



Kitsap Regional Coordinating Council

The Kitsap Peninsula is the home of sovereign Indian nations,
namely the Suquamish and Port Gamble S'Klallam Tribes.

KRCC Land Use Technical Advisory Committee (LUTAC) Meeting Agenda

Meeting Date: May 12, 2022

Meeting Timing: 9:30 – 11:30 a.m.

Remote Participation: There are two options for remotely participating in this meeting.

- **Option A - Video Conferencing and Screen Sharing.** Please click the following link:
<https://us06web.zoom.us/j/86163692485>.
- **Option B - Call in only.** If you are not by a computer, you can join by phone only. Please call (253) 215-8782 and then enter the *meeting number*: 861 6369 2485 to enter the call. You do not need a participant ID, just press “#” to continue the call.

Main Meeting Objectives:

- Recommend population and employment growth targets to PlanPOL.
- Discuss next steps for the population and employment growth allocation process.

1. Welcome

2. Old Business

- a. **ACTION:** Approve the draft [April 14 Meeting Summary](#) Page 2

3. Committee Updates and Work in Progress

a. Employment and Population Growth Target Allocation Process

- Review [PSRC's feedback](#) on the draft growth targets Page 6
- Discuss any adjustments to draft growth targets based on PSRC feedback
- If needed, update [growth target dashboard \(link\)](#)
- For reference: [justification memo](#) Page 8
- Discuss [next steps and timing](#) for growth targets Page 13

4. Administrative Agenda

a. Meeting Review

- Review [May 17 PlanPOL meeting agenda](#) Page 14

5. Wrap Up

- Recap topics covered and summarize key decisions and action items

6. Adjourn



Kitsap Regional Coordinating Council

**Kitsap Regional Coordinating Council (KRCC)
Land Use Technical Advisory Committee (LUTAC)
April 14, 2022 Meeting Summary | Convened via Teleconference
Draft v.5-5-22**

Decisions and Recommendations		
<ul style="list-style-type: none">LUTAC reached consensus on draft population and employment growth targets to share with the Puget Sound Regional Council (PSRC).LUTAC recommended adjusting the growth target approval timeline to allow PSRC enough time to provide feedback on the draft growth targets.LUTAC recommended that Clay White, LDC, Inc., draft a justification document to accompany the draft growth targets for PSRC's review and the KRCC Board's review.		
Actions	Person Responsible	Status
1. Post the approved March 10 LUTAC summary to the KRCC website.	KRCC Staff	Complete
2. Send LUTAC members the proposed adjustments to the growth target calendar.	KRCC Staff	Complete
3. Seek approval from the KRCC Executive Committee regarding LUTAC's recommended adjustments to the growth target timeline.	KRCC Staff	Complete
4. Draft a growth target justification memo to share with LUTAC by April 19.	Clay White	Complete

1. Welcome and Introductions

Sophie Glass, KRCC staff, welcomed LUTAC members to the April 14 meeting. She reviewed the meeting objectives and topics. Attachment A lists the LUTAC members and other presenters in attendance.

2. Old Business

- a. **Meeting Summary Review:** LUTAC members reviewed the March 10 meeting summary. They did not raise any comments or concerns. KRCC staff will post the summary to the KRCC website.

Eric Baker shared that the Department of Natural Resources is conducting an analysis of resources in Kitsap County and may reach out to the cities.

3. Committee Updates and Work in Progress

- a. **Employment and Population Growth Target Allocation Process:**

- Report from April 6 Sub-Group Meeting:** Eric Baker shared that the High-Capacity Transit (HCT) communities sub-group met on April 6 and developed draft targets that the sub-group is comfortable sharing with PSRC and KRCC PlanPOL.

Heather Wright shared that PSRC representatives explained that the total population target is high, and KRCC will need to develop a justification document to explain the reason for the high target.



- **Growth Target Dashboard:** Mark Hofman shared that the Bainbridge Island City Council discussed the draft population and employment growth targets and supported the draft targets currently in the dashboard.

