



*“Make not little plans; they have no magic to stir men’s blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die...”*

*- Daniel H. Burnham, Architect (1846-1912)*

## **CHAPTER 1: INTRODUCTION**

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In the fall of 2003, when members of the Keyport Improvement Club were asked what questions they would like answered by the Kitsap County Commissioners, one person asked, "Are we a rural village?" Thus was launched a quest.

At the direction of the Commissioners the Department of Community Development provided the Kitsap County Comprehensive Plan and the Manchester Sub Area Plan to the Keyport Improvement Group. Within that comprehensive plan, Keyport was included in consideration as a rural village. The town of Suquamish has a completed application for being designated a rural village as well as Manchester. During the summer and early fall of 2004, members of the Keyport Improvement Club board studied these documents. They decided to recommend pursuing a rural village plan for Keyport. On January 11, 2005, the membership voted to form a committee that would create this document.

Efforts have been made to generate community awareness of our project, the purpose being inclusiveness of opinion. Committee members are not necessarily members of the Keyport Improvement Club; but they are residents of Keyport, or have vested interests in the town.

## **1.1 HISTORY OF KEYPORT**

During the 19<sup>th</sup> Century, the Keyport area attracted homesteaders on land that had been forests. The settlers established a farming community, a general store, and a pier at the present site of the Naval Undersea Warfare Center, and, in 1896, they named the waterfront community Keyport, saying that the site was key to Dogfish Bay (later renamed Liberty Bay).

The Navy acquired the land in 1905 for the establishment of a new West Coast Torpedo Station and began construction in 1914. Most of the original farmhouses were converted to military housing and still exist today. The general store, now known as the Keyport Mercantile, was moved to its present location at this time. The area on the west side of the navy base was platted for development in 1914, and the town of Keyport began to grow.

The Port of Keyport port district was established, and a dock and warehouses were built next to the relocated general store to serve as a landing for the Mosquito Fleet.

Throughout the early 1900s, and especially during the tremendous growth of the Naval Torpedo Station during World War II, employment was dominated by the naval presence. The town attracted many small-town businesses, including a hotel, grocery stores and meat markets, marine repair facilities, cafes, barber shops, a school, a dentist office, and a post office. The number of residences on small lots grew until they had covered the peninsula alongside the navy base.

Today, Keyport is a quiet, close-knit community on a peninsula at the end of a highway. The community consists of many residences and several multi-family units, and a small variety of commercial businesses and services, including the Keyport Post Office, the original mercantile, a well-known restaurant, an automobile repair shop, the Port of Keyport marina, a private marina, two parks, a church, a fire station, and several in-home enterprises. A great many of the homes built by the earliest settlers can still be seen, and many original commercial buildings still exist as private homes and apartments.

Keyport village has a small-town ambience with fabulous saltwater and mountain views. The community has not lost that old-time neighborliness; there is an active community club, everyone knows one another, and it's a place where people feel safe to walk in the evenings and let their kids play in the parks.

## **1.2 PURPOSE OF THE COMMUNITY PLAN**

Adopted by the Washington State Legislature in 1990, the Growth Management Act (GMA) required most counties and cities in the state to adopt "comprehensive plans" to guide growth and development for the next 20 years.

In essence, a comprehensive plan serves as a "blueprint" for how a community would like to grow and change over time. Comprehensive plans contain goals, policies and implementing strategies designed to provide direction for future decision-making.

Kitsap County adopted its original Comprehensive Plan in 1998 (Comprehensive Plan) and adopted an update of that plan in December, 2006. Kitsap County also issued a Rural Issue Paper Appendix as part of the 1998 Kitsap County Comprehensive Plan regarding rural LAMIRD designation. This Keyport Community Plan partially implements the Comprehensive Plan and those documents by addressing the specific issues and features of a limited geographic area, and provides more detailed policies and implementation strategies that are tailored to the geographic area. The plan also identifies the Keyport community as a Limited Area of More Intense Rural Development (LAMIRD), under the Washington State Growth Management Act.

#### Limited Areas of More Intensive Rural Development

In 1997, the Washington State Legislature adopted changes to the GMA with Engrossed Senate Bill (ESB) 6094, defining areas of more intensive rural development. Among the changes were new definitions for rural character, rural development and rural services; all of which were not previously defined in the GMA. A new option, added for designation of lands within the "Rural Element," was referred to as "Limited Areas of More Intensive Rural Development" or LAMIRDS. The GMA now includes specific criteria for the recognition of these areas pursuant to RCW 36.70A.070(5) and as applicable to Keyport as a "Type 1" LAMIRD under that legislation.

This Keyport Community Plan resolves the specific issues identified in the Comprehensive Plan such as community densities and land uses, identification of, and regulation to protect critical areas, and adequacy of infrastructure, facilities, and services, and provides planning level guidance for future public and private projects within the Keyport Community.

