



Reclassification Requests Staff Report

Date: September 2, 2025

To: Kitsap County Planning Commission (Hearing - September 23, 2025)

From: Heather Cleveland, AICP, Long Range Planner, DCD

Keri Sallee, AICP, Long Range Planner, DCD

Scott Diener, Planning Manager, DCD

Re: Rural Industrial and Rural Commercial Reclassification Requests

A. APP-ID: 07 SKROBUT-MCCORMICK LANDS CO

B. APP-ID: 57 MORAN

C. APP-ID: 66 STOKES/CAMPBELL

RURAL VISION

2024 Comprehensive Plan: The vision for rural areas and communities is to retain and enhance unique historical character, appearance, and function, including recreation and natural resource activities, such as forestry, agriculture, and mining, that contribute to the rural character and economy.

Proposed – not yet adopted: Kitsap County’s vision is the protection of rural areas and natural resource lands, including preservation of places of natural beauty, working agriculture and timber lands, community identity, and rural character.

RURAL CHARACTER

The following definition of rural character acknowledges the Growth Management Act (GMA)’s “rural character” definition while acknowledging input from the Kitsap County community.

Rural Character Definition: In Kitsap County, rural character is defined by open spaces, working farms and forests, and views of water and landscapes that remain dominant over the built environment. Traditional rural lifestyles, such as farming, forestry, and rural recreation, are supported, while peace, privacy, and the natural rhythms of rural life are safeguarded. Communities maintain historic gathering spaces and social connections. Wildlife habitats, critical areas, and healthy ecosystems are protected to ensure resilience and coexistence with nature. Growth is carefully managed to prevent sprawl and urban encroachment, with development patterns and services aligned to rural needs. Water quality is safeguarded, and the agricultural economy is sustained through responsible stewardship and long-term preservation of working lands (KCC 17.110.666).

- Preserve open space, natural landscapes, farmland, and vegetation so they predominate over the built environment, maintaining visual access to water, forests, and territorial views.
- Support traditional rural lifestyles and rural-based economies, including farming, horseback riding, and forestry, while protecting community identity and shared traditions.
- Foster quiet surroundings, low traffic volumes, dark skies free of light pollution, and the natural sounds of rural life, while ensuring privacy and tranquility.
- Provide opportunities for community gathering spaces, encourage social connection, and sustain a shared sense of rural lifestyle, while respecting individual independence.
- Protect wildlife corridors, fish and wildlife habitat and other critical areas, and ensure coexistence with wildlife, while supporting fire resilience and healthy ecosystems.

- Reduce the conversion of undeveloped land into sprawling, low-density development and manage urban encroachment (including LAMIRDs), ensuring growth is consistent with rural character and values.
- Maintain rural development patterns that do not require urban governmental services, while addressing safety and resilience needs such as fire protection and emergency access.
- Safeguard natural surface water flows, groundwater recharge, and discharge areas, ensuring clean water systems and resilient hydrology.
- Protect and sustain Kitsap's working lands as vital to rural identity, economic resilience, and environmental health by emphasizing sustainable practices, responsible management, and long-term land preservation.

A. APP-ID: 07 SKROBUT-MCCORMICK LANDS CO

APPLICATION INFORMATION

1. **Applicant Name:** Doug Skrobut (Applicant and Owner)
2. **Taxpayer:** McCormick Land Co
3. **Parcel Number:** 192301-4-022-2003
4. **Address or Location Information:** SW Lake Flora Rd
5. **District:** South Kitsap
6. **Current Land Use:** 950 - Forest land (partial)
7. **Buildings & Improvements:** Manufactured Home; Office Building (Year Built: 1989, Size: 1,440 sf); Equipment Shop Building (Year Built: 1974, Size: 2,120 sf); Mini-Warehouse (Year Built: 1974, Size: 2,880sf); Office Building (Year Built: 1988, Size: 1,905); two Detached Garages (Year Built 1974, Size: 768sf); two Carports (Year Built: 1974, Size: 288sf)
8. **Current Comprehensive Plan Map Designation:** Rural Wooded (RW)
9. **Proposed Comprehensive Plan Map Designation:** Rural Industrial (RI) (potentially Rural Commercial (RCO))
10. **Current Zoning:** Rural Wooded (RW)
11. **Proposed Zoning:** Rural Industrial (RI) (potentially Rural Commercial (RCO))
12. **Total Lot Area / Size:** 20.95 acres
13. **2024 Comprehensive Plan Alternative:** Included as part of the 2024 Comprehensive Plan Update Draft and Final Environmental Impact Statement (EIS) Alternative 2 and Alternative 3.

Submitted Application Materials

Date	Description
06/15/2022	Request application
03/28/2025	Additional information form
03/28/2025	Environmental check list
Not Received	Notarized signature of one or more owners

Application Request

The applicant seeks a reclassification to the Comprehensive Plan Land Use and Zoning Maps for the subject properties from Rural Wooded (RW) to Rural Industrial (RI) (potentially Rural Commercial).

BACKGROUND

The site is a 20.95-acre parcel that is currently developed with a mobile home, carports and garages, two office buildings, a storage building and a shop building. The remainder of the property is forested. Access to the property is from SW Lake Flora Rd. on the north property

boundary. The applicant indicates that no critical areas are on the site, but states that there is a stream abutting the south boundary of the property that discharges into a ditch, which was associated with a former road northeast of the property. Critical areas maps show a Type N stream to the south that may have buffers located on the subject property or extending into the property.

Permits and Code Compliance

- 1973 – Permit # 18739 “Kitsap County Building and Land Use Permit” for Accessory Building Type – Barn (Storage Shed)
- 1984 – Permit # 29912 “Commercial Permit” for Storage building
- No code violation records found in search of DCD records

Surrounding Zoning and Land Use

Properties to the north are in current forestry use. The Coulter Creek Heritage Park is nearby on the north side of Lake Flora Road. The Trophy Lake Golf Course is to the east. Several single-family homes are also located to the east. The site is bordered by SW Lake Flora Road to the north. The site is approximately 0.8 miles south of the City of Port Orchard.

Exhibit A-1: Summary of Surrounding Areas - Current Zoning and Land Use

Surrounding Areas	Current Zoning	Current Land Use	Current Land Use Description
North	RW Park	North- Forest Land (880); Northeast – SFR (111); Mobile Home (119)	Several large RW-zoned parcels to the north, on the north side of Lake Flora Road, are in current timber production. Beyond these parcels, the Coulter Creek Heritage Park is to the north and west. Several single-family residences on 2-2.5-acre parcels are located to the northeast with homes built between 1978 and 2017.
South	RW	Forest Land (880)	Several large RW-zoned parcels to the south are in current timber production and owned by the same company as the northern timber production parcels.
West	RW Park	Forest Land (880) and Parks (760)	Several large RW-zoned parcels to the south are in current timber production and owned by the same company as the northern timber production parcels. Coulter Creek Heritage Park also extends into this area.
East	RW RR	SFR (111); Mobile Home (119); CU Open Space (940)	Several RW-zoned properties between 2 and 7 acres are east of the site and south of Lake Flora Road. Trophy Lake Golf Course to the east is zoned RR.

Current Comprehensive Plan and Zoning Designations

The present Comprehensive Plan Map and zoning for the property is Rural Wooded (RW).

- **Rural Wooded (RW) designation:** The Rural Wooded designation is generally applied to larger parcels of land in contiguous blocks that are forested in character, that have been actively managed for forestry and harvested, and that may be currently taxed as timber lands pursuant to state and County programs. These lands were formerly zoned as “Interim Rural Forest.” The objective of this designation is to allow continued forestry practices, provide ongoing opportunities for large-and small-scale timber management, and maintain large contiguous blocks of forested lands to protect significant environmental features, while allowing limited residential development in keeping with rural character. Environmental features may include significant visual, historic, and natural features; wildlife corridors; steep slopes; wetlands; streams; and adjacent critical areas. The Rural Wooded designation is implemented by the Rural Wooded zone.
- **Rural Wooded (RW) zoning:** This zone is intended to encourage the preservation of forest uses and agricultural activities, retain an area’s rural character and conserve the natural resources, while providing for some rural residential use. This zone is further intended to discourage activities and facilities that can be considered detrimental to the maintenance of timber production. Residents of rural wooded (RW) residential tracts shall recognize that they can be subject to normal and accepted farming and forestry practices on adjacent parcels. (KCC 17.150.010) This zone allows for forest resource uses and limited residential uses with a maximum density of 1 dwelling unit per 20 acres.

Proposed Comprehensive Plan and Zoning Designations

The proposed Comprehensive Plan Map and zoning designation is Rural Industrial (RI) or Rural Commercial (RCO), described in the 2024 Comprehensive Plan and in the Kitsap County zoning code:

- **Rural Industrial (RI):** This designation and zone provides for small-scale light industrial, light manufacturing, recycling, mineral processing, and resource-based goods production uses that are compatible with rural character and do not require an urban level of utilities and services. (KCC 17.330.010)
- The RI zone does not permit dwelling, family living such as single family attached, multi family, etc. Caretaker dwellings are permitted.
- **Rural Commercial (RCO):** The intent and function of the rural commercial zone is to permit the location of small-scale commercial retail businesses and personal services which serve a limited service area and rural population outside established UGAs. The rural commercial zone permits small-scale retail, sales and services located along county roads on small parcels that serve the immediate rural residential population.

Rural businesses, which serve the immediate rural population, may be located at crossroads of county roads, state routes, and major arterials.

- The RCO zone does not permit dwelling, family living such as single family attached, multi family, etc. Caretaker dwellings are permitted.

The following tables compare the existing and proposed zoning designations for selected allowed uses and development standards. See Exhibit A-2 and Exhibit A-3.

Exhibit A-2. Selected Allowed Uses (KCC 17.410.042 and KCC 17.410.444)

Selected Uses	RW (current zoning)	RI (proposed zoning)	RCO (proposed zoning)
Residential Uses & Dwelling, Family Living			
Caretaker dwelling	--	P	P
Mobile home	P	--	--
Multiple-family	--	--	--
Single-family detached	P	--	--
Single-family attached	--	--	--
Commercial Uses & Recreation/Cultural Uses			
Nursery, wholesale	P	P	P
Automobile or recreational vehicle repair	--	P	P
Day-care center	--	--	ACUP
Institutional Uses			
Public facilities (greater than 300sf)	ACUP	ACUP	ACUP
Public facilities (300sf or less)	P	P	P
School, high school	--	P	ACUP
Industrial Uses			
Contractor's storage yard	--	ACUP	--
Food and beverage production (up to 9,999sf)	--	P	C
Food and beverage production (10,000sf or greater)	--	C	C
Manufacturing and fabrication, light	--	ACUP	--
Recycling Center	--	C	C
Storage, indoor ¹	--	ACUP	C
Storage, outdoor	--	P	C
Resource			
Aggregate extraction sites	C	C	C
Agriculture use, primary	P	P	--
Forestry	P	P	P
Temporary Uses			
Transitory accommodations, single family residence	P	P	P

Data obtained July 30, 2025

Note 1 – 17.415.520 Storage, Indoor “D. In the rural commercial (RCO) or rural industrial (RI) zone, storage, indoor, must be screened from public view by a twenty-five-foot buffer in order to meet rural compatibility. **The applicant must demonstrate how the storage serves the immediate population.**” (emphasis added)

Exhibit A-3. Selected Development Standard Comparison

(KCC 17.420.052 and KCC 17.420.054)

Density and Dimensions	RW (current zoning)	RI (proposed zoning)	RCO (proposed zoning)
Min. lot size (acre)	20	NA	NA
Min. Lot width (feet)	140	NA	NA
Min. Lot depth (feet)	140	200	NA
Max. height (feet)	35 ¹	35	35
Max. impervious surface coverage	NA	85%	85%
Setbacks	RW (current zoning)	RI (proposed zoning)	RCO (proposed zoning)
Min. front (feet) ²	50	20	20
Min. side (feet) ²	20	20, 50 ft when abutting residential zone	20, 50 ft when abutting residential zone
Min. rear (feet) ²	20	20, 50 ft when abutting residential zone	20, 50 ft when abutting residential zone

- 1-Except for silos and other uninhabited agricultural buildings
- 2-See footnotes in code for exceptions and additional information

PUBLIC COMMENT

Insert comment summary or table from September 2025 comments.

EVALUATION

Site specific reclassification requests to the Comprehensive Plan must be reviewed in accordance with the criteria outlined in the Kitsap County Code (KCC) Chapter 21.08. Applicable review criteria for site specific reclassification requests are in sections KCC 21.08.070.A and KCC 21.08.070.D.

General Criteria (KCC 21.08.070.A)

A. General. For each proposed amendment to the Comprehensive Plan the review authority, 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;

There has not been a change in circumstances since the adoption of the 2024 Comprehensive Plan. However, because this proposal was initially submitted in 2022, staff also considered whether circumstances had changed since the adoption of the 2016 Comprehensive Plan. *(To be inserted: summary of changes, if any, in the area of this proposed amendment since 2016.)*

This proposal was also considered under both Alternative 2 and Alternative 3 for the 2024 Comprehensive Plan; Alternative 2 was most closely aligned with the BOCC's Preferred Alternative. Alternative 2 indicated that if rural rezones were approved, they should be those that promote limited rural employment opportunities.

The proposal to reclassify the subject property from RW to RI or RCO may promote additional rural employment opportunities, as the property could then be developed with rural industrial uses.

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

While this proposal was considered against both the 2016 and 2024 Comprehensive Plans, the analysis within the 2024 Comprehensive Plan Update helps inform the analysis here. In 2024 Final EIS Report, Exhibit 2.5.3-4 (Employment Capacity of Alternatives) showed that the anticipated employment growth rate in the rural zones, across all alternatives, was expected to result in 2,150 additional jobs by 2044, which is consistent with the employment land capacity of the Preferred Alternative. Rural lands analysis is not part of either the Buildable Lands Report or the Land Capacity Analysis.

In the RI zone, as of July 2025, 18.6 acres (15%) of the 124.4 acres total RI zone are undeveloped land.

In the RCO zone, as of August 2025, 29.9 acres (16%) are undeveloped land, and 22% are in residential land use, of the total 182.1 acres in the RCO zone.

The Preferred Alternative included UGA expansions adjacent to Olympic View Industrial Park and in West Bremerton to acknowledge potential countywide needs for additional industrial land. This alternative did not indicate whether additional commercial land was needed in the rural area.

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

Much of the development on the property was pre-GMA, and the re-designation would allow for additional commercial or industrial uses, as needed, on an already developed parcel. Additionally, the re-designation supports the 2024 Comprehensive Plan's **Economic Development Goal 2**: Government operations and regulations. Foster a business-friendly climate through county government operations and regulations and **Economic Development Policy 2.4**: Encourage full utilization and development of industrial and commercial zoned areas.

Reclassification Request Criteria Evaluation (KCC 21.08.070.D)

D. Site-Specific Amendments. In addition to the findings and conclusions in subsection (A) of this section, a proposed site-specific map amendment may be recommended for approval by the planning commission and may be approved by the board of commissioners if the following findings are made:

1. All Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.

a. The proposed amendment meets concurrency requirements for transportation, sewer and water, and will not result in significant adverse impacts on adopted level of service standards for other public facilities and services, such as police, fire and emergency medical services, park services, and general government services;

The parcel is located on SW Lake Flora Rd – a minor arterial between two major arterials, SR-16 and SR-3. According to Kitsap County Public Works, the following level of service (LOS) is determined for current and future conditions: 2020 LOS = A, 2044 LOS = E. According to the applicant, rural industrial and small-scale office uses on the property have existed since the 1960s, and there would not be a material increase in additional daily traffic stops.

