economic development and employment, and
- Analysis of fiscal impacts.

At the present time, Kitsap County is the only study area jurisdiction with CPPs that address the military.

Element M in Kitsap County's CPPs contains policies to promote communication and coordination between Cities, the County and the federal government (including the Navy). These policies recognize the importance of military installations to national security and Washington State's economic health and the fact that growth could potentially affect the viability of Navy missions. They require governmental agencies to be informed and continuously involved in regional and local planning.

Puget Sound Regional Council's Vision 2040 Plan

Communities in the Puget Sound region also must consider the growth policies of the Puget Sound Regional Council (PSRC), including:

- VISION 2040 is a common, overarching vision for directing growth into urban areas and regional growth centers in an environmentally responsible way, fostering economic development, and providing efficient transportation; and
- Transportation 2040, the region's long-range transportation plan, was developed in 2009 to build on VISION 2040's transportation policies with a program for addressing transportation improvements.

Kitsap County Comprehensive Plan

Kitsap County's last major comprehensive plan update was in 2006, with some legal revisions in 2012. The 2006 update included a public involvement strategy with stakeholder meetings, website updates, public display boards, and public scoping and visioning meetings (in multiple locations). However, a major update is now underway and the timing of this project provides an opportunity to integrate JLUS provisions into the comprehensive plan. As part of the update process, current vision statements and goals and policies are being reviewed in order to determine if they have been accomplished or are still applicable. The intent is to move in a direction that is implementable, affordable, and action oriented.

The following elements are included in the plan:

1. Introduction (and Vision Statement)
2. Land use element
3. Rural and resource lands element
4. Natural systems element
5. Economic development element
6. Housing element
7. Utilities element
8. Transportation element
9. Shoreline element
10. Parks, recreation and open space element
11. Capital facilities element
12. Kingston Sub-Area Plan 2005
13. Poulsbo Sub-Area Plan 2001
14. Silverdale Sub-Area Plan 2006
15. Port Orchard/South Kitsap Sub-Area Plan
16. ULID #6 Sub-Area Plan 2003
17. Community and neighborhood plans
18. Implementation

Kitsap County's policies for Coordination with Federal Government:

- Incorporate meaningful and substantial opportunities for early and continuous federal government participation into local/regional planning activities.
- Develop intergovernmental cooperative agreements promoting coordination and involvement in activities of mutual interest when possible, recognizing constitutional/statutory provisions constraining federal agencies.
- Encourage coordination of plans among and between governments and agencies to make plans as consistent and compatible as possible for properties over which they have authority or activities they authorize and the adjacent areas affected.
- Encourage federal agency participation in City, County and joint comprehensive planning and development activities that may affect them.
- Promote planning that considers the impact of new growth to reduce encroachment potential on military readiness activities, when developing zoning ordinances and designating land uses that affect military facilities. In doing so, jurisdictions and the Navy should coordinate types of development and areas of interest to the Navy, method of notice and opportunities for comment.
- Through the Kitsap Regional Coordinating Council, jurisdictions should monitor issues that arise in implementing these policies, and identify areas for improved coordination.
- Include all County, City, and federal government agencies in normal public notice and comment procedures, and keep jurisdictions and agencies informed of matters of interest to them (RCW 36.70A.530).
- Encourage County, City, and federal government agencies to keep one another informed of matters of local/regional interest by mutually agreeable means and schedule.

KITSAP COUNTY

Washington

Comprehensive Plan

Land Use Map

Effective February 15, 1999
Amended January 15, 2014

- Rural Residential
- Urban Reserve
- Rural Protection
- Rural Wooded
- Mineral Resource
- Forest Resource Lands
- Rural Commercial
- Rural Industrial
- Urban Industrial
- Urban High-Intensity Commercial/Mixed Use
- Urban Low-Intensity Commercial/Mixed Use
- Urban Low-Density Residential
- Urban Medium/High-Density Residential
- Limited Area of More Intense Rural Development - Type I
RCW 36.70A.070(5)(d)(i)
Mixed use areas or small communities intensively developed by 1990, where limited infill development is appropriate.
- Limited Area of More Intense Rural Development - Type III
RCW 36.70A.070(5)(d)(i)
Lots containing isolated nonresidential uses or new development of isolated cottage industries and isolated small businesses.
- Poulsbo Urban Transition Area
- Public Facility
- Incorporated City
- Military
- Tribal Land
- Lake
- Salt Water
- Urban Growth Area Boundary
- Incorporated City Boundary
- Limited Areas of More Intense Rural Development - Type I
- Limited Areas of More Intense Rural Development - Type III
- Reservation Boundary
- Railroad Line
- Tax Parcels

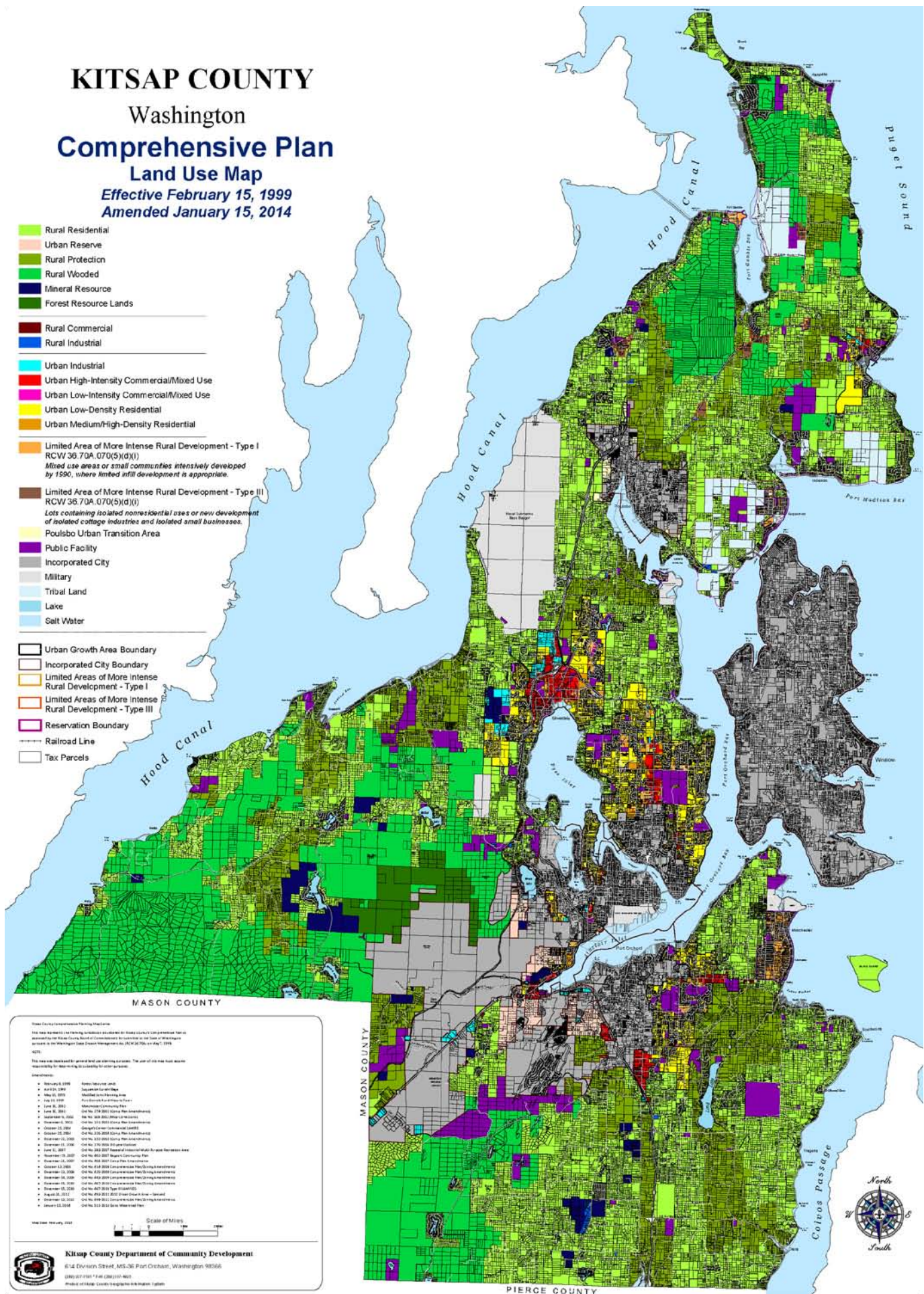


Figure 3.1. Kitsap County Comprehensive Plan Land Use Map (map credit: Kitsap County)

One of the primary tools of the comprehensive plan under GMA is the ability to delineate Urban Growth Areas (UGA's). UGAs identify areas where urban growth should occur and establishes a clear separation between urban and rural development. The primary purpose of the UGAs is to encourage growth first in areas with existing public services and facilities. Below are relevant goals and policies associated with UGA planning:

- **Policy LU-2.** Plan for approximately 76 percent of countywide population to occur in urban areas and 24 percent in rural areas, consistent with the CPP.
- **Goal 3.** Enact and implement reasonable measures to ensure that growth in urban areas is consistent with Plan growth targets.
- **Goal 4.** Accommodate the 20-year projected population growth consistent with the County's adopted population targets, within designated urban areas.
- **Goal 5.** Provide public services and capital facilities necessary to support planned urban growth at adopted levels of service for the 2025 planning horizon.
- **Goal 6.** Encourage and reinforce development patterns within UGAs that are distinct from those in rural areas.

Top vision themes from participants emphasized natural environment and open space protection balanced with growth, protecting the county's rural character, defining and distinguishing urban areas as livable, healthy, connected, safe, and innovative.

The presence of the Navy bases is recognized as a significant contributor to the County's economy in the Economic Development Element. The County notes that it exhibits many signs of a healthy and stable economy via its median household income, jobs-housing balance, low unemployment rate, and a favorable job growth rate. It notes that much of this stability is derived from the military's presence.

Given the Navy's large physical and economic presence in the County, nearly all of its goals and policies relate to the Navy in some direct or indirect way. The rural and resource protection goals are particularly important in protecting encroachment on Navy activities at NBK-Bangor and within the Hood Canal Military Operating Area and Dabob Bay Range Complex.

- **Goal 1.** Retain the rural character of the County outside of designated urban areas, as described in this chapter.
- **Goal 7.** Allow for the designation of LAMIRDs outside of the UGA based on existing rural residential communities or villages, areas of mixed use activity, isolated areas of small and moderate-scale commercial/industrial activity, and historic towns.
- **Goal 9.** Retain and preserve land suitable for agricultural production and encourage the continued practice of farming within the County through regulatory and non-regulatory means.
- **Goal 11.** Preserve and enhance natural resource-based activities, such as agriculture, forestry, mineral extraction, and aquaculture (as addressed and defined in the Kitsap County Shoreline Management Master Program) in the rural areas through non-regulatory and regulatory means.
- **Goal 12.** Retain land suitable for timber production and encourage the continued practice of forestry within the County through regulatory and non-regulatory means.
- **Goal 19.** Develop a long term strategy for addressing the future use of properties historically used for timber production, but currently designated as rural.

Kitsap County Subarea Plans

After the first comprehensive plan was adopted in 1998, the County began developing a series of sub-area plans to address the unique needs and features of specific geographical areas. Once adopted, the sub-area plans became components of the Comprehensive Plan. Below are the subarea plans for communities that are particularly relevant to the JLUS.

Urban Growth Areas:

- Poulsbo Subarea Plan 2001
- Silverdale Subarea Plan 2006
- Port Orchard/South Kitsap Subarea Plan 2006
- South Kitsap Industrial Area (SKIA) Subarea Plan 2003

Rural Areas:

- Suquamish LAMIRD Rural Village Subarea Plan 2005
- Manchester LAMIRD Subarea Plan 2002, Updated in 2007.
- Keyport LAMIRD Subarea Plan 2007

Bremerton Comprehensive Plan

The City of Bremerton's last major comprehensive update was in 2004, with annual amendments. A major update is underway with expected City Council adoption in 2016. This effort recognizes that while the overarching principles and concepts from the 2004 Comprehensive Plan continue to be applicable, some minor alterations are needed to reflect subsequent changes in economic climate and community goals. The timing of this JLUS project coincides with the comprehensive plan update and provides an opportunity to incorporate policies that will address how the Navy and Bremerton can better coordinate planning efforts.

The current comprehensive plan, adopted in 2004 addresses seven elements:

- Community character,
- Land use,
- Housing,
- Transportation,
- Environment,
- Economic development, and
- City services (utilities and capital facilities).

