

Serving what matters today, with a  
view for tomorrow

PORT of KINGSTON,  
WASHINGTON



COMPREHENSIVE  
PLAN OF HARBOR  
IMPROVEMENTS  
2021 - 2025

*Proudly serving the residents of Kingston and the North Kitsap maritime community since 1919*



# Comprehensive Plan of Harbor Improvements

2021 -2025

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North Kitsap maritime community since 1919*

Port of Kingston

## **Port of Kingston**

### **Board of Commissioners**

Steve Heacock, District 1

Mary McClure, District 2

Laura Gronnvoll, District 3

### **Contributing Staff**

Greg Englin, Executive Director

Harbormaster Raymond Carpenter,

Controller, Julia Hustler

Administrative Services Manager, Tarrah Dofelmier

### **With Input From**

Kingston Port residents and business owners



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## List of Abbreviations

**CERB:** Community Economic Revitalization Board

**DCD:** Kitsap County Department of Community Development

**GO:** General Obligation

**RCO:** WA State Recreation Conservation Office

**RCO:** Recreation conservation Office  
RCW: Revised Code of WA. State

**RNI:** Rate of Natural

**Increase WPPA:** WA Public Ports Association

**WSDOT:** WA State Department of Transportation

**WSF:** Washington State Ferry

**WSP&R:** Washington State Parks and Recreation

**UGA:** Unincorporated Growth Are

# EXECUTIVE SUMMARY

***“Serving what matters today with a view for tomorrow,”*** is our purpose statement. The Port of Kingston celebrated its 101<sup>st</sup> anniversary this year. Going forward, the Port Commissioners and the staff are framing their decisions to serve the future generations as well as our current community. We all understand that we need to lay that foundation now just as previous commissions and staff have done for us.

The 2021 Capital and Recreational Plan (CRP) reflects all identified projects for the next 5 years. The 2021 CRP is focused only on existing portfolio of assets and the primary emphasis is on repair and replacement of these assets to preserve current revenue streams. Also, the plan does not include outside sources of funds to accomplish these capital investments. It relies on current cash reserves and future net operating income. Staff will of course submit for grants for projects that qualify.

Last year, port staff expected that the port would need to dredge the marina based on previous work done under the last dredge effort. Subsequent due diligence by outside engineering firms have demonstrated that the scope of dredge work has decreased significantly from previous years as sedimentation of the marina has subsided. Projects for 2021 include examination and permitting for piling replacement; repair of the guest dock, dredge permitting, bulkhead repair, and rock removal under the Guest Dock. Replacement of the Guest bathrooms is currently in question since grant funding is uncertain. Because of the pandemic and given that the recovery period is unknown, we have not pursued event tent replacement or projects that can be placed on hold.

The Port will collect about \$217K in tax revenue on \$3.12M in projected gross revenue. We need to continue to grow our reserves which currently stand at \$1.95M. Our projected need in 10 years is estimated to be \$12M or more for the marina alone.

Our goal is to enhance the quality of life for current and future Kitsap residents and the people we serve. We will conduct ourselves with integrity and that grow lines of business and create jobs in our community.

We will be responsible stewards of these asset and a dependable partner to our residents, community members, fellow agencies, and our customers.

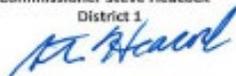
The CRP will evolve with public review and under the direction of the Port Commission. A strategic planning effort is expected to take place with widespread community input during 2021. All of you will have an opportunity to help shape your future.



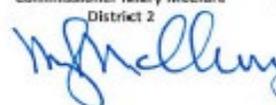
Executive Director



Commissioner Steve Heacock  
District 1



Commissioner Mary McClure  
District 2



Commissioner Laura Gronvall  
District 3



# Part One: History of Washington Port Districts

In 1911, the Washington State Legislature enacted laws that allowed the people to establish port districts and elect commissioners to administer the districts and oversee their development and operation according to the Washington Public Ports Association (WPPA).

While those laws have been revised from time to time, the most important provisions remain. Ports are public agencies but must operate in a proprietary way much like other types of business. Formed by a vote of the people they serve, ports are financed partly by property taxes paid by district residents.

## 2.1 Port Districts

A port district is a geographical area that may be as large as an entire county or as small as a city or town. Its boundaries are defined when the district is formed.

Voted into being by an election of the people who live in the district, law creates Port districts as municipal corporations of the state. Often referred to as special purpose districts, ports are different from counties and cities.