The applicant proposes using the existing well and septic tanks and drain fields and has stated that the site does not require sewer service. Future development will comply with current rural development regulations.

A zoning change to RI or RCO would not result in a significant adverse impact on standards of service such as police, fire and emergency medical services.

b. The proposed amendment is consistent with the balance of the goals, policies and objectives of the current Kitsap County Comprehensive Plan and reflects the local circumstances of the County;

The proposed zoning amendment supports the following 2024 Comprehensive Plan – Chapter 2 Economic Development Goals:

- Economic Development Goal 2. Government operations and regulations. Foster a

- business-friendly climate through county government operations and regulations.
 - Economic Development Policy 2.4. Encourage full utilization and development of industrial and commercial zoned areas.
- Economic Development Goal 4. Sustainability. Focus on Kitsap’s strengths in building our economy for a healthy and sustainable economic future
 - Economic Development Policy 4.4. Encourage appropriate economic opportunities in rural areas.
- **Land Use Goal 18. Foster rural business.** Foster rural businesses and business opportunities on designated commercial and industrial lands in the rural area while balancing the protection of rural character.
 - Land Use Policy 18.2. Allow or conditionally allow home-based cottage-type businesses and industries in the rural areas that do not negatively affect rural level of service or rural character.

The parcel was developed with industrial and commercial uses before Growth Management Act. By redesignating from RW to RI, the zone will match the existing, pre-GMA use and encourage full utilization of the parcel. Zoning code and regulations will ensure that further development maintains rural character while using rural infrastructure.

c. The subject parcel(s) is suitable for the requested land use designation based upon, but not limited to, access, provision of utilities, consistency with existing and planned uses, environmental constraints and compatibility with the neighborhood;

The parcel is surrounded by active timber production to the north, south, and east, along with the Trophy Lake Golf Course and existing commercial activity to the west. According to the applicant, rural industrial and small-scale office uses on the property have existed since the 1960s. These pre-existing uses suggest that the site is suitable and compatible with surrounding uses, and that any expansion or addition on this small parcel would also be suitable and compatible.

The Puget Sound Industrial Center is approximately two miles to the west. There is a single-family residential neighborhood (Forest Heights) to the northeast. This neighborhood was platted in 1975, and the existing homes were built between 1977-2017. The Trophy Lake Golf Course was built in 1999.

d. The proposed amendment does not materially affect the land uses and growth projections which are the basis for comprehensive planning, and reflects local circumstances in the county;

The proposed amendment does not materially affect the land uses and growth projections as this property is already in longstanding (1970s – on) commercial/industrial use.

e. The proposed amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall area of the urban growth area;

The applicant proposes using the existing well and septic tanks and drain fields and the applicant has stated that the property does not require sewer service. Therefore, it should not require the provision of urban services.

f. The proposed amendment is consistent with the GMA, Kitsap County-wide Planning Policy, state and local laws and other applicable inter-jurisdictional policies or agreements.

The redesignation would promote the retention and expansion of an existing business, be compatible with neighboring productive forest lands, and is located on SW Lake Flora Rd – a minor arterial county road. The redesignation would this be consistent with and promote the following Growth Management Act Planning Goals (RCW 36.70A.020):

(5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

(8) Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.

(12) Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

The size of the parcel is 20.95 acres and is sufficient to maintain rural character including minimum lot depth and setbacks. This supports Vision 2050 – Multicounty Planning Policies (MPP) at MPP-Ec-23, which states, “Support economic activity in rural and natural resource areas at a size and scale that is compatible with the long-term integrity and productivity of these lands.”

Urban services will not be needed for redesignation and Rural Industrial (RI) is a compatible use to the neighboring parcels in current timber production and Rural

Commercial (RCO) is a compatible use to the neighboring golf course. This supports Kitsap Countywide Planning Policies (CPP) R-3: Establishing and maintaining rural levels of service and CPP R-4: Conserving small-scale natural resource use in rural areas

3. Rural Commercial/Industrial and Type III LAMIRD Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.

a. Demonstration of an unmet need for the proposed land use designation in the rural area.

Neither the 2024 Comprehensive Plan nor other existing studies indicate whether there is an existing unmet need for rural commercial or rural industrial lands. However, the County expects that an additional 2,150 jobs will be created over the next 20 years, and this redesignation may help to meet these employment needs.

b. Demonstration that Kitsap County's rural character will be preserved or unaffected by the change of designation.

There is existing commercial and industrial development on the site. The size of the parcel, 20.95 acres, is sufficient to maintain rural character, including minimum lot depth and setbacks.

c. Demonstration that the proposed designation will principally serve the rural area.

According to the application, the benefit to the area is the additional employment opportunities that can be provided by a full use of the parcel in the local area for residents of rural south Kitsap County.

d. Demonstration that appropriate rural services are available (i.e., water, sewerage, etc.) and that urban services will not be required for the proposed designation.

The applicant proposes using the existing well and septic tanks and drain fields and has stated that the site does not require sewer service. Future development will comply with current rural development regulations.

e. Demonstration that the proposal is contiguous to existing industrial or commercial zoning. (Exceptions to this policy must demonstrate a unique or exceptional need for the proposed land use designation.)

The parcel is surrounded by active timber production to the north, south, and east, along with the Trophy Lake Golf Course and existing commercial activity to the west. According to the applicant, rural industrial and small-scale office uses on the property have existed since the 1960s. There is a single-family residential neighborhood to the northeast.

f. Demonstration that the property is sized appropriately for the proposed land use designation.

The property is 20.95 acres, and according to the application, the ability to maintain the rural character is present with the existing and proposed uses.

g. Demonstration that there is a lack of appropriately designated and available sites within the vicinity.

In the RI zone, as of July 2025, 18.6 acres (15%) of the 124.4 acres are undeveloped land.

In the RCO zone, as of August 2025, 29.9 acres (16%) are undeveloped land, and 22% are in residential land use, of the total 182.1 acres in the RCO zone.

CONCLUSION

Findings of Fact

1. **Application.** The applicant, Doug Skrobut, President of McCormick Land Company and owner of the subject property, submitted the application to Kitsap County on June 15, 2022.
2. **Request.** The applicant seeks a Comprehensive Plan Amendment to change the current zoning of one parcel from Rural Wooded (RW) to Rural Industrial (RI) or Rural Commercial (RCO).
3. **Location.** The parcel is located along SW Lake Flora Rd.
4. **Surroundings use.** The parcel is surrounded by parcels in current timber production, several parcels with housing, Coulter Creek Heritage Park, and the Trophy Lake Golf Course.
5. **Current use.** The subject property has pre-GMA industrial/commercial development.
6. **Adjacent zoning.** Adjacent properties are zoned Rural Wooded, Rural Residential, and Park.
7. **Road type.** The property is located on SW Lake Flora Rd – a minor arterial and County Road between two major arterials, SR-16 and SR-3.
8. **Critical areas.** The Building Limitations - Critical Areas Maps show a Type N stream to the south that may have buffers on the subject property or extend into the property.
9. **Rural services.** Proposed development would be required to be consistent with rural levels of service.
10. **Proposal specific issues.** The applicant is open to either RI or RCO redesignation and acknowledged that RCO may be a better fit.

Conclusion of Law

Approval/Denial (in progress)

The requested amendment to rezone the property from Rural Wooded (RW) to Rural Industrial (RI) or Rural Commercial (RCO) is consistent with the Growth Management Act, Kitsap Countywide Planning Policies, and the Kitsap County Comprehensive Plan and recognizes the site's historic pre-GMA commercial use. The applicant agrees that a RCO designation may be more appropriate based on existing uses, and as it is the less intense of the two potential designations, staff recommends approval of RCO. The RCO designation allows limited rural-scale commercial activity compatible with surrounding residential, timber, park, and recreational lands, with future development subject to critical areas protections and rural service standards.

Tentative Recommendation

Based on the findings of fact and conclusions above, staff recommends approval of the requested Comprehensive Plan Amendment and rezone of the subject property from RW to RCO, APP-ID: 07 SKROBUT-MCCORMICK LANDS CO.

