



STAFF REPORT

Permit Number: 15 00739 | Schourup LLC

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: Schourup LLC Reclassification Request

APPLICATION INFORMATION

1. **Applicant Name:** Schourup LLC & Seattle Realty, Inc. (applicant and owner)
2. **Parcel Number:** 4627-002-013-0006, 4627-002-016-0003, 4627-002-017-0002
3. **Address or location information:** No site address has been assigned, the subject parcels are located at the junction of W. Ida Street and West Werner Road in the West Bremerton Urban Growth Area; see Attachment 1.
4. **Current Land Use:** Undeveloped (gravel parking lot)
5. **Current Comprehensive Plan Map Designation:** Urban Medium-Density Residential
6. **Proposed Comprehensive Plan Map Designation:** Urban Industrial
7. **Current Zoning:** Urban Medium Residential (UM); see Attachment 4.
8. **Proposed Zoning:** Industrial (IND); see Attachment 5.
9. **Lot Area / Size:** 0.94 acres (three parcels total)
10. **Comprehensive Plan Alternatives:** Request included with Comprehensive Plan Update 2016 Supplemental Environmental Impact Statement (SEIS) Alternative 3.
11. **Preferred Alternative:** The request is included in the Preferred Alternative.

Submitted Application Materials

- Site-specific Application Criteria
- Site and vicinity maps
- Environmental Checklist

- Ownership Certification
- Environmental Checklist

Application Request

The applicant is requesting a Comprehensive Plan Map amendment from Urban Medium-Density Residential to Urban Industrial and a Zoning Map amendment from Urban Medium Residential (UM) to Urban Industrial (IND).

BACKGROUND

The subject property are currently used as a gravel parking area to serve the adjacent industrial use within the City of Bremerton. The subject property is in the City of Bremerton Urban Growth Area (UGA) (West Bremerton) and adjacent to the Bremerton city limits. According to Kitsap County Assessor on-line parcel maps the subject property has moderate geological hazards, and one of the parcels shows hydric soils indicating a small area of potential wetlands in the northeast corner. The property to the east has identified, surveyed wetlands.

Surrounding Zoning and Land Use

The property is currently used as a gravel parking lot and is adjacent to Industrial zoning to the north that is currently being used for government and services. UM zoning exists to the east that is currently undeveloped.

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

| Surrounding Areas | Current Zoning | Current Land Use |
|-------------------|---------------------|------------------------------|
| North | • IND | • Government and Services |
| East | • UM | • Undeveloped Land and Water |
| South | • City of Bremerton | • Undeveloped Land/Water |
| West | • City of Bremerton | • Government and Services |

Source: Kitsap County GIS; BERK Consulting 2015

In the application, the property owner acknowledges that the site is on or near wetlands. Protection measures to water quality and critical areas, according to the applicant are already established as a stormwater system has been installed.

Current Comprehensive Plan and Zoning Designations

The current Comprehensive Plan Map designation is Urban Medium-Density Residential and the current Zoning Map designation is Urban Medium (UM).

- **Urban Medium/High-Density Residential:** This designation primarily focuses on multifamily residential units and innovative housing types but may also include single-family housing. This designation encourages development at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other non-motorized transportation. Zones that implement the Urban Medium/High-Density Residential designation include:

- **Urban Medium Residential and Urban High Residential:** Urban Medium Residential. This zone focuses on duplexes, townhouses, multiple-family dwelling and small lot single-family residences. (10–18 du/ac)

Proposed Comprehensive Plan and Zoning Designations

As described in the current Comprehensive Plan, the proposed Comprehensive Plan Map designation is Urban Industrial. The Comprehensive Plan describes the Urban Industrial designation as:

- **Urban Industrial:** This designation includes both industrial and business uses, such as light manufacturing, hi-tech, warehousing, bio-tech, park-like business, 4-year educational institutions, equipment and vehicle repair, as well as heavy industrial activities and those requiring access to major transportation corridors. Zones that implement the Urban Industrial designation include: Business Center, Business Park, Industrial, and Airport.

