

STAFF REPORT

COMPREHENSIVE PLAN AMENDMENT

Downtown Kingston Master Plan: Phase 1 – Old Town

October 2, 2009

Prepared By:
Kitsap County Department of Community Development
Policy and Planning Division

Overview

The proposal establishes a master plan for Downtown Kingston, and amends the 2005 Kingston Sub-Area Plan Update and Kitsap County Comprehensive Plan. The purpose of the master plan is to implement Sub-Area Work Program activities as applied to the Old Town district downtown Kingston.¹ Implementation is accomplished via code and policy revision and development of a streetscape study. Affected policy areas are noted in the table below.

Downtown Kingston Master Plan Affected Policy Areas

	Location	Result
Kitsap County Comprehensive Plan	Chapter 2.2 – Land Use Goals and Policies, Figure 2-1 - Comprehensive Plan map, North (2008 version)	Expand Urban Low Commercial / Mixed Use boundary in Old Town
	Chapter 2.2.7 – Urban Commercial Lands	Increase maximum dwelling units within Urban Village Center zone
	Chapter 12 – Kingston Sub-Area Plan	Insert section 12.3: Downtown Master Plan (abbreviated version)
Kingston Sub-Area Plan	Appendix H: Downtown Master Plan	Insert full document
Kitsap County Zoning Code	KCC 17.200.010 – Classification of zones	Note increase in UVC density
	KCC 17.200.030 – Revision to zoning map (2008 version)	Expand UVC zone boundary and corresponding density notation in Old Town
	Title 17.345 – Off-street parking and loading	Establish option to utilize parking standards set forth in streetscape study
	Title 17.381.040 – Allowed uses	Modify UVC use classifications ²
	17.382.070 – Commercial and Mixed Use Density and Dimensions Table	Increase maximum dwelling units and lot coverage
Kingston Design standards	Page ii; iii – District map; Definitions	Modify Old Town boundary and corresponding text description

¹ Old Town's location is defined within the Design Standards for the Community of Kingston. These standards set forth design criteria for development within three downtown districts: Old Town, Village Green, and Lindvog Commercial. The master plan includes a proposal to extend the Old Town boundary. This would be the only 2009 amendment to the Design Standards for the Community of Kingston.

² Resulting in minor modifications across all zones.

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. 226-2008 Section 4:

Areas for Consideration in 2009: Community planning processes, which may include LAMIRD planning processes, will be the preferred mechanism through which amendments to the Comprehensive Plan and corresponding development regulations may be entertained in 2009. Although suggested amendments may be considered in subsequent Comprehensive Plan Amendment processes, the following 2009 Comprehensive Plan Amendment annual review will be limited to the following:

- A. Text Amendments: Text amendments to the Kitsap County Comprehensive Plan and corresponding development regulations for consideration with the 2009 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

Location

Kingston is a waterfront community located northeast of the City of Poulsbo in the northeast Kitsap County, and primarily accessed by State Route 104 and Washington State Ferry service from Edmonds. 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 employment centers in east Puget Sound via the Edmonds – Kingston ferry. The Old Town district within downtown covers nearly 30 acres including 121 tax parcels average 0.24 acres in size, and 75 total dwelling units. Current land uses in Old Town include commercial services, industrial, multi-family residential, parking, public facilities, outbuildings, single-family residences, utilities and vacant land. Maps showing the affected area and proposed planning boundaries are included as attachments.

State Environmental Policy Act (SEPA)

Comprehensive plan amendments are considered non-project actions and usually subject to SEPA. The proposed community plan is currently undergoing SEPA evaluation, and a determination will be issued prior to adoption by the Board of County Commissioners.

Public Involvement Process

Information-gathering and outreach for the County-facilitated portion of the planning process was conducted with assistance from a citizen planning committee. The committee was chaired by two members of the Kingston Citizen Advisory Council (KCAC) who provided regular status updates to that group. Additional outreach methods include newspaper bulletins, web site, and post card noticing. Meeting summaries are included as attachments.

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 growth³ 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 master plan is intended to aid in the implementation of the Kingston Sub-Area Plan work program, furthering goals and policies set forth within the sub-area plan.

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

³ Population growth is consistent with rates anticipated in the Kitsap County Comprehensive Plan and recognized in the Kingston Sub-Area Plan.

Text and Area-Wide Amendments

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 Kitsap County Code 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 implements Kingston Sub-Area Plan goals and policies as directed in the plan's work program. The work program is based on goals and policies which support all elements of the sub-area plan and is consistent with 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 master plan and associated development regulations are directly based on Comprehensive Plan goals and policies and implement corresponding objectives.

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 County⁴ 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 here⁵."

Policies for Countywide Growth Pattern (CW):

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.*

⁴ As articulated in the County Comprehensive Plan (1998).

⁵ Adopted Kitsap County-wide Planning Policy. 2004. 6.

The proposal encourages growth within the Old Town district of the Kingston UGA by expanding 'downtown' zoning, allowing a greater mix of development types, and increasing allowable density.

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

Master planning outcomes are intended to redevelopment and revitalize downtown Kingston, enhancing its quality as a place to live and work.

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

The proposal seeks to improve areas adjacent the waterfront. 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?⁶

1. Yes
2. Yes

Is the proposed amendment consistent with decision criteria for Text and Area-Wide Amendments?⁷

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

⁶ KCC 21.08.160 requires that these decision criteria are considered.

⁷ KCC 21.08.180 requires that all of these findings are satisfied.

- A. June 12, 2008
- B. September 3, 2008
- C. October 1, 2008
- D. November 6, 2008
- E. November 13, 2008
- F. January 15, 2009
- G. February 19, 2009
- H. April 22, 2009
- I. May 27, 2009
- J. June 24, 2009
- K. July 29, 2009
- L. August 5, 2009
- M. September 2, 2009

