



Kitsap County Department of Community Development

Staff Report and Recommendation Annual Comprehensive Plan Amendment Process for 2018 Kingston Urban Village Center (UVC)

Report Date 6/25/18; Revised 10/1/2018

Hearing Date 7/17/18, 7/31/2018, and 10/29/2018

Amendment Type County-sponsored Amendment

Description The proposed amendment includes the following changes to:

- Kingston Subarea Plan in Chapter 8 of the 2016 Kitsap County Comprehensive Plan
 - Remove the mixed-use requirement in the Urban Village Center (UVC) zone
 - Clarify incentive-based parking programs
 - Remove completed Subarea Plan policies
- Appendix B in Chapter 11 of the 2016 Kitsap County Comprehensive Plan
 - Revise the allowed density in the UVC zone
- Kitsap County Code
 - Update Chapter 17.260 (Urban Village Center), Section 010.B. (Purpose) to revise the allowed density in the UVC zone
 - Update Chapter 17.420 (Density, Dimensions, and Design), Section 060 (Footnotes for tables) to revise the allowed density and remove the mixed-use requirement in the UVC zone

Geographic Area Affected [Unincorporated Kitsap County](#)

SEPA Determination of Non-Significance

Department Recommendation to Planning Commission Adopt as proposed

Planning Commission Recommendation Adopt as proposed

Department Recommendation to Board of County Commissioners Adopt as proposed

This report and recommendation are based on information available at the time of publication. If new relevant facts are discovered, this staff report will be revised, and the department recommendation may change.

Revision History

<u>No.</u>	<u>Date</u>	<u>Description</u>
1	10/1/2018	Incorporates the Planning Commission record and recommendation.

1. Background

The Kitsap County Comprehensive Plan describes the 20-year vision for unincorporated Kitsap County and how that vision will be achieved. The plan covers land use, economic development, environment, housing and human services, transportation, capital facilities and utilities as well as parks, recreation, and open space. The Comprehensive Plan is mandated by the Washington State Growth Management Act (GMA, RCW 36.70A).

A. Authority

The GMA mandates that Kitsap County's Comprehensive Plan and development regulations be reviewed and, if needed, revised at least every 8-years [RCW 90.70A.130(5)]. The most recent Kitsap County 8-year update concluded with the adoption of the 2016 Kitsap County Comprehensive Plan on June 27, 2016 by Ordinance 534-2016. The GMA also mandates that Kitsap County's Comprehensive Plan and development regulations be subject to continuing review and evaluation, allowing for annual amendments to the Comprehensive Plan and development regulations [RCW 36.70A.130(1)].

Kitsap County Code sets forth a process and criteria for making amendments to the Comprehensive Plan [KCC 21.08]. In making amendments, the County must consider:

- Whether the proposed amendment are consistent with and supports other plan elements and or development regulations, and if not, what additional amendments to the plan and/or development regulations will be required to maintain consistency;
- Whether the proposed amendment to the plan and/or regulation will more closely reflect the goals and policies of the Comprehensive Plan;
- Whether the proposed amendment is consistent with the Kitsap County-wide Planning Policies; and
- Whether the proposed amendment complies with the requirements of the GMA.

The final docket adopted by the Board of County Commissioners on April 4, 2018 (Resolution No. 064-2018) allows for consideration of this amendment during Kitsap County's annual Comprehensive Plan amendment process for 2018.

B. Proposed Amendment

The proposed amendment is provided in Attachment A and includes the following changes to:

- Kingston Subarea Plan in Chapter 8 of the 2016 Kitsap County Comprehensive Plan
 - Remove the mixed-use requirement in the Urban Village Center (UVC) zone
 - Clarify incentive-based parking programs
 - Remove completed Subarea Plan policies
- Appendix B in Chapter 11 of the 2016 Kitsap County Comprehensive Plan
 - Revise the allowed density in the UVC zone
- Kitsap County Code
 - Update Chapter 17.260 (Urban Village Center), Section 010.B. (Purpose) to revise the allowed density in the UVC zone
 - Update Chapter 17.420 (Density, Dimensions, and Design), Section 060 (Footnotes for tables) to revise the allowed density and remove the mixed-use requirement in the UVC zone

The proposed amendment was prepared at the request of the Kitsap County Board of Commissioners to “review the Comprehensive Plan policies and development regulations related to the Kingston Urban Village Center (UVC).” Staff from the Department of Community Development worked with the Kingston UVC Workgroup to identify priority barriers to achieving the existing vision and planned growth in the Kingston UVC zone. The proposed amendment is consistent with the Kingston UVC Workgroup’s preferred alternatives.