The Kitsap County Code describes the Industrial Zone as:

- **Industrial Zone (IND):** This urban zone allows a wide range of industrial activities including heavy industry such as fabrication, warehousing, processing of raw materials, bulk handling and storage, construction, and heavy transportation. This zone is intended to provide sites for activities which require processing, fabrication, storage, and wholesale trade. Generally, these activities require reasonable accessibility to major transportation corridors including highways, rail, airports or shipping.

Exhibit 2 provides a comparison between the allowed land uses in the current UM Zone and the proposed IND Zone.

Exhibit 2. Selected Allowed Uses (KCC 17.381.040.A and C)

| Selected Uses | IND (proposed zoning) | UM (current zoning) |
|--|-----------------------|---------------------|
| Residential Uses | | |
| ● Single family dwelling, detached | X | P |
| ● Dwelling, multifamily | X | P |
| ● Mixed use development | X | X |
| ● Hotel/motel | X | X |
| Commercial/Business Uses | | |
| ● Accessory use or structure | P | P |
| ● Automobile service station | P | X |
| ● General retail merchandise stores – less than 4,000 s.f. | ACUP | X |
| ● Laundromats and laundry services | ACUP | X |
| ● Restaurants | ACUP | X |
| ● Tourism facilities, including outfitter and guide facilities | ACUP | X |
| Industrial Uses | | |

| Selected Uses | IND (proposed zoning) | UM (current zoning) |
|---|-----------------------|---------------------|
| • Manufacturing and fabrication, medium | P | X |
| • Storage, indoor | P | X |
| • Storage, outdoor | P | X |
| • Wrecking yards and junk yards | C | X |

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

The use allowances and development standards differ substantially between the existing and proposed zones. The I Zone does not allow residential development and has few development standards. The UM Zone has both a minimum and maximum residential density and separate lot size and dimensional standards for single and multi-family development. See Exhibit 3.

Exhibit 3. Selected Development Standards Comparison (KCC 17.382.100)

| Density and Dimensions | I (proposed zoning) | UM (current zoning) |
|---|---------------------|--|
| Base/Maximum density (du/acre) | NA | 18 |
| Minimum Density (du/acre) | NA | 10 |
| Minimum lot size (s.f.) | NA | Multi-Family: None Single-Family: 2,400 |
| Lot width (feet) | NA | Multi-Family: 0 Single-Family: 40 |
| Lot depth (feet) | NA | Multi-Family: 0 Single-Family: 60 |
| Maximum height (feet) | 35 | 35 |
| Maximum impervious surface coverage (percent) | NA | 85 |

PUBLIC COMMENTS

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

The project representative submitted a comment further clarifying and promoting the project.

Two public commenters recommend denial of this application due to proximity to the City of Bremerton and the Puget Sound Industrial Center-Bremerton.

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 has changed since the adoption of the Comprehensive Plan or development regulations. The County has updated its buildable lands analysis showing there is an employment capacity surplus in the Bremerton UGA under present designations and boundaries. See Exhibit 5.

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; and

The assumptions upon which the Comprehensive Plan is based are still generally valid. Updated capacity analysis has been conducted as part of the 2016 Comprehensive Plan update, see Exhibit 5 below.

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, which may include rezoning properties within the existing UGA boundary to increase capacity as necessary to accommodate growth targets. It may not be in the County's interest to approve the amendment if additional employment capacity is added by virtue of approving this request. See site specific amendment criteria D.1.b below for analysis regarding consistency with the Comprehensive Plan.

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 subject property is currently located within the Bremerton UGA. The applicant indicates sewer lines are available to the property, as is water and power. Presumably the gravel parking lot is not currently connected to the water and sewer system, and hook up charges would apply if the site were developed with uses creating a demand for services. City sewer plans also address current and future water and sewer service to the West Bremerton UGA. Development of the site would likely mean additional fire/EMS service, which is presently provided by South Kitsap Fire and Rescue. Project specific impacts from proposed future development will be addressed during local permitting.