ATTACHMENTS

Attachment A-1 – 2023 Aerial Imagery Map

Attachment A-2: Building Limitations – Critical Areas Map

Attachment A-3: Current Land Use Map

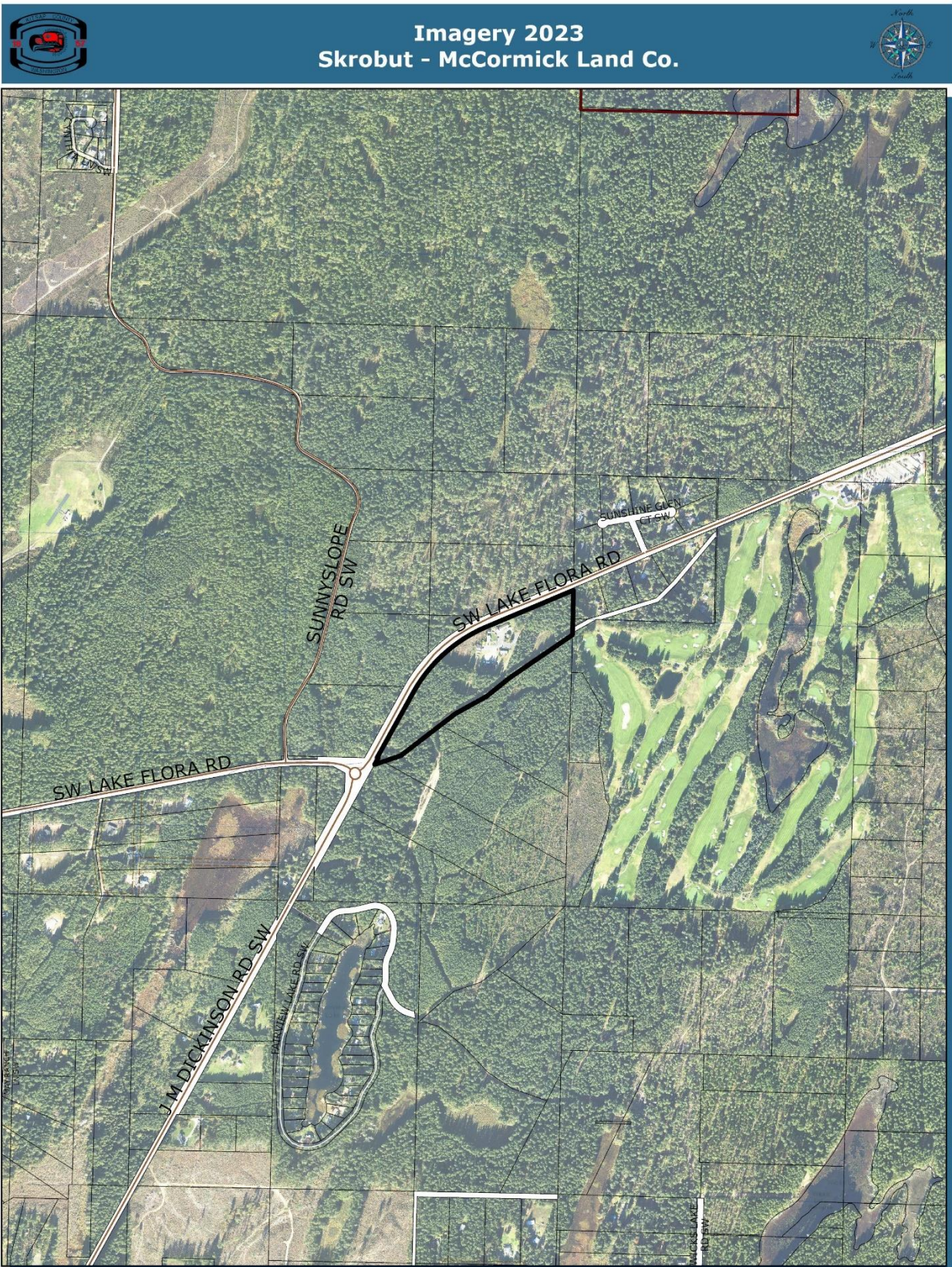
Attachment A-4: Current Zoning

Attachment A-5: Proposed Zoning

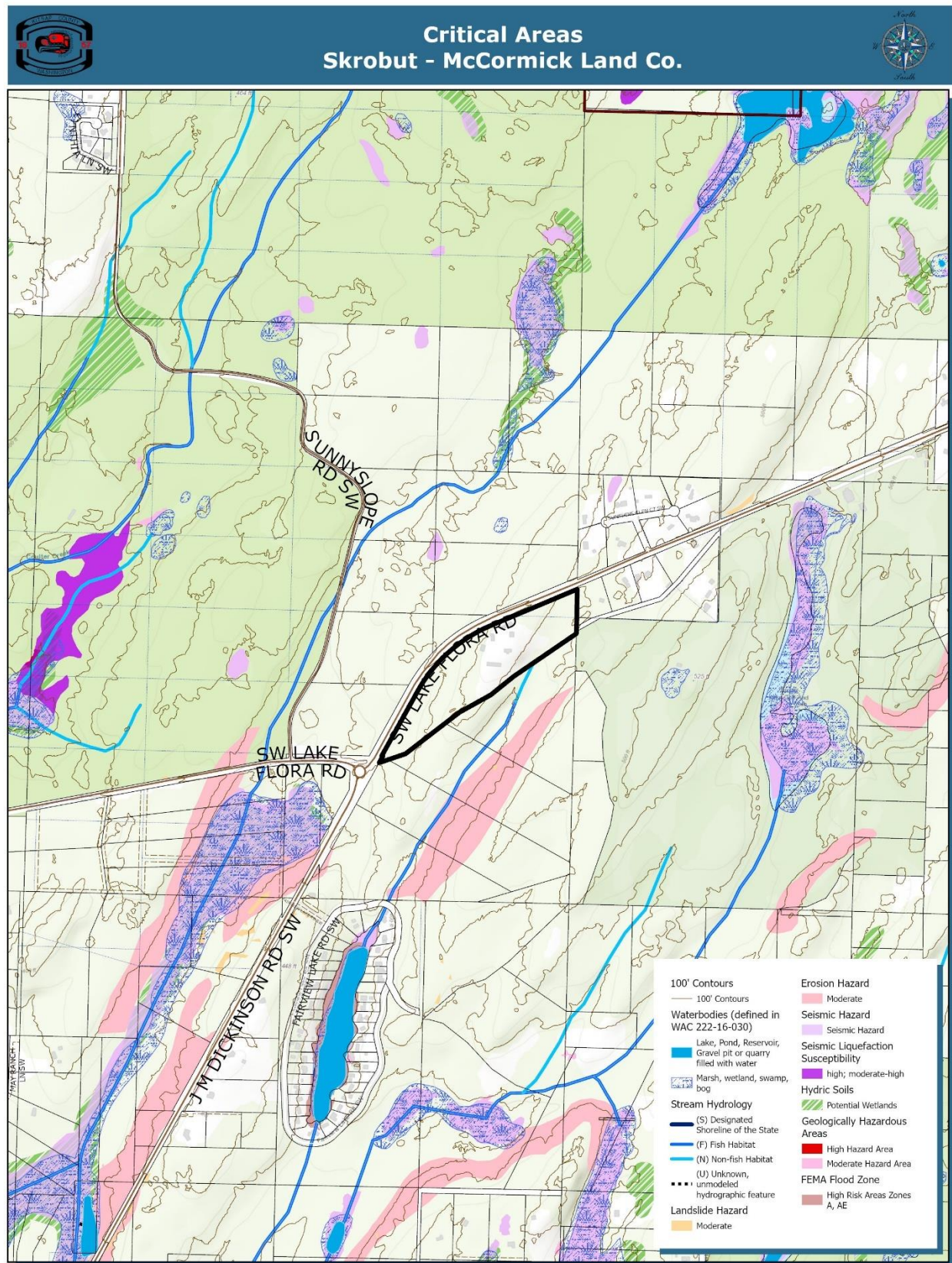
Attachment A-6: Proposed Zoning

DRAFT

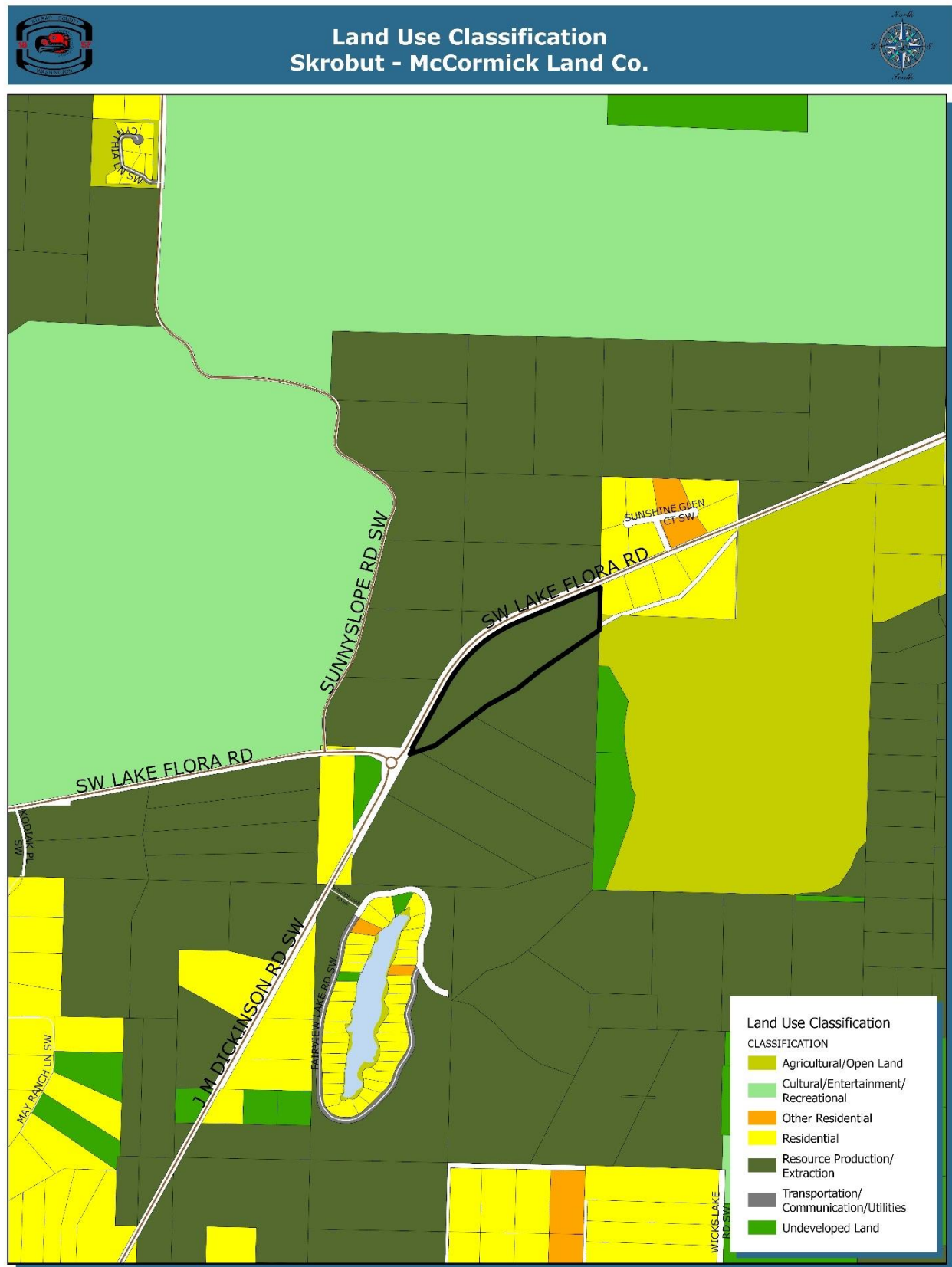
Attachment A-1: 2023 Aerial Imagery Map



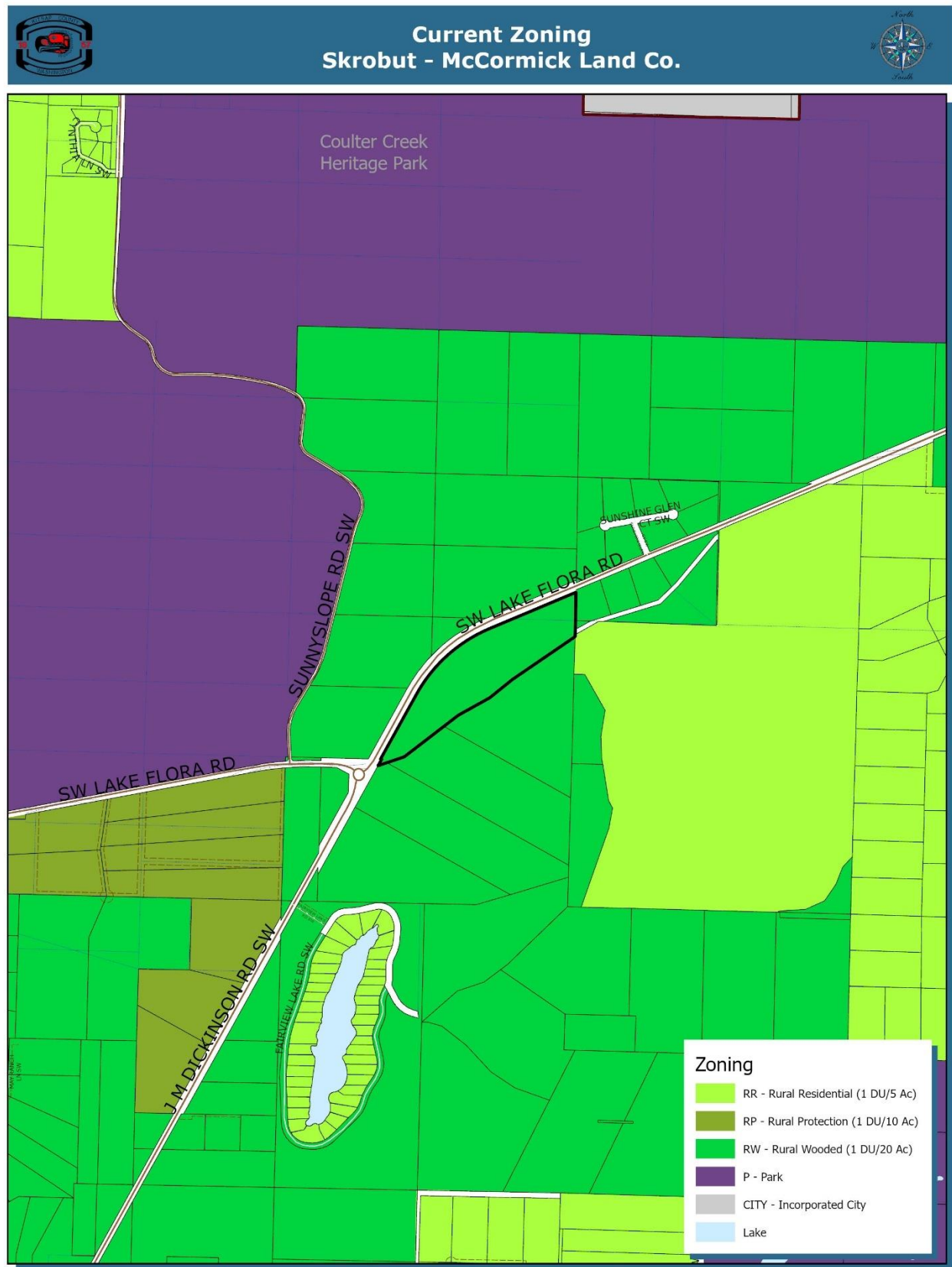
Attachment A-2: Building Limitations – Critical Areas Map



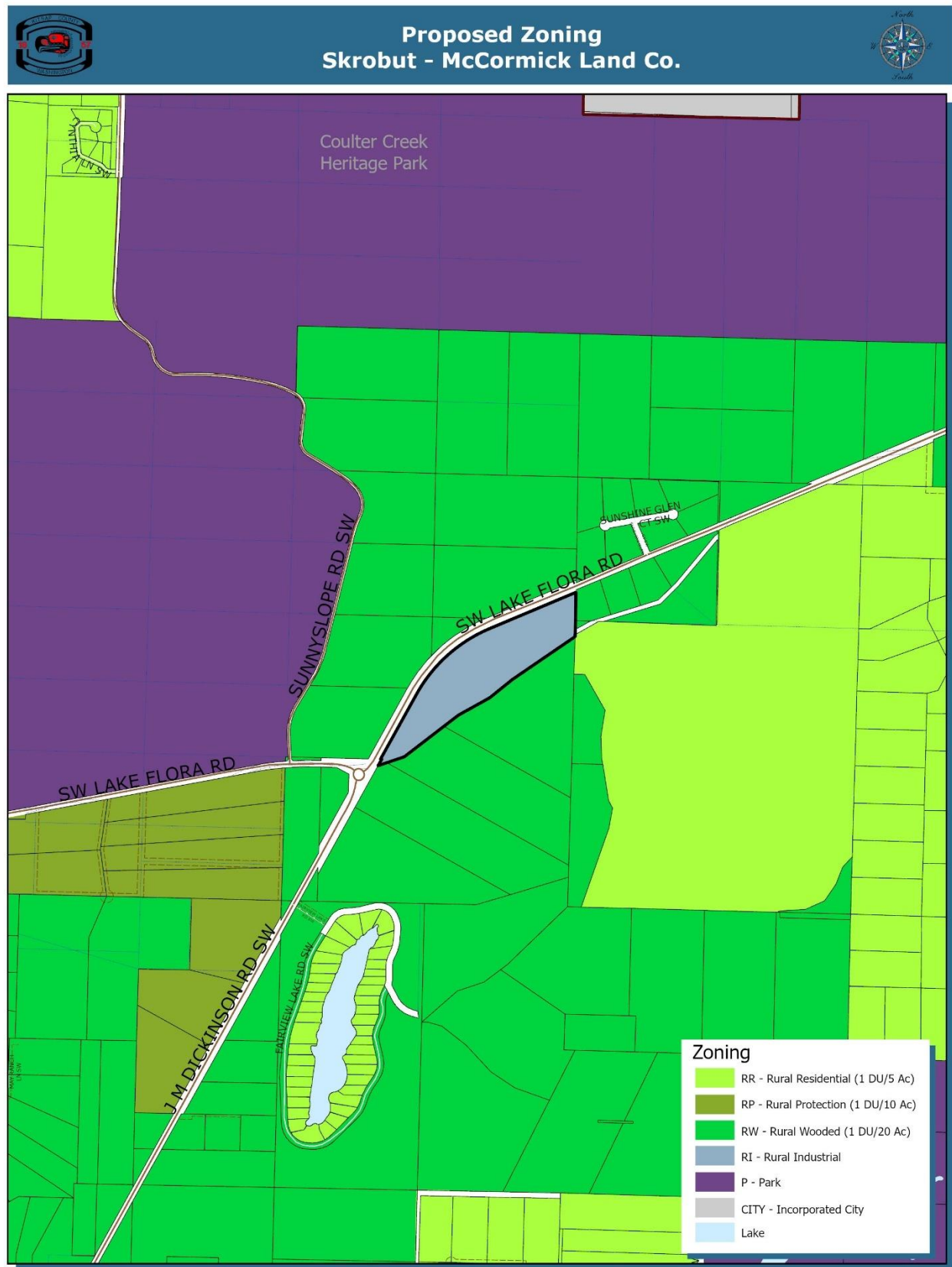
Attachment A-3: Current Land Use and Development Map



Attachment A-4: Current Zoning



Attachment A-5: Proposed Zoning



Attachment A-6: Proposed Zoning

Insert map with Rural Commercial.

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B. APP-ID: 57 MORAN

APPLICATION INFORMATION

1. **Applicant Name:** Humberto Moran (property owner) and Kathy Cloninger (representative)
2. **Taxpayer:** MORAN HUMBERTO & LARIOS ADRIANA TOVAR
3. **Parcel Number:** 272701-4-086-2002
4. **Address or Location Information:** 25893 State Hwy 3, Poulsbo, WA 98370
5. **District:** North Kitsap
6. **Current Land Use:** 183 - Sheds and garages
7. **Buildings & Improvements:** Gen purpose bldg (Year Built: 1994, Size: 2,400sf)
8. **Current Comprehensive Plan Map Designation:** Rural Residential (RR)
9. **Proposed Comprehensive Plan Map Designation:** Rural Industrial (RI)
10. **Current Zoning:** Rural Residential (RR)
11. **Proposed Zoning:** Rural Industrial (RI)
12. **Total Lot Area / Size:** 5.21 acres
13. **2024 Comprehensive Plan Alternative:** Included as part of the 2024 Comprehensive Plan Update Draft and Final Environmental Impact Statement (EIS) Alternative 3.

Submitted Application Materials

Date	Description
09/15/2022	Request application
03/28/2025	Additional information form
03/28/2025	Environmental check list
Not Received	Notarized signature of one or more owners
03/28/2025	Wetland Report – 01/13/2020
Available Upon Request	Geo-Tech Report

Application Request

The applicant seeks a reclassification to the Comprehensive Plan Land Use and Zoning Maps for the subject property to rezone from Rural Residential (RR) to Rural Industrial (RI) to be able to add a new enclosed building to store vehicles.

BACKGROUND

The site is a 5.21-acre parcel developed with a general purpose building, used for contractor storage, an unpaved driveway and parking area. The remainder of the property is forested. Access is from SR-3. A wetland delineation report provided by the applicant indicates that a Category III wetland is on the west side of the property. A linear area of high erosion hazard extends through the middle of the property. The property is significantly encumbered by critical

areas and buffers. The applicant also owns a 4-acre parcel to the north, zoned Rural Residential, and developed with a single-family residence and a detached garage built in 1964.

Permits and Code Compliance

- No permits for the existing building found in a search of DCD records.
- An active code enforcement matter (Case # CC 22 0108) exists for parcel #272701-4-085-2003, the property north of subject property and owned by the same owner. An inspection on inspection 03/17/22 noted: crew moving dirt, grading area for new building with no permits, new structures built without permits, old garage converted into and used as office for commercial business in residential area, running contractor storage area without permits with standing water/wetlands on west side of parcel, no BMPs in place, truck traffic tracking mud, work continued after stop work was posted.

Surrounding Zoning and Land Use

The site is adjacent to the Twelve Trees Employment Center to the west and north, on the west side of SR-3. Two parcels zoned Rural Industrial are directly east on the east side of SR-3. Other nearby parcels are zoned Rural Residential, including the parcel immediately to the north and owned by the applicant, and are developed with single family homes. The site is approximately 2 miles north of the City of Poulsbo.

