



Kitsap Regional Coordinating Council

Executive Board Meeting

January 25, 2011

Meeting Summary

Chair

Mayor Patty Lent
City of Bremerton

Vice-Chair

Commissioner Josh Brown
Kitsap County

Commissioner Steve Bauer

Commissioner Charlotte Garrido
Kitsap County

Council Member Will Maupin

Council Member Dianne Robinson
Council Member Greg Wheeler *
City of Bremerton

Council Member Kim Brackett

Council Member Hilary Franz
Council Member Kirsten Hytopoulos *
City of Bainbridge Island

Mayor Lary Coppola

Council Member Carolyn Powers
Council Member Jim Colebank *
City of Port Orchard

Mayor Becky Erickson

Council Member Linda Berry-Maraist *
City of Poulsbo

Council Chair Leonard Forsman

Rob Purser *
Suquamish Tribe***

Council Chairman Jeremy Sullivan

Council Member Kelly Baze *
Port Gamble S'Klallam Tribe***

Commissioner Bill Mahan

Commissioner Roger Zabinski *
Port of Bremerton

Captain Mark Olson

Tom Danaher, PAO *
Naval Base Kitsap**

Mary McClure

Executive Management
McClure Consulting LLC

* Alternate

** Ex Officio Member

*** Associate Member

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- 1. Call to Order:** Chair Patty Lent called the Kitsap Regional Coordinating Council's Executive Board to order at 8:11 a.m. (*Attendance noted at end*)
- 2. Citizen Comments: Two.**
To hear comments in full, contact KRCC staff to request Board Meeting audio recordings.
Jan Wold, Citizen: Population Distribution
 - Population distribution is very important.
 - Kitsap's UGA's are too big:
 - Growth in Kitsap is less than OFM mid-range projection, but the KRCC Population Distribution used a figure higher than the mid-range to guide UGA sizing.
 - Kitsap County is developing at incorrectly low density.
 - Oversized UGA's open an excessive amount of land to developers and are a financial burden on the taxpayer.
 - Stretching the adopted population distribution to 2025 out to 2030 does not address these issues.
Judith Krigsman, Citizen: Proposed Revisions to Countywide Planning Policies
 - On page 17, Element E-1c (The County and the Cities *should coordinate to shall* frame and separate urban areas...) ~ request that the language remain "shall," which is more consistent with the CPP "Vision for the Future."
 - Bremerton is losing population: How do we want our communities to look?
- 3. Consent Agenda:**
 - a. Approve Minutes of December 7, 2010 Meeting
 - b. Approve Inter-Local Agreement with Kitsap Transit for Organizational Support
Affordable Housing for All Grant Program:
 - c. Approve Contract Amendment: Housing Kitsap Change in Use of Grant Funds
 - d. Approve Awards for 2011 Cycle

Mayor Coppola requested that Consent Agenda item (a) be removed from the Consent Agenda and addressed separately.

Motion: (Brown) and second (Brackett) to approve Consent Agenda items (b), (c) and (d), as presented. *Motion carried unanimously.*

Motion: (Coppola) and second (Mahan) to approve the minutes of the December 7, 2010 meeting, with the revision to reflect that Mayor Coppola abstained from voting on item (6b) "To include three (3) language amendments proposed by Commissioner Garrido (to Element B and Appendix C) to the proposed revisions to the Kitsap Countywide Planning Policies." *Motion Carried.*

Yeas: Bauer, Berry-Maraist, Brackett, Brown, Hytopoulos, Lent, Maupin, Powers, Robinson.

Nays: None.

Abstentions: Garrido.

