

COMPREHENSIVE PLAN AMENDMENT

Kingston Sub-Area Plan Update Appendix G: Work Program

**To be included in abbreviated form in
Chapters 12 and 18 of the Kitsap County
Comprehensive Plan**

Staff Report

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Policy and Planning Division

Executive Summary

The proposal is to amend the Kingston Sub-Area Plan Update (2005)¹ (hereinafter the Kingston Sub-Area Plan or the Plan) by adding an appendix that further develops the Plan's work program. The work program suggests and prioritizes projects and other actions that will aid in implementing the Kingston Sub-Area Plan. A summary table will also be added to the implementation chapter of the Kitsap County Comprehensive Plan. This information was obtained through a public process initiated in February 2008, and facilitated jointly by the Department of Community Development and the Kingston Citizen's Advisory Council (KCAC).

Planning Context

The purpose of this report is to provide information to the Planning Commission and Board of County Commissioners regarding the proposed comprehensive plan amendment. The associated document is a work program consistent with language and direction contained in Resolution No. 015-2008, 'Providing for Review and Potential Amendment to the Kitsap County Comprehensive Plan, Land Use and Zoning Maps, and Corresponding Development Regulations.'

RESOLUTION NO. 015-2008 Section 4.A.

Text amendments to the Kitsap County Comprehensive Plan and corresponding development regulations for consideration with the 2008 Comprehensive Plan Amendment process are limited to amendments specifically related to the following:

- i. Textual amendments related to the Silverdale and Bethel Corridor design guidelines and standards; amendments, as needed, to related sub-area plans, including Kingston as it specifically relates to downtown master planning

The proposal further develops the Kingston Sub-Area Plan and establishes the County's basis for a downtown master plan for Kingston².

Location and Affected Area

Kingston is a waterfront community located northeast of the City of Poulsbo in the northeast Kitsap County, and primarily accessed by State Route 104. The Kingston Urban Growth Area covers 1,035 acres, and includes rural open space, residential neighborhoods, a commercial downtown and marina. Kingston is home to about 1,871 residents, and a significant percentage commute daily to

¹ The Kingston Sub-Area Plan is contained in Chapter 12 of the Kitsap County Comprehensive Plan. Portions of the Kingston Sub-Area Plan are written directly into that Chapter, and the remainder is adopted by reference. The proposal would be written into the County Comprehensive Plan in abbreviated form as Chapter 12.2: Work Program and Chapter 18.1.1: Implementation for Kingston Urban Growth Area. The Work Program will be entirely contained in the Kingston Sub-Area Plan as Appendix G: Work Program.

² Scheduled for adoption in 2009.

employment centers in east Puget Sound via the Edmonds – Kingston ferry. Citizens are active in community groups, schools, arts, outdoor recreation. Local businesses and industries include both regional and tourist-oriented services.

Overview of Public Process

The work program was developed through a public process beginning in early 2008. The process consisted of public workshops, public meetings, staff review of existing and newly developed documents, staff conversations with citizens and agency representatives as noted below:

- Three public workshops facilitated by the Kingston Citizen’s Advisory Council and Department of Community Development staff held February 13, March 11, April 9. Sub-Area Plan goals and policies were reviewed, and projects and implementing actions were proposed. The number of participants ranged from 11-14 people during these meetings.
- A final public workshop facilitated by the Kingston Citizen’s Advisory Council in which participants prioritized results from the first three meetings. Approximately 30 people participated.
- Staff and citizen review of Kingston Sub-Area Plan goals and policies.
- Staff conversations with representatives from the Kingston Citizen’s Advisory Council.
- A report titled, Kingston Sub-Area Plan Implementation/Action Item Project: June 4, 2008 Final Community Meeting Report.
- Work sheets associated with above document.
- Articles and notices in the North Kitsap Herald and Kingston Community News.
- A Planning Commission evening meeting including Work Study, Public Hearing, Deliberations and Recommendation, scheduled for October 14, 2008.
- A work study meeting with the Board of Commissioners scheduled for November 5, 2008.
- A Public Hearing and final decision from the Board of Commissioners scheduled for November 24, 2008.

Methodology and Summary Results

The proposed work program is a prioritized statement of projects that aid in implementing Kingston Sub-Area Plan goals and policies. The work program was developed through a deliberative process where participants reviewed and evaluated Sub-Area Plan goals and policies³, suggested implementing projects and actions, and prioritized the results. Key terms are defined below:

Goals provide the long-term vision and serve as the foundation of the plan. Goals are broad statements of purpose or vision.

