



Kitsap Regional Coordinating Council

Kitsap Regional Coordinating Council (KRCC) Board Meeting Summary

May 4, 2021 | 10:15 AM – 12:15 PM

Virtual Meeting following Governor Inslee's Stay at Home Order
Version 5-21-2021

Decisions		
<p>The KRCC Board decided to:</p> <ul style="list-style-type: none"> • Approve the 2/2/2021 KRCC Board meeting summary. • Approve the 3/4/2021 KRCC Board retreat summary. • Approve the budget amendment request from LDC, Inc. • Incorporate the changes discussed in the meeting to the draft Countywide Planning Policies (CPPs). • Release the current draft CPPs, except Element D, for public comment. 		
Actions	Who?	Status
Create a table describing each type of center.	KRCC staff	Ongoing
Send the KRCC Board an updated draft of the CPPs that includes each change the Board agreed to.	LDC, Inc. and KRCC staff	Complete
Send a memo summarizing feedback from the individual CPP meetings to the KRCC Board.	KRCC staff	Complete
Update the public comment plan to integrate separate comment periods for the full draft CPPs and Element D.	KRCC staff and Executive Committee	Complete
Update the May 18 PlanPOL agenda to include a discussion of Element D.	KRCC staff and Executive Committee	Complete
Add to the May 18 Executive Committee agenda a discussion of the schedule for public hearings at KRCC Board meetings.	KRCC staff	Complete

0. OPTIONAL KRCC BOARD STUDY SESSION PRE-SESSION

Councilmember Ashby, KRCC Board Chair, welcomed participants to the pre-session meeting. She explained that this meeting was an opportunity for KRCC Board members to ask questions in preparation for the KRCC Board study session on the draft Countywide Planning Policies (CPPs).

Questions and answers:

- Chairman Forsman: How will the study session be structured?
 - Sophie Glass, KRCC Program Director: During the study session, KRCC Board members will discuss draft CPP policies in three categories: policies with agreement, policies that need further discussion, and policies that have not been sufficiently reviewed by LUTAC or TransTAC.
- Councilmember Stern: What discussion about rural centers has taken place?
 - Sophie: KRCC jurisdictions have put forward two ideas regarding rural centers. One opinion is a recommendation to list rural centers and rural communities in the CPPs. The purpose would be to acknowledge the critical role of rural areas in Kitsap's identity and to acknowledge the service needs of rural areas. Another opinion is that



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creating a rural center designation could imply that rural centers would receive additional growth and funding eligibility.

- Alison O’Sullivan: The Suquamish Tribe has experienced several Growth Management Hearings Board cases regarding inappropriate growth in rural areas. It is important that rural areas do not attract growth, so clear definitions and structure are vital.
- Nick Bond: Introducing rural centers creates confusion with urban centers, which are referenced often in VISION 2050. LDC, Inc. drafted good, compromised language with effective caveats that rural areas are not intended for growth.
- Angie Silva: Kitsap County does not dispute that centers of growth are urban growth areas and cities, as stated in VISION 2050. Kitsap County fully recognizes the growth targets and split between urban and rural areas in the current CPPs. Rural centers are not urban growth areas, but they are often underserved and need transportation services.
- Councilmember Stern: Kitsap, unlike many other areas in Washington, has most of its population in unincorporated Kitsap County rather than in cities or other urban areas.
- Angie Silva: When the Growth Management Act (GMA) was first adopted, Kitsap’s urban/rural split were not within GMA’s vision. Kitsap has progressed incrementally towards meeting PSRC’s goals for an urban/rural split. Kitsap County is not proposing to change this split. The conversation about rural centers relates to funding, not consistency with VISION 2050. Kitsap County aims to work towards achieving the urban/rural split goal while recognizing that rural areas need appropriate levels of service.
- Joe Rutan: The discussion of rural centers is financial. Kitsap County’s Public Works department is concerned about access to grant funds in rural town centers, such as Suquamish, Manchester, Keyport, and Southworth. These rural town centers are not eligible for urban funding. Kitsap County Public Works needs funds to make improvements in these areas.
- David Forte: Maintaining funding eligibility in rural areas will not ensure that these areas receive funds; they must still demonstrate that they meet the criteria for funding competitions. Like local centers, rural centers are not growth centers and would not have growth targets. The distinction focuses on allowing areas that are not designated for intense growth to be eligible for funding, even if they do not meet the criteria for a growth center. Kitsap County must serve the population of the entire county.
- Councilmember Ashby: The competition for federal funds allocated by PSRC occurs every two years. Kitsap usually receives between \$4.5 million and \$5 million to split between all KRCC jurisdictions. This is a relatively small amount of money.
- Commissioner Strakeljahn: This small amount of funding is not enough to build significant road infrastructure. Proposed projects for the competition must be shovel ready.
- Chairman Forsman requested that KRCC staff create a table that explains the types of centers and communities that meet criteria for these different centers.
- Chairman Forsman: How does transportation funding impact growth? It could result in more people moving into the reservation.



