

**KITSAP COUNTY PLANNING COMMISSION**

**Zoom Webinar**

<https://us02web.zoom.us/j/82948423722>

Dial In: 253-215-8782

Webinar ID: 829 4842 3722

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**February 7, 2023 @ 5:30 pm**

These minutes are intended to provide a summary of meeting decisions and, except for motions made, should not be relied upon for specific statements from individuals at the meeting. If the reader would like to hear specific discussion, they should visit Kitsap County's Website at <http://www.kitsapgov.com/dcd/pc/default.htm> and listen to the audio file (to assist in locating information, timestamps are provided below).

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Planning Commission (PC) Members present: Joe Phillips (Chair), Alan Beam, Joey Soller, Kari Kaltenborn-Corey, Richard Shattuck, Jonathan Tudan, Steven Boe, Aaron Murphy, Stacey Smith (Vice Chair)

Department of Community Development (DCD) Staff present: Caitlin Schlatter, Colin Poff, David Kinley, Scott Diener, Amanda Walston (Clerk)

Other Kitsap County Staff present: Eric Baker

**5:30 pm**

**A. Introductions**

**B. Virtual Meeting Protocol**

**C. Adoption of Agenda**

- **MOTION:** Richard Shattuck moves to adopt the agenda as presented.
- **SECOND**
- **VOTE: Unanimous in Favor – Motion Carries**

**D. Adoption of Minutes**

- **MOTION:** Jonathan Tudan moves to adopt the minutes of 12/16/2022.
- **SECOND**
  - Correction: Replace 'Smith' with 'Phillips' on page 2, lines 9 & 14, and page 3 lines 35 and 36.
- **VOTE: 6 in favor – Motion carries**
- **MOTION:** Jonathan Tudan moves to adopt the Minutes of 01/17/2023.
- **SECOND**
  - Correction: Replace 'Smith' with 'Phillips' on page 6 lines 13 & 14.
- **VOTE: 6 in favor – Motion carries**

**5:37 pm**

1 **E. General Public Comment**

- 2 • **Chair Phillips opens the floor** to speakers wishing to provide testimony.
- 3 • **SPEAKER:** Michael Gustavson, Southworth resident, comments on housing and  
4 Urban Growth Area (UGA) size.
- 5 • **SPEAKER:** Dick Brown, Kitsap Commercial Group and resident; comments on  
6 housing, Growth Management Act (GMA) and UGAs, storm drainage and road  
7 improvement.
- 8 • **SPEAKER:** William Palmer, KAPO owner, comments on citizen participation and  
9 input.
- 10 • **Chair Phillips** calls again for speakers; as there are no other speakers; **closes**  
11 **the floor to general speakers.**

12 **5:47 pm**

13 **F. Work Study: 2024 Comprehensive (Comp) Plan Update, Preliminary Alternatives**  
14 **Development – Eric Baker, Kitsap County Deputy Administrator and Colin Poff,**  
15 **Department of Community Development (DCD) Planning Supervisor**

- 16 • Mr. Baker asks for introductory questions;
- 17 • **QUESTION:** Richard Shattuck notes this information is a departure from  
18 previous updates especially related to Urban Growth Areas (UGAs), asks about  
19 how this new approach to the Comp Plan takes into account changes and  
20 zoning regional center zoning.
- 21 • **QUESTION:** Alan Beam asks about closure of Navy dry docks in Kitsap and how  
22 to get participation and input from the Navy; how to get input from navy, how  
23 do we get their participation
  - 24 • **ANSWER:** Mr. Baker confirms the County does work closely with the  
25 Navy; they do provide current information when they can but  
26 hesitate more for long term information or information related to  
27 transport and other security topics
- 28 • Mr. Baker provides a brief overview, referencing a visual presentation on the  
29 project to date, noting the recent week’s information release noting the  
30 Growth Management Act (GMA) balance, but housing, economic development  
31 and urban growth are at the top of consideration, as need is very high.
- 32 • Mr. Baker reviews regional plans contributing to the Comp Plan, such as Vision  
33 2050 from Puget Sound Regional Council which is the conduit for federal  
34 transportation funding and Countywide Planning Policies (CPPs) through Kitsap  
35 Regional Coordinating Council which is the guiding document for County and  
36 City planning and local transportation funding.