Policies are a definite course or direction to be taken by the community/county. They provide guidance for elected and appointed community leaders, staff and administrators in making decisions and provide a bridge between the goals and implementation actions.

Projects are proposed measures to guide the county in implementing the goals and policies set forth in the Plan.

Actions are specific measures to be taken to implement the policies, including:

- Code revisions
- Programs
- Capital Improvements
- Intergovernmental Agreements

Kingston Sub-Area Plan goals and policies are grouped among eight thematic categories. Categories and corresponding goals and policies were assigned as follows:

| | |
|-------------|--|
| February 13 | Building a sense of community Kingston's Visual Identity |
| March 11 | Land Use – Urban Residential Land Use – Commercial Land Use – Industrial Environmental Quality (Including port and shoreline) |
| April 9 | Economic Development / Downtown Revitalization Transportation |

During the first three workshops, goals and policies were evaluated, then participants discussed, debated, and proposed projects and other implementing actions.

³ Five specific projects are included among existing goals and policies. These items were considered during the public process.

At the fourth and final workshop, participants finalized and prioritized the results. Approximately 30 people participated in the following process:

- 15 minutes of reviewing proposed projects and implementing actions and adding additional items. The final list of proposed items were separated into four categories:
 1. Big Budget Items
 2. Small Budget Items
 3. Regulatory Changes
 4. Volunteer / Community / Business Efforts
- Division of the attendees into four randomly selected groups seated at separate tables, each with eight or nine participants and a KCAC member as a recorder.
- Four 15 minute periods in which each group reviewed and ranked items in each of the four categories by assigning a score of High, Medium, or Low to each⁴. Participants in each group first completed their own lists, then were asked to discuss their rankings, and though consensus develop a final list to represent the entire group.
- A 15 minute discussion of the results. Overall, groups were able to reach consensus for high priority items.⁵ (although several groups assigned more than two rankings of high priority in some areas – in general this result seems to be related to a group’s feeling that several potential action items should be considered together).

Items ranking highest in importance are listed below⁶:

Big Budget Items

- Village Green Development (named by all 4 groups)
- Highway 104 Re-routing (named by 2 groups)
- California Ave Extension (named by 2 groups)
- Stormwater Management System
- WSF Holding Lot
- New Community Center/Senior Housing

Small Budget Items

- Village Green Development (named by 3 groups)

⁴ In each category participants were allowed to assign a maximum two high priority items, and a minimum of two low priority items. These “rules” were intended to stimulate discussion and to encourage participants to determine highest priorities.

⁵ Several groups assigned more than two High priority rankings, possibly because they felt some potential action items should be considered together.

⁶ See Work Program for a complete list.

- Work with School District on Safe to School Program (named by 2 groups)
- Complete Shoulder Work to Kingston Middle School (named by 2 groups)
- Complete Shoulder Work to Gordon Elementary (named by 2 groups)
- Roadway Planter Strip Maintenance

Regulatory Changes

- Streamline Permit Review
- Coordinate County Code Requirements with Sub-Area Plan and Kingston Design Standards
- Enforce Kingston Design Standards
- Allow Infrastructure Improvements to be Funded by Businesses Over Time; Rather Than Up Front
- Define Clear Policy and Guidelines for Urban Restricted Zoning

Volunteer / Community / Business Efforts

- Create a Local Improvement District (LID) for sidewalk and stormwater construction (named by 2 groups)
- Whitehorse/Arborwood Community Trail Completion (named by 2 groups)
- Work with Kitsap Transit to improve coordination between ferry and bus schedules (named by 2 groups)
- Marketing campaign to attract “marina” tourists
- Marketing Kingston as a great place for “destination businesses”
- Restore degraded habitat areas
- Map quality wildlife habitat corridors in UGA and surrounding areas

State Environmental Policy Act (SEPA)

Comprehensive plan amendments are considered non-project actions and usually subject to SEPA. The proposed Work Program is SEPA exempt as it is within the range of programmatic impacts⁷ analyzed in the Final Supplemental Environmental Impact Statement (FSEIS) for the Kingston Sub-Area Plan, adopted by reference with the Kingston Sub-Area Plan Update, December 19, 2005.

Future SEPA review may be required for project actions taken to implement the proposal, e.g. construction of capital facilities, as well as private development

⁷ Chapter 2.1.C. Phased Environmental Review – Programmatic FSEIS. Kingston Sub-Area Plan FSEIS, August 15, 2003.

proposals that exceed the categorical exemption thresholds set forth in WAC 197-11-800.

