

# Minter Creek Watershed Strategies

## A Coordinated Approach to Land Use Planning in the Watershed



Department of Commerce  
Innovation is in our nature.

March 2014

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## 1. Executive Summary

The Washington State Department of Commerce (Commerce), with funding from the U.S. Environmental Protection Agency's National Estuary Program, partnered with Kitsap and Pierce Counties to address regional planning for the Minter Creek watershed basin. The purpose of this effort was to look at land use within the basin, and provide recommendations for upcoming Comprehensive Plan updates under the state Growth Management Act (GMA). This project furthers the Counties' efforts to implement the Puget Sound Partnership's Action Agenda to restore Puget Sound.

The Minter Creek watershed lies in both Kitsap and Pierce Counties. Land uses that occur upstream in Kitsap County have an impact downstream on land in Pierce County and Minter Bay. By working together, the Counties are looking at the watershed as a whole rather than separately by county boundaries.

The Counties and Commerce held an open house in August 2013 to educate citizens living in the watershed about land use and water quality, and to invite them to participate in a group to work on these issues. Over the course of five meetings the group developed a land use vision for the next 20 years, and action strategies for the counties to consider during their GMA review of comprehensive plans and regulations.

The group concluded that:

- While parts of the watershed have experienced some pollution, the overall health of the watershed is high.
- Zoning for rural residential densities and intensities must be retained in order to protect the rural character and water quality. Stream typing is a key step.
- Some commercial and industrial uses should be allowed to provide local jobs and services to rural residents, including retention of the Port Orchard Airport with some additional commercial uses. There is strong consensus for uses that support local agricultural producers.
- Trails and wildlife corridors are a high priority.
- The Counties should continue their communication and coordination with each other and with the community in the next steps in this process, as well as other planning processes.

The group recommends the Counties take under consideration the following actions:

### a. Coordinate land use planning

- Establish inter-jurisdictional communication protocols
- Coordinate water quality sampling and data collection
- Coordinate on planning for trails and recreation
- Participate in regional planning
- Support local efforts to communicate community values and vision
- *Share the results of this process*

**b. Allow commercial services in rural areas**

- Keep commercial uses small scale (consistent with existing allowed rural uses, except for Port Orchard airport), but allow them to locate so local residents can minimize driving distances between services
- Require new development to comply with low impact development standards
- Restrict use of hazardous products
- Maintain greenbelts and wildlife corridors
- Improve on-site septic systems
- Communicate with and educate commercial service providers regarding land use impacts to rural and natural areas
- Rely on critical area ordinances to protect sensitive areas and habitat
- Develop a subarea plan for the airport area as an employment center with industrial and commercial uses to serve neighborhood residents, but limit this future commercial development to neighborhood commercial/low intensity/rural commercial uses (i.e., no 'big box retail store')

**c. Preserve habitat and open space**

- Update stream maps
- Encourage landowners to protect wildlife corridors with incentive programs, such as purchase or transfer of development rights
- Combine corridor protection for wildlife, parks and trails (non-motorized transportation plans)
- Study wildlife needs, and review the science to confirm existing practices for buffers, water quality, and connectivity of habitat are sufficient for protection.
- Revisit the Rural Wooded Incentive Plan in Kitsap County<sup>1</sup>
- Work with large landowners such as Alpine Evergreen to protect habitat, including wildlife corridors outside stream areas
- Plan for residential development near Hunter Road to incorporate trails and habitat protection

**d. Support agriculture**

- Support agri-tourism (including the farm tour), aquaculture, and local food production by allowing local distribution centers, local sales and transportation improvements

**e. Address resistance to changes in land use/Grandfathering**

- Acquire properties or easements on those properties critical for open space or wildlife corridors
- Educate and communicate with property owners, the community, elected officials and conservation groups
- Make incremental changes to comprehensive land use plans that take small steps toward the Minter Creek watershed vision
- Consider comprehensive land use changes that allow local provision of services

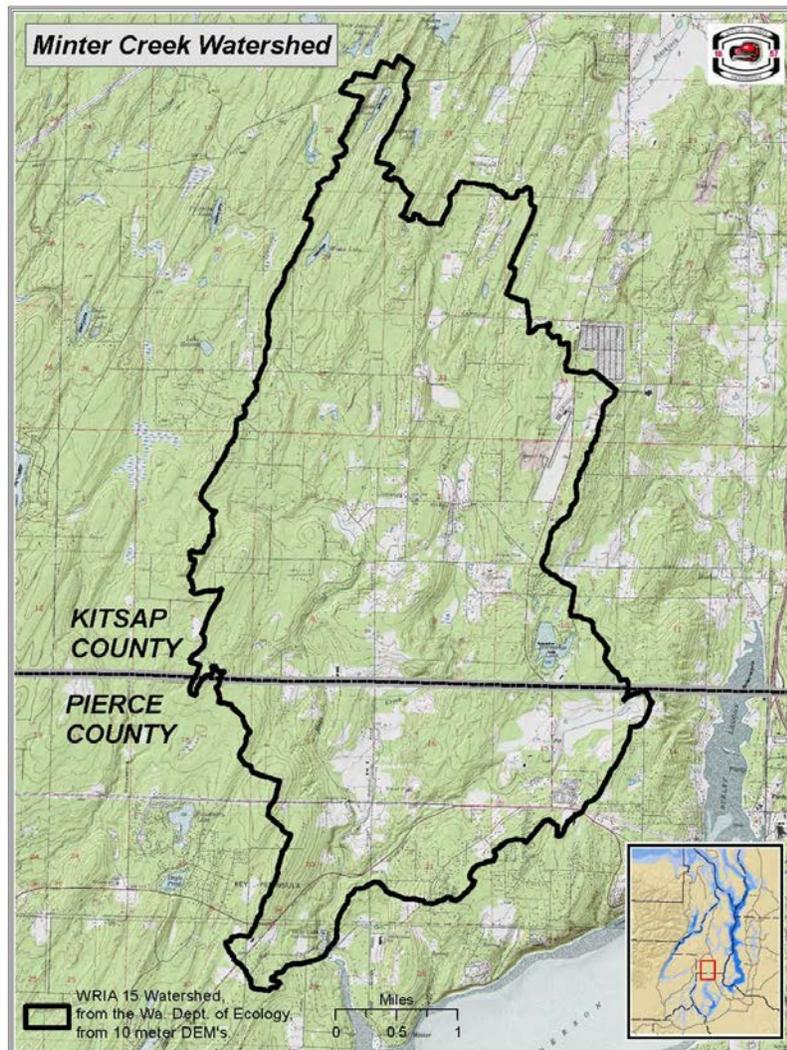
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<sup>1</sup> See footnote 5.

## 2. Background

### a. Description of the Watershed

The headwaters of Minter Creek lie in south central rural Kitsap County, flowing south into the rural Key Peninsula and Minter Bay in Pierce County. The Minter Creek Watershed<sup>2</sup> includes the Huge Creek and Little Minter Creek tributaries, Wick's Lake, and potentially Horseshoe Lake.



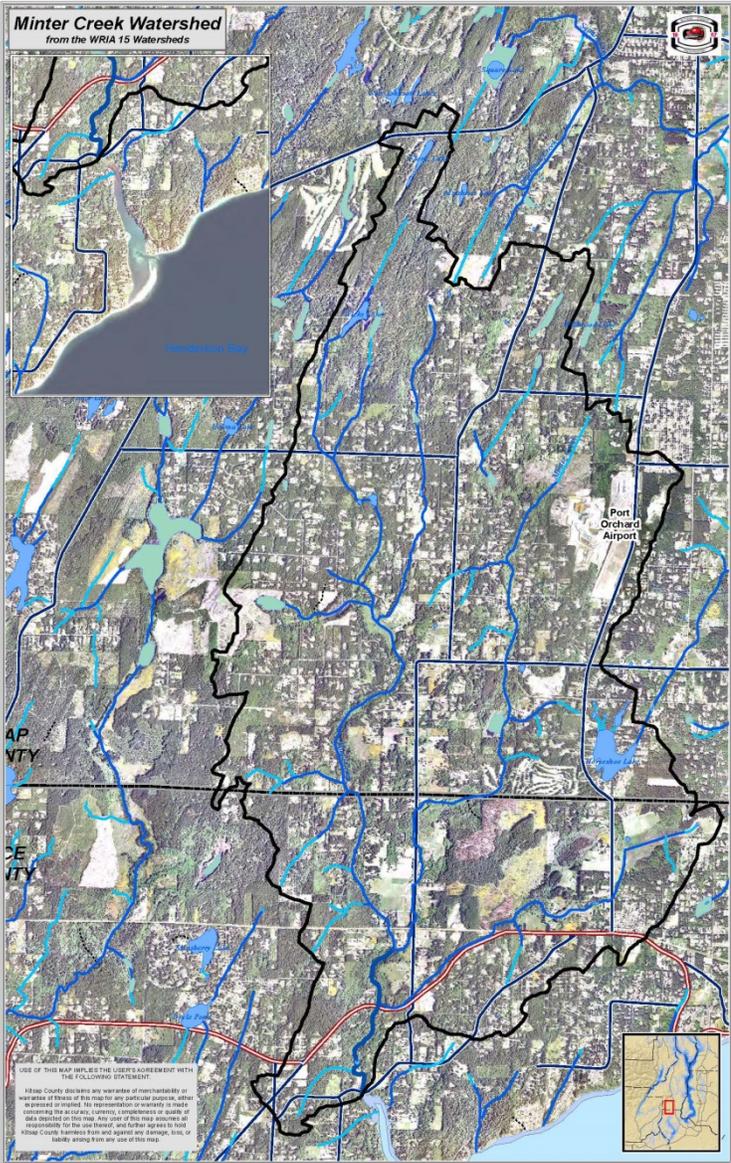
**2013 Watershed Map**

<sup>2</sup> A watershed is the area of land where all of the water that is under it or drains off of it goes into the same place. John Wesley Powell, scientist geographer, put it best when he said that a watershed is:

"that area of land, a bounded hydrologic system, within which all living things are inextricably linked by their common water course and where, as humans settled, simple logic demanded that they become part of a community."