- 1 • Main topics include accommodating growth, housing diversity, looking at  
2 specific housing types, and the Silverdale regional center; Mr. Baker notes the  
3 Alternative Development process, has included a lot of input over the past year  
4 on how to increase housing and protect the environment, with sea level and  
5 climate change being high concerns.
- 6 • County is using a menu approach, where no one alternative will be the only  
7 recommendation; instead of just increasing the Urban Growth Area (UGA)  
8 regulatory changes will also be needed, which could include items like  
9 eliminating minimum lot sizes, increasing densities, increasing heights.
- 10 • Land Capacity Analysis report will be ready for the next Public Hearing and will  
11 help inform how various strategies accommodate growth targets and  
12 determine environmental impacts, capital facilities, school and other needs;  
13 assessment of reclassification requests will be based on consistency with GMA;  
14 this is only the starting point, as public outreach and comment will help modify  
15 the menu for Board of County Commissioners (BoCC) consideration.
- 16 • As Mr. Shattuck noted, this is very different than past actions; in the Silverdale  
17 Regional Center, our most intensive original zone, looking at increasing  
18 building heights, eliminating maximum density and allowing for other areas  
19 previously limited to single family to consider or allow increased multi-family  
20 options; looks to how we can adjust these areas, not just re-draw the maps or  
21 changing zones.
  - 22 • **QUESTION:** Mr. Shattuck asks, using Jennie Wright as an example, if  
23 the location is currently zoned school, would the zoning have to be  
24 changed in order to add housing
  - 25 • **ANSWER:** Mr. Baker notes it is currently regional center, and like lots  
26 of zones that were previously undevelopable, it could now be  
27 considered or changing to allow for development capacity; some  
28 other examples include the former church camp by Island Lake which  
29 previously had no residents but how we are working to develop  
30 housing; in the Dickey Pit area, which may also be looking at changes  
31 to allow intensity and density increases; if done right, by providing  
32 the right amount and kinds of incentives and the right changes in  
33 code, we can add housing and employment, not just another  
34 restaurant.
  - 35 • Aaron Murphy notes, and Mr. Baker confirms, the idea is instead of  
36 changing the colors or zones in the maps, we are also wanting to  
37 change the rules inside the colors.
- 38 • Mr. Baker reviews **Alternative 1: No Action**; this assumes the current UGA size  
39 and configuration, zoning and development regulations all remain the same;

1 baseline environmental impacts and capital facility needs would be established  
2 based on no changes.

3 • **QUESTION/ANSWER:** Chair Phillips asks, and Mr. Baker confirms, the code has  
4 already been changed to allow for denser or multi-family use in what was  
5 normally considered Single Family Residence (SFR) zones; this information  
6 would be included in part of this no-action alternative, along with the recent  
7 Zoning Use Table (ZUT) update and all the other PC recommended changes.

8 • Mr. Baker reviews **Alternative 2: Compact Growth/Urban Center Focus**; this  
9 looks to bend the trend of past growth patterns and focus new growth around  
10 high-capacity transit facilities and routes such as ferries and buses, promoting  
11 growth in Regional Centers, like downtown Silverdale and Kingston and UGAs  
12 surrounding Bremerton, Port Orchard and Poulsbo; increase housing diversity  
13 by encouraging higher densities and vertical construction in areas of infill or  
14 redevelopment; different housing options such as low row, multi-story or  
15 multi-family.

16 • Reduce pressure of growth in rural areas with limited changes to UGA  
17 boundaries; focus on what we can change, like promoting missing middle and  
18 multi-family housing, adding limited additional SFR capacity, incentives to  
19 encourage development in Centers, such as property tax programs, expedited  
20 permitting, regulatory flexibility; no changes to rural density or uses; increase  
21 transit frequency to 30-minutes in centers; tree replacement, expanded bike  
22 lanes, sidewalks and electric charging requirements.

23 • **QUESTION:** Chair Phillips asks how road capacity will be addressed if transit  
24 increase is intended.