Under the Revised Code of Washington (RCW 53), local counties form port districts for local economic development, via acquisition, construction, maintenance, operation, development and regulation of any combination of harbor, rail, motor vehicle, water or air transfer, storage, terminal, and commercial facilities.

Ports may also develop and maintain public parks and recreational facilities.

Through these activities, public ports have the opportunity to improve the economies of their districts by attracting and improving commercial activities and generating public revenues.

## 2.2 Port District Authority

Almost all powers of the port district are vested in a board of commissioners

or “Commission.”

Elected from their district, the governing body of Port Commissioners helps assure both local control and accountability.

The Port of Kingston Commission, like a city council or county commission, is the legislative body charged with making the policies and decisions for that district in both internal and external matters.

Such policies or decisions may involve adoption of plans, establishing positions, setting employment policies, purchasing or disposing of real estate and other property, setting rates, adopting budgets, levying taxes and many others.

The Port of Kingston Commission has chosen to appoint an executive director to administer the policies and decisions made by the Commission.

## 2.3 General Powers

Law allows port districts to develop many types of facilities to provide a variety of services. Most easily identified are the various transportation-related amenities, such as marine terminals, storage sites, and other direct transportation. Ports also deal directly with economic development, recreation and tourism.

Port activities need not center around water and harbors. Per RCW 53.04, port districts lacking appropriate bodies of water may still be formed and have all the powers, privileges and immunities conferred on other port districts.

## 2.4 Economic Development

Law empowers Washington’s ports with broad economic development authority to bring business and jobs to their communities. Almost every Washington port pursues an aggressive program of local industrial and economic development to promote employment

and otherwise enhance the economy of the state and district. Some ports deal with all aspects of economic development, others with only one or two.

*See Appendix A for a full listing of a public port’s authority.*

### Ports may:

- Develop lands for industrial and commercial use;
- Provide general economic development programs;
- Buy, lease and sell property;
- Provide air and water pollution control works;
- Operate trade centers and export trading companies;
- Establish and operate foreign trade zones;
- Promote tourism and recreation;
- Build telecommunications infrastructure and provide wholesale telecommunications services; and
- Strengthen communities by providing jobs and fortifying local economies.

## Part Two: Regional Context: Kitsap County

Unincorporated Kingston is located near the northern end of Kitsap County on the Kitsap peninsula.

### Early history

Kitsap County consists of nearly 300 miles of salt water coastline, with Kingston nestled in the north-eastern corner.

Native Americans were the first residents in the area. They lived in permanent settlements, fishing, hunting and gathering. Contact with Europeans and the introduction of diseases such as smallpox in the 1780s decimated their numbers.

When the Washington Territory, was established in 1853, the Kitsap Peninsula was included in King and Jefferson counties. To feed the need for lumber in California, mills and communities grew

up at Port Orchard, Port Gamble Bay, Seabeck, and Port Madison. Because the mills attracted cash for their cut lumber, the area had the highest per capita income on Puget Sound.

Because the Kitsap peninsula was part of Jefferson and King Counties, local businesses and residents had to travel by canoe or boat either to Seattle or to Port Townsend in order to transact any official business.

To alleviate this problem, the mill owners applied to become their own county, and the measure passed the Washington legislature on January 17, 1857.

The new county encompassed the Kitsap Peninsula from Hood Canal to Puget Sound, including Bainbridge Island and south to Sawamish (Mason) County.

The legislature originally named it “Slaughter County” in

honor of U.S. Army Lieutenant William A. Slaughter who had been killed by Indians on the White River a little more than a year before.

But, on July 13, 1857, when residents gathered at Port Madison to organize the county government, they voted to change the name to Kitsap, after the Suquamish war chief who defeated marauding Haida Indians at Battle Point on Bainbridge Island and constructed an immense cedar structure called Old Man House at Suquamish.

The 1850 gold rush in California triggered non-

native settlement in the



Chief Kitsap in formal head dress  
[www.gutenberg.org](http://www.gutenberg.org)



Fig. 4.1 The Kitsap Peninsula.

Visit Kitsap

area as the demand for lumber spurred migration to the region’s great stands of timber. Shipyards sprang up near the mill towns, where lumber was shipped mainly to California but also across the Pacific to Asia.