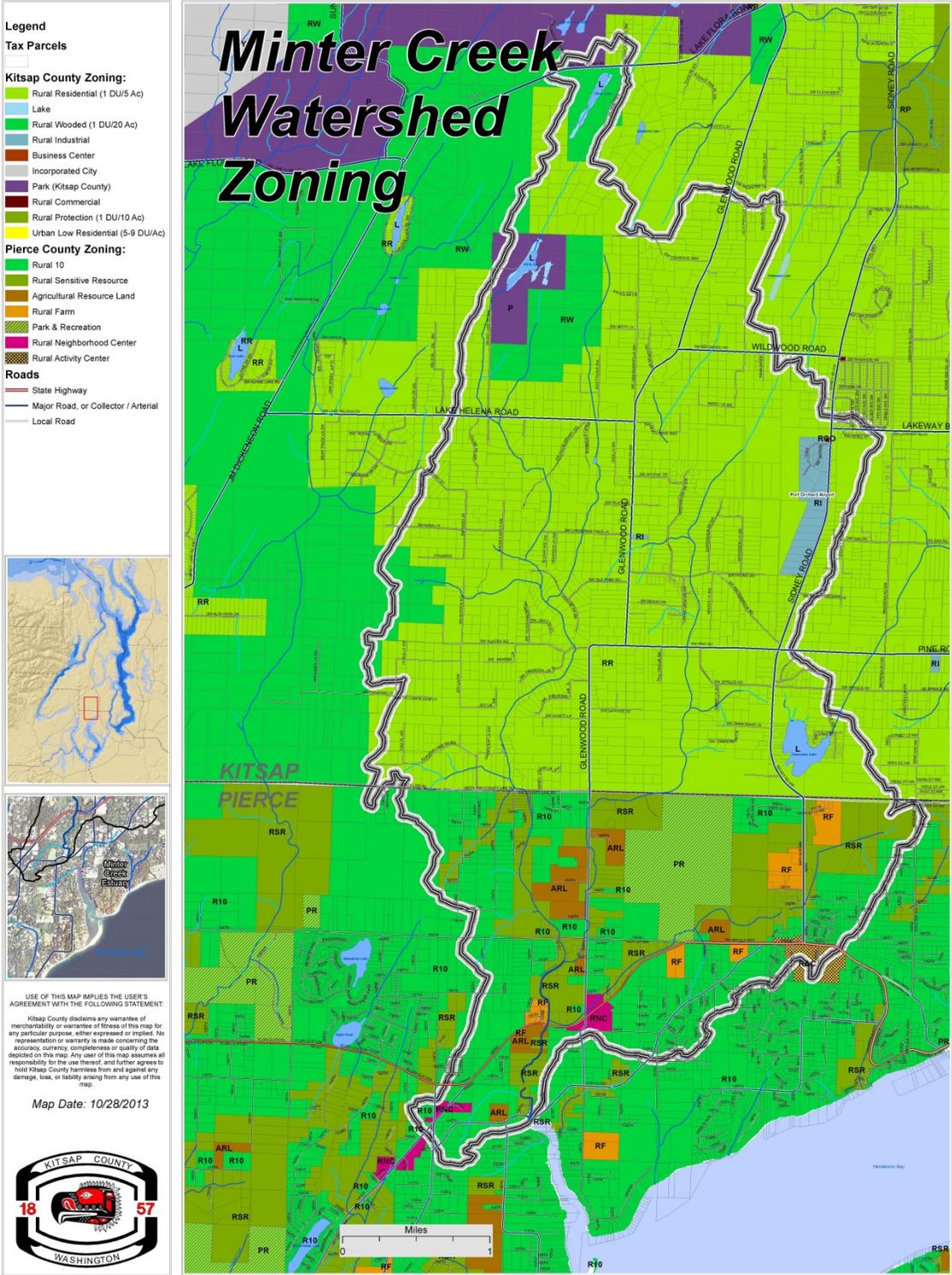
**b. Existing development**

Existing development in Kitsap and Pierce Counties includes the privately-owned Port Orchard Airport with some small industrial and commercial uses, a gravel mine, rural forest, and rural residential. There are several small commercial businesses in the communities of Lake Katherine, 118<sup>th</sup> Avenue, 134<sup>th</sup> Avenue along Highway 302. Other uses in the watershed include home-based industry, the Horseshoe Lake Golf Course, Miles Sand and Gravel (Bomac Facility), and Miracle Ranch. Minter Creek supports two, state-run salmon hatcheries. At the watershed's terminal delta in Pierce County, a thriving shellfish growing and harvest industry serves as the number-two employer for Pierce County's Key Peninsula.



**2013 Existing Development Map**

### c. Zoning Designations



The Minter Creek watershed is designated “rural” by both counties. Most of the basin is zoned rural residential with one dwelling unit per five or ten acres. Commercial uses are allowed in Pierce County designated rural centers – Pierce County designated Rural Neighborhood Centers at 94<sup>th</sup> and Hwy 302 (Lake Katherine village), and at 134<sup>th</sup> and Hwy 302. Kitsap County has zoned the airport for rural industrial with supporting commercial uses, and a smaller industrial lot to the west near the intersection of Glenwood Road and Christmas Tree Lane.

The Key Peninsula Community Plan is a component of the Pierce County Comprehensive Plan for the Key Peninsula. Effective June 1, 2008, the Key Peninsula Community Plan<sup>3</sup> contains policies and implementing actions for five major subject areas or elements: Land Use, Community Character and Design, Natural Environment, Economic, and the Facilities and Services. The plan designates seven types of land uses that are all included in the watershed: Rural Ten, Rural Sensitive Resource, Rural Farm, Agricultural Resource Lands, Park and Recreation, Rural Activity Center, and Rural Neighborhood Center.

#### **d. Water Quality**

The quality of water in lakes, streams, and rivers often reflects whether human activities are being managed to effectively protect public health and the environment. Since most of the streams in the Minter Creek watershed are relatively small, impacts from pollution are more apparent, and damage occurs more quickly. Because all of the Counties’ streams eventually flow into Puget Sound, polluted streams also have the potential to impact marine water and shellfish growing areas.

Water quality in Minter Creek is vital for the survival of the shellfish growing and harvest industry, as well as the two state-run salmon hatcheries. Residents of the Minter Creek watershed are solely reliant on groundwater resources for drinking water supplies. Minter Creek water quality is also important for recreational purposes such as fishing, swimming, boating, shellfish harvesting, and park enjoyment.

Kitsap Health District’s 2012 Water Quality Report for the Burley/Minter Watershed indicates a long term improving trend for water quality in both Huge and Minter Creeks (Appendix A)<sup>4</sup>. Water quality data collected by Pierce County Surface Water Management on a monthly basis from eight sites within the Minter system indicates that water quality is generally good (Appendix B)<sup>5</sup>. However, fecal coliform bacteria levels rise somewhat at all sites during the summer months. Bacteria levels trend lower during

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<sup>3</sup> The Key Peninsula Community Plan is an element of the Pierce County Comprehensive Plan adopted on October 23, 2007. See the Key Peninsula Community Plan at <http://www.co.pierce.wa.us/DocumentCenter/View/4040>.

<sup>4</sup> The Kitsap County Health District’s most current water quality reports can be viewed at [http://www.kitsappublichealth.org/environment/water\\_reports.php](http://www.kitsappublichealth.org/environment/water_reports.php).

<sup>5</sup> The Pierce County Public Works and Utilities most current water quality reports can be viewed at <http://www.co.pierce.wa.us/index.aspx?NID=1854>.

winter months, but the highest spikes in recorded bacteria levels have been associated with winter and spring storm events.

#### **e. Other Planning Efforts**

##### **i. Kitsap and Pierce Non-motorized Trails Planning**

Kitsap County's Non-Motorized Trails Plan was adopted in 2013. The primary trail connection from southwest Kitsap County to Pierce County is planned along the JM Dickenson Road corridor, located to the west of the Minter Watershed. The trail would then connect with the east-west power line corridor in Pierce County, which traverses the Minter Watershed.

Pierce County adopted a Non-Motorized Transportation Plan in July of 1997. That plan is being implemented by the Public Works and Utilities Roads Division, often as sidewalks associated with road projects; the Parks and Recreation Department as part of their facilities planning; and by the Planning and Land Services Department as part of land development requirements. Within the Minter Creek drainage, most of the plans call for adding bike lanes to existing roads - State Route 302, Creviston Drive, and the power line corridor serving as primary east-west connectors, and 94<sup>th</sup> and 118<sup>th</sup> Avenues NW serving as primary north-south connectors.

The Key Peninsula Community Plan's<sup>6</sup> non-motorized transportation objective is to "create a system of non-motorized facilities to enhance pedestrian, bicycle, and equestrian travel throughout the Key Peninsula area." The Plan includes principles for a continuous and interconnected network, safety strategies, consideration of non-motorized facilities in new development approvals and roadway construction, and coordination with other agencies, utility providers, civic groups and the public.

The Key Pen Parks 2014-2019 Comprehensive Plan draft<sup>7</sup> includes development of a high quality interconnected system of linear parks/trails and corridors that connect significant environmental features, public facilities and developed local communities and business districts. The draft plan proposes provisions for an interconnected off-road multipurpose trail system and an on-road bicycle route system. The Transportation Improvement Plan does not currently identify funding for these projects.

##### **ii. WSDOT Hwy 302 Corridor Study**

The Washington State Department of Transportation (WSDOT) is conducting a corridor study of Highway 302. SR 302 is an important east-west link for Key Peninsula

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<sup>6</sup> See footnote 3.

<sup>7</sup> The Key Pen Parks 2014-2019 Comprehensive Plan draft can be viewed at <http://www.keypenparks.com/docs.htm>. See page 2 under Goals and Objectives for non-motorized trail discussion.

communities to Gig Harbor as well as Tacoma and other parts of Washington. Economic development puts demands on the highway system creating concerns about safety and congestion.

To address these concerns, WSDOT is studying the SR 302 corridor from Key Peninsula Highway to SR 16. The study evaluates the environmental impacts of creating a new corridor, and improving the existing corridor by providing improved mobility and enhanced safety. Any decisions made by WSDOT as a result of this study could have significant land use impacts in the watershed that will need to be considered by the counties in the future.

WSDOT is working with the Key Peninsula Community Council on Safe SR-302, a project addressing safety and congestion on SR 302 from the Purdy Bridge to the Key Peninsula Highway. The project includes the addition of turn lanes, cut back of slope to improve sight distance near Goodrich Drive, and improvement of left-turn channelization at 118<sup>th</sup> Avenue NW. Construction of the project is scheduled to begin Spring 2014.

### 3. Description of the Minter Creek process

#### a. Purpose

The Washington State Department of Commerce, with funding from the U.S. Environmental Protection Agency's National Estuary Program, partnered with Kitsap and Pierce Counties to address regional planning for the Minter Creek watershed basin. The purpose of this effort was to look at land use within the watershed basin, and provide recommendations for upcoming Comprehensive Plan updates under the state Growth Management Act. This project furthers the Counties' efforts to implement the Puget Sound Partnership's Action Agenda to restore Puget Sound.

The Puget Sound Partnership is a state agency created by the Legislature as the backbone organization that would connect citizens, governments, tribes, scientists and businesses to do three key things no other organization in Washington does:

1. Set science-based regional priorities for Puget Sound
2. Accelerate implementation of priority actions
3. Ensure accountability for results

The Puget Sound Action Agenda is a road map that lays out the work needed to achieve an ambitious goal: restoring the health of Puget Sound by 2020. The [2012/2013 Action Agenda](#) identifies key ongoing programs, local priorities for different areas of the Sound and more than 200 specific actions that must be implemented over the next two years to stay on track toward adopted recovery targets.