It is anticipated based on the County transportation modeling the proposed land use and zoning would not create a significant impact on the County’s transportation standards; this area was studied for UM uses in 2006 and 2012 and is part of the cumulative analysis in the 2016 Capital Facility Plan and SEIS. The site is located adjacent to a segment of Werner Road with projected 2036 deficiencies under Alternative 3 although no existing deficiencies are identified. However, any transportation improvement projects identified (in cooperation with the City of Bremerton) to address deficiencies expected without the proposal would also be expected to address the contribution to the cumulative impact resulting from the proposal. Further any reclassification development would be subject to the County’s transportation concurrency requirements.

- 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 2036 Vision Statements

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

Exhibit 4. County Vision for Economic Development and Urban Areas

| Vision | Relationship to Vision |
|--|---|
| <p>Economic Development. 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"> ● Identify land for commercial and industrial development, and allows for a variety of uses and development types on those lands. ● Provide the land use capacity for employment growth, allowing for new businesses and expansion of existing businesses |
| <p>Housing. Residential communities that are attractive, affordable, diverse, and livable supported by appropriate urban or rural services. A variety of housing choices are available, meeting a full range of resident income levels and preferences. Residents are able to walk between neighborhoods and to community destinations.</p> | <ul style="list-style-type: none"> ● Provide policy direction for the development of diverse housing types. ● Provide for various types of neighborhoods. ● Provide for densification in some areas that encourages the development of walkable neighborhoods. |
| <p>Urban Areas. Healthy urban areas that are the region's centers for diverse employment and housing opportunities, all levels of education, and civic and cultural activities.</p> | <ul style="list-style-type: none"> ● Foster housing and population growth in urban areas. ● Identify land for commercial, industrial and business development, and allows for a variety of uses and development types on those lands. ● Encourage the creation of mixed use neighborhoods. |

Source: Kitsap County Comprehensive Plan (December 2012).

The proposed amendment is consistent with the above vision statements by focusing commercial and industrial development in mixed-use areas and supporting the expansion of existing businesses.

Kitsap County Comprehensive Plan 2035 Goals and Policies: Chapter 3

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

- **Policy LU-9 Consider the need, based on the findings of the Buildable Lands Program, to further evaluate or increase the amount or rate of growth in urban areas, or to modify the County’s development regulations to ensure that urban growth does not occur in the rural area.**

The proposed amendment is consistent with the above policy if additional employment capacity is needed in Bremerton UGA based on the Preferred Alternative. Current updates to the Kitsap County Buildable Lands Report indicates that there is a current surplus for employment that would increase if the request is approved. The Bremerton UGA is oversized under the No Action Alternative for employment capacity. The proposed amendment is included in Alternative 3 that overall results in a significant reduction in employment capacity.

Exhibit 5. Bremerton UGA Adjusted Population and Employment Allocations 2012-2036

| | Adjusted Growth Target 2012-2036 | No Action Alternative Growth | Difference with Target | Alternative 2 Growth | Difference with Target | Alternative 3 Growth | Difference with Target |
|-------------------|---|-------------------------------------|-------------------------------|-----------------------------|-------------------------------|-----------------------------|-------------------------------|
| Population | 3,972 | 4,350 | 378 | 3,329 | (643) | 4,968 | 996 |
| Employment | 1,385 | 2,456 | 1,013 | 1,983 | 540 | 1,559 | 116 |

Source: Countywide Planning Policies for Kitsap County; US Census 2010; Kitsap County and Cities Permits; BERK

- 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;**

According to Kitsap County maps the site does have environmental constraints, but it appears they could be mitigated at the project level in accordance with the requirements of the Kitsap County Code. The subject property is currently flat and being used as a gravel parking lot in support of the adjacent industrial use. It both contains and abuts regulated wetlands and possesses hydric spoils that support potential wetlands. Any development that a rezone allows would be required to avoid, minimize and provide compensatory mitigation should there be unavoidable impacts.