4. From the Chair:

a. Announce Executive Committee Members for 2011

Chair Patty Lent introduced the KRCC Executive Committee for 2011: Commissioner Josh Brown (Vice Chair); Bainbridge Island Council Member, Kim Brackett; Port Orchard Mayor, Lary Coppola; Poulsbo Mayor, Becky Erickson; County Commissioner Steve Bauer (outgoing KRCC Chair). The Executive Committee will meet monthly in 2011.

b. Welcome New Alternate for City of Poulsbo: Linda Berry-Maraist

Chair Lent welcomed Council Member Berry-Maraist to the Executive Board, noting that she also sits on the Salmon Recovery Board, the West Sound Watershed Council, and the Puget Sound Partnership's Ecosystem Coordination Board.

c. 2011 Executive Board Meeting Schedule

The Executive Board will meet on the fourth Tuesday of every other month in 2011. Specifically: March 22, May 24, July 26, September 27 and November 22.

d. Boundary Review Board Vacancy

It is the responsibility of the Mayors of Kitsap's Cities to appoint one member to the Boundary Review Board. In response to Chair Lent asking Board Members for recommendations, Mayor Coppola named Fred Depee, South Kitsap resident, as having interest in serving. Kim Brackett stated that she made an announcement at a City of Bainbridge Island Council meeting, but that no interest had been indicated. The appointment will be made before the next KRCC Board Meeting, allowing time for other interested applicant to step forward, and for applications to be vetted by the Mayors.

5. Work Program Report

a. Revisions to Countywide Planning Policies (CPP):

After the January 27 public hearing, KRCC staff will provide to the Planning Directors a matrix of all written and oral comments received. On February 3 and during the first week of March, Planning Directors will meet to review comments and prepare responses ~ including new language ~ for KRCC Board review on March 22. The Puget Sound Regional Council (PSRC) is anticipating that our CPP revisions will be completed by summer, 2011.

i. Review written comment received to date

A small amount of written comment has been received to date. Comments from a number of state agencies are still outstanding.

ii. Identify KRCC Member Jurisdictions' Issues & Concerns

Port Orchard Mayor, Lary Coppola, and Poulsbo Mayor, Becky Erickson, have submitted comment letters regarding their concerns with the current CPP revisions. The City Councils of both jurisdictions were concerned over three text additions made at the December KRCC Board meeting regarding annexations.

The Board of County Commissioners (BoCC) memo; "Near-term Annexation Strategy for all Associated Urban Areas," was also circulated at this meeting for Board discussion at this time.
Council Member Berry-Maraist:

- o Annexations are controversial in Poulsbo.
- o Poulsbo annexations have always been by petition.
- o There is concern over policy changes that would require a city to annex areas where residents do not want to be annexed.

Commissioner Brown:

- Discussion among elected officials during 2007 CPP updates included the issue of annexation, but it was the Cities that wanted stronger language, while the Board of County Commissioners (BoCC) were hesitant.
- GMA sets the policy framework of Cities providing local services and Counties providing regional services. This is at odds with annexation law in this state. We have to work with these laws, but can also advocate for changes if they are detrimental to public policy.
- The County wants to work with the Cities to annex all of the areas which are reasonable to annex: isolated pockets and areas where it is difficult for the County to provide services.
- When considering changing UGA boundaries, it is important to remember that the County must provide law enforcement, roads, storm-water and sewer infrastructure until annexation by a City.
- The County is interested in partnering long-term with the Cities.
- The BoCC memo is a rough draft discussed by the County Commissioners on January 24.
- The spirit of this draft memo is to look at how to work better to annex the areas that are appropriate to do so, that will benefit the citizens and make long-term sense for the County and the Cities.

Mayor Coppola:

- I appreciate Commissioner Brown's comments, but the reality is that with most of the annexations that the City of Port Orchard has attempted, the County has invoked jurisdiction with the Boundary Review Board.
- The last minute text amendments to the CPP's are a way for the County to preserve its revenue streams. That is not cooperative.
- Cities are bound by the law to annex our UGA's.
- If the only reason that jurisdiction was invoked on the McCormick Woods annexation was regarding law enforcement, we will provide law enforcement on the six lots.