Through the visioning process, participants identified nine themes that would guide the development of the Comprehensive Plan, which include:

- Distinctive Growth – Viable neighborhoods & activity centers, convenience and choices;
- Enticing New Development – Focus on the downtown;
- Supportive Transportation – Seamless, efficient and varied options;
- Improved Accessibility – Pedestrian orientation;
- Quality Housing – Broader Choices;
- Business Support – Increased opportunity;
- Environmental Management – Integrating natural systems;
- Community Service – Focus on assets; and
- Design Review – Quality urban development.

The “Shaping Bremerton” visioning process (used to develop the City’s Comprehensive Plan) identified mixed-use, walkable Centers as a strategy to attract and direct new housing, jobs, and transit. Several types of Centers were employed to respond to local context and effectively provide public services:

- Neighborhood Centers: Haddon, Manette, Perry Avenue, Sylvan Pine, Oyster Bay, Kitsap Lake (Reserve);
- District Centers: Charleston, Wheaton/Sheridan, Wheaton/Riddell;
- Employment Center: Harrison, Northwest Corporate Campus;
- Manufacturing and Industrial Center: Puget Sound Industrial Center-Bremerton (formerly South Kitsap Industrial Area); and
- Downtown Regional Center.

Several centers have subarea plans, in conjunction with the Comprehensive Plan’s vision, to guide future development and growth including Wheaton-Riddell, Downtown Regional Center, and South Kitsap Industrial Area (SKIA). In addition, subarea plans have been established for the following planning areas: Bay Vista (formerly Westpark), East Park, and Gorst (Bremerton Municipal Code 20.80.080).

Many of the City’s comprehensive planning goals are impacted by NBK-Bremerton in the downtown area. In particular, transportation, housing, and economic development are areas where the City and the Navy have mutual interest in meeting Bremerton’s goals.

The Transportation Element of the Comprehensive Plan recognizes the Navy impacts on the Downtown area. For example, Policy TC5 states, “Inventory and assess parking capacity needs in the Downtown area” and work with the Navy and other major employers in the Downtown Core to ensure adequate parking for employees and visitors.

The Housing Element notes Bremerton’s unique housing demands due to the arrival and departure of Navy ships and their crews at PSNS, resulting in a high degree of fluctuation on vacancy rates.

City of Bremerton Official Land Use Map

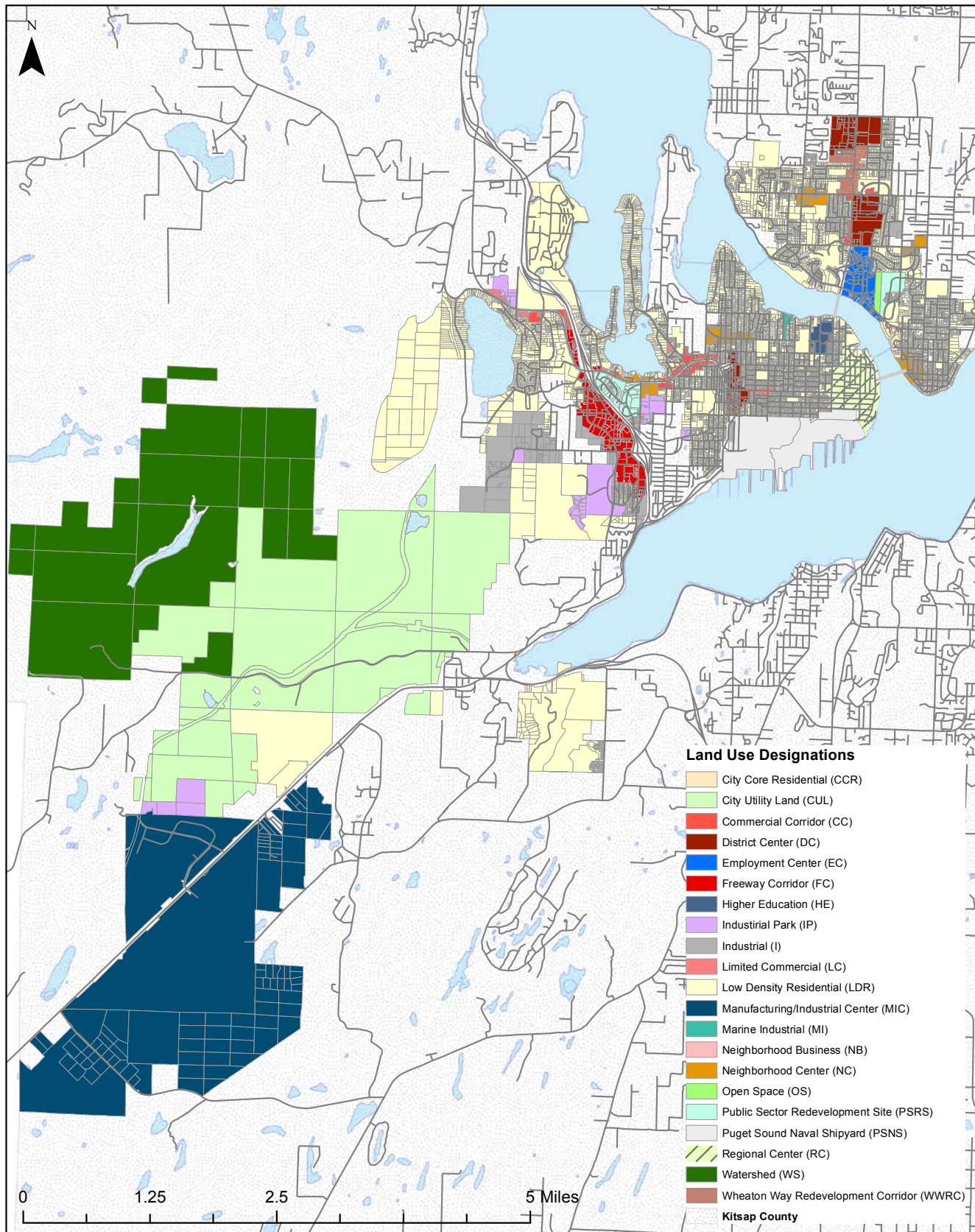


Figure 3.2. City of Bremerton Comprehensive Plan Land Use Map (map credit: City of Bremerton)

Jefferson County Comprehensive Plan

The last major update of Jefferson County's Comprehensive Plan was in 2004, and the County is currently undergoing its periodic update, with adoption expected in 2016. Jefferson County's Comprehensive Plan complies with Countywide Planning Policy (CWPP), adopted jointly by the City of Port Townsend and Jefferson County in 1992. The County's associated development regulations were implemented in 2001.

The current Comprehensive Plan includes the following chapters and elements:

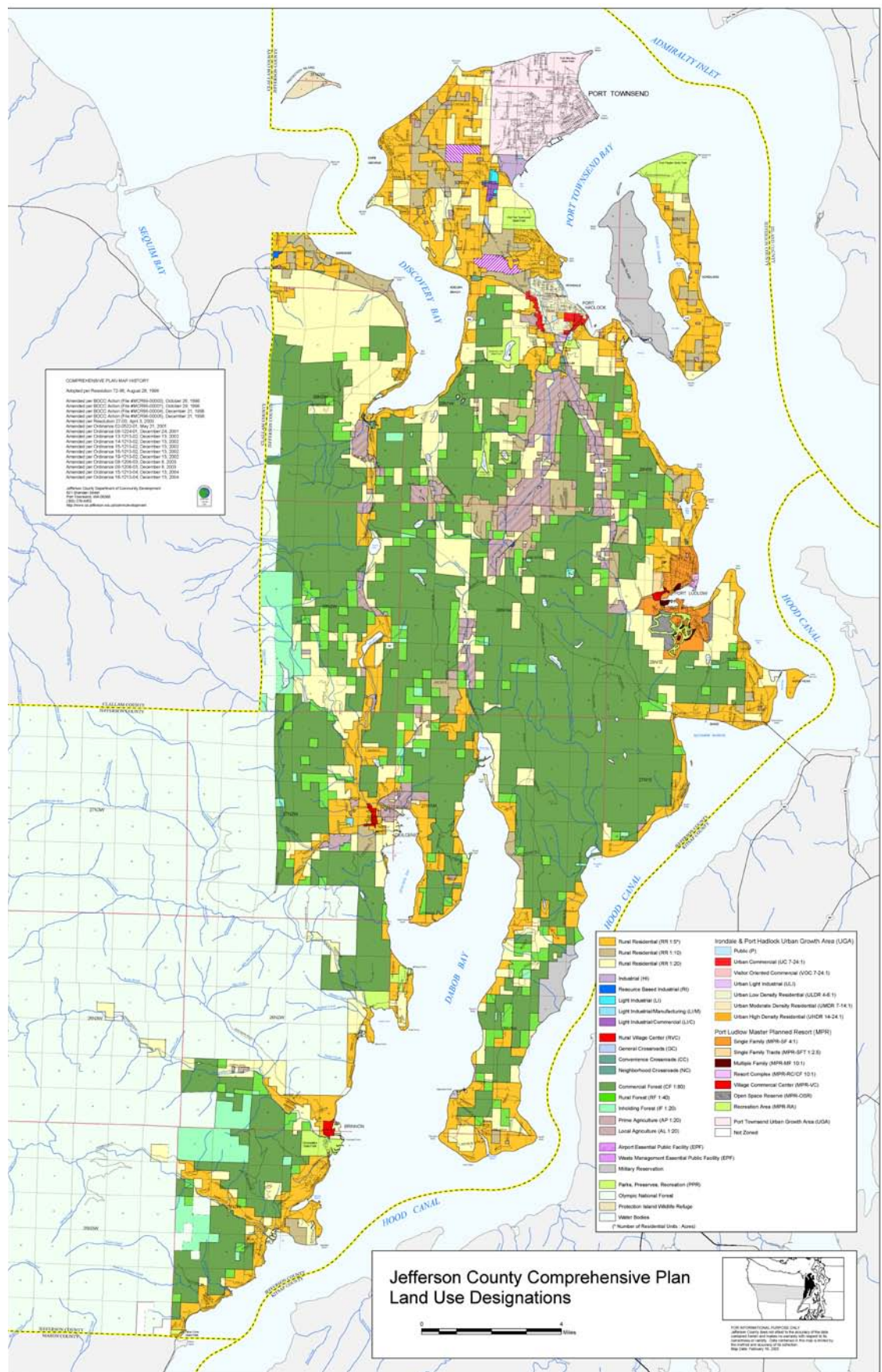
1. Introduction-Implementation
2. Irondale/Hadlock Urban Growth Area Element
3. Land Use and Rural Element
4. Natural Resource Conservation Element
5. Housing Element
6. Open Space, Parks and Recreation, and Historic Preservation Element
7. Economic Development Element
8. Environment Element
9. Essential Public Facilities Element
10. Transportation Element
11. Utilities Element
12. Capital Facilities Element

Most of Jefferson County's land is rural. To maintain primarily rural areas with some concentrated areas of more land use intensity, the Comprehensive Plan's key policy guidelines state that the County must ensure that:

- An adequate supply of rural residential land is available to accommodate the projected rural residential population growth;
- Areas which may have more platted lots than needed to address population growth (and allow for market factors) are designated for low-density residential development such as 1 residential unit per 5 acres (1:5), 1:10, and 1:20;
- Rural areas of more intensive residential, commercial and industrial development are contained in a manner that preserves rural character; and
- Rural commercial development located outside designated Urban Growth Areas is appropriately scaled to serve the needs of the local rural community and the traveling public, and to protect and enhance rural character.

Designated growth areas in the JLUS study area include the Port Hadlock-Irondale UGA, the Port Ludlow Master Planned Resort, Pleasant Harbor Master Planned Resort, and the Quilcene and Brinnon Rural Village Centers (discussed below). Only the UGAs and Master Planned Resorts may receive "urban-style development and infrastructure" (Goal LNG 10.0), though light industrial uses may be conditionally permitted outside of the UGA provided they "meet all the criteria set forth in RCW 36.70A.365," and they "cannot be developed as a commercial shopping development or as multi-tenant office parks" (Policy LNP 11.2). The Comprehensive Plan protects rural, natural, and open space land outside of growth areas through a range of goals and policies:

- **LNG 10.0/UGA-G 2.0.** Limit the establishment or expansion of urban-style development and infrastructure to Urban Growth Areas and Master Planned Resorts.