Port Orchard was selected in the 1880s as a ship repair facility nearer to the open Pacific Ocean. The U.S. Navy established the Puget Sound Naval Shipyard in 1891, which soon became a magnet for other businesses and workers. Keyport Torpedo Station was established in 1919. Bangor in 1944.

During periods of conflict, other military installations have dotted the county’s coastline, including Fort Ward, the first radio station to receive the message Pearl Harbor had been attacked. The Winslow shipyards on Bainbridge Island built steel minesweepers in World War II and the Nike missile batteries at Kingston helped protect the Seattle area during the Cold War.

## Part Three: History of the Port of Kingston

The Port of Kingston is one of 12 port districts in Kitsap County Washington. It encompasses nearly 11,000 acres — about 17 square miles — at the northeastern end of the Kitsap Peninsula.

The Port District was established in 1919 in order to provide a locally-owned ferry docking facility for Puget Sound’s so-called “Mosquito Fleet.” The Mosquito Fleet, comprised of private vessels, provided car and passenger service to the Port until 1951.

In 1951, the Washington State Department of Transportation (WSDOT) created the Washington State Ferry System (WSF) and leased Port of Kingston property to operate a public car/passenger ferry between Kingston and Edmonds. The current lease expires in 2020.

Under the terms of the lease, the Port provides the property, and the state maintains and upgrades the facilities. Upgrades have included major terminal

construction (1954) and an expansion of the vehicle holding area in the 1970s. In 1989, WSDOT commissioned a study looking at ways to solve pedestrian/vehicle loading conflicts. This led to construction of the parking/holding lot on East First Street, and construction



*View from the end of the Port of Kingston wharf, circa 1920.*

*Kingston Historical Society*



*Above: The mosquito fleet at the Kingston wharf, circa 1900.*

*Kingston Historical Society*

of the current passenger terminal/bus drop-off and overhead walkway in the 1990s.

The Port’s current marina facilities were constructed in the late 1960’s, based on an economic evaluation, permitting, and design process that began in 1957.

The Port breakwater was constructed by the U.S. Army Corps of Engineers in 1965. When completed, the inside of the new harbor basin was dredged and the fill was used to construct what is now Mike Wallace Park and the WSDOT ferry terminal and parking lot. (See illustration on next page.) The marina was designed to meet the needs of that time, and included a

boat launching hoist.

When it was completed in 1967, the Port signed a 20-year lease with Kingston resident Richard Hill to operate the new marina.

In October, 1981, Hill retired. The Port purchased back the remainder of the lease, which included the many property improvements Hill had made to the marina. The Port also bought Hill’s home and property adjacent to the Port.

Rather than seek another lease holder, Port Commissioners opted to hire staff to provide marina services in the immediate region. Because of its location at the northern mouth of Puget Sound and the amenities it offers, the Port has always been a popular destination for regional boaters, attracting an estimated 20,000 boaters in 2018.

marine industries building, fuel dock, bathrooms, and a

The need to plan for the future led to preparation of the first “Comprehensive

Improvement Plan of Harbor Improvements” (then called “The Master Plan”) in 1985.

The Port began its major expansion of public green spaces on the waterfront in the late 1990s. This included the purchase of SaltAir Beach (also known as “North Beach”) in 1997

At about that same time, the nearly one-acre property that had originally been a boatyard and repair facility was converted into a 40,000 square-foot park with public restrooms, picnic tables, and a covered stage. Townspeople named it “Mike Wallace Park” in memory of a colorful local figure. This transformation also provided more room for parking and recreation facilities.

Mike Wallace park is home to the majority of Kingston’s large, outdoor community events, including the Farmers Market, Concerts in the Cove the Fourth

of July Celebration in the summer, and **Kingston Cove Christmas**, which includes a large Christmas Lights display during the month of December.

With an eye to future development, in 2013, the Port purchased the Toth property. That property is just north of the marina and adjacent to the Hill House property the Port had purchased in 1985.

Planned improvements since that time include: construction of a small



*WSF dock, circa 1960, prior to the creation of the breakwater, landfill and Kingston Marina.  
Kingston Historical Society*

watercraft storage and launch facility for kayaks, paddle boards and canoes; a 400-foot-long fishing pier; and a double-lane boat launch with 18 parking stalls for trucks and boat trailers.

