

3.0 BACKGROUND AND PLANNING PROCESS

3.1 PLANNING CONTEXT

The Kitsap County Comprehensive Plan, in concert with the County-wide Policies, is the general policy plan that guides the overall development of the county. Sub-Area plans address the unique needs and features of a more specific geographic area while providing an opportunity to conduct detailed analysis and developing land use policies and designations specifically tailored to a given area consistent with a comprehensive plan and county-wide planning policies.

The Kingston Sub-Area Plan represents a more detailed plan and establishes the general and specific goals intended for the Kingston Area. All goals and policies of this plan have been reviewed for consistency with the Comprehensive Plan and the GMA. Below is a summary of the goals, policies, projects and specific objectives of the Kingston Plan.

3.2 GOALS, POLICIES, AND PROJECTS

Throughout the development of this Sub-Area Plan, the primary goal of the Steering Committee was to maintain a balance between commercial and residential developments, and social and cultural activities, as well as the preservation of the natural environment. The Steering Committee was unanimous in its desire to preserve and protect natural systems. All of the members felt that the linkage between the preservation of natural areas and open spaces, and the quality of life and character of the community was direct and profound. Debate occurred within the Steering Committee relating to the best methods of protecting critical areas, as well as rates of development, and the benefits and drawbacks of these development rates.

Early on, Steering Committee discussions helped identify information that would be necessary to accurately and efficiently develop and consider growth strategies for the Kingston community. Three primary issues arose from these early meetings: the population of the Sub-Area; the observed and anticipated growth rate; and the allocation of future urban growth to Kingston.

The goals and policies included in this Sub-Area Plan are intended for interpretation in conjunction with the Kitsap County Comprehensive Plan. They were crafted through the recommendations of the Phase I Kingston Citizens' Advisory Group. The following goals and policies continue to be supported by the Phase II Steering Committee.

Protect Kingston's Environmental Quality

The goals, policies and projects that support this objective can be found in Chapter 5 (Environmental Protection; Goals and Policies) of this plan.

Build a Sense of Community

Goal 1: Foster an environment that supports the active and meaningful involvement of the community in local, county-wide and regional issues.

Policy 1.1 Ensure that Kingston residents have access in the community to information regarding future land uses and activities.

Project 1.1.1 Develop an information board at the community center or school, or a web site that provides information on ongoing and future land use and development processes within and immediately adjacent to the UGA. (Progress: www.kitsapgov.com/dcd/Sub-Areas/kingston.)

Goal 2: Enhance opportunities for the multiple-use of public spaces and facilities.

Policy 2.1 Evaluate potential joint-use facilities and/or public/private partnerships that would provide facilities and spaces for community meetings and events.

Policy 2.2 Implement the Urban Village Center (UVC) to accommodate a central gathering site.

Policy 2.3 Encourage all educational facilities to accommodate multiple-uses, with consideration to:

- Potential traffic impacts;
- Pedestrian safety around the immediate school site;
- Pedestrian connectivity to trail corridors; and
- Compatibility of the site with surrounding neighborhoods.

Goal 3: Strive to maintain and create a diversity of housing opportunities for all incomes and ages in the Kingston community.

Policy 3.1 Provide appropriately zoned vacant land to accommodate the future needs for all types of housing, including single-family, multi-family and manufactured. (Partially implemented by the Design Standards for the Community of Kingston, 2000 (Ordinance 150-2000))

Project 3.1.1 Evaluate existing land use regulations, and identify measures to increase the variety of affordable housing types throughout Kingston. Examples of potential code revisions may include:

- Reduction in allowed single-family lot sizes;
- Provisions to accommodate accessory dwelling units;
- Allowance for duplex, triplex and fourplex housing types in existing single-family zoning districts; and

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- Incentives such as parking requirement reductions and expanded lot coverage for the inclusion of residential units in appropriately zoned mixed-use districts

Policy 3.2 Encourage innovation and variety in housing and site design. Support unique and sustainable housing development such as co-housing, open-space-based cluster development, live-work mixed-use buildings and small-lot urban cottages.

Goal 4: Support proposals for affordable housing that are consistent with the use and density provisions of this plan.

Policy 4.1 Establish a mix of housing types, densities and costs suitable for Kingston's diverse population.