Exhibit B-1: Summary of Surround Areas Current Zoning and Land Use

Surrounding Areas	Current Zoning	Current Land Use	Current Land Use Description
North	RR TTEC	SFR (111); Common area (911)	A 4-acre RR-zoned property to the north is developed with a single-family home (owned by the applicant). The Twelve Trees Employment Center (TTEC) is a business/light industrial park to the north and west of the subject property.
South	RR	Mobile Home (119); SFR (111)	Properties to the south are zoned RR and are of varying size, developed with single-family homes.
West	TTEC	Common area (911)	The TTEC is adjacent to the west side of the property.
East	RR RI	Mobile Home (119); SFR (111); General warehouse (637); Undeveloped land (910)	To the east, on the east side of SR-3, RR-zoned properties are of varying sizes and are developed with single-family homes. Two parcels zoned RI are developed with a light industrial/commercial warehouse building, associated outbuildings, and undeveloped land.

Current Comprehensive Plan and Zoning Designations

The present Comprehensive Plan Map and zoning for the property is Rural Residential (RR).

- **Rural Residential (RR) designation and zoning:** This designation promotes low-density residential development and agricultural activities that are consistent with rural character. It is applied to areas that are relatively unconstrained by environmentally sensitive areas or other significant landscape features. These areas are provided with limited public services. Maximum density is 1 dwelling unit per 5 acres.

Proposed Comprehensive Plan and Zoning Designations

The proposed Comprehensive Plan Map and zoning designation is Rural Industrial (RI), described in the 2024 Comprehensive Plan and in the Kitsap County zoning code:

- **Rural Industrial (RI):** This designation and zone provides for small-scale light industrial, light manufacturing, recycling, mineral processing, and resource-based goods production uses that are compatible with rural character and do not require an urban level of utilities and services. (KCC 17.330.010)
- The RI zone does not permit dwelling, family living such as single family attached, multi family, etc. Caretaker dwellings are permitted.

The following tables compare the existing and proposed zoning designations for selected allowed uses and development standards. See Exhibit B-2 and Exhibit B-3.

Exhibit B-2. Selected Allowed Uses (KCC 17.410.042 and KCC 17.410.444)

Selected Uses	RR (current zoning)	RI (proposed zoning)
Residential Uses & Dwelling, Family Living		
Caretaker dwelling	--	P
Mobile home	P	--
Multiple-family	--	--
Single-family detached	P	--
Single-family attached	C	--
Commercial Uses & Recreation/Cultural Uses		
Nursery, wholesale	P	P
Automobile or recreational vehicle repair	--	P
Day-care center	C	--
Institutional Uses		
Public facilities (greater than 300sf)	ACUP	ACUP
Public facilities (300sf or less)	P	P
School, high school	C	P
Industrial Uses		
Contractor's storage yard	C	ACUP
Food and beverage production	--	P

(up to 9,999sf)		
Food and beverage production (10,000sf or greater)	--	C
Manufacturing and fabrication, light	--	ACUP
Recycling Center	--	C
Storage, indoor ¹	--	ACUP
Storage, outdoor	--	P
Resource		
Aggregate extraction sites	C	C
Agriculture use, primary	P	P
Forestry	P	P
Temporary Uses		
Transitory accommodations, single family residence	P	P

Data obtained Aug 5, 2025

Note 1 – 17.415.520 Storage, Indoor “D. In the rural commercial (RCO) or rural industrial (RI) zone, storage, indoor, must be screened from public view by a twenty-five-foot buffer in order to meet rural compatibility. **The applicant must demonstrate how the storage serves the immediate population.**” (emphasis added)

Exhibit B-3. Selected Development Standard Comparison
(KCC 17.420.052 and KCC 17.420.054)

Density and Dimensions	RR (current zoning)	RI (proposed zoning)
Min. lot size (acre)	5	NA
Min. Lot width (feet)	140	NA
Min. Lot depth (feet)	140	200
Max. height (feet)	35 ¹	35
Max. impervious surface coverage	NA	85%
Setbacks	RR (current zoning)	RI (proposed zoning)
Min. front (feet) ²	50	20
Min. side (feet) ²	20; 5 ft for accessory structures	20, 50 ft when abutting residential zone
Min. rear (feet) ²	20; 5 ft for accessory structures	20, 50 ft when abutting residential zone

- 1-Except for silos and other uninhabited agricultural buildings
- 2-See footnotes in code for exceptions and additional information

PUBLIC COMMENT

Insert comment summary or table from September 2025 comments.

EVALUATION

Site specific reclassification requests to the Comprehensive Plan must be reviewed in

accordance with the criteria outlined in the Kitsap County Code (KCC) Chapter 21.08. Applicable review criteria for site specific reclassification requests are in sections KCC 21.08.070.A and KCC 21.08.070.D.

General Criteria (KCC 21.08.070.A)

A. General. For each proposed amendment to the Comprehensive Plan the review authority, 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;

There has not been a change in circumstances since the adoption of the 2024 Comprehensive Plan. However, because this proposal was initially submitted in 2022, staff also considered whether circumstances had changed since the adoption of the 2016 Comprehensive Plan. *(To be inserted: summary of changes, if any, in the area of this proposed amendment since 2016.)*

This proposal was also considered under Alternative 3 for the 2024 Comprehensive Plan; Alternative 2 was most closely aligned with the BOCC's Preferred Alternative. Alternative 2 indicated that if rural rezones were approved, they should be those that promote limited rural employment opportunities.

The proposal to reclassify the subject property from RR to RI may promote additional rural employment opportunities, as the property could then be developed with rural industrial uses.

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

While this proposal was considered against both the 2016 and 2024 Comprehensive Plans, the analysis within 2024 Comprehensive Plan Update helps inform the analysis here. In the 2024 Final EIS Report, Exhibit 2.5.3-4 (Employment Capacity of Alternatives) shows that the anticipated employment growth rate in the rural zones, across all alternatives, was expected to result in 2,150 additional jobs by 2044, which is consistent with the employment land capacity of the Preferred Alternative. Rural lands analysis is not part of either the Buildable Lands Report or the Land Capacity Analysis.

Of the 124.4 total acres in the RI zone, as of July 2025, 18.6 acres (15%) are undeveloped land.

The Preferred Alternative included UGA expansions adjacent to Olympic View Industrial Park and in West Bremerton to acknowledge potential countywide needs for additional industrial

land. Further, while neither the 2024 Comprehensive Plan update nor other existing studies indicate whether there is an existing unmet need for rural industrial lands, the County expects that an additional 2,150 jobs will be created over the next 20 years, and this redesignation may help toward meeting these employment needs.

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

The development on the property (1994) was before Kitsap County's first Comprehensive Plan under GMA (1998), and the re-designation allows for additional industrial uses, as needed, on an already developed parcel. Additionally, the re-designation supports the 2024 Comprehensive Plan's Economic Development Goal 2: Government operations and regulations. Foster a business-friendly climate through county government operations and regulations and Economic Development Policy 2.4: Encourage full utilization and development of industrial and commercial zoned areas.

Reclassification Request Criteria Evaluation (KCC 21.08.070.D)

D. Site-Specific Amendments. In addition to the findings and conclusions in subsection (A) of this section, a proposed site-specific map amendment may be recommended for approval by the planning commission and may be approved by the board of commissioners if the following findings are made:

1. All Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.

a. The proposed amendment meets concurrency requirements for transportation, sewer and water, and will not result in significant adverse impacts on adopted level of service standards for other public facilities and services, such as police, fire and emergency medical services, park services, and general government services;

The parcel is located on WSDOT SR-3, which has a [Federal Functional Classification](#) (FFC) of Other Principal Arterial. The corridor is one of two main routes in Kitsap County linking it to the Olympic Peninsula and the rest of the Puget Sound region. The corridor predominately serves commuter, freight, and recreational traffic. According to the Washington State Department of Transportation (WSDOT) 2018 [Corridor Sketch Summary](#), based on the projected population, land use, and economic trends, the future function of this corridor is expected to remain the same. According to the applicant's Environmental Checklist, to minimize impact on SR-3, the following policies are proposed:

- Vehicular turning movements entering and exiting the site may be limited to right in, right out.
- Coordinate staff rideshare programs.

According to the applicant's Environmental Checklist, electricity, water, refuse service, and septic system are available at the site. No urban levels of service are expected.

b. The proposed amendment is consistent with the balance of the goals, policies and objectives of the current Kitsap County Comprehensive Plan and reflects the local circumstances of the County;

The proposed zoning amendment supports the following 2024 Comprehensive Plan – Chapter 2 Economic Development Goals:

- Economic Development Goal 2. Government operations and regulations. Foster a business-friendly climate through county government operations and regulations.
 - Economic Development Policy 2.4. Encourage full utilization and development of industrial and commercial zoned areas.
- Economic Development Goal 4. Sustainability. Focus on Kitsap's strengths in building our economy for a healthy and sustainable economic future
 - Economic Development Policy 4.4. Encourage appropriate economic opportunities in rural areas.
- **Land Use Goal 18. Foster rural business.** Foster rural businesses and business opportunities on designated commercial and industrial lands in the rural area while balancing the protection of rural character.
 - Land Use Policy 18.2. Allow or conditionally allow home-based cottage-type businesses and industries in the rural areas that do not negatively affect rural level of service or rural character.

The development on the property (1994) was before Kitsap County's first Comprehensive Plan (1998). Zoning code and regulations will ensure that further development maintains rural character while using rural infrastructure. For example, Chapter 17.415.520 Storage, Indoor D. In the rural commercial (RCO) or rural industrial (RI) zone, storage, indoor, must be screened from public view by a twenty-five-foot buffer in order to meet rural compatibility. The applicant must demonstrate how the storage serves the immediate population.”

c. The subject parcel(s) is suitable for the requested land use designation based upon, but not limited to, access, provision of utilities, consistency with existing and planned uses, environmental constraints and compatibility with the neighborhood;

The reclassification request site is a 5.21-acre parcel developed with a general purpose building currently used for a contractor storage yard, an unpaved driveway and parking area. The remainder of the property is forested. Existing access is from SR-3 and most of the property along SR-3 is fenced. The west side of the property abuts the existing

Twelve Trees Employment Center, which is a light industrial park containing various warehouses and office space. Directly across SR-3 are two properties already zoned RI and contain general warehouse space and undeveloped land. The proposed use will be compatible with these immediately adjacent uses.

The parcel may, however, not be compatible with the use. A Wetland Delineation Report provided by the applicant indicates that a Category III wetland is on the west side of the property. A linear area of high erosion hazard extends through the middle of the property. The property is significantly encumbered by critical areas and buffers.

d. The proposed amendment does not materially affect the land uses and growth projections which are the basis for comprehensive planning, and reflects local circumstances in the county;

The proposed amendment does not materially affect the land uses and growth projections as this property is encumbered by critical areas and buffers, SR-3, and will not impact the industrial use to the west and east of the property.

e. The proposed amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall area of the urban growth area;

According to the applicant's Environmental Checklist, electricity, water, refuse service, and septic system are currently available, and the proposed project would require electricity. No urban services would be required.

f. The proposed amendment is consistent with the GMA, Kitsap County-wide Planning Policy, state and local laws and other applicable inter-jurisdictional policies or agreements.

The redesignation would promote the retention and expansion of an existing business, be compatible with neighboring Twelve Trees Employment Center and Rural Industrial parcels east on the east side of SR 3, and is located on SR 3 – FCC "other principal arterial."

Assess the zoning when the building was built in 1994 (pre 1998 Comp Plan).

Growth Management Act Planning Goals ([RCW 36.70A.020](#)):

(5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas

experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

The applicants will need to follow existing code requirements at the time of the site-use proposal and permitting process. Staff notes that the site is significantly encumbered by critical areas and buffers and notes that the applicant is aware of it as noted in the SEPA Environmental Checklist and Wetland Delineation Report. Vision 2050 – Multicounty Planning Policies (MPP) at MPP-Ec-23, which states, "support economic activity in rural and natural resource areas at a size and scale that is compatible with the long-term integrity and productivity of these lands."

Urban services will not be needed for the redesignation and Rural Industrial (RI) is a compatible use to the neighboring parcels in the Twelve Trees Employment Center and Rural Industrial parcels. This supports Kitsap Countywide Planning Policies (COP) R-3: Establishing and maintaining rural levels of service, and R-4: Conserving small-scale natural resource use in rural areas.

3. Rural Commercial/Industrial and Type III LAMIRD Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.

a. Demonstration of an unmet need for the proposed land use designation in the rural area.

Further, while neither the 2024 Comprehensive Plan update nor other existing studies indicate whether there is an existing unmet need for rural industrial lands, the County expects that an additional 2,150 jobs will be created over the next 20 years, and this redesignation may help toward meeting these employment needs.

b. Demonstration that Kitsap County's rural character will be preserved or unaffected by the change of designation.

There is an existing storage/garage building on the site. The size of the parcel, 5.21 acres, is sufficient to maintain rural character including minimum lot depth and setbacks. According to the applicant's Environmental Checklist, the area of use is already cleared.

c. Demonstration that the proposed designation will principally serve the rural area.

According to the application, the proposed designation will principally serve the rural area by providing industrial space that meets local construction needs essential to Kitsap County's growth, while supporting small contract businesses that strengthen and sustain the rural community.

d. Demonstration that appropriate rural services are available (i.e., water, sewerage, etc.) and that urban services will not be required for the proposed

designation.

According to the application, utilities exist on the site and no expansions will be needed.

e. Demonstration that the proposal is contiguous to existing industrial or commercial zoning. (Exceptions to this policy must demonstrate a unique or exceptional need for the proposed land use designation.)

The site is adjacent to the Twelve Trees Employment Center to the west and north, on the west side of SR-3. Two parcels zoned Rural Industrial are directly east on the east side of SR-3. Other nearby parcels are zoned Rural Residential and are developed with single family homes. The site is approximately two miles north of the City of Poulsbo.

f. Demonstration that the property is sized appropriately for the proposed land use designation.

There is existing commercial/industrial development with a storage/garage on the site. The size of the parcel, 5.21 acres, is sufficient to maintain rural character including minimum lot depth and setbacks. According to the applicant's Environmental Checklist, the area of use is already cleared.

g. Demonstration that there is a lack of appropriately designated and available sites within the vicinity.

Of the 124.4 total acres in the RI zone, as of July 2025, 18.6 acres (15%) are undeveloped land.

CONCLUSION

Findings of Fact

1. **Application.** The applicant, Humberto Moran, owner of the subject property, and representative, Kathy Cloninger, submitted the application to Kitsap County on June 15, 2022.
2. **Request.** The applicant seeks a Comprehensive Plan Amendment to change the current zoning of one parcel from RR to RI.
3. **Location.** The parcel is located along SR-3.
4. **Surroundings use.** The parcel surrounded by parcels in Twelve Trees Employment Center, single family and mobile homes, light industrial/commercial warehouse building and outbuildings, and undeveloped land.
5. **Current use** The subject property has a shed/garage constructed in 1994.
6. **Adjacent zoning.** Adjacent properties are zoned Twelve Trees Employment Center, Rural Residential, and Rural Industrial.
7. **Road type.** The property is located on SR-3, a state highway.