Commissioner Brown:

- In the past two years there has been a huge increase in annexations: 3,500 acres was annexed by the City of Bremerton at SKIA, and the City of Port Orchard's population grew by 20% with the McCormick annexation.
- We now have County parks in City limits and commercial areas that are being annexed ~ our sole interest is to see the entire UGA's be annexed.
- I hear that the Cities want to annex, but they do not want to be held to a time-table.

Mayor Lent:

- The Bremerton City Council has had one meeting on the CPP's and another one is scheduled. The memo from Kitsap County will also be part of that discussion.

Council Member Powers:

- The City of Port Orchard will plan for annexation, but does not want to be mandated to do so in the CPP's. We all know we are mandated to plan for annexation under State Law.
- We currently use the petition annexation method. If we make annexation a mandate, how do we force people to annex?

Commissioner Brown:

- When the only method of annexation practiced is landowner petition, the boundaries are not always logical.
- Other regions have developed partnerships to enable large-scale annexations of blocks of, or entire UGA's.

- The 2015 date in the BoCC memo is for discussion purposes only at this point ~ a reasonable time-line for annexation would need to be agreed upon together.

Council Member Wheeler:

- I view this memo as a call for leadership and cooperation among all of us.
- The definition of a date is the framework for implementation.
- This memo is the next step in our planning for growth under the GMA.
- The issues raised today will need to be overcome, but with a united front we can keep our message clear and consistent. I think this is possible and I like seeing this memo.

Commissioner Garrido:

- The County and the Cities are moving to a different form of collaboration.
- We need to use the knowledge that we have today to update our CPP's, which were last updated in 2007.
- We have agreed where the annexation boundaries are. The discussion about how annexation should occur is needed.
- If we continue annexing in the way we have been, difficulties will occur between us.
- There are services that need to transition from one government entity to another: We are serving the same public, and need to make transition as seamless as possible.
- I do not see the refinements to the CPP's that I put forward in December as last minute changes. A review of the CPP's was on that agenda of that meeting, and I have offered language changes throughout the process. A vote was taken, and I felt there was agreement at the meeting regarding those changes.
- I think it is important to recognize that we are in this together, and that partnership means some uncomfortable conversations.

Council Member Berry-Maraist:

- Our Council discussed the six year planning horizon for infrastructure (one of the text amendments to the CPP's proposed in November): The City has limited resources.
- One reason that annexation has been controversial in Poulsbo is the dramatic change in assessed valuation after annexation ~ even though no change in services, utilities or infrastructure has been made. This scares people.
- Our City Council has not discussed the concept of collaboration with the County to create boundaries for annexation and approach the citizens.

Commissioner Bauer:

- The WA State Legislature creates a double-standard by requiring that UGA's be annexed but refusing to give local government the tools to do so. This allows the Legislature to be on the right side without being committed to its policy.
- Ultimately, we could go the Legislature for expanded authority.
- In my (mostly City-side) local government experience, the Cities have historically been most supportive of the concept of annexation, whereas the Counties have only supported annexation when they have been in financial difficulty.
- Annexation is a financial and political issue, and one of identity.
- In the past two or three years, this county has been more open to annexation and collaborating with the Cities than any County I have ever seen.
- This is not an effort for the County to hold on to "cash-cows" or to penalize the Cities.
- The only way this will work is through collaboration.
- The County has discussed stepping back and declaring a uniform rural level of service in the unincorporated areas. This will equalize the playing field.
- The County cannot afford to support the UGA's on a declining revenue base.

- If we partner, and formally agree on our roles, this could work. What will not work is waiting for things to happen.
- There are existing successful models for community outreach re: annexation.
- We may have to bring in areas that don't want to be annexed, but that isn't where we need to start. We don't have to start defensively.

Mayor Coppola:

- We have spent most of the last year trying to discuss the annexation on the Bethel Corridor.
- I presented a boiler-plate revenue sharing agreement in May of last year, and throughout these discussions, the County never brought this issue up.
- The big issue here is the six-year versus twenty-year planning horizon.
- The County has systematically failed the people of south Kitsap: The Bethel widening has been on the County work plan since 1997. I believe it is currently listed as priority number 13. It is a gridlocked road. This is the second time that the citizens and property owners have petitioned to annex into the City because they feel failed by the County.
- We offered three years ago to annex our entire urban growth area at once. The County opposed that.
- It is time for something to happen.