Eric shared that the HCT sub-group increased the draft population target for the Poulsbo Urban Growth Area (UGA) by 100 and decreased the draft target for Kingston by 100. This aligns with Poulsbo's interest in making specific changes to its UGA. Eric noted that the Kingston target may decrease further as Kitsap County conducts additional outreach and analysis.

Eric also shared that Kitsap County proposed increasing the population and employment targets in the Central Kitsap UGA and decreasing the targets for the Silverdale UGA proportionately. He noted that this aligns better with PSRC's goal of maintaining consistent UGAs and is appropriate because both UGAs are very close to each other. Allison O'Sullivan, Suquamish Tribe, expressed concerns about shifting population away from Silverdale since it is a Regional Growth Center.

Erika Harris explained that PSRC's goals regarding stable UGAs were focused more on minimizing the expansion of UGAs, not necessarily maintaining large UGAs. She explained that PSRC prefers to see Core Cities not lose population or employment growth, because these are the areas where the Regional Growth Strategy encourages more growth. Eric shared that Kitsap County has previously faced legal challenges regarding this issue and consistency with the Countywide Planning Policies. He recommended including the shift from Silverdale to Central Kitsap in the package that PSRC reviews.

Eric reminded LUTAC members that at a previous meeting, LUTAC shifted about 500 employees from the HCT target to the Bremerton UGA. This allows the total countywide employment target to stay within PSRC's allocation. Erika confirmed that shifting employment to Metropolitan Cities is acceptable.

Sophie asked for an informal vote about whether to move the draft growth targets in the dashboard forward for PSRC review. LUTAC members agreed that these targets are ready to move forward. Alison noted that she agrees to move these targets forward but the Suquamish Tribe will need to see more details in order to support the final targets.

Erika expressed appreciation to LUTAC for the work they put into drafting these targets, along with documentation to accompany them. She shared that PSRC appreciates seeing the rural growth rate aligned with the Regional Growth Strategy.

- **Justification Memo to Accompany Draft Growth Targets:** LUTAC recommended that Clay draft a justification document to accompany the draft growth targets for PSRC's review and the KRCC Board's review. This document would be a memo outlining any areas that deviate from PSRC's allocation, including reasoning for the deviations. Clay will draft the memo for LUTAC's review and highlight areas that need additional detail from jurisdictions.
- **Discussions by Individual Jurisdictions:** Heather Wright shared that Poulsbo's City Council and Planning Commission held a workshop to discuss the proposed growth targets. The Council and Commission expressed support for the proposed targets.



- **Next Steps and Timing:** Sophie reminded LUTAC members that the original timeline included PlanPOL voting during their April 19 meeting on whether to recommend the draft growth targets to the KRCC Board. The Board would then review the draft targets in May and vote on them in June.

LUTAC members recommended pushing the PlanPOL conversation back one month to provide enough time for PSRC to review the draft targets and provide feedback. This would ensure that PlanPOL and the KRCC Board have enough information for a robust review, and would still align with the Comprehensive Plan update deadline, which the state legislature extended by six months. LUTAC recommended the following adjusted timeline:

- April 19: Clay will draft a justification memo and KRCC staff will distribute it to LUTAC.
- April 25: LUTAC will review the justification memo and provide edits if needed.
- April 26: KRCC staff will send the justification memo and draft growth targets to PSRC.
- May 6: PSRC will provide feedback on the draft growth targets.
- May 9: KRCC staff will distribute PSRC's feedback to LUTAC as part of the meeting materials for the May 12 LUTAC meeting.
- May 12: The LUTAC meeting will be an opportunity for group discussion and any final adjustments to the draft growth targets.
- May 12: Following the LUTAC meeting, KRCC staff will send the draft growth targets, justification memo, and feedback from PSRC to PlanPOL.
- May 17: PlanPOL will have the opportunity to recommend the draft growth targets and justification memo to the KRCC Board.
- June 7: At the KRCC Board meeting, the Board will review the draft growth targets and justification memo.
- July 5: New proposed KRCC Board meeting to approve the growth targets.