- **NRG 1.0.** Encourage the conservation of resource lands and the long-term sustainable use of natural resource-based economic activities throughout Jefferson County.
- **NRP 1.2.** Require land use activities adjacent to resource lands to be sited and designed so as to minimize conflicts with resource based economic activities.
- **NRG 3.0.** Conserve and protect Forest Resource Lands for long-term economic use.
- **NRG 4.0.** Minimize potential conflicts between forest management activities and land use activities within or adjacent to designated forest lands.
- **NRG 5.0.** Encourage the continuation of forestry on lands which are not designated as commercial forest resource lands.
- **NRG 10.0.** Conserve and protect the agricultural land base and its associated economy and lifestyle.
- **NRG 11.0.** Conserve and protect aquaculture lands and associated facilities in order to ensure a long-term commercial and recreational resource base.
- **LNG 12.0.** Locate new natural resource-based industries in rural lands and near the resource upon which they are dependent, in accordance with RCW 36.70A.365.
- **OSG 1.0.** Preserve and enhance the existing open space lands.
- **OSG 2.0.** Identify and develop an interconnected County-wide network of naturally occurring and planned open spaces.
- **ENG 5.0.** Allow development along shorelines which is compatible with the protection of natural processes, natural conditions, and natural functions of the shoreline environment.
- **EDP 6.1.** Use land use designations such as Industrial Land Banks (ILBs), Major Industrial Developments (MID), Urban Growth Areas (UGAs), Limited Areas of More Intense Rural Development (LAMIRD), Rural Village Centers, Rural Crossroads, and the allowed uses specific to each designation to support regional alliances and economic clusters to attract investment and sustain economic activity.
- **EDP 6.2.** Encourage the establishment of new sustainable natural resource-based activities in rural areas to increase employment opportunities. Natural resource-based activities shall be located near the agriculture, mineral, aquaculture or forest resource upon which they are dependent.
- **EDP 6.7.** Conserve and enhance existing agriculture and encourage future innovative agriculture ventures and technologies.
- **EDP 8.2.** Encourage efforts to preserve scenic open space, historic and native villages and local cultural resources that are attractive to both local residents and visitors.
- **EDG 9.0.** Encourage economic development that sustains natural resources and open spaces, protects environmental quality and enhances Jefferson County's overall quality of life.

Port Hadlock-Irondale UGA

Jefferson County has one UGA, Port Hadlock-Irondale UGA. Zoning in the UGA was updated in 2009 to address Western Washington Growth Management Hearings Board concerns about GMA compliance with the prohibition of developing at urban densities without providing all urban services. The County's capital facilities plan was modified to demonstrate the phased provision of sanitary sewer service to the entire UGA; and a Transitional Rural Zoning overlay was established to apply

rural development standards to areas that were not yet served by sewer.

UGA Goals and Policies pertinent to the JLUS include:

- **LNG 9.0/UGA-G 1.0.** Encourage a balance of commercial and industrial uses for urban-scale and regional-scale economic activities within Urban Growth Areas (UGAs).
- **LNG 9.1/UGA-G 1.1.** Provide for the orderly development of urban land uses in urban growth areas consistent with the provision of adequate and feasible urban levels of public facilities and services.
- **LNP 9.1.** Encourage and facilitate regional-scale economic activities in UGAs which provide employment opportunities within the County.
- **LNP 9.2.** Encourage urban-scale and regional-scale commercial land uses in UGAs to provide goods and services that exceed the standards for rural commercial levels of service established by this plan.
- **LNP 9.5.** Encourage growth in the Tri-Area UGA commensurate with the appropriate level of existing urban public facility and service capacities consistent with adopted plans and interlocal agreements.
- **TRG 4.0.** Encourage land use types, mixes, and densities that promote efficient multimodal transportation systems.
- **EDP 6.8.** Direct new industrial/associated commercial development in the Glen Cove area to areas within the logical boundaries established under the provisions of RCW 36.70A.070(5)(d) while continuing to work with the City of Port Townsend, Port of Port Townsend, PUDs, economic stakeholders and economic development agencies regarding capital facility and land use.

Port Ludlow Master Planned Resort

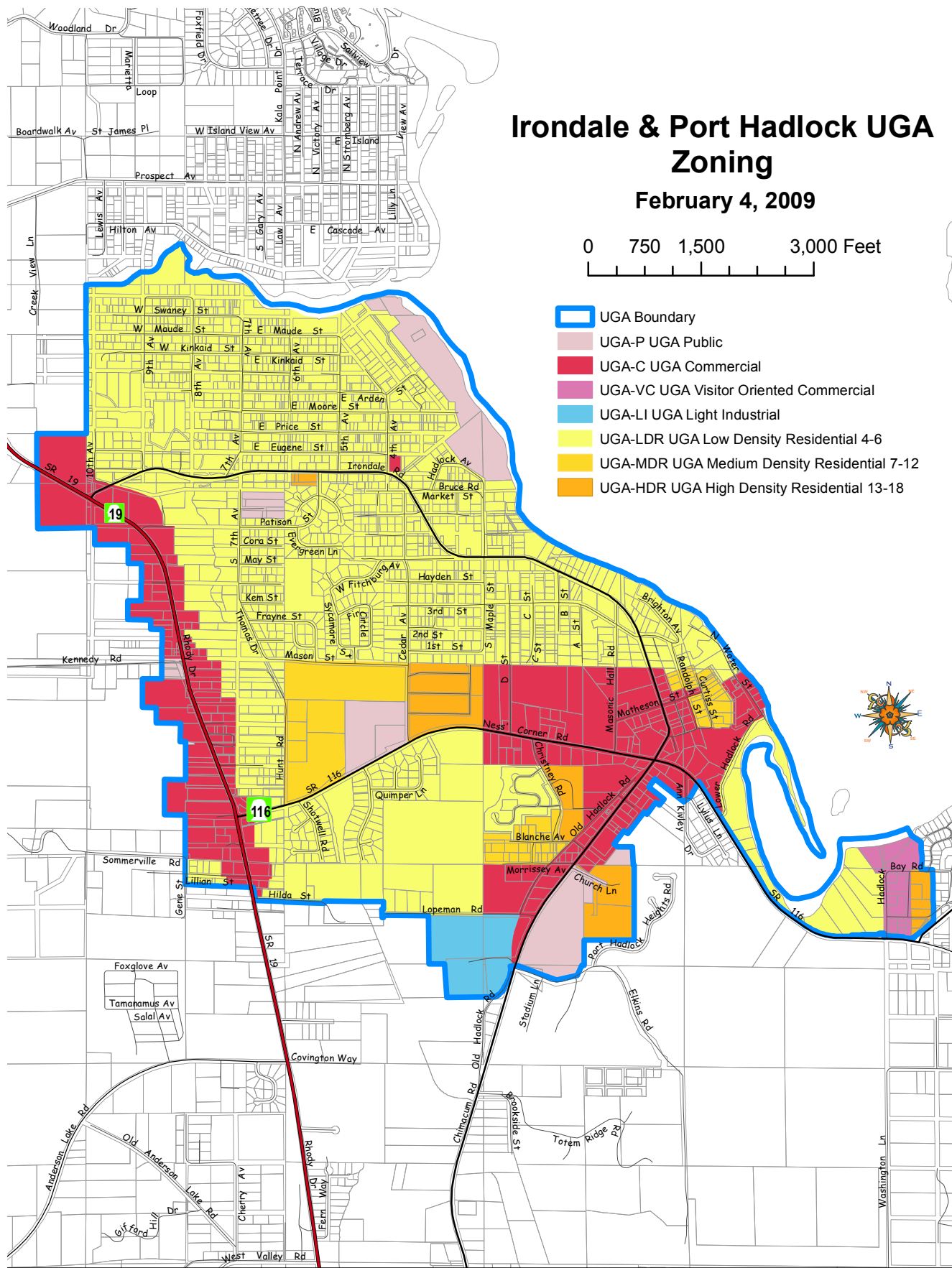
Port Ludlow is designated Master Planned Resort (MPR), acknowledging that it is outside of a UGA but has more intense land uses than typical rural areas. It has a large residential community served by a Village Commercial Center. The Plan's goals and policies for the area focus on maintaining and enhancing Port Ludlow's recreational and community amenities and preserving the quality of life.

Relevant Port Ludlow goals and policies include:

- **LNP 14.5.** Encourage small-scale marine trades activities, in Port Hadlock, Port Ludlow, Nordland, and Quilcene.
- **LNG 23.0.** Maintain the viability of Port Ludlow as Jefferson County's only existing Master Planned Resort (MPR) authorized under RCW 36.70A.362.
- **LNP 23.3.** No new urban or suburban land uses will be established in the vicinity of the Port Ludlow Master Planned Resort.
- **LNP 23.4.** The total number of residential lots allowable within the MPR boundary shall not exceed the 1993 Port Ludlow FEIS total of 2,250 residential dwelling units.
- **LNP 23.6.** Support efforts to preserve and protect Port Ludlow's greenbelts, open spaces and wildlife corridors.

Pleasant Harbor Master Planned Resort

The Pleasant Harbor Master Planned Resort site is located approximately 1.5 miles south of Brinnon, on the Black Point Peninsula, on the western shores of the Hood Canal. The master planned resort zoning designation was adopted into the Comprehensive Plan in 2009. A Draft Supplemental EIS was issued on November 19, 2014 analyzing impacts of various development alternatives.



There are two primary alternative proposals being considered in the EIS for the 231 acre site. Each alternative includes various levels of development for a golf course, residential units, commercial area, resort amenities and natural area. Additional project requirements following the EIS and yet to be completed include Interior zoning, development standards/regulations, and a development agreement with County.

The 350-slip marina at Pleasant Harbor is not part of the EIS analysis. It is being re-developed under an existing Binding Site Plan.

Quilcene and Brinnon Rural Village Centers

Quilcene and Brinnon, designated Rural Village Centers, are located in rural areas that offer significant recreational and scenic amenities, including access to the Olympic National Park, Olympic National Forest and Hood Canal. Popular recreational activities in the area include boating, fishing, shellfish gathering, hiking, camping, birdwatching, and historical sites. These areas are gradually transitioning from a primarily natural resource-based economy to one that is also dependent on the tourism industry. Their commercial zones are intended to provide employment and business opportunities that make use of Highway 101's adjacency to the Olympic National Park. These areas also support the community goal of an extended care or assisted living facility to allow elderly residents to stay in the community. Also, the Quilcene Industrial Area accommodates light industrial uses.

Quilcene and Brinnon relevant goals and policies include:

- **LNG 4.0.** Establish and maintain the size and configuration of the county's Rural Village Centers and provide for the development of appropriately scaled commercial uses.
- **LNG 7.0.** Foster economic development in rural areas which is small-scale recreational or tourist-related and that relies on a rural location and setting.
- **EDG 8.0.** Promote the development of tourist and tourist-related activities as a provider of employment and business opportunities in Jefferson County.

Mason County Comprehensive Plan

The Mason County Comprehensive Plan, last updated in 2005 and with a planning horizon of 2014, includes the following chapters and elements:

1. Introduction
2. Planning Goals and Integrated Planning Policies
3. Land Use
4. Housing
5. Capital Facilities
6. Utilities
7. Transportation
8. Shoreline Management Program
9. Economic Development Element
10. Urban Growth Area Plan
11. Health and Human Services Element

Mason County Vision Statement

Mason County will remain a primarily rural county where residents will enjoy peace and quiet, privacy, natural views, and rural enterprise. Although rural character means different things to different people, aspects of it include: natural vistas, wildlife, and natural ecosystems; fewer restrictions and more privacy than in an urban area; the easy operation of resource based industries such as timber, mining and agriculture; and the close ties of family and community to the land.

The Urban Areas

The City of Shelton and the communities of Belfair and Allyn will serve as the County's principal economic, civic, and social centers. Each will have a core business area anchored by retail, service industries, government, and education facilities. Shelton will also hosts a multi-county medical industry that serves the Olympic Peninsula region, and regional retail centered in the City's Olympic Highway North area. The three urban areas will provide a strong employment and tax base.

The Rural Areas

Natural resources will continue to provide the foundation of the County's economy. Forestry, agriculture, aquaculture including shellfish and other fisheries industries, Christmas tree farming and mining will provide employment for County residents. The County's abundance of natural amenities including mountains, lakes, rivers, and wildlife will continue to support the County's thriving tourist industries, including Master Planned Resorts. The County's land use regulations will protect natural resource lands and industries against encroachment from incompatible, competing uses.