C. Geographic Description

The proposed amendment affects the Urban Village Center (UVC) zone. The UVC zone contains approximately 44.72 acres and is located in unincorporated Kitsap County adjacent to the Port of Kingston and the Washington State ferry terminal in the Kingston Urban Growth Area (see Attachment A - Map 1 - Vicinity).

2. **Department Recommendation**

Having analyzed the proposed amendment and other alternatives, if applicable, public comment received to date, and the Planning Commission’s recommendation, the Department recommends:

- Adoption of the amendment:
 - as proposed above
 - as described in Alternative ___ below
 - with revisions described below

- with conditions described below
- Deferral of the amendment to a future docket
- Denial of the amendment

A. Revisions

None.

B. Conditions

None.

C. Rational

- The Kitsap County Board of Commissioners requested a review of the Comprehensive Plan policies and development regulations related to the Kingston Urban Village Center (UVC) zone.
- The Department of Community Development worked with the Kingston UVC Workgroup to identify priority barriers to achieve the existing vision and planned growth in the UVC zone.
- The Kingston UVC Workgroup reached consensus on the proposed amendment.
- The proposed amendment addresses policy and regulatory barriers identified by the Kingston UVC Workgroup and supports the community's ability to achieve the existing vision for development and planned growth in the Kingston UVC zone.

3. Other Alternatives Considered

None.

4. Analysis

Amendments to the Comprehensive Plan must be consistent with the criteria outlined in Kitsap County Code (KCC) Chapter 21.08. Applicable criteria are analyzed below. A summary of the State Environmental Policy Act (SEPA) review of this amendment is located at the end of this section.

A. General Decision Criteria (KCC 21.08.070.A)

For each proposed amendment to the Comprehensive Plan, the Planning Commission in reaching its recommendation, and the Board of Commissioners in making its decision, shall develop findings and conclusions, which demonstrate:

1. *How circumstances related to the proposed amendment and/or the area in which the property affected by the proposed amendment is located have substantially changed since the adoption of the Comprehensive Plan or applicable development regulations;*

Staff Analysis: Policy and regulatory barriers were identified by the Kingston UVC Workgroup that diminish the ability to achieve the existing vision for development and planned growth in the UVC zone.

2. *How the assumptions upon which the Comprehensive Plan is based are no longer valid, or there is new information available which was not considered during the adoption of, or during the last annual amendment to, the Comprehensive Plan or development regulations; and*

Staff Analysis: Policy and regulatory barriers were identified by the Kingston UVC Workgroup that diminish the ability to achieve the existing vision for development and planned growth in the UVC zone.

3. *How the requested redesignation is in the public interest and the proposal is consistent with the Kitsap County Comprehensive Plan.*

Staff Analysis: Not applicable – this is not a redesignation request.

B. Additional Decision Criteria (KCC 21.08.070.B)

In addition to the findings and conclusions above, for each proposed text amendment, the Planning Commission in reaching its recommendation, and the Board of Commissioners in making its decision, shall develop findings and conclusions which consider:

1. *Whether the proposed amendment is consistent with and supports other plan elements and/or development regulations and, if not, what additional amendments to the plan and/or development regulations will be required to maintain consistency;*

Staff Analysis: The proposed amendment to the 2016 Comprehensive Plan and Kingston Subarea Plan is consistent with and support the following plan elements:

- Kingston Policy 47 encourages the review of mixed-use standards for the UVC zone and directs it to be amended as necessary.
- Kingston Policy 48 encourages increasing the density allowance in the UVC zone.
- Transportation Goal 5 encourages the use of incentive-based parking programs when opportunities for people to make choices among alternative modes of travel with an emphasis on moving people rather than vehicles and maximize opportunities for non-motorized travel.

The proposed amendment is needed to maintain consistency between the Kitsap County Code and 2016 Comprehensive Plan and Kingston Subarea Plan.