Mayor Lent:

- There are many unique areas in our County, but we need a blanket policy in our Countywide Planning Policy that will be a guideline for all of us, even though there will be the exception to the rule.

Council Member Maupin:

- For many years we have said that we work together, but done the opposite. There is a history of appealing one another's policies. It is all related to annexation.
- We have not talked openly about annexation until today. I think it is great.
- I think it is disturbing that [in the BoCC memo] all the areas that consume services but don't provide revenue are proposed for annexation before the revenue generating areas.
- We ought to commit to working together: to talk seriously with the County about how to move forward with these annexations and what we are going to do with the UGA's.

Council Member Powers:

- The City of Port Orchard is not opposed to annexations.
- The cooperation between the City and the County on McCormick Woods ~ the City's first large annexation ~ went quite well.
- The tendency for Commissioners to not get involved in issues in one another's district is a flaw: it is difficult for the City to do business with the County when this occurs.
- I am concerned whether the word "shall," will make it easier to work together: I think we can work together with the CPP language that we currently have [as adopted in 2007].
- We do not cherry pick our annexations, as has been said. We respond to petitioners. I think we need to stop name-calling.
- I invite the County to work with Port Orchard.

Mayor Coppola:

- We [The City of Port Orchard] want to work together, and I see the memo presented today is an opportunity to move forward. We need action.
- We are happy to support the reduction of UGA sizes ~ we think that our UGA is too big.

Council Member Berry-Maraist:

- We have had no problems working with the County on annexations: our annexation issues are internal.

- There are areas of our City that will be difficult to ever annex: they have very little development potential.

Commissioner Brown:

- This is the kind of discussion we need in this forum.
- I do not care about the “shall” or “should” language.
- I am concerned about implementing the CPP’s: If we rely on the petition method, there will be lot of issues for the Cities and the County in terms of service provision.
- The Bethel Corridor is an example of why these areas need to be annexed: it is not possible to fund (through 20 year bonds) improvements in areas that will ultimately be annexed.

At this point, the Board began discussion of Element B-6 & Appendix B-1

PGST Council Chair Jeromy Sullivan:

- We need to consider where the New Community Reserve Population Allocation of 3,300 people is coming from. 3,300 people would equate to 1,400 dwelling units. The only (known) proposed project (Port Gamble) could not support that number of dwelling units.
- The population allocation is of concern to the Port Gamble S’Klallam Tribe because the proposed project is across the bay from the Tribe. Putting a population of 3,300 on the shores of Port Gamble is unfair to the bay, the environment, my culture, and my people.
- Is it realistic? Where is it going to go?

Council Member Berry-Maraist:

- Issues raised by Jan Wold today were also raised to the Poulsbo City Council. However, the Poulsbo City Council unanimously agrees with the population allocated to Poulsbo.
- The Council is also 100% in support of the population allocation for Port Gamble. We recognize that there are lots of issues to resolve, but Poulsbo ~ which is the closest to Port Gamble ~ wants to see this project move forward. We see a tremendous public benefit in this project. We hope that the final solution is amenable to all.

Mayor Lent:

- The New Community Reserve comes from the rural population. If the new community reserve population is not used, that rural population could be removed altogether.

Mayor Coppola:

- Port Orchard is fine with the numbers for their jurisdiction in Appendix B-1.

Council Member Maupin:

- Growth does not occur in a straight line. We will likely see an increase in growth when the economy picks up. Moving population from the rural to the urban areas is a good thing.
- An ongoing discussion in Kitsap is the high proportional allocation to the rural areas ~ higher than other counties.
- The PSRC Multi County Planning Policies state that FCC’s should be avoided. History has shown that FCC’s don’t work. It is a complex issue. I don’t think we should plan for something we do not think would work.