KRCC staff will email the KRCC Executive Committee to ask for approval to cancel the April 19 PlanPOL meeting. During the April 21 Executive Committee meeting, the Executive Committee will review the full proposed adjustments to the timeline.

4. Administrative Agenda

- a. **April 19 PlanPOL Meeting:** Sophie noted that, as discussed previously, KRCC staff will work with the Executive Committee to cancel the April 19 PlanPOL meeting.

5. Wrap Up

- a. **Recap:** Sophie reviewed the decisions and action items listed in the table above.

6. Adjourn



Attachment A: List of LUTAC Members in Attendance (Virtual Participation Only)

Name	Affiliation (alphabetical)
1. Mark Hofman	City of Bainbridge Island
2. Jennifer Sutton	City of Bainbridge Island
3. Andrea Spencer	City of Bremerton
4. Nick Bond	City of Port Orchard
5. Heather Wright	City of Poulsbo
6. Eric Baker	Kitsap County
7. Jeff Rimack	Kitsap County
8. Ed Coviello	Kitsap Transit
9. Allison Satter	Naval Base Kitsap
10. Liz Underwood-Bultmann	Puget Sound Regional Council
11. Erika Harris	Puget Sound Regional Council
12. Alison O'Sullivan	Suquamish Tribe
13. Matthews Pahs	Washington Department of Transportation
Clay White	LDC, Inc.
Sophie Glass	KRCC Technical Director
Pauline Mogilevsky	KRCC Land Use Program Lead



Puget Sound Regional Council

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May 6, 2022

To: Kitsap Regional Coordinating Council staff and LUTAC members

Re: Draft Growth Targets

Thank you for the opportunity to comment on the draft 2020-2044 population and employment growth targets. PSRC appreciates Kitsap Regional Coordinating Council's (KRCC's) collaborative process to develop growth targets that are representative of local conditions and that reflect the regional plan, VISION 2050. Identifying targets for individual cities and the county requires the collaborative forum of KRCC.

After a multi-year development process, PSRC adopted VISION 2050 as the region's long-range plan. KRCC members provided significant input to help craft VISION 2050's Regional Growth Strategy, which serves as a framework for setting local targets. While COVID-19 has resulted in short-term disruptions, VISION 2050 remains on track for a 30-year plan to coordinate investments in infrastructure and the development of housing, jobs, and services. The environmental review of VISION 2050 demonstrated that growth that is well-coordinated is essential to keeping our region resilient and healthy and will result in less pollution, congestion, and greenhouse gas emissions than more dispersed growth patterns. By helping growth occur near infrastructure more people will have more travel options and a faster ride home.

PSRC staff reviewed the draft growth targets developed by LUTAC. The draft targets for most regional geographies, including population growth in Metropolitan Cities and Rural Areas and employment growth in most geographies, are consistent with VISION 2050. The full set of draft growth targets is reasonably close to the Regional Growth Strategy allocations, but there are opportunities for better alignment with VISION 2050, as discussed below. Please keep in mind that PSRC's Executive Board ultimately makes the decision to certify countywide planning policies and the targets contained within them.

The draft population growth targets overall for High-Capacity Transit (HCT) Communities is 5% higher than the allocation in VISION 2050, increasing the countywide total overall. This is reasonably aligned given these communities have high-capacity transit to support higher levels of growth, thus reducing transportation and environmental impacts compared to less transit-served areas. As HCT Communities consider land use changes, accommodating and encouraging growth in areas with access to jobs and served by high-capacity transit, such as ferries, would create greater consistency with VISION 2050.

Compared to VISION 2050, the draft population and employment growth targets are lower for Silverdale, Kitsap County's only Core City, and higher for Central Kitsap urban unincorporated area. Supporting regional growth centers, such as Silverdale, is a core tenet of VISION 2050 and a key fixture of the Kitsap County plan. The shift from Core to Urban Unincorporated is less aligned with VISION's Regional Growth Strategy. In the comprehensive plan update and the Silverdale subarea plan, we encourage the county to look for opportunities to support and guide growth to Silverdale above the level in the draft targets to ensure that a lower number does not discourage growth from the center.