Housing

Residential growth within the County will be centered in Shelton urban area, the communities of Allyn and Belfair, and a new fully contained community. Mason County will offer a range of affordable rural and urban housing choices including single family, multifamily, and mixed-use. The Environment and Open Space Mason County Comprehensive Plan - April, 1996 (updated 2005)

Planning Goals

Mason County will protect the environment in a way which is compatible with the needs of a growing population. One focus will be watersheds and their water quality. The county will also conserve an open space network that will include wildlife habitat and corridors, greenways, estuaries, parks, trails and campgrounds. This system will help preserve the County's environment and rural character, support the County's tourism industry, and meet the recreation needs of County residents.

Shelton is the only incorporated city in the county, and Allyn and Belfair are the only UGAs. Three rural activity centers and nine hamlets exist in the County.

The Economic Development Element background information recognizes the impact of the Navy Shipyard in Bremerton on traffic. Some policies relevant to the JLUS include:

- **CWPP 1.1.** Designate Urban Growth areas around the incorporated city of Shelton and two unincorporated areas of Belfair and Allyn.
- **CWPP 1.4.** Encouraged mixed use developments, multi-family developments, employment centers, and other urban land uses are appropriate development to be encouraged within designated Growth Areas, in order to protect rural character in the remainder of the County.
- **CWPP 2.2.** Comprehensive plan policies will be designed to protect rural lifestyles and values.
- **CWPP 5.3a.** Establish a rural land use system that provides for continued vitality of limited areas of more intensive rural development. The categories of these areas include rural activity areas, hamlets, commercial/industrial areas, and tourist/recreational areas.
- **CWPP 5.1.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **CWPP 8.2.** Maintain and enhance natural resource-based industries including productive timber, agriculture, mining and fisheries industries. Encourage the conservation of productive natural resources, and discourage incompatible uses. Assure that adjacent land uses do not contribute to the demise of the long term commercial forest and agricultural production lands and the resource based industries associated with these areas.
- **CWPP 1.5a.** Identify and prioritize open space areas, both urban and rural, which should be purchased with public funds or conserved through other public means such as conservation easements, life estates, and/or conveyance to a land trust. Assure that private property rights are protected. Through regulations and/or incentives, continue to allow low impact rural uses and densities in environmentally fragile areas designated as open space, consistent with critical area regulations.
- **CWPP 3.7.** Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.
- **9.2.** The county shall consider alternatives for improving access and utilization of the existing Navy-owned rail corridor to expand rail freight service capabilities.

Zoning Regulations

Each of the jurisdictions within the study area contains zoning regulations that are required by GMA to be consistent with their comprehensive plans noted previously. Details on applicable zoning provisions are discussed within the JLUS compatibility analysis of Chapter 4.

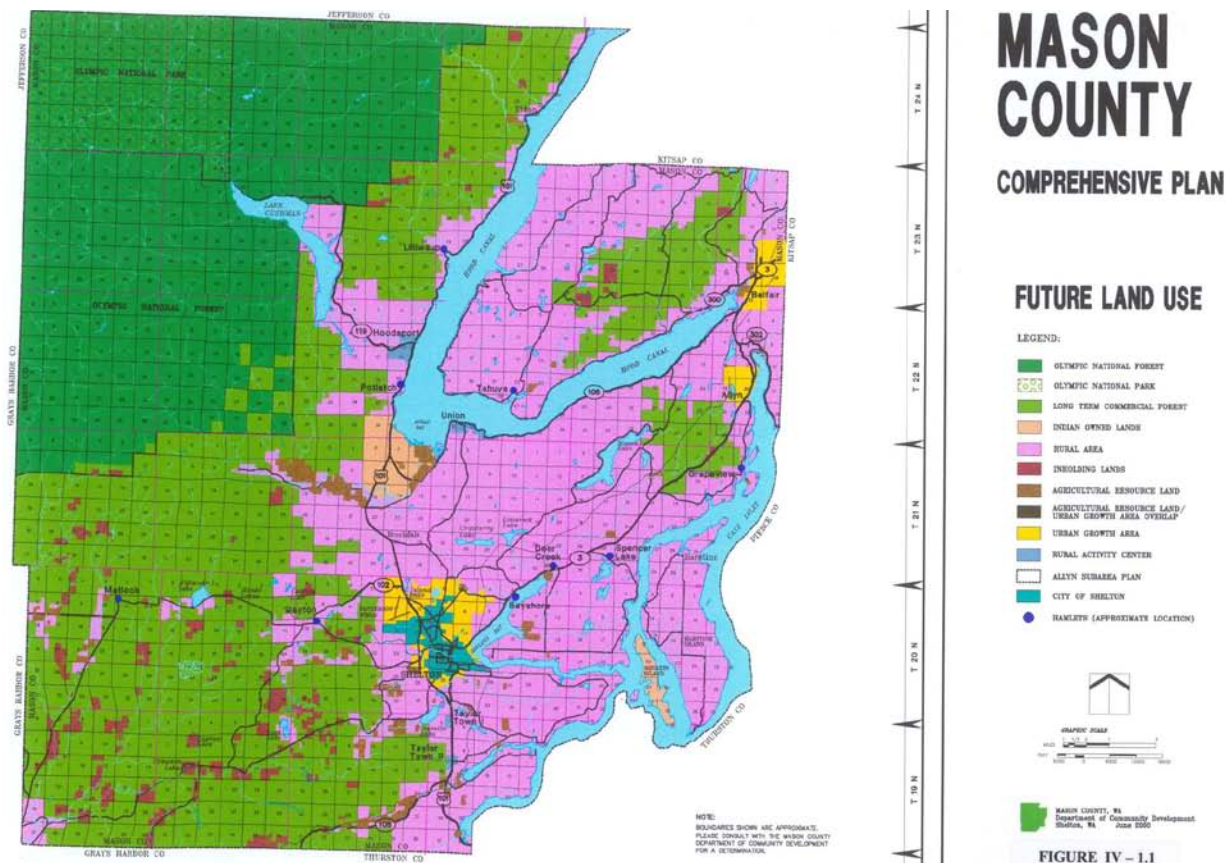


Figure 3.5. Mason County land use plan map (map credit: Mason County)

Shoreline Master Programs

Washington State's Shoreline Management Act requires jurisdictions to manage shoreline uses to protect natural resources, provide public access to water, and plan for water-dependent uses. Working with the Department of Ecology, the jurisdictions delineate environment designations (i.e., zones for different shoreline uses) and develop local policies, regulations, and standards ranging from natural conservation to allowances for high intensity commercial. Any development in the shoreline jurisdiction (typically 200 feet inland from the ordinary high water mark) must mitigate any impacts on the environment. The jurisdictions are also required to prepare restoration plans identifying opportunities for environmental improvements to help the jurisdiction reach the "no net loss" of habitat functions goal. A map of Shoreline Environmental Designations can be found on page 129.

SMPs are based on regulations in the SMA and state guidance, but are tailored to the specific geographic, economic, and environmental needs of local communities. Under a jurisdiction's SMP, no substantial development is permitted on the state's shoreline without obtaining a permit from the local jurisdiction.

The Navy follows the Federal Coastal Zone Management Act, which alongside its own requirements, asks federal agencies to comply with the State program to the extent practicable. NBK and NAVMAGII also follow their Integrated Natural Resource Management Program (INRMP) to protect their shorelines.

The status of SMPs in the JLUS study area is summarized below.

Table 3.1. Status of local shoreline master programs: comprehensive updates

Town, City, or County	Ecology Region	Local Update ¹	State Review and Approval ²	Effective Date of State-Approved Program	Approved SMP documents ³ (all files are in PDF)	Notes
Bremerton	Northwest	Completed	Completed	December 2013	Bremerton SMP	Contact: (425) 649-4309 Misty Blair
Jefferson County	Southwest	Completed	Completed; Description of state review process	21-Feb-14	Jefferson County SMP	
Kitsap County	Northwest	Completed	Under way	24-Dec-14		Contact: (425) 649-7145 Joe Burcar
Poulsbo	Northwest	Completed	Completed Description of state review process	27-Feb-13	Poulsbo SMP Shoreline Designation Maps	
Port Townsend	Southwest	Completed	Completed	14-Feb-07	Port Townsend SMP	
Mason County	Southwest	Under way				
Port Orchard	Northwest	Completed	Completed Description of state review process	28-Mar-13	Final documents are being prepared by the local government	

1 During this step of the update process, the town, city or county updates their local shoreline master program based on public input. They prepare and send the draft program to the state Department of Ecology. Links to local SMP web page can be found in this column.

2 The state must approve local Shoreline Master Programs. During this step, the Department of Ecology reviews the draft local program. The Department of Ecology may approve the draft as submitted by the local government, approve the draft with required changes, or send the draft back to the local government for changes before approving it. If the draft is "Approved with required changes", the program is sent back to the town, city or county for changes. The local elected officials must formally accept the changes before the program becomes effective. See state approval process for more information. Links to Ecology web pages can be found in this column.

3 Local governments are responsible for ensuring the state has the current version of their shoreline master program. If the final documents are not posted here, please contact your town, city, or county planning office for the most up-to-date copies of the shoreline master program.

Critical Areas

State law mandates local jurisdictions to classify, designate, and protect critical areas, i.e., “(a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas” (Washington State RCW 36.70A.030(5)). Protection and management of these critical areas are important to the preservation of ecological functions of the natural environment, as well as the protection of the public health, safety, and welfare of the community.

Wetlands. Any development proposal for a site containing a State Department of Ecology regulated wetland or its buffer is required to map the wetland, prepare a mitigation report, and outline erosion and sedimentation control measures. Generally, development is prohibited in the wetland and buffer, and the area’s condition must be retained as undisturbed or enhanced. When exceptions are allowed, the development must follow the EPA’s mitigation sequence: 1) avoid adverse impacts, 2) minimize adverse impacts if impacts are unavoidable, and 3) compensate for unavoidable adverse impacts which remain.

Fish and wildlife habitat conservation areas support federal, state, and local regulated species or habitats (see Endangered Species Habitat section above). Buffers and setbacks around these habitats must remain as undisturbed natural vegetation areas except where enhancement would improve its function. Careful consideration is given to stream crossings, trails, road/street repair and construction, pesticide use, and forest practices in the conservation areas and buffers.

Geologically hazardous areas are steep slopes, potential landslide, erosion, channel migration, and seismic hazard areas and are protected for human safety and environmental protection. Protection standards include drainage and erosion control, clearing and grading, vegetation retention, and buffers.

Flood Hazard areas are mapped by the Federal Emergency Management Agency (FEMA) and regulated by FEMA’s National Flood Insurance Program (NFIP). Development in these areas requires special permits to ensure buildings, their structural systems, materials, and utilities are resistant or resilient to flood damage. Among other building techniques, the base floor is required to be one foot or more above the base flood elevation, or for non-residential buildings, the lower area must be floodproofed. In floodways, new development is not allowed and any variance may not result in increased flood levels.

Critical Aquifer Recharge areas are places where groundwater is used for a community’s drinking water. These are protected to prevent pollution to potable water.

Climate change studies and developing regulatory requirements will create the need for flexibility to identify, address, and plan for impacts to critical areas and infrastructure.

Compatibility Analysis

Chapter 4



Joint
Land Use
Study

NBK & NAVMAGII

Photo credit: U.S. Navy photo by Mass Communication Specialist 3rd Class Ryan Riley, Flickr

Issues Introduction

The following sections describe issues identified by the Policy and Technical Committees, public workshop and online survey participants, and partner and stakeholder interviews. For each issue, this report:

- Describes the perception of the problem,
- Provides background information to fully understand and analyze the issue, and
- Offers potential tools and strategies to continue successful practices and enhance, expand, or create new practices to address the issue.

The issues are grouped in the following subsections:

- **Section 4.1 Communication and Coordination, on page 83.**
This section captures a range of communication and coordination issues that relate to many of the issues described in section 4.2 through 4.5.
- **Section 4.2 Adjacent Land Uses and Infrastructure Coordination, on page 89.**
This section addresses the interface between the Navy perimeter and adjacent land uses.
- **Section 4.3 Onwater and Shoreline Activities, on page 103.**
This section discusses how increasing boat and seaplane traffic in the waterways around naval bases and training ranges could compromise essential underwater testing operations, conflict with Navy vessel movements, and complicate security and public relations.
- **Section 4.4 Transportation, on page 115.**
This section explains how regional transportation routes, as well as local intersections and infrastructure, are functioning for the community and Navy.
- **Section 4.5 Natural and Cultural Resources, on page 127.**
This section elaborates on balancing environmental protection with economic development opportunities and preserving ecological or historic resources.

