



# Kitsap County Department of Community Development

## Staff Report and Recommendation Annual Comprehensive Plan Amendment Process for 2018 Parks, Recreation, and Open Space Plan

<b>Report Date</b>	6/25/18; Revised 10/1/2018
<b>Hearing Date</b>	7/17/2018, 7/31/2018, and 10/29/2018
<b>Amendment Type</b>	County-sponsored Amendment
<b>Description</b>	This amendment includes the following proposed changes to Chapter 6 (Parks, Recreation, and Open Space): <ul style="list-style-type: none"> <li>• Update the discussion and strategies sections consistent with the new 2018 Kitsap County Parks, Recreation, and Open Space Plan and update hyperlinks to documents referenced in the chapter.</li> </ul>
<b>Geographic Area Affected</b>	<a href="#">Unincorporated Kitsap County</a>
<b>SEPA</b>	Determination of Non-Significance
<b>Department Recommendation to Planning Commission</b>	Adopt as proposed
<b>Planning Commission Recommendation</b>	Adopt as proposed
<b>Department Recommendation to Board of County Commissioners</b>	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 to Chapter 6 (Parks, Recreation, and Open Space):

- Update the discussion and strategies sections consistent with the new 2018 Kitsap County Parks, Recreation, and Open Space Plan (Attachment C1) and update hyperlinks to documents referenced in the chapter.

This amendment was prepared to incorporate changes in the new 2018 Kitsap County Parks, Recreation, and Open Space Plan, which is updated every 6-years.

Additional amendments to update the Kitsap County Capital Facilities Plan based on the 2018 Kitsap County Parks, Recreation, and Open Space Plan will be considered in 2018 as part of the Kitsap County budget process.

C. Geographic Description

This amendment to the Kitsap County Comprehensive Plan affects unincorporated Kitsap County.

**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

Kitsap County is required to update the Kitsap County Parks, Recreation, and Open Space Plan every six years. The Kitsap County Parks, Recreation, and Open Space Plan includes content adopted by reference into the Kitsap County Comprehensive Plan. The Kitsap County Board of County Commissioners adopted the 2018 update to the Kitsap County Parks, Recreation, and Open Space Plan (Attachment C1) on February 26, 2018, by Resolution 040-2018 (Attachment C2). This amendment incorporates content from the 2018 Kitsap County Parks, Recreation, and Open Space Plan relevant to Chapter 6 (Parks, Recreation, and Open Space) of the Kitsap County Comprehensive Plan, including

updated strategies. These strategies are consistent with the goals and policies of the Kitsap County Comprehensive Plan.

Additional amendments to update the Kitsap County Capital Facilities Plan based on the 2018 Kitsap County Parks, Recreation, and Open Space Plan will be considered in 2018 as part of the Kitsap County budget process.

### 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 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:** The Parks, Recreation, and Open Space Plan is required to be updated every six years by state and federal granting agencies. As part of the 2018 update process, an online survey was used to receive public feedback and ideas on the future direction of the county park system. From more than 1,100 survey responses and additional public comment opportunities, the following key interests were identified:

- Open space for habitat, greenways, and trail recreation continues to be a high priority for Kitsap citizens. Acquisition of new parklands is highly desired, with the caveat to effectively and responsibly manage those resources.
- Interest and demand for developed recreation complexes are growing throughout the County.

- Stewardship of large-acreage Heritage Parks relies on a dedicated corps of volunteers. Training, retaining, and expanding this invaluable community resource is critical to management of those resources and opportunities.
  - There is an expressed need to provide safe and multi-accessible trails (bike and pedestrian) throughout Kitsap County, and notably to connect parks, business centers and residential communities.
  - Sustainable funding base for all park needs continues to be a challenge.
  - Securing the capacity to effectively manage, protect, and restore natural, cultural, and historic park resources is clearly needed.
  - Parks and open space properties are a prime asset for County tourism, quality of life, and associated positive economic impacts. Continued and expanded promotion of these County assets is of prime interest to a growing business and residential community.
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:** See 4.A.1 above.

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

**Staff Analysis:** Not applicable – this is not a re-designation 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 Chapter 6 (Parks, Recreation, and Open Space) is consistent with and supports other plan elements. The 2012 Parks, Recreation, and Open Space Plan strategies pre-date the 2016 Comprehensive Plan. The proposed 2018 strategies do not conflict with, and will more closely reflect, the goals and policies of the 2016 Comprehensive 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 to Chapter 6 (Parks, Recreation, and Open Space) will more closely reflect the goals, objectives and policies of the Comprehensive Plan and reflect the local circumstances of the county. See 4.B.1 above.

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

**Staff Analysis:** The proposed amendment to Chapter 6 (Parks, Recreation, and Open Space) is consistent with the [Kitsap County-wide Planning Policies](#) (CPPs; adopted on 5/11/2015 by Kitsap County Ordinance 522-2015). The proposed strategies are consistent with the vision and Element E of the CPPs.

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 to Chapter 6 (Parks, Recreation, and Open Space) is consistent with the requirements of GMA, state and local laws and other applicable inter-jurisdictional policies and agreements, which require the Comprehensive Plan to plan for parks, recreation, and open space.

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

**Staff Analysis:** Kitsap County is required by state and federal grant agencies to update the Kitsap County Parks, Recreation, and Open Space Plan every six years. The Kitsap County Parks, Recreation, and Open Space Plan includes content adopted by reference into the Kitsap County Comprehensive Plan. The Kitsap County Board of County Commissioners adopted the 2018 update to the Kitsap County Parks, Recreation, and Open Space Plan on February 26, 2018, by Resolution 040-2018 (Attachment C2). This amendment incorporates content from the 2018 Kitsap County Parks, Recreation, and Open Space Plan relevant to Chapter 6 (Parks, Recreation, and Open Space) of the Kitsap County Comprehensive Plan, including updated strategies.

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

One public comment supportive of the amendment was received. Public comments and staff responses are provided in Attachment C1.

**Staff Analysis:** None.

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 during the development and adoption of the 2018 Parks, Recreation, and Open Space Plan included the following:

- A [project webpage](#).
- Local press coverage included at least five articles between September 29, 2017 and February 1, 2018.
- More than 1,100 comments and responses were collected through an online survey between August 23, 2017 and November 10, 2017.
- Open houses were held on October 3, 2017, October 10, 2017, and October 17, 2017.

- A public comment period (November 1, 2017 – December 31, 2017) on the preliminary draft plan.
- A public comment period (January 10, 2018 – February 23, 2018) on the final draft plan.
- Public meetings were held on February 7, 2018, February 12, 2018, and February 26, 2018.
- The Kitsap County Parks and Recreation Advisory Board held a work session on February 2, 2018 and a public hearing on February 21, 2018.
- The Board of County Commissioners held a public hearing on February 12, 2018 and February 26, 2018.

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. 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**

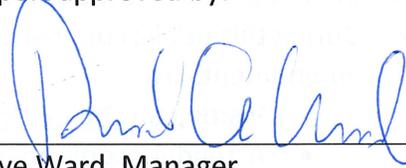
**Report prepared by:**



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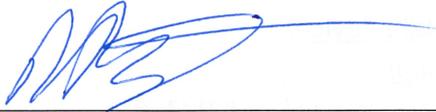
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**7. Attachments**

- A. Proposed Amendment
- B. State Environmental Policy Act (SEPA)
  - 1. SEPA Determination
  - 2. SEPA Checklist
- C. Supplemental Materials
  - 1. 2018 Parks, Recreation, and Open Space Plan
  - 2. Resolution 040-2018
  - 3. Public Comment and Staff Response