The Growth Management Services Unit of the Department of Commerce received federal funding<sup>8</sup> to provide technical assistance to regional entities in support of the Puget Sound Partnership's *Action Agenda*.<sup>9</sup> Commerce staff is providing staff time and state agency expertise to develop strategies to address key land use issues that are barriers to implementing the *Action Agenda*. The objectives of this effort are to:

- To develop and prioritize land use strategies that can be incorporated into upcoming Growth Management Act (GMA) updates and possibly tribal land use plans.
- To create a framework for ongoing regional work in Action Areas around the Sound.

The Minter Creek watershed lies in both Kitsap and Pierce Counties. County staff and the community have engaged in an innovative partnership to look at future land uses within the Minter Creek basin at a watershed level. Because the watershed lies in both counties, land uses that occur upstream in Kitsap County have an impact downstream on land in Pierce County and Minter Bay. By working together, the Counties can look at the watershed as a whole rather than separately by county boundaries.

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<sup>8</sup> Commerce received a Watershed Protection and Restoration grant from the National Estuary Program.

<sup>9</sup> Commerce is responsible for implementing Near Team Action A4.1 on page 58 of the [2012/2013 Action Agenda for Puget Sound](#).

## **b. The Public Process**

Engaging the public is essential to any planning process. Community involvement in this effort ensured that citizens were informed, that they had an opportunity to provide input with a vision and direction for the future, and that there is a process for keeping them informed and involved in the future. The Department of Commerce set up a web site where all meeting materials and this report are posted for the public at [www.ezview.wa.gov](http://www.ezview.wa.gov).

### **1. Open House**

On August 27, 2013, Kitsap and Pierce Counties hosted an open house, facilitated by Commerce, in order to inform citizens and interested parties about the project, and to provide information about the Minter Creek Watershed. Approximately 30 people attended the Minter Creek Watershed Strategies open house at Gateway Park on the Key Peninsula. County staff presented information about existing zoning in the watershed, and water quality issues and efforts. Attendees were invited to participate in a group to talk about future land uses and strategies to address issues in the watershed.



## **2. Strategy Meetings**

Participants in the August 2013 open house indicated whether they wanted to participate in the Minter Creek Watershed Strategies group. Others found out about the group through the open house mailing, the web site, and word of mouth. The Watershed Strategies group provided a forum for citizens to learn more about the watershed and water quality issues, and to provide their input on how the watershed should look in twenty years.



**November 2013 Strategy Meeting**

The Minter Creek Watershed Strategies group met four times – September 25, October 30<sup>10</sup>, November 21 and December 11, 2013. The discussion addressed what interested parties liked and wanted to keep in the watershed, what future land uses should look like over the next twenty years, potential conflicts with those land uses, and strategies to address the conflicts<sup>11</sup>.

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<sup>10</sup> Three business owners were not able to attend the October 30 meeting – Port Orchard Airport, Alpine Evergreen and Port Orchard Gravel. County and Commerce staff met with them on November 7 to obtain additional input on future land uses that were added to the Future Land Use map.

<sup>11</sup> See Appendix C for more detailed summaries of each of the meetings.

## 4. Minter Creek in Twenty Years

### a. The Vision

The Minter Creek Watershed Strategies group's twenty year vision includes preservation of open space, as well as economic opportunities for business that serve the local residents. The group envisions:

- Open Space Preserved - open space is conserved for natural areas, trails and wildlife habitat corridors.
- Protected, Healthy Environment - clean and clear water in streams, lakes and ground water will provide healthy habitat for shellfish and salmon. Septic systems are upgraded, and clear cutting is limited.
- Economic Development – businesses provide local jobs and local products. Commercial development is compact and located in rural centers. Natural resources industries are able to harvest fish, timber and mineral resources.
- Managed Growth – growth is managed to limit sprawl and keep land rural. The airport is retained, but with effects such as noise contained. Utilize subarea plans and cluster development. Prepare for the needs of older residents. Address grandfathered lots.
- Coordinated Transportation Planning – the counties work together on planning for trails. Road planning is coordinated with Washington State Department of Transportation plans for Highway 302.
- Coordinated County Planning – counties share data and communicate regularly regarding planning for land use and infrastructure.
- Community Involved – communication with the community happens early and often. The community remains invested in what happens in the area.



**Discussing the Vision and Future Land Uses**

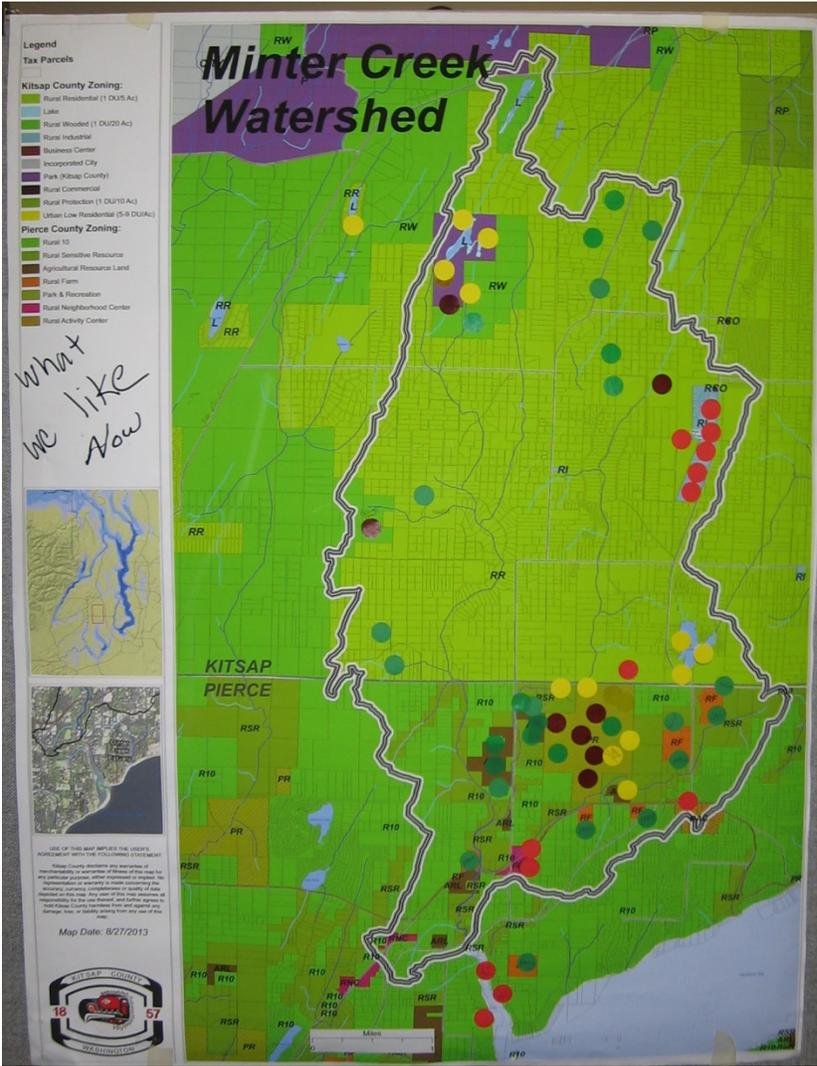
**b. Future Land Use**

A mapping exercise allowed the group to visualize what land uses should be retained, and where contemplated changes in land use might be appropriate. Participants used colored dots to denote the types of land uses they want to retain on one map, and land uses they want to see in the future on a second map.

**1. Want to Retain**

Retention of zoning for existing uses and densities throughout the watershed is important to the group. This includes retention of the airport, parks and trails, commercial development in designated rural centers in Pierce County, and the Horseshoe Lake golf course. Retention of active timber lands is important for open space values. And retention of shellfish production and the fish hatchery is important for tourism.

**Dot colors:**  
Brown = trails  
Green = open space/  
conservation/farms  
Yellow = parks  
Red = industrial/commercial  
Blue = residential



**What We Like/Want to Retain Map**

## 2. ***Want to See***

### Parks and Trails

The group would like to see additional parks, including multi-use trails in the area west of the airport and a lake at the Port Orchard gravel mine when it is reclaimed. The group would like park amenities at Wick's Lake Park, with more parking and developed trails. Trail connections should be added throughout the watershed within and between the counties, including new trails west of Horseshoe Lake connecting the lake and the golf course.

Communication between Key Peninsula Metropolitan Parks District and Kitsap County Parks and Recreation Department regarding trails and recreation should be formalized.

### Economic Development

The group recognized the importance of limited growth of rural economic activities within the watershed that will not impact water quality. Economic development should focus on existing commercial areas at Lake Katherine, and 118<sup>th</sup> and 134<sup>th</sup> streets on Highway 302 (Pierce County designated rural centers). However, any new development should meet low impact development standards to address stormwater issues. Support should be provided for produce stands and other outlets for locally produced foods from farms.

Within the footprint of the existing Port Orchard airport properties, the airport landowner will continue with existing rural industrial and commercial zoned uses and may request designation as a limited area of more intense rural development (LAMIRD) that would allow more neighborhood and commercial uses to serve this employment hub and local residents. This could include a food hub<sup>12</sup> in the airport area for farmers to process their produce to prepare and sell at local markets. The landowner's goal for the airport is for South Kitsap County residents to live, work and play in their neighborhoods. Northwest of the airport, the airport's neighboring landowner would like the future opportunity to develop currently designated mineral resource land for economic development uses. This would tie in with a potential east-west road corridor connecting Lake Helena Road to Lakeway Boulevard.<sup>13</sup>

### Residential Development

A large landowner would like to allow some additional residential development next to Wick's Lake and in the Hunter Road area. The landowner believes this zoning designation would ease the transition between managing for forestry and residential use, particularly where Douglas Fir is dying from various root diseases.

