



## STAFF REPORT

### Permit Number: 15 00607 | Cornerstone Alliance Church

**DATE:** March 2, 2016

**TO:** Kitsap County Board of Commissioners;

Kitsap County Planning Commission

**FROM:** Katrina Knutson, AICP, Senior Planner, DCD and

Jeff Arango, AICP, Senior Associate, BERK Consulting

**RE:** Cornerstone Alliance Church Reclassification Request

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### APPLICATION INFORMATION

1. **Applicant Name:** Jim Walter (applicant and owner)
2. **Parcel Number:** 342601-2-024-2003
3. **Address or location information:** 15350 Cox Road NE, Poulsbo WA 98370; see Attachment 1.
4. **Current Land Use:** Church facility; see Attachment 3.
5. **Current Comprehensive Plan Map Designation:** Rural Residential (RR)
6. **Proposed Comprehensive Plan Map Designation:** Rural Industrial (RI)
7. **Current Zoning:** Rural Residential (RR); see Attachment 4.
8. **Proposed Zoning:** Rural Industrial (RI); see Attachment 5.
9. **Lot Area / Size:** 3.67 acres
10. **Comprehensive Plan Alternatives:** Included as part of the 2016 Comprehensive Plan Update Supplemental Environmental Impact Statement (SEIS) Alternative 3 as a change to Rural Industrial.
11. **Preferred Alternative:** The proposal is not included in the Preferred Alternative.

### Submitted Application Materials

- Project Application
- Site-specific Amendment Criteria
- Ownership Certification

- Environmental Checklist

## Application Request

The applicant is requesting an amendment to change the Comprehensive Plan and Zoning Map designations from Rural Residential (RR) to Rural Industrial (RI).

## BACKGROUND

The subject parcel is 3.67-acres. It is currently zoned RR and developed with a church and parking lot, developed in 2005-2006. The site has existing water provided by Silverdale Water, septic service, and power service provided by Puget Sound Energy. The eastern half of the parcel contains very steep and moderately steep slopes associated with a fish-bearing stream near the easterly property line. The parcel occurs within a Category II critical aquifer recharge area.

The Comprehensive Plan and zoning map designations are the same for the subject property. The property does not have access directly from SR 308. The property is accessed from Silverdale Way NW via NW Luoto Court and Cox Ave NW, which are both local access streets.

## Surrounding Zoning and Land Use

The subject property is adjacent to parcels zoned RR, RI, and Rural Commercial (RCO). A variety of land uses surround the site, including agricultural, government and services, residential, and trade land uses. See Exhibit 1 and Exhibit 2.

**Exhibit 1. Summary of Surrounding Areas Current Zoning and Land Use**

Surrounding Areas	Current Zoning	Current Land Use
North	<ul style="list-style-type: none"> <li>• RR</li> </ul>	<ul style="list-style-type: none"> <li>• Residential</li> <li>• Undeveloped</li> </ul>
East	<ul style="list-style-type: none"> <li>• RI</li> <li>• RCO</li> </ul>	<ul style="list-style-type: none"> <li>• Undeveloped</li> <li>• Government and Services</li> </ul>
South	<ul style="list-style-type: none"> <li>• RR</li> <li>• RP</li> </ul>	<ul style="list-style-type: none"> <li>• Agricultural</li> <li>• Residential</li> </ul>
West	<ul style="list-style-type: none"> <li>• RR</li> </ul>	<ul style="list-style-type: none"> <li>• Resource Production</li> <li>• Residential</li> </ul>

## Current Future Comprehensive Plan and Zoning Designations

The current land use and zoning designation is Rural Residential (RR), described the same in the Comprehensive Plan and in the Kitsap County zoning code:

- **Rural Residential (RR):** This designation is intended to allow low-density residential development consistent with rural character, and primarily focuses on single-family dwellings. This designation is applied to areas that are relatively unconstrained by environmentally sensitive areas or other significant landscape features, and also recognizes areas that are already committed to a pattern of smaller rural lots. The Rural Residential designation is implemented by the Rural Residential zone.

The RR zone has a maximum density of 1 dwelling unit per 5 acres. Under RR zoning, a place of worship is an allowed use.

