Kitsap Regional Coordinating Council

Kitsap Regional Coordinating Council (KRCC)
Board Retreat Summary
March 4, 2021 | 1:00 PM – 4:00 PM
Virtual Meeting following Governor Inslee's Stay at Home Order
Version 4-12-2021

1. WELCOME AND INTRODUCTIONS

Councilmember Ashby, KRCC Board Chair, welcomed participants to the KRCC Board retreat. See Attachment A for KRCC Board members in attendance and Attachment B for panelists, guests, and members of the public in attendance. The purpose of this retreat was to embed equity principles into Kitsap's Countywide Planning Policies (CPPs) and to start a discussion about implementing these policies into KRCC's work program. Councilmember Ashby invited Chairman Forsman, Suquamish Tribe, to say a few words.

Chairman Forsman explained the history of assimilation faced by the Suquamish Tribe since first contact with Europeans. Through US policies relating to reservations, land use, and boarding schools, Suquamish members were expected to conform to a Euro-centric vision of what it means to be an "American." The Suquamish Tribe has resisted these efforts of assimilation. Chairman Forsman encouraged retreat participants to open their minds and hearts to other cultures, tolerate other cultures, and look for areas of alignment and common values. He explained the importance of pushing back against white supremacy, which spreads a message of an assimilation-based litmus test for what an American is. It is important to identify the source of fears and confront these fears.

Sophie Glass, KRCC Program Director, shared an overview of the retreat agenda and ground rules.

2. KEY DEFINITIONS

Sophie invited participants to share words they associate with "equity" to create a word cloud (see image below).

What words do you associate with "equity"?

Sophie then shared Puget Sound Regional Council (PSRC)'s definition of equity as follows:

> ***Equity:*** *all people have the resources and opportunities to improve the quality of their lives and reach their full potential. Differences in life outcomes cannot be predicted by race, class, or any other identity. Those affected by poverty, communities of color, and historically marginalized communities are engaged in decision-making processes, planning, and policy making ([Puget Sound Regional Council VISION 2050 Appendix H: Equity Analysis](#)).*

3. PANEL DISCUSSION

Sophie introduced the panelists and shared the questions for the panel to focus on.

Panelists:
- Joel Adamson, Homes of Compassion
- Barbie-Danielle DeCarlo, Equity Consultant
- Dionne Deschenne, Kitsap County's Council for Human Rights (+ Policy & Grant Writer, Port Gamble S'Klallam Tribe; Advisor, Olympic College Workforce Development Advisory Council; Treasurer, Dispute Resolution Center of Kitsap County Board of Directors)
- Annya Pintak, Seattle Department of Transportation Equity Program Manager

Questions for panelists:
- Where do you see structural inequities as a result of land use and transportation policies?
- What do policy makers need to understand to make more equitable land use and transportation policies?
- What is your vision for an equitable transportation system in Kitsap?
- What are strategies for overcoming local pushback against affordable housing?

Key themes from the panel discussion:
- Inequitable transportation results from displacement and unaffordable housing near high-capacity transit. Additionally, gentrification-related displacement pushes lower-income people further from urban cores and requires them to spend more of their income on transportation costs.
- Local governments should incorporate anti-displacement principles into land use and transportation policies.
- Governments have inherited restrictive colonialist models that encourage enforcement rather than partnership with communities; this excludes many groups from the policy development process.
- Local governments should engage people who are most impacted by land use and transportation policies. Governments should work closely with community leaders to develop policy.
- Local governments should start by asking the right questions and slowing down the decision-making process to address them. These questions may include:
  - Where am I located in terms of power and authority? Where are others located in terms of power?

      ○ Where is the harm? Who is being the most harmed?
      ○ Who benefits from these policies?
- Climate justice is connected to land use and transportation equity issues.
- Kitsap can benefit from learning from the successes and challenges of other jurisdictions.
- Local governments should communicate with and educate residents, landowners, and developers about existing policies and needs for affordable housing.
- Reframe from "how do we grant people a voice" to "are we listening to the right people; are we ignoring people?"

4. UPDATED DATA

Sophie shared that at the February 2 KRCC Board meeting, Board members requested further information about Kitsap's population density, assessed property values, and updated demographic data about the Suquamish Tribe.