Communication and Coordination

Section 4.1

Good communication between the Navy, its neighboring jurisdictions, and the public is the key to proactively identify potential issues and address them. The Navy and its neighbors currently work well together and the numerous ongoing efforts are detailed in Chapter 5. However, there is room for some improvement in the following areas:

More effective communication from the Navy to jurisdictions and the public about operations and potential changes.

There may be a general lack of understanding about the Navy mission and local economic contribution as well as some misconceptions about what occurs on the bases by the general public. Though the Navy follows NEPA mandates and provides notice/takes input on major projects, this communication is project specific and at times not user-friendly or easy to access. Proactive communication about Navy plans is challenging for several reasons. Local bases and personnel have relatively limited control over headquarters decisions affecting base operations and, due to the nature of the mission, the amount of notice before such changes can be minimal. This can be difficult for jurisdictions, adjacent businesses, and the general public.

More effective communication to the Navy about proposed land use changes and major projects.

This issue is complex due to the number of jurisdictions and variety of compatibility concerns in the study area. (Note: Compatibility issues identified during the JLUS process are summarized in other sections of this chapter.) For example:

- There are no standard procedures to notice the Navy of proposed land use changes or major projects in the study area. For example, Kitsap County and the City of Poulsbo send notice NBK for all major projects and plan updates; the City of Bremerton sends notices to the Navy for projects near NBK-Bremerton; Jefferson County notifies NAVMAGII of projects triggering SEPA, related to boat/dock access, and marijuana operations; and the Navy does not currently receive notices from Mason County or Port Orchard.
- Further, if the Navy is sent all project notices indiscriminately, it is difficult and time consuming to identify projects of concern. On the other hand, jurisdictions do not have the resources to review all projects and identify/send those of specific concern to the Navy.

Communication issues that surfaced during the JLUS process

The following issues were identified through this project's online survey, community meetings, partner and stakeholder interviews, and/or by TC or PC members:

- Communication between NBK-Bremerton and the public, especially regarding drilling, noise, and carrier dockings;
- Communication between NBK-Bangor and the public, especially regarding traffic delays at the Hood Canal bridge;
- Communication between NAVMAGII and the public, specifically regarding potential risks and plans for emergency response in the area; and
- Increasing coordination with the City of Poulsbo, specifically regarding plans to potentially enlarge their UGA.

Maintaining and enhancing coordination on infrastructure planning, funding, and maintenance

Section 4.2 discusses the complexities of infrastructure coordination between the Navy bases and surrounding jurisdictions. Though there is a long history of communication and coordination to address infrastructure issues, there is room for improvement to ensure the systems will serve present and future needs of the bases and surrounding communities.

Analysis

Planning context

Kitsap County is the only study area jurisdiction with adopted policies addressing communication and coordination with federal agencies, including the Navy. These policies are listed in Chapter 3 on page 61. Other study area jurisdictions, however, have standards that require state, federal, and local agencies be notified of certain types of land use and development projects.

Existing practices

Navy/Tribal coordination: The Navy regularly engages with Tribal governments in the study area. They coordinate at multiple levels around numerous issues, such as: access to usual and accustomed (U&A) fishing grounds, cultural resource protection, water quality impacts, habitat enhancements, etc.

Navy/community coordination: At the local level, the Community Planning Liaison Officer (CPLO) serves as the Commanding Officer's primary resource to coordinate with jurisdictions, specifically their planning departments. Installations and jurisdictions also connect on multiple additional levels; e.g., public works departments to base public works, emergency services to base security and fire departments. NBK's Navy School Liaison Officer is the primary point of contact between the military installations, local schools, school districts, transitional families, and the community. JLUS participants noted that more effective communication about population influxes is warranted for school facility planning and housing.

Navy/regional organization coordination: NBK and NAVMAGII also actively participate in the following regional organizations that facilitate communication and coordination with Tribal governments and neighboring jurisdictions:

- **Kitsap Regional Coordinating Council.** NBK is an Ex Officio member of the Executive Board. The CPLO attends the Planning Directors Forum, which meets monthly "to share information, develop proposed policy recommendations for review by the Council's Executive Board and individual members, and collaborate on more efficient ways to provide services to residents throughout Kitsap County." The Navy also participates in the Council's two transportation committees (Policy and Action).
- **Jefferson Economic Development Council** (Team Jefferson).
- **Hood Canal Coordinating Council.**
- **Kitsap Economic Development Alliance.** The NBK Public Affairs Officer is part of the Executive Committee for the Board of Directors.
- **Peninsula Regional Transportation Planning Organization (PRTPO).** The NAVMAGII CPLO is a participant.

However, there are some regional and local planning entities which could benefit by inviting Navy participation.

Navy annual briefing: At the request of elected officials, coordinating councils, and other business and community organizations, NBK and NAVMAGII Commanding Officers present annual State-of-the-Station and topical presentations.

Emergency service coordination: The Navy and local service providers have a history of working together to provide emergency services. NAVMAGII and NBK have mutual aid agreements with surrounding jurisdictions to reinforce capabilities and share resources. In addition, NAVMAGII is incorporated in the Jefferson County Emergency Planning documents and conducts training and emergency response with mutual aid agencies regularly.

School District emergency planning is included in each County's Comprehensive Emergency Management Plan - see <http://www.kitsapdem.org/emergency-plans.aspx> and <http://www.jeffcoec.org/library.htm> for more information.

Public understanding

Misconceptions about Navy operations have surfaced and will continue to surface over time. These misunderstandings can unnecessarily perpetuate fear and confusion. This is exacerbated by post-9/11 security requirements that limit the public's ability to easily access the bases. See the table below for a short list of urban myths mentioned during the JLUS planning process.

Table 4.1. Urban myths about NBK and NAVMAGII

Myth	Information
Condemnation of Gregory Way properties.	There are no plans to condemn Gregory Way properties- this action would be funded by a Military Construction Project (MILCON) and there are no such projects being consider. Condemnation is considered a last resort for mission- critical needs and would require an extensive evaluation process with public notice as required by NEPA.
Secret submarine tunnels between NBK-Bangor and NAVMAGII.	These do not exist. There are no records of construction or environmental evaluation for such a project.
The Navy has not disclosed information about an accidental ordnance drop off NAVMAGII.	There are stringent requirements today that are intended to prevent accidents from happening, apply if they do, and require documentation and follow up to protect public safety. However, historic / WWII wartime practices were different and what may or may not have occurred by the military or anyone else traversing through the waterway is unknown.
NAVMAGII's emergency plan to respond to a ship fire is to push it into the bay.	There are multiple layers of safety protocols in place. Considerable improvements have been made over the years in storage and handling of munitions and modern ship design. The Port Townsend Bay "scuttling area" was officially disestablished in January 2010. Current emergency management and firefighting regulations and protocols require fighting shipboard fires dockside and these procedures are trained and practiced through the mutual aid agreements. There is no authority, process, plans, or means to scuttle a burning Navy ship in Port Townsend Bay.
The Navy is a major polluter, not held to the same standards as the private sector.	The Navy must meet federal requirements set by the EPA and other agencies, the National Environmental Protection Act, and the statutory obligations of State environmental law. Locally the Navy installations have consistently won awards for their environmental stewardship. Refer to Naval Environmental Impacts Section (page 136).
This Navy does not protect historic resources, not held to the same standards as the private sector.	The Navy must meet federal requirements set by the National Historic Preservation Act and works with the State Historic Preservation Officer to implement the act and meet obligations under Section 106.

Potential Strategies

1. Continue to participate as members or liaisons with the regional planning agencies to remain aware of land uses issues impacting the bases and vice versa and to facilitate compatible development (see Implementation Task D3 in Chapter 5).
2. Coordinate with the Washington Military Association on statewide military planning strategies; including the recent OEA grant related to the potential for reduced defense spending (see D2 in Chapter 5).
3. Collaborate to develop a streamlined system for each jurisdiction to identify and communicate potential projects of concern to the military. Map shared-interest planning areas that identify specific areas, projects, or design features (such as height) of potential concern. Work with jurisdictions to develop efficient processes to send notice to the military according to this map. As a starting point, areas and land uses of interest are detailed in the other sections of this chapter (see F3 in Chapter 5).
4. Consider adopting statutory notice requirements and identify areas where additional notice is appropriate and develop a draft map of compatibility review areas (see F1-F3, and F5 in Chapter 5).
5. Prioritize coordination and early CPLO involvement in efforts that could result in significant land use changes in areas of concern. This could include Comprehensive Plan or Shoreline Plan updates, UGA amendments, zoning changes, or major projects including utility and road expansions. Invite the Navy to join pre-application meetings for significant projects of potential concern (see B4-B8, C3, D3, E4, E5, and F1-F5 in Chapter 5).
6. Develop planning policies supporting coordination with the Navy in local jurisdiction comprehensive plans, shoreline plans, and other land use planning documents (see “Ongoing efforts” and all Implementation Tasks in “E. Local Government Comprehensive Planning” in Chapter 5).
7. Incorporate the JLUS planning process and recommendations into comprehensive plan updates within existing plan elements or as a separate military or Navy element (see E1 in Chapter 5).
8. Update elected officials and jurisdictions annually, when major projects are announced, or as requested on base planning, operations and anticipated changes. In addition to or in lieu of in-person updates, provide written updates and hard copy fliers. Provide notice and opportunity for comment to the JLUS Jurisdiction’s planning departments and other affected agencies (e.g., school districts) of significant land use changes (e.g., Commissary closings, gate or boundary location changes, shift changes). Analyze, coordinate, and mitigate any parking, urban design, transportation, or other impacts (see A1 in Chapter 5).
9. Undertake a community awareness campaign to proactively update jurisdictions and the public about military operations and major changes expected on the bases. As communication should be user friendly and easily accessible by the general public, the Navy should consider hiring a communications firm. Jurisdictions should continue to actively engage the Navy and provide forums that support this campaign (see A2 in Chapter 5).

- A. Establish an annual “planners training” with local government planners sponsored by the Navy to brief planners on current topics of interest such as Navy mission changes, encroachment concerns, and communication protocols to be used by the Navy and local jurisdictions for the benefit of the public.
 - B. Publicize annual state-of-the-station briefs to attract more community members.
 - C. Plan should utilize a variety of strategies including town-hall style public meetings, press releases, and user-friendly online tools. Hold a community workshop at least once every five years to explain base planning efforts and review community input and concerns.
 - D. The Navy and local jurisdictions and organizations should take a proactive approach to ‘myth busting’ to correct inaccurate information about navy operations. Collaboratively develop and advertise a running list of issues to dispel rumors and correct misconceptions. Continue to open bases for tours and community events as much as is feasible.
 - E. Periodically calculate and advertise the economic contribution of NBK and NAVMAGII on local communities. Track where personnel (military, civilian, and contractors) live and work.
 - F. Work with local emergency responders to share information about emergency response plans and mutual aid agreements.
10. Work with real estate interests and local jurisdictions and evaluate the authority and need for real estate disclosure form and disclosure requirements in target areas. Disclosures could help increase awareness of Navy operations and reduce potential future conflicts adjacent to bases and alongside in-water testing ranges (see F6 in Chapter 5). This could apply to:
- A. Properties abutting Navy installations. This would notify owners and potential purchasers of their adjacency to Navy installations, describe the types of operations likely to occur within those installations, and clarify property lines.
 - B. Properties along the Hood Canal and Dabob Bay shorelines. This would notify owners of underwater testing areas, use, and typical protocols.

See Section 4.2 Adjacent Land Uses.

See Section 4.3 Onwater and Shoreline Activities.

Adjacent Land Uses and Infrastructure Coordination

Section 4.2

There are a number of compatibility and coordination issues that have been identified during the JLUS process associated with Navy base fence lines and the interface with surrounding perimeter area land uses. They include:

- Land use compatibility around base perimeters,
- Explosive safety quantity distance (ESQD) arcs,
- Land use compatibility around Navy transportation routes,
- Building heights near the NBK-Bremerton perimeter,
- Coordinating infrastructure planning, development and maintenance, and
- Private structures built on Navy-owned property within base perimeter areas.