## Proposed Future Comprehensive Plan and Zoning Designations

As described in the current Comprehensive Plan, the proposed Comprehensive Plan and Zoning Map designation is RC. The Comprehensive Plan describes RI as:

- **Rural Industrial:** The intent and function of the Rural Industrial Zone is to provide for small-scale light industrial, light manufacturing, recycling, mineral processing, and resource-based goods production uses that are compatible with rural character and do not require an urban level of utilities and services.

The RI zone allows for a wider range of commercial and industrial uses than the existing RR Zone. The RI zone does not permit residential development. See Exhibit 2. Note that the current use as a church is not an allowed use under the proposed RI zone. If the proposed amendment is approved, the current use would become a nonconforming use.

**Exhibit 2. Selected Allowed Uses (KCC 17.381.040.E)**

Selected Uses	RI (proposed zoning)	RR (current zoning)
<b>Residential Uses</b>		
• Single family dwelling, detached	X	P
• Mixed use development	X	X
• Hotel/motel	X	X
<b>Commercial/Business Uses</b>		
• Accessory use or structure	P	P
• Automobile service station	C	X
• Espresso stands	ACUP	X
• Equipment rentals	ACUP	X
• General retail merchandise stores (any size)	X	X
• General office and management services (any size)	X	X
• Nursery wholesale	P	P
• Restaurants	X	X
• Off-street private parking facilities	X	X
• Public commuter park-and-ride lots	C	C
<b>Institutional Uses</b>		
• Places of worship	X	C
<b>Industrial Uses</b>		
• Manufacturing and fabrication, medium	C	X
• Storage, indoor	ACUP	X
• Storing, outdoor	C	X
• Wrecking yards and junk yards	C	X

Legend: P = Permitted Use, X = Prohibited Use, C = Hearing Examiner Conditional Use, ACUP = Administrative Conditional Use

The RI zone has minimal development standards compared to the RR Zone. See Exhibit 3.

**Exhibit 3. Selected Development Standards Comparison (KCC 17.382.080 and 100)**

Density and Dimensions	RI (proposed zoning)	RR (current zoning)
Base/Maximum density (du/acre)	NA	NA
Minimum lot size (acres)	None	5
Lot width (feet)	NA	140
Lot depth (feet)	NA	140
Maximum height (feet)	35	35
Maximum impervious surface coverage (%)	85	NA

**PUBLIC COMMENT**

This is a summary of comments received. For full text comments, please visit project page: <http://compplan.kitsapgov.com>

Two citizen commenters propose denial of this request due to lack of evidence of need for industrial property in the area. One commenter has concerns over transportation access. Another commenter notes the parcel is developed as a church and churches are permitted in the current zoning designation.

The Washington State Department of Fish and Wildlife note concerns over the stream located on the property.

Applicant states the current church congregation would like to relocate and market the site for industrial development. The applicant requests staff allow the church to continue in RI zoning until such time the property is sold.

**EVALUATION**

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

**General Criteria (KCC 21.08.070.A)**

A. General. For each proposed amendment to the Comprehensive Plan the review authority, the planning commission in reaching its recommendation, and the board of commissioners in making its decision, shall develop findings and conclusions, which demonstrate:

**1. How circumstances related to the proposed amendment and/or the area in which the property affected by the proposed amendment is located have substantially changed since the adoption of the Comprehensive Plan or applicable development regulations;**

Circumstances related to the proposed amendment or area in which the property is located have not substantially changed since the adoption of the Comprehensive Plan.

**2. How the assumptions upon which the Comprehensive Plan is based are no longer valid, or there is new information available which was not considered during the adoption of, or during the last annual amendment to, the Comprehensive Plan or development regulations;**

The assumptions upon which the Comprehensive Plan is based are still generally valid. Updated growth targets and capacity analysis is being conducted as part of the 2016 Comprehensive Plan update, but in general that process will not change the assumptions relative to the subject property and proposed amendment.

**3. How the requested redesignation is in the public interest and the proposal is consistent with the Kitsap County Comprehensive Plan.**

The County aims to focus a greater share of growth into the urban areas with limited growth in rural areas. The proposed amendment is partially consistent with these goals as it would increase industrial development intensity and capacity in the rural area where commercial and industrial zones already exist and would not significantly alter the rural character. The redesignation would create more rural employment opportunities and provide additional services to the rural community.