In 2018, the Port completed three major multi-year marina projects: renovation of covered moorage; expansion and remodeling of the Port Office; and renovation of the passenger holding area and passenger loading barge in preparation for the start of Kitsap

Transit’s Kingston-Seattle fast ferry in November of that year.

2018 also marked completion of the Port of Kingston Kiwanis Park on Washington Boulevard above the WSF holding lot.



*The original Kingston shoreline prior to 1965 when the U.S. Army Corps of Engineers built the breakwater, dredged the harbor area and used the fill to construct what is now the marina, Mike Wallace Park and the WSDOT ferry terminal and parking lot.*

*Kingston Historical Society*

## Marina Inventory

1. WA State Ferry Terminal
2. Breakwater & Harbor
3. Permanent Moorage (261 slips)
4. Fuel Dock
5. Guest Moorage (51 slips)
6. Public Fishing Pier
7. Passenger Ferry Dock
8. Small Watercraft & Launch Facility





**1.WA State Ferry Terminal**

A four-acre area on the north end of Port property has been leased to Washington State Ferries (WSF) since 1951 to operate a public car/passenger ferry between Kingston and Edmonds.

In 1989, WSF upgraded the facilities to include the ferry and auxiliary docks, access pier, toll booths, holding lanes, waiting area, restrooms, storage sheds, and fencing.





## 2. Breakwater & Harbor

The Port of Kingston harbor is protected by a 1,040-foot-long breakwater. It was constructed in 1967 by the Corps of Engineers. Its purpose is to protect the inner marina facilities from waves created by storms and ships, and to slow the accumulation of sediment by slowing water flow rates with tides, and to protect boats from material drifts.





### 3. Permanent Moorage

The marina's permanent moorage consists of five floating finger piers with 261 slips. The wooden piers were built in 1965 and up-graded in 1985.

Covered moorage is provided on docks C, D, and E. Covered moorage renovations were completed in 2018.

Fresh water and electricity are provided on each dock.





## 4. Fuel Dock

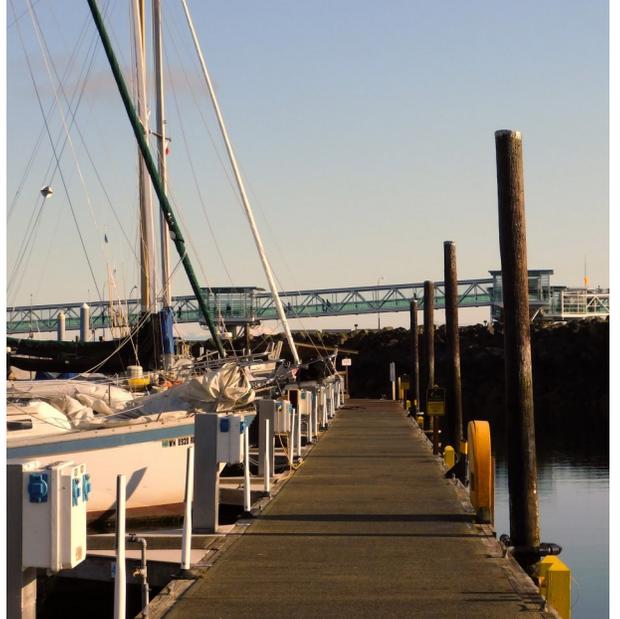
The original fuel dock was built in 1967 and replaced in 1982. The 946-square-foot dock is connected by a ramp to a high, fixed boardwalk located in the northeast corner of the harbor. In 2007, two 12,000-gallon under-ground tanks were installed, and in 2010 a new fuel dispenser was added to support the fueling of passenger vessels. The pier offers regular and diesel fuels.





## 5. Guest Moorage

The guest dock provides short-term moorage for recreational boaters and commercial fisherman. There are 49 slips and two reciprocals. In February 2000, a 86'-foot-long extension was added to the end to accommodate larger vessels. For the convenience of guest boaters, picnic shelters are located along the dock and two electric cars are provided as a courtesy if guests need to head up town to purchase supplies.