Council Member Berry-Maraist:

- None of our jurisdictions are ‘fully contained.’
- The Port Gamble proposal would take rural population and cluster it together, which would reduce their impact on the roads, etc.

Council Member Wheeler:

- Infill in our existing centers and growth in our UGA's are important. I am hesitant to create another competitive source for the resources that come into our County. I am not sure if this proposal fits with the spirit of Growth Management and I would like to hear more.

PGST Council Chair Jeromy Sullivan:

- With regard to the GMA, it makes no sense for this County to put density in one area, owned by one land owner.
- The PGST will oppose any change in designation from rural to urban at Port Gamble. There is already a permanent land designation there.
- Putting this type of resources into this proposal sets a precedent in this County that other large land owners would want to take advantage of.
- We want to ensure that the environment is protected when looking at an increase in density.
- Project phasing does not negate that this project is to create a Fully Contained Community.
- I question whether the County has the resources to create the required infrastructure.
- This project is not a land swap: the County will have to pay for the open space and the upkeep of the land.

Commissioner Bauer:

- FCC's and [rural] clustering are part of GMA, and are not in opposition to it.
- The fundamental motivation for the FCC's on the east-side of Puget Sound (portrayed as "failed" FCC's) was different than this project.
- The only significant areas of open space that remain in this County are the 8,000 acres under discussion and other areas near Hood Canal.
- The issue is not the mechanism or planning tool that is used, but the one-time opportunity to save this open space.
- The FCC, the NHT, rural clustering are options that may be pursued: any option will have to go through a rigorous review process.

Mayor Coppola:

- I am concerned that the Tribe is requesting that this body regulate away a private land owner's property rights.
- The best solution would be for the Tribe to buy Port Gamble and solve the problem.

iii. Confirm Quorum for January 27 Public Hearing

Chair Lent established, through a show of hands, that a quorum of the KRCC Executive Board would be in attendance at the January 27 public hearing. The Chair and Board also agreed that the public hearing be broadcast on BKAT.

b. Low Income Housing Grant Programs: Appoint Transition Policy Team

Mayor Erickson, Mayor Lent, Commissioner Garrido and Council Member Robinson volunteered to participate on the Housing Advisory Team. Its role will be to provide policy perspective on a series of modifications to the federal CDBG and state/local Affordable/Homeless Housing Grant Programs, with the goal of consolidating administratively for both local agency and social service agency staff.

Motion: (Garrido) and second (Brackett) to appoint the four [named] volunteers to the Housing Advisory Team. *Motion carried unanimously.*

c. Transportation: Review Approach to Priorities & Countywide Planning

The KRCC Transportation Policy and Technical Advisory Committees will meet together on January 25, to discuss the development of priorities for transportation planning in the County, including goals and potential uses/functions of a countywide transportation plan. The Technical Advisory Committee will then meet in February to develop a technical approach to achieving those goals/functions. This

approach will be presented to the Transportation Policy Committee in early March. Periodic reports back to the Executive Board regarding progress on transportation planning issues will take place throughout the year.

6. Member Agency Comments: Seven.

Commissioner Brown, Kitsap County: Congratulations on behalf of the KRCC Board to Captain Olson on his new assignment. You will be missed in Kitsap County. Our partnership with the U.S. Navy has been strengthened under your leadership.

Mayor Coppola, City of Port Orchard: Under your leadership the Navy and County have a great partnership. I would like to echo that you will be missed.

Captain Olson, Naval Base Kitsap: This has been an eye-opening experience for me: through the job and the KRCC experience. I truly will miss the KRCC experience. Thank you.

Mayor Lent, City of Bremerton: The relationship among the Navy and all of the jurisdictions in the County has grown remarkably. You have been involved with many things. It is nice to have your input. We appreciate the part that the Navy plays in our community.

Council Member Berry-Maraist, City of Poulsbo: Poulsbo has a few more comments on the Countywide Planning Policies, which we will put in writing. Addressing the Tribe's concerns for the environmental and cultural protection of Port Gamble is important to the City of Poulsbo. Poulsbo does not see this as a competition for resources. We think that activity at Port Gamble could enhance Kitsap's other communities ~ especially Poulsbo.