2. *Whether the proposed amendment to the plan and/or regulation(s) will more closely reflect the goals, objectives and policies of the Comprehensive Plan and reflect the local circumstances of the county;*

Staff Analysis: The proposed amendment addresses policy and regulatory barriers identified by the Kingston UVC Workgroup to achieve the vision for development and planned growth in the UVC zone. The proposed amendment to the 2016 Comprehensive Plan more closely aligns with the purpose statement of the Kingston UVC zone, which is:

- To foster a development pattern offering direct, convenient pedestrian, bicycle, and vehicular access between residences and businesses, in order to facilitate pedestrian and bicycle travel and reduce the number and length of automobile trips.
- To provide for a compatible mix of single-family, multifamily housing and neighborhood commercial businesses and services, with an emphasis on promoting multi-story structures with commercial uses generally located on the lower floors and residential housing generally located on upper floors.
- To promote a compact growth pattern to efficiently use developable land within UGAs, to enable the cost-effective extension of utilities, services and streets, to enable frequent and efficient transit service, and to help sustain neighborhood businesses.
- To foster the development of mixed use areas that are arranged, scaled and designed to be compatible with surrounding land.

The proposed amendment will also ensure consistency between the Kitsap County Code and 2016 Comprehensive Plan.

3. *Whether the proposed amendment is consistent with the Kitsap County-wide Planning Policy;*

Staff Analysis: The proposed amendment is consistent with the [Kitsap County-wide Planning Policies](#) (CPPs; adopted on 5/11/2015 by Kitsap County Ordinance 522-2015). The proposed amendment is consistent with Element B, F, H of the CPPs, including:

- Higher density residential development within walking or bicycling distance of jobs, transit, schools and parks;
- Promotion of in-fill or redevelopment of existing urban areas;
- Encourage development that reflects unique local qualities and provides an economic benefit to the community;

- The County shall actively seek opportunities to share facilities, expertise, and transportation resources, such as multiple use park & ride/parking lots or shared traffic signal maintenance responsibility.
 - The County shall provide both infra-structure and policy incentives to increase the use of non-single occupancy vehicle modes of travel.
4. *Whether the proposed amendment complies with the requirements of GMA, state and local laws and other applicable inter-jurisdictional policies or agreements; and*

Staff Analysis: The proposed amendment will ensure implementation of the community's vision for development and planned growth in the Kingston UVC zone and is consistent with the requirements of GMA, state and local laws and other applicable inter-jurisdictional policies and agreements.

5. *An explanation of why language should be added to the Comprehensive Plan or why existing language should be modified or deleted.*

Staff Analysis: The proposed amendment should be added to the 2016 Comprehensive Plan and Kingston Subarea Plan for the following reasons:

- Kingston Policy 47 encourages the review of mixed use standards for the UVC zone and directs it to be amended as necessary.
- Kingston Policy 48 encourages an increase in the density allowance for the UVC zone.
- Transportation Goal 5 encourages the use of parking incentives to provide opportunities for people to make choices among alternative modes of travel with an emphasis on moving people rather than vehicles and maximize opportunities for non-motorized travel.
- The proposed amendment includes updates to the Kitsap County Code to maintain consistency with the 2016 Comprehensive Plan and Kingston Subarea Plan.

C. State Environmental Policy Act (SEPA)

The Kitsap County SEPA official issued a SEPA threshold determination of non-significance (DNS; Attachment B1) for this amendment after having reviewed the SEPA environmental checklists prepared for this amendment (Attachment B2) and all of the other proposed Comprehensive Plan amendments. The SEPA official's review found that this amendment is not related to or dependent on any of the other amendments and therefore an independent SEPA threshold determination was made regarding this amendment.

Notice of this SEPA threshold determination was:

- Filed with the Washington State Department of Ecology [SEPA Register](#);
- Published in the Kitsap Sun newspaper (6/29/2018);

- Mailed to property owners within 800 feet of the Kingston Urban Village Center (UVC) zone; and
- Integrated with other public announcements described in Section 5 below.

The SEPA threshold determination and environmental checklist was also distributed to agencies with jurisdiction, the Department of Ecology, affected tribes, and each local agency or political subdivision whose public services would be changed as a result of implementation of the proposal.

D. Public Comment

Nine public comments generally supportive of the amendment were received. One comment questioned an increase in maximum density and felt it may alter the small-town character and be inconsistent with the Kingston design standards. Public comments and staff responses are provided in Attachment D1.

Staff Analysis: The Kingston Subarea Plan includes a policy to increase the density allowed in the UVC zone. In addition, building height, site, and community character will continue to be governed by the Kingston design standards.