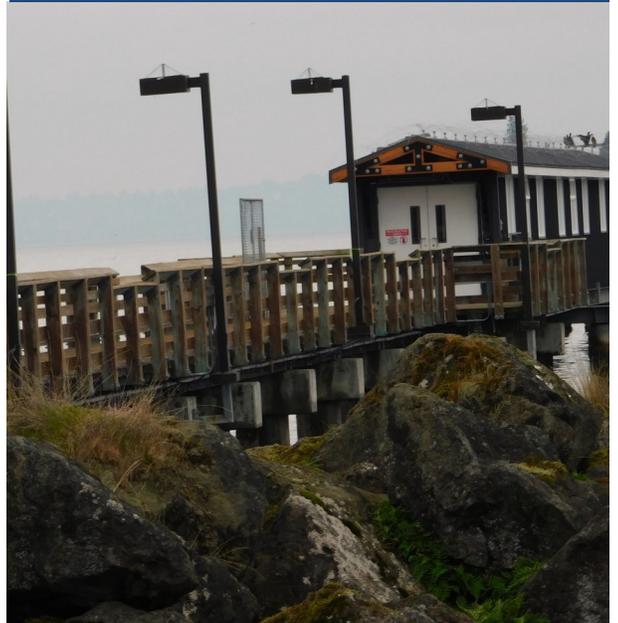




## 6. Public Fishing Pier

The public fishing pier provides recreation fishing for crab, squid, and other fish species. The fishing pier is most used in the summer and fall months when the local salmon runs come through.

The pier also provides access to the Kitsap Transit Passenger Ferry Dock.

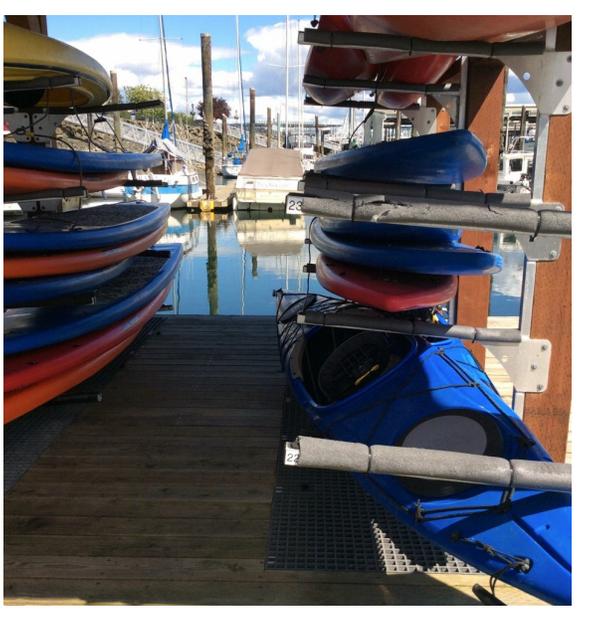




## 7. Passenger Ferry Dock

Use of the Passenger Ferry Dock has had an interesting history. In 2005, the Aqua Express ran for 10 months. In 2010, the Port of Kingston operated a passenger ferry service for two years. In 2016, after voters approved a sales tax increase to enable Kitsap Transit to operate passenger ferry services from Bremerton, Kingston, and Southworth, the dock was leased to them. The Kingston-Seattle ferry service began in November 2018.





## 8. Small Watercraft & Launch Facility

The small watercraft recreational facility was built in 2009 to provide storage of kayaks and a safe launch area for both kayaks and paddle boards.

During the summer a part of the floating dock is leased to Sail Kingston Cove for regattas and youth sailing programs.

## Onshore Inventory

1. SaltAir Beach
2. Port of Kingston Kiwanis Park
3. Port Office
4. Mike Wallace Marina Park
5. Performing Arts Stage
6. Yacht Club & Port Shop
7. Parking Facilities
8. Boat Launch
9. Hill House Property
10. Toth Property





# 1. SaltAir Beach

In 1997, SaltAir Beach, also known as North Beach, was purchased with funds from both the WA State Inter-agency Committee for Outdoor Recreations (IAC) and the Port of Kingston.