25 • **ANSWER:** Mr. Baker notes 2024 plan may look at cross-jurisdictional  
26 road connectivity not currently in place; acknowledges there is  
27 concern around ability to improve roadways over time with increased  
28 traffic and people

29 **6:02 pm**

30 • Stacey Smith notes, and Mr. Baker concurs, the importance of  
31 coordinating across cities so plans build off each other and are on  
32 board with planning for changes because working to keep growth out  
33 is no longer possible.

34 • **QUESTION:** Joey Soller asks if there is consideration to allow property owners  
35 to redevelop or expand current properties to multi-family to help increase  
36 density, for example older homes in Bremerton that may want to move from 3  
37 to 4 units or SFR to multi-plex.

38 • **ANSWER:** Mr. Baker confirms there are zoning options, and that  
39 Accessory Dwelling Units (ADUs) are also good opportunities to allow  
40 family or loved ones to live on same property without sharing walls.

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- **QUESTION:** Mr. Beam asks about progress and effectiveness monitoring, whether proposed changes work.
  - **ANSWER:** Mr. Baker notes sometimes code it is too restrictive, creates unintended impediments that hamper the market; plan is to look for more flexibility and allowing greater creativity for developers to create, but if we don't see results from those changes, they may have to be pulled back; some monitoring through GMA is now coming; the Buildable Lands Report (BLR) definitely shows increased density and capacity already happening, especially in the cities; looking at Port Orchard, with no changes made to the UGA as there is already massive existing capacity within the city.
- **QUESTION/ANSWER:** Mr. Beam asks, and Mr. Baker confirms, Design Standards may have put too many prescriptive elements; some of these could be collapsed or combined.
- Mr. Baker notes, looking through lens of making development easier and thus cheaper; comes down to need for smaller or different units; SFR is out of range for many and just building more of the same will yield nowhere near the needed impact; 2006 era UGAs were huge, but nothing happened because there was no infrastructure to get to them; new focus looks at not just increasing the size but also making the regulations work in these areas.
- Mr. Shattuck notes the new approach may be effective and beneficial, if for example, it helps a developer buy an existing former school and redevelop it into something else that could benefit many; Mr. Baker notes in his 30 years' experience, this is an entirely different market and approach.
- **QUESTION:** Ms. Soller asks, with a massive influx of multi-family opportunities, if there may be conditions on selling to local developers over outside investors.
  - **ANSWER:** Mr. Baker confirms the expectation that many local developers will come to this market over time, but others with this kind of expertise, coming from other areas, may be the ones needed to get things started here.
- Mr. Baker reviews **Alternative 3: Dispersed Growth Focus**; which is generally based on past growth trends, housing and employment types; with housing focused on SFR construction and requires more urban land to meet growth targets; this does not mean other creative options, like Dickey Pit or school redevelopment are off the table; does allow some additional development in rural areas, although current challenges with state and other regulations in rural zoning only allow ADUs, no multi-family or other types; also assumes impacts of new policies and regulations for urban area development, mainly tree replacement;

- 1 • Some view this is an anti-growth option but it generally exceeds population  
2 and meets employment growth targets; though there are no additional  
3 incentives for housing diversity; transit and non-motorized planning levels  
4 remain the same, tree retention is required with development and impervious  
5 surface limits are reduced in Urban Restricted and Greenbelt zoning.
- 6 • **QUESTION:** Ms. Soller asks if there is a focus for included garage parking  
7 designs, as businesses are often impacted by housing increases when residents  
8 use existing business parking, limiting traffic in and out for commerce.
  - 9 • **ANSWER:** Mr. Baker notes the idea is not to eliminate developers  
10 providing parking options, but they will need flexibility; look for the  
11 balance in adding options that don't negatively impact the area, but  
12 also keep the development affordable.