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- Councilmember Stern: The concern is more than allocation of transportation funds. It also relates to other revenue sources that depend on the tax base, such as sales tax. If Kitsap County were to fulfill the GMA's urban/rural split, it would experience constriction of revenue.

Councilmember Ashby thanked participants for joining the pre-session.

1. WELCOME AND INTRODUCTIONS

Councilmember Ashby welcomed participants to the KRCC Executive Board meeting and introduced each KRCC Board member. See Attachment A for KRCC Board members in attendance and Attachment B for non-Board members in attendance.

Commissioner Strakeljahn noted that Commissioner Gary Anderson, the alternate KRCC Board member for Port of Bremerton, is in attendance and will attend the June 1 KRCC Board meeting in Commissioner Strakeljahn's place.

2. CHAIR'S COMMENTS

Councilmember Ashby reminded participants that this study session was focused on discussing the draft Kitsap Countywide Planning Policies (CPPs).

Councilmember Ashby explained that the study session format will be more structured than typical Board meetings to ensure productive discussion. She explained that KRCC's bylaws require that any votes related to CPPs require approval from 75% of KRCC Board members. For any motions during the study session that relate to CPPs, KRCC staff will lead a roll call vote. For other items, the Board will use unanimous consent, as usual.

Councilmember Ashby reminded participants that the June 1 KRCC Board meeting will include a vote on the draft CPPs and requested full attendance from KRCC Board members during the June 1 meeting.

3. CONSENT/ACTION ITEMS

A. Approve the 2/2/2021 and 3/4/2021 KRCC Board meeting summaries.

Mayor Erickson made the motion to approve the 2/2/2021 and 3/4/2021 KRCC Board meeting summaries. Commissioner Strakeljahn seconded the motion. The motion passed with unanimous consent.

B. Approve the budget amendment request from LDC, Inc.

Councilmember Ashby shared that LDC, Inc., the consultant supporting the CPP update process, requested additional funds. LDC conducted additional work that was not originally scoped, including preparing for and participating in 11 additional meetings. LDC requested \$12,650 for this additional work.

Mayor Putaansuu made the motion to approve the budget amendment request. Councilmember Stern seconded the motion. The motion passed with unanimous consent.

C. Review the February and March Executive Committee meeting summaries.



Councilmember Ashby noted that previous Executive Committee summaries are available in the [5/4/2021 KRCC Board Meeting Reference Packet](#) (pages 2 and 9).

4. COUNTYWIDE PLANNING POLICIES (CPP) STUDY SESSION

A. KRCC staff report out on the CPP “Roadshow” with KRCC Board members.

Sophie Glass, KRCC Program Director, shared that KRCC staff offered to meet with all KRCC jurisdictions individually to review the draft CPPs, answer questions, and hear concerns.

Staff held these “roadshow” meetings with Kitsap Transit, Kitsap County, City of Port Orchard, City of Bremerton, Port of Bremerton, City of Bainbridge Island, and Naval Base Kitsap. Staff will also present at the Poulsbo City Council meeting on May 5.

Councilmember Ashby shared that KRCC also held an optional pre-session in the hour before the May 5 study session to provide another opportunity to answer questions. Most of the discussion at this pre-session focused on Element D: Rural Centers.

B. Review the draft CPP Cover Memo.

Sophie explained that, to structure the conversation around the draft CPPs, LUTAC recommended categorizing the draft policies into three groups as follows:

- Bucket 1: Policies with Agreement
- Bucket 2: Further Discussion Needed
- Bucket 3: Not Sufficiently Reviewed by LUTAC or TransTAC

C. Discuss the draft CPPs (v. 4-26-2021) as recommended by the Land Use Technical Advisory Committee (LUTAC)

Clay White, LDC, Inc., shared elements in Bucket 1: Policies with Agreement. These elements included:

- Vision Statement
- Element A: Countywide Growth Pattern
- Element B: Urban Growth Areas
- Element C: Centers of Growth
- Element E: Natural Environment
- Element F: Contiguous, Compatible, and Orderly Development
- Element G: Public Capital Facilities and Essential Public Facilities
- Element I: Housing
- Element J: Countywide Economic Development
- Element K: An Analysis of the Fiscal Impact
- Element L: Coordination with Tribal Governments
- Element M: Coordination with Federal Government Including Navy
- Element N: Roles and Responsibilities

Overviews of the changes made in these elements can be found in the [presentation slides](#). He expressed appreciation to the planning directors of each jurisdiction for the time and dedication they spent discussing and coming to agreement on these elements.