Enhance Kingston's Visual Identity as a Community

Goal 5: Support the implementation of the Design Standards for the Community of Kingston, which appropriately integrate new construction and redevelopment into Kingston's commercial areas while maintaining the special character of the community.

Policy 5.1 Preserve the small town character of Kingston's commercial areas by enforcing the adopted design standards for commercial development.

Goal 6: Preserve the small town character.

Policy 6.1 Encourage contextually-based, clustered single and multi-family residential development as a means of preserving open spaces and natural areas.

Project 6.1.1 Encourage cluster development and open space design standards for residential development. The Standards should strive to preserve the visual amenities that contribute to community character, and seek to preserve the existing native vegetation.

Policy 6.2 Adopt street development standards that functionally address public safety and "level of service" needs, while maintaining existing community character.

Policy 6.3 Work collaboratively with the Kingston Revitalization, Kingston Chamber of Commerce, the Port of Kingston, County Parks and Public Works to develop possible gateway/entry improvements such as signage, landscaping and special lighting to enhance and define the entrance to Kingston.

Goal 7: Locate community-oriented public facilities such as the post office, community center, library, etc., within the UGA. Schools, parks and transportation facilities serving populations outside the UGA may be an exception.

Goal 8: Preserve, highlight and maintain the historic features and characteristics of Kingston in community planning and development.

Establish Predictable and Defined Land Use Patterns that Support Kingston's Community Vision

Goal 9: Promote the use of buffer areas and protected natural systems as a means of establishing an appropriate transition between the Kingston Urban Growth Area and surrounding rural areas.

Goal 10: Recognize that Kingston is comprised of different neighborhoods (eg, Jefferson Beach, Kingston Highlands, Saltair Point, etc.), and where appropriate, maintain, enhance or create neighborhood identity.

Policy 10.1 Encourage well-designed residential infill development and redevelopment that protects and enhances community character in established residential areas. Specific design and development standards for the Urban Village Center designation considers the following:

- Buffering for infill and re-development;
- View protection;
- Lot size and setbacks;
- Landscaping; and
- Architectural characteristics and building scale.

Policy 10.2 Establish a land use pattern through zoning that supports the following:

- A wide range of residential lot sizes;
- Housing development types and densities to meet the needs of a diverse population; and
- Provide affordable housing choices for all income levels.

Goal 11: Promote infill development in areas that have pre-existing services and adequate reserve capacity.

Policy 11.1 Support new development in areas that have planned for the logical extensions of existing infrastructure. Partial provision of required infrastructure shall be avoided. In either case, new development shall not be located in a manner that compromises the integrity of protected natural systems.

Policy 11.2 Encourage residential densities to be based on an assessment of the land's natural capacity for development, the ability to provide required public facilities and services, and the maintenance of community character.

Policy 11.3 Factors such as surrounding uses, natural systems, adequacy of public facilities, parking and community character should be considered in determining areas that could accommodate redevelopment to higher densities.

Improve and Encourage Economic Development Opportunities and Downtown Revitalization

Goal 12: Support the establishment and on-going viability of locally owned businesses, cottage industries and home occupations.

Policy 12.1 Encourage local utilities to install state-of-the-art telecommunication infrastructure (fiber-optic cable, etc.) to serve the Kingston UGA.

Policy 12.2 Establish appropriately scaled home office and “cottage” businesses as an important contributor to the local economy.

Policy 12.3 Work collaboratively with the Kingston Chamber of Commerce, Kitsap Peninsula Visitors and Convention Bureau, the Kitsap Regional Economic Development Council and the Port of Kingston to create an information system infrastructure and promote a business atmosphere that encourages and supports technology-based industry.

Project 12.3.1 Work collaboratively with the Kingston Chamber of Commerce, Kitsap Peninsula Visitors and Convention Bureau, the Kitsap Regional Economic Development Council and the Port of Kingston to inventory existing commercial businesses within the Kingston area. This inventory will identify market segments that are currently not served by existing businesses, and anticipate, as well as identify, new market opportunities associated with the projected growth of the community during this planning period. The results of this inventory should be broadly disseminated to prospective businesses seeking to locate in the region.

Goal 13: Support the establishment and maintenance of local retail businesses that provide basic consumer goods.