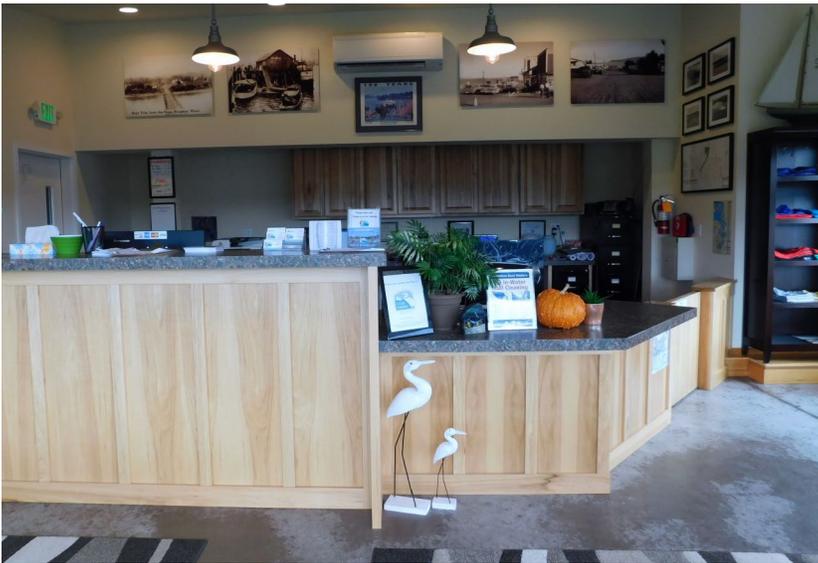
In 2014, the Port built access stairs and ramps down to the beach. The beach is located immediately north of the Washington State Ferry terminal.



## 2. Port of Kingston Kiwanis Park

Kiwanis Park is located just above the WSF holding lot, on property that once held the Kingston Inn. The land was given to the Port by an anonymous donor on the condition it be used as a park “in perpetuity.” Design and construction costs were largely covered by a WA State Recreations and Conversation Office (RCO) grant. The park opened in August 2018.





### 3. Port Office

The original structure was built in 1995 and underwent major renovation and expansion in 2017, including adding a first-floor visitor's center.

Today, the Port Office building houses offices, a laundromat, and restroom and shower facilities for marina guests and tenants. Port Management offices are located on the second story.





## 4. Mike Wallace Marina Park

Mike Wallace Park is located south of the ferry terminal. It was built by a local labor training school in 1982. The park's central location on the waterfront and adjacent to parking and downtown businesses, make it the focus of many community events, including the annual Fourth of July Celebration, Farmers Market, Summer Concerts in the Cove, Kingston Cove (almost) Summer Fest and the Kingston Cove Christmas.





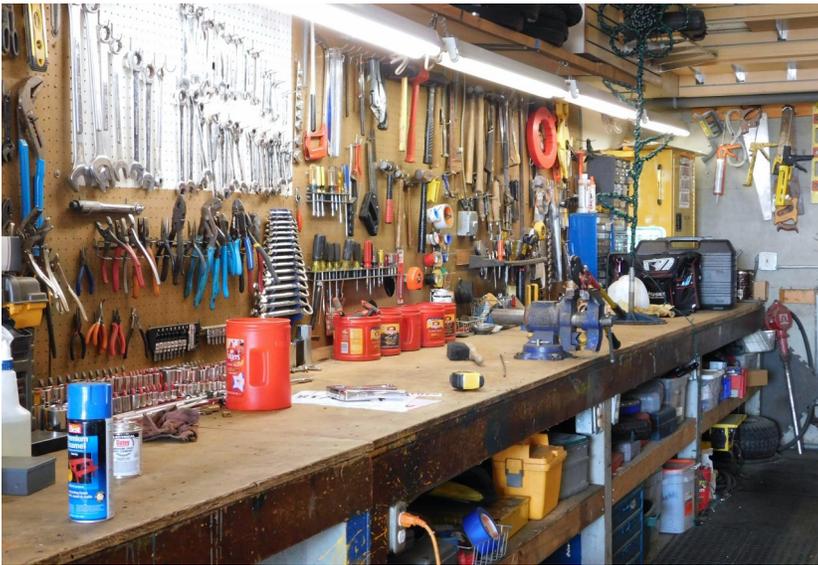
## 5. Performing Arts

### Stage

The Port of Kingston Performing Arts Stage, located in Mike Wallace Marina Park, was built in 2008. It hosts a variety of events including Farmers Market, the Fourth of July Celebration, and Summer Concerts in the Cove.

The stage is available to rent for special events and has been used for weddings and family reunions.





## 6. Yacht Club & Port Shop

The 3,744 square-foot, two-story facility was built in 1995. The upstairs is leased to the Kingston Cove Yacht Club with a meeting hall, outdoor balcony and picnic area for club members. The club is regularly rented for special events like weddings and birthdays. Below a large Port shop is used by Port Staff for welding, mechanics and maintenance.