- 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 proposed amendment would increase employment capacity and reduce population capacity. However, the change in development capacity is relatively small and would not materially affect the land uses and growth projections for the Comprehensive Plan. The amendment is included in Alternative 3, which has sufficient capacity for both population and employment. Even though the amendment reduces population capacity Alternative 3 overall results in adequate population capacity.

- 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 subject property is already within the Bremerton UGA and therefore the County has an obligation to ensure that the property can be served by urban facilities and services. The proposed amendment would not affect the adequacy or availability of urban facilities in the immediate area or the overall UGA.

- 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)

(1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

The subject property is currently within the Bremerton UGA and is served or can be served by adequate public facilities and services to support new growth. See D.1.a above.

(2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

The subject property is within the Bremerton UGA where existing development is already characterized as urban with appropriate urban facilities. The proposed amendment would increase industrially zoned land in the UGA and is not considered sprawl.

(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 amendment would increase employment capacity and therefore is consistent with the County's economic development goals. The subject property does have identified environmental constraints that may limit future development at the project level.

Kitsap County-wide Planning Policies

The proposed amendment is consistent with the following Kitsap County-wide Planning Policies:

Element B. Urban Growth Areas

B-4. Coordinated Growth management in Urban Growth Areas

e. For Urban Growth Areas:

i. The County should plan with associated cities and local communities to address land uses, infrastructure needs, level of service standards as identified in these policies, and other issues as needed. The results should be reflected in the County Comprehensive Plan.

ii. The County should provide a level of urban facilities and services consistent with the County's ability and appropriateness to provide such services for those Urban Growth Areas that will be associated with a specific city or that will eventually incorporate.

The subject property is already within the Bremerton UGA and the County and City have demonstrated an ability to provide urban facilities and services to the area. See D.1.a above.

2. All Site-Specific Amendment Requests Regarding Parcels Located Within an Associated Urban Growth Area (Including UGA Expansions of Associated Urban Growth Areas). Each of the following requirements must be satisfied for a recommendation for approval:

G. Demonstration from the jurisdiction affiliated with the UGA that the proposal has the capability and capacity to provide urban level services to the area.

The subject property is already in the City of Bremerton UGA and therefore the City has already demonstrated an ability to provide urban services to the area.

b. Demonstration that the proposal is consistent with the associated urban growth area jurisdiction's Comprehensive Plan.

The proposed amendment appears to be consistent with the City of Bremerton Comprehensive Plan as the subject property would serve an adjacent industrial use within the city limits.

H. Demonstration that the proposal meets the affiliated jurisdiction's transportation standards.

The relatively minor amendment is anticipated to meet the jurisdiction's transportation standards. Transportation concurrency will be required to address any project specific impacts.

Findings of Fact

1. The applicant, Schourup, LLC and Seattle Realty, submitted the zoning amendment application to Kitsap County on February 27, 2015.
2. The applicant seeks a Comprehensive Plan Map Amendment from Urban Medium-Intensity Residential to Urban Industrial.
3. The applicant seeks a Zoning Amendment from Urban Medium Residential (UM) to Industrial (I).
4. The subject property is comprised of three contiguous tax parcels currently developed as a gravel parking lot that serves an adjacent industrial use.
5. Land use surrounding the subject property is classified by the County Assessor as undeveloped land, cultural/recreational, residential, and government and services. Aerial imagery shows light industrial uses and residential development in the immediate vicinity.
6. According to Kitsap County maps the subject property has moderate geological hazards, hydric soils, potential wetlands and is adjacent to surveyed and mapped wetlands.
7. The subject property is contiguous to an industrially zoned property to the north.
8. The proposed amendment would increase employment capacity and reduce population capacity in the Bremerton UGA.
9. The Bremerton UGA has surplus employment capacity in the 2016 Comprehensive Plan No Action Alternative.
10. Comprehensive Plan Alternatives 2 and 3 both include a reduction in employment capacity in the Bremerton UGA.
11. The amendment request is included in 2016 Comprehensive Plan Supplemental Environmental Impact Statement Alternative 3.
12. The request is included in the Preferred Alternative.