Policy 13.1 Establish programs targeted at area residents that increase their awareness of the diversity of local shopping opportunities and of how patronage of local businesses contributes to the overall vitality and quality of life of the community.

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Project 13.1.1 Support the coordination and establishment of a seasonal “Shop Kingston!” campaign with the Kitsap Peninsula Visitors and Convention Bureau, the Kitsap Regional Economic Development Council and the Port of Kingston to enhance community awareness of local goods and services and how supporting the local economy strengthens Kingston.

Goal 14: Development in the retail core must be consistent with the adopted Design Standards for the Community of Kingston.

Policy 14.1 Within the Urban Village Center create places which have pedestrian emphasis, connectivity, mixed use, and centralized public spaces.

Goal 15: Minimize conflicts between ferry and local business traffic.

Goal 16: Stimulate economic vitality and enhance the opportunities for success for local businesses through the application of architectural and urban design standards.

Goal 17: Acknowledge the importance of tourism to the local economy and seek to encourage local business opportunities that serve “day visitors.”

Policy 17.1 Promote a balanced mix of visitor-related commercial uses to complement the natural and unique cultural amenities of Kingston. Focus on developing activities for pedestrian day-use, eg, kayaking, bicycle rentals, shuttle tours to surrounding points of interest, etc.

Improve Traffic Conditions for the Local Community

The goals, policies and projects that support this objective can be found in Chapter 6 (Transportation; Goals and Policies) of this Sub-Area Plan.

Create an Integrated System of Parks, Trails and Open Space.

Goal 18: Create an integrated network of multi-use trails and pedestrian pathways, which provide access to destinations and businesses, links open-space areas and recreational facilities, expands recreational opportunities for both residents and visitors, and takes advantage of Kingston’s visual amenities.

Policy 18.1 Pursue a variety of techniques that result in the establishment of an integrated network of trails, pathways and sidewalks. These techniques should include:

- Encouraging new projects to provide land for future open spaces and/or trails.

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- Acquiring land for open spaces and trails through municipal or state programs, such as stormwater management and wildlife and wetland protection.
- Applying for grants from public and private funding sources to acquire land for open space and trails.
- Working with non-profit groups (Great Peninsula Land Trust, Cutthroats of Carpenter Creek, etc.) to obtain conservation easements and create incentives for open space and trail system development.
- Encouraging the use of property tax deferral programs to promote the retention of valuable open space.
- Supporting a community or regional bond issue for the dedicated purpose of acquiring environmentally sensitive areas, open spaces and trail easements.
- Encouraging innovative methods and volunteerism to achieve maintenance of open spaces and trails.
- Ensuring Americans with Disabilities Act (ADA) compliance with all recreational opportunities and facilities.

Project 18.1.1 Identify existing unopened road rights-of-way, utility or drainage corridors and other public lands and/or easements for use in developing the trail and open-space network.

Policy 18.2 Accommodate multiple functions within the open space and trails system, including stormwater management, viewpoints, wildlife habitat, retention of mature vegetation and passive recreation.

Policy 18.3 Design the integrated trail and open-space network in a manner which links neighborhoods with parks, schools, the commercial core, and other public facilities.

Goal 19: Ensure that safety and security considerations are addressed when establishing multi-use trails and/or pedestrian pathways.

Policy 19.1 Promote the establishment of a coordinated sign program that provides identification of access points and destinations associated with the trails system.

Goal 20: Encourage that multi-use trails and pedestrian pathways are established in a manner that is consistent with the vision of the Kingston community.

Policy 20.1 Promote new municipal or public facilities to consider access or connection to the trails system during location selection and/or project design.

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Policy 20.2 Establish trail and open-space connections to adjacent communities and regional amenities.

Goal 21: Encourage community participation in all stages of park, trails and open-space planning, siting and project prioritization.

Policy 21.1 Provides an interconnected system of permanently protected and/or publicly-owned trails, and improved road shoulders in the Kingston Area. The Kingston Citizens' Advisory Committee's Parks, Trails, and Open Space Subcommittee are responsible for updates and recommending an interconnected system of publicly-owned open space and park lands in the Kingston area.

Appendix E provides a prioritized list of projects, programs, and improvements for parks, trails and open space should be maintained in the Sub-Area Plan as desired by the Kingston community.