## 7. Parking Facilities

The Port of Kingston Parking Facilities have a total of 334 parking spots, which includes 53 two-hour parking, 45 tenant, and 204 daily, monthly and truck and trailer spots. There are 13 Accessible parking spots located next to the stage and the permanent moorage docks.

With an increase in demand for parking due to the new Kitsap Transit Fast Ferry route, the Port will be studying the parking situation over the next several years.

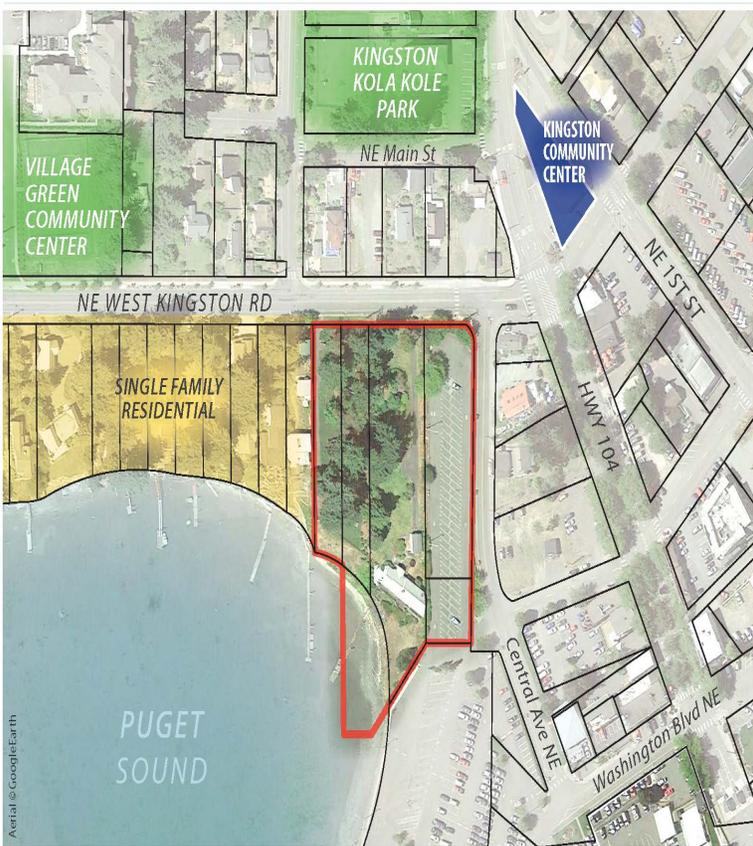




## 8. Boat Launch & Parking

The boat launch was built in 1998 with funds from both IAC and the Port of Kingston. It provides a two-lane launch ramp with 18 truck and trailer parking stalls. The boat launch is accessible during all but the lowest minus tides.





## 9. West Kingston Properties

These assets consist of the Hill Property, Toth Property and a portion of the upper Parking Lot





## 10. Washington Blvd Properties

These assets consist of the land and assets including the Event Tent pad, Maintenance Shed, and adjacent parking referred to in the Heartland report on the corner of Hwy 104 and Washington Blvd.





