



Kitsap Regional Coordinating Council

Land Use Planning Policy Committee (PlanPOL)

October 11, 2018 | 8:30-10:00 am | Kitsap Transit, Third Floor (60 Washington St., Bremerton)
Draft 10-5-18

Purpose: The three main purposes of this meeting are to discuss: (a) Kitsap's positions on the upcoming VISION 2050 decision points; (b) the 2019 approach to a "targeted update" to the Countywide Planning Policies; and (c) learn about the Kitsap Housing Inventory Analysis.

A. Welcome and Business (2 min)

Objective: Maintain the business and operations of KRCC.

- Review of [KRCC calendar](#) (page 3)
- Review/accept draft [7/19/18 meeting summary](#) (page 4)

B. Puget Sound Regional Council (PSRC) Coordination (25 min)

Objective: Stay involved and proactive in PSRC projects and initiatives.

- Review updated [Regional Geographies list](#) (pg 7) and [Regional Geographies map](#) (pg 8).
 - Question for PlanPOL: Any guidance for how Kitsap's Growth Management Policy Board (GMPB) members should vote on these geographies during the 11/2 GMPB meeting?
- Review draft [VISION 2050 Growth Scenarios](#) (page 9) [for population](#) (page 11) and [employment](#) (page 12) and [2050 Population & Employment Assumptions by County](#) (p. 13).
 - Question for PlanPOL: Any guidance for how Kitsap's GMPB members should vote on these scenarios during the 11/2 GMPB meeting?
 - Question for PlanPOL: What are some of the policy implications as a result of the updated population projections that show smaller population and employment increases for Kitsap for 2050? In particular, do these population estimates have any bearing on which growth scenarios are preferable to Kitsap (see next agenda item)

C. Recommendations for the KRCC Board (25 min)

Objective: Develop guidance for the KRCC Board to consider.

- Review LUTAC's draft [approach for updating the Countywide Centers element in the Countywide Planning Policies](#) (CPP) (pg. 15) in 2019. Reference: [CPP Ratification Process](#) (pg. 17).
 - i. Question for PlanPOL: What direction do you have for LUTAC regarding other potential CPP updates for 2019, including (a) vision statement; (b) buildable lands; and (c)
- Review the [draft 2019 KRCC Land Use Program work plan](#) (pg. 18) and [emerging land use issues](#) (page 22) for 2019 PlanPOL meetings.
 - i. Question for PlanPOL: Is there anything missing or extraneous in the 2019 KRCC Land Use Program workplan? The KRCC Board will vote on this work plan on November 6, 2018.
- Propose land use-related questions to ask legislators during the 2018 KRCC Legislative Reception.

D. Countywide Coordination (30 min)

Objective: Provide a forum for policy makers across Kitsap to share information and resources.

- Kitsap Housing Inventory Analysis: Presentation by Bonnie Tufts, Kitsap County Human Services.
- Opportunity for input on the Ruckelshaus Center's group interview with LUTAC on Nov. 8 regarding the Growth Management Act (GMA). For reference see [Kitsap County's draft talking points re: the GMA/Roadmap to WA's Future](#) (pg. 23) and [Kitsap County's Department of Community Development's](#) comments on GMA (pg. 27).

DI. Public Comments (5 min)

DII. Next Steps (3 min)

Objective: Ensure follow-up on proposed ideas and tasks.

- Review and assign action items from the meeting.
- Adjourn



Kitsap Regional Coordinating Council

Draft 2018 Meeting Schedule

KRCC Board* Main Meeting Chambers, Norm Dicks Government Center, Bremerton First Tuesday of the Month - 10:15 AM – 12:15 PM			KRCC Executive Committee 3 rd Floor Conference Room - Kitsap Transit, Bremerton Third Tuesday of the Month - 12:30 PM – 2:30 PM		
Jan. 2	Feb. 6	Mar. 6	Jan. 16	Feb. 20	Mar. 20
Apr. 3	May 1 (mo. of retreat)	June 5	Apr. 19 (9-11am Thursday)	May 15	June 19
July 3	Aug.	Sept. 4	July	Aug. 21	Sept. 18
Oct. 2	Nov. 6	Dec. 4	Oct. 16	Nov. 20	Dec. 18
Transportation Policy Committee* (TransPOL) and Land Use Planning Policy Committee* (PlanPOL) 3 rd Floor Conference Room - Kitsap Transit, Bremerton Third Thursday of the Month					
	<u>PlanPOL</u>	<u>TransPOL</u>		<u>PlanPOL</u>	<u>TransPOL</u>
Feb. 15	2:45-4:00pm	1:00-2:30pm	July 19	1:30-3:00pm	-
Mar. 15	-	3:15-4:45pm	Aug.	-	-
Apr. 19	1:30-3:00pm	3:15-4:45pm	Sept. 20	-	1:30-3:00pm
May 31 (5 th Thursday)	-	3:15-4:45pm	Oct. 11 (2 nd Thursday)	8:30-10:00am	-
June 21	-	3:15-4:45pm	Nov.	-	-
			Dec.	-	-
Transportation Technical Advisory Committee (TransTAC) 3 rd Floor Conference Room - Kitsap Transit, Bremerton Second Thursday of the Month // 12:30 PM – 2:30 PM			Land Use Technical Advisory Committee (LUTAC) Council Chambers - Poulsbo City Hall, Poulsbo Second Thursday of the Month // 9:30 AM – 11:30 AM		
Jan. 11	Feb. 8	Mar. 8	Jan. 11	Feb.	Mar. 8
Apr. 12	May 29 (9a-4p Tuesday)	June 14	Apr.	May 10	June
July	Aug.	Sept.	July	Aug. 9	Sept. 27
Oct.	Nov. 8	Dec.	Oct.	Nov. 8	Dec.
Other Dates TransTAC Project Selection Workshop: May 29 Board Retreat: May 29 Legislative Reception: November 29 West Sound Alliance: Various			Visit the KRCC website for meeting materials www.kitsapregionalcouncil.org *This meeting is open to the public		



Kitsap Regional Coordinating Council (KRCC)
Draft Planning Policy Committee (PlanPOL) Meeting Summary
July 19, 2018 Meeting | 1:30-3:00 PM | Kitsap Transit, Bremerton

Decisions		
PlanPOL decided to approve the draft April 19, 2018 PlanPOL meeting summary as final.		
Actions	Who	Status
Post the 4/19/18 PlanPOL meeting summary to the KRCC website once revised to include Mayor Erickson and Karla Boughton in attendance.	KRCC staff	Complete
Review the 18-month and 8-year land use timelines in preparation for the October PlanPOL meeting.	PlanPOL	Ongoing
Potentially reschedule the October PlanPOL meeting.	KRCC staff	Ongoing

1. WELCOME

Betsy Daniels, KRCC Program Director, welcomed participants to the meeting (see Attachment A for a list of PlanPOL members and observers) and led a round of introductions. The group approved the April 19 PlanPOL meeting summary with an edit to the attendance list, which will be posted on the KRCC website by KRCC staff. It was noted that PlanPOL meetings are currently scheduled for the same day as PSRC Regional Staff Committee meetings, which poses some scheduling challenges for RSC members (Nick Bond and Eric Baker), as well as PSRC staff. KRCC staff will reach out to PlanPOL regarding potentially rescheduling their October meeting.