Goal 22: Establish the governmental financial responsibilities for local-level parks, trails and open-space facilities in Kingston.

Policy 22.1 The maintenance and operation support for parks, trails and open space between Kitsap County, Port of Kingston, North Kitsap School District and community groups should be coordinated.

Goal 23: Ensure early and continuous public participation in planning and development of community facilities, including, but not limited to, community centers, libraries, schools and senior centers.

Improve Port Facilities and the Waterfront

Goal 24: Preserve visual access to the water while protecting view corridors.

Policy 24.1 Encourage waterfront development that maintains and enhances view corridors to natural water bodies and Mt. Rainier.

Goal 25: Promote cooperative efforts between the Port of Kingston and Washington State Ferries to provide services to the community.

Policy 25.1 Work cooperatively with the Port of Kingston to enhance opportunities for water related recreation, public access and economic development

Goal 26: Strive to provide more waterfront/beach access with managed, well-defined public access points.

Policy 26.1 Acquire shoreline property and easements whenever possible. Provide public access and recreation opportunities and/or natural environmental enhancements at Kingston Slough, Appletree Cove, and Carpenter Lake. Connect shoreline and recreational resources with trails and greenways.

3.3 Specific Objectives of the Sub-Area

This Sub-Area Plan focused on the following objectives:

- A. Identify, conserve, and enhance the qualities of Kingston that contribute to resident's enjoyment as a place that functions as the commercial, cultural and residential center for a rural community and ensures compatible land uses.

Kingston is the "hometown" to a broad and diverse group of residents living both within and surrounding the current UGA. Community members have identified the unique character of Kingston as key to why they reside in the area. The character is relaxed, small-scale and indicative of the best qualities of small-town life. A central theme of this plan is to identify the contributing factors of Kingston's community character and develop strategies that support, augment, and protect those features.

- B. Anticipate and manage change in Kingston and its immediate surroundings, while providing a tangible vision for future growth so that the qualities that define its character and give it value as a place to live and work are not compromised as growth and change are accommodated.

Growth is anticipated within Kingston and in the surrounding rural areas. Unplanned growth can adversely affect the quality of life and character of the community and result in the creation of "placelessness and unintentional sprawl." Through the development of a community vision for Kingston, residents can identify and articulate the key qualities that contribute to the community's sense of place. Actions which are supportive of Kingston's vision should be facilitated, while the identification of potentially adverse activities should be prohibited or require appropriate mitigation.

- C. Provide clear standards for development in Kingston and allowable uses within each land use designation.

Identifying a community vision is a difficult undertaking. One of the most challenging aspects of visioning is the generalized nature of the community's objectives. These objectives can often be vague and undefined and may not capture the true purpose and intent of the community. Often there is a "disconnect" between what is agreed upon in the vision and the pragmatics of accommodating specific uses on the ground. Developing clear and predictable development standards for Kingston is a key action that will help to confirm and implement the vision for the community.

- D. Adopt a Sub-Area Plan that is consistent with the Kitsap County Comprehensive Plan, the Shoreline Master Program (SMP), and the Washington State Growth Management Act (GMA).

Consistency with existing State and County regulations is important to insure compliance with adopted regulations, avoid policy conflicts and minimize redundancy. The Kingston Sub-Area Plan was developed with a clear awareness of the existing regulatory context.

Through adoption of this document, Kitsap County will have established a document that provides land use and development goals, policies, and standards specifically for the Kingston area. The Kingston Sub-Area Plan is intended to accomplish Comprehensive Plan goals¹ through identification and assessment of various alternatives (including a “no action” alternative) for expansion of the Kingston UGA.

3.4 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 all goals, policies and performance standards contained within this Sub-Area Plan for consistency with the Comprehensive Plan and the goals of the GMA, and considers them to be compliant with those documents.

3.5 SUMMARY OF THE PLANNING PROCESS

Kitsap County has been planning for its future growth for many decades. During the 1990’s, the state legislature adopted the Growth Management Act (GMA or the Act), which outlined 13 planning goals to manage growth in the state, specifically encouraging growth in urban areas and limiting sprawl. The Act further required specific updates during certain intervals. Kitsap County continues updating its planning documents to be consistent with the GMA. The following sections outline the history of planning for the Kingston Area since inception of the GMA.