8. **Critical areas.** A wetland delineation report provided by the applicant indicates that a Category III wetland is on the west side of the property. The Building Limitations – Critical Areas Map shows a linear area of high erosion hazard extends through the middle of the property.
9. **Rural services.** Proposed development would be required to be consistent with rural levels of service.
10. **Proposal specific issues.**
 - a. The applicant also owns the property to the north with an open code violation compliance case, and no permits for development were issued on the subject parcel.
 - b. If the current application is approved, the property to the north would become a RR zone island.

Conclusion of Law

Approval/Denial (in progress)

The requested Comprehensive Plan Amendment to rezone the subject property from Rural Residential (RR) to Rural Industrial (RI) is consistent with the Growth Management Act, Kitsap Countywide Planning Policies, and the Kitsap County Comprehensive Plan to the extent that it supports clustering rural employment near existing industrial centers. The site is located directly on SR-3, a state highway capable of accommodating rural industrial traffic, and is adjacent to the Twelve Trees Employment Center and other Rural Industrial zoning.

Adjacent zoning includes Rural Residential, Rural Industrial, and Employment Center designations. While the proposed change is generally compatible with surrounding development patterns, approval of the rezone would create a RR-zoned “island” to the north, contrary to sound land use policy and comprehensive planning principles. This issue can be resolved through concurrent rezoning of the applicant’s adjacent northern parcel, which is under common ownership, though it would also result in making the existing single-family dwelling a nonconforming use.

The applicant’s adjacent property to the north is subject to an open code compliance case, and no development permits have been issued for the parcel proposed for rezoning.

Tentative Recommendation

In general, a reclassification of this parcel from RR to RI can be supported due to its proximity to existing industrial uses located at Twelve Trees and on the east side of SR-3, and its direct access onto a state highway. Staff notes, however, that it appears this rezone would make conforming a commercial use on the subject property that is not currently allowed in the RR zone.

Staff also notes that if the parcel is reclassified to RI, this action will cause the adjacent property to the north to become an RR “zoning island”. The north property has not been requested to be rezoned. However, staff recommends that the Planning Commission consider whether the north property should be reclassified to RI along with this property. Rezoning the northern parcel would be consistent with the zoning of surrounding properties and with the comprehensive plan but would make the single-family residence nonconforming and that use is not allowed in the RI zone.

At this time staff has no recommendation regarding the adjacent property to the north.

DRAFT

ATTACHMENTS

Attachment B-1 – 2023 Aerial Imagery Map

Attachment B-2: Building Limitations – Critical Areas Map

Attachment B-3: Current Land Use Map

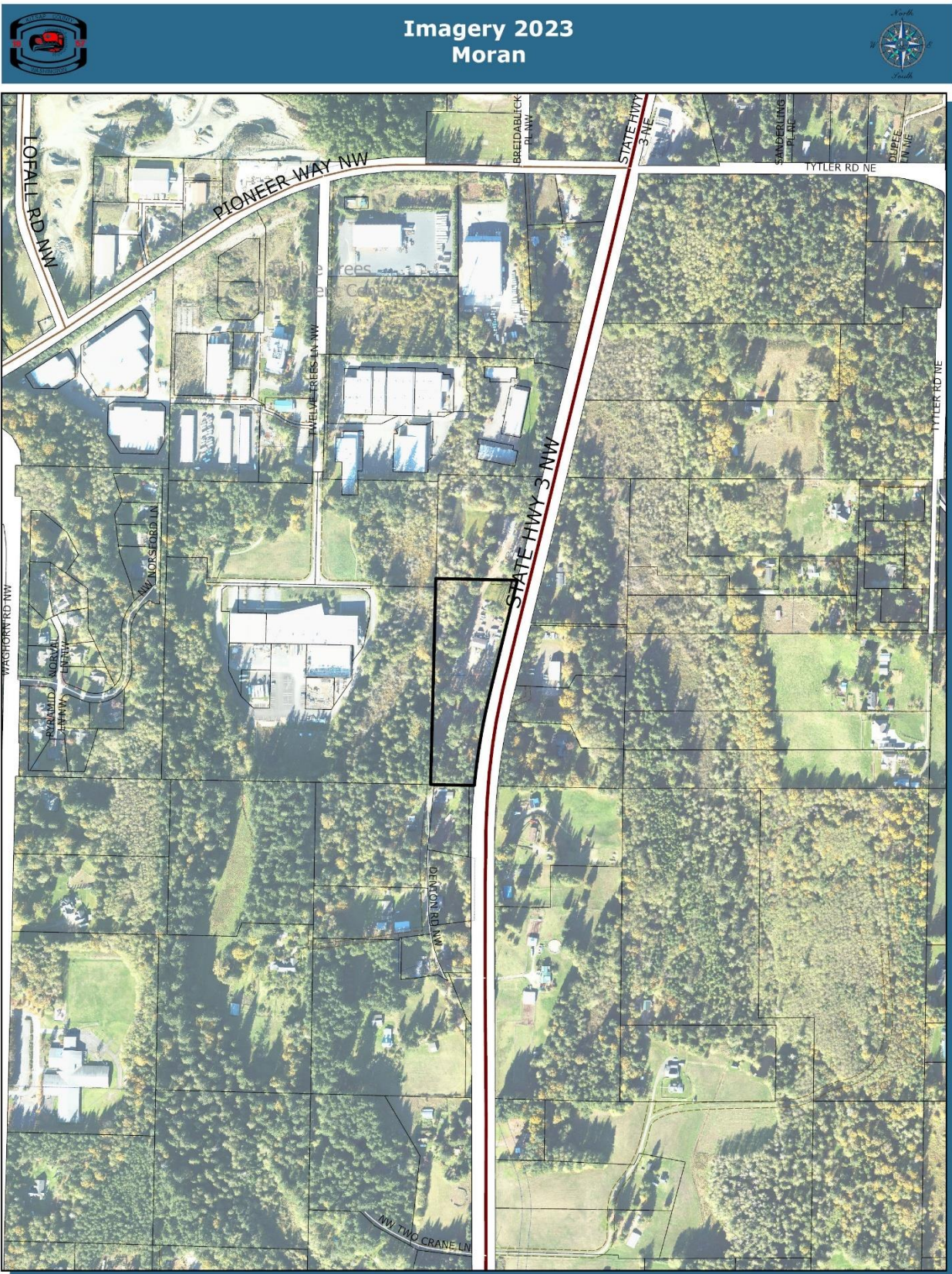
Attachment B-4: Current Land Use Photo(s)