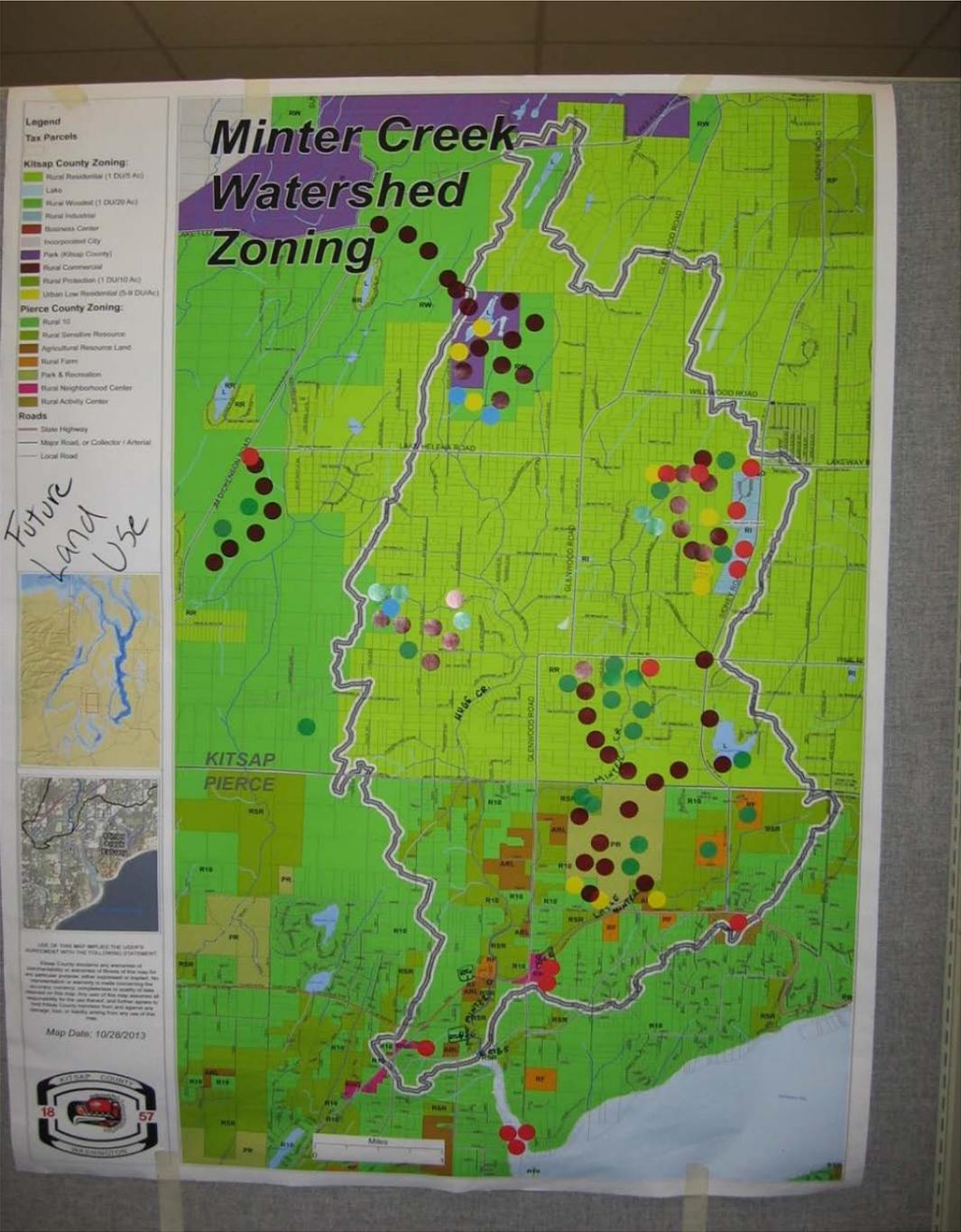
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<sup>12</sup> U.S. Department of Agriculture's Agricultural Marketing Service defines a food hub as: "A business or organization that actively manages the aggregation, distribution, and marketing of source-identified food products primarily from local and regional producers to strengthen their ability to satisfy wholesale, retail, and institutional demand." For more information about food hubs, go to <http://www.ams.usda.gov/AMSv1.0/foodhubs>.

<sup>13</sup> Although such a connector has been generally discussed in the past, there is no current County proposal to move this forward. Challenges would include crossing the headwaters of Minter Creek.

Water Quality

Communication between Kitsap and Pierce County regarding water quality should be formalized.



**Dot colors:**  
 Brown = trails  
 Green = open space/  
 conservation/farms  
 Yellow = parks  
 Red =  
 industrial/commercial  
 Blue = residential

What We Want to See/Future Land Use Map

## 5. Issues and Strategy Options

The Minter Creek Watershed Strategies group spent two meetings: (1) identifying potential future land use conflicts; (2) developing a list of possible strategies to address those conflicts; (3) prioritizing the potential conflicts and strategies; and (4) grouping the conflicts and strategies. The results of that work were used to develop a list of issues and strategy options, and are as follows.

### a. Ability of the counties to work together on land use issues that cross jurisdictional boundaries.

This issue came up several times during the meetings, and was a primary driver for the Counties to participate in this process for the Minter Creek Watershed. The participants from each county appreciated the opportunity to work together on these issues. At the December 11 meeting, the county staff reported that they were already coordinating on the updates to their comprehensive plans and regulations. Strategy options for continuing to work together on land use issues are:

- A communication protocol
- Coordination of water quality testing by Kitsap County Department of Health, Stream Team and Surface Water Management, Pierce County Surface Water Management, and the State Department of Health
- Participation in regional planning efforts
- Education



Discussing Options for Recommendations

**b. Future land use in the Port Orchard Airport area: Additional commercial development may prove difficult if requesting 'big box' and large urban type uses, since this not currently permitted by zoning**

The group was comfortable with keeping the airport functioning, and with some new development around the airport. Concerns were raised regarding conflicts with surrounding residential uses, water quality, and traffic impacts. Possible strategies to address these issues are:

- Buy the land or an easement from the property owner
- Educate and communicate with property owners, community, elected officials, conservation groups
- Scale back the intensity of the plan and take small steps
- Plan for the airport as an incubator for businesses (light industrial zoning designation allows this now)
- Restrict hazardous uses – this is regulated through County Health and Storm Water
- New technology for on-site septic systems
- Develop an airport area plan for the airport properties and to serve neighborhood business:
  - Employment center/ commercial uses to serve neighborhood residents
  - Maintain and keep future commercial development to neighborhood business center/ low intensity/rural commercial uses (no 'big box retail')
- Develop a subarea plan around the airport property - airport area plus some property around it

**c. Future land use conflicts with wildlife**

Participants indicated concerns with the impacts to wildlife in the area of any new development. They recognize that the area will experience some growth, but want to mitigate the impacts to wildlife. Options for strategies to protect wildlife in the area are:

- Educate and encourage landowners to protect and enhance wildlife corridors
- Perform additional studies about needs of wildlife – connectivity of habitat, water quality, etc.
- Combine wildlife corridors with trails
- Determine if stream buffers are sufficient in the counties' critical areas ordinances.
- Use best available habitat information to inform land use decisions
- Update the stream typing maps (Kitsap and Pierce County have begun some of this work)
- Adopt a viable rural wooded incentive plan in Kitsap County<sup>14</sup>

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<sup>14</sup> The Rural Wooded Incentive Program was a program adopted in the Kitsap County 2006 Comprehensive Plan Update, and subsequently appealed to the Central Puget Sound Growth Management Hearings Board, and remanded to the County. The program code was eventually repealed from Kitsap County Code in 2010. The program allowed for increased densities in the rural area, if property was set aside in permanent open space.

**d. Resistance to expansion of commercial areas by conservation or neighborhood groups**

There is concern that any expansion of commercial uses will be opposed by conservation or neighborhood groups. Strategy options to address these concerns are:

- Preserving/creating greenbelts and wildlife corridors (suggest flying over and looking at the area)
- Include food sales in new commercial areas
- Minimize miles of driving by residents through the provision of local services and retail
- Provide mitigation for impacts to green belts and wildlife habitat

**e. Resistance by affected property owners to any change in land use/zoning designations**

Concerns were raised about resistance to change by property owners, as well as the impact of grandfathered uses. Possible strategy options to address these concerns are:

- Buy the land or an easement from the property owners
- Educate and communicate with property owners, community, elected officials, conservation groups
- Scale back the plan and take small steps
- Recognize that site-specific Comp Plan/rezone requests can be made in Kitsap during limited time windows
- Propose a comprehensive plan amendment – 2015 comp plan update in Pierce County and 2016 in Kitsap County
- Preserve/create greenbelts and wildlife corridors (fly over and look at it)
- Include food sales in new commercial areas
- Minimize driving by residents through provision of local services and retail.
- Provide mitigation for impacts
- Manage traffic through existing regulations

**f. More intense residential development and road expansions**

Participants thought more intense development around Wick's Lake and a road expansion connecting Lake Helena Road to Lakeway Boulevard conflicts with the desire for parks and trails in the area. To balance these conflicting desires, the group proposed the following options:

- Plan for residential development and trails together to reduce traffic impacts
- Provide adequate buffers for new development
- Plan for zoning consistent with surrounding parcels
- Make some trade offs – mitigation of development impacts
- Check whether there already is a right-of-way
- Work with the landowner (Alpine Evergreen)
- Do the road expansion and create parks and trails through a master plan

**g. Traffic impacts from small business, agri-tourism, local food production and sales on site vs. a local distribution center for agricultural products**

The group wants to support agriculture in the watershed, but had concerns with the traffic impacts of allowing more activities. Some strategy options are:

- Manage traffic through the existing use regulations
- Provide infrastructure to support agriculture
- Base agricultural zoning on soils, adjacency and existing farms in Pierce County.
- Encourage agricultural clustering

**h. Former Brookside Restaurant (near intersection of SR 302 and 118<sup>th</sup>) site redevelopment could impact nearby critical areas**

Concerns were raised about possible redevelopment of the site of the former Brookside Restaurant, in Pierce County, and the nearby creek. Some possible strategies to address this are:

- Require low impact development (Pierce County – filter strips, rain gardens, and pervious pavement)
- Restrict uses to those with fewer people using water (septic), especially next to the stream – i.e. office, non-food retail
- Shift the commercial zone area away from the stream with new traffic access (politically difficult)
- Help businesses improve water and septic system problems
- Let nature take its course and let the business close as water and septic systems fail

**i. Resistance to change by county commissioners and council**

There were concerns that county elected officials might not want any further recommended change in Minter Creek, especially since Pierce County already has a plan that was adopted after a six-year process. There was a grass roots effort by the community to communicate its own values and vision, resulting in a local investment in the plan process. Some possible strategies to address this are:

- Elect new county officials
- Share the results of this Minter Creek process to inform the comprehensive plan update.
- Provide more communication and input into the comprehensive plan update – and report back to the Minter Creek Watershed Strategies group the results of the comprehensive plan updates.
- Change will result from Minter Creek process recommendations

## 6. Conclusions

While parts of the watershed have experienced some pollution, the overall health of the watershed is high. In Kitsap County, water quality in Minter and Huge Creeks over 2012 was good, with only a few periods of slightly elevated bacteria concentrations. Pierce County also found that water quality is generally good but saw a general rise in fecal coliform bacteria levels at all sites during summer months and occasional spikes in bacteria associated with storm events.<sup>15</sup>

Both counties have designated the area for rural uses, and Pierce County has a portion dedicated for agricultural use. Additionally, both counties have designated some industrial and commercial uses in designated rural centers and the Port Orchard airport area. The group concluded that zoning for rural residential densities and intensities must be retained in order to protect the rural character and water quality for residents, wildlife and the aquatic resources industries. Stream typing to verify existing stream bed location, habitat type and quality is a key step in protection of water quality and riparian habitat.

However, the group also notes some commercial and industrial uses should be allowed to provide local jobs and services to rural residents. Specifically, the group supports retention of the airport with some additional commercial uses to service the community. There is strong consensus for uses that support local agricultural producers.

Trails and wildlife corridors are a high priority for the community. The group requests that the counties coordinate non-motorized transportation planning for trails.

Finally, the group appreciates the Counties' efforts to coordinate through this planning process. The group supports county efforts to continue their communication and coordination with each other and with the community in the next steps in this process, as well as other planning processes.