2. VISION 2050

Paul Inghram, PSRC, gave a virtual presentation regarding the timeline for the development of VISION 2050. View the [VISION 2050 Regional Growth Strategy slides here](#). The presentation focused on the Regional Growth Strategy, Regional Geographies, and Growth Scenarios. PlanPOL made the following comments following the presentation:

- Councilmember Peltier was concerned that there is a lack of information about the actual environmental impacts of implementing VISION 2040, and that this lack of information makes it difficult to participate in a discussion regarding an Environmental Impact Statement (EIS) for VISION 2050. He also noted that the restoration of Puget Sound is not described as a priority when accommodating growth.
- Paul Inghram acknowledged that growth is inevitable but today's zoning codes are able to accommodate the expected growth in the region.
- Commissioner Garrido referenced Kitsap's values identified at the KRCC Board retreat, including environmental quality, and noted that it is the responsibility of KRCC to have a united voice to express those values and concerns when there are opportunities for input, such as the VISION 2050 EIS comment period.
- Mayor Erickson commented that Kitsap County was greatly impacted by the sewage spill from the West Point Treatment Plant, and that local Kitsap jurisdictions need to protect Puget Sound, and also expect neighboring counties to do the same.

Paul Inghram clarified that the intent of the Regional Geographies is to set up a classification framework for jurisdictions to determine population and employment amongst themselves within

the county. PlanPOL made the following comments regarding the potential use of high capacity transit as a method to develop Regional Geographies:

- Mayor Erickson liked the model of distributing growth in relation to high capacity transit because the flexible framework groups Bainbridge, Poulsbo, and Port Orchard within the same Regional Geography and therefore accommodates a flexible and localized approach to population allocation.
- Commissioner Garrido suggested integrating the work of the Puget Sound Local Integrating Organizations into discussions regarding growth.
- Nick Bond, City of Port Orchard, noted that the previous Regional Geography framework was not as flexible but had benefits due to its simplicity.

Paul Inghram clarified that PSRC is currently in the process of modeling various scenarios and is not making commitments to any one scenario at this point. He recommends that KRCC use the percentages of population across Kitsap as a starting point when discussing allocating growth. PlanPOL and LUTAC made the following comments regarding the proposed growth scenarios:

- Gary Christensen noted the importance of having baseline population growth data to compare the alternatives to.
- Louisa Garbo, Kitsap County, noted the importance of addressing existing issues related to growth such as the conflict between property rights and restricting growth in certain areas, and developers building on the fringe of urban growth areas. She added that there are not enough incentives for growth to be in urban growth areas or growth centers.
- Nick Bond acknowledged that individual jurisdictions need to be prepared to share the approximate amount of growth they would like to accept for the PlanPOL discussion in October.
- Mayor Erickson acknowledged that growth can occur independently of where jurisdictions intend. There is a need to identify where we have grown and haven't grown so that infrastructure is in line with growth.

3. MENU OF “EMERGING ISSUES” FOR FUTURE PLANPOL MEETINGS

LUTAC members prepared a list of topics that have cross-jurisdictional impacts. At the next meeting, PlanPOL will discuss which topics they would like to address during their 2019 meetings.

4. 18-MONTH AND 8-YEAR LAND USE EFFORTS

PlanPOL members will review the 18-month and 8-year land use timelines in preparation for their October meeting.

5. UPDATES FROM THE LAND USE TECHNICAL ADVISORY COMMITTEE (LUTAC)

LUTAC recommends jurisdictions send individual comment letters to the Ruckelshaus Center regarding the Roadmap to Washington's Future's project.

6. PUBLIC COMMENTS

No public comments.

The meeting adjourned at 3:00 PM.

Attachment A: Meeting Attendees

NAME	JURISDICTION (ALPHABETICAL)
PLANPOL MEMBERS:	
Councilmember Bek Ashby	Port Orchard
Mayor Rob Putaansuu	Port Orchard
Commissioner Charlotte Garrido	Kitsap County
Commissioner Ed Wolfe	Kitsap County
Councilmember Ron Peltier	City of Bainbridge Island
Councilmember Rasham Nassar	City of Bainbridge Island
Mayor Becky Erickson	Poulsbo
Councilmember Jay Mills	Suquamish Tribe
OBSERVERS:	
Gary Christensen	Bainbridge Island
Louisa Garbo	Kitsap County
Lynn Wall	Naval Base Kitsap
Nick Bond	Port Orchard
Karla Boughton	Poulsbo
STAFF:	
Betsy Daniels	KRCC Program Director
Mishu Pham-Whipple	KRCC Coordination Lead
Sophie Glass	KRCC Land Use Lead

Kitsap County**Existing Regional Geographies****Metro**

Bremerton**Core**

Silverdale**Larger**

Bainbridge Island**Small**

Port Orchard Poulsbo**Urban Unincorporated**

Kitsap Urban Unincorporated (All)**Rural**

Kitsap Rural**DRAFT Proposed Regional Geographies****Metro**

Bremerton**Core**

Silverdale**High Capacity Transit Communities**

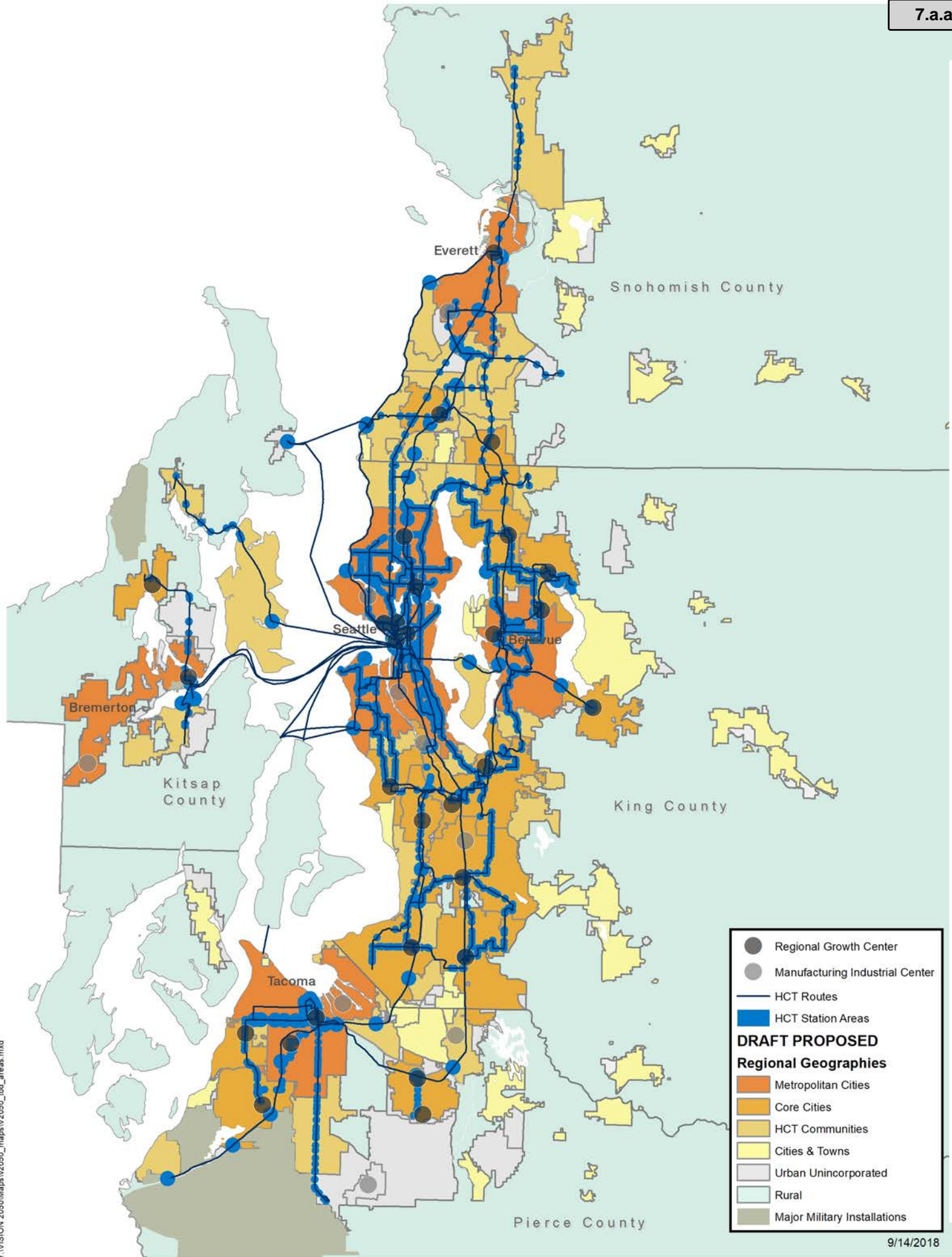
Bainbridge Island Port Orchard Poulsbo**Cities + Towns****Urban Unincorporated (areas without high capacity transit and/or unaffiliated areas)**