Questions:



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- Councilmember Daug: Will the questions and comments received during the roadshow meetings be shared with the Board?
 - Sophie: Yes, KRCC staff will share a memo with comments received during the roadshow meetings after the final meeting is held on May 5.

Comments:

- Mayor Erickson shared a concern about policy AH-2 in CPP Cover Memo Attachment D, which includes proposed equity-related policy changes. She recommended removing the phrase “in both rural and urban areas” to avoid unintentionally incentivizing development into rural areas. Mayor Putaansuu and Commissioner Gelder expressed support for removing this phrase.
- Councilmember Ashby shared a concern about policy D-3 in Element F. She recommended removing section a.: “...KRCC shall monitor the Revenue Sharing Inter-local Agreement among the County and Cities (shown in Appendix D)...” because three cities have left the agreement. Clay shared that he had intended to remove that section along with Appendix D. Mayor Erickson shared that Poulsbo still participates in interlocal agreements. Councilmember Ashby explained that removing this section from the CPPs would not preclude cities from participating in interlocal agreements.
- Councilmember Ashby recommended, in policy D-3 section c: “KRCC shall facilitate on-going regional discussion on revenue equity issues,” to replace “shall” with “should”. Mayor Wheeler, Mayor Putaansuu, and Councilmember Deets agreed.

D. Provide guidance on select CPP Elements needing further discussion.

Clay shared policy R-2 in Element D: Rural Land Uses and Development Patterns, which was in Bucket 2: Further Discussion Needed. He explained that, during this CPP update cycle, jurisdictions have brought forward questions about including the term “rural center.”

Comments:

- Commissioner Gelder expressed support for putting the current draft language out for public comment.
- Commissioner Gelder explained that Puget Sound Regional Council (PSRC)’s Regional Centers Framework, adopted in 2018, define centers of growth as urban and located in cities or urban growth areas. Kitsap CPP Appendix C references criteria for urban centers of growth, including candidate centers; Appendix C does not include reference to rural or local centers. He shared that centers play an important role in the region and help define community character. Rural centers, as proposed by Kitsap County, would be equivalent to Limited Areas of More Intensive Rural Development (LAMIRDs); they would not be centers of growth or local centers. Kitsap County’s primary concern is avoiding being limited in transportation grant funding when serving underserved rural areas.
- Chairman Forsman shared that the Suquamish Tribe’s concern is that LAMIRDs remain a historical land use designation. He expressed concern that the rural centers designation could create more density. He expressed support for a transparent process for determining growth and ensuring that the Suquamish Tribe is involved in this process.
- Mayor Erickson shared that transportation incentivizes growth, so transportation funding should be allocated to urban areas, such as incorporated cities and urban growth areas. She



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explained that the county has access to transportation funding that cities do not have access to. She expressed concern that designating rural centers could incentivize growth in LAMIRDs.

- Mayor Putaansuu expressed agreement with Mayor Erickson and shared that he hopes KRCC can work towards language that is acceptable to all the jurisdictions. He shared that the City of Port Orchard supports ensuring clarity between growth centers, which must be urban, and rural centers.
- Mayor Wheeler expressed agreement with Chairman Forsman’s request for a transparent process and thorough conversation about the impacts of land use.
- Councilmember Stern shared that the conversation about rural centers relates mainly to transportation funding, but also to property and sales taxes.
- Councilmember Deets shared that the City of Bainbridge Island supports Port Orchard’s proposal and is sensitive to protecting rural areas and allocating transportation funding to areas in which it is most needed.
- Commissioner Gelder shared that LAMIRDs have transportation needs. He also explained that the taxes city residents pay to counties support regional services, not roads. He explained that the Regional Centers Framework provides the structure for focusing growth into urban, not rural areas. Designating rural centers in the CPPs would not negate this structure.