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<sup>15</sup> See Appendices A and B for water quality reports from Kitsap and Pierce County.

## 7. Action Recommendations

Based on the issues identified, possible options for addressing them, and the conclusions, the group makes the following recommendations to Kitsap and Pierce County regarding the Minter Creek Watershed for consideration in the upcoming comprehensive plan updates and other planning efforts under the Growth Management Act.

### a. Coordinate land use planning

- Establish inter-jurisdictional communication protocols
- Coordinate water quality sampling and data collection
- Coordinate on planning for trails and recreation
- Participate in regional planning
- Support local efforts to communicate community values and vision
- ***Share the results of this process***

### b. Allow commercial services in rural areas

- Keep commercial uses small scale (consistent with existing allowed rural uses, except for Port Orchard airport), but allow them to locate so local residents can minimize driving distances between services
- Require new development to comply with low impact development standards
- Restrict use of hazardous products
- Maintain greenbelts and wildlife corridors
- Improve on-site septic systems
- Communicate with and educate commercial service providers regarding land use impacts to rural and natural areas
- Rely on critical area ordinances to protect sensitive areas and habitat
- Develop a subarea plan for the airport area as an employment center with industrial and commercial uses to serve neighborhood residents, but limit this future commercial development to neighborhood commercial/low intensity/rural commercial uses (i.e., no ‘big box retail store’)

### c. Preserve habitat and open space

- ***Update stream maps***
- Encourage landowners to protect wildlife corridors with incentive programs, such as purchase or transfer of development rights
- Combine corridor protection for wildlife, parks and trails (non-motorized transportation plans)
- Study wildlife needs and review the science to confirm that existing practices for habitat buffers, water quality, and connectivity of habitat are sufficient for protection.
- Revisit the Rural Wooded Incentive Plan in Kitsap County<sup>16</sup>

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<sup>16</sup> See footnote 5.

- Work with large landowners such as Alpine Evergreen to protect habitat, including wildlife corridors outside stream areas
- Plan for residential development near Hunter Road to incorporate trails and habitat protection

**d. Support agriculture**

- Support agri-tourism (including the farm tour), aquaculture, and local food production by allowing local distribution centers, local sales and transportation improvements

**e. Address resistance to changes in land use/Grandfathering**

- Acquire properties or easements on those properties critical for open space or wildlife corridors
- Educate and communicate with property owners, the community, elected officials and conservation groups
- Make incremental changes to comprehensive land use plans that take small steps toward the Minter Creek watershed vision per this report
- Consider comprehensive land use changes that allow local provision of services

## 8. Implementation of Puget Sound Action Agenda

The Puget Sound Action Agenda is a road map that lays out the work needed to achieve an ambitious goal: restoring the health of Puget Sound by 2020. The [2012/2013 Action Agenda](#) identifies key ongoing programs, local priorities for different areas of the Sound and more than 200 specific actions that must be implemented over the next two years to stay on track toward adopted recovery targets. One of these specific actions, or Near Term Actions (NTAs), is NTA A4.1 “to integrate growth, infrastructure, transportation, and conservation planning at sub-regional levels and across jurisdictions.” The Department of Commerce is facilitating this process at the request of Kitsap and Pierce Counties to implement NTA A4.1 in the Minter Creek Watershed.

The Counties believe that growth, infrastructure, transportation and conservation planning at the sub-region of Minter Creek watershed and across county boundaries are critical to water quality protection in the watershed. The work done by the Minter Creek Watershed Strategies group will inform each of the Counties’ decision-making processes as they move forward with updates to their comprehensive plans and regulations under the Growth Management Act (GMA) in the Minter Creek watershed, especially as it relates to managing growth, conserving habitat and wildlife corridors, and protecting water quality.

One of the three key strategies for 2012- 2013 in the Action Agenda is the recovery of shellfish beds. “Shellfish health begins on land through reduction of pollution from rural and agricultural lands and maintenance and repair of failing septic tanks”.<sup>17</sup> Coordinating the stream-typing work will enable both counties to improve key watershed functions for shellfish and drinking water supplies. Recommendations to improve on-site septic systems in the rural area will also benefit shellfish and drinking water. Any new residential or commercial development proposals should include consideration of water quality impacts.

Finally, this work will assist Commerce with NTA A1.2 NTA 1 with respect to identifying barriers to water quality standards and rural lands protection, and developing best practices for other counties that are consistent with Puget Sound protection and recovery targets and with the GMA and Shoreline Management Act.

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<sup>17</sup> 2012/2013 Puget Sound Action Agenda, page ES-5.

## **9. Results Already Realized**

The process has already resulted in better coordination between the counties in developing their work plans for their respective GMA updates – Pierce County due June 2015 and Kitsap County due June 2016.

Kitsap County has worked diligently to find additional capital to allow for stream typing for the Minter Creek Watershed. The County worked with the West Sound Watersheds salmon recovery lead entity to prioritize the Minter Creek watershed for the Wild Fish Conservancy water typing project funded by the Salmon Recovery Funding Board. With those funds, the stream typing work has begun in the Minter Creek watershed in both Kitsap and Pierce County as a result of the work done by this group.

## Appendices

- Appendix A: Burley/Minter Watershed: 2012 Water Quality Monitoring Report, Kitsap Public Health District
- Appendix B: Pierce County Water Quality data
- Appendix C: Meeting summaries

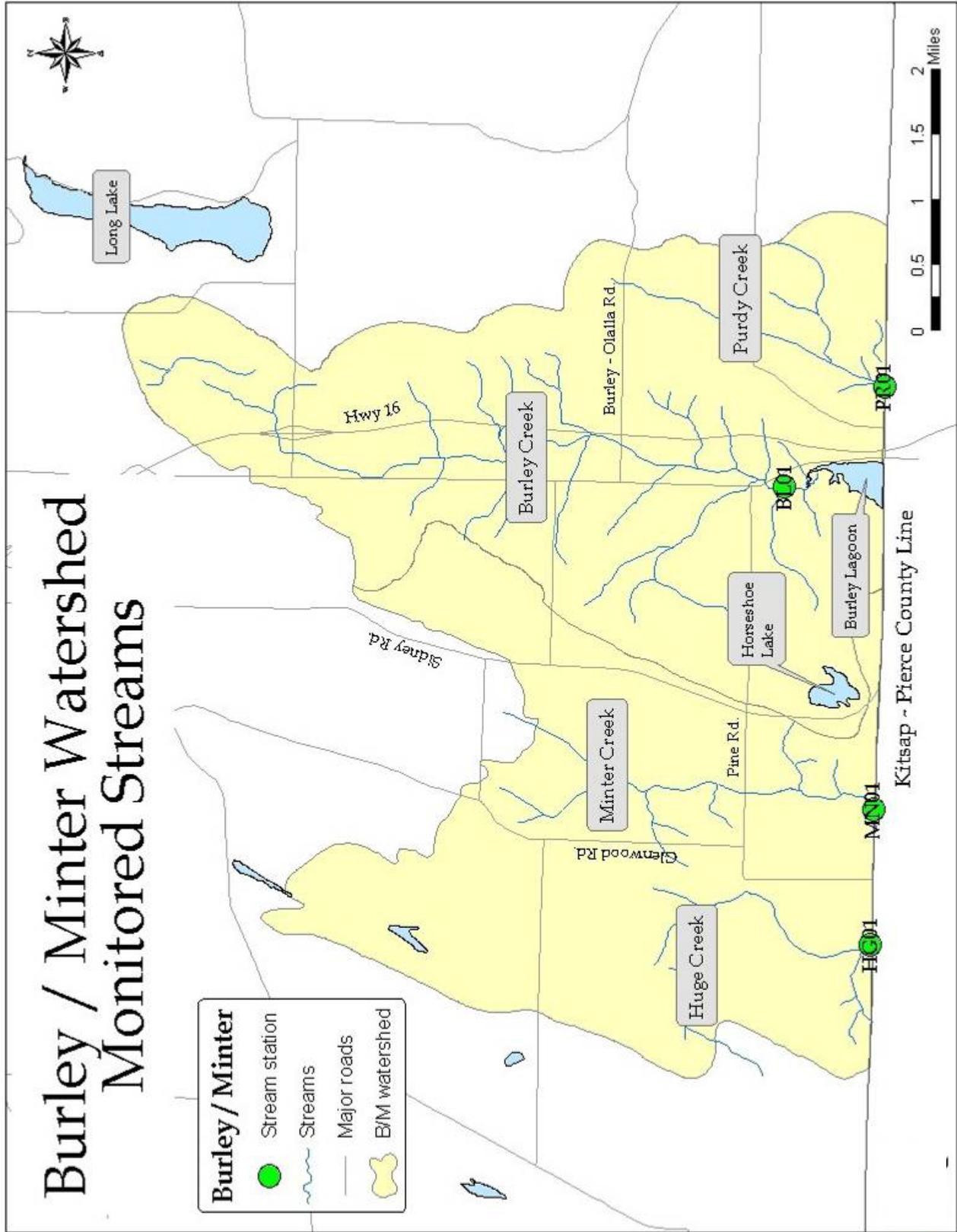
# Appendix A



# **BURLEY / MINTER WATERSHED**

*2012 Water Quality Monitoring Report  
Kitsap Public Health District*

# Burley / Minter Watershed Monitored Streams



# BURLEY / MINTER WATERSHED

The Burley Creek / Minter Creek (B/M) watershed, designated as Extraordinary Primary Contact waters by the State, is located in southern Kitsap County. The Health District began water quality monitoring in this watershed on a regular basis in 1996. There is no marine water located within the Kitsap County portion of the watershed.

## 2012 WATER QUALITY SUMMARY

Waterbody	Long term trend	Short term trend	Meets WQ Standard?	2011 FC Bacteria GMV	2012 FC Bacteria GMV	Health Advisory?
Burley Creek (BL01)	→	→		70	57	No
Huge Creek (HG01)	→	→		29	25	No
Minter Creek (MN01)	↗	→		29	15	No
Purdy Creek (PR01)	→	→		28	15	No

### MONITORED TRIBUTARY STREAM(S) WITHOUT TREND ANALYSIS

- Bear Creek (*tributary to Burley Creek*), The Public Health Advisory issued in 2010 due to pollution has been lifted for 2013 based on improving bacteria levels in the stream.

### WATER QUALITY IMPROVEMENT EFFORTS AND CURRENT STATUS SUMMARY

#### HEALTH DISTRICT WATERSHED PIC PROJECTS

Health District staff have worked on numerous projects over the years to correct bacterial pollution in Burley Creek. This creek drains into Burley Lagoon where shellfish harvesting has been limited by pollution problems, and the area has been identified as a Marine Recovery Area. The ongoing partnership with Tacoma/Pierce County focuses on finding pollution from septic systems or agricultural waste management. During the 2011 and 2012 water years, 151 properties have been inspected, and 13 failing on-site septic systems have been identified and repaired. Although the Bear Creek tributary of Burley Creek has been improving, further work will continue in the area to address pollution in the tributary.