Land Uses around Installations

Increases in the intensity of land uses surrounding all installations have the opportunity to increase conflicts with neighbors. Also, accommodating new missions, security requirements, contractor leases, environmental protection regulations, and vehicular parking can be complicating factors associated with base perimeter compatibility. Perimeter land use conflicts could lead to the following:

- Compromise Navy's ability to conduct training exercises (or modify operations),
- Complicate security monitoring, and
- Greater opportunity for noise, light, glare, traffic, and overflow parking impacts on neighboring populations.

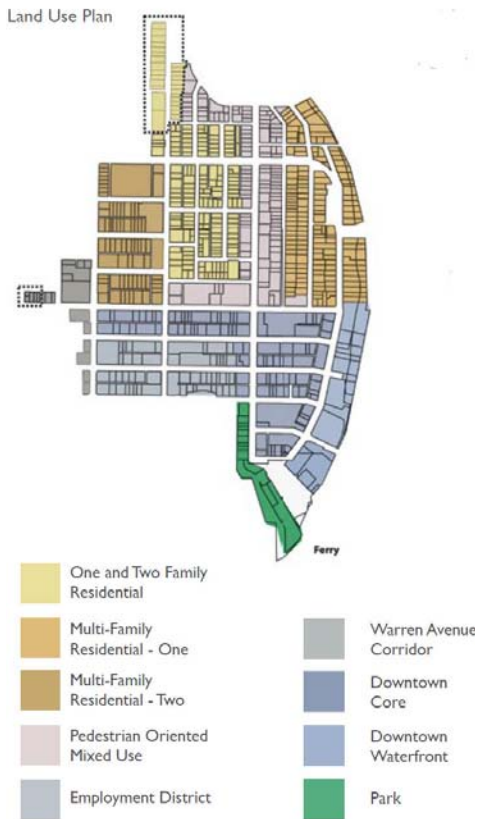


Figure 4.2.1. Bremerton Downtown Subarea Plan land use designations (map credit: City of Bremerton)



Figure 4.2.2. Vision for Downtown Bremerton per the 2007 Downtown Subarea Plan (map credit: City of Bremerton and VIA Architecture)

The base perimeter issue varies by installation. While applicable city and community profiles are discussed in Chapter 3, the most notable base perimeter land use areas are described below. Transportation corridor land use issues are addressed in the Transportation Section. Land use issues associated with on-water resources are addressed in the On-Water and Shoreline Activities section below.

Analysis

NBK-Bremerton

NBK-Bremerton resides in the urban context of Downtown Bremerton. Downtown is designated as a Metropolitan Growth Center by PRSC's Vision 2040 and as such is anticipated to accommodate a significant part of Kitsap County's growth. As this growth occurs, pressures for the installation to modify operations increase. The installation's location adjacent to downtown increases the chances that noise, light, glare, traffic, and overflow parking associated with base operations may impact neighbors.

The Downtown Subarea occupies the northeast perimeter of NBK-Bremerton. Bremerton adopted an award winning Subarea Plan for Downtown in 2007. Figure 4.2.1 highlights the land use designations in downtown near the NBK-Bremerton perimeter. Key perimeter districts include:

- **Downtown Core.** The most fully developed area of the City is the hub for business, communications, office, and hotels. The core also features a number of large surface parking lots that are frequently used by Navy personnel and employees and other downtown users. The plan envisions ambitious mixed-use growth in the core to help achieve a "vital, 24 hour a day Downtown. The plan includes design principles and adopting regulations associated with creating a comfortable walking environment, promoting growth while respecting historic resources, and preserving views.
- **Downtown Waterfront.** This district lies to the north/east of the ferry terminal. Key principles are an active streetscape, high quality public open space, a comfortable walking environment, and buildings featuring the tower-podium concept. (See Figure 4.2.2)
- **Western Harbor Employment District.** This district lies immediately north of the NBK-Bremerton and now features an imbalance of uses with a high concentration of surface parking lots to accommodate NBK-Bremerton workers and others who commute to Downtown. The Plan's vision is to expand the existing industrial clusters located at the Navy base. One consideration was to explore a second large consolidated parking garage in the area.

As Figure 4.2.3 to the right implies, a tremendous amount of investment has occurred in the downtown/NBK-Bremerton perimeter area over the past 15 years (including the time since the plan's adoption). But the large expanses of surface parking areas that remain illustrate that there are still tremendous development opportunities in the blocks of downtown that surround the NBK-Bremerton.

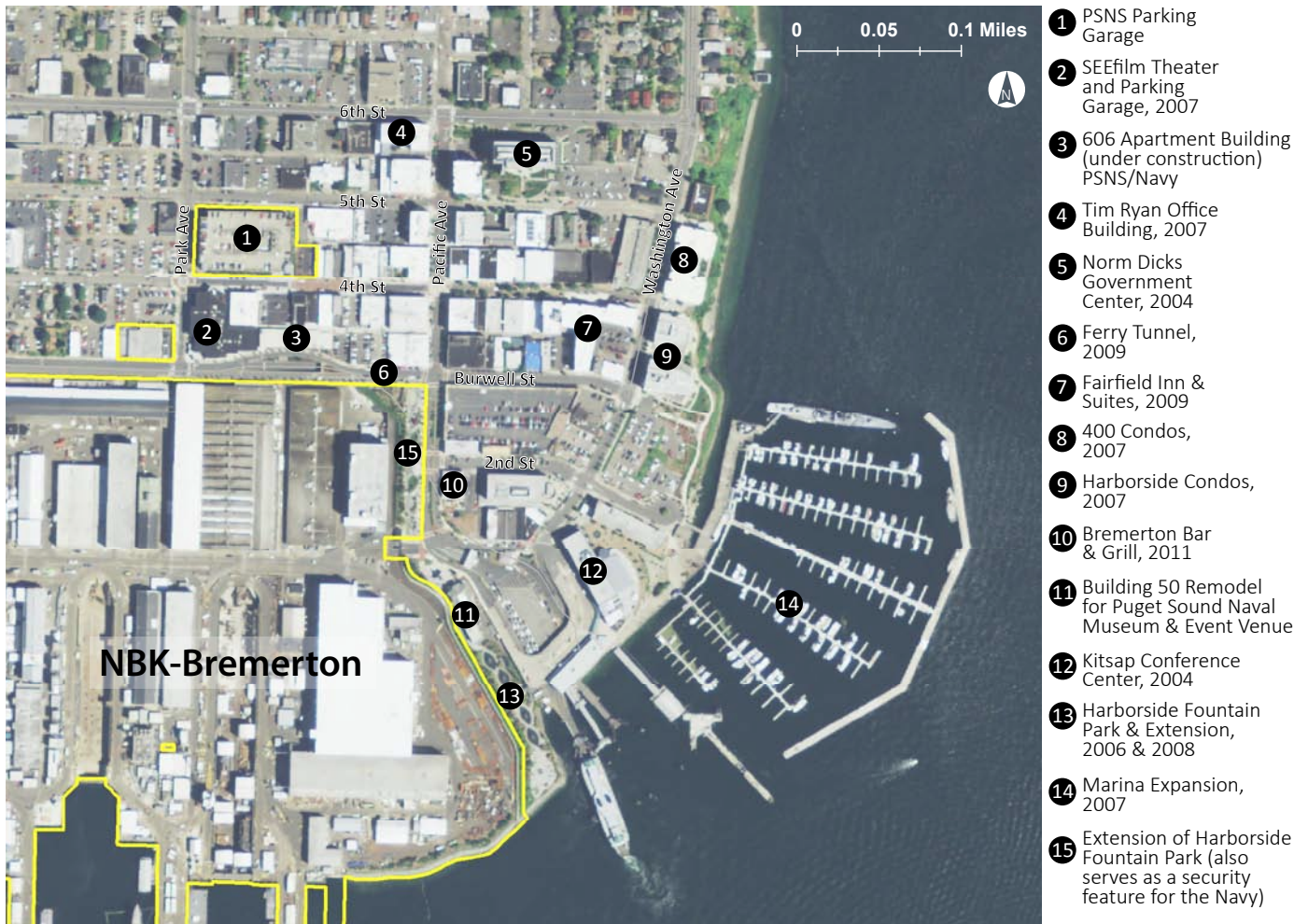


Figure 4.2.3. Recent physical improvements in downtown Bremerton

Figure 4.2.6 on the next page illustrates the zoning context of the larger NBK-Bremerton perimeter. Other than a sliver of Limited Commercial zoned land in the half-block south of Burwell Street between Chester and Warren Avenues (which contains the Bremerton Police Station), the northern perimeter abuts a long established single family area. Both the Comprehensive Plan designation and zoning support the preservation of this area as a single family neighborhood and thus significant changes are not likely. The close proximity of this area to the base and the broad range of uses occurring within the base, however, make this neighborhood sensitive to changes and activities that occur on the base. Several blocks of the neighborhood lie immediately across an alley (Mahan Avenue) from the base fence line.

The Charleston commercial district (zoned DCC, District Center Core) lies to the northwest of the base perimeter and Industrial Park zoning lies to the west opposite Callow Avenue S (near the Farragut Avenue entrance). A low density single family area sits to the west of Charleston Boulevard (SR 304).

New construction at Navy installations is reviewed under NEPA. The NEPA process includes public outreach and disclosure.



Figure 4.2.4. NBK-Bremerton perimeter context near the Naval Gate (looking southeast) (image credit: Google Earth)



Figure 4.2.5. NBK-Bremerton and Downtown Bremerton (image credit: Google Earth)

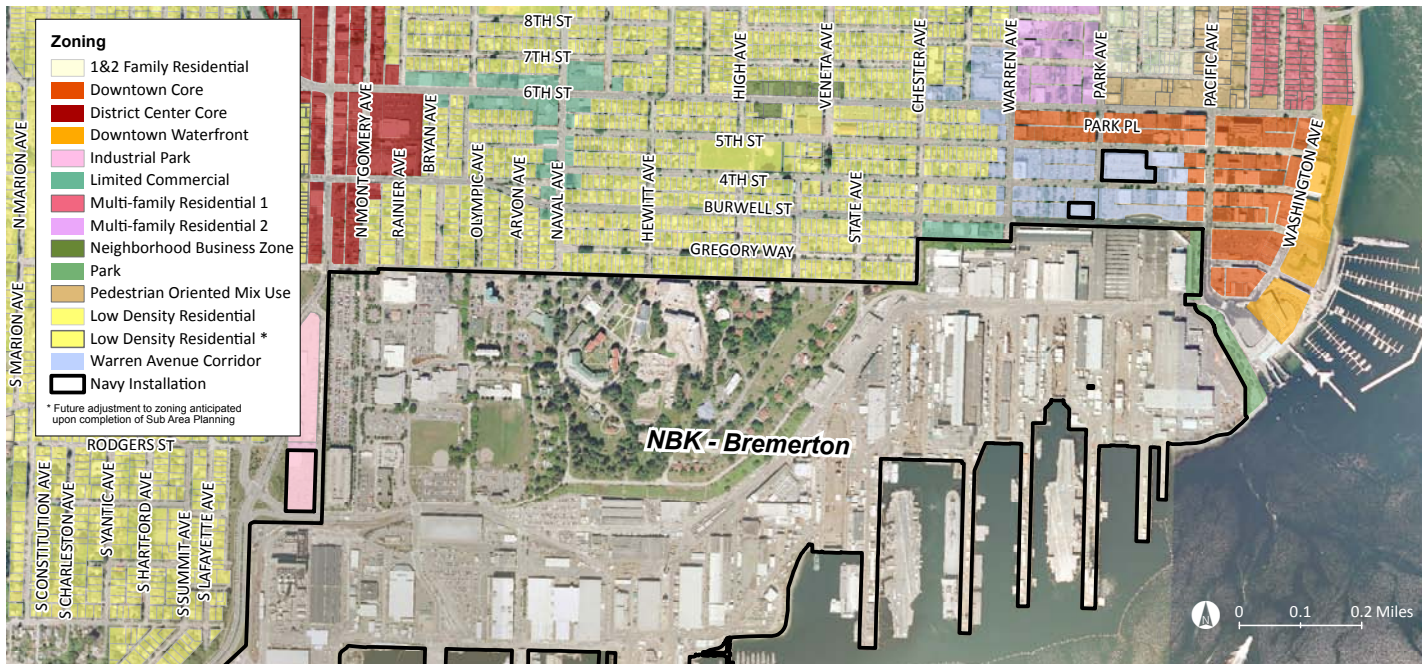


Figure 4.2.6. City of Bremerton zoning around NBK-Bremerton



Figure 4.2.7. NBK-Bangor and Vinland context (aerial photo credit: Google Earth)



Figure 4.2.8. NBK-Keyport context with surrounding Keyport community (aerial photo credit: Google Earth)

NBK-Bangor and Vinland

The community of Vinland resides adjacent to the northern boundary of NBK-Bangor along Hood Canal. Vinland is zoned Rural Residential, classified by Kitsap County as a Type 1 LAMIRD (Limited Area of More Intense Rural Development), and not anticipated to change much over time. With the community's close proximity to the base, however, Vinland residents are sensitive to traffic and noise generated by construction activities at the Navy waterfront area. As a courtesy, Navy personnel issue a press release before operations and certain construction activities.