Conclusion of Law

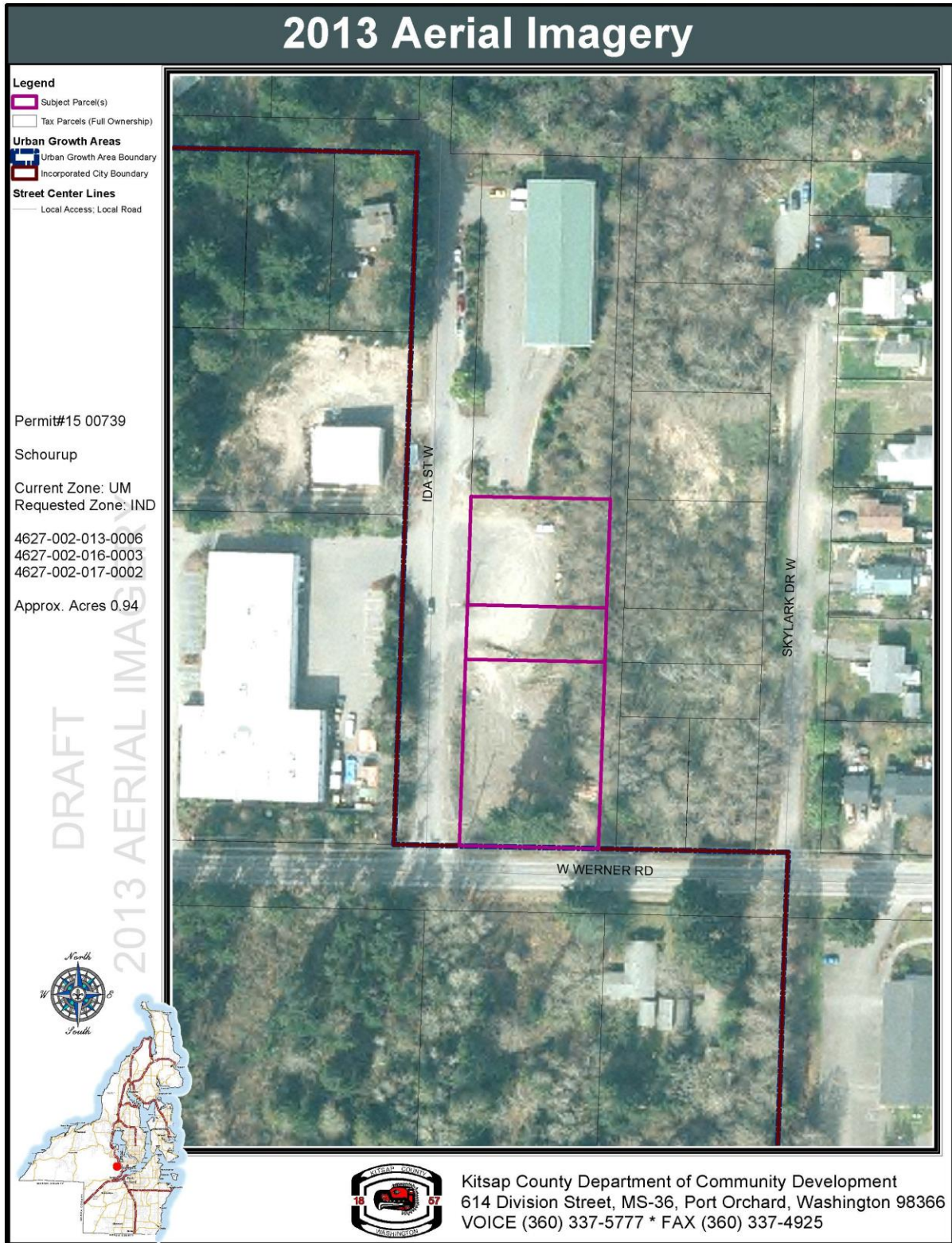
The proposal to change the Comprehensive Future Land Use Map and corresponding zoning from Urban Medium-Density Residential to Urban Industrial complies with the provisions of the Washington State Growth Management Act (RCW 36.70A), Kitsap County-wide Planning Policies, and Kitsap County Comprehensive Plan.