1992-1994

Kingston Design Study

The Kingston Community Design Study (KCDS) planning process began in February of 1992. A Steering Committee² was selected to represent broad-based interests of the

¹ See Chapter 10 *Consistency with the GMA, CPP and KCCP*.

² The Sub-Area Steering Committee was comprised of Kingston community members who were appointed by the Board of County Commissioners to review planning work prepared to date, develop a vision statement for the Plan, prepare appropriate goals, policies and projects, and craft alternative development scenarios that could be evaluated to help determine the most appropriate future for Kingston.

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community and to provide guidance to the development of the design study. The purpose of the KCDS planning process was to:

- Develop a community vision for future growth in Kingston; and
- Implement an urban design plan that realized Kingston's vision

This vision was developed through a series of community meetings and exercises (in 1992-93) that lead to the preparation of the KCDS. The key elements of the KCDS vision included:

- Creating Resident-oriented design;
- Retaining a small town atmosphere;
- Creating friendly and interesting place for all ages;
- Creating comfortable scale and pedestrian-friendly atmosphere;
- Preserving views and open space;
- Providing adequate recreational opportunities; and
- Ensuring economic vitality and businesses that serve local residents.

The vision lead to recommendations for a UGA, proposed boundaries for the commercial core, a prioritized list of improvements for County funding and implementation, and a recommendation to develop community design guidelines. Although subject to extensive public discussion and review throughout 1993 and 1994, the KCDS was not adopted by the County. This action was attributed to a re-prioritization of staff focus on the 1994/1998 County-wide Comprehensive Plan, and further development of the KCDS was postponed.

1994 to 1998

County-wide Comprehensive Plan

The County adopted a Comprehensive Plan in 1994; however, the plan was appealed to the Hearings Board and was determined to be non-compliant with the GMA. During the period from 1994 to 1998 while the county-wide planning process was on hold, the following occurred that affected the community vision in Kingston.

- Introduction of a passenger-only ferry service between Kingston and Seattle;
- Relocation of Kingston's sewage treatment plant from its previous site to a new location;
- Adoption of the design standards for commercial development;
- An increase in the viability (and desirability) of residing in Kingston while commuting to employment outside of the area. As a result, this attracted many new residents, and created a number of issues pertaining to parking, transportation, day care needs, etc. that had not been fully considered in 1993-94;

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- Significant controversy arose regarding several proposed new developments -- Appletree Point, Whitehorse, and Arborwood (formerly Applewood).

In addition to these circumstances, a significant amount of new information was available regarding population, growth patterns and transportation demands. It became evident that both the circumstances, and the availability of new information, warranted a reassessment of the KCDS and evaluation of alternatives through the preparation of a planning document with an integrated Environmental Impact Statement (EIS). The County designed a Sub-Area Planning process that built from the successful elements of the KCDS, reviewed current circumstances, considered revisions to the vision for the community, and determined an appropriate boundary for the Kingston UGA.

2000

Kingston's Design Standards

In the intervening period awaiting the adoption of a valid County-wide Comprehensive Plan, significant progress was made toward developing design guidelines for the commercial areas of Kingston. Design standards evolved from the KCDS promotion of Kingston's small town character and support of local economic vitality, while accommodating the impact of existing regional transportation and tourism issues. The Design Standards for the Community of Kingston were adopted on December 4, 2000, by Ordinance #150-2000.

2003

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The 2003 Kingston Sub-Area Plan focused on facilitating a community-based reassessment of elements of the KCDS, examining current and future planning needs, developing a refined long-term vision for Kingston, and identifying potential alternative configurations for the future Kingston UGA.

In order to provide community involvement, guidance and direction for the planning process, a Steering Committee was formed to accomplish the following tasks:

- Develop and refine the overall vision for the community;
- Review goals contained in the KCDS for continued applicability;
- Identify and evaluate alternative configurations for the Kingston UGA; and
- Develop a preferred alternative for the UGA.

With the exception of developing a preferred alternative, the Steering Committee accomplished these tasks and forwarded their recommendations to the County. Specific guidance in the form of "planning bookends" was given to the Steering Committee by the Board of County Commissioners to help frame their review. The planning bookends

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were used to narrow the focus and direction of the Steering Committee's review, while assuring that a range of outcomes were considered plausible. The bookends provided to the Steering Committee were as follows:

1. Minimum Size of a Proposed UGA – The UGA shall be no smaller than the existing 1998 Kingston UGA boundary.
2. Maximum Size of a Proposed UGA – The UGA shall be no larger than that proposed in the *Draft Kingston Community Design Study Final Report* (1993).

