



# Kitsap County Department of Community Development

## Staff Report and Recommendation Annual Comprehensive Plan Amendment Process for 2018 Non-Motorized Facilities Plan

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

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

**Amendment Type** County-sponsored Amendment

**Description** This amendment includes the following changes:

- Updates the 20-year Kitsap County Capital Facilities Plan to incorporate the 2018 updates to the Non-Motorized Facilities Plan;
- Strengthens policy for implementing the Non-Motorized Facilities Plan in the Kingston urban growth area;
- Updates the Regional Routes Maps, Bicycle Route Numbering Map, and Community Maps in the Non-Motorized Facilities Plan; and
- Clarifying edits in the Kitsap County Capital Facilities Plan and the Non-Motorized Facilities Plan.

**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 and material 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 amendments 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:

1. Incorporation by Reference (CFP);
  - This proposed change adopts by reference the 2018 updates to the Kitsap County Non-Motorized Facilities Plan into the Kitsap County Capital Facilities Plan (CFP).
  
2. Non-Motorized Facilities Descriptions (CFP);
  - This proposed change updates summary language about non-motorized facilities in the Kitsap County Capital Facilities Plan.
  - This proposed change includes clarifications that removes an out-of-date map and corrects and out-of-date reference in the Kitsap County Capital Facilities Plan.
  
3. Kingston Subarea Plan Implementation Policy (Comp Plan);
  - This proposed change strengthens the policy for implementation of the non-motorized facilities plan in the Kingston urban growth area.
  
4. Non-Motorized Routes Maps Update (NMFP Appendix E);
  - This proposed change updates the maps in Appendix E of the Non-Motorized Facilities Plan (NMFP) as follows:
    - Consolidates the previous Regional Routes Maps and Bicycle Use Maps into a single Non-Motorized Routes Map (the map is also divided into North, Central, and South maps), which is the “official” designator map for non-motorized facilities;
    - Incorporates route changes recommended by the Non-Motorized Citizen Advisory Committee during a periodic review of the plan (route changes are shown in Attachment C1); and
    - Includes selected “regional routes” within cities as identified by each jurisdiction.
  
5. Bicycle Route Numbering System Map Update (NMFP Appendix F);
  - This proposed change replaces Appendix F with a Non-Motorized Routes Numbering System Map.
  
6. Community Maps Update (NMFP Appendix I).
  - This proposed change updates the maps in Appendix E of the Non-Motorized Facilities Plan as follows:
    - All maps were redesigned and updated to reflect the proposed Non-Motorized Routes in Amendment #4;
    - The Kingston and Indianola maps were combined and amended to include the Non-Motorized Citizen Advisory Committee

recommendations for incorporation of the Kingston Trails Plan (changes are described and shown in Attachment C2, which contains Public Works staff recommendations that were adopted and recommended by the Kitsap County Non-Motorized Citizen Advisory Committee);

- The Eglon map was incorporated into the Non-Motorized Routes Map and removed from Appendix I;
- The Banner Forest and Southworth maps were combined; and
- The Central Kitsap map was renamed Newberry Hill.

7. Internal References (NMFP);

- This change clarifies and updates internal references to the appendices revised in Amendments #4-6 above.

This amendment was requested by the Kitsap County Department of Public Works, the Kitsap County Non-Motorized Citizen Advisory Group, and the Kingston Citizen Advisory Council.

C. Geographic Description

This amendment to the Kitsap County Comprehensive Plan affects unincorporated Kitsap County. Proposed non-motorized route changes are dispersed throughout unincorporated Kitsap County. Proposed community trail updates are concentrated in and around the Kingston Urban Growth Area.

**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

Generally, this amendment reflects a periodic update consistent with existing policies and includes several administrative changes. Specifically, Amendment #3 strengthens the implementation of the Kitsap County Non-Motorized Facilities Plan in advance of an anticipated increased pace of development in and around the Kingston urban growth area.

The Non-Motorized Citizens Advisory Committee (NMCAC) conducted an extensive periodic review from January 2016 to March 2018 of the non-motorized routes identified in the Non-Motorized Facilities Plan (NMFP). The committee analyzed the routes based on existing policies and how the non-motorized network supports connections between communities as well as connections within communities. The proposed consolidation of Regional and Bicycle Use Routes simplifies and clarifies the designation of the non-motorized system within the County.

The NMCAC reviewed the Kingston Community Trail Plan proposed by the Kingston Citizens Advisory Council and recommended amendments that are consistent with the NMFP.

**3. Other Alternatives Considered**

No alternatives were proposed during the development of this amendment.