## **Reclassification Request Criteria (KCC 21.08.070.D)**

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

- 1. All Site-Specific Amendment Requests. Each of the following requirements must be satisfied for a recommendation for approval.**
  - a. The proposed amendment meets concurrency requirements for transportation, sewer and water, and will not result in significant adverse impacts on adopted level of service standards for other public facilities and services, such as police, fire and emergency medical services, park services, and general government services;**

The site is currently developed as a church facility with a parking lot. There are already existing water, septic, and power services provided. A zoning change to RI may create some impacts on road service and traffic if a future development creates additional demand to the area. The site only has access from local access streets and not from SR 308 even though the property fronts along SR 308.

Conversion from Rural Residential to Rural Industrial at the proposed site would add a small number of trips beyond what was reflected in the 2036 travel demand forecasts. Based upon an average light industrial rate of 7.26 trips per acre, an additional 26 PM peak hour trips are estimated to result from the proposal, over 1 PM peak hour trip that would be expected with Rural Residential.<sup>1</sup> The site is located near a segment of Viking Way NW with existing and projected 2036 deficiencies under Alternative 3. However, the transportation improvement projects identified to address deficiencies expected without the proposal would also be expected to address the contribution to the cumulative impact resulting from the proposal.

Specific proposals would require evaluation consistent with the Kitsap County Code and concurrency requirements.

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<sup>1</sup> Institute of Transportation Engineers, 2012.

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

### Kitsap County Comprehensive Plan Chapter Vision

Kitsap County’s Comprehensive Plan includes vision statements that guide policy for residential and commercial land use.

#### Exhibit 4. County Vision for Rural Areas and Economic Development

Vision	Rural Chapter Relationship to Vision
<p><b>Rural Areas.</b> Rural areas and communities where unique historical characters, appearances, functions, and pioneering spirits are retained and enhanced. Natural resource activities, such as forestry, agriculture, and mining continue to contribute to the rural character and economy. Rural recreation opportunities are enhanced, including equestrian facilities, trails, and others.</p>	<ul style="list-style-type: none"> <li>• Maintain low residential densities in rural areas and provides policy guidance for development standards which help to preserve the County’s rural character.</li> <li>• Foster small sustainable farms and agricultural enterprises that provide locally-grown food and fiber for Kitsap citizens.</li> </ul>
<p><b>Economic Development.</b> A stable, prosperous and diversified economy that provides living wage jobs for residents, supported by adequate land for a range of employment uses and that encourages accomplishment of local economic development goals.</p>	<ul style="list-style-type: none"> <li>• Preserve opportunities for resource-based economic activities within the County</li> <li>• Allow for limited commercial and industrial uses in rural areas, while preserving rural character</li> </ul>

Source: Kitsap County Comprehensive Plan (December 2012).

The applicant proposes a rezone for no specific use, but foresees the potential for rural industrial land uses.

The surrounding property is used for agriculture and rural industrial and commercial uses. Developing the property is consistent with maintaining rural character and economy. The property is near a major intersection, outside of the UGA, and could support industrial development. However, the existing limited access to the site may limit certain types of industrial development. The existing use as a church facility would become a non-conforming use under the proposed RI zone.

### Kitsap County Comprehensive Plan Goals and Policies

The proposed zoning amendment supports the following current Comprehensive Plan Goals:

#### 3A.2.1 Rural Lands

- **Goal 1. Retain the rural character of the County outside of designated urban areas, as described in this chapter.**
- **Goal 2. Encourage development standards that help preserve the County’s rural character.**
  - **Policy RL-7. Allow and encourage home-based cottage-type businesses and industries in the rural areas consistent with Kitsap County Code 17.381.060(B) (1).**
  - **Policy RL-8. Unlimited expansion of commercial and industrial uses in the rural areas is not appropriate. Accordingly, only limited new commercial and industrial uses will be permitted in the rural areas, per Kitsap County Code 21.08. Such commercial and industrial uses must be**

**consistent with GMA and Comprehensive Plan requirements for rural areas, preserve Kitsap County's rural character, and shall not allow urban-type uses or services.**

The rezone would be consistent with the surrounding parcels and with Kitsap County goals. It allows for RI applications in an area near a crossroads and would support industrial uses consistent with rural character of the area.