NBK-Keyport

The community of Keyport sits adjacent to NBK-Keyport. Keyport is an unincorporated Kitsap County community classified as a Limited Area of More Intensive Rural Development (LAMIRD) and a rural village. About 90% of its 61 acres are residential and it features less than 2 acres of supporting commercial, service, and light industrial uses. Pursuant to the area's Comprehensive Plan designation and zoning, substantial changes to the community are not anticipated. A subarea plan was developed for Keyport in 2007 (see "Kitsap County Subarea Plans" on page 64 for relevant goals and policies).

Due in large part to the enclosed nature of NBK-Keyport activities and the modest scale of the base and surrounding communities, no significant land use conflicts have occurred along this perimeter.

Potential Strategies

1. Continue to publish press releases prior to explosive ordnance disposal (EOD) operations (see Implementation Tasks A1 and A2 in Chapter 5).
2. (Navy) Provide notice and opportunity for comment to the JLUS Jurisdictions' planning departments and other affected agencies (e.g., school districts), of significant land use changes (e.g., PX/Commissary closings, gate location changes, shift changes) (see A1 and A2 in Chapter 5).
3. As part of an effective planning process encourage Navy participation with associated processes/boards/organizations prior to the jurisdiction approving plans, land uses, regulations, or the funding of "growth inducing" infrastructure, including utilities and roads (see C2, E1, and F1-F3 in Chapter 5).
4. As part of an effective planning process encourage Navy participation with associated processes/boards/organizations prior to taking action on or proposing amendments to existing UGAs (see E1 in Chapter 5).

See related communication and coordination strategies in Section 4.1 on page 86.

See related building height strategies on page 99.

See related Bremerton parking strategies in Section 4.4 on page 122.

Explosive Safety Quantity Distance Arcs

An Explosive Operating Location (EOL), such as a magazine, transfer point, or operating building will normally cast what is termed an Explosive Safety Quantity Distance (ESQD) arc, or "explosive arc". The ESQD arc size and shape depends on the function of the EOL and the quantities/types of explosives permitted in the EOL. ESQD arcs are protected from disclosure by federal statute as disclosure may pose a risk to national security.

During the JLUS process, members of the public expressed concern that area outside base boundaries were within explosive arcs. In accordance with requirements set by Naval Ordnance Safety and Security Activity, NAVMAGII or NBK ESQD arcs do not extend over any inhabited areas. No portion of any communities neighboring NBK or NAVMAGII is within any explosive arc.

Land Uses near Transportation Routes

Navy railway lines and freight routes provide a critical function to the Navy mission. Land use and development activity have the potential to compromise the function of these routes to delay shipment and pose possible safety risks. These routes are also important to the livability of communities and landowners that surround them, and thus, the Navy's use of these corridors has the potential to impact surrounding land uses.

Analysis

Naval Base Kitsap Railway

NBK's 77 mile railway (of which 48 miles is off-base) crosses Kitsap and Mason Counties (see Figure 2.9 in Chapter 2 for railway location). The main line extends from Shelton northeasterly up the Kitsap Peninsula along a route that generally follows the State Route (SR) 3 corridor to the Puget Sound Industrial Center-Bremerton and then splits north to NBK Bangor and northeast to NBK Bremerton. This railway is owned by the Navy and maintained by Puget Sound & Pacific Railroad (PSAP). Within Mason County, the majority of the land along the route is designated Rural. Other designations between the City of Shelton and the Kitsap County line are Long Term Commercial Forest and the Urban Growth Areas of Belfair and Allyn. Portions of the railway in Kitsap County traverse a great variety of land uses areas, including the large Puget Sound Industrial Center- Bremerton, Gorst, Bremerton, Silverdale, and Rural Residential lands between the designated Urban Growth Areas. There are a number of compatibility issues that have been brought up in this study:

- Increases in development intensity in the areas surrounding the railway have the potential to create land use conflicts. This could include more easement requests, trespassing, and environmental impacts.
- Increasing demands for rail uses in the right-of-way. Mason County includes a Comprehensive Plan Policy (9.2) that states: "The County shall consider alternatives for improving access and utilization of the existing Navy-owned rail corridor to expand rail freight service capabilities."
- Community interest in use of the right-of-way as a walking and cycling trail may complicate transit operations and security monitoring. Moreover, in many areas of the Navy right-of-way there is not sufficient width to safely offset a trail from the railway.
- The railway and its bridges are highly visible to the surrounding community and can impact the visual quality of the surrounding area. Overcrossings are frequently "tagged" with graffiti, yet infrequently painted over and cleaned up.
- For impediments within the right-of-way, see "Structures on Navy Property" on page 102.
- The Silverdale UGA is an area that's projected to grow substantially over the next 20+ years. Coordination with the Navy on changes to land use designations and zoning for properties adjacent to the railway will be particularly important in maintaining the function of the existing railway.

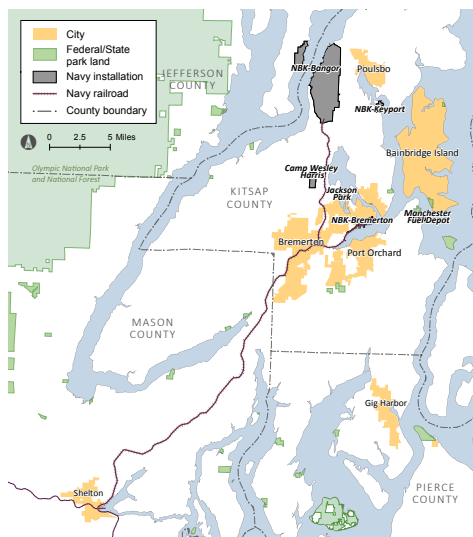


Figure 4.2.9. NBK's railway stretches from Shelton to NBK-Bremerton and Bangor (see page 16 for a full size map).

Freight Route used by Manchester Fuel Depot

Trucks servicing Manchester Fuel Depot must currently travel a designated route through Manchester's Village Center. Manchester is relatively dense due to its historic platting pattern set in the early 1900s and its Limited Area of Intense Rural Development (LAMIRD) zoning. Manchester is Kitsap County's largest LAMIRD encompassing over 1,000 acres and approximately 6,000 residents. Figure 4.2.10 illustrates the zoning designations and development patterns along the existing freight route.

As the area develops, more people may be impacted by the 24-hour fueling operations because of noise, light pollution, and truck traffic. In addition to land use intensity, uses that house vulnerable populations (i.e., schools, daycares, hospitals, and senior centers) pose compatibility challenges for the freight route.

A recent Navy study conducted while replacing their fuel tanks investigated designating alternate freight routes to minimize impact on the local community. The proposed freight route (see Figure 4.2.11 below) would allow fuel truck traffic to bypass the more intense land uses associated with the Village Center, traveling north on Woods Road E/SE, then east on E Beaver Creek Road. This route would require turning radius improvements at the Woods Road E/E Beaver Creek Road intersection and widening of shoulders at certain points in order for the route to be feasible.

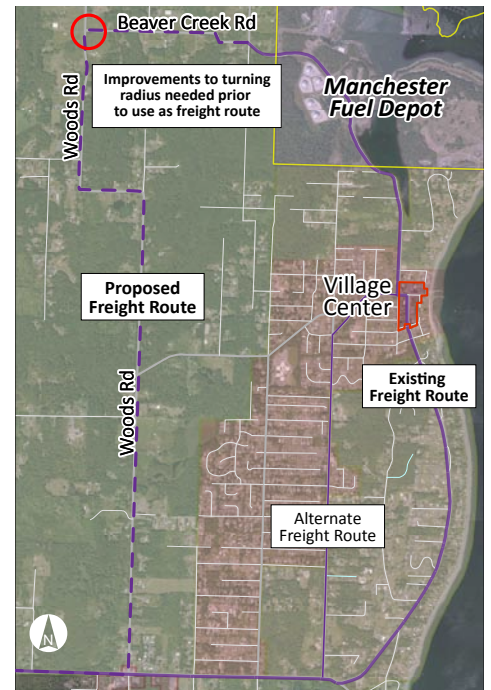


Figure 4.2.10. Existing and proposed freight route used by the Manchester Fuel Depot



Figure 4.2.11. The freight route used by the Manchester Fuel Depot travels through the middle of the Manchester community (image credit: Google Earth)



Figure 4.2.12. Pedestrians on Ness' Corner Road (SR 116) west of the freight route

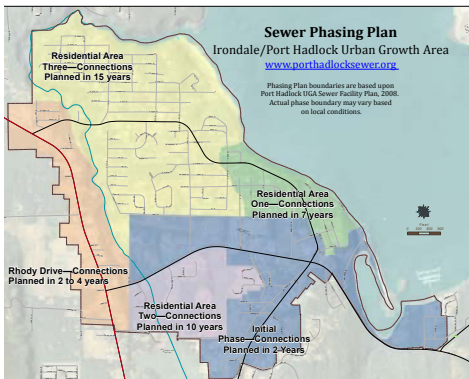


Figure 4.2.13. Port Hadlock-Irondale UGA sewer phasing plan

Freight Route used by NAVMAG Indian Island

NAVMAGII relies on a WSDOT/PRTPO designated freight route that connects Indian Island with Kitsap Peninsula and NBK installations. This route is used to ship supplies, personnel, and ordnance. The route includes, from Indian Island, Portage Canal Bridge and SR 116, Chimacum Road, SR 19, and SR 104. This route travels through the community of Chimacum and the Port Hadlock-Irondale UGA (see Figure 4.2.14). The UGA includes 1,320 acres and a population of approximately 2,829 (U.S. Census 2010 plus the projection to 2013). While the area is now served by septic and drainfields, a centralized sewer facility has been designed which will serve the UGA. Both inside the UGA and in the surrounding rural zones, urban levels of development are planned to occur when this sewer service is made available. Construction of the sewer facility may begin in a few years (Figure 4.2.13 for sewer phasing).

Figure 4.2.14 illustrates the freight route and the intended zoning of the Port Hadlock-Irondale UGA and surrounding rural areas. This zoning would apply as sewer infrastructure is completed. The Port Hadlock commercial core centers around the four-way stop intersection of Chimacum Road and SR 116. The freight route follows Chimacum Road southward and out of the UGA and into Chimacum (a designated LAMIRD), avoiding a concentration of commercial uses along SR 19 within the Port Hadlock-Irondale UGA. The County is beginning to plan the Rick Tollefson Memorial Trail, a bicycle and pedestrian trail that would serve major destinations in the UGA (conceptual ideas illustrated in Figure 4.2.14).

Physical changes to the freight route (roadway improvements), the intensity of development adjacent to the freight route, and the type of development adjacent to the freight route have the potential to impact the ability of commercial users and the Navy to safely transport materials along this route. Uses that house vulnerable populations (i.e., schools, daycares, hospitals, and senior centers) and high density uses pose potential compatibility challenges for the freight route.

Potential Strategies

1. Include Navy transportation routes and associated issues and safety standards in the local comprehensive plans. Strive to maintain a Level of Service on the designated routes consistent with Comprehensive Plan policies (see Implementation Task E6 in Chapter 5).
2. Indicate Navy transportation routes in Peninsula Regional Transportation Planning Organization (PRTPO) transportation plans (See D1 in Chapter 5).
3. Conduct a design study to identify needs for the alternative freight route used by Manchester Fuel Depot and designate the new route as a freight route. A design study will allow the community to assess the feasibility of and the need for alternative routes for military freight and to identify areas where concentrations of "vulnerable populations" (e.g., schools, daycare facilities) should be avoided (see D1 in Chapter 5).
4. Consider adoption of a "freight transport overlay corridor," in order to (a) maintain safe military freight transport; (b) protect public safety/quality of life; and (c) meet bike/pedestrian, urban design, and planning objectives. Such an overlay may limit the intensity and certain types of uses such as schools, daycares, hospitals, senior centers, along designated freight routes (existing and proposed) if the adopting agency sets restrictions for the overlay area (see F4 and F5 in Chapter 5).