Criteria for Recommendation or Decision

General

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

1. Whether 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;

Circumstances within the Kingston UGA have experienced minor change since the adoption of the Comprehensive Plan as a result of population growth⁸ and associated development.

Kingston Sub-Area Plan Goals and Policies, from which the proposed amendment is based, are consistent with current conditions in the Kingston UGA. Changes in circumstances relating to the proposed amendment since the adoption of the County Comprehensive Plan and Kingston Sub-Area Plan are not considered substantial.

Finding: Circumstances related to the proposed amendment and/or the Kingston Urban Growth Area have not substantially changed since the adoption of the Comprehensive Plan.

and,

2. Whether 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.

The proposed Work Program is intended to aid in the implementation of the Kingston Sub-Area Plan. The following portions of the Plan's existing implementation chapter (Chapter 8) describe the proposal's underlying assumptions:

Chapter 8.1: Background. *The Kingston Sub-Area Plan builds on the following:*

- *The adopted policy direction in the Comprehensive Plan for UGAs;*

⁸ Population growth is consistent with rates anticipated in the Kitsap County Comprehensive Plan and recognized in the Kingston Sub-Area Plan.

- *The regulations and programs which have been recognized in the Comprehensive Plan as implementing actions*
- *The capital improvement standards and facility improvements needed to support development; and*
- *Building upon adopted policies⁹ means that the implementation of this plan (regardless of which alternative is selected), will be based upon the direction provided by the Comprehensive Plan and the specific objectives of the County-wide Planning Policies.*

These assumptions are still valid, and the Plan’s adopted goals and policies remain consistent with these requirements.

Chapter 8.2: Projects.

Goals and policies have been developed through public participation and staff input. Projects are proposed measures to guide the county in implementing the goals and policies as set forth in this plan.

The Plan’s goals and policies, which support the vision as developed through public process, are still valid. The proposal consists of projects intended to implement the Plan’s goals and policies, and compliment existing projects contained in the Plan. Newly proposed projects (also known as actions) include capital improvements, code revisions, and programs, consistent with the definition as established in Chapter 8.2.

Chapter 8.3: Work Program.

Following adoption of the Sub-Area Plan, the County intends to develop a work program to outline priorities and timetables for the suggested projects listed that will aid in implementing the Sub-Area Plan.

The proposed Work Program further develops this section, and although it is considered new information that was not available or considered during the adoption of the Plan, it is an anticipated development to the Plan as identified by this section.

The proposal is consistent with the requirements of the Work Program as it identifies and prioritizes projects that “aid in implementing the Sub-Area Plan.” Because project feasibility was not known during the development of the proposal, specific timetables were not included. However, prioritization associated with the proposed projects and actions define the order in which proposed items should proceed.

Finding: Assumptions upon which the proposal is based are still valid.

Text and Area-Wide Amendments

⁹ Kitsap County Comprehensive Plan. Part 1: Land Use Plan - Introduction

For each proposed text and area-wide amendment to the Comprehensive Plan, the Planning Commission in reaching its recommendation, and the Board of County Commissioners in making its decision, shall develop findings and conclusions, in addition to those required in Section 21.08.160, which consider:

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

The proposal is intended to support Kingston Sub-Area Plan elements by aiding in the implementation of associated Goals and Policies. The proposal is consistent with other County Comprehensive Plan elements and Kitsap County Code.

Finding: The proposed amendment is consistent with and supports other plan elements and/or development regulations.

2. Whether the proposed amendment to the plan and/or regulation will more closely reflect the goals, objectives and policies of the Comprehensive Plan;

The framework of the proposed amendment is currently built into Kingston Sub-Area Plan Chapter 8: Implementation, but not sufficiently developed. The proposed Work Plan would further develop the requirements of this Chapter. The Work Plan is also a direct reflection of goals, policies and objectives of the Kingston Sub-Area Plan (and County Comprehensive Plan by reference) via identification and prioritization of projects and other implementing actions .

Finding: The proposed amendment would cause the Kingston Sub-Area Plan to more closely reflect the goals, objectives and policies within the Sub-Area Plan and County Comprehensive Plan.

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

Applicable Kitsap County-wide Planning Policies are contained in *Element A: Countywide Growth Pattern*. This section seeks to realize the vision for the future of Kitsap County¹⁰ by creating policies that define the role of Urban Growth Areas (such as Kingston) and the County. The policies “are intended to reflect the long-term goals of the people living, working and doing business here¹¹.”

Policies for Countywide Growth Pattern (CW):

¹⁰ As articulated in the County Comprehensive Plan (1998).

¹¹ Adopted Kitsap County-wide Planning Policy. 2004. 6.