During the comprehensive plan update process, communities can examine how to further encourage growth near transit, jobs, and services as means to better manage transportation, municipal costs, jobs-housing balance, and environmental impacts.

We appreciate the work gone into developing the growth targets to date and hope these comments are helpful in further KRCC discussions and comprehensive plan update discussions.

Sincerely,

A handwritten signature in black ink, appearing to read 'Paul Inghram', with a long horizontal flourish extending to the right.

Paul Inghram, FAICP

Director of Growth Management

To: Puget Sound Regional Council (PSRC)
From: Clay White, Director of Planning - LDC, Inc. via Kitsap Regional Coordinating Council (KRCC)
Date: April 26th, 2022
RE: Draft Growth Targets

The Land Use Technical Advisory Committee (LUTAC) members have been working together over the past several months to establish [draft population and employment targets](#) (growth targets). The draft growth targets will ultimately be adopted into Appendix B of the Countywide Planning Policies (CPPs) by the KRCC Executive Board. Growth targets, once adopted, will be utilized by the county and each city as comprehensive plans are updated. The comprehensive plan update deadline is December 2024.

The growth target setting process is established within the Countywide Planning Policies. [UGA-5](#) provides the process by which target are adopted and establishes that the KRCC *"...shall coordinate the process for distributing the forecasted population and employment growth consistent with the requirements of the Growth Management Act and PSRC's most recent Regional Growth Strategy (RGS)."* The draft target setting process has also included substantial coordination with the Washington State Department of Commerce and PSRC.

The target setting process utilized by LUTAC has followed the processes established in UGA-5 and resulted in draft targets which appear to be consistent with the Growth Management Act and PSRC's Vision 2050. This includes consistency with Regional Growth Strategy policies MPP-RGS-1 through MPP-RGS-16. The draft population and employment targets implement each of these important policies.

The proposal also meets the stated goal in Vision 2050 that PSRC will review growth targets *"...with recognition of good faith efforts to be consistent with the Regional Growth Strategy and VISION 2050 over the long-term. Targets should demonstrate how cities and counties are working towards the outcomes and objectives of the Regional Growth Strategy. In some cases, countywide growth targets may not fully align with the precise shares in the Regional Growth Strategy."* In this case, the draft population and employment targets being proposed nearly mirror vision and most certainly align with the outcomes and objectives of the RGS.

As Vision further outlines, *"...PSRC looks for substantial consistency of the plan's land use growth assumptions with adopted countywide growth targets... In developing comprehensive plan updates, jurisdictions will be asked to explain how the plan supports VISION 2050 and works to meet the Regional Growth Strategy over the long term."*

Prior to forwarding the draft growth targets on to the KRCC Board for consideration, LUTAC has asked to have PSRC provide some additional feedback. The goal is to ensure PSRC concurs with the LUTAC findings that the draft growth targets are substantially consistent with Vision 2050 and the Regional Growth Strategy (RGS). Where minor differences between the 2020-2044 Population and Employment targets established by PSRC and those recommended by LUTAC, this memo outlines reasons for those adjustments as asked for in Vision 2050.

Draft Population Targets

The draft population targets developed by LUTAC substantially align with the population allocations outlined under the RGS. Small shifts between regional geographies are proposed and LUTAC is suggesting the population totals slightly exceed the PSRC allocations.

2020-2044 PSRC VISION 2050 Population Allocations - Regional Geographies Total	DRAFT 2020-2044 Population Target total as proposed by LUTAC
67,688	70,947
Numerical Value over the PSRC VISION 2050 Population Allocation	Percentage (over/under) PSRC VISION 2050 Population Allocation
3,259	4.8%

LUTAC developed [population tables](#) to provide specific information regarding the proposed targets, separated by regional geography. The tables also provide information on current adopted targets, buildable lands capacity, current growth trends, and 2020 population. The population targets proposed for the Metropolitan and Rural Area Regional Geographies mirror the allocations under the RGS. Small changes are being proposed for the Core City, High-Capacity Transit, and Unincorporated UGA regional geographies.