The Steering Committee spent a significant amount of time discussing the current and future population of the Kingston UGA. Population allocations in the County have historically been determined by a combination of anticipated population growth, and build out analysis that assesses the ability to accommodate growth, local desire, and local and county-wide negotiations.

The land use alternatives in the 2003 Plan evaluated population allocations ranging from zero to 3,000. There were varying opinions by the Steering Committee as to the appropriate population projections for the UGA. One viewpoint suggested that pre-platted lots be kept in the rural area because enough capacity existed in the current UGA. The opposing position contended that pulling the pre-platted lots into the UGA would stimulate growth by supplying urban amenities otherwise unattainable. However, legally vested plats had the right to develop at the density allowed at the time of vesting, whether in or out of the UGA.

Revised from 1998, the Kingston UGA boundary was adopted in 2003 with the Kingston Sub-Area Plan. The UGA was sized to accommodate the community's projected population for the period ending in 2017. Figure 3-1 shows the final adopted UGA in 2003, supporting a population of 640 new residents to 2017. At the time, the adopting Ordinance 311-2003 indicated that a review of the UGA would be necessary once new population forecasts (2025) and updated land capacity analysis data were available.

An important aspect of the 2003 Kingston Sub-Area Plan was the integration of environmental review and the comprehensive analysis of the effects of the alternatives on the environment (eg, natural systems, transportation, land use, population).

2004-2005

Phase II Kingston Sub-Area Plan Update –Planning Efforts

During 2004, the County undertook efforts to reevaluate county-wide population projections (land demand) and update its framework and assumptions for determining land capacity (land supply) to 2025. Once the analysis for the entire county was completed, the review and update of the Kingston Sub-Area Plan was completed.

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The first meeting of the Phase II Kingston Steering Committee, a new committee from 2003, was held at the Kingston Community Center on September 15, 2004. The Steering Committee began preparation of recommendations on the proposed Kingston UGA boundary to accommodate population needs through 2025. The group primarily assessed residential land use needs and reasonable measures.

As part of the Phase II process, the committee considered whether all or part of the current Arborwood development proposal, currently designated urban reserve, but vested at one unit per acre, should be included in the UGA. During this time, the committee also analyzed other properties near or adjacent to the current UGA boundary, to determine whether or not these properties should be included, depending on population demand and implementation of reasonable measures.

In regards to reasonable measures, on August 9, 2004, the Central Puget Sound Growth Management Hearings Board (Hearings Board) issued a ruling that the County's 2002 Buildable Lands Analysis Report did not include "Reasonable Measures" to direct growth and development to UGAs, as required under RCW 36.70A.215(4). Subsequently, the Hearings Board ordered the County to identify and implement such measures no later than December 1, 2004. When urban densities are not achieved or when there are inconsistencies between actual and planned development, the GMA requires counties to identify and implement reasonable measures to encourage development at urban densities, consistent with the vision contained in the county-wide planning policies, local comprehensive plans and the goals and requirements of the GMA. The County responded to the Hearings Board order by formally identifying reasonable measures (Resolution 158-2004) that were already contained in the Kitsap County codes and various sub-area plans, including the 2003 Kingston Sub-Area Plan. In addition, in 2005 the County developed a reference guide of reasonable measures, including eighteen identified in the resolution for a total of 46 (see Appendix C). Those 46 measures include a wide-range of strategies for directing and accommodating growth in the UGAs. Each of the 46 measures was evaluated for their applicability in Kingston.

The Steering Committee started with analysis of the Reasonable Measures already imbedded in the 2003 Kingston Sub-Area Plan and started to gauge the effectiveness of these measures. Based on limited trend data, it was the consensus of the Steering Committee that not enough time had elapsed to adequately evaluate the sixteen existing reasonable measures in the two years since the adoption of the 2003 Plan. Qualitatively, however, the measures appear to have some effectiveness, such as the ability for local residents to access multi-modal transportation on recently constructed sidewalks and bicycles paths along Lindvog Road, and to take the private ferry to downtown Seattle. Although the data is minimal at this time, the land uses such as Urban Village Center (UVC) are anticipated to meet 2025 expectations. For example, there are currently two preliminary applications for mixed-use development in the downtown core that proposes up to eighteen units per acre. The previous zoning in the downtown core, Neighborhood Commercial (NC), promoted commercial with some residential while the UVC design standards promote redevelopment of residential, with some commercial use and more pedestrian-friendly access.