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

The subject parcel has indirect access to Silverdale Way and already is served by public water. It also has a retention pond, a commercial grade building with fire flow, and is located near other commercial and industrial uses. The site is accessed via local access streets that may limit certain types of industrial development.

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

The subject parcel is in the rural area and will not materially affect the land uses and growth projections which are the basis for comprehensive plan.

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

The proposed amendment would not materially affect the adequacy or availability of urban facilities and services in the area as the property is located in the rural area.

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

The following state and local policies and laws are applicable to the applicant's zoning amendment request.

#### **Growth Management Act Planning Goals (RCW 36.70a.020)**

##### **2) Reduce Sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling low-density development**

The proposed amendment is consistent with the above GMA goal to reduce sprawl. Although the change to RI zoning may expand development in the rural area, it would also provide additional land for industrial and commercial use in an area with these existing uses. It may help provide employment opportunities and services in the rural area which could reduce carbon emissions by reducing vehicle trips.

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

The proposed zoning amendment would support economic development in the area where there are already established commercial and industrial uses.

## Kitsap County-wide Planning Policies

### D-2. Rural Land uses and Development Patterns

**c. The County shall develop criteria consistent with the Growth Management Act for designating future industrial and commercial development outside of Urban Growth Areas that protect rural character while encouraging vehicle trip reduction. The criteria should allow for industrial resource-based land use and recreation for convenience commercial that is scaled to serve the daily needs of rural residents.**

The proposed amendment would likely increase vehicle trips to the site compared to the existing residential zoning depending on the actual development and use of the property. The existing church use likely generates significant vehicle trips, but only during limited peak periods with low trip volume during other times. The character of the predominantly rural residential neighborhood would not be adversely impacted by the introduction of industrial development on the site, as there is existing industrial and commercial zoning and use in adjacent parcels.

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

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

There is a lack of rural industrial designated land in the area. The only RI zoned parcel in the area is already developed.

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

There is already existing RCO and RI zoning and land use in adjacent areas, including a gas station and self-storage facility. The proposed amendment would not affect the rural character of the area. RI zoning aims to allow industrial uses that preserve rural character.

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

The applicant states the proximity of the subject property to the rural community would principally serve this community. The site is located in the rural area north of the Silverdale UGA and its location provides convenient access for rural residents in this area of the County. An industrial use at this location would reduce travel distances for rural residents who would otherwise have to travel to commercial areas further away to meet their needs.

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

The property has existing water service and existing septic sewer and retention pond on the property. It would not require urban services.

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

The property is contiguous to land zoned RI to the southeast. Additionally, the parcel adjacent to the east is also seeking a zoning amendment to RI (application #15 00657 Gonzalez).

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

Under RI zoning, there is no minimum lot size. Since there is already an existing parcel to the southeast zoned RI, and the adjacent property to the east is seeking a zoning change to RI, this would create a contiguous area of RI zoning.



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

There is only one adjacent parcel nearby zoned RI and a few parcels zoned RCO in this area of the County. The only other RI zoned site is already developed. An undeveloped RCO zoned property exists to the east, but the RCO zone does not allow for the same range of industrial uses as the RI zone.

## Findings of Fact

1. The applicant, Jim Walter, submitted the application to Kitsap County on February 26, 2015.
2. The applicant seeks a Comprehensive Plan and Zoning Map amendment to from Rural Residential (RR) to Rural Industrial (RI).
3. The subject property is approximately 3.67 acres and located in unincorporated Kitsap County north of the Silverdale UGA.
4. The property is along a major crossroads between SR 308 (NW Luoto Road) and Silverdale Way NW. Access to the site is from Silverdale Way NW via the local access streets NW Luoto Ct and Cox Ave NW. No access from SR 308 currently exists.
5. The property is currently developed with a church and a parking lot containing 94 spaces. It has existing water services, septic sewer and retention pond on site.
6. The site has steep slopes on the eastern section of the property.
7. The property is contiguous to other Rural Industrial and Rural Commercial zoned properties.
8. Adjacent properties are currently being used as a gas station and convenient store, church, and self-storage facility.
9. The parcel is designated and zoned RI in Alternative 3.
10. The adjacent property to the east is also requesting a site-specific amendment to change the Comprehensive Plan Future Land Use and Zoning Map from Rural Residential to Rural Industrial.
11. The current use as a church facility is a prohibited use in the proposed RI zone. It would become a nonconforming use under the proposed zone.
12. Due to limited access to the site through a primarily rural residential neighborhood the subject property is not suitable for the Rural Industrial designation.
13. The proposal is not included in the Preferred Alternative.