Kitsap Urban Unincorporated (Remaining)**Rural**

Kitsap Rural

PLEASE NOTE: Table reflects definitions of revised regional geographies discussed at June and September 2018 Growth Management Policy Board meeting. "High Capacity Transit Communities" include cities and unincorporated areas (affiliated) with existing or planned light rail, commuter rail, ferry, streetcar, and/or bus rapid transit. Table is DRAFT and subject to change based on additional review.

Note from KRCC staff: Military installations (i.e Naval Base Kitsap) are proposed Regional Geographies and will be included in a future version of this document.



Growth Scenarios for the Regional Growth Strategy

VISION 2040's Regional Growth Strategy was developed from several alternatives that were studied through an extensive environmental analysis. These alternatives ranged from highly concentrated growth in metropolitan cities to more dispersed growth patterns. The preferred hybrid alternative that emerged from that process represented a deliberate move away from historical trends and toward a more sustainable pattern of development that could be achieved within the long-range planning period to 2040.

Comments from the VISION 2050 scoping process encouraged consideration of a range of factors in distributing planned 2050 growth throughout the region, including recent historical growth and development trends; local land use and infrastructure capacity; transportation accessibility, opportunities to leverage regional investments in high-capacity transit; designated centers, jobs-housing balance; and market conditions.

The scoping report for VISION 2050 is based on the need to plan for the technical estimate of a population level of 5.8 million people in 2050. Staff discussed several concepts with the Growth Management Policy Board for the pattern of growth that allocate shares of population and jobs based on county and geography. **These scenarios serve to help identify two or three alternatives for an environmental analysis.**

STAY THE COURSE – This growth scenario represents a “no action” alternative as required under the State Environmental Policy Act (SEPA) and would continue the VISION 2040 shares of growth in a straight line to 2050.

FORWARD FROM 2017 – This scenario resets VISION 2040 growth assumptions from a 2017 base. With local comprehensive plan updates that are built on VISION 2040 now in place, this scenario factors in growth and market conditions that occurred since 2000 but recommits to the shares of growth for each geography in VISION 2040 from now through 2050.

TRANSIT FOCUSED GROWTH – This growth scenario directs significant population and employment growth to areas with existing or planned high capacity transit. This scenario could incorporate an explicit goal for substantial growth in areas served by high-capacity transit.

DISPERSED URBAN GROWTH – This growth scenario would distribute growth more evenly across urban regional geographies, with more emphasis on cities currently defined as Larger and Small cities and unincorporated urban areas. This scenario would assume that the region could see significantly less growth near transit and regional centers compared to the other three growth scenarios.

Staff discussed the scenarios with both the Land Use Technical Advisory Committee and the Regional Staff Committee in September and heard comments about the Dispersed Urban Growth scenario, in particular. Based on feedback, staff are working on a revised version of the scenario to constrain growth allocated to Cities and Towns and Unincorporated Urban Areas by existing capacity. This will likely result in a scenario

that is less dispersed and more informed by existing land use constraints. Staff are also working on adjustments to the Transit Focused Growth scenario to refine the distribution of growth to High Capacity Transit Communities.

Some board members asked about the option of a lower growth scenario. The scoping report, adopted by the board in June, established the intent to evaluate growth of about 1.8 million people, based on a technically derived estimate. This allows direct comparison between alternative growth *patterns*. The purpose of the Regional Growth Strategy is to understand how the region can best accommodate the growth that will most likely occur. The SEPA analysis can include discussion about how potential impacts may change if the total growth is less or greater than the estimate.

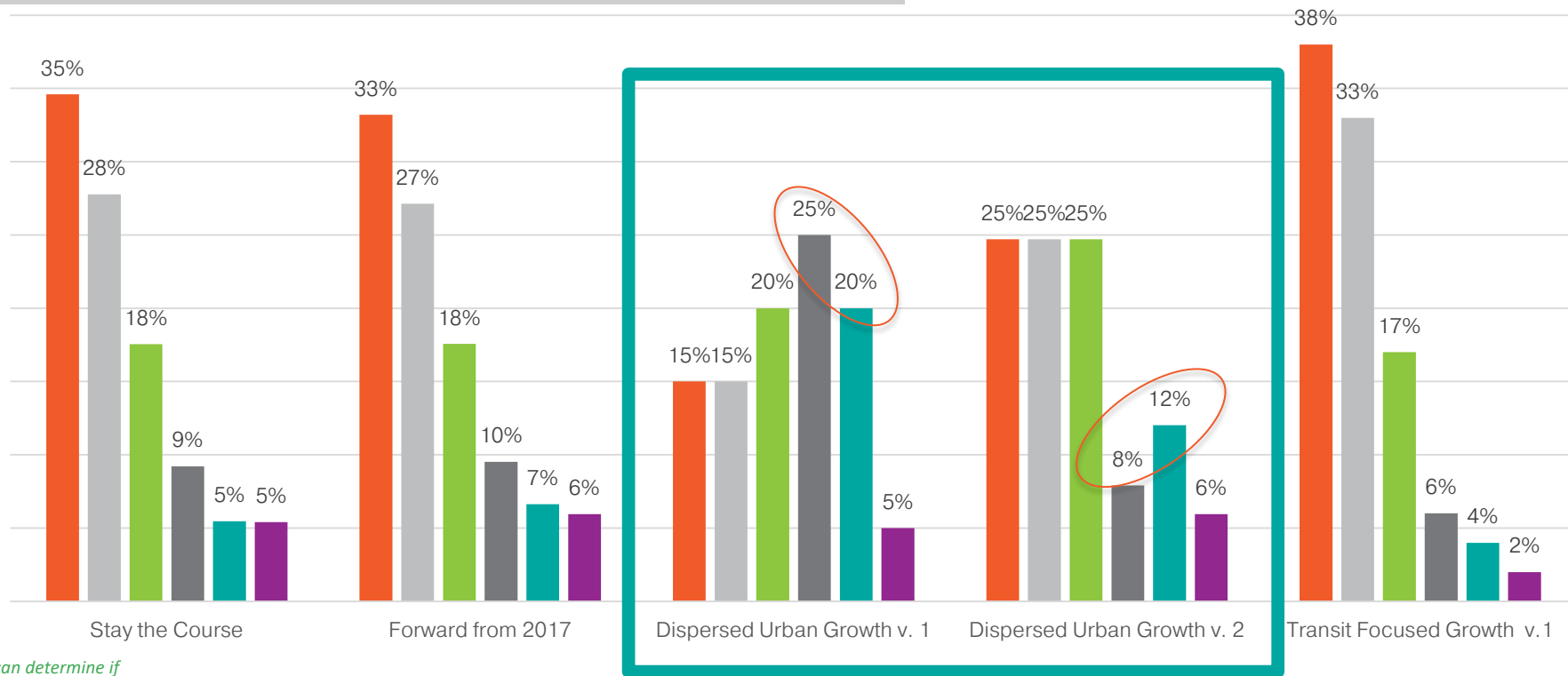
It is important to note that the objective of Regional Growth Strategy work this fall is to define two or three distinct alternatives for environmental evaluation, not to select the preferred alternative. Alternatives for study this fall should be reasonable but may represent significantly different futures to illustrate tradeoffs between them. The board will discuss the evaluation of alternatives more in early 2019 and will have several opportunities to define a preferred alternative that builds from this process. Following the environmental analysis, the board could select an existing alternative or seek to develop a preferred alternative by modifying any of these initial alternatives and/or by combining elements from different alternatives.