Attachment B-5: Current Zoning

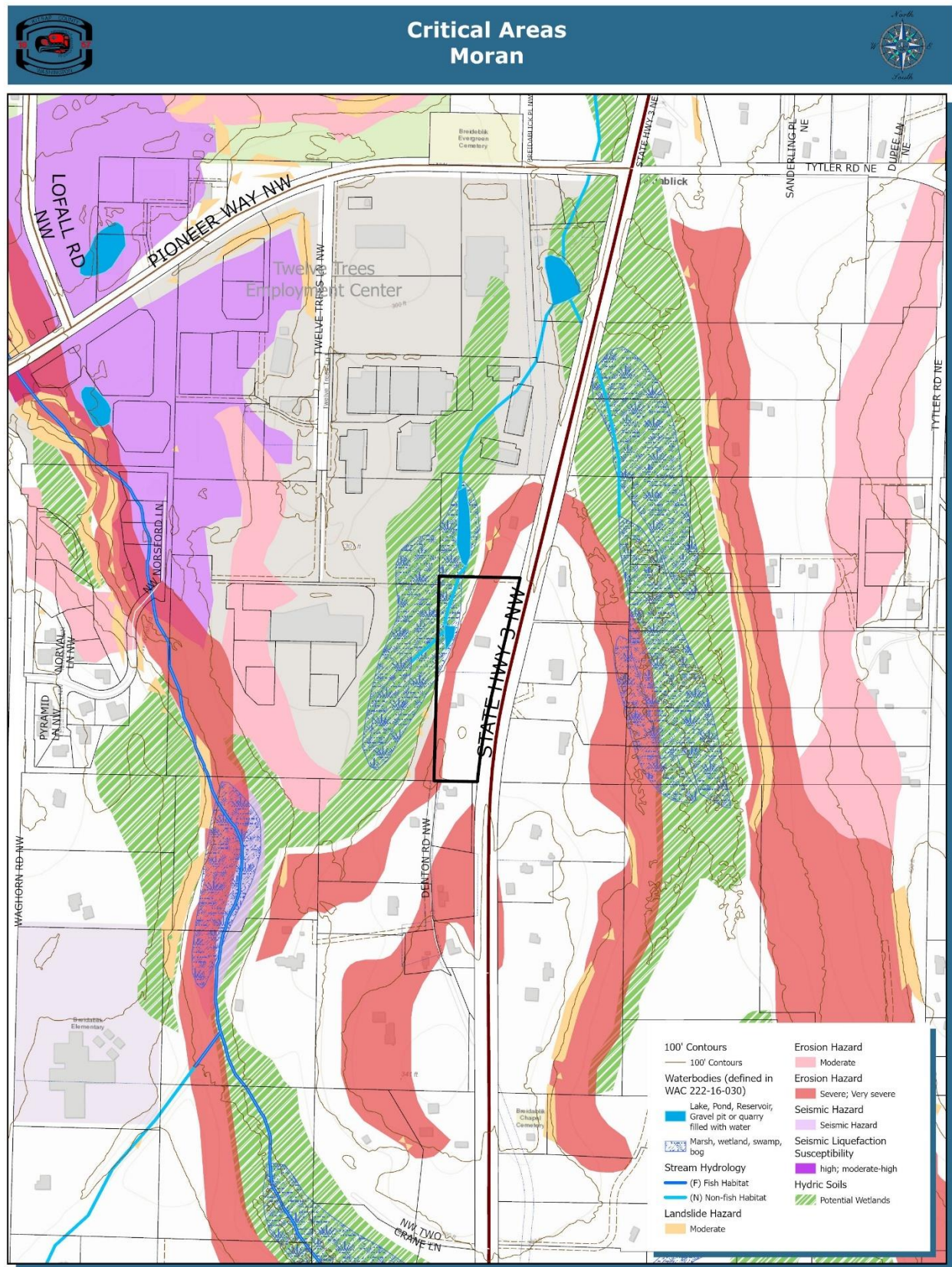
Attachment B-6: Proposed Zoning

DRAFT

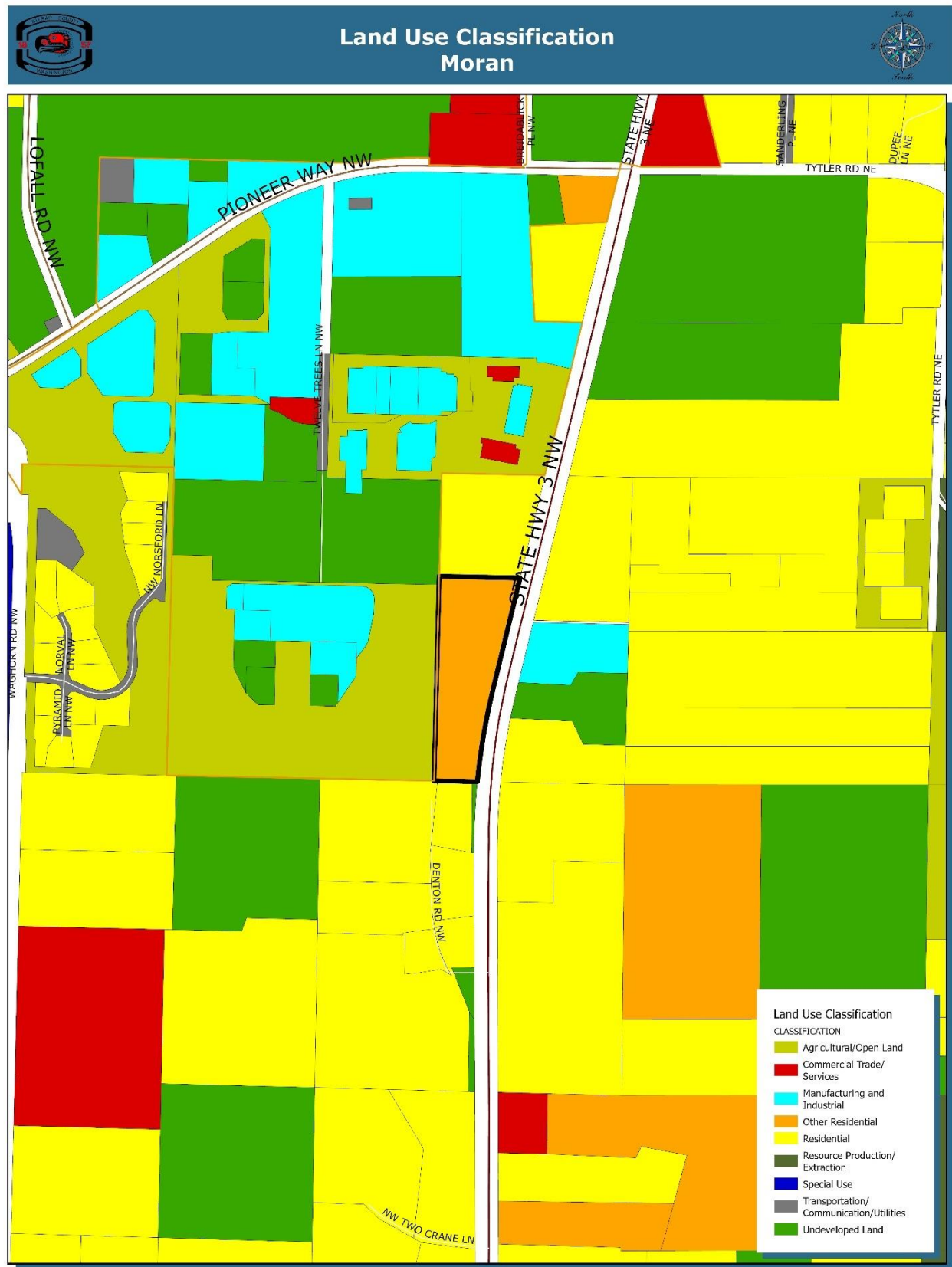
Attachment B-1: 2023 Aerial Imagery Map



Attachment B-2: Building Limitations – Critical Areas Map



Attachment B-3: Current Land Use and Development Map

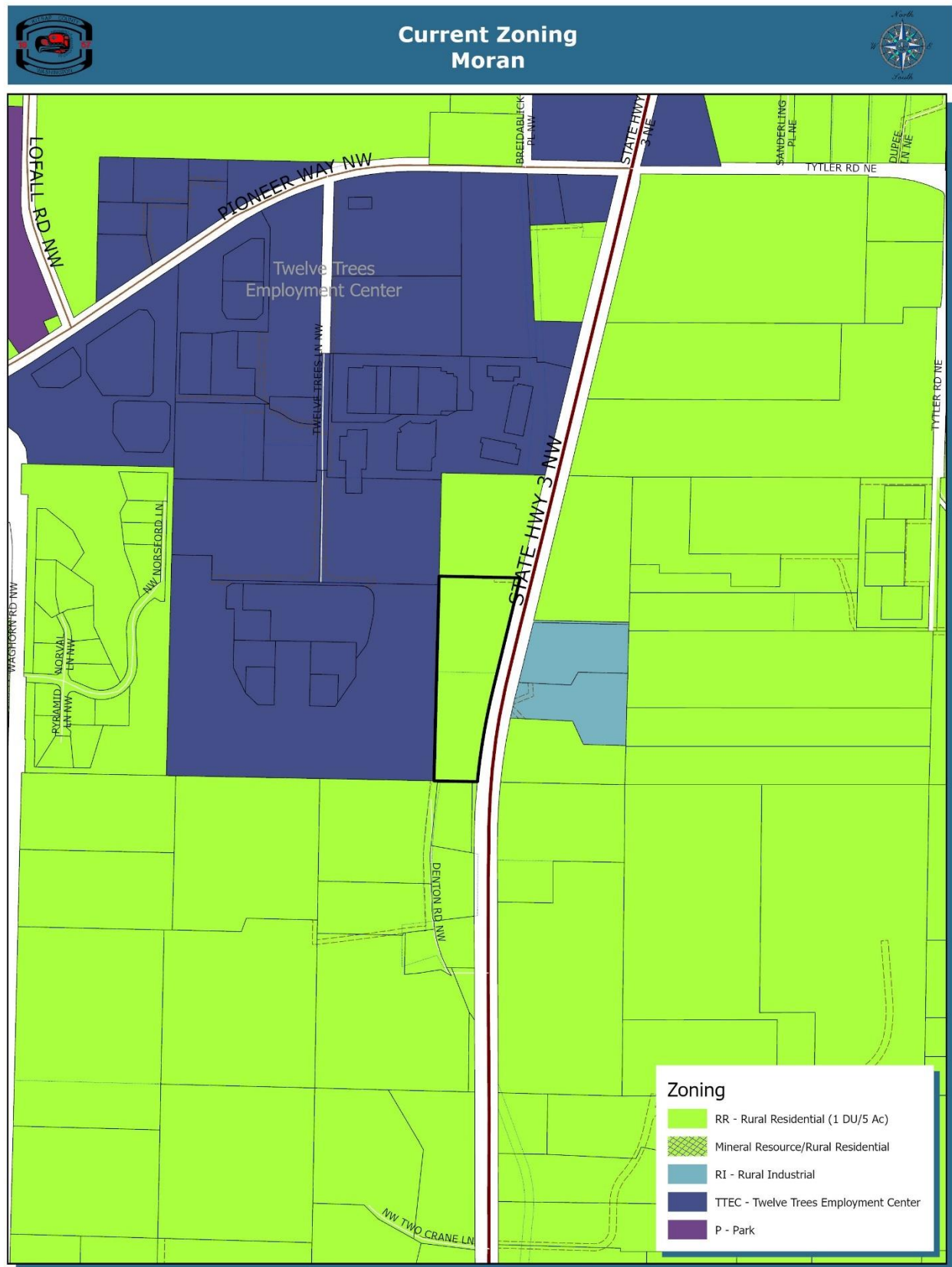


Attachment B-4: Current Land Use Photo(s)

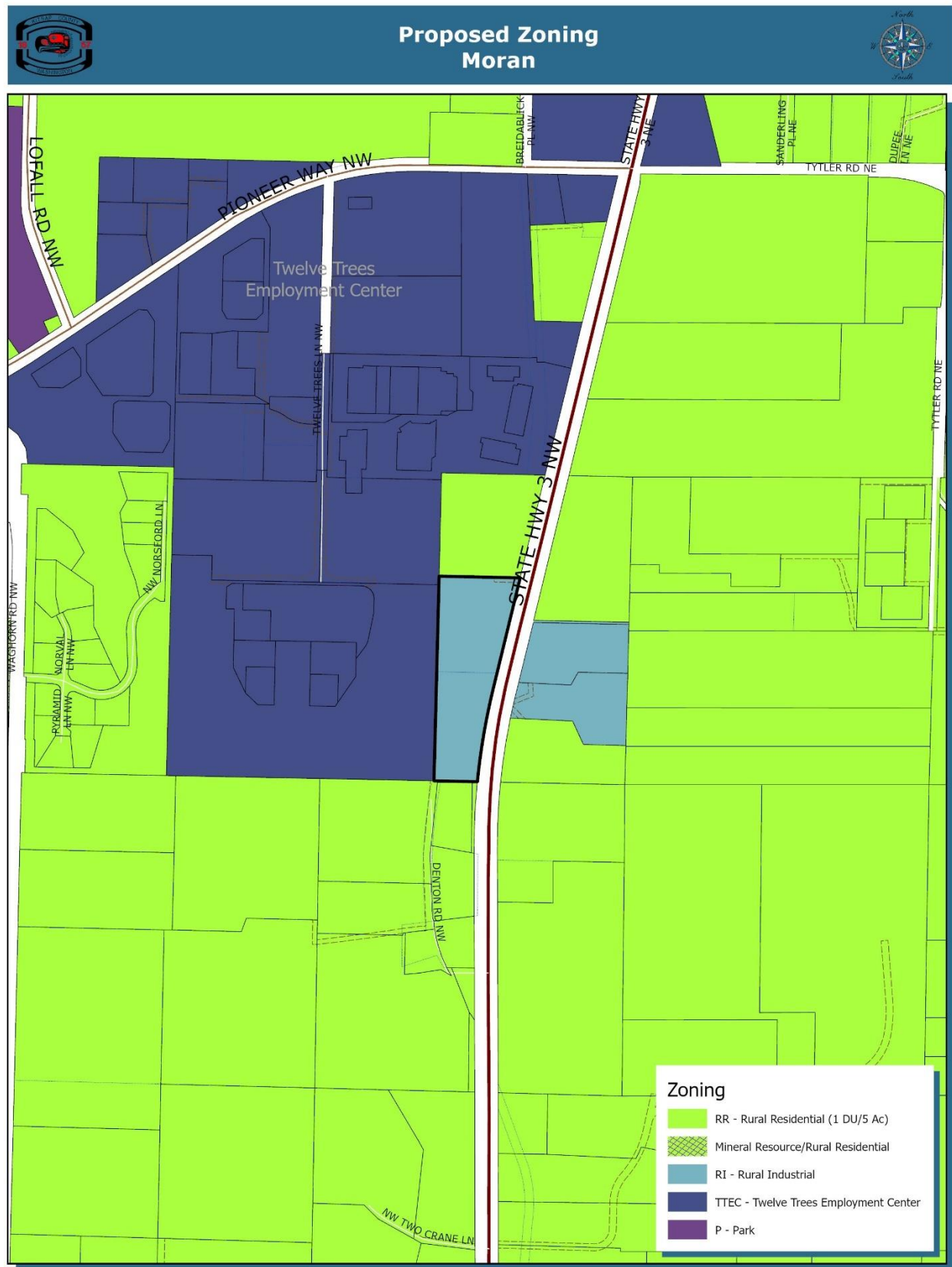
MORAN'S COMP PLAN AMENDMENT PICTURE 1. ENTRANCE 2. EXISTING FENCE 3. DRIVEWAY EXIT.



Attachment B-5: Current Zoning



Attachment B-6: Proposed Zoning



C. APP-ID: 66 STOKES/CAMPBELL

APPLICATION INFORMATION

1. **Applicant Names:** Jeff Stokes and Craig Campbell (Owners), Bill Palmer (Representative)
2. **Taxpayers:** Jeffrey Stokes (east properties), Craig & Kathryn Campbell (west properties)
3. **Parcel Numbers:** 242301-2-005-2001, 242301-2-011-2003, 242301-2-024-2008, 242301-2-025-2007, 242301-2-037-2003
4. **Address or Location Information:** 1961 SE Mullenix Road, Port Orchard, WA, 98367
5. **District:** South Kitsap
6. **Current Land Use:** 910 - Undeveloped Land; 119 - Mobile Home; 111 - Single Family Residential
7. **Buildings & Improvements:** Manufactured Home (Year Built: 1968, Size: 800sf)
8. **Current Comprehensive Plan Map Designation:** Rural Protection
9. **Proposed Comprehensive Plan Map Designation:** Rural Commercial
10. **Current Zoning:** Rural Protection
11. **Proposed Zoning:** Rural Commercial
12. **Total Lot Area / Size:** 7.66 acres
13. **2024 Comprehensive Plan Alternative:** Included as part of the 2024 Comprehensive Plan Update Draft and Final Environmental Impact Statement (EIS) Alternative 2 and Alternative 3.

Submitted Application Materials

Date	Description
09/15/2022	Request application
04/10/2025	Additional information form
04/10/2025	Environmental check list
Not Received	Notarized signature of one or more owners

Application Request

The applicant seeks a reclassification to the Comprehensive Plan Land Use and Zoning Maps for the subject properties to rezone from Rural Protection (RP) to Rural Commercial (RCO).

BACKGROUND

The site is five parcels that total 7.66 acres in size, under the ownership of two parties. There is a single-family residence on one parcel and a mobile home on another parcel, with the remainder of the site being forested. Access is from SE Mullenix Rd. The largest parcel (242301-2-037-2003) and the northeast parcel (242301-2-024-2008) are heavily encumbered by critical areas. Burley Creek, a Type F stream, runs through these properties within a mapped wetland corridor. Areas of seismic and geologic hazards are on three of the five properties.

Permits and Code Compliance

- 2006 – Reclassification Request (#112) - Denied.
 - Subject parcel is not located within a water or sewer service district. Almost a third of the site appears to be constrained by a wetland and its buffer. Surrounding uses consist of residential, undeveloped and one stand alone commercial parcel to the south. The parcels are designated Rural Protection and are about one-half mile from the POSK preferred alternative boundary.
- 2009 – Permit # 09-65996 “Comp Plan Amendment – Site Specific” Application. Denied
- 2015 – Permit # 15 00741 “Comp Plan Amendment – Site Specific” Application. Denied/Withdrawn
- No code violation records found in search of DCD records.

Surround Zoning and Land Use

Immediately to the south, on the south side of the intersection of SE Mullenix Rd and SR-16, there are several Rural Industrial zoned parcels developed with a market, gas station, park and ride, and car repair center. Other parcels to the south and west are zoned Rural Preservation and are developed with single family residences. On the east side of SR-16, properties are zoned Rural Residential and are developed with single family uses. A mini-warehouse center on RI-zoned property is approximately 0.25 mile to the north on the east side of SR-16. The site is approximately 0.9 mile south of the Port Orchard UGA.

Exhibit C-1: Summary of Surround Areas Current Zoning and Land Use

Surrounding Areas	Current Zoning	Current Land Use	Current Land Use Description
North	RP	SFR (111); Undeveloped land (910)	RP-zoned properties to the north, south of SE Cashmere St, are approximately 1-8 acres in size and are vacant or developed with single-family residences.
South	RP RI	Undeveloped land (910); Mobile Home (119); SFR (111); Parking (460);	RP-zoned properties to the south, on the south side of SE Mullenix Rd, are approximately 0.6 to 2.5 acres in size, and are vacant or developed with a mobile home or single-family residences. The Mullenix Market, a shell gas station, and a car repair center are on several RI-zoned parcels on the southwest side of the intersection of SE Mullenix Rd and SR-16. The Mullenix Park and Ride is on the southeast side of this intersection in RR-zone.
West	RP	SFR (111); Sheds and garages (183)	RP-zone properties to the west, on the east side of Bethel-Burley Road SE, are approximately 1-8 acres in size and developed with single-family residences and a

			shed/garage.
East	RR	SFR (111); Repair Service (640); Mini-warehouse (638); Sheds and Garages (183); Undeveloped Land (910)	This designation occurs on the east side of SR-16, east of the subject site. The Stokes Auction company is located here on several adjoining RR-zoned parcels. There are also nearby vacant RR properties and single-family homes on RR lots of varying sizes. Further north of the site, on the east side of SE-16, there is an RR-zoned WSDOT Maintenance HQ and office and RI-zoned area with mini-storage facility.

Current Comprehensive Plan and Zoning Designations

The present Comprehensive Plan Map and zoning for the property is Rural Protection (RP).

Rural Protection (RP) designation and zoning: This zone promotes low-density rural development and agricultural activities that are consistent with rural character and protects environmental features such as significant visual, historical and natural features, wildlife corridors, steep slopes, wetlands, streams and adjacent critical areas.

Proposed Comprehensive Plan and Zoning Designations

As described in the current Comprehensive Plan, the proposed land use and zoning designation is Rural Commercial (RCO), described the same in the Comprehensive Plan and in the Kitsap County zoning code:

- **Rural Commercial (RCO):** The intent and function of the rural commercial zone is to permit the location of small-scale commercial retail businesses and personal services which serve a limited service area and rural population outside established UGAs. The rural commercial zone permits small-scale retail, sales and services located along county roads on small parcels that serve the immediate rural residential population. Rural businesses, which serve the immediate rural population, may be located at crossroads of county roads, state routes, and major arterials.
- The RCO zone does not permit dwelling, family living such as single family attached, multi family, etc. Caretaker dwellings are permitted.

The following tables compare the existing and proposed zoning designations for selected allowed uses and development standards. See Exhibit C-2 and Exhibit C-3.

Exhibit C-2. Selected Allowed Uses (KCC 17.410.042 and 17.410.044)

Selected Uses	RP (current zoning)	RCO (proposed zoning)
Residential Uses & Dwelling, Family Living		
Caretaker dwelling	--	P
Mobile home	P	--
Multiple-family	--	--

Single-family detached	P	--
Single-family attached	C	--
Commercial Uses & Recreation/Cultural Uses		
Nursery, wholesale	P	P
Automobile or recreational vehicle repair	--	P
Day-care center	C	ACUP
Institutional Uses		
Public facilities (greater than 300sf)	ACUP	ACUP
Public facilities (300sf or less)	P	P
School, high school	C	ACUP
Industrial Uses		
Contractor's storage yard	C	--
Food and beverage production (up to 9,999sf)	--	C
Food and beverage production (10,000sf or greater)	--	C
Manufacturing and fabrication, light	--	--
Recycling Center	--	C
Storage, indoor ¹	--	C
Storage, outdoor	--	C
Resource		
Aggregate extraction sites	C	C
Agriculture use, primary	P	--
Forestry	P	P
Temporary Uses		
Transitory accommodations, single family residence	P	P

Data obtained Aug 8, 2025

Note 1 – 17.415.520 Storage, Indoor “D. In the rural commercial (RCO) or rural industrial (RI) zone, storage, indoor, must be screened from public view by a twenty-five-foot buffer in order to meet rural compatibility. **The applicant must demonstrate how the storage serves the immediate population.**” (emphasis added)

Exhibit C-3. Selected Development Standard Comparison (KCC 17.420.052 and 17.420.054)

Density and Dimensions	RP (current zoning)	RCO (proposed zoning)
Min. lot size (acre)	10	NA
Min. Lot width (feet)	140	NA
Min. Lot depth (feet)	140	NA
Max. height (feet)	35 ¹	35
Max. impervious surface coverage	NA	85%
Setbacks	RP (current zoning)	RCO (proposed zoning)
Min. front (feet) ²	50	20

Min. side (feet) ²	20; 5 ft for accessory structures	20, 50 ft when abutting residential zone
Min. rear (feet) ²	20; 5 ft for accessory structures	20, 50 ft when abutting residential zone

- 1-Except for silos and other uninhabited agricultural buildings
- 2-See footnotes in code for exceptions and additional information

PUBLIC COMMENT

Insert comment summary or table from September 2025 comments.

EVALUATION

Site specific reclassification requests to the Comprehensive Plan must be reviewed in accordance with the criteria outlined in the Kitsap County Code (KCC) Chapter 21.08. Applicable review criteria for site specific reclassification requests are in sections KCC 21.08.070.A and KCC 21.08.070.D.