E. Review the draft CPP policies that LUTAC has not reviewed in depth.

Sophie explained that Attachments B, C, and D in the [5/4/2021 KRCC Board Meeting Action Packet](#) (page 31) include policies in Bucket 3: Not Sufficiently Reviewed by LUTAC or TranSTAC.

Sophie shared Kitsap Transit’s proposed edits to the draft CPPs. Director Clauson explained that the proposed edits include additional clarifications and opportunities to support transportation management strategies.

Councilmember Ashby shared proposed edits to CPP Appendix A: Kitsap CPP Ratification Process. She explained that the Kitsap County Prosecuting Attorney reviewed these proposed edits to ensure they were legally sound. Commissioner Gelder explained that these edits intend to streamline work processes by allowing appendices to the CPPs to be revised without the full KRCC CPP ratification process. This would not go into effect until after the updated CPPs are approved and ratified. Councilmember Ashby explained that, under these proposed edits, an update to a CPP appendix would require a two-thirds vote by the KRCC Board, approval by three of the four cities, and ratification by Kitsap County. She noted that KRCC’s bylaws require a supermajority of 75%, so the two-thirds majority should be changed to 75%.

Councilmember Ashby shared proposed changes to equity-related policies, based on discussions held at the March 4 KRCC Board retreat. Board members shared the following comments:

- Councilmember Ashby recommended, in policy T-4 c., changing “shall” to “should”.
 - Mayor Putaansuu expressed support for using “should” and noted that policies in the CPPs are minimums, so jurisdictions can include more restrictive policies in their individual plans.



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- Councilmember Schneider asked how the difference between “shall” and “should” would impact proposed policy T-4 c.: “work with residents to understand their transportation needs.” Councilmember Ashby explained that “should” allows each jurisdiction to determine their own lever of participation, while “shall” is more restrictive.
- Mayor Wheeler expressed strong support on behalf of the City of Bremerton for using “shall” in these policies. He shared that the difference between “shall” and “should” is accountability. In the case of policy T-4 c., “shall” requires jurisdictions to commit to take public comment, intentionally reach out to the community, and gather feedback. “Should” would not require that commitment.
- Mayor Erickson shared that she was originally concerned about using “shall” in these policies. However, after more thought, she realized that jurisdictions already follow proposed policy T-4 c. through required public hearings. She expressed that she feels neutrally about using “shall” in this policy.
- Mayor Wheeler shared that, regarding anti-displacement strategies, the City of Bremerton supports using “shall.”
- Councilmember Ashby shared that, in policy NE-2, “will” should be either “shall” or “should.”
 - Mayor Wheeler recommended changing “will” to “shall.”
- Mayor Erickson recommended, in policy AH-2, removing “both rural and urban areas.”
- Mayor Wheeler recommended, in policy AH-2, changing “should” to “shall.”
 - Mayor Erickson shared that she has no problem with using “shall” in this policy because jurisdictions do this already.

Councilmember Ashby summarized the Board’s proposed changes to the draft CPPs as follows:

- Remove section a. from policy D-3.
- Accept Kitsap Transit’s proposed edits.
- Change the approval process for appendices as proposed, except with a requirement for approval from 75% (rather than two-thirds) of the KRCC Board.
- In policy AH-2, replace “should” with “shall” and remove “in both rural and urban areas.”
- In policy NE-2, replace “will” with “shall.”
- In policy D-3 c., replace “shall” with should.”

Mayor Wheeler made the motion to incorporate the above changes into the draft CPPs for public comment. Commissioner McClure seconded the motion. Councilmember Ashby requested a roll call vote and reminded the Board that this vote required 75% approval to pass. The motion passed with all 14 voting members voting to approve.

F. Discussion question: What should be included in the draft CPPs for public review?

Councilmember Ashby asked the Board for suggestions about moving Element D forward.

Board members shared the following considerations:

- Commissioner Gelder recommended releasing Element D for public comment with the approved language, not with any of the proposals discussed. This would allow more time for the Board to find mutually acceptable language.
- Mayor Erickson recommended allowing more time to further discuss Element D and releasing it later.