The board will be asked to confirm two or three growth alternatives for analysis at its November 1 meeting.

Growth Scenarios: Population

(with two versions for Dispersed Urban Growth)

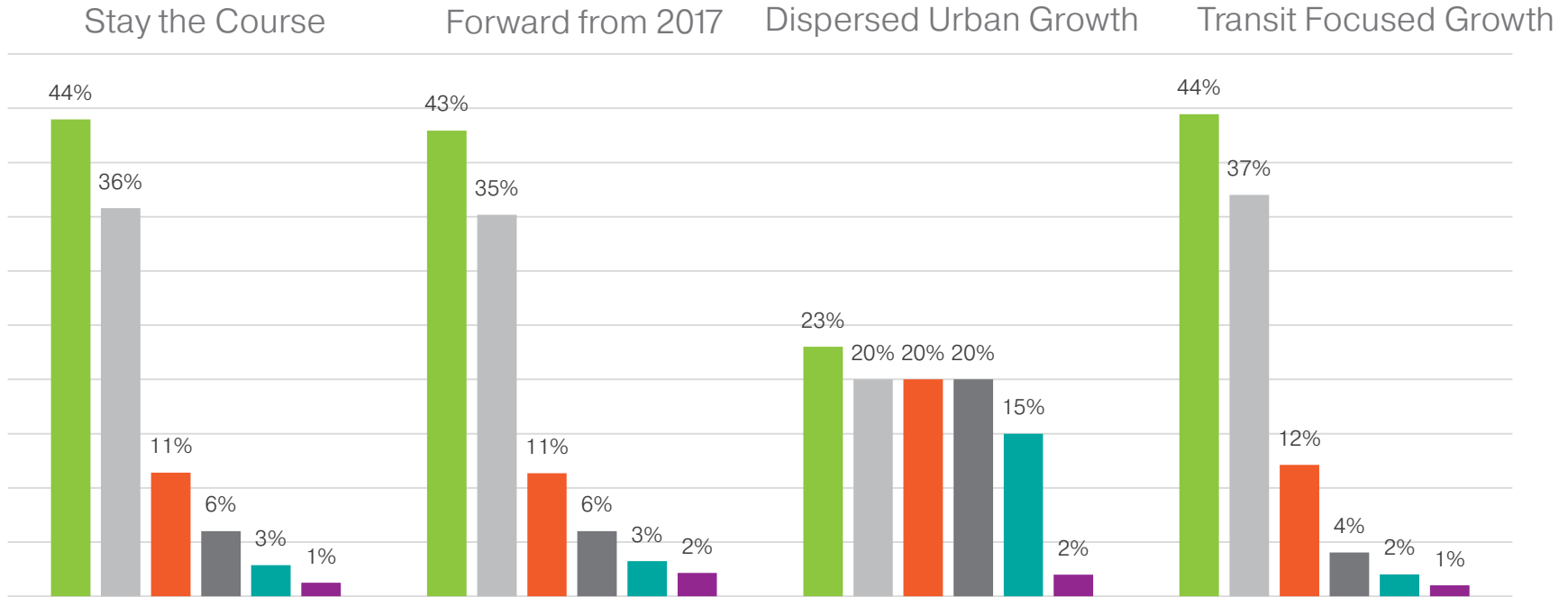
Draft edited by KRCC staff on 10/3/18



**Poulsbo can determine if it wants to be classified under "Transit Communities" or "Cities and Towns"*

■ Metropolitan (Bremerton)
 ■ Core (Silverdale)
 ■ Transit Communities (Bainbridge, Poulsbo*, Port Orchard)
 ■ Cities & Towns
 ■ Urban Unincorporated (Kitsap Urban Unincorporated)
 ■ Rural (Kitsap Rural)

Preliminary Scenarios - Employment



**Poulsbo can determine if it wants to be classified under "Transit Communities" or "Cities and Towns"*

Metropolitan (Bremerton)

Core (Silverdale)

Transit Communities (Bainbridge, Poulsbo*, Port Orchard)

Cities & Towns

Urban Unincorporated (Kitsap Urban Unincorporated)

Rural (Kitsap Rural)

Draft edited by KRCC staff on 10/3/18

Packet Pg. 12

2050 Population and Employment Assumptions by County

The Regional Growth Strategy includes shares of growth to each county, as well as shares for each regional geography. To support development of VISION 2050, PSRC staff has developed revised baseline assumptions for the share of population and employment growth for each county through 2050. These revised numbers are based on the 2017 state Office of Financial Management's (OFM) 2050 projections and the expected distribution of 2050 employment by county given OFM's projected population distribution.

The recent OFM projections take in to account the pattern of growth from the last decade. Compared to the shares in VISION 2040 (Stay the Course), which was adopted in 2008, the expected share of regional population and employment has increased for King County compared to Kitsap, Pierce and Snohomish counties. In Kitsap County, the 2050 shares reflect a smaller share of overall regional population growth than called for in VISION 2040. These revised figures more closely reflect recent trends - Kitsap County represented 4% of all population growth in the region and 4% of employment growth from 2000-2017.

2050 Population Assumptions

	Stay the Course (No Action)		Other Growth Scenarios (based on 2017 OFM projections)	
	% Share of Regional Growth 2017-50	Actual Change	% Share of Regional Growth 2017-50	Actual Change
King	38%	660,682	50%	871,931
Kitsap	11%	189,387	5%	96,521
Pierce	24%	426,217	21%	363,707
Snohomish	27%	480,284	24%	424,411
Regional	100%	1,756,569	100%	1,756,570

2050 Employment Assumptions

	Stay the Course (No Action)		Other Growth Scenarios (based on 2017 OFM projections)	
	% Share of Regional Growth 2017-50	Actual Change	% Share of Regional Growth 2017-50	Actual Change
King	57%	662,392	64%	738,143
Kitsap	6%	65,548	4%	44,615
Pierce	17%	202,535	15%	173,599
Snohomish	20%	227,932	17%	202,048
Regional	100%	1,158,406	100%	1,158,406

Because the Stay the Course scenario reflects continuation of VISION 2040 from 2017-50, it would continue to use the county shares based on VISION 2040 as shown above.

A key policy goal of the VISION 2040 Regional Growth Strategy was to improve the regional balance of jobs and housing across the region's four counties. In developing VISION 2040, the Growth Management Policy Board made policy-based shifts at the county level to encourage a shift in housing growth from Pierce and Snohomish counties into King County (3%) and Kitsap County (1%). A comparable policy-adjustment was made to shift employment growth from King County to the region's other three counties – 1% to Kitsap, 2% to Pierce, and 2% to Snohomish.