## Conclusion of Law

The project does not comply with all the provisions of the Washington State Growth Management Act, Kitsap Countywide Planning Policies, the Kitsap County Comprehensive Plan, and the Kitsap County Code. A change to the proposed RI zoning would make its current use as a church facility a non-conforming use and significant access issues exist.

## Recommendation

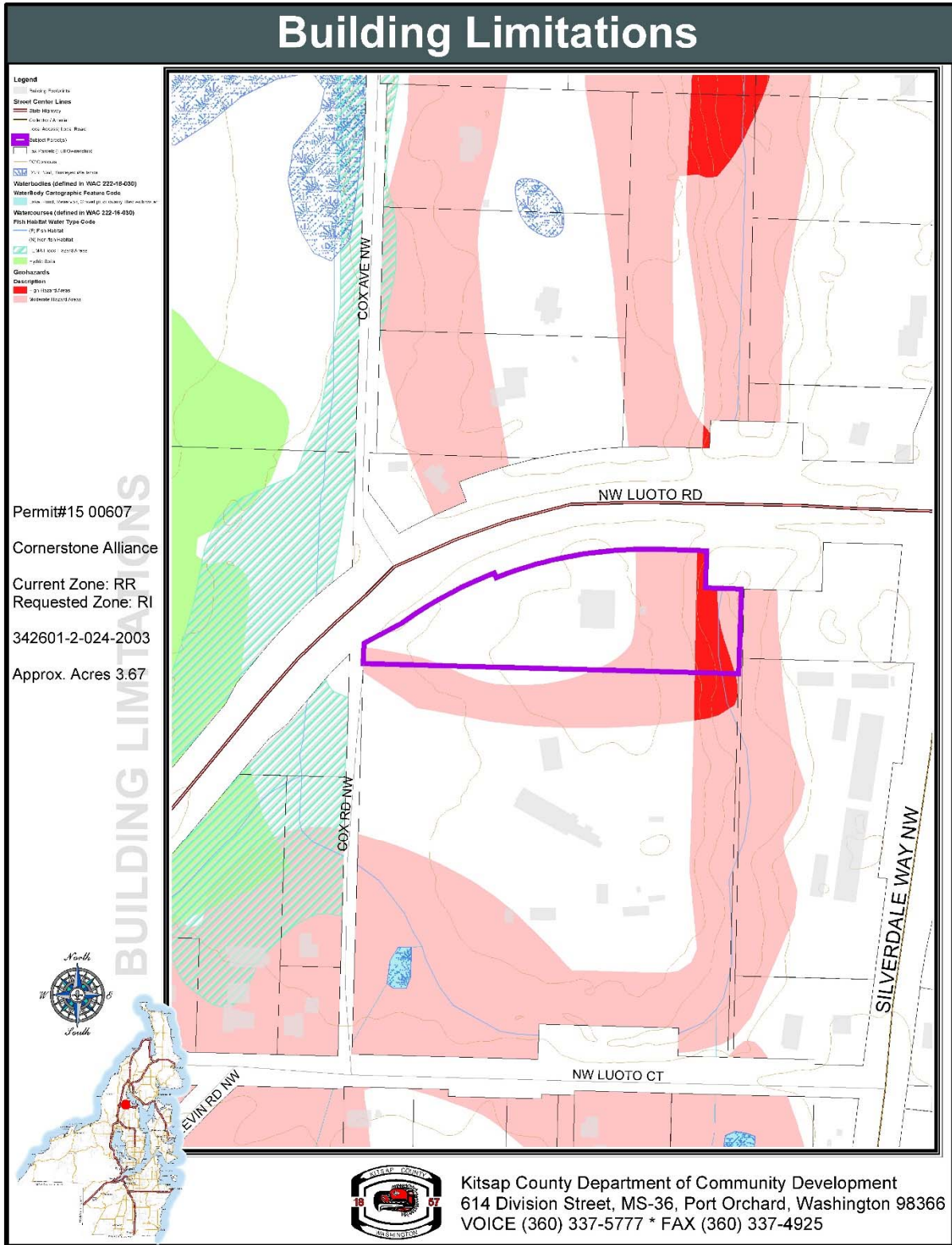
Based on the findings of fact and conclusion of law staff recommends denial of application 15-00607.