## Part Five: Capital and Recreational Plan

CAPITAL PROJECT	PROJECT NO.	Phase	2021	2022	2023	2024	2025	TOTAL COSTS
Piling Replacements - Assess / Program / Permits	17	A	5,000					5,000
Guest Dock Repair	45		5,000					5,000
Fast Ferry Non-Slip Access	46		7,000					7,000
Washington Blvd. Properties Development - Planning	41	A	10,000					10,000
Dredge Permitting	5	A	15,000					15,000
Bulkhead Repair (D-Dock)	19	A	15,000					15,000
Finger Pier Improvements (re-float) - Feasibility & Testing	14	A	20,000					20,000
West Kingston Properties Development - Survey and Planning	40	A	25,000					25,000
Aquatic Lands Development - PMA Survey and Modification	42	A	25,000					25,000
Rock Removal Under Guest Dock	37		30,000					30,000
Public Restrooms (Middle) - Replacement - Design, Permitting & Cost Est.	9	B	35,000					35,000
Public Restrooms (Middle) - Replacement - Construction	9	C	65,000	350,000				415,000
Public Parking Improvements - Crack Seal	7	B		35,000				35,000
Event Tent Purchase	8			10,000				10,000
Building Bird Deterrents	16			50,000				50,000
Tenant (Office) Restrooms - upgrade/accessibility - Scope / Design	15	A		15,000				15,000
Diesel Pump and Dispenser	38	A		15,000				15,000
Marina Expansion (Planning)	44	A		10,000				10,000
Bulkhead Repair (General)	19	B		15,000	15,000	15,000	15,000	60,000
Finger Pier Improvements (re-float) - Programmatic Implementation	14	B		50,000	50,000	50,000	50,000	200,000
Piling Replacements - Annual	17	B		50,000	50,000	50,000	50,000	200,000
Public Parking Improvements - Seal Coat / Restripe (post stormwater project)	7	C		50,000				50,000
Guest Dock Rebuild / Breakwater Repair	43	A		500,000				500,000
Tenant (Office) Restrooms - upgrade/accessibility - Permit & Construct	15	B			50,000			50,000
Public Fishing Pier- Repair & Replacement	22				50,000			50,000
Dredge Marina	5	B			100,000			100,000
Sailing float - Replacement (RCO)	10				150,000			150,000
Fast Ferry Barge (R&R)	39				300,000			300,000
Build permanent structure to replace Event Tent	26					300,000		300,000
Underground Storage Tank Replacement	29						350,000	350,000
<b>TOTAL</b>			<b>257,000</b>	<b>1,150,000</b>	<b>765,000</b>	<b>415,000</b>	<b>465,000</b>	<b>3,052,000</b>

## Appendix A: Public Port Powers

The following list summarizes powers granted to Public Port Districts in the State of Washington.

1. Provide facilities for all forms of transfer (air, land and marina) such as terminal facilities, airports, multi-use buildings, warehouses, elevators, canals, locks, tidal basins, rail and motor vehicle freight and passenger handling facilities and improvements needed for industrial and manufacturing activities within the district. (RCW 53.08.20 and others)
2. Construct, purchase or maintain facilities and equipment needed for the freezing or processing of goods and agricultural products, etc. (RCW 53.08.20)
3. Improve district lands by dredging, filling, bulk heading, providing waterways, or developing such lands for sale or lease for industrial or commercial development purposes. (RCW 53.08.060)
4. Install industrial waste disposal, sewer, water and other utilities when not adequately provided by other governmental entities. (RCW 53.08.040)
5. Improve any waterway, create new waterways, widen, deepen, or otherwise improve watercourses, bays,

lakes or streams. (RCW 53.08.060)

6. Install pollution abatement facilities for new or existing business firms and industries under certain conditions. (RCW 53.08.041)
7. Develop and maintain public parks and recreational facilities as to more fully utilize boat landings, harbors, wharves and other facilities of the district. (RCW 53.08.260)
8. Establish, operate, and maintain foreign trade zones with permission of the federal government; proceeds can be used to acquire land, construct and maintain warehouses and other facilities with the zone. (RCW 53.08.030)
9. Fix, without right of appeal, the rates of wharfage, dockage, warehousing, or port or terminal charges upon all improvements owned and operated by the district. (RCW 53.08.070)
10. Levy property taxes, subject to constitutional limitation and, buy, sell, or build properties to finance district operation. (RCW 53.36.020)
11. Undertake and adopt comprehensive development plans for the district, including studies and surveys to assure the proper utilization of transfer facilities, land or other properties or utilities. (RCW

53.08.160)

12. Exercise the right of eminent domain. (RCW 53.25.190)
13. Make cooperative agreements with other ports, local, or state governmental bodies, thereby providing better services at lower costs. (RCW 29.34.010)
14. Expend general funds for promotional hosting to attract industry or trade to use district facilities. (RCW 53.36.130)
15. Establish local improvement districts within the district. (RCW 53.08.050)
16. Tourism promotion authorized. (RCW 53.08.255)
17. Acquire, construct, lease and operate rail services, equipment and facilities inside or outside the district. (RCW 53.08.290)
18. Establish trade centers. (RCW 53.29.020)
19. Create industrial development districts within a port district. (RCW 53.25.040)
20. Build telecommunications infrastructure and provide wholesale telecommunications services. (RCW's 53.08.005, 53.08.370 and 53.08.380).



## Appendix B: Options and Opportunities

Mooring Systems

RV Park

Recreational Floats and Infrastructure

Hotel/Motel

Boat Storage

Dry stack Storage

Parking Garage

Parking Infrastructure

Commercial Development

Business park

Event Center

Restaurant