13 **6:37 pm**

- 14 • Mr. Baker reviews some of the more substantial Alternative Changes Maps:
- 15 • **Kingston Alternative #1 map**, noting existing areas of capacity, including in the  
16 Arborwood development, in the existing UGA and area along Lindvog with  
17 increased housing density.
- 18 • **Kingston Alternative #2 map**, noting not many zoning changes; looking to  
19 increase height and density in Kingston lumber site and other general older  
20 development; make multi-family or mixed-use development a realistic option  
21 by increasing incentives without making massive changes; UGA expansion to  
22 bring in some areas without sewer access, which is needed for potential  
23 further development; incentives in Urban Village Center (UVC), other zones;  
24 like Silverdale, many areas now have greater density and housing capacity.
- 25 • **Kingston Alternative #3 map**, noting a significant number of new additions and  
26 developable lots; Kingston Citizen Advisory Committee (KCAC) proposed many  
27 of the changes with housing diversity and key expansions in surrounding areas.
- 28 • **Poulsbo Alternative #1 map** – notes their code applies to our area and we  
29 have taken their lead and only added in Snyder Field to their already small  
30 UGA; they have great capacity within their city already; no other changes  
31 proposed.
- 32 • **Silverdale Alternative #2 map** – shows an area squeezed between Urban  
33 Center and Urban Medium, to allow increase from Urban Low to allow for  
34 redevelopment or addition of units to older homes and developments;  
35 additional expansion areas by Island Lake, and near Silverdale Way to allow for  
36 SFR, multi-family and missing middle housing.
- 37 • **Silverdale Alternative #3 map** – adds the land already described to the UGA,  
38 plus Sterling Heights, near the old church camp and other large areas along

- 1 Barker Creek for development; last remaining Business Park zoning changes to  
2 Business Center, at the property owner’s request.
- 3 • **Central Kitsap Alternative #1 map** – no jurisdictional plan and received very  
4 small growth projection as the employment and population growth numbers  
5 were not increased much; City of Bremerton is very interested in annexing  
6 parts of this area.
  - 7 • **Central Kitsap Alternative #2 map** – Rural Commercial zone abutting the UGA  
8 and a small piece near the McWilliams intersection would be brought into the  
9 UGA and have focused growth.
  - 10 • **Central Kitsap Alternative #3 map** – includes other changes plus additional  
11 Urban Restricted areas near Gluds Pond and Barker Creek corridor has  
12 additional reclassification requests to move into the UGA; Suquamish has  
13 voiced historical concerns that this area remain rural to provide a separator  
14 between Silverdale and a future Bremerton.
  - 15 • **East Bremerton Alternative #1 map** – largely unchanged; Commercial and  
16 Urban Medium will lead to housing diversity.
  - 17 • **West Bremerton Alternative #2 map** – City of Bremerton has requested to  
18 include two new areas in the UGA, one they currently provide sewer service to,  
19 additional areas including the southern area of Island Lake which will be  
20 additional Urban Low density; Ueland Tree Farm/Quarry area requesting  
21 reclassification to Urban Industrial, as the quarry activity is exhausted.
  - 22 • **West Bremerton Alternative #3 map** – everything described before, plus all of  
23 Ueland Tree Farm, which is substantially more than in Alternative 2, moving to  
24 Urban Industrial plus some additional Urban Low reclassification requests.
  - 25 • **Gorst Alternative #1, 2, 3 maps** – no current plans for changes; a sub-area plan  
26 was recently completed, leaving this area appropriately planned.
  - 27 • **Puget Sound Industrial Center (PSIC) Alternative #3 map** – formerly named  
28 South Kitsap Industrial Area (SKIA), some areas near the airport and Skokomish  
29 Tribe has requested an area change to Commercial, some additional requests  
30 for Industrial and Rural Residential requests.
  - 31 • **Port Orchard Alternative #1 map** – City has substantial current capacity; when  
32 they incorporated McCormick they absorbed a lot of County’s capacity and  
33 made substantial changes to increase capacity; also looking to add a small  
34 industrial area; need to look at the area’s growth capacity as a whole, not just  
35 the UGA; existing capacity can be added to UGA for overall total.
  - 36 • **Port Orchard Alternative #2 map** – number of lots will be conformed to  
37 existing Commercial uses along Mile Hill; portion from Akin down to Sedgwick  
38 near Salmonberry Creek proposed to come out of the UGA; additional areas  
39 near McCormick and Industrial and Residential near Sidney and Sedgwick

1 interested in coming into the UGA; lot of Multi-Family going in by the coming  
2 Transit Center near Sidney & Dogwood.