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Some Steering Committee members raised concerns that the land designations of Neighborhood Commercial (NC), Park and Military Lands (Village Green), and the overlay of the Urban Village Center (UVC) design standards had more population capacity than indicated in the 2005 Updated Land Capacity Analysis—Modified for Kingston. Physical “groundtruthing” by some Steering Committee members continued to identify a potential flaw. However, after analysis the County verified that the current land use designations on the properties were either commercial, military, park or mixed-use. These land uses would not allow the amount of population that purely residential would. The County accounted for the allowed residential densities, even though the current physical uses of the properties indicate purely residential (eg, mobile home). Although the military lands contain approximately 10 residential units, the County has an option to purchase the property and keep it in park use. Should the County not exercise its option to purchase the property and the military lands are allowed to redevelop, the land could at most contain approximately 10 units. If this occurs during the 10-year update, an adjustment would be considered.

Another concern centered on shoreline densities developing at greater densities than was indicated in the Updated Land Capacity Analysis—Modified for Kingston. A search through building permits (1990-2004) did not substantiate some Steering Committee members claim that the shorelines would develop more than at one dwelling unit per acre. During the 10-year review, shorelines in the county will be examined for their appropriate land use and density. Because they are critical to the ecological environment, as well as having economic and aesthetic value to Kitsap County, shorelines will be evaluated holistically.

On September 21 and October 19, 2005, staff presented a total of four action alternatives and one non-action alternative to the Steering Committee. In November 2005, the Kitsap County Planning Commission recommended a revised alternative as well. The five alternatives include Alternative 1 (the No Action Alternative), Alternative 2 (based on land use requests), Alternative 3 (an expansion southward), Alternative 4 (the Steering Committee Preferred Alternative) and the Preferred Alternative (recommended by the Planning Commission). Each alternative was evaluated using a 2025 population allocation of 5006. Land capacity analysis indicated the number of vacant parcels, those parcels that could be redeveloped to a higher use, and further indicated critical areas, public infrastructure and others. Once the 2003 Kingston UGA achieved a maximum population using reasonable measures, additional population growth was accommodated through a UGA expansion. The first property to be considered in the expansion was Arborwood. Although not an approved project, the County had determined that the Arborwood Planned Unit Development (PUD) was legally vested. Consideration of Arborwood's PUD application was postponed pending the outcome of the sub-area planning process. Rationale for having the Arborwood PUD in the Urban Growth Area included preventing sprawl (by allowing urban densities instead of vested densities, 1du/a, enabling sewer, water and other urban amenities in the proposed area, as well as allowing for other nearby areas within the UGA to access infrastructure (eg, sewer). The inclusion or exclusion of all or a portion of the project within the final Kingston UGA

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will not affect the validity of the application or the standards of review for the pending project.

During the public comment period on the Draft Sub-Area Plan, an oversight was identified in the land capacity analysis for Kingston in determining persons per household for the Urban Medium Residential land use designation. This land classification allows both single-family and multi-family residential units. The reclassification requests indicated a desire for multi-family rather than single-family in this zone. The factor for single-family versus multi-family was adjusted from 2.5 to 1.8 persons per household. Note that GMA does not require single-family or multi-family zoning to be rezoned to higher densities.

Over the course of 2004 and 2005, discussions also focused on water availability and fire emergency services. Both the Kitsap Public Utility District (KPUD) and the North Kitsap Fire and Rescue commented on adequate services and supply to meet 2025 demands. Water services appeared to be adequate for the 2025 projections; however, fire services have a net deficiency at this time. The fire district believes this deficiency will be addressed through future levies, later in the planning horizon.

In the final analysis, the Kingston UGA was allocated 3,135 new residents (Ordinance 327-2004), which fell within the mid-range of the population projections determined by the Office of Financial Management and required to be met by the GMA.