There are two primary changes being proposed:

- 1) Planning for an additional 3,254 of population within the High-Capacity Transit Communities.
- 2) A shift of approximately 940 people between the Core City (Silverdale UGA) and Unincorporated Urban (Central Kitsap UGA).

High-Capacity Transit Communities – additional population growth

The High-Capacity Transit (HCT) communities consist of Bainbridge Island, Kingston, Port Orchard, Port Orchard UGA, Poulsbo, and the Poulsbo UGA. The LUTAC has cooperatively worked together on the draft population targets over a series of subcommittee meetings. Together, the draft population targets would have the HCT communities planning for 27,622 people between 2020 and 2044 vs. 24,368 as allocated under the RGS. At a countywide level, the total population being planned for would be approximately 5% over what Vision 2050 anticipates. However, it is anticipated that this will fall into the medium range when OFM issues its population projections.

	2020-2044 Population Growth Allocations by Kitsap County Regional Geography (Working Draft)	2020-2044 Percent of Allocated Population Growth Per Regional Geography
High-Capacity Transit Communities	24,368	36.0%
Bainbridge Island	4,524	18.6%
Kingston	3,400	14.0%
Port Orchard	10,500	43.1%
Port Orchard UGA	3,552	14.6%
Poulsbo	4,581	18.8%
Poulsbo UGA	1,065	4.4%
Total	27,622	113.4%

Under the draft allocations prepared by LUTAC, Bainbridge Island and Port Orchard would still be setting a target beneath their current population capacity. The Port Orchard UGA, Poulsbo,

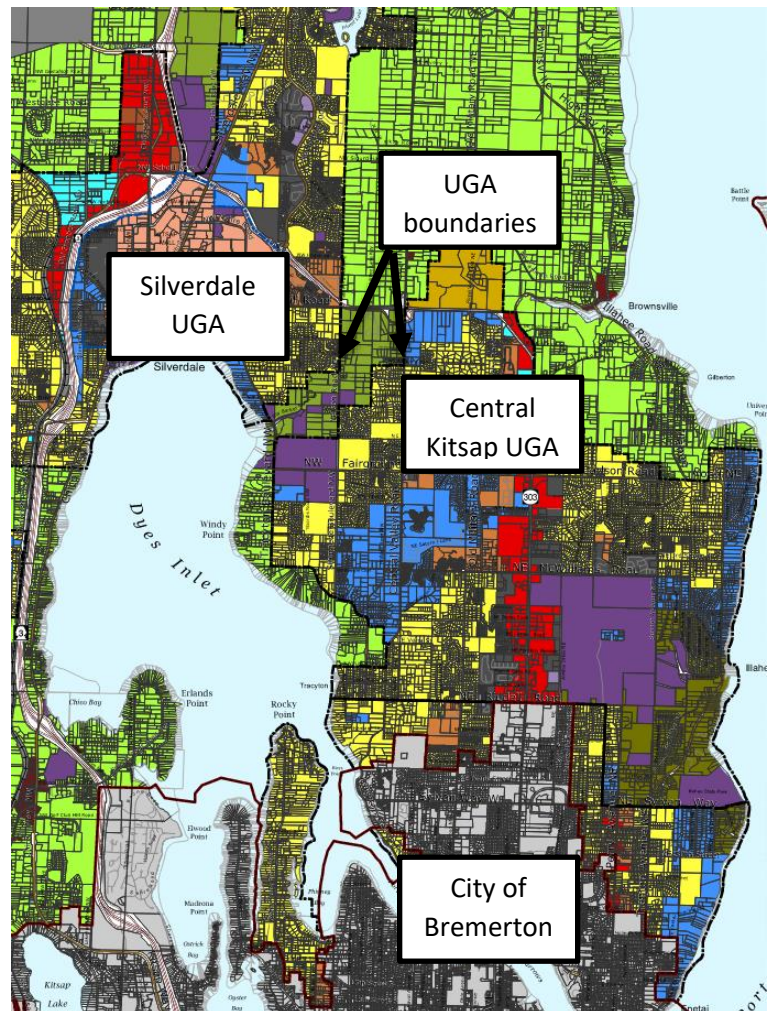
and the Poulsbo UGA would be adopting targets consistent with current capacity. Kingston's, which is a Countywide Center, would be adopting a slightly higher target than current capacity provides for. Overall, the proposal is consistent with current growth trends, existing population capacity within the HCT communities, and Vision 2050 policies.