### **1.3 ORGANIZATION OF THE DRAFT KEYPORT COMMUNITY PLAN**

Each of the substantive elements of the Keyport Community Plan contains goals, policies, and key catalyst projects specifically related to that element, but certain sections provide additional sub-chapters in addition to the goals and policies.

The elements of the plan include Land Use and Economic Development, Transportation & Pedestrian Improvements, Public Facilities & Infrastructure, Port Improvements & Waterfront Development, Natural Environment / Parks & Recreation, Arts & Culture, Sustainability, and Community Building / Plan Implementation. Within these sections, goals and policies are arranged by subject and present the long-term objectives for each Keyport Community Plan element. Goals and policies are distinguished as follows:

Goals are ends toward which the plan is directed. They are usually somewhat general in form and express ideals.

Policies are intermediate milestones on the way to reaching goals. They are expressed in a form that is measurable and achievable.

Key Projects are specific projects that would achieve both goals and policies for the community.

The final element, Implementation and Community Building, proposes specific actions to carry policies and further specifies how the Keyport Community Plan will be applied. Appendices of supporting data are also provided.

#### Relationship to Other Plans, Policies and Regulations

This sub-area plan concurrently amends and becomes functionally part of the Kitsap County Comprehensive Plan. The County has reviewed the goals, policies, performance standards and projects contained in this sub-area plan for consistency with the Washington State Growth Management Act of 1990 (GMA), the County-Wide Planning Policies, and the 2006 Kitsap County Comprehensive Plan, and the Rural Issue Paper Appendix of the 1998 Kitsap County Comprehensive Plan (Index # 20539) and considers them to be compliant with those documents. This plan also includes a chapter that describes existing Keyport specific public facilities and infrastructure (Chapter 4) as identified components and within the levels of service referenced in the Kitsap County Capital Facilities Element adopted in December 11, 2006.

### **1.4 PUBLIC PARTICIPATION**

A community planning process began for Keyport in the fall of 2003, with the intention that the community, through the Keyport Improvement Group and its committees, would be instrumental in the development of the Keyport Community Plan. Committees consisting of interested community members were created to focus on specific issues such as drainage, housing, traffic, utilities and parks. These committees met to develop goals, policies and regulations for community review. A series of public meetings with County staff was held in 2005 to begin the review process and encourage involvement among interested community members.

The committees, County staff, and community worked cooperatively to assemble pertinent information. During the meetings, information was gathered to further refine the community's vision and to formulate the components of the plan. The planning process for Keyport stalled in 2006 as the County completed the 10 Year Update of the Kitsap County Comprehensive Plan, which was ultimately adopted in December 2006.

Keyport's planning process began in full again in 2007 with the Board of County Commissioner's approval of a preliminary annual Comprehensive Plan

Amendment that included the adoption of a Keyport Community Plan. Bi-weekly community meetings began with a Kick off workshop held on February 13, 2007. During meetings, throughout the winter and spring, the Keyport Improvement Group and the community worked with the Department of Community Development on the development of draft criteria for designating a LAMIRD boundary, land use, zoning, and development regulations. Public outreach included mailings to all residences within ¼ mile of Keyport and a Keyport Online Survey that evaluated the community desires, opinions, and distaste for specific components of a proposed plan. The Draft Plan was the accumulation of that survey input, feedback from community meetings & workshops, input from individual community members and business owners and the Department of Community Development.

## **1.5 KEYPORT'S VISION**

Keyport is a rural, historic waterfront village bounded and limited in size by its natural borders of water and the Naval Undersea Warfare Center. The community consists primarily of single family homes, a few small businesses, and a community park system. The community is close-knit, where people know and greet their neighbors, and has an active community club which provides social events. The Keyport community wants to limit urban growth to retain its sense of community and small-town ambience.

Keyport citizens would prefer that future business expansion would be limited to small businesses and services serving the community, consistent with historical usage located near the downtown core. The Keyport community desires to re-establish certain historic commercial zoning and to establish appropriate land use zoning to maintain historic rural character where it is consistent with historical public services. The community would like to establish development patterns, including lot sizes, which may encourage infill development consistent with the Growth Management Act. These infill development patterns would be consistent with historical progressive development, yet limit urban-like sprawl and high density growth.

The Keyport community would like to improve existing transportation infrastructure and services to make it easier and safer to get around the community, make the community more pedestrian friendly, and improve parking for visitors. Improvements would be requested from Kitsap County as feasible to improve public infrastructure and facilities, including expansion of the sewer lines, upgrading the storm water drainage system, improving street lighting, and improving marine access.

The community would like to retain a flexible community park system attractive as gathering and recreational centers for both children and adults. Keyport citizens would like to preserve and enhance the small-town atmosphere and visual character of the area for the community as well as visitors, where one can

enjoy a safe and pleasurable walk, enjoy the spectacular marine and mountain views, and have easy access to a village center that acts as a social center with restaurants and services providing for basic needs.