Sophie shared that the [retreat presentation](#) contains updated information, including accurate demographic data from the Suquamish Tribe and maps of Kitsap population density and assessed values.

5. HOW DID WE GET HERE?

Sophie shared a brief history of Kitsap's land use policies and inequitable outcomes, including racial segregation in public housing projects in Kitsap during World War II and housing discrimination in the last 50 years. The [retreat presentation](#) contains more detailed information and links to further reading, courtesy of the Kitsap Regional Library.

6. OVERVIEW OF EQUITY COMPONENTS OF CPPS

Clay White, LDC Inc., shared a brief [overview of proposed equity components of the Countywide Planning Policies (CPPs)](#). He explained the purpose of the CPPs and their intersection with regional, state, and local policies. Clay shared opportunities to highlight equity further in the vision statement and shared example draft policies from each relevant section. Clay explained that CPPs are broad policies that allow KRCC and Kitsap jurisdictions to spend time crafting their own policies through their comprehensive plans.

7. BREAKOUT GROUPS

Sophie split participants (including Board members, guests, and members of the public) into small groups to provide feedback on different topics regarding equity components of the CPPs.

Each small group spent approximately ten minutes discussing each of the following topics:
- Vision Statement
- Land Use (Elements A and F)
- Natural Environment (Element E)
- Economic Development (Element J) and Housing (Element I)
- Transportation (Element H)

A full summary of the feedback provided by participants is in [Attachment C](#).

8. GROUP DISCUSSION

The facilitator from each breakout group shared key themes that came up throughout their conversation. Participants then discussed issues that stood out to them.

Key themes from the group discussion:
- The CPP vision statement should include an equity lens.
- Constituents should be invited to participate in decision-making processes. KRCC and jurisdictions should listen to people who are most impacted by inequitable policies. They should create opportunities for community outreach and listening. Officials can attend community group meetings to engage with community members.
- Some participants encouraged the use of stronger language ("shall" instead of "should") in the CPPs. Others had concerns about prescriptive language being too restrictive.

9. ADDITIONAL RESOURCES

During and directly after the retreat, several panelists and participants shared links to additional resources as follows:
- Urban Displacement Project has policy briefs and examples of anti-displacement strategies.
- Los Angeles Times has an article about funding supportive affordable housing.
- ROC Northwest is a nonprofit organization that helps residents of mobile home parks form a cooperative so they can purchase the land under their mobile homes.
- Grounded Solutions Network has a policy toolkit for inclusive growth.
- Racial Equity tools has a list of resources related to housing.

10. PUBLIC COMMENTS

No comments from the public.

11. WRAP UP

Sophie shared that KRCC staff will synthesize information from the breakout groups and full-group discussion. LDC, Inc. will incorporate this feedback into the draft CPPs. During the April 6 study session, the KRCC Board will review the revised CPPs and hold a robust discussion.[1] The Board will hold a public hearing regarding the CPPs in May and vote on them in June.[2]

Councilmember Ashby thanked Board members, panelists, and guests for attending and participating in the retreat. She thanked Chairman Forsman for his opening remarks.

12. ADJOURN

The retreat adjourned at 3:57 pm.

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[1] Following the KRCC Board retreat, the study session was moved to May 4, 2021.
[2] Following the KRCC Board retreat, the public hearing was moved to June 1, 2021.

Kitsap Regional Coordinating Council

Board Member	Jurisdiction	In Attendance?
Deets, Joe	City of Bainbridge Island	✓
Schneider, Leslie	City of Bainbridge Island	✓
Daugs, Leslie	City of Bremerton	✓
Wheat, Lori	City of Bremerton	✓
Wheeler, Greg	City of Bremerton	✓
Ashby, Bek	City of Port Orchard	✓
Putaansuu, Rob	City of Port Orchard	✓
Rosapepe, Jay (alternate)	City of Port Orchard	
Erickson, Becky	City of Poulsbo	✓
Stern, Ed	City of Poulsbo	✓
Garrido, Charlotte	Kitsap County	✓
Gelder, Robert	Kitsap County	✓
Wolfe, Ed	Kitsap County	✓
Clauson, John	Kitsap Transit	✓
Rhinehart, Richard	Naval Base Kitsap	✓
Whalen, Anne (alternate)	Naval Base Kitsap	
Placentia, Chris (alternate)	Port Gamble S'Klallam Tribe	
Sullivan, Jeromy	Port Gamble S'Klallam Tribe	
Anderson, Gary (alternate)	Port of Bremerton	
Strakeljahn, Axel	Port of Bremerton	✓
Shane Heacock (alternate)	Port of Kingston	
McClure, Mary	Port of Kingston	✓
Forsman, Leonard	Suquamish Tribe	✓
Mills, Luther "Jay" (alternate)	Suquamish Tribe	