The Growth Management Policy Board could consider whether any policy-based shifts of county population or employment should be incorporated into VISION 2050 alternatives for analysis.

Draft Proposal for Updating “Element C: Centers of Growth” in Kitsap’s Countywide Planning Policies

Draft v. 10-2-18

Below is a draft approach for how the Kitsap Regional Coordinating Council (KRCC) could update “Element C: Centers of Growth” within the Countywide Planning Policies (CPPs). Potential updates to other elements may be described in separate proposals.

Background

Each county’s CPPs include criteria and processes for Countywide Centers, which serve important roles as places for concentrating jobs, housing, shopping, and recreational opportunities.¹ The list of Countywide Centers in Kitsap’s current CPPs are outdated for three major reasons:

- The Countywide Centers listed in Kitsap’s CPPs have not been updated since 2014 and therefore do not reflect each jurisdiction’s most recent comprehensive plans from 2016.
- From 2016 to 2018, the Puget Sound Regional Council (PSRC) updated its Regional Centers Framework and developed basic standards expected for Countywide Centers. While the designation of Countywide Centers remains delegated to countywide processes, this new PSRC framework provides a baseline of regional standards for each county to use. Kitsap’s current CPPs do not reflect this new Countywide Center guidance from PSRC.
- PSRC’s Countywide Competition for Federal Highway Administration (FHWA) funds requires supporting Countywide Centers or the corridors that serve them. During the 2016 and 2018 Countywide Competitions, KRCC developed a separate list of Countywide Centers that aligned with 2016 Comprehensive Plans. This met the requirements of the Countywide Competition but ideally the Countywide Centers used in this competition would be consistent with the CPPs.

To keep the CPPs up to date, LUTAC recommends that KRCC do a “targeted update” of the Countywide Centers element in 2019. The KRCC Board expressed support for this targeted update during their May 2018 retreat.

Element C: Centers of Growth Update

LUTAC recommends amending Element C: Centers of Growth, which includes the following components:

- Policies for Countywide Centers
- Typologies of Countywide Centers
- Criteria for Countywide Centers
- Process for designating or changing Countywide Centers

LUTAC also recommends updating Appendix F: Regional and Kitsap Designated Centers List.

Approach

Updates to Kitsap’s CPPs require involvement by all Kitsap jurisdictions, including Bremerton. As such, LUTAC suggests convening the Planning Directors Forum, which consists of planning directors and land use staff from KRCC jurisdictions and Bremerton. The Planning Directors Forum will compare PSRC’s 2018 guidance on Countywide Centers with the “Centers of Growth” policies outlined in Kitsap’s 2013 CPPs. The Planning Directors Forum will also compare the centers used in the 2016 and 2018

¹ Regional Centers Framework Updated Adopted March 22, 2018

Countywide Competition for FHWA funds. Some questions the Planning Directors Forum will discuss include:

- How should KRCC address existing local centers that do not meet the new criteria for Countywide Centers? For example, should KRCC establish a deadline for updating development regulations and centers plans?
- What additional materials should be included in Appendix F? For example, maps showing center boundaries, current and planned activity units, and/or the total land area of each center?
- Should KRCC create criteria that expands upon PSRC's guidance for designating Countywide Centers? For example, should the types of programmed transportation resources required for Countywide Centers be expanded or amended?
- Other relevant issues or topics.

Timeline

Below is a proposed timeline for updating Element C of the CPPs by November 2019.

2018		2019			
Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Planning Directors Forum Meeting 1	N/A	Planning Directors Forum Meeting 2	PlanPOL reviews proposed updates	Planning Directors incorporate PlanPOL edits	PlanPOL finalizes proposed updates to KRCC Board

2019					
May	June	July	Aug.	Sept.	Oct.
KRCC Board reviews proposed updates	KRCC hosts public hearing, per the CPP update process	KRCC Board approves proposed updates and County issues ordinance	City and Tribal Councils ratify resolution within 90 days of the County Ordinance.* If 2+ cities don't ratify or abstain from ratification, the CPPs return to KRCC for further discussion.		

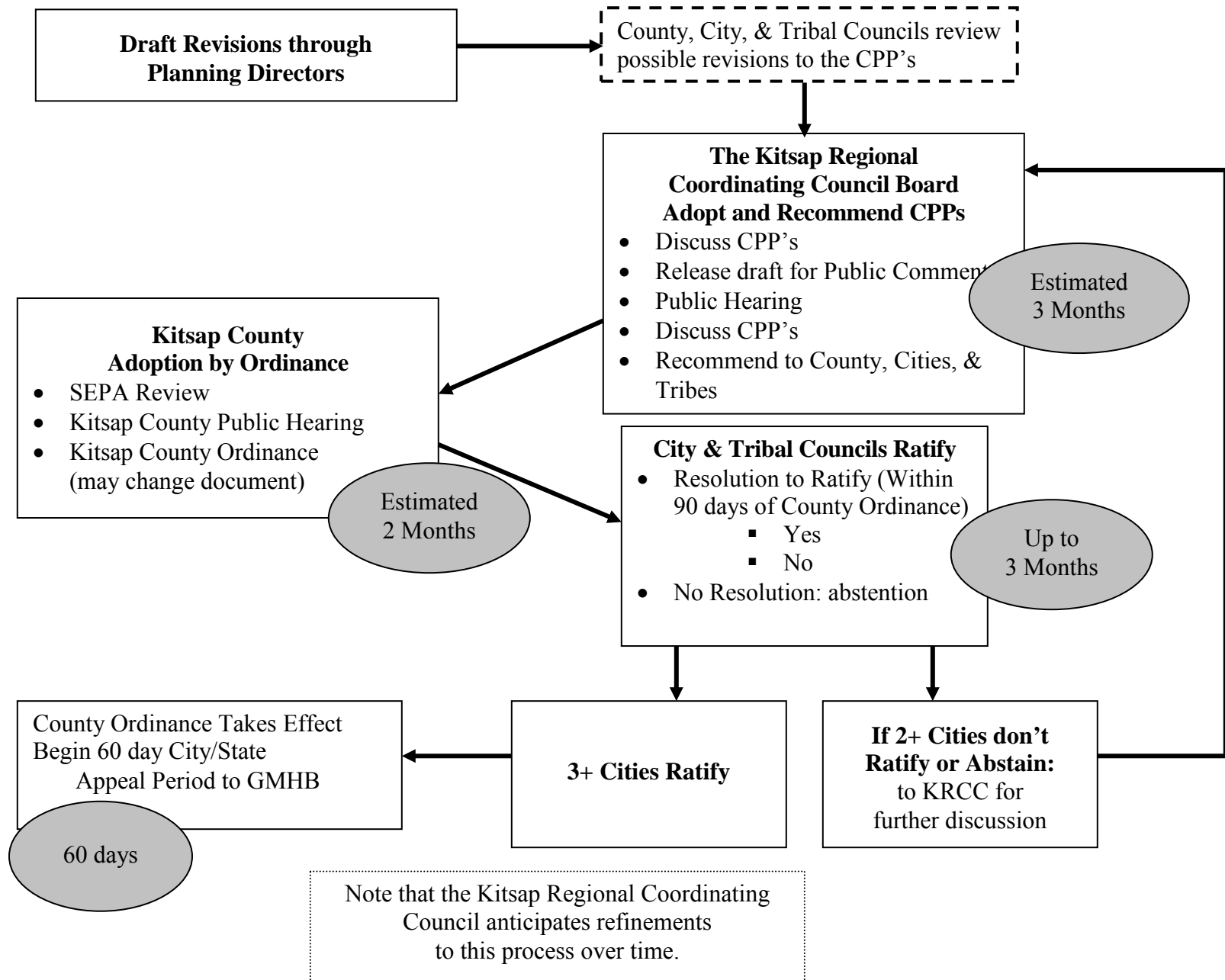
*Once the ratified revisions to the CPPs take effect, a City or the Governor's office may appeal the revisions to the Growth Management Hearings Board within a further 60-day period.