General Criteria (KCC 21.08.070.A)

A. General. For each proposed amendment to the Comprehensive Plan the review authority, 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;

There has not been a change in circumstances since the adoption of the 2024 Comprehensive Plan. However, because this proposal was initially submitted in 2022, staff also considered whether circumstances had changed since the adoption of the 2016 Comprehensive Plan. *(To be inserted: summary of changes, if any, in the area of this proposed amendment since 2016.)*

This proposal was also considered under Alternative 2 and Alternative 3 for the 2024 Comprehensive Plan; Alternative 2 was most closely aligned with the BOCC's Preferred Alternative. Alternative 2 indicated that if rural rezones were approved, they should be those that promote limited rural employment opportunities.

The proposal to reclassify the subject property from RR to RCO may promote additional rural employment opportunities, as the property could then be developed with rural commercial uses.

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

While this proposal was considered against both the 2016 and 2024 Comprehensive Plans, the analysis within 2024 Comprehensive Plan Update helps inform the analysis here. In the 2024 Final EIS Report, Exhibit 2.5.3-4 (Employment Capacity of Alternatives) shows that the anticipated employment growth rate in the rural zones, across all alternatives, was expected to result in 2,150 additional jobs by 2044, which is consistent with the employment land capacity of the Preferred Alternative. Rural lands analysis is not part of either the Buildable Lands Report or the Land Capacity Analysis.

Of the total 182.1 acres in the RCO zone, as of August 2025, 29.9 acres (16%) are undeveloped land, and 22% are in residential land use.

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

The properties are encumbered by critical areas and buffers, particularly the largest property (Assessor's Tax ID No. 242301-2-037-2003). Burley Creek, a fish-bearing stream, runs through this property within a mapped wetland corridor. There is also an area of high erosion hazard on the three northernmost properties. The purpose of the RP designation is to protect environmental features such as "wildlife corridors, steep slopes, wetlands, streams and adjacent critical areas." Given the significant critical area encumbrances on the site, and the County's policies that direct protection of critical areas, watersheds, and habitat ecosystems, the existing designation of RP is appropriate.

A reclassification of the property for a more intense use may result in incompatible adjacent land uses, impact critical areas and buffers, and encourage other nearby properties to request conversion from RP or RR. Additionally, the proposed reclassification would increase commercial land in the rural area beyond that necessary to meet the Comprehensive Plan's employment growth target and would direct additional development into the rural area.

The properties are located at the intersection of SR-16 off ramp and SE Mullenix Rd with a gas station and convenience store south of SE Mullenix Rd and a Park & Ride lot southeast of the properties and the intersection.

The proposed amendment does not materially affect the land uses and growth projections as this property is significantly encumbered by critical areas and buffers. The proposed reclassification will not affect the existing industrial use to the south or the park and ride to the southeast.

The re-designation may support the 2024 Comprehensive Plan Economic Development Goal 2: Government operations and regulations. Foster a business-friendly climate through county government operations and regulations and Economic Development Policy 2.4: Encourage full utilization and development of industrial and commercial zoned areas because of the close

proximately to a state highway, the industrial zone to the south, and transportation use to the southeast.

Reclassification Request Criteria Evaluation (KCC 21.08.070.D)

D. Site-Specific Amendments. In addition to the findings and conclusions in subsection (A) of this section, a proposed site-specific map amendment may be recommended for approval by the planning commission and may be approved by the board of commissioners if the following findings are made:

1. All Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.

a. The proposed amendment meets concurrency requirements for transportation, sewer and water, and will not result in significant adverse impacts on adopted level of service standards for other public facilities and services, such as police, fire and emergency medical services, park services, and general government services;

The parcel is located on WSDOT SR-16, which as a [Federal Functional Classification](#) (FFC) Urban Other Freeways/Expressways. SR-16 connects Pierce and Kitsap counties and is the primary north-south route connecting Tacoma with the Olympic Peninsula, and the urban centers of Bremerton and Port Orchard. The corridor serves a variety of traffic needs, commuter trips, recreational excursions, shopping, and freight. According to the Washington State Department of Transportation (WSDOT) 2018 [Corridor Sketch Summary](#), based on the projected population, land use, and economic trends, the future function of this corridor is expected to remain the same.

According to the applicant's Environmental Checklist, public water is available to the site from Washinton Water Co., and the site would be developed with on-site septic systems at the time of a site development proposal.

b. The proposed amendment is consistent with the balance of the goals, policies and objectives of the current Kitsap County Comprehensive Plan and reflects the local circumstances of the County;

The proposed zoning amendment supports the following 2024 Comprehensive Plan – Chapter 2 Economic Development Goals:

- Economic Development Goal 2. Government operations and regulations. Foster a business-friendly climate through county government operations and regulations.
 - Economic Development Policy 2.4. Encourage full utilization and development of industrial and commercial zoned areas.
- Economic Development Goal 4. Sustainability. Focus on Kitsap's strengths in building our economy for a healthy and sustainable economic future

- Economic Development Policy 4.4. Encourage appropriate economic opportunities in rural areas.
- **Land Use Goal 18. Foster rural business.** Foster rural businesses and business opportunities on designated commercial and industrial lands in the rural area while balancing the protection of rural character.
 - Land Use Policy 18.2. Allow or conditionally allow home-based cottage-type businesses and industries in the rural areas that do not negatively affect rural level of service or rural character.

The gas station and convenience store were developed in 2019/2021, and the park and ride lot located southeast of the parcels was paved in 1999.

Currently the western parcels of the reclassification request application are developed with residential development near critical areas. Redevelopment of the parcels would be required to comply with the current critical area ordinance and other Kitsap County Code standards.

Zoning regulations will ensure that further development maintains rural character while using rural infrastructure. Per the applicant information provided, Burley Creek and its required buffer will provide an effective naturally vegetated area to screen and minimize potential conflicts.

c. The subject parcel(s) is suitable for the requested land use designation based upon, but not limited to, access, provision of utilities, consistency with existing and planned uses, environmental constraints and compatibility with the neighborhood;

Immediately to the south, on the south side of the intersection of SE Mullenix Rd and SR-16, there are several Rural Industrial zoned parcels developed with a market, gas station, park and ride, and car repair center. Other parcels to the south and west are zoned Rural Preservation and are developed with single family residences. On the east side of SR-16, properties are zoned Rural Residential and are developed with single family uses. A mini-warehouse center on RI-zoned property is approximately 0.25 mile to the north on the east side of SR-16. The site is approximately 0.9 mile south of the Port Orchard UGA.

The close proximity of RI-zoned property, and access from a state highway, is compatible with a more intense land use on this property.

Three of the five parcels are significantly encumbered by critical areas and buffers. It is unknown how much of the property will be subject to critical area and buffer development constraints. Redevelopment of the parcels would be required to comply with the current critical area ordinance and other Kitsap County Code standards.

There is a concern that these environmental constraints will limit the development and/or the development would need buffer reductions to create viable commercial uses. There will be more developable area with aggregation of parcels.

Additionally, in particular, the northeastern parcel presents a substantial environmental constraint, making it unsuitable for commercial rezoning. Removing this parcel from the proposal would improve overall consistency with the County's critical areas policies and preserve important environmental resources.

d. The proposed amendment does not materially affect the land uses and growth projections which are the basis for comprehensive planning, and reflects local circumstances in the county;

The proposed amendment does not materially affect the land uses and growth projections as this property is significantly encumbered by critical areas and buffers. The proposed reclassification will not affect the existing industrial use to the south or the park and ride to the southeast.

e. The proposed amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall area of the urban growth area;

Per the applicant's Environmental Checklist, public water is available to the site from Washington Water Co. and the site will be developed with on-site septic systems to be designed at the time of a site development. No urban services will be needed to serve the uses allowed in the zone.

f. The proposed amendment is consistent with the GMA, Kitsap County-wide Planning Policy, state and local laws and other applicable inter-jurisdictional policies or agreements.

Growth Management Act Planning Goals ([RCW 36.70A.020](#))

(5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

The redesignation would promote new business and be compatible with the intersection of SR-16 SE and SE Mullenix Rd, the gas station and convenience store south of SE Mullenix Rd, and the park & ride lot southeast of the properties and the intersection.

Vision 2050 – Multicounty Planning Policies ([MPP](#))

MPP-Ec-23 Support economic activity in rural and natural resource areas at a size and scale that is compatible with the long-term integrity and productivity of these lands.

The applicant will need to follow existing code requirements at the time of the site-use proposal and permitting process. Staff notes that the site is heavily encumbered by critical areas and notes that the applicants are aware of it as noted in the SEPA Environmental Checklist.

Kitsap Countywide Planning Policies ([CPP](#))

R-3 Establishing and maintaining rural levels of service

R-4 Conserving small-scale natural resource use in rural areas

Urban services will not be needed for the redesignation and Rural Industrial (RI) is a compatible use with the intersection of SR-16 off ramp and SE Mullenix Rd, the gas station and convenience store south of SE Mullenix Rd, and the park & ride lot southeast of the properties and the intersection.

3. Rural Commercial/Industrial and Type III LAMIRD Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.

a. Demonstration of an unmet need for the proposed land use designation in the rural area.

Although neither the 2024 Comprehensive Plan update nor other existing studies indicate whether there is an existing unmet need for rural industrial lands, the County expects that an additional 2,150 jobs will be created over the next 20 years, and this redesignation may help toward meeting these employment needs.

b. Demonstration that Kitsap County's rural character will be preserved or unaffected by the change of designation.

The applicant will need to follow existing code requirements at the time of the site-use proposal and permitting process. Staff notes that the site is heavily encumbered by critical areas and notes that the applicants are aware of it as noted in the SEPA Environmental Checklist.

Per the application, Burley Creek and its required buffer will provide an effective naturally vegetated area to screen and minimize potential conflicts. Furthermore, Burley Creek will serve as a barrier to further expansion of Rural Commercial or Rural Industrial zoning in the area.

c. Demonstration that the proposed designation will principally serve the rural

area.

The applicant has stated that over 25,000 people live within a five-mile radius of the Mullenix–SR-16 interchange, which demonstrates that the proposed designation will principally serve the rural area by meeting the needs of this established rural population and supporting nearby rural businesses and services.

d. Demonstration that appropriate rural services are available (i.e., water, sewerage, etc.) and that urban services will not be required for the proposed designation.

Per the applicant's Environmental Checklist, public water is available to the site from Washington Water Co. The site will be developed with on-site septic systems to be designed at the time of a site development proposal.

Per the application, there will be no demand for urban facilities and urban services.

e. Demonstration that the proposal is contiguous to existing industrial or commercial zoning. (Exceptions to this policy must demonstrate a unique or exceptional need for the proposed land use designation.)

Immediately to the south, on the south side of the intersection of SE Mullenix Rd and SR-16, there are several Rural Industrial zoned parcels developed with a market, gas station, park and ride, and car repair center. Other parcels to the south and west are zoned Rural Preservation and are developed with single family residences. On the east side of SR-16, properties are zoned Rural Residential and are developed with single family uses. A mini-warehouse center on RI-zoned property is approximately 0.25 mile to the north on the east side of SR-16. The site is approximately 0.9 mile south of the Port Orchard UGA.

Three of the five parcels are significantly encumbered by critical areas and buffers. It is unknown how much of the property will be subject to critical area and buffer development constraints. Redevelopment of the parcels would comply with the current critical area ordinance and other Kitsap County Code standards.

f. Demonstration that the property is sized appropriately for the proposed land use designation.

The applicant will need to follow existing code requirements at the time of the site-use proposal and permitting process. Staff notes that the site is heavily encumbered by critical areas and notes that the applicants are aware of it as noted in the SEPA Environmental Checklist. There is a concern that these environmental constraints will limit the development and/or the development would need buffer reductions to create viable commercial uses.

Per the application, Burley Creek and its required buffer will provide an effective naturally vegetated area to screen and minimize potential conflicts. Furthermore, Burley Creek will serve as a barrier to further expansion of Rural Commercial or Rural Industrial zoning in the area.

g. Demonstration that there is a lack of appropriately designated and available sites within the vicinity.

In the RCO zone, as of August 2025, 29.9 acres (16%) are undeveloped land, and 22% are in residential land use, of the total 182.1 acres in the RCO zone.

CONCLUSION

Findings of Fact

1. **Application.** The applicants, Jeff Stokes and Craig Cambell, owners of the subject properties, and representative, William Palmer, submitted the application to Kitsap County on June 15, 2022.
2. **Request.** The applicant seeks a Comprehensive Plan Amendment to change the current zoning of five parcels from RP to RCO.
3. **Location.** The parcels are located along SE Mullenix Rd.
4. **Surroundings use.** The parcels are surrounded by SR-16, gas station and convenience store, park and ride lot, and single-family residences.
5. **Current Use.** The subject properties currently have a single-family residence and a mobile home on separate parcels, and the remaining is forested.
6. **Adjacent zoning.** Adjacent properties are zoned Rural Protected, Rural Industrial, and Rural Residential.
7. **Road Type.** The property is located on SE Mullinix Road, a county road, and adjunct to SR-16, a state highway.
8. **Critical Areas.** The Building Limitations – Critical Areas Map shows the southeast and large northeast parcel are heavily encumbered by critical areas. Burley Creek, a Type F Streams runs through these properties within a mapped wetland corridor. Areas of seismic and geologic hazards are on three of the five properties.
9. **Rural Services.** Proposed development would be required to be consistent with rural levels of service.

Conclusion of Law

Approval/Denial (in progress)

The application has been evaluated for consistency with the Washington State Growth Management Act (GMA), Kitsap Countywide Planning Policies, and the Kitsap County Comprehensive Plan. The applicants request a Comprehensive Plan Amendment and rezone of five parcels from Rural Protection (RP) to Rural Commercial (RCO) zoning.

The subject properties are located along SE Mullenix Road, adjacent to SR-16, and surrounded by a mix of rural commercial, industrial, and residential uses. The area includes a gas station, convenience store, park-and-ride facility, and rural homes, which generally support the intent of the RCO designation when applied in a limited, rural-serving capacity.

However, critical area constraints significantly limit the developability of some of the parcels. The northeast parcel and parts of the southeastern parcel are heavily encumbered by mapped wetlands, Burley Creek (a Type F stream), and areas of seismic and geologic hazards.

In particular, the northeastern parcel presents a substantial environmental constraint, making it unsuitable for commercial rezoning. Removing this parcel from the proposal would improve overall consistency with the County's critical areas policies and preserve important environmental resources.

To improve the potential for meaningful development under the RCO designation, aggregation of the remaining parcels is advisable. Consolidating parcels would increase the usable area by removing individual lot line setbacks, minimize fragmented development, and support more efficient use of infrastructure consistent with rural service levels.

Tentative Recommendation

Based on the Findings of Fact and the Conclusion of Law, staff recommends **conditional approval** of the requested Comprehensive Plan Amendment and rezone of the subject properties from RP to RCO, APP-ID STOKES/CAMPBELL, with the following conditions:

1. **Removal of Northeastern Parcel:** The northeastern parcel (242301-2-024-2008), due to its heavy encumbrance by wetlands, stream corridors, and geologic hazards, shall be **removed** from the rezone request.
2. **Advisory – Parcel Aggregation:** Staff strongly **advises aggregation** of the remaining parcels to create a more functional and buildable area that supports cohesive site planning and efficient infrastructure use. While not a formal requirement of the rezone, this measure would enhance development feasibility.