Silverdale/Central Kitsap UGA shift explanation

LUTAC is proposing a shift of approximately 940 people between the Core City (Silverdale UGA) and Unincorporated Urban regional geographies (Central Kitsap UGA). The Silverdale UGA (Core City) is directly adjacent to the Central Kitsap UGA (Unincorporated Urban). The two share key transportation and wastewater infrastructure systems. It is important to note that the Central Kitsap UGA shares a boundary with the City of Bremerton and that the proposed shift will not impact Kitsap County's ability to plan for the Silverdale Regional Center at required activity unit levels.

The proposed Silverdale UGA target moves the area in the direction Vision 2050 is headed. While only 5.4% of countywide growth occurred in Silverdale between 2013-2019, the proposed target would have the Silverdale UGA planning for nearly 14% of the population growth (vs. 16% under the RGS). This is substantial progress.

In addition, while the Central Kitsap UGA was allocated 8.4% of the growth as part of the 2010-2036 targets, the percentage would be reduced to 7% under the LUTAC proposal. This is a reduction in the overall allocation as Vision outlines, lessening development demand in the UGA.



Draft Employment Targets

The draft employment targets developed by LUTAC substantially align with the population allocations outlined under the Regional Growth Strategy (RGS). The total employment target for Kitsap County mirrors that which is outlined by PSRC for the 2020-2044 planning period. Small shifts between regional geographies are proposed by LUTAC.

2020-2044 PSRC VISION 2050 Employment Allocations - Regional Geographies Total	DRAFT 2020-2044 Employment Target Total as Proposed by LUTAC
46,023	46,023
Numerical Value over the PSRC VISION 2050 Employment Allocation	Percent (over/under) PSRC VISION 2050 Employment Allocation
0	0.0%

LUTAC developed an [employment table](#) to provide specific information regarding the proposed targets, separated by regional geography. The table also provides information on current adopted targets, buildable lands capacity, and current employment trends.

Employment shifts between Regional Geographies

The proposed employment shifts between regional geographies are extremely small. Metropolitan Cities (Bremerton and the Bremerton UGA) would take on approximately 500 additional jobs beyond what is allocated to them. This would be consistent with actual employment percentages countywide between 2013-2019. The Core City (Silverdale) allocation would be reduced by approximately 500. However, it is important to note that between 2013-2019 Silverdale experienced 4.6% of the total employment growth in the county. Even with the proposed shift, Silverdale would be planning for nearly 25% of the employment growth (vs. 26% to Silverdale under the RGS). Not only is the proposal still maintaining consistency with Vision, but also taking on the challenge to increase job growth between 2020-2044.

This reduction would get picked up by the Central Kitsap UGA which is located immediately adjacent to Silverdale. The allocation would essentially mirror the existing employment capacity within the UGA and will result in actual employment growth more closely matching targets which are set. This change will not diminish the challenge that Silverdale will take on as new targets are set.

Finally, the High-Capacity Transit (HCT) communities would reduce their overall target by approximately 500 jobs under the LUTAC proposal. This would only be 3.5% less than allocated under the RGS. This proposed shift helps balance out proposed targets so that the sum equals the overall allocation.