## **1.6 DESIGNATION AS A RURAL VILLAGE AND THE LIMITED AREA OF MORE INTENSE RURAL DEVELOPMENT (LAMIRD)**

In accordance with the GMA [RCW 36.70A.070(5)(d)], the County, as part of the mandatory rural element portion of its 1998 & 2006 Comprehensive Plan, designated LAMIRDs. The Comprehensive Plan identified potential candidate areas as limited areas of more intensive rural development, then defined as Rural Community, Rural Village, and Rural Industrial or Commercial. This list is included on pages 72 and 75 of the Rural and Resource Lands chapter of the 1998 Kitsap County Comprehensive Plan (amended June 10, 2002, December 8, 2003 and October 25, 2004). Keyport has been identified as a potential Rural Village.

## **1.7 DEFINITION AND CHARACTERISTICS**

A “Rural Village” is a predominantly built, mixed-use rural environment, which includes residential, commercial, industrial, community and recreational uses. It often contains a broad mix of land use and densities, including some urban densities, with varying parcel sizes throughout, and is served by public sewer and water.

Residential densities in the heart of the Rural Village vary in size. While recognizing existing densities, new development may respect similar historical densities. Commercial and industrial uses will be small in scale, providing necessary services to the Village community.

## **1.8 GUIDELINES FOR DETERMINING THE BOUNDARY OF A RURAL VILLAGE AND LAMIRD**

In order to determine what should be included in the Keyport Village, guidance was taken from the GMA, the Washington State Department of Community Trade and Economic Development and the Kitsap County Comprehensive Plan. Significant elements from these documents were utilized to develop general guidelines for determining the Keyport Village boundary as a Type 1 LAMIRD per RCW 36.70A.070 (5)(d)(i).

These elements include:

- Identify residential parcels that were platted prior to July 1, 1990, according to chapter 36.70A RCW, particularly noting those at urban densities of less than 3 units/acre;
- Identify all commercial, industrial and community services platted prior to July 1, 1990;
- Identify existing structures;
- Identify the existing public services, ie, water and sewer;
- Address: (a) the need to preserve the character of existing natural neighborhoods and communities, (b) physical boundaries such as bodies of water, streets and highways, and land forms and contours, (c) the prevention of abnormally irregular boundaries, and (d) the ability to provide public facilities and public services in a manner that does not permit low-density sprawl; and
- Identify critical areas (ie, wetlands, areas of geological concern, frequently flooded areas, fish and wildlife conservation areas, critical aquifer recharge areas or wellhead protection zones and resource lands).

Once all of these elements were identified for the Keyport area, alternatives for a logical outer boundary were established to gain community input and preference. The alternatives for Logical Outer Boundaries included the essential elements of “pre-1990” development patterns with urban densities greater than 3 units per acre and that possessed existing public services of water and sewer, such as the Keyport Trace Subdivision.

Staff and community input were utilized to determine those areas which were not an obvious inclusion or exclusion in the Keyport Village. For example, some parcels on the south end of the causeway across Dogfish Bay included parcels in the Keyport Trace subdivision. However, these parcels were not ultimately included in the logical outer boundary because due to the fact that they were part of an existing neighborhood that was nearby to Keyport, was divided by a water body (Dogfish Bay) and did not specifically share a great many of the infrastructure, commercial, or historical elements contained within and that defined the Keyport community. This evaluation was further supported by the community in the results of the Keyport Online Survey (Appendix A).

Also consideration of inclusion or exclusion were the Keyport Naval Base and Undersea Museum parcels within the LAMIRD boundaries evaluated based upon the close relationship that the community enjoys with those entities both in infrastructure support and employment source. Those parcels were not found to meet all the LAMIRD criteria for public services, pre-1990 platting, rural community character, and served as a logical natural boundary due to the historical military ownership and Federal regulation of these parcels since 1914. Ultimately, after further discussion with naval personnel and the community at large, those parcels were excluded from the logical outer boundary, with the

intent to solicit input and recommendations for joint participation from the Navy and the Undersea Museum as a part of the Keyport Community Plan.

### 1.9 DESCRIPTION OF PREFERRED LAMIRD BOUNDARY.

The staff analysis of the criteria for determination of LAMIRD logical outer boundary alternatives supported as the most compact alternative that best met the Growth Management Act requirements was the one that was bound on three sides by water bodies and the fourth by the Naval installation. This proposed boundary would serve as the logical outer boundary of Keyport and would contain the area from the bridge on the Route #308 causeway to the South, from the Naval Undersea Warfare Center naval base boundary to the East, from the waters of Nesika Bay on the North, and from the waters of Dogfish Bay to the West.

These logical outer boundaries identified in Figure 1.9.1 below, collectively were supported by over 80% of the response from the Keyport Online Survey (Appendix A), with variations regarding inclusion or exclusion of the Naval and Museum properties.



Figure 1.9.1 Keyport Limited Area of More Intense Rural Development Boundary