ATTACHMENTS

Attachment C-1 – 2023 Aerial Imagery Map

Attachment C-2: Building Limitations – Critical Areas Map

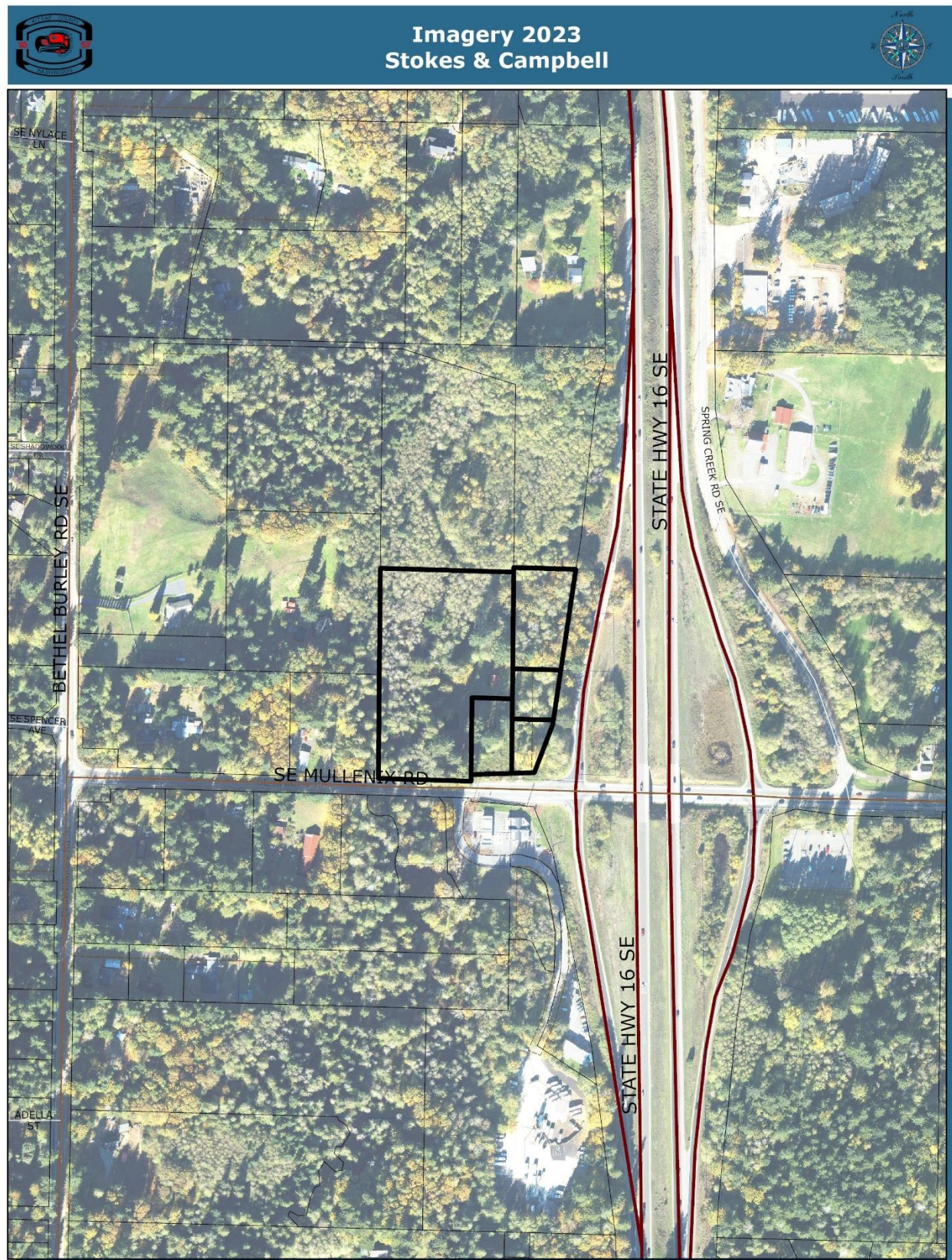
Attachment C-3: Current Land Use Map

Attachment C-4: Current Zoning

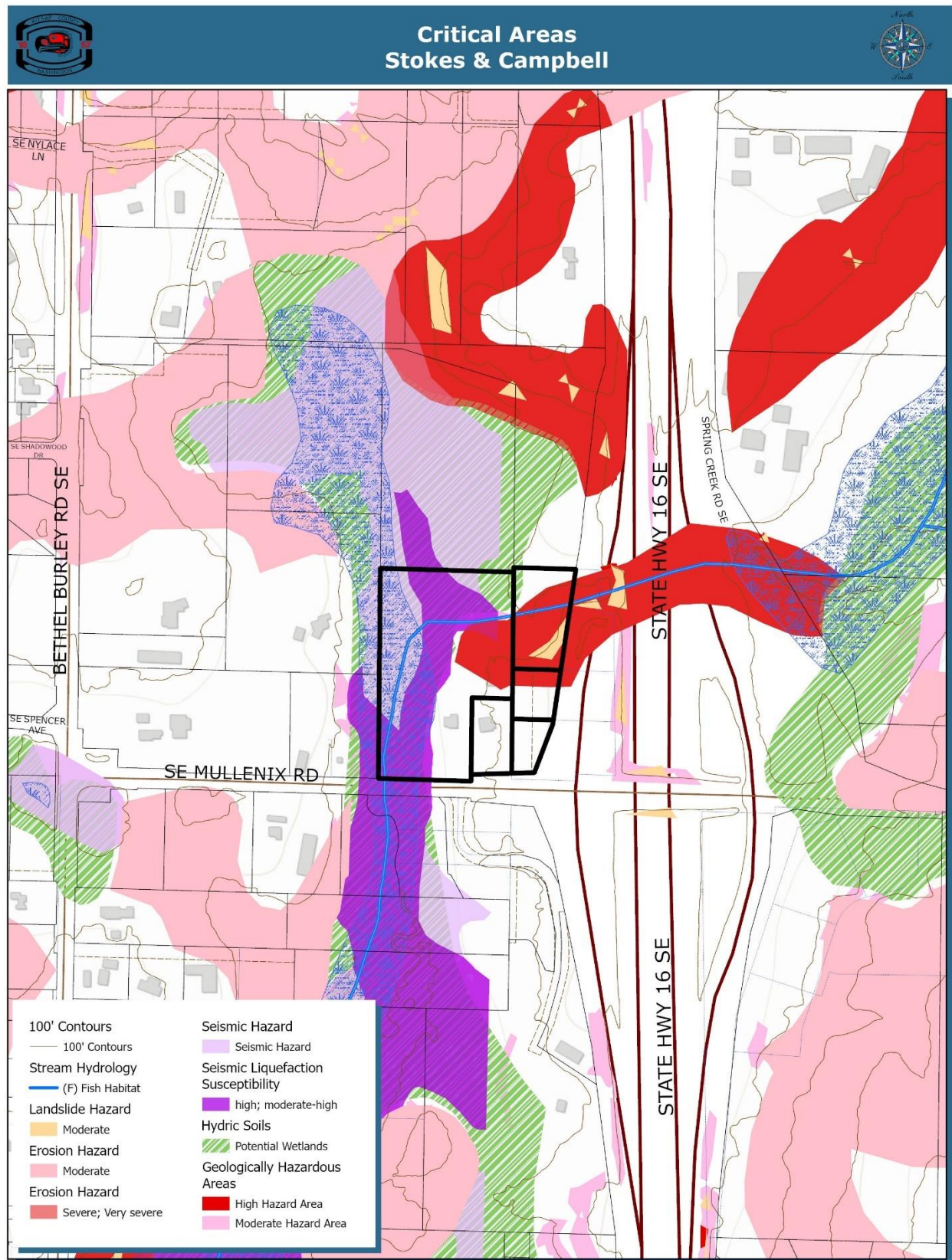
Attachment C-5: Proposed Zoning

DRAFT

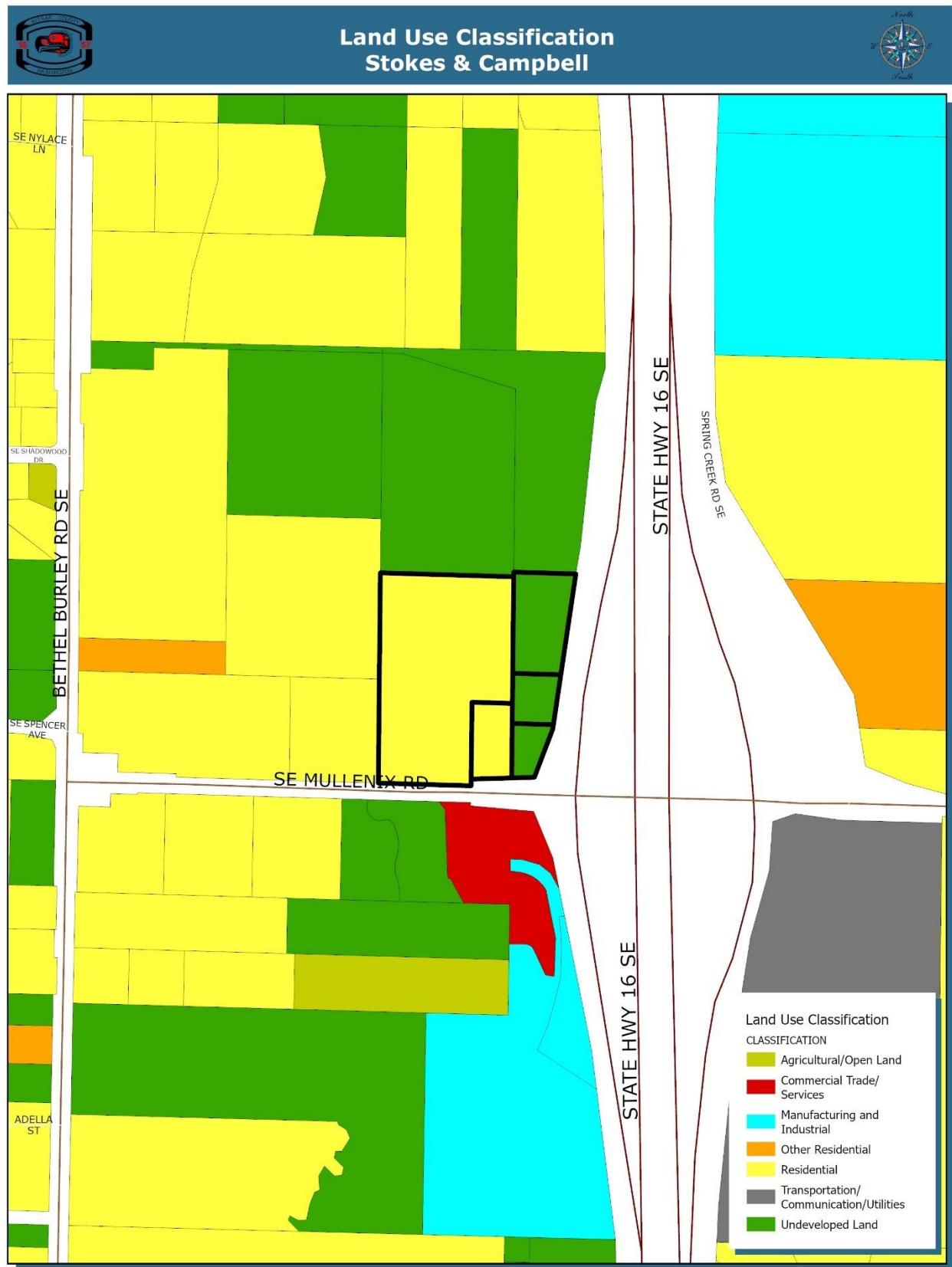
Attachment C-1: 2023 Aerial Imagery Map



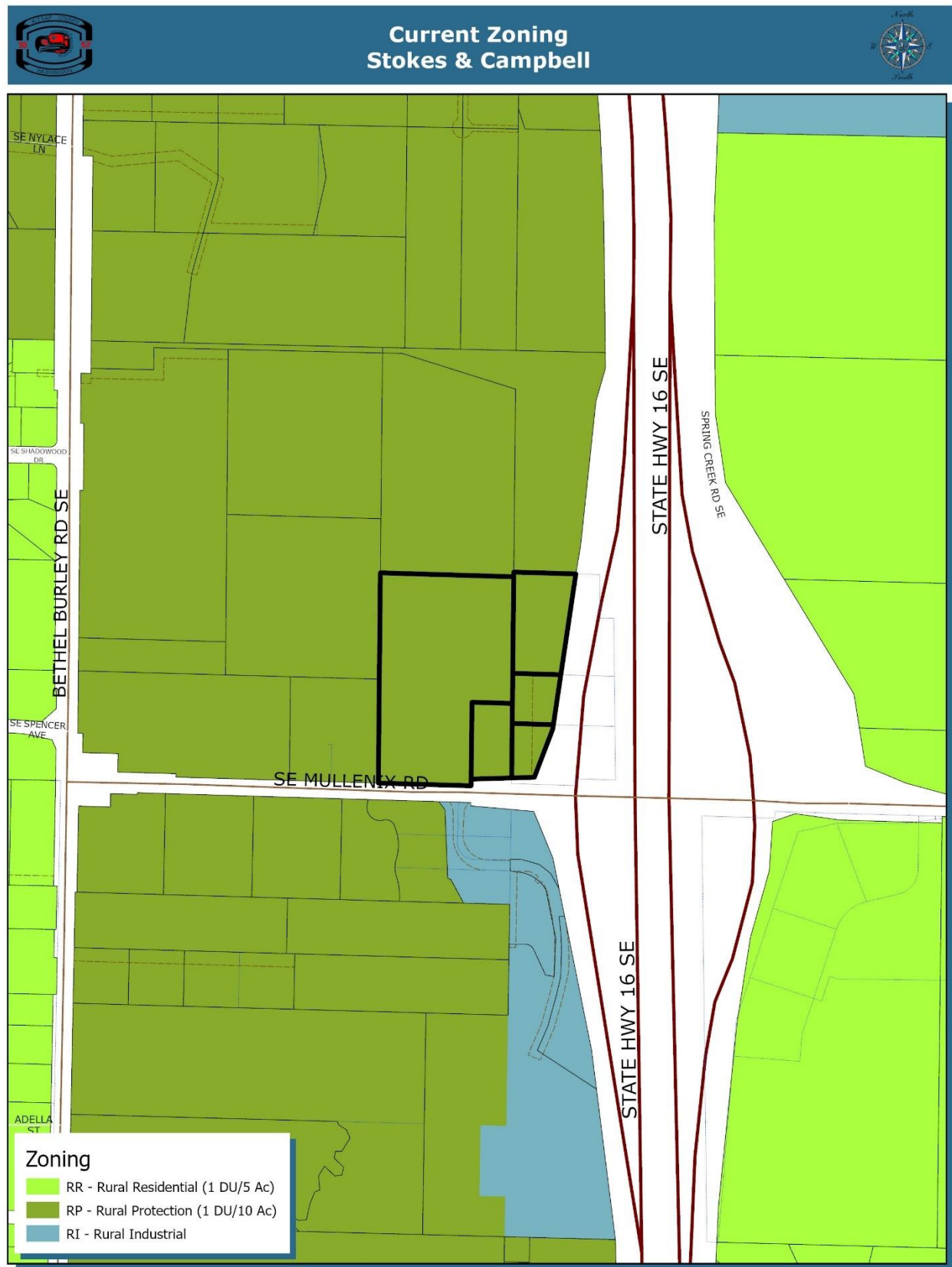
Attachment C-2: Building Limitations – Critical Areas Map



Attachment C-3: Current Land Use and Development Map



Attachment C-4: Current Zoning



Attachment C-5: Proposed Zoning