Other Updates to the CPPs

The KRCC Board has expressed interest in updating other components of Kitsap's CPPs in 2019, as outlined below. The Planning Directors Forum can develop separate proposals for each type of update based on Board direction.










1. Element A: Countywide Growth Pattern. This element includes Kitsap's **vision statement**. At the 2018 KRCC Board retreat, Board members expressed an interest in making this vision statement more succinct and up-to-date.
2. Element B: Urban Growth Areas. This element references the **Buildable Lands Analysis** and in 2018, the Washington State Department of Commerce updated its guidance for buildable lands. Updating Element B would be intended to reflect Commerce's new guidance.
3. Appendix B-1: **Population Distribution Through 2036**. The City of Poulsbo suggested updating the table in this appendix to reflect the City of Poulsbo's UGA that has been annexed into the City of Poulsbo.
















**Appendix A of the Countywide Planning Policies:
Kitsap Countywide Planning Policy Ratification Process**
























II. KRCC Land Use Program 2019 Work Plan Narrative

The proposed land use program work plan items for 2019 are outlined in the table below. KRCC staff will support the KRCC Board, Land Use Planning Policy Committee (PlanPOL), and Land Use Technical Advisory Committee (LUTAC) in completing these action items. Please also see Appendix 1 and 2 that provide timelines for expected activities over 18 months and 8 years.

Action Item	LUTAC's Role	PlanPOL's Role	Board's Role
Countywide Planning Policies (CPPs)			
11. Create a calendar of the next CPP update schedule and the studies underway that are key inputs to that update. (Board Retreat)	 LUTAC developed an 18-month and 8-year land use timeline, which includes information related to CPP updates.	 PlanPOL will review the timelines at their October 18, 2018 meeting and tee up activities for 2019.	 The KRCC Board will review land use timelines throughout 2019.
12. Decide whether to update the CPP vision statement as part of the "targeted update" in 2019 or full update in 2021. (Board Retreat)	 LUTAC makes recommendations to PlanPOL re: the timing of creating a vision statement.	 PlanPOL reviews LUTAC's recommendation re: the timing of updating the vision statement, and then recommends action to KRCC Board.	 KRCC Board approves whether to update the vision statement as part of the targeted or full update of the CPPs.
13. Complete a "targeted update" of CPPs re: Local Centers and perhaps buildable lands (18 Month Land Use Timeline)	 After the Dept. of Commerce releases its buildable lands guidance, LUTAC convenes with Bremerton and drafts updates to the relevant sections of the CPPs for PlanPOL review.	 PlanPOL discusses the draft updates to the CPPs and recommends draft documents to the KRCC Board.	 KRCC Board approves the updated CPPs.

Action Item		LUTAC's Role	PlanPOL's Role	Board's Role
Puget Sound Regional Council (PSRC) Involvement				
14.	Provide a letter as part of PSRC's Draft Environmental Impact Statement (EIS) comment period (18 Month Land Use Timeline)	 LUTAC drafts a letter for PlanPOL review. LUTAC also develops talking points for Growth Management Policy Board (GMPB) members.	 PlanPOL revises the EIS comment letter. PlanPOL reviews the talking points for GMPB members.	 KRCC Board approves the draft EIS comment letter.
15.	Develop Kitsap's growth strategy as part of the development of VISION 2050 (Board Retreat)	 LUTAC acquired VISION 2040's linear population and employment projections for 2050.  Meeting: 2 part workshop discussions about accommodating growth.	 Meeting(s): Using the linear 2050 population and employment projections, PlanPOL workshops to accommodate growth.	 In 2021 or 2022, review outcomes and plan for the KRCC Board to approve population allocations across Kitsap jurisdictions.
16.	Provide input into PSRC's Regional Growth Strategy (RGS) (18 Month Land Use Timeline)	 LUTAC develops a draft RGS comment letter, as well as draft talking points for GMPB members.	 PlanPOL revises the draft RGS comment letter. PlanPOL reviews the talking points for GMPB members.	 KRCC Board approves the RGS comment letter
17.	Provide input on PSRC's draft Multicounty Planning Policies (MPPs) (18 Month Land Use Timeline)	 LUTAC develops a draft letter. LUTAC also develops talking points for GMPB members.	 PlanPOL revises the draft MPP comment letter. PlanPOL reviews the talking points for GMPB members.	 KRCC Board approves the MPP comment letter.
18.	Provide outreach to other jurisdictions at PSRC about Kitsap's issues to identify commonalities and partnerships. (Board	 Outreach: LUTAC members on the Regional Staff Committee convene a quarterly lunch with	 Outreach: PlanPOL members on the GMPB convene a quarterly lunch with other small jurisdictions at PSRC.	N/A

Retreat)	small PSRC jurisdictions.		
Action Item	LUTAC's Role	PlanPOL's Role	Board's Role
Military Planning			
19. Develop strategies to protect the military from encroachment within the region. (Board Retreat)	 LUTAC reviews Naval Base Kitsap's military land use study and develops a draft strategy.	 Review and revise the draft strategy from LUTAC.	 Approve the draft strategy to help prevent encroachment on military lands and activities.
Land Use Education			
20. Learn about land use issues of common interest. (Board Retreat)	 LUTAC develops a list of cross-jurisdictional land use issues and prepares educational updates on these topics at PlanPOL meetings.	 PlanPOL will review the list of cross-jurisdictional land use issues at their October 18 meeting and select topics for their 2019 meetings.	 KRCC Board discusses any pertinent land use issues at Board meetings.
21. Develop issue papers related to land use. KRCC shares the cost by hiring outside consultants through Triangle's contract. (Board Retreat)	 LUTAC works with land use consultants to draft the issue papers based on topics chosen by PlanPOL.	 PlanPOL identifies topics for issue papers for consultants to develop with LUTAC guidance.	 KRCC Board reviews issue papers at KRCC Board meetings.
KRCC Operations			
22. Ensure messaging consistency between policy and technical committees. (Board Retreat)	 LUTAC members attend KRCC Board meetings to provide monthly updates.	 PlanPOL meetings have LUTAC updates as standing agenda items.	 Board meetings have PlanPOL and LUTAC updates as standing agenda items.
23. Form <i>ad hoc</i> affordable housing committee. (Board Retreat)	 LUTAC members recommend <i>ad hoc</i> committees to PlanPOL.	 PlanPOL proposes <i>ad hoc</i> committees for KRCC Board approval.	 KRCC Board approves <i>ad hoc</i> committees.

Action Item		LUTAC's Role		PlanPOL's Role		Board's Role	
		Other					
24.	Institute metrics and a process to confirm whether jurisdictions' comprehensive plans are performing as desired (Board Retreat)		LUTAC develops draft metrics to evaluate comprehensive plan performance.		PlanPOL reviews recommendations from LUTAC and solidifies metrics for KRCC Board approval.		KRCC Board approves metrics re: comprehensive plan performance.
25.	Develop the annual annexation report (18 Month Land Use Timeline)		LUTAC develops a draft annual annexation report.		PlanPOL reviews the draft annual annexation report.		KRCC Board approves the annual annexation report.