**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. 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:** Generally, this amendment reflects a periodic update consistent with existing policies and includes several administrative changes (Amendments #1, 2, 5, and 7). Specifically, circumstances have changed related to the following amendments:

Amendment #3: The Kingston Citizen Advisory Council and the Kitsap County Non-Motorized Citizen Advisory Committee have identified specific updates to the non-motorized routes and community trails in and around the Kingston urban growth area and have requested that implementation be strengthened.

Amendment #4: The Kingston Citizen Advisory Council and the Kitsap County Non-Motorized Citizen Advisory Committee have identified specific updates to non-motorized routes. Changes also include cross-references with the Kingston Complete Streets Plan (adopted May 2016).

Amendment #6: A Kingston Community Trails Plan has historically been a part of the Kingston Subarea Plan, but was not carried forward during the 2016 Comprehensive Plan update and therefore lost its official status. This amendment corrects this situation by incorporating the portions of the Kingston Community Trails Plan recommended by the Non-Motorized Citizen Advisory Committee into the Kitsap County Non-Motorized Facilities Plan, where it is most appropriately located. Other changes to the Community Maps are administrative in nature.

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:** Generally, this amendment reflects a periodic update consistent with existing policies and includes several administrative changes (Amendments #1, 2, 5, and 7). Specifically, assumptions have changed or new information is available as described for Amendments #3, 4, and 6 above.

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 amendments are consistent with and support other plan elements and development regulations. Generally, this amendment reflects a periodic update consistent with existing policies and includes several administrative changes. Future amendments to development regulations (and/or administrative changes) may be needed to further improve the implementation of the Kitsap County Non-Motorized Facilities 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 amendments will more closely reflect the goals and policies of the Comprehensive Plan and reflect the local circumstances of the county. Generally, this amendment reflects a periodic update consistent with existing policies and includes several administrative changes. Amendment #3 strengthens implementation of the Non-Motorized Facilities Plan in the Kingston urban growth area, which will better achieve the overall goals and policies of the Kingston Subarea Plan. Amendments #4 and 6 reflect local circumstances.

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

**Staff Analysis:** The proposed amendments are consistent with the [Kitsap County-wide Planning Policies](#) (CPPs; adopted on 5/11/2015 by Kitsap County Ordinance 522-2015). The proposed amendments are consistent with and implement Element H (Transportation) of the CPPS, specifically including Policies H.2.a.i, H.2.f, H.3.b, H.4.c, and H.5.a.

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 amendments are consistent with the requirements of GMA, state and local laws and other applicable inter-jurisdictional policies and agreements, which require the Comprehensive Plan to address non-motorized facilities.

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

**Staff Analysis:** Generally, this amendment reflects a periodic update consistent with existing policies and includes several administrative changes. Specifically, Amendment #3 strengthens the implementation of the Kitsap County Non-Motorized Facilities Plan in advance of the anticipated increased pace of development in and around the Kingston urban growth area.

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); 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

Three public comments were received, all opposing the extension of the non-motorized trail designation on 4<sup>th</sup> Street in Kingston (see Attachment A, Amendment #6, Exhibit A3 – Kingston Community Map). Public comments and staff responses are provided in Attachment C1.

**Staff Analysis:** The proposed change was recommended by the Kingston Citizens Advisory Committee and was reviewed by and recommended by the Kitsap County Non-Motorized Facilities Citizens Advisory Committee. The concerns raised are not unique to 4<sup>th</sup> Street. Staff responses addressed questions and provided information, including how specific concerns can be reported to appropriate authorities.

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:

- The Kitsap County Non-Motorized Citizen Advisory Committee completed a periodic review of non-motorized routes in the Kitsap County Non-Motorized Facilities Plan during their regular public meetings from January 2016 to March 2018.
- On May 5, 2017, the Kingston Citizen Advisory Council proposed an updated Kingston Community Trails Plan for inclusion in the Kitsap County Comprehensive Plan. The Kitsap County Non-Motorized Citizen Advisory Committee reviewed a proposed Kingston Community Trails Plan during their regular public meetings from January 2018 to March 2018.
- 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.

#### Comment Period and Public Hearing

A new comment period regarding the 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](mailto: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 hearing on October 29, 2018 in the Commissioner's Chambers on the 3<sup>rd</sup> 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

Report prepared by:

Report approved by:

---

David Forte, Transportation Planning  
Supervisor  
Department of Public Works  
(360) 337-7210  
DForte@co.kitsap.wa.us

---

Dave Ward, Manager  
Planning and Environmental Programs

Department of Community Development

---

Peter Best, Senior Planner  
Department of Community Development  
(360) 337-5777  
PBest@co.kitsap.wa.us

## 7. Attachments

- A. Proposed Amendment
- B. State Environmental Policy Act (SEPA)
  - 1. SEPA Determination
  - 2. SEPA Checklist
- C. Supplemental Materials
  - 1. Non-Motorized Route Changes Map
  - 2. Community Map Changes
  - 3. Public Comment and Staff Response