# ATTACHMENTS

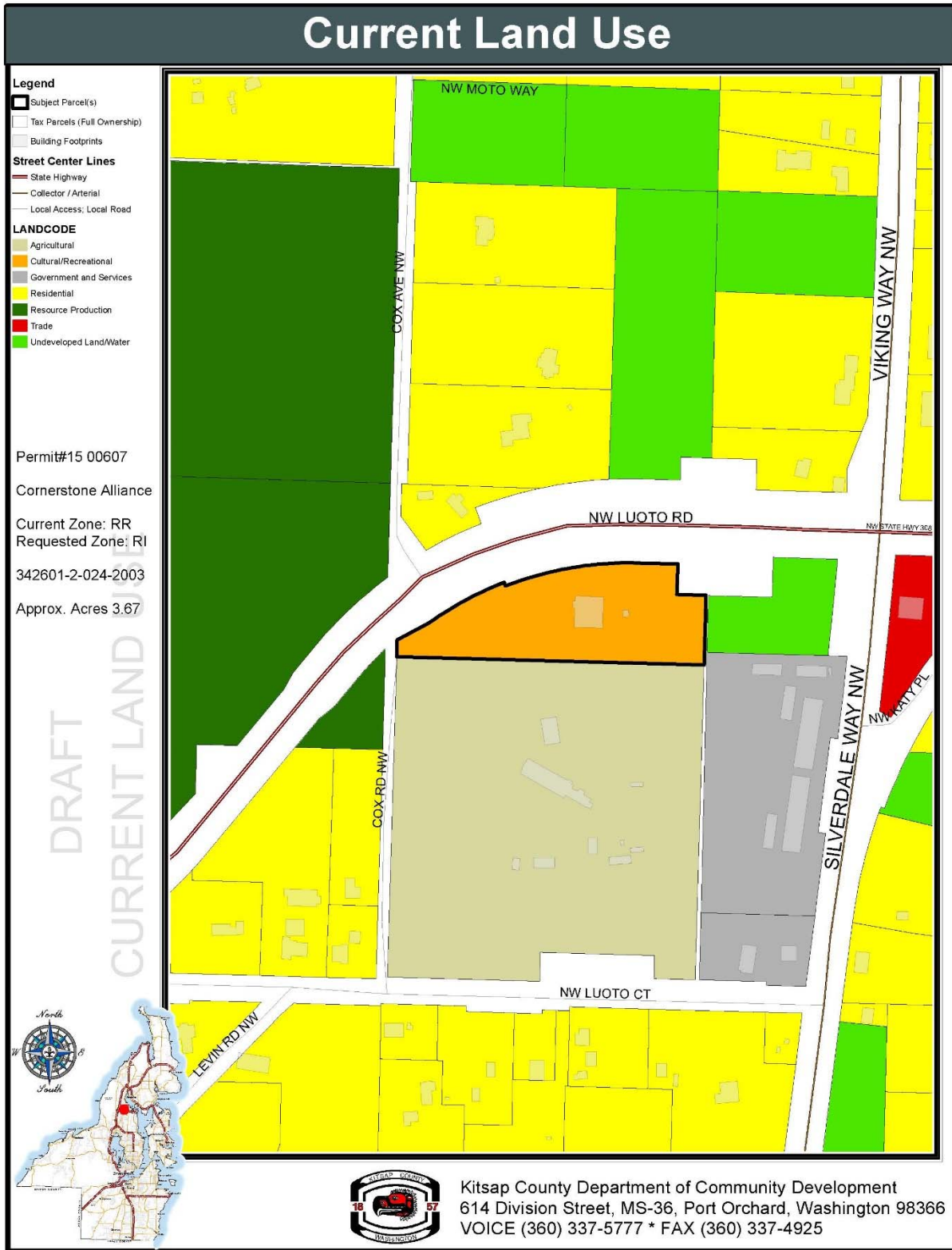
## Attachment 1. Aerial Imagery



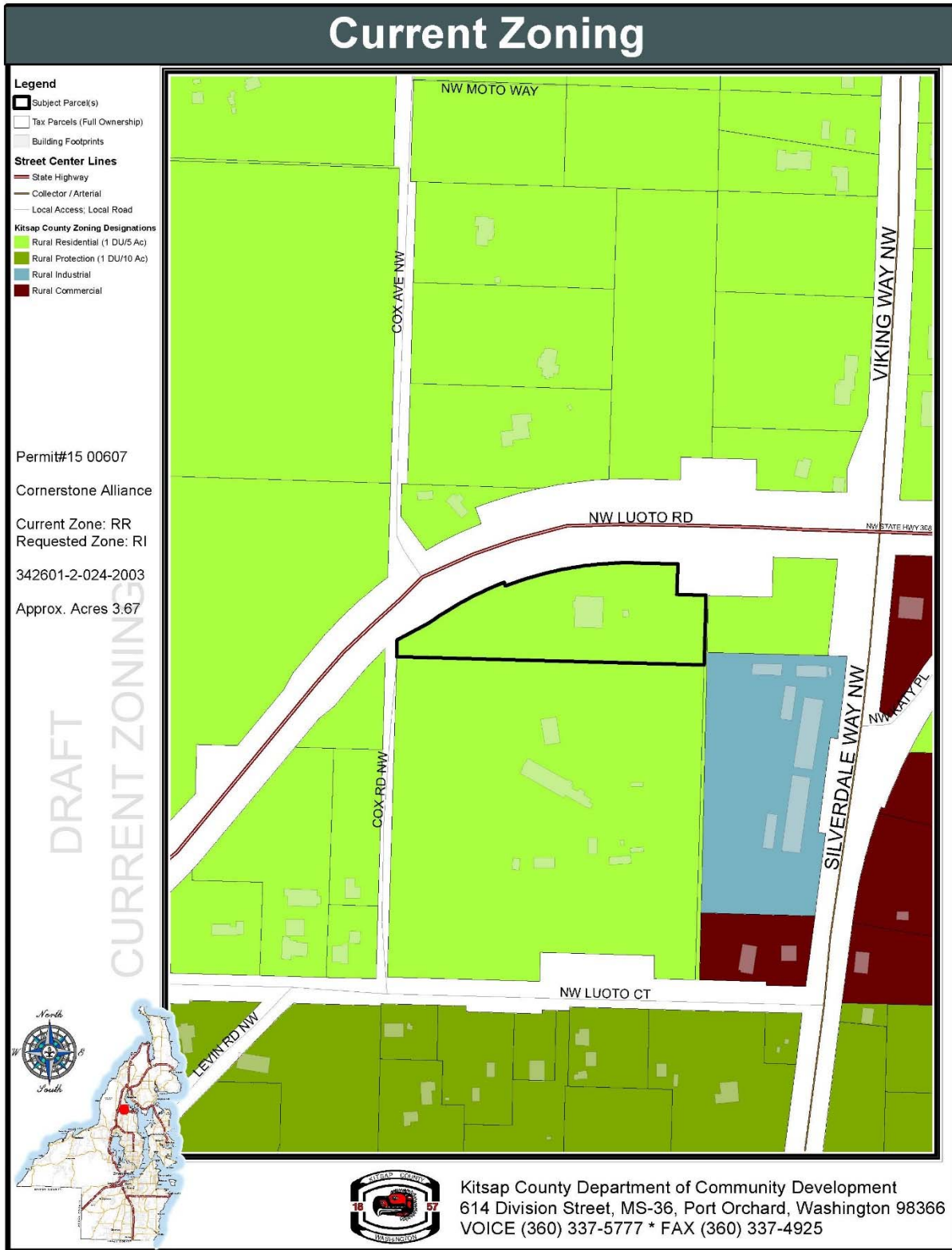
### Attachment 2. Building Limitations



Attachment 3. Current Land Use



### Attachment 4. Current Zoning



### Attachment 5. Proposed Zoning