E. Planning Commission Recommendation

The Planning Commission concurred with the staff recommendation to adopt the amendment as proposed.

Staff Analysis: None.

5. Public Involvement and Outreach

Kitsap County's public involvement and outreach in support of this amendment has exceeded the requirements of the Growth Management Act (RCW 36.70A) and Kitsap County Code (KCC 21.08).

Public involvement and outreach in support of this amendment has included the following:

- An [Online Open House](#) with information about previous, current, and upcoming phases of the 2018 amendment process.
- A public comment period (11/27/2017 – 12/15/2017) and a public hearing by the Kitsap County Board of Commissioners (12/11/2017) while setting the initial docket of amendments. Based on public comments, the Board of Commissioners added a review of affordable housing policies (i.e. the subject of this amendment) to the docket of amendments. Notifications and announcements regarding this comment period and public hearing included the following:
 - Legal notice published in the Kitsap Sun newspaper (11/27/2017);

- Broadcast announcements via email, text message, Facebook.com, Twitter.com, and Nextdoor.com; and
- Formal letters to Tribes with usual and accustomed area in Kitsap County.
- Legal notice announcing the docket of amendments was published in the Kitsap Sun newspaper (1/8/2018).
- A public comment period (6/28/2018 – 8/7/2018) and public hearings by the Kitsap County Planning Commission (7/17/2018 and 7/31/2018) regarding the proposed amendment, staff report, and SEPA determination. Notifications and announcements regarding this comment period and public hearing included the following:
 - Legal notice published in the Kitsap Sun newspaper;
 - Broadcast announcements via email, text message, Facebook.com, Twitter.com, and Nextdoor.com;
 - Notice signs posted on site-specific amendment properties;
 - Notices mailed to property owners near site-specific amendments and other geographically specific amendments; and
 - Formal letters to Tribes with usual and accustomed area in Kitsap County.
- Open house meetings were held on 7/10/2018 in Kingston, 7/11/2018 in Port Orchard, and 7/12/2018 in Silverdale.
- Presentations to various Kitsap County advisory groups and community groups.
- The proposed amendment was developed by the Kingston UVC Workgroup, an appointed citizen group supported by Kitsap County planning staff.

Comment Period and Public Hearing

A new comment period regarding the proposed amendment and this staff report will run through Wednesday, October 31, 2018.

- During this public comment period, the public may learn more about this and other amendments by:
 - Visiting an [Online Open House](http://tinyurl.com/kitsap2018cpa) (<http://tinyurl.com/kitsap2018cpa>);
 - Attending applicable Board of County Commissioner meetings; or
 - Contacting the staff listed in Section 6 below.
- To be included in the official record, written comments must be submitted to the Department of Community Development by 11:59 PM on Wednesday, October 31, 2018 using one of the following methods:
 - Entered [online via computer or mobile device](#);
 - Emailed to CompPlan@co.kitsap.wa.us;
 - Mailed to 614 Division St - MS36, Port Orchard, WA 98366;
 - Dropped off at the Permit Center at 619 Division St, Port Orchard; or
 - Dropped off at one of the open houses listed above.
- Oral and written testimony may also be made to the Board of County Commissioners during a public hearings on October 29, 2018 in the Commissioner's Chambers on the 3rd Floor of the Kitsap County Administration Building (619 Division St, Port Orchard).

- Notifications and announcements regarding this comment period and public hearing include the following:
 - Legal notice published in the Kitsap Sun newspaper;
 - Broadcast announcements via email, text message, Facebook.com, Twitter.com, and Nextdoor.com;
 - Notice signs posted on site-specific amendment properties;
 - Notices mailed to property owners near site-specific amendments and other geographically specific amendments; and
 - Formal letters to Tribes with usual and accustomed area in Kitsap County.

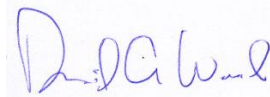
6. Staff Contact

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7. Attachments

- A. Proposed Amendment
- B. State Environmental Policy Act (SEPA)
 - 1. SEPA Determination
 - 2. SEPA Checklist
- C. Maps
 - 1. Vicinity
 - 2. Aerial Photo
 - 3A. Critical Areas
 - 3B. Critical Aquifer Recharge Areas
 - 4. Current Land Use Designation
 - 5. Current Zoning Classification
 - Map Legends
- D. Supplemental Materials
 - 1. Public Comment and Staff Response