Kitsap Regional Coordinating Council

Name	Affiliation
Non-Members	
Annya Pintak (Panelist)	Seattle Department of Transportation Equity Program Manager
Barbie-Danielle DeCarlo (Panelist)	Equity Consultant
Dionne Deschenne (Panelist)	Kitsap County's Council for Human Rights
Joel Adamson (Panelist)	Homes of Compassion
Alison O'Sullivan	Suquamish Tribe
Andrea Harris-Long	Puget Sound Regional Council
Angie Silva	Kitsap County
Clay White	LDC, Inc.
Commissioner Jon Quitslund	City of Bainbridge Island
Councilmember Brenda Fantroy-Johnson	City of Bainbridge Island
David Forte	Kitsap County
Dennis Engel	Washington State Department of Transportation
Diane Lenius	City of Poulsbo
Ed Coveillo	Kitsap Transit
Eric Baker	Kitsap County
Glo Hatch	Community member and civic leader
Harriette Bryant	Community member and civic leader
Heather Wright	City of Bainbridge Island
Jeff Rimack	Kitsap County
Jennifer Sutton	City of Bainbridge Island
Joe Rutan	City of Port Orchard
Mark Dorsey	City of Port Orchard
Ned Lever	City of Bremerton
Steffani Lillie	Kitsap Transit
KRCC Facilitation Team	
Sophie Glass	KRCC Program Director
Mishu Pham-Whipple	KRCC Transportation Program Lead
Kizz Prusia	KRCC Land Use Program Lead

Pauline Mogilevsky	KRCC Administrative Coordinator
Thomas Christian	Facilitator
Annalise Ritter	Facilitator

ATTACHMENT C – FEEDBACK FROM DISCUSSION OF EQUITY COMPONENTS OF CPPS

This document contains a synthesis of feedback on the Countywide Planning Policies (CPPs) gathered during the March 4, 2021 KRCC Board Retreat. Participants of these discussions included KRCC Board members, panelists, and guests from the community. Each section contains a summary of participants' comments and potential policy language regarding social, economic, racial, and tribal equity based on these comments. Appendix A contains the comments verbatim, grouped by theme. Appendix B contains a visual snapshot of the activity used to generate comments.

FEEDBACK ON CPPS

VISION STATEMENT

Participants suggested modifying the language of the vision statement to be more specific, inclusive, and forward-thinking. In particular, they requested further discussion of phrases that mention "village character," "traditional," and "rural character." Participants shared that equity should be incorporated into the governance objective, decision-making, and staffing of jurisdictions. Participants recommended incorporating community needs, such as anti-displacement, broadband access, housing, and living wage jobs into the vision statement.

Potential policy language from KRCC staff:
The Kitsap Countywide vision continues the qualities of life that make our County a ~~special~~ welcoming place to live and work for all in Kitsap. We strive to protect our natural systems; preserve the ~~village~~ character of our smaller ~~towns~~communities; respect community and Tribal histories; ~~diversify an economic base~~create an economy that supports ~~good jobs~~all and contributes to ~~vibrant~~ equitable ~~cities~~places, efficient transportation, accessible broadband, and affordable housing choices.

ELEMENT A: COUNTYWIDE GROWTH PATTERN AND ELEMENT F: CONTIGUOUS, COMPATIBLE, & ORDERLY DEVELOPMENT

Participants suggested incorporating anti-displacement tools and considering the relationship between displacement and public transportation. They suggested incorporating affordable housing strategies for both public and private housing diversity. They encouraged coordination between jurisdictions and consideration of the needs of community members.

Potential policy language from KRCC staff

• Address equity and displacement in local plans.

• Equity: Services and access to opportunity for people of color, people with low incomes, and historically underserved communities are important. It ensures all people can attain the resources and opportunities to improve their quality of life. Policies focused on equity are contained throughout the Countywide Planning Policies.

• Support PSRC in the development of a Regional Equity Strategy that will provide tools, resources, and guidance to integrate this issue into planning processes.

• Consider developing coordinated strategies and interjurisdictional processes between the County and cities to mitigate the impacts of displacement.

• Consider implementing flexible strategies that will encourage development of a range of affordable housing, both public and private.

ELEMENT H: TRANSPORTATION

Participants suggested modifying the language of Element H to be more inclusive, specific, and potentially convey a stronger level of commitment. They suggested allowing for flexibility and innovation in transportation modes and encouraging partnership and coordination with public agencies, private transportation services, and experts for related issues such as housing. They suggested working with community members to understand their needs and the impacts of transportation policies on them.

Potential policy language:

T-4. Recognizing that the County and the Cities each encompass a range of development and density patterns, each jurisdiction shall designate its Centers consistent with the criteria set forth in Element C of the Countywide Planning Policies. The following policies relate to planning guidelines to support efficient and equitable transit and pedestrian travel appropriate to each type of urban and rural development or re-development:

a.   The County and the Cities shall each prepare development strategies for their Designated Centers that encourage focused mixed use development and mixed type housing to achieve densities and development patterns that support multi-modal transportation. Transportation plans and programs ~~should~~ shall serve ~~all users~~users of all ages and abilities, address access to opportunities, and recognize and minimize negative impacts to people of color, people with low-incomes, and people with special transportation needs.
b.   The County and the Cities should allow flexible, alternative, and emerging transportation modes.
~~a.~~c. The County and the Cities shall work with residents to understand their transportation needs. Analysis of transportation plans and programs shall include input from a diverse group of community members.

ELEMENT I: HOUSING

Participants suggested allowing for more flexibility and innovation in terms of housing type, location, and zoning. They recommended allowing and incentivizing a range of diverse housing types and encouraged the use of zoning codes to protect and create affordable housing. Participants also recommended focusing on affordable housing in both rural and urban areas while considering differences between jurisdictions and neighborhoods.

Potential policy language:

AH-2. Recognizing that the marketplace makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some flexible combination of appropriately zoned land,

regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons in both rural and urban areas.

a. Where possible, expand areas zones for moderate density ("missing middle") housing to bridge the gap between single-family and more intensive multifamily development.

b. Incentivize a range of housing types, including transitional housing and supportive housing.

AH-5. Physical, economic, and cultural displacement of low-income households may result from planning, public investments, private redevelopment and market pressure. Consider a range of strategies to mitigate displacement impacts as planning for future growth occurs.

a. Protect existing low-income housing.

ELEMENT E: NATURAL ENVIRONMENT

Participants suggested increasing specificity of the language in Element E by defining "vulnerable communities." They suggested adding tools for anti-displacement, considering the role of funding sources, and incorporating education, behavior, and perception of community members. Participants recommended adding policy language that considers the accessibility of green spaces in terms of ability and transportation. They requested further discussion about the relationship between houseless populations and green spaces. Participants also suggested incorporating the role of green infrastructure and mitigation of development.

Potential policy language:
NE-1. Creating a regional network of open space:

e. Planning and investment into parks and open space should consider the proximity of those amenities to urban areas and underserved communities.

f. Promote environmentally sustainable behaviors among community members through education and outreach.

g. Use mitigation or impact reduction requirements to support green infrastructure.

NE-2. The County and the cities will conserve and enhance the County's natural resources, critical areas, water quality/quantity, and environmental amenities while planning for and accommodating sustainable growth by:

f. Reduce impacts to vulnerable populations such as low-income communities, Black, Indigenous, and communities of color, people with disabilities, seniors and areas that have been disproportionately affected by noise, air pollution, or other environmental impacts.

g. Incorporate and incentivize anti-displacement tools and policies.

h. Ensure accessibility of green spaces for people of all abilities and transportation methods.

APPENDIX A: VERBATIM COMMENTS

VISION STATEMENT

Language – specificity and inclusivity
- Does Kitsap have towns? Vs. 'designated centers'; 'communities.'
- Look into "village character" phrase.
- "Village character" "Traditional" → Rural/smaller town. Whose lens crafted these?
- Add specificity to "special place to live and work."
- Live and work…add something like "for all in Kitsap."
- Reference equity in opening statement. Replace "diversify an economic base…" with "an economy that supports all."
- "Traditional" may be limiting, be more inclusive in language.
- Who defines rural character? Not sure if we are comfortable with that broad paintbrush.
- People lens- equity.
- Be forward thinking not backwards or preservation thinking.
- Discuss what is meant by "rural character" and whether that is desirable language.

Incorporating equity in decisions
- Equity consultants/staff in county and city government. Funded position! Can't rely on free labor with BIPOC.
- Equity should be leaned on when decisions are being made.
- Include equity in governance objective – who are we harming and who are we helping? Who is this for?

Community needs
- Incorporate broadband access in opening statement. How do we make it accessible to all? Public broadband?
- Everyone should have the opportunity to grow in Kitsap.
- How does anti-displacement fit into the vision?
- Include housing as well as living wage jobs.

ELEMENT A: COUNTYWIDE GROWTH PATTERN AND ELEMENT F: CONTIGUOUS, COMPATIBLE, & ORDERLY DEVELOPMENT

Anti-displacement
- There are few [housing] vacancies, making addressing displacement challenging.
- Recognize the role of community-based organizations in providing services to displaced families.
- Economic displacement has already occurred, exasperating lack of public transit to residents outside of centers.
- How to address displacement?

Affordable housing
- Have apartments and affordable rental housing – near jobs and services – public

transportation. Incentivize rental housing.
- Encourage housing co-ops and shared housing.
- Subsidized housing is crucial – need to expand. Suquamish Tribe = example to replicate.
- Housing as a form of healthcare
- Redevelopment of single family lots into multi-family should require original residents to have a guaranteed unit.
- Aim for housing diversity (public and private – need different approaches).

Coordination
- How do jurisdictions work together to achieve equity goals? How do we coordinate?
    - Support regional process.
    - Policies that direct actions at KRCC.
- How are plans connected/what policy filters to what? Need a process to circle back with each other.

Needs of community members
- People travel across the county to live/work.
- It can be challenging for public transit based on centers to serve residents not near a center.
- Flexibility, creativity, subsidization with land use and understanding of how to meet our needs.
- Food sovereignty – part of co-operative living.

Other
- Is "consider" strong enough? Perhaps "strive/work to develop/implement" is more desirable.
- Preserve open spaces as we build more densely!

ELEMENT H: TRANSPORTATION

Language – inclusivity, specificity, and strength
- Replace "should" with "shall" serve all users.
- Shall conveys a level of commitment but can be challenging to achieve.
- Does "all users" include children? "All ages, all abilities."
- Policies should include ability to provide "efficient" transportation.

Flexibility and innovation
- Policies should promote alternative transportation (use generic terms).
- Allow for emerging modes such as rideshare, informal car sharing.
- Allow for flexibility for public agencies to embrace new modes.

Partnership and coordination
- Partnerships with transit and private services.
- Transit is a key element in transportation equity- - let's make that clear in the CPPs.
- Housing/development must be coordinated with transit – city planners and transit planners need to work hand in hand.
- Look at VISION 2050's approach to high-capacity transit corridors.

Needs of and impacts on community members
- Context re: communities feeling that bike infrastructure isn't for them. When would

transportation plans contribute to displacement?
- Need to be held accountable that we have at least the impacts are considered.
- Diversify/add representation to transportation planning conversations.
- Some areas (Bainbridge) have no transit beyond getting to and from the ferry – does not "serve all."
- Remember non-commute transportation needs.
- Equitable transportation can't only be measured by ridership.
- Ensure route analysis addresses the right communities.
- Sustainable transportation – consider housing/transportation burden.
- Multimodal transportation (bike/ped) that feels SAFE.

Other
- Consider low/no-fare transit.
- Transportation planning for who we want to be.

ELEMENT J: ECONOMIC DEVELOPMENT AND ELEMENT I: HOUSING

Flexibility and innovation
- Be firm on principle but flexible on method – build flexibility into policies.
- Allow for more flexibility in housing type, location, entry-level, transitional, to provide for everyone.
- How to allow for flexible zoning – too much commercial, not enough residential (difficult to get loans for mixed use).
- Overly restrictive housing codes.
- Allow groups of people to co-buy houses.

Diverse housing types
- Look at ADU policy – what is working in different communities? How equitable are ADUs?
- Protect and create non-public low-income housing (e.g., trailer parks).
- Overcome zoning and neighborhood obstacles to tiny homes (+ tiny homes on wheels). Low barrier entry.
- Incentivize mixed use developments.
- Geodesic domes and yurts forced to be removed.
- Tiny homes on trailers not allowed.
- Reframe what a "family home" means – size.
- CPPs should recognize the importance of temporary housing – range of housing types – moving away from only single family.

Market forces
- Use zoning codes to mitigate market forces and protect low-income housing in advance.
- Ensure that a certain amount of growth is dedicated to affordable housing.
- How to address affordable housing with expensive land?

Other
- How do we shift the public's perception of affordable housing? What will people accept?
- Focus on AH in both rural areas and city centers.
- Equity to minimize displacement impacts to existing neighborhoods.

- Public broadband access.
- Permanent supportive housing/housing first.
- Re: 80%, may need to revisit wording, differences between each jurisdiction.

ELEMENT E: NATURAL ENVIRONMENT

Language – specificity
- More than sustain – REPAIR.
- Need to define "vulnerable community" before planning for them.

Anti-displacement
- Add new tools for anti-displacement.
- Mitigate for effects of infrastructure improvements – use anti-displacement tools appropriate for the community.
- Preserve rural areas by encouraging people to live in existing municipalities (infill development).

Funding
- Consider maintenance and upkeep of parks – how to support/fund?
- How can money be reinvested? What limitations exist?

Education, behavior, and perception
- Education of natural systems – esp for urbanites
- How can beneficial behaviors be incentivized?
- Urban places still include the environment.
- Incentivize natural yard/habitats.
- Incentivize sustainable and new land management and building materials.

Access
- Include consideration of accessibility of green space.
- Some park landscapes are not accessible from a mobility standpoint.
- The challenge of houseless populations depending on this public space.
- Need more thinking about houseless policies.
- Challenge of uncontiguous land, disconnected from community services.
- There is variability in access to green space across the county. Challenging to define the needs and have unified policy language.
- Maybe in transportation section: access to green space.
- Support trail system – equitably distributed.

Infrastructure
- Tree replacement programs.
- Include mitigation or impact reduction related to development or infrastructure.
- Green infrastructure

Other
- Identify how to get air/noise quality reports to identify which communities are most affected.

- Consider urban and rural environmental stewardship + relationship between the two.
- Look for applicable tools in other policy areas.

SUGGESTIONS FOR IMPLEMENTATION

Discussion or action items for KRCC
- Work with PSRC in developing Regional Equity Strategy
- Regional Equity Strategy
- How to personalize equity? Hear stories.
- Ongoing community involvement in policies at the county level. Invite people of color to the table.
- Build a community-wide forum.
- Explore Whatcom County's free transit model.
- Develop visual aid(s) for decisionmakers and communities to communicate proposed regulatory guidelines.
- Share information among jurisdictions – success stories in addressing affordable housing.
- How do we balance the unique aesthetics of a community with inclusivity?

Discussion or action items for individual jurisdictions
- Need innovation to serve communities without efficient transportation (e.g., mobility apps). Not just alternative modes, but alternative connections/communications. Individual jurisdictions address alternative solutions in Comp Plans.
- Jurisdictions should consider other alternative transportation (e.g., dial-a-ride, employer transportation)
- Jurisdictions should discuss how to balance affordability and quality of housing in design standards.
- Jurisdictions should work to increase broadband access.
- Jurisdictions should discuss pocket parks. Create definitions/standards around effective pocket parks.
- Increase engagement with parks (outreach programs, e.g., geocaching) for creating and implementing policies.
- More networking between modes of transportation – maps – better communication – real time app.

APPENDIX B: KRCC BOARD RETREAT ACTIVITY TO GENERATE EQUITY-RELATED FEEDBACK ON THE CPPs