1. *Roles of Cities and Urban Growth Areas / Urban Communities*

- a. *The primary role of Kitsap’s urban communities is to encourage growth, through new development, re-development and in-fill.*

The proposal encourages growth within the Kingston UGA by identifying and prioritizing capital projects, code revisions, and programs that facilitate new development, re-development and in-fill within the urbanized portions of the Kingston UGA.

- b. *Each of Kitsap’s urban communities should foster its unique vision as a high quality place to live and work.*

Suggested projects and other actions will implement the goals and Policies of the Kingston UGA. Goals and policies are consistent with Kingston’s vision for the future as established through the sub-area planning process.

- c. *In Kitsap, urban communities are closely linked to water and natural amenities and provide open space links to the natural environment.*

The proposal includes capital projects that improve connections to waterfront and open space areas.

2. *Roles of Kitsap County*

- b. *Promote stewardship of unincorporated urban areas and promote transition to cities when financially viable.*

The proposal includes programs such as downtown revitalization that promote coordinated, self-reliant improvements within Kingston’ downtown community.

Finding: The proposed amendment is consistent with Kitsap County-wide Planning policy.

and

4. Whether the proposed amendment complies with the regulations of the Growth Management Act (GMA).

The following sections of the Growth Management Act pertain to the proposal:

RCW 36.70A.080(1) Comprehensive Plans – Optional elements.
A comprehensive plan may include additional elements, items, or studies dealing with other subjects relating to the physical development within its jurisdiction, including, but not limited to, (a) conservation; (b) Solar energy; and (c) recreation.

The proposal is an additional study relating to Kingston's physical development, therefore it is an appropriate optional plan element.

RCW 36.70A.080(2) A comprehensive plan may include, where appropriate, sub-area plans, each of which is consistent with the comprehensive plan.

The proposal is consistent with both the Kingston Sub-Area Plan goals and policies.

RCW 36.70A.120 Planning activities and capital budget decisions – Implementation in conformity with comprehensive plan. Each county and city that is required or chooses to plan under RCW 36.70A.040 shall perform its activities and make capital budget decisions in conformity with its comprehensive plan.

The proposal will help Kitsap County perform its activities and make capital budget decisions in conformity with the County Comprehensive Plan.

RCW 36.70A.130(2)(a) Comprehensive plans – Review procedures and schedules – Amendments Each county and city shall establish and broadly disseminate to the public a public participation program consistent with RCW 36.70A.035 and 36.70A.140 that identifies procedures and schedules whereby updates, proposed amendments, or revisions of the comprehensive plan are considered by the governing body of the county or city no more frequently than once every year.

The proposal was developed as part of a public process consistent with RCW 36.70A.035 and 36.70A.140. The proposal is scheduled for adoption as part of the County's annual comprehensive plan amendment process.

Finding: The proposed amendment complies with the regulations of the Growth Management Act (GMA).

ANALYSIS

Summary of Findings

Does the proposed amendment satisfy general decision criteria?¹²

1. Yes
2. Yes

Is the proposed amendment consistent with decision criteria for Text and Area-Wide Amendments?¹³

1. Yes
2. Yes
3. Yes
4. Yes

The proposed comprehensive plan amendment satisfies all decision criteria for adoption as required by KCC 21.08.160 and KCC 21.08.180. Findings were made according to a programmatic evaluation of proposed projects and implementing actions. Specific community impacts would be evaluated concurrent with future proposed project actions. A recommendation of approval by the Planning Commission or affirmative decision by the Board of County Commissioners does not guarantee endorsement of all items within the proposed work program. The document shall be used as a guide in considering the relative priority of future improvements within the Kingston Urban Growth Area.

CONCLUSION

This report shows that the proposed comprehensive plan amendment supports a recommendation for approval. The work program associated with the proposed amendment was developed through public process, and further develops the implementation component of the County's Comprehensive Plan. Proposed projects and implementing actions are consistent with Kingston Sub-Area Plan goals and policies.

While the work program does not propose specific implementation timelines, it presents a range of community enhancement strategies, prioritized by relative importance. The work program will assist the Board of County Commissioners

¹² KCC 21.08.160 requires that these decision criteria are considered.

¹³ KCC 21.08.180 requires that all of these findings are satisfied.

and other interested parties in identifying and prioritizing desired community enhancements efforts.

Staff concludes that the proposal is in the best interest of the Kingston community, will aid in the implementation of Kingston's Sub-Area Plan, and establishes the basis of a downtown master plan.

RECOMMENDATION

Staff recommends **APPROVAL** of the Kingston Sub-Area Plan amendment.