Potential “Emerging Issues” for Future PlanPOL Meetings

Draft v. 6-29-18

During the April 19, 2018 KRCC PlanPOL meeting, PlanPOL members requested that the Land Use Technical Advisory Committee (LUTAC) provide educational updates on emerging issues related to land use planning. LUTAC proposed the following emerging issues for future PlanPOL meetings and is seeking feedback from PlanPOL members about which topics are priorities for the remainder of 2018 through 2019.

“Emerging Issues” for PlanPOL Meetings (in no particular order)

1. Inclusionary zoning
2. Cell facilities ordinances
3. Issues with vacation rentals
4. In/outdoor mini storage moratoriums
5. “Red Tape Reduction” process improvement program
6. Development moratoriums
7. Downtown parking
8. Emergency and climate resiliency planning

A ROADMAP TO WASHINGTON'S FUTURE GROWTH MANAGEMENT ACT ISSUES

Kitsap County is strongly supportive of the core concepts of the Growth Management Act (GMA). Efforts including the reduction of urban sprawl, protection of our environment and shorelines and provision of infrastructure to serve compact, livable urban areas are all important goals for our state. GMA has been an important vehicle to progress these interests through local planning. However, GMA includes several flaws, both from its original passage and subsequent implementation, that has negatively impacted local jurisdictions.

As part of the Roadmap to Washington's Future process, Kitsap County submits the following comments regarding past and current issues with GMA. While not comprehensive, they address many of the issues Kitsap has raised with the legislature and other state bodies over the last two decades. Attachment A provides greater details regarding some of our technical comments and the specific RCWs or WACs that apply.

GMA has become a huge unfunded mandate to local jurisdictions.

In 1990, GMA was a new construct for many jurisdictions. The clear distinction between urban and rural areas was going to be a complex issue to address at the local levels. When GMA was passed, the legislature somewhat acknowledged the additional requirements this would place on local jurisdictions and provided some funding for comprehensive plan development. That funding, while then inadequate, was subsequently eliminated over a decade ago. What was once an underfunded mandate is now fully unfunded. To exacerbate matters, Growth Board decisions and new legislation (e.g. buildable land requirements, best available science) has increased the complexity of plan development; increasing staff time, required county resources and, in certain cases, consultant costs. Some of this new legislation has included minor state support, but that funding is infrequent and unpredictable. The legislature needs a renewed appreciation of the costs of GMA planning to local jurisdictions and provide a reliable source of funding to meet the legislature's increasing expectations.

GMA is absent any general prioritization of its goals.

GMA planning is fraught with conflicts between various interests. In forming GMA, the legislature selected 13 laudable goals (expanded to 14) for local jurisdictions to "balance" through the lens of local circumstances. Many of these goals can be somewhat mutually exclusive, such as reduction of sprawl and providing housing options, environmental protection and focusing urban growth, and at times, private property rights and all the other goals. The state had decades long experience with the conflicts between these various interests, yet adopted GMA asking local jurisdictions to address them all at once. This has led to costly and lengthy legal challenges borne by local jurisdictions with only occasional guidance provided by the Department of Commerce; guidance which has been repeatedly ruled as non-binding by the Hearings Boards. While local circumstances are key in providing flexibility in our diverse

jurisdictions, the GMA should provide, at minimum, a general tiering or hierarchy of priorities to direct which are most important and planned accordingly at the local level.

GMA has been expanded by case-specific Hearings Board decisions and state agency rule-making.

The GMA legislation was passed through a thoughtful, contemplative process by the state legislature in 1990; setting goals for local planning decisions. However, the actual implementation of GMA often comes from WACs and Department of Commerce guidance that is not adequately vetted by the legislature.

Commonly, the new codes and guidance are proactive to provide greater clarity regarding the intent of the legislation. Though they also can be reactions to the decisions of the Growth Management Hearings Board(s). Hearings Board decisions are specific to individual jurisdictions based on the details of a specific case. These decisions can take the high-level goals of GMA and broaden them into the technical development of capital facility plans, population allocations, allowable densities, rural character and other complex issues. In certain circumstances the state then attempts to generalize the issues in these decisions by revising WAC or providing guidance, thus applying them to all jurisdictions. Again, these codes and guidance are inadequately vetted by the legislature to ensure they are consistent with legislative intent.

Growth targets and other required land calculations are too rigid.

Local planning under GMA is becoming much less planning and more math-driven. Planning is in many ways a creative effort to help shape communities through zoning, design standards and policies. Objective performance measures such as the Buildable Lands Report and land capacity analyses are important, but when hitting specific marks becomes paramount, planning decisions can become suspect. Subjective local circumstances must be given, at minimum, equal consideration to general objective targets and requirements.

The 8-year statutory Comprehensive Plan update schedule creates conflicts with the availability of required data sources and updated regional planning documents.

Regular data source updates such as the U.S. Census and OFM's population forecasts are available at the beginning of each decade. Once these sources are available, countywide planning policies and local forecasts are updated which act as foundational elements of local comprehensive plans. Often, the 8-year update cycle pushes up too closely to these releases leaving jurisdictions using outdated information or too-little time for a responsible update. For example, the Central Puget Sound jurisdictions must update their plans in 2023. With the Census out on 2021, OFM updating their forecasts in 2022 and then the local regional planning organizations updating their countywide planning policies, there is no time for the jurisdictions to use this updated information in their plans and meet the 2023 deadline.

Jurisdictions are often planning by Hearings Board opinions or fear of appeals. GMA should provide “safe harbors” for specific elements of Comprehensive Plans updates.

The application of GMA is not the same from jurisdiction to jurisdiction. Planning elements (densities, heights, land capacity assumptions) vary based upon each jurisdiction’s local circumstances which are often painstakingly adjudicated individually through the Hearings Boards. Determining the “correct” answers can be an expensive endeavor with no clear sideboards for jurisdictions. While local circumstances should always be the default in planning, GMA should provide an OPTIONAL set of standards (similar to the voluntary stewardship program for critical areas) for many of the most staff-intensive and costly planning elements including land capacity assumptions, minimum densities and infrastructure requirements. This would benefit small jurisdictions with limited resources and those suffering fatigue from regular appeals and the uncertainty to the community and economy they bring.

Many critical junior taxing districts such as sewer districts aren’t required to plan under GMA.

Counties often depend on sewer districts for wastewater provision to UGAs. These districts are not required to meet GMA requirements for district boundaries or levels of service. Any issues with their service can become a challenge to a county’s comprehensive plan before the Growth Boards with the county having no ability to address it.

The deferential status of counties’ adopted planning decisions is being eroded by the Hearings Boards.

Per GMA, local Comprehensive Plans are to be considered valid as adopted until challenged and that challenge found accurate. The burden of proof is on the appellant in these cases. Hearings Boards have been eroding this core principle by shifting the responsibility to the jurisdiction. Even at the legislature, recent bill proposals regarding vesting have also attempted to disregard this principle by requiring appeals periods to elapse prior to a plan or code becoming valid.

The Hearings Boards often allow greater flexibility to appellants in the appeals process.

The Hearings Boards do not always maintain a fair process, allowing appellants too much flexibility to correct clear procedural errors (e.g. missed deadlines, improper service) and often giving them greater time to prepare briefs than the jurisdiction (e.g. three months for appellants to prepare the initial brief and the only one month for the jurisdiction to reply). The Hearings Boards need to be run like more like a formal court as their decisions can have the same substantial impacts on local jurisdictions.