Recommendation

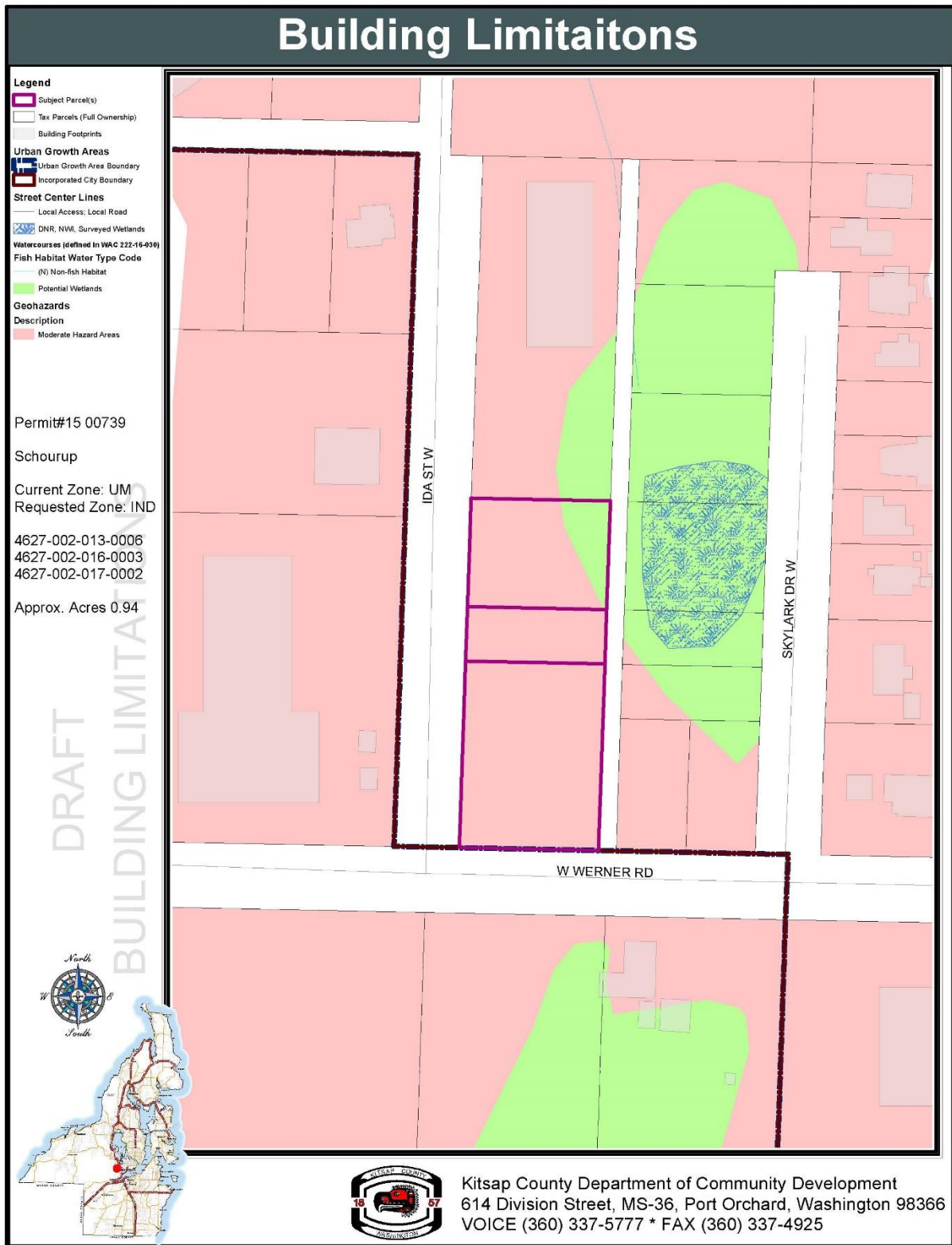
Based on the findings of fact and conclusion of law staff recommends approval of permit #15 00739.