#### WASHINGTON STATE WATER QUALITY ASSESSMENT: LISTED PARAMETER(S) AND CATEGORIES (see page 1-10 for further explanation)

Bear Creek	Dissolved Oxygen (5), Fecal coliform bacteria (4B)
Burley Creek	Dissolved Oxygen (5), Fecal coliform bacteria (4B), pH (2)
Huge Creek	Dissolved Oxygen (5), Fecal coliform bacteria (2)
Minter Creek	Dissolved Oxygen (5), Fecal coliform bacteria (5)
Purdy Creek	Dissolved Oxygen (5), Fecal coliform bacteria (4B)

## SHELLFISH CLASSIFICATIONS

Although not located in Kitsap County, Burley Lagoon receives flow from Burley and Purdy Creeks. The southeast portion of the lagoon is classified *Approved*, the central portion of the lagoon is *Conditional* and the northern area closest to Kitsap County is *Restricted*.

Maps of shellfish closure areas are available on the Washington State [Department of Health Website](#). For specific information on shellfish classifications in Burley Lagoon, see the [most recent report](#) from the State Department of Health.

## INDIVIDUAL STREAM DATA

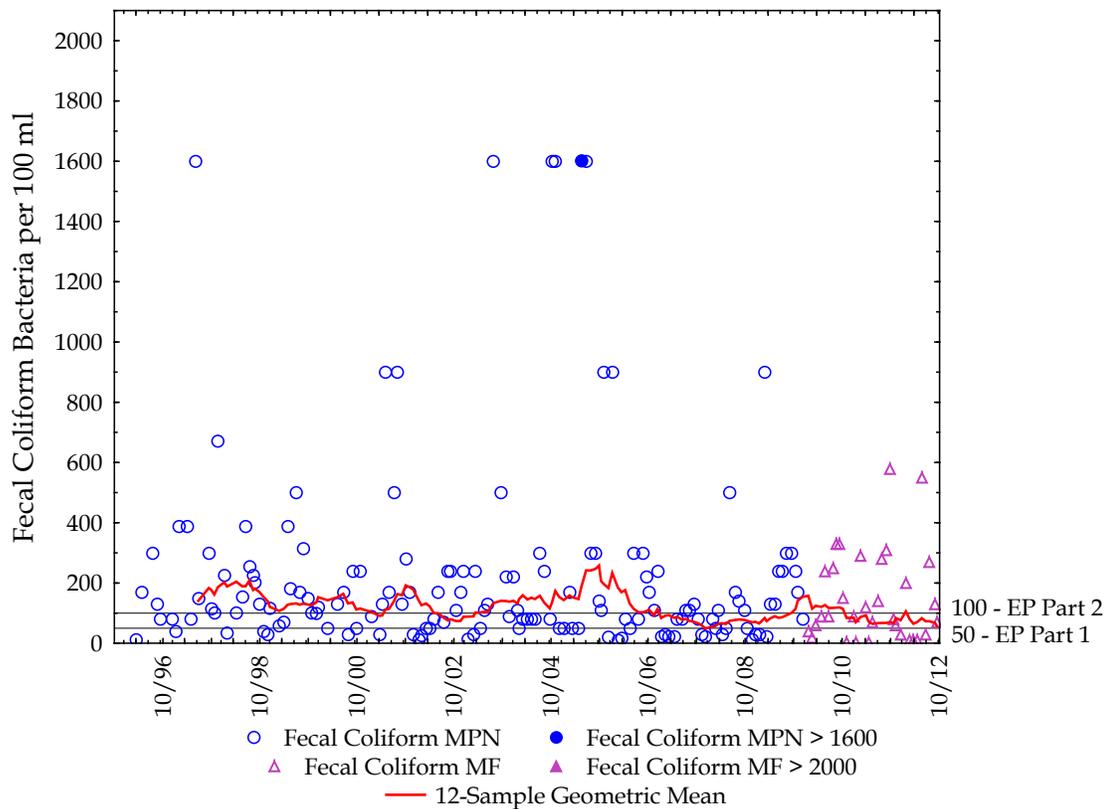
### BURLEY CREEK

Burley Creek originates in wetlands just north of Mullenix Road. The main stem and its tributaries combine for over nine miles of stream corridor. It flows south and discharges into Burley Lagoon near commercial shellfish growing areas in Pierce County. Land use in the Burley Creek drainage is a combination of rural residential and agricultural. Although bacteria levels have dropped since 2005, current water quality is still relatively poor with frequent periods of elevated bacteria. Statistical analysis for the creek shows a **stationary trend**. A tributary stream, Bear Creek, had a public health advisory issued in 2010. After a couple years of clean up efforts, the levels of fecal bacteria have decreased, and the advisory has been **lifted** for 2013.



Burley Creek monitoring station BL01, downstream of the Spruce Road bridge.

### BURLEY CREEK TREND GRAPH



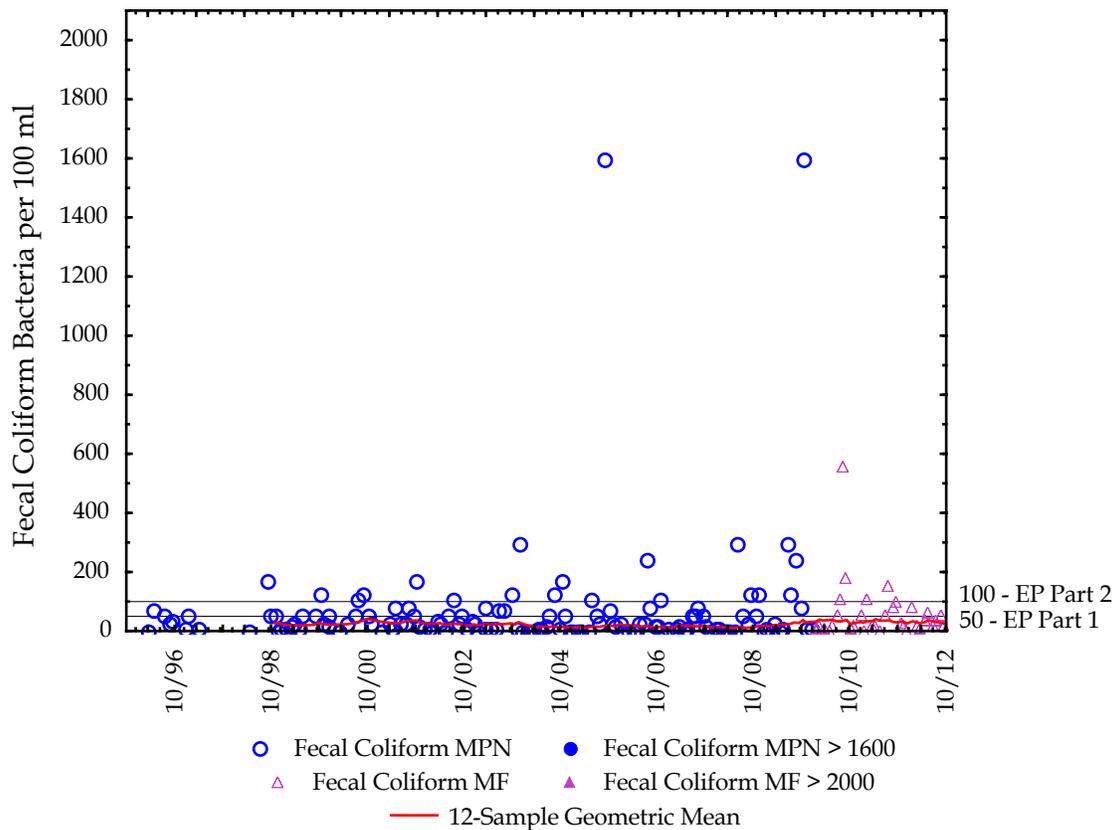
HUGE CREEK

Huge Creek originates north of SW Hunter Road in south Kitsap, flows across the Kitsap/Pierce County line, and discharges into Minter Creek. It is approximately 3.7 miles long. Land use in the Huge Creek drainage is a combination of rural residential and agricultural. Even though the creek periodically has elevated bacteria counts, water quality over the last year has been good. Long term trend analysis for the creek has previously shown an improving trend, and since bacteria levels have stabilized, Huge Creek now has a **stationary trend**.



Monitoring Station HG01 at County Line Road

HUGE CREEK TREND GRAPH



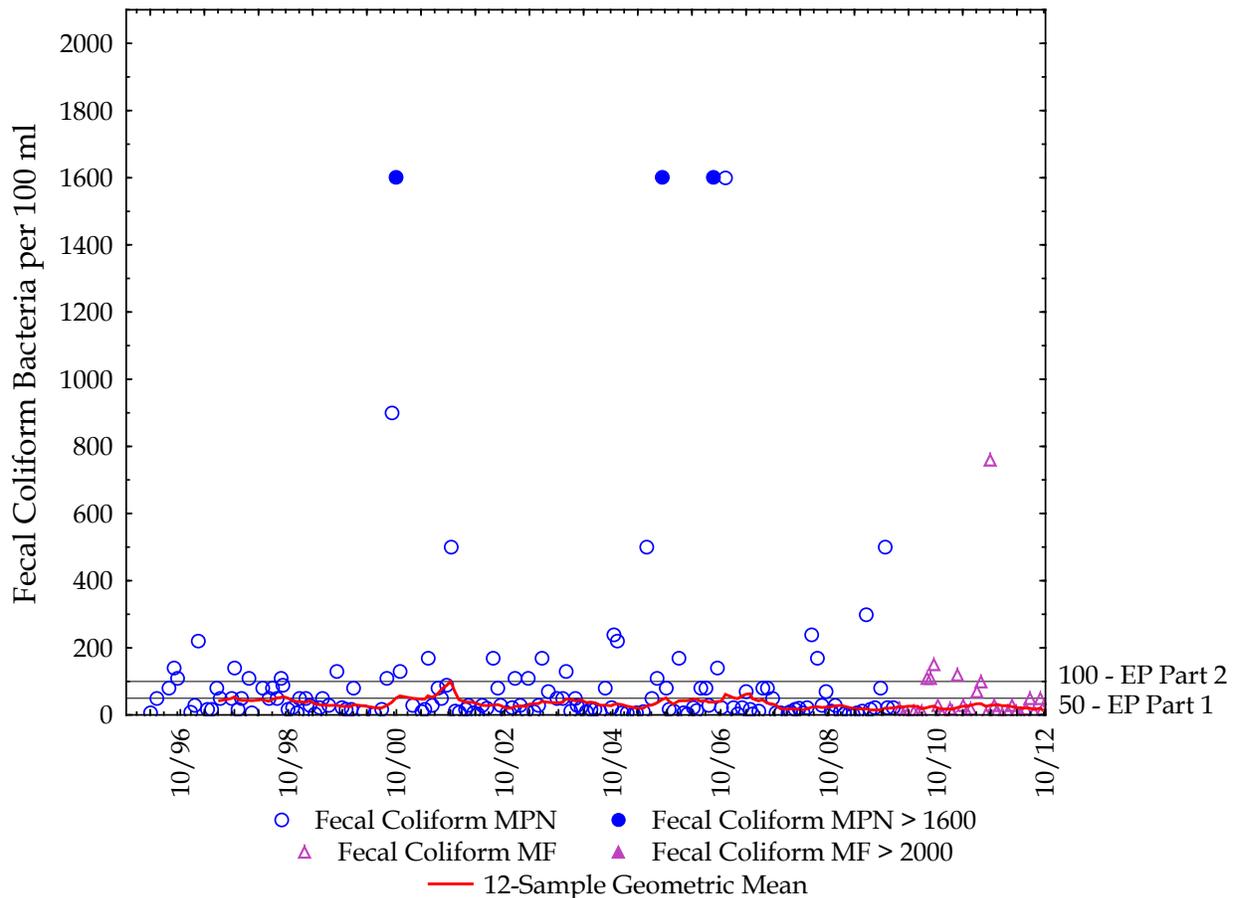
MINTER CREEK

Minter Creek originates north of Minterbrook Road in south Kitsap. The main stem and its two major tributaries, Huge Creek and Little Minter Creek, combine to form over 13 miles of stream corridor. Minter Creek flows south into Pierce County where it discharges into Henderson Bay. Land use in the Minter Creek drainage is a combination of rural residential and agricultural. Water quality over the previous year has been good, with only a few periods of slightly elevated bacteria concentrations. Statistical analysis for the creek shows a long-term **improving trend**.