GMA establishes requirements for urban growth areas but does not resolve conflicts with other statutes (e.g. annexation law) that impact implementation by local jurisdictions.

GMA says that “generally” cities are promoted as service providers to urban areas. However, annexation law grossly restricts jurisdictions’ abilities to annex land in a logical manner. This confounds urban service provision leaving islands or peninsulas of jurisdiction that is costly and inefficient to serve. Through common annexation mechanisms such as the petition method, annexation boundaries are often arbitrary, based on who is willing to sign and/or focused on specific types of land (commercial, large vacant residential). Additionally, annexation law allows attempts to correct these issues to be overturned by the residents through election.

Local jurisdictions need to be given adequate tools to incentivize annexation or provide services if areas are left unincorporated.

If annexation law is not streamlined or local jurisdictions given greater discretion to negotiate the transfer of governance, cities and counties need to have incentives to promote annexations. These annexations can have significant financial implications to the annexing jurisdiction as they ramp up services. This can come in the form of sales tax remittance to cities that annex significant residential areas or similar mechanisms. Conversely, for areas that are not being annexed, counties need to be allowed revenue streams shared by their city colleagues (e.g. utility tax) to provide long-term urban services. Otherwise, infrastructure and services in unincorporated urban areas will degrade; further discouraging annexation by adjacent cities.

For more information or clarification regarding these comments, please contact Eric Baker at (360) 337-4495 or ebaker@co.kitsap.wa.us.

DRAFT COMMENTS ON THE GROWTH MANAGEMENT ACT FROM KITSAP COUNTY'S DEPARTMENT OF COMMUNITY DEVELOPMENT

Amend the following Statutes	Issues	Proposed Changes
RCW 36.70A.130 WAC 365-196-610	Counties and cities are required to review and, if necessary, revise their comprehensive plans and development regulations every eight years. Kitsap was required to review and revise their comprehensive plan by June 30, 2016, and the next update is due June 20, 2024.	Propose to amend the schedule to undergo periodic review every 10-years instead of every 8-years so that the timing is appropriately synchronized with the census. It would also allow sufficient time for the plan to work and to gather data to prepare the buildable lands report as well as time to conduct the land capacity studies required between updates.
RCW 90.58.080 WAC 173-26-090	Kitsap's Shoreline Management Program is due to be updated in 2028 and every eight years thereafter.	Propose to allow local governments the option of completing the Shoreline Master Program review 2 years following the Comp Plan review to avoid overlapping due dates and provide for logical sequencing of land use updates.
RCW 36.70A.300 RCW 36.70A.320 RCW 36.70A.3201	<p>GMA is a bottoms-up approach to planning and was intended to grant local governments discretion to determine how their jurisdiction's future would look. While Growth Board's did not implement this fully in the early years, there is now case law preventing Growth Boards from establishing "bright lines" in planning and a prohibition on Growth Boards from establishing safe harbors and regional policies.</p> <p>The pendulum may have swung too far, however. Creating limited safe harbors and being able to rely on prior decisions allowed a measure of certainty in planning. Now, rulings depend on who and what is challenged and it creates inconsistencies among the Puget Sound jurisdictions, which sometimes hampers cooperative planning and creates different privileges for citizens of neighboring counties. For example, while other counties were not challenged on developing individual drainfields in urban areas, this has been found improper in Kitsap County.</p>	<p>Provide the criteria governing the Growth hearings boards in their decision-making process to ensure fair and consistent decisions by narrowing their scope of discretion, and to avoid capricious and arbitrary decisions that create inconsistency across jurisdictions.</p> <p>Provide optional safe harbors for planning elements such as land capacity calculations, infrastructure assumptions and urban/rural densities, and unique local circumstances where meeting the Act will generate substantial hardship to the citizens.</p> <p>Alternatively, consider having the state perform a basic review of comprehensive plan updates, similar to the process for shoreline management programs, so that jurisdictions have a little more certainty right after adoption.</p>
RCW 36.70A.215 WAC 365-196-315 RCW 36.70A.115 WAC 365-196-325	Local planning under GMA is becoming more mathematical and complicated, and less focused on the creative effort to help shape communities through local zoning, design standards and policies. When hitting specific marks becomes paramount, planning decisions are no longer based on sound planning principles, but	Consider removal of some of the statistical work that are costly to jurisdiction and support very little sound planning principles.

	instead the focus is inappropriately heavy on land capacity, buildable land, and meeting the required activity units.	
WAC 365-196-840(6)(a)(ii)	<p>This provision states, " 'Concurrent with development' means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.</p> <p>The time limits here for site-specific development activities do not necessarily align with capital improvement schedules, which are driven by a critical mass of funding. Further this six years is inconsistent with the expenditure of impact fees, which are now ten years under RCW 82.02.070.</p>	Allow a more realistic timeframe (such as ten years) or provide flexible terms that better match the realities of planning for capital improvements.
RCW 36.70A RCW 36.93.150 RCW 36.93.170	These statutes create the Boundary Review Board to review annexations and incorporations to ensure consistency with GMA, but (at least in Kitsap County) their jurisdiction is rarely invoked and even when it is, the ability to make effective decisions regarding boundaries, delivery of services, financing, etc. is limited.	GMA needs clearer to require jurisdictions to enter into agreements to address delivery of infrastructure and municipal services, tax and/or cost sharing upon annexation. More balanced annexation plans should be required as well to avoid the creation of county islands and to avoid cities from annexation only the revenue generating business, but leaving out adjacent residential areas.
RCW 36.70A.172 WAC 365-196-485, WAC 365-190-080 & .080(3) WAC 365-195-905 WAC 365-195-910	<p>GMA requires each jurisdiction to develop their own best available science (BAS) for critical areas ordinances. With the hundreds of local jurisdictions in Washington, managing local BAS is resulting in piecemeal efforts to protect ecosystems that cross jurisdictional boundaries. All of the separate efforts are producing inconsistent and fragmented management programs, and tends to result in sub-optimal natural resource protection, mitigation, and restoration outcome. Moreover, this is an expensive and often redundant endeavor that, in many cases, creates a hardship on jurisdictions with very limited resources.</p> <p>In addition to varied local regulatory schemes, environmental review for shorelines, streams, wetlands, etc. at the various agency levels (local, state, and federal) can also be highly redundant and inefficient. This is a common complaint from property owners and developers.</p> <p>Finally, very few jurisdictions have staff with expertise in the</p>	<p>GMA should be revised to allow jurisdictions to apply the BAS developed by the State instead of burdening local jurisdictions that are without the expertise. This is done for stormwater and wetlands and appears to work generally well. The state should also be responsible for maintaining and updating their BAS to address inconsistency and piecemealing effect until a comprehensive system is achieved.</p> <p>The state should also provide a guidebook of best management practices (BMPs) and training (with certification) on critical areas management to ensure government staff and private consultants/contractors have a minimum level of professional knowledge. It is a better investment of public funds that what currently exists as it would result in less redundancy, increased efficiency, and an investment of cost savings for implementation and performance monitoring that informs and improves BMPs). It</p>

	<p>sciences needed to manage these important natural systems and, more importantly, their review often does not involve the broader ecological landscape (e.g., basin, watershed, drift cell, oceanographic basis, etc.) of the projects.</p>	<p>would also result in better management of natural resources since it would be more consistent, with a higher quality review and more comprehensive management. Additionally, the state should provide an integrating technical environmental review under the myriad of local, state, and federal environmental laws through some modifications of the GMA (and SMA and SEPA). Local governments should retain all final decision making on local permits and full independence over land use and non-environmental review.</p>
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