ATTACHMENTS

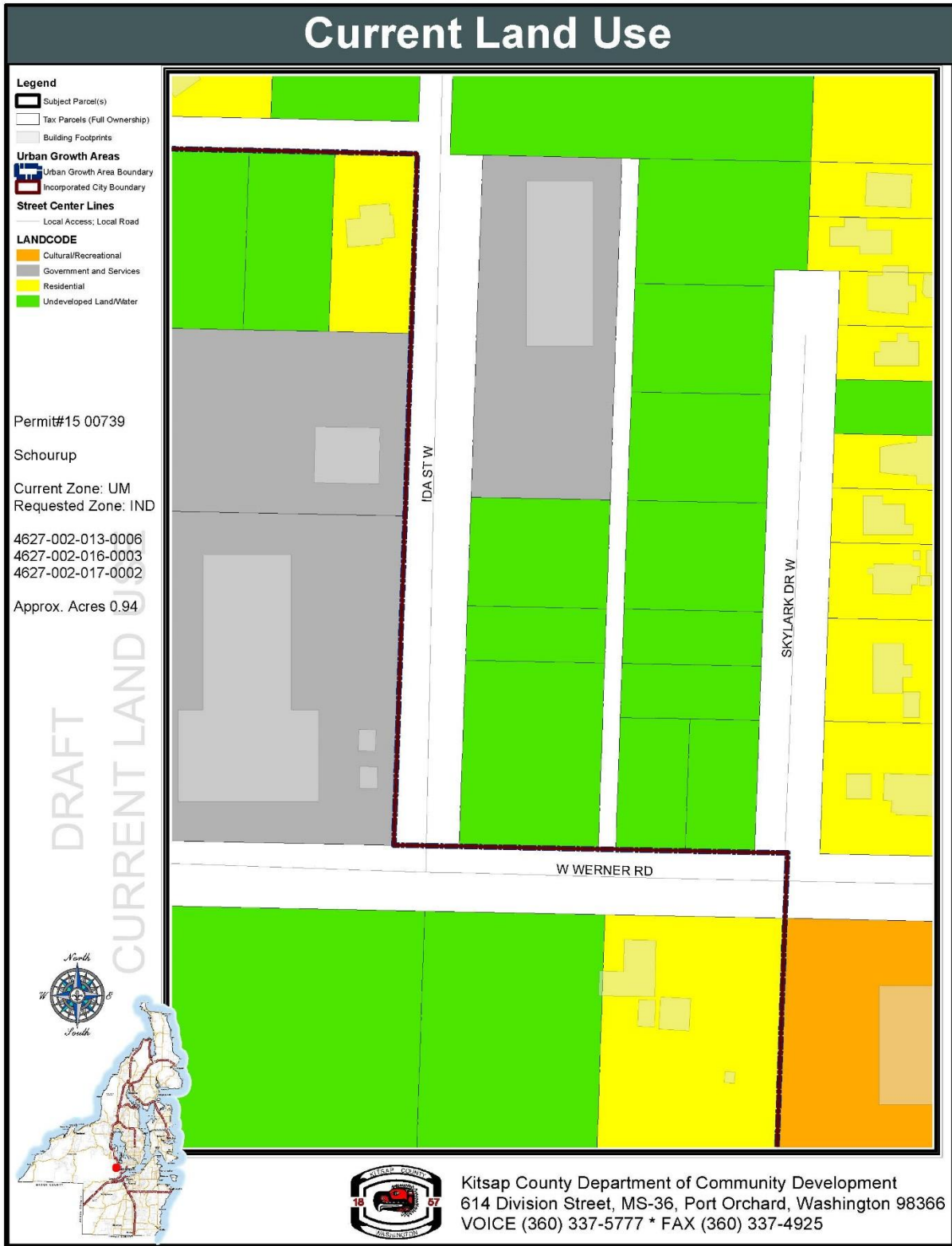
Attachment 1. Aerial Imagery



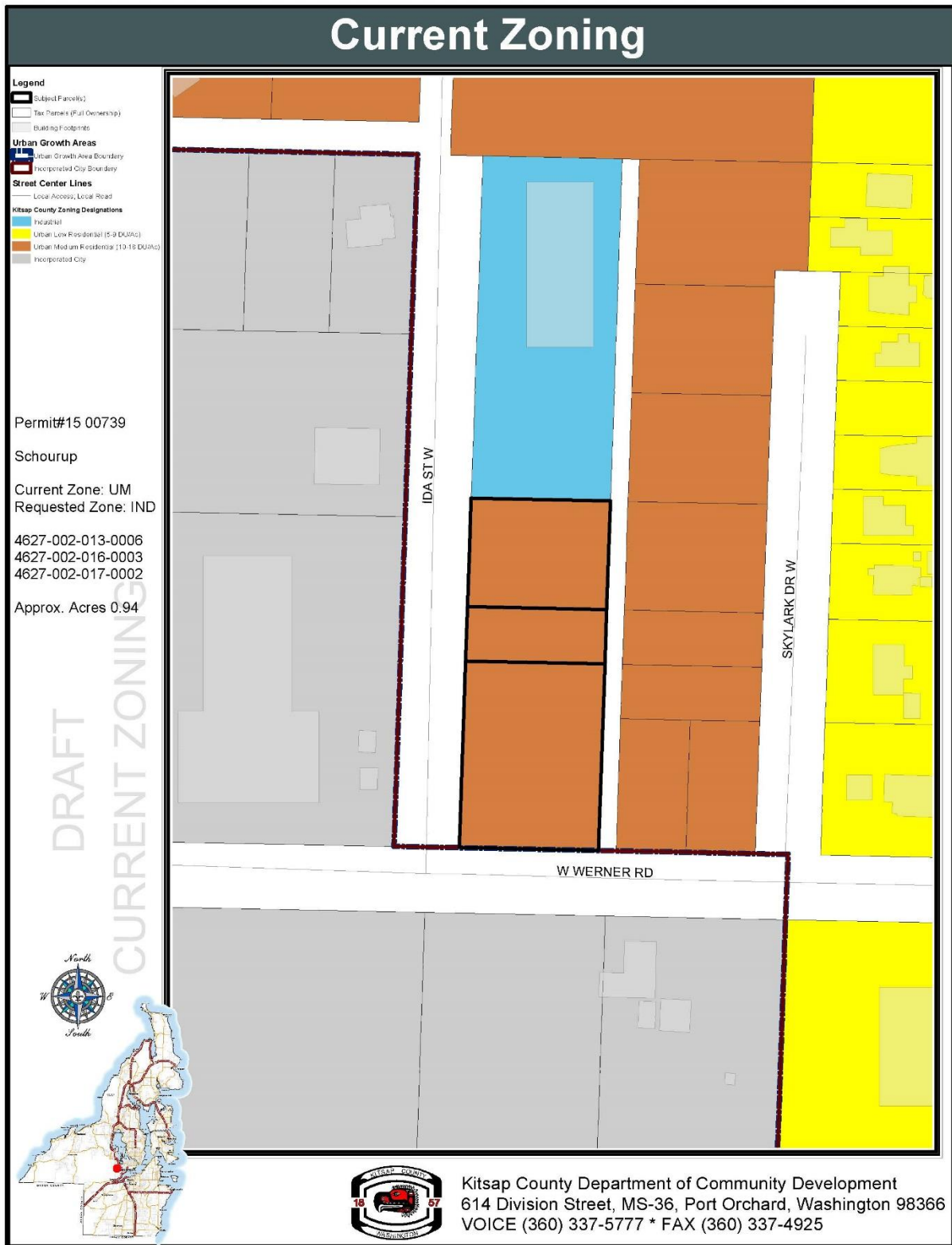
Attachment 2. Building Limitations



Attachment 3. Current Land Use



Attachment 4. Current Zoning



Attachment 5. Proposed Zoning