See "Freight Route used by NAVMAG Indian Island" on page 126 for related strategies.

Also see page 86 in Section 4.1 for related communication and coordination strategies.

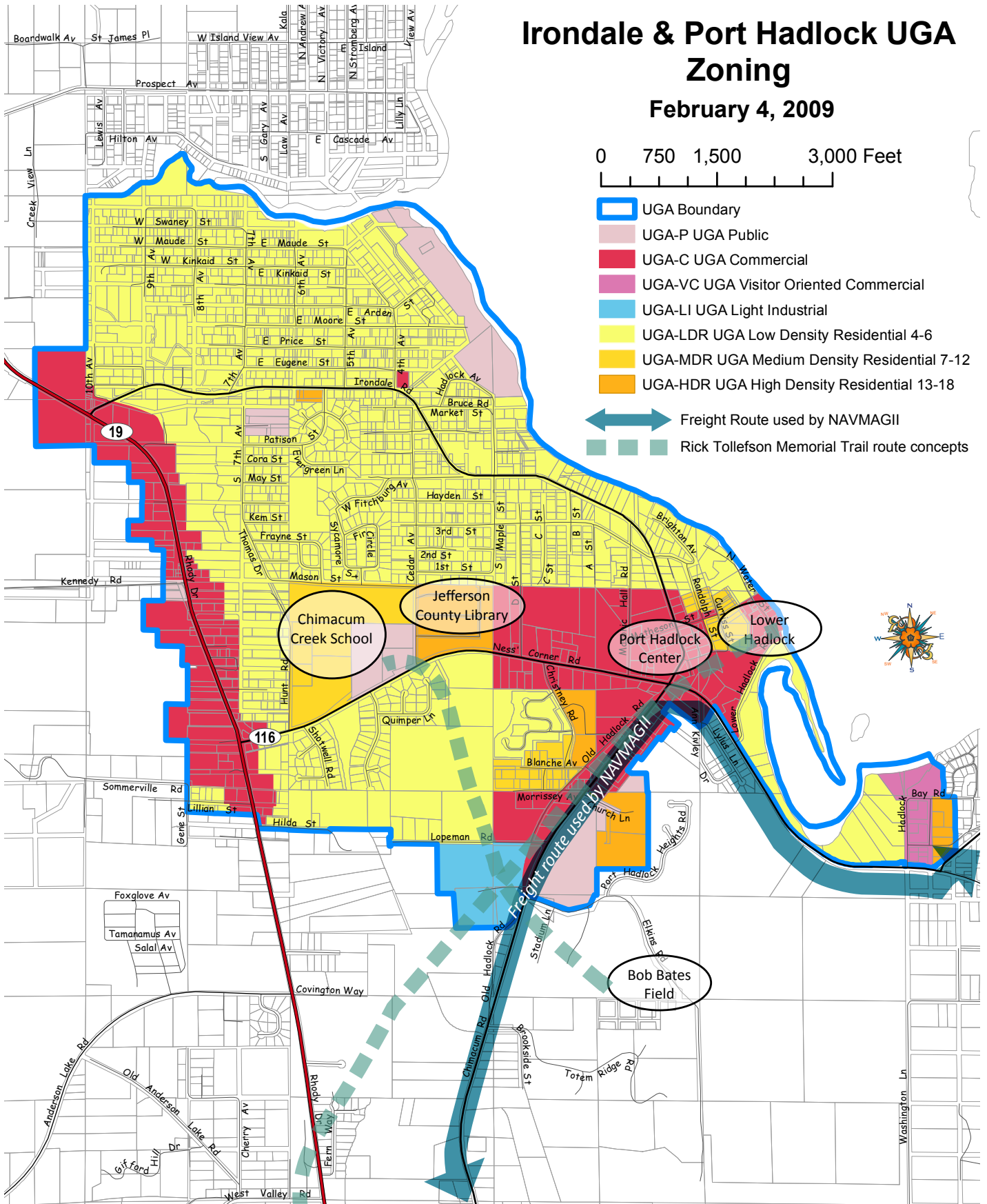
Irondale & Port Hadlock UGA Zoning

February 4, 2009

0 750 1,500 3,000 Feet

- UGA Boundary
- UGA-P UGA Public
- UGA-C UGA Commercial
- UGA-VC UGA Visitor Oriented Commercial
- UGA-LI UGA Light Industrial
- UGA-LDR UGA Low Density Residential 4-6
- UGA-MDR UGA Medium Density Residential 7-12
- UGA-HDR UGA High Density Residential 13-18

- ↔ Freight Route used by NAVMAGII
- Rick Tollefson Memorial Trail route concepts



e: Tri-Area UGA Zoning.mxd
2009 Jefferson County GIS

Figure 4.2.14. Freight route used by NAVMAGII through the Port Hadlock-Irondale UGA (base map credit: Jefferson County)

Building Heights around NBK-Bremerton

Downtown Bremerton has transformed over the past 10 years from a relatively small Navy town to a dynamic urban center. It is designated as a Metropolitan Growth Center by PRSC's Vision 2040 and as such is anticipated to accommodate a significant part of Kitsap County's growth. This transformation includes increased pressure for multi-story redevelopment in the areas close to the NBK-Bremerton fence-line. In many areas of Bremerton this redevelopment and multi-story buildings are compatible with Navy operations. However, in areas immediately adjacent to the fence-line, such development could complicate security monitoring and create line of sight issues into sensitive areas of NBK-Bremerton.

Analysis

Figure 4.2.15 illustrates Downtown zoning adjacent to NBK-Bremerton. Highest potential height incompatibility areas are along the southwest perimeter and the northeast Downtown perimeter.

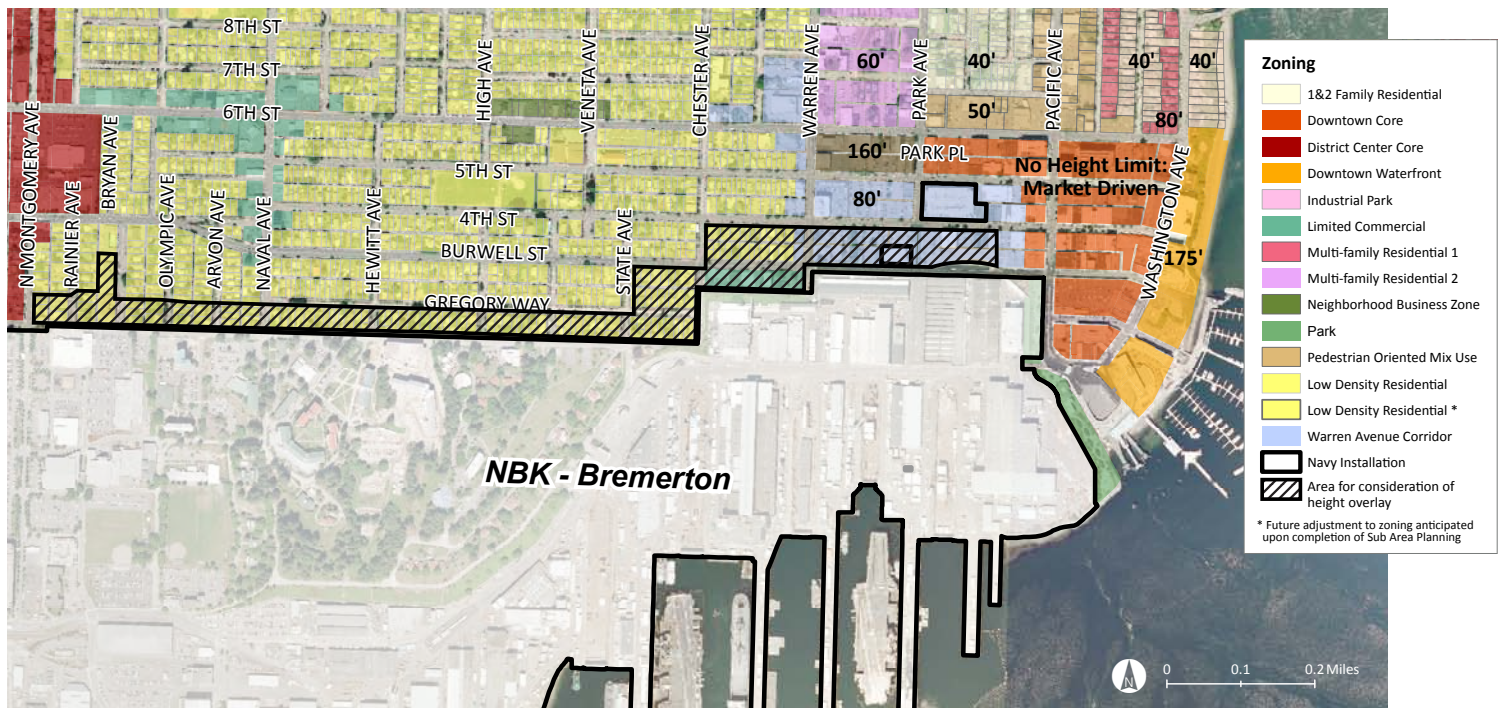


Figure 4.2.15. Conduct a detailed analysis examining current and possible future views into the Navy base from buildings built at current height limits in order to identify areas appropriate for a special reduced height overlay



Figure 4.2.16. Tall buildings close to the NBK-Bremerton fence line could complicate security and create line-of-site issues into sensitive areas of NBK-Bremerton

See related communication and coordination strategies in Section 4.1 on page 86.

Potential Strategies

1. Survey areas of concern and properties with the potential to pose line of sight issues. Include topographic, development capacity, and existing and potential building height data (see Implementation Task C9 in Chapter 5).
2. Coordinate with the Navy, who acknowledges Bremerton's higher densities in its downtown core, and consider reducing height limits in areas of concern based on findings from Strategy 1 above (see F5 in Chapter 5).
3. Continue to participate in City of Bremerton planning efforts and monitor proposed code changes and development projects (see F1-F3 in Chapter 5).

Infrastructure Coordination

The Navy often shares infrastructure elements with surrounding jurisdictions due to the context of the installations and the interconnected nature of water, sewer, electrical, and stormwater systems. Coordination between the Navy and applicable governmental agencies is important for several reasons, including basic public service provisions, cost-sharing, infrastructure maintenance, and emergency management.

Analysis

While infrastructure coordination is essential for all of the installations and surrounding jurisdictions, the issue is most important in Bremerton where city and shipyard uses and activities are concentrated in a relatively small area. There are a large number of easements that cross the NBK-Bremerton perimeter, with ownership often being difficult to determine. While this JLUS will not delve into the specific details of the easements and their locations, there is a clear need for sharing of information beyond an ad-hoc basis.

NBK-Bremerton

The City of Bremerton and the Navy have a complex relationship around management of water, sewer, and stormwater, as some base utilities are served by City systems and some City utilities are located within base boundaries. The City and Navy have long coordinated utility plans and improvements, with the most recent efforts being their respective water systems plans. The City cites the following current issues:

- Saltwater intrusion into pipes on Navy property,
- Navy plans for emergency fire flow (on-site water storage),
- Plans for water filtration system (capacity to handle storm surface runoff), and
- City access to infrastructure on Navy property (most notably under Montgomery Avenue).

NBK-Bangor and Keyport

No significant infrastructure coordination issues associated with NBK-Bangor or Keyport were reported.

NAVMAG Indian Island

The infrastructure system and context in and around NAVMAGII has its own unique challenges, including its island setting and relationship with Marrowstone Island. While there are no notable conflicts, the infrastructure's one-way system and lack of redundancy poses a risk of interruption to both islands and requires close coordination and good planning efforts between the Navy and the local public utilities district. Notable infrastructure components and issues:

- Water infrastructure – provided by a single main line that also supplies Marrowstone Island,
- Power infrastructure is above and below ground along Highway 116,
- Power infrastructure planning needs for both Indian and Marrowstone Island, and
- Other utilities – future plans for these also follow highway.
- Potential climate change impacts to infrastructure



Figure 4.2.17. S Montgomery Avenue is a major utility corridor.



Figure 4.2.18. NAVMAGII's island setting necessitate good coordination with surrounding communities on infrastructure and utilities.