Mayor Lent, City of Bremerton: Thank you to Commissioner Bauer for his KRCC leadership in 2010. Our Executive Committee and Executive Board discussions have been rich. Your leadership will be missed and we wish you well in your retirement.

Roger Zabinski, Port of Bremerton: Kitsap is among the lowest ranking counties Statewide on tourist revenue. The Kitsap Peninsula Visitor Convention Bureau is organizing a summit in March around increasing tourism to the County. More information will be coming.

7. Citizen Comments: Four.

To hear comments in full, contact KRCC staff to request Board Meeting audio recordings.

Ron Ross, Citizen: Annexation

- Annexation should be a decision of the residents and landowners of an area. Please do not make annexation mandatory.

Jan Wold, Citizen: Population Distribution, Annexations, FCC's

- Kitsap's UGA's are too large ~ they need to be re-sized.
- Talking of annexing the UGA's in their entirety makes no sense.
- When considering an FCC, look for the least environmentally sensitive area, not the most sensitive as you are doing now at Port Gamble.

Tom Danaher, Naval Base Kitsap: CPP Element M

- How to identify Navy in this Plan?
- Continuous cooperation with the Navy does not occur unless it is included in a Plan, or if the Navy requests to be informed.
- I hope that municipalities invite us to participate. We have a countywide community liaison ~ Spencer Horning. We hope in future to have a community liaison at each base.

Commissioner Brown, Kitsap County: Population Distribution

- Often Plans and Policies sit on the shelves, while people come and go.
- Systems with the Navy, the Tribes and the Puget Sound Regional Council are needed, and should be put in place.

8. Adjourn: 9:54 a.m.

Meeting Participants:

Steve Bauer, Kitsap County
Kim Brackett, City of Bainbridge Island
Lary Coppola, City of Port Orchard
Kirsten Hytopoulos, City of Bainbridge Island *
Bill Mahan, Port of Bremerton
Mark Olson, Naval Base Kitsap
Dianne Robinson, City of Bremerton
Tom Danaher, Naval Base Kitsap *
Roger Zabinski, Port of Bremerton *

Linda Berry-Maraist, City of Poulsbo
Josh Brown, Kitsap County
Charlotte Garrido, Kitsap County
Patty Lent, City of Bremerton
Will Maupin, City of Bremerton
Carolyn Powers, City of Port Orchard
Jeromy Sullivan, Port Gamble S' Klallam Tribe
Greg Wheeler, City of Bremerton *

* Alternate

Executive Management by McClure Consulting LLC:

Mary McClure, Executive Manager
Kirsten Jewell, Project Coordination

Vicky Clarke, Project Coordination
Myrna Knode, Executive Assistant

Board Members Not in Attendance:

Kelly Baze, Port Gamble S' Klallam Tribe *
Becky Erickson, City of Poulsbo
Leonard Forsman, Suquamish Tribe
Rob Purser, Suquamish Tribe *

Jim Colebank, City of Port Orchard *
Hilary Franz, City of Bainbridge Island

* Alternate

Others in Attendance:

Eric Baker, Kitsap County
Brian Bunker, Parametrix
Mark Dorsey, City of Port Orchard
Ed Friedrich, Kitsap Sun
Noel Higa, Port Gamble S' Klallam Tribe
Judith Krigsman, Citizen
Ron Ross, Kitsap Alliance of Property Owners
Andrea Spencer, City of Bremerton
James Weaver, City of Port Orchard

Arno Bergstrom, WSU Extension
Kathy Cocus, KEDA
Chris Dunagan, Kitsap Sun
Mark Gulbranson, PSRC
Larry Keeton, Kitsap County
Kathleen Peters, West Sound Watersheds
Sally Santana, Citizen
Bonnie Tufts, Kitsap County CDBG
Jan Wold, Citizen