Minter Creek monitoring station MN01, upstream of Glenwood Road.

MINTER CREEK TREND GRAPH



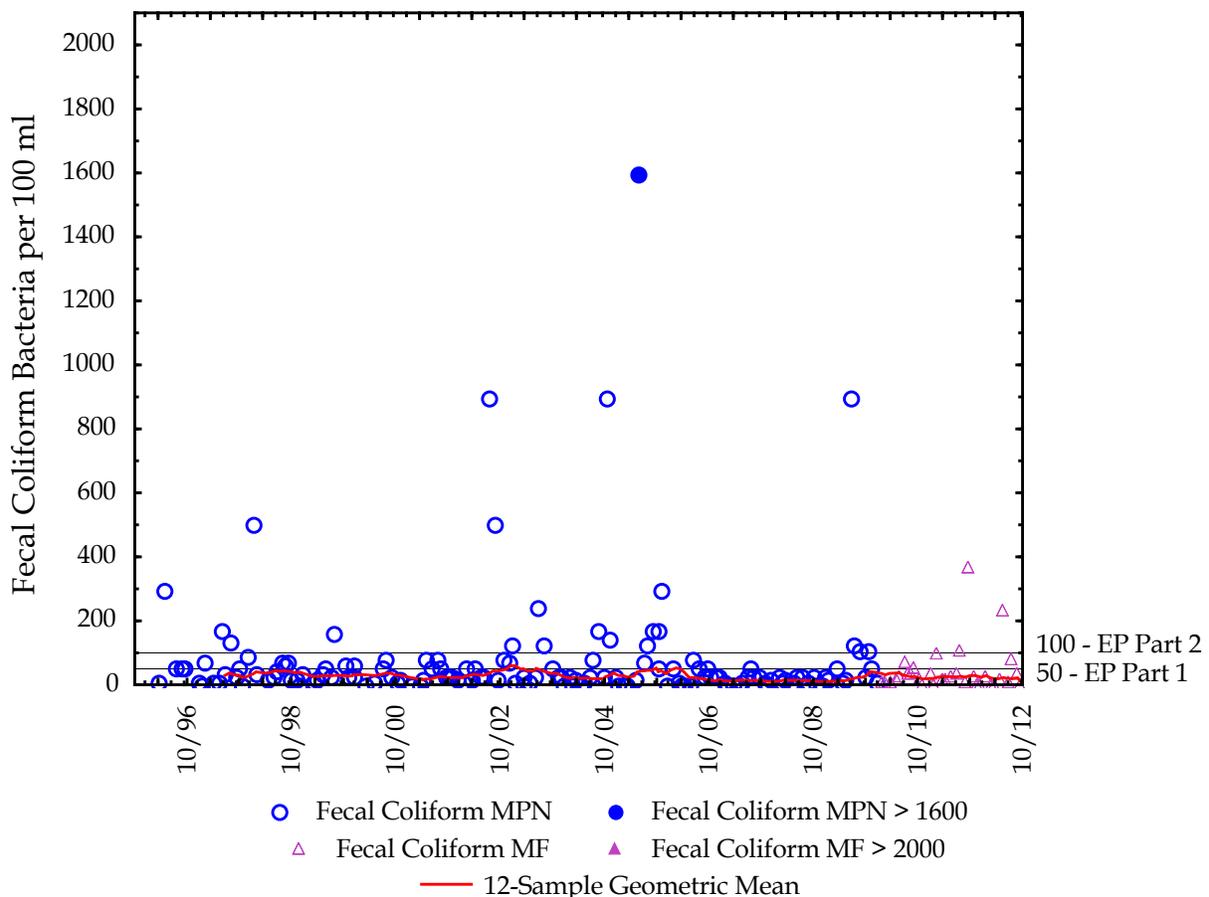
PURDY CREEK

Purdy Creek originates north of SE Burley Olalla Road in south Kitsap. The main stem and its tributaries combine for over 5 miles of stream corridor. The stream flows in a southerly direction, enters Pierce County and discharges into Burley Lagoon near the town of Purdy. Land use in the Purdy Creek drainage is a combination of rural residential and agricultural. Water quality over the last year has been good, but the creek periodically had elevated bacteria counts. Statistical analysis for the creek shows a long-term **stationary trend**.



Purdy Creek monitoring station PR01, upstream of the culvert under 160<sup>th</sup> St.

PURDY CREEK TREND GRAPH



# Appendix B

Pierce County SWM								
Raise the Grade - Minter Creek								
Monitoring Results								
Fecal (CFU/100ml)								
Test Date	RTG1	RTG 2	RTG4	RTG 5	RTG 6	Huge	Little Minter	Minter
19-Mar-12	20	1	5	10	40	15	10	15
12-Apr-12						1	75	45
17-Apr-12	80	20	60	15	135			
9-May-12	10	5	10	65	40	14	10	1
13-Jun-12						103	55	50
27-Jun-12	1	13	50	55	65	38	138	80
26-Jul-12						60	25	65
20-Aug-12	138	260	128	190	80	250	90	85
5-Sep-12	65	10	15	40	50	10	5	25
20-Sep-12	45	55	80	80	45	85	25	1
24-Sep-12						65	45	75
24-Oct-12	65	65	30	70	20	65	45	35
31-Oct-12						178	2300	155
20-Nov-12						600	300	600
10-Dec-12	10	15	17	60	7	30	10	40
18-Dec-12	20	30	65	80	30	30	60	20
30-Jan-13						15	7	1
6-Feb-13	28	7	35	20	17	45	10	20
25-Feb-13	45	25	17	15	15	20	30	17
26-Mar-13	1	5	5	1	10	1	1	10
24-Apr-13	60	15	1250	2000	350	20	1	25
9-May-13				28				
30-May-13	83	55	70	168	79	45	48	83
6-Jun-13	98	80	114		123	198	70	70
12-Jun-13				98		98	35	65
2-Jul-13	100	220	50	40	390	150	110	100
19-Aug-13	50	20	230	30	90	100	220	50
25-Sep-13	10	70	60	200	50	40	40	60



# Appendix C

**Minter Creek Watershed Strategies**  
**Updated Meeting Summary**  
**September 25, 2013**

Attendees: Rollo K. Van Slyke; Roger Gay; Helen Jones, Kitsap Conservation District; Dave Greetham, Kitsap County Community Development; Dean Moergeli, Port Orchard Sand and Gravel; Erin Ewald, Pierce Conservation District; Ty Booth, Pierce County Planning and Land Services; Domoni Glass, Key Peninsula Land Use Advisory Committee; Katrina Knutson, Kitsap County Community Development; Kent Kingman, Minterbrook Oyster Company; Dave Currie; Bob and Sue Nelson; Patti Cummins; Ryan Sandstrom; Rick Sorrels, Key Peninsula News; Judy Austin; Steve Pasco, Greater Peninsula Land Trust; Tom Nevins, West Sound Conservation Council; Anne Schnitzer, Port Orchard Airport; Barbara Ann Smolko, Pierce County Public Works Surface Water Management.

Note about revision: After the meeting, additional comments were received from Nancy Hanson. These comments have been included in the revised notes.

Facilitator: Heather Ballash, Washington State Department of Commerce

The meeting began with a brief explanation of the project and the Counties' purpose in working together on these strategies in the Minter Creek basin.

The participants adopted the following set of ground rules:

- One person speaks at a time.
- Keep comments short so that all may be heard (big ideas/concerns in 30 seconds)
- Respect each other
- No personal attacks
- Stay focused on task and agenda process
- Everyone participates
- No side conversations
- All comments about the topic are valid
- Maintain a parking lot for other topics of concern

Each person then introduced themselves and stated what they like about the Minter Creek as follows:

- Fish and shellfish – salmon and oysters
- People in the area care about the creek
- Iconic – people know the area
- Trails
- Solitude
- Peace and quiet
- Quality of Life
- Salmon in the creek
- Growing trees
- Employment opportunities, including retail space
- Rural lifestyle
- Nature
- Roots and history
- Personal Experiences

- Beautiful
- Good gravel
- Chance to talk
- Conservation opportunities
- Agriculture and forestry
- Recreation

The group then discussed what land uses they would like to see in the next 20 years. They have been grouped in themes as follows:

#### Open space/conservation

- Open space preserved
- Farms
- Trails
- Streams restored, with beds good for spawning
- Parks at Wicks Lake
- Wildlife habitat
- Shellfish still around
- Natural areas
- Clean and clear water for streams, lakes and ground water
- Habitat corridors
- Wildlife passageways/corridors, especially for large animals

#### Economic development

- Commercial development is compact
- Home-based business
- Commercial center for Key Peninsula
- More employment so people can live close to work
- Shellfish business
- Anchor business in the community that is environmentally thoughtful
- Timber company needs to be able to harvest
- Mineral resource lands

#### Managing growth/planning for the community

- Zoning revisited regularly
- Be prepared for growth
- No sprawl
- Grandfathered lots
- Retain the airport, but contain the effects such as noise
- Growth less than one percent
- Keep rural lands
- Short versus long term
- Cluster development
- Subarea plan
- Accurate maps
- Prepare for older residents

- Resolve contractions

#### Environmental protection

- Septic systems upgrade
- Limit clear cutting of trees that disrupt wildlife

#### Infrastructure/Transportation

- Mass transit
- Transportation
- Maintain airport for emergency response

#### County coordination

- Share data

#### Community involvement

- Community is invested in the area and what happens
- Communication with the community happens early and continues

**Next meeting – October 30, 2:00 – 4:00 p.m., location to be determined**

Information for next meeting:

- Bigger maps with more detail on roads and terrain (participants will be asked to be specific about what detail they want)
- Water quality data

**Minter Creek Watershed Strategies  
Meeting Summary  
October 30 and November 7, 2013**

**Attendees on October 30:** Rollo K. Van Slyke; Roger Gay; Helen Jones, Kitsap Conservation District; Dave Greetham, Kitsap County Community Development; Mike Elston; Kent Kingman and Jeremiah Johnson, Minterbrook Oyster Company; Brittany Langdon; Brent Shown; Scott Gallacher; Nancy Hansen; Judy Austin; Patti Cummins; Deb Boulton; Dick Fenton; Barbara Ann Smolko, Pierce County Public Works Surface Water Management; Kathy Peters, Kitsap County, West Sound Watershed Council; Charlotte Garrido, Kitsap County Commissioner.