- 3 • **Port Orchard Alternative #3 map** – similar to #2 with some additional areas  
4 near Phillips Road and Lake Amelia that were vested under the now contracted  
5 UGA; some additional housing development have expressed interest in joining  
6 the UGA but must take in consideration that City of Port Orchard is not  
7 interested in expanding or providing services to this area.
- 8 • **Rural Alternative #3 map** – small changes where people want to build  
9 additional unit or dwelling; except Rainier, who bought the old Port Gamble  
10 Park area, want to change 400-acres from 1 Dwelling Unit (DU) per 20-acres to  
11 1DU per 5-acres; a large request like this brings a good amount of  
12 development to the area; downside is the goal of trying to limit rural growth is  
13 still in play and even small requests beyond ADUs in the rural area will be  
14 closely scrutinized; also additional reclassification request for Commercial  
15 across from new gas station off Mullenix
- 16 • Other requests absent from any alternative and that may drive public  
17 comment include: requested changes to Urban zoning in rural areas; boundary  
18 expansion of Type I Limited Area of More Intensive Rural Development  
19 (LAMIRD); requested historic, allowed pre-GMA, Rural Zoning of 1DU per 1- or  
20 2.5-acres which has since been ruled improper by the Growth Management  
21 Hearings Board (GMHB); some requests to change zones on their single piece  
22 of property which is surrounded by another zones, also called ‘spot zones,’  
23 were not included; Mr. Baker notes letters have been sent to everyone that  
24 applied and did not qualify; expect some to attend and speak at PC & BoCC  
25 hearings.
- 26 • Mr. Baker reviews Next Steps, upcoming meetings and timeline, including the  
27 final update due 12/31/2024, with the current target date of August 2024 to  
28 allow for unexpected changes; calls for questions.
- 29 • **QUESTION/ANSWER:** Mr. Shattuck asks, and Mr. Baker confirms the County  
30 does not have the ability to add to the employment or population numbers to  
31 account for the Navy, as the CPPs must be followed.
- 32 • **QUESTION:** Chair Phillips asks about the Navy dry dock project and notes the  
33 numbers and impact could be overwhelming, noting this happened with the  
34 Trident Submarine project.
  - 35 • **ANSWER:** Mr. Baker notes they will have a better idea and be able to  
36 plan or accommodate for the influx in people based on coming  
37 discussions with the Navy, as they also have to plan for this as well.
- 38 • **QUESTION:** Ms. Soller asks if there is any planning set aside for community  
39 gardens, farmer markets or impacts to libraries.



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- **ANSWER:** Mr. Baker notes usually libraries do see benefit from people living closer, though not necessarily an included element in the plan; community gardens and farmer markets could be promoted and encouraged but not likely directly incentivized as developers typically do not keep maintenance responsibilities following building; funding for their promotion flows through the conservation district and there is plans for special event zoning to streamline farmers markets; they Agricultural Plan nods to some of that and may have some flexibility or options depending on how the BoCC wants to take on some of these rural rezone requests.

**7:09 pm**

**G. General Public Comment**

- **Chair Phillips opens the floor** to speakers wishing to provide testimony.
- **SPEAKER:** Dick Brown disagrees with proposed plans; comments on UGAs.
- **Chair Phillips** calls again for speakers; as there are no other speakers; **closes the floor to general speakers.**

**7:12 pm**

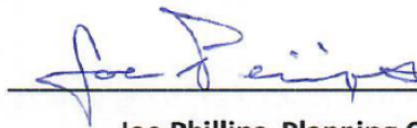
**H. For the Good of the Order/Commissioner Comments**

- Ms. Smith thanks Mr. Baker for presentation and time spent answering questions and helping the PC be well-informed on a very complicated concept.
- Mr. Beam appreciates the public attending and speaking.
- Chair Phillips encourages other PC members to review project timeline, and attend the virtual meetings being held to listen in on the comments the public provides; also encourage attending community meetings in our areas for a chance to really hear what the public has to say.

**Meeting adjourned by unanimous consent.**

**Time of Adjournment: 7:15 pm**

**Minutes approved this 21st day of February 2023.**



**Joe Phillips, Planning Commission Chair**



**Amanda Walston, Planning Commission Clerk**