It is important to note that Rural Area regional geography employment number is identical to Vision.

Summary and next steps

The LUTAC has engaged in an extremely collegial process to develop draft population and employment targets. This process has included review and implementation of the Regional Growth Strategy policies. Prior to moving recommendations to the KRCC Board for approval, they have asked for PSRC to review the draft proposal. Our hope is that PSRC can provide a

written response supporting the draft as proposed by LUTAC and find that the population and employment targets substantially implement Vision 2050.

If they would like any additional information, I am more than happy to prepare it.

Proposed KRCC Growth Allocation Timeline

Draft v. 5-4-22

Month	KRCC Board (1 st Tuesday)	LUTAC (2 nd Thursday)	PlanPOL (3 rd Tuesday)	LDC Inc.	PSRC	Jurisdictions' Councils
Feb	KRCC Board receive update on growth target process	Create sub-groups* (HCT communities + Metropolitan/U GAs) and have full LUTAC workshop if needed	Educational session with PlanPOL re: target setting	Maintain shared spreadsheet; provide technical support as needed		
Mar		LUTAC continues work on growth targets	PlanPOL review preliminary growth targets and missing information KRCC hold individual meetings with PlanPOL	Maintain shared spreadsheet; provide technical support as needed		
Apr		LUTAC reached consensus on draft growth targets	Cancelled PlanPOL meeting	Maintain shared spreadsheet; provide technical support as needed	Review of draft growth targets	Review draft growth targets (late April "roadshow")
May	Status update on growth target process	LUTAC recommends growth targets to PlanPOL <div style="background-color: #0070C0; color: white; padding: 2px; text-align: center;">We are here</div>	PlanPOL recommends draft growth targets to Board	Maintain shared spreadsheet; provide technical support as needed	Provide feedback on draft growth targets	Review draft growth targets
June	KRCC Board reviews draft growth targets	LUTAC makes adjustments based on Board review		Maintain shared spreadsheet; provide technical support as needed		Review draft growth targets
June 28	KRCC Board votes on draft growth targets; Begin process to update CPP appendix				<i>(July) Check-in in Q3 when OFM releases final numbers</i>	

*Subgroups will be open to all LUTAC members but mainly relevant to HCT and Metropolitan jurisdictions + County. All LUTAC members will receive materials; scheduling will defer to relevant LUTAC members.



Kitsap Regional Coordinating Council

The Kitsap Peninsula is the home of sovereign Indian nations,
namely the Suquamish and Port Gamble S'Klallam Tribes.

Land Use Planning Policy Committee (PlanPOL) Meeting Agenda Tuesday, May 17, 2022 | 1:30 p.m. – 3:00 p.m. | **Draft v. 4-14-22**

Remote Meeting Information:

- Link to the video conference and view the screen share: <https://us06web.zoom.us/j/86885116722>.
If you are joining by video, please add your affiliation after your name.
- To participate by phone only: Dial 253-215-8782 and enter the Webinar ID: 868 8511 6722

Meeting Objectives:

- Recommend draft population and employment growth targets to the KRCC Board.
- Discuss next steps for the population and employment growth allocation process.

1. Welcome, Introductions, and Meeting Objectives

2. Committee Updates and Action Items

- Old Business
 - **ACTION:** Approve the draft [March 15, 2022 PlanPOL Meeting Summary](#) Page

3. New Business and Work in Progress

- Review LUTAC-recommended [population and employment growth targets](#) Page
 - Review [justification memo](#) Page
 - Review [PSRC feedback](#) Page
 - **ACTION:** Vote on whether to recommend the draft growth targets to the KRCC Board
- Status update on individual jurisdictions' review of preliminary growth targets
- Review [growth target allocation process](#) moving forward Page

4. Administrative Agenda

- Standing Item: Affordable housing round-robin
- Next PlanPOL meeting is Tuesday, September 20, 2022

5. Wrap Up

- Summarize key decisions and action items

6. Public Comments

7. Adjourn