Facilitators: Heather Ballash and Anne Fritzel, Washington State Department of Commerce

**November 7 meeting:** Anne Schitzer, Dean Moergeli, and Ryan Sandstrom were unable to attend the October 30 meeting. As business owners in the Minter Creek basin, their input was solicited in a follow up meeting on November 7 with Katrina Knutson, Dave Greetham and Heather Ballash. They added dots to the future land use map per the Mapping the Future Exercise described below. Their discussion of the two maps were added to the Want to Change notes.

**September 25 recap**

The meeting began with a review of the September 25, 2013, meeting summary.

**Water Quality Data and Discussion**

Barbara Ann Smolko presented information regarding water quality in Minter Creek. The data has been posted on the Minter Creek web site.

**Mapping the Future Exercise**

The group then did an exercise on two maps, indicating with colored dots what they liked about current land (What We Like Now) use on one map and what future land uses they would like to see on the second map (Future Land Use). Go to maps on the Minter Creek Watershed Strategies web site to view these two maps. Dots indicate as follows:

Brown – trails  
Green – open space/conservation/farms  
Yellow – parks  
Red – industrial/commercial  
Blue - residential

The group then looked at the two maps and had the following discussion, including any conflicts between the two maps. It should be noted that any proposals for trails or parks on private land would require the property owner's agreement or compensation.

Want to keep:

- Both maps show retention of the airport
- Existing zoning (uses and densities) should be retained.
- Keep the Horseshoe Lake golf course.
- Keep 360 park and the trails.
- East of 94<sup>th</sup>, keep farms working and protect them from encroachment.

- Keep Lake Katherine village (Pierce County designated Rural Activity Center at 94<sup>th</sup> and Hwy 302)
- Keep existing commercial development, but don't allow new development because other commercial areas are near.
- Retain shellfish production and the fish hatchery – tourism benefits.
- Retain active timber lands – retains open space values.

#### Want to change:

- West of the airport, group wants to add a park, multi-use trails, a lake at the gravel mine when it is reclaimed, and open space.
- Wicks Lake – want to develop the park with trails, and clean up the garbage.
- West of Horseshoe Lake, want to add new trails to connect with existing trails, including connecting the Horseshoe Lake and golf course trails.
- Counties should have trails that connect between the counties and within the counties.
- Need more communication between the counties regarding trails.
- Keep the commercial areas at 118<sup>th</sup> (Pierce County designated Rural Neighborhood Centers at Hwy 302, and 118<sup>th</sup> and 134<sup>th</sup> streets, respectively), but protect little Minter Creek with low impact development standards for any new development.
- Keep the commercial area at 134<sup>th</sup> and Hwy 302 (Pierce County designated Rural Neighborhood Center), but address stormwater issues.
- Support produce stands for farms.
- Consider outlets for locally produced foods.
- Need more communications regarding water quality between county departments of health, planning and stormwater, and between the counties.
- Within the existing footprint of the airport property, will continue with existing rural industrial zoning uses and will look to obtain a designation of limited area of more intense rural development (LAMIRD) over the whole property. This would include a portion of the acreage as commercial. The landowner's goal is for South Kitsap County residents to live, work and play in their neighborhoods. They want to continue expanding this employment hub, as well as provide services to the local residents. They could also look at the local farmers' business of providing a food hub for them to process their produce to prepare and sell at markets.
- Northwest of the airport, would like to be able to develop current mineral resource land for economic development uses. This would tie in with a potential east-west road corridor connecting Lake Helena to Lakeway.
- Next to Wick's Lake, would like a rezone to rural residential. Stream typing has been done to update the Department of Natural Resources map, and the updates need to be shown on our meeting maps.
- At some time in the future allow more residential in the Hunter Road area. This would ease the transition between timber property and residential, particularly where Douglas Fir is dying from various root diseases .
- At the corner of JM Dickinson Road and Lake Helena Road, would like some level of recreational development / local services allowable.

#### Parking lot issues

- Impacts of Hwy 302 safety improvements in short term
- DOT long term plan for realignment (Puget Sound Regional Council's Destination 2040?)

## Meeting evaluation

### Plus/Liked

- Commissioner Garrido's attendance
- Mutual desires for open space/trails
- Meeting space and refreshments
- Data/facts from Barbara Ann
- Dot exercise got people talking – dialogue
- Counties recognize need for good communication within and between the counties
- Input from parks is good
- Respectfulness of the group

### Need to change

- Invite/have more voices (developers and realtors)
- A working plotter

### **Next steps:**

- Commerce and the Counties will contact the airport owner to obtain her input.
- The Counties and Commerce will develop some options for strategies for the group to consider at the next meeting.
- Group is encouraged to submit strategies to be included in the options to Heather Ballash at [heather.ballash@commerce.wa.gov](mailto:heather.ballash@commerce.wa.gov) by November 5 at 5:00 p.m.

**Next meeting – November 21, 2:00 – 4:00 p.m., Kitsap County Administrative Building, Port Orchard**

### **Information to be provided for next meeting:**

- Pierce County's water quality data for Minter Creek posted to web site – has been posted to the web site.
- Kitsap County's water quality data for Minter Creek
- Undeveloped land/land development potential for Lake Katherine Rural Activity Center and Rural Neighborhood Centers in Pierce County.
- Undeveloped land/land development potential for Port Orchard airport.
- Stormwater runoff/water quality issues with the existing businesses in the Rural Activity and Rural Neighborhood Centers?
- Dennis Oost, Kitsap Trails Planner, and Kitsap County Health Department will be invited to attend.
- Kitsap and Pierce County existing trails and trail plans.
- Any updates from Washington Department of Transportation on Hwy 302.

**Minter Creek Watershed Strategies**  
**Meeting Summary**  
**November 21, 2013**

**Attendees on November 21:** Rollo Van Slyke, Roger Gay, Tom Nevins, David Nash, Helen Jones (Kitsap County Conservation District), Mike Sherman, Doug Wiedemeier (WDFW), Mary Jackson, Dean Moergeli, Ann Schnitzer, Erin Ewald (Pierce County Conservation District), Patti Cummins, Ryan Sandstrom, Rick Sorrels, Judy Austin, Nancy Hansen, Kelly Kingman, Barbara Ann Smolko (Pierce County), Dave Greetham, David Nash and Dennis Oost (Kitsap County).

Facilitators: Heather Ballash and Anne Fritzel, Washington State Department of Commerce.

**Previous meetings recap**

The meeting began with a review of the maps with dots for future land uses created on October 30 and November 7.

**Informational updates**

County staff and Heather Ballash provided the following informational updates to the group:

- Dave Greetham shared the Burley/Minter Watershed 2012 Water Quality Monitoring Report by the Kitsap Public Health District. The report is posted on the Minter Creek Watershed Strategies web site. The 2012 report is also posted on the Kitsap Public Health web site at [http://www.kitsappublichealth.org/environment/water\\_reports.php](http://www.kitsappublichealth.org/environment/water_reports.php). The 2013 report will be posted to that site shortly.
- Barbara Ann Smolko passed around the zoning code list of allowed uses in the Pierce County rural activity center and rural neighborhood centers in Minter Creek watershed.
- Dave Greetham shared an overview of the zoning allowed uses for the Port Orchard airport that is designated Rural Industrial in the County plan. Commercial uses are limited to uses that serve the industrial uses.
- Dennis Oost, discussed the proposed Kitsap County non-motorized trail plan that will be before the Kitsap County Commissioners for potential adoption in December 2013. The plan is at [http://www.kitsapgov.com/boc/Special Projects Division/specialprojects.htm](http://www.kitsapgov.com/boc/Special_Projects_Division/specialprojects.htm) on the Commissioners' special projects web page.
- Heather Ballash provided an update on the Hwy 302 Corridor Study by Washington State Department of Transportation. The Department is awaiting funding to complete the environmental impact statement (EIS) for the project. Once that funding is available, it will be at least a year before the EIS is completed and a preferred alternative selected.

**Potential conflicts – what we like vs. future land uses**

With the additional dots for future land uses from the November 7 meeting, the group spent some more time identifying conflicts between those land uses. They then started to identify possible strategies to address those conflicts. The conflicts and strategies identified are as follows:

<b>Potential conflicts</b>	<b>Strategies for addressing the conflicts</b>
1. Resistance to any change by affected property owners	<ul style="list-style-type: none"> <li>• Buy the land or an easement</li> <li>• Educate and communicate with property owners, community, elected officials, conservation groups</li> <li>• Scale back the plan and take small steps</li> </ul>
2. Resistance to any change by county commissioners and council	<ul style="list-style-type: none"> <li>• Grass roots efforts to communicate own values and vision – local investment</li> <li>• Elect new officials</li> </ul>
3. Resistance to expansion of commercial areas by conservation groups	<ul style="list-style-type: none"> <li>• Preserving/creating greenbelts and wildlife corridors (fly over and look at it)</li> <li>• Include food sales in new commercial areas</li> <li>• Minimize driving through local services/retail</li> <li>• Mitigation for impacts to green belts and wildlife habitat</li> </ul>
4. Wicks Lake – conflict between conserving open space and more intense residential development	<ul style="list-style-type: none"> <li>• Residential and trails together reduces traffic impacts</li> <li>• Adequate buffers for new development</li> </ul>
5. (Former) Brookside Restaurant – conflict between existing use and critical areas ordinance – what will happen if it is purchased and the new owner cannot use it as they would like?	<ul style="list-style-type: none"> <li>• Require low impact development (Pierce County – filter strips, rain gardens, and pervious pavement)</li> <li>• Restrict uses to those with fewer people using water (septic), especially next to the stream – i.e. office, non-food retail</li> <li>• Move the commercially-zoned area away from the stream with new traffic access (politically difficult)</li> </ul>
6. Cannot change grandfathered uses	<ul style="list-style-type: none"> <li>• Site-specific Comp Plan/rezone requests can be made in Kitsap, during limited time windows</li> <li>• Comp plan amendment – 2015 comp plan update in Pierce County and 2016 in Kitsap County</li> </ul>

<p>7. Airport