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- Mayor Wheeler recommended spending more time on Element D rather than releasing a version without consensus. He expressed support for discussing Element D further and releasing it for public comment later or delaying the release of the entire draft CPPs until Element D is agreed on.
- Mayor Putaansuu recommended moving the draft CPPs except Element D forward for public comment. He encouraged reaching consensus before releasing the draft Element D. He proposed that PlanPOL convene to discuss Element D. Mayor Erickson, Commissioner Garrido, and Commissioner Wolfe agreed.
- Councilmember Ashby explained that, if the Board recommends releasing Element D later, the public comment period would need to be extended and the Board may need to meet in July to discuss proposed changes.
- Clay White shared an option to release Element D as written in the current adopted CPPs with a note that KRCC is working to update it.
- Commissioner Gelder shared that releasing Element D in its current form would not provide value to members of the public seeking to make comments. He suggested holding a joint PlanPOL/TransPOL meeting because the issues in Element D relate to both land use and transportation.
- Mayor Putaansuu shared that TransPOL and TranSTAC have already shared their feedback throughout the update process. PlanPOL should finalize Element D.
- Mayor Wheeler shared that any documents released for public comment should have been fully reviewed first. He expressed support for either waiting to release the entire CPPs or releasing all of the CPPs except Element D.
- Mayor Erickson expressed support for releasing the CPPs except Element D. Then, PlanPOL would discuss Element D, arrive at a compromise, and release it for public comment later.

Mayor Erickson made a motion to release the CPPs for public comment, absent Element D. Mayor Putaansuu seconded the motion. Councilmember Ashby requested a roll call vote and explained that, because this motion relates to the public comment period, not CPP policies, only simple majority approval is required to pass the motion. The motion passed with 12 voting members voting to approve and two voting to not approve.

The following KRCC Board members voted to approve the motion: Mayor Erickson, Mayor Wheeler, Mayor Putaansuu, Councilmember Deets, Councilmember Stern, Councilmember Ashby, Commissioner Garrido, Councilmember Schneider, Director Clauson, Commissioner Strakeljahn, Councilmember Daug, and Commissioner McClure.

The following KRCC Board members voted to not approve the motion: Commissioner Gelder and Commissioner Wolfe.

G. Confirm next steps prior to the June 1 KRCC Public Hearing.

The KRCC Board did not discuss this agenda item.

H. Discuss the CPP Public Comment/Public Hearing Plan.

Sophie explained that the CPP Public Comment/Public Hearing Plan is in the [5/4/2021 KRCC Board Meeting Action Packet](#) (page 126).



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5. STAFF REPORT

A. KRCC Income Statement.

The [5/4/2021 KRCC Board Meeting Action Packet](#) (page 129) includes the KRCC income statement.

6. PUBLIC COMMENTS

No comments from the public. Councilmember Ashby reminded members of the public that they can provide written comments via email at publicinfo@kitsapregionalcouncil.org.

7. ADJOURN

The meeting adjourned at 12:15 pm.



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ATTACHMENT A – BOARD MEMBERS IN ATTENDANCE

Board Member	Jurisdiction	In Attendance?
Deets, Joe	City of Bainbridge Island	✓
Schneider, Leslie	City of Bainbridge Island	✓
Daug, Leslie	City of Bremerton	✓
Wheat, Lori	City of Bremerton	
Wheeler, Greg	City of Bremerton	✓
Ashby, Bek	City of Port Orchard	✓
Putansuu, 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	
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	✓
Heacock, Shane (alternate)	Port of Kingston	
McClure, Mary	Port of Kingston	✓
Forsman, Leonard	Suquamish Tribe	✓
Mills, Luther "Jay" (alternate)	Suquamish Tribe	



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ATTACHMENT B – NON-MEMBER PARTICIPANTS

Name	Affiliation
Non-Members	
Clay White	LDC, Inc.
Heather Wright	City of Bainbridge Island
Councilmember Brenda Fantroy-Johnson	City of Bainbridge Island
Andrea Spencer	City of Bremerton
Nick Bond	City of Port Orchard
Karla Boughton	City of Poulsbo
David Forte	Kitsap County
Angie Silva	Kitsap County
Eric Baker	Kitsap County
Jeff Rimack	Kitsap County
Joe Rutan	Kitsap County
James Clough	Kitsap County Association of Realtors
Ed Coviello	Kitsap Transit
Steffani Lillie	Kitsap Transit
Pat lolavera	Naval Base Kitsap
Andrea Harris-Long	Puget Sound Regional Council
Alison O’Sullivan	Suquamish Tribe
KRCC Facilitation Team	
Sophie Glass	KRCC Program Director
Betsy Daniels	Interim KRCC Program Director
Mishu Pham-Whipple	KRCC Transportation Program Lead
Kizz Prusia	KRCC Land Use Program Lead
Pauline Mogilevsky	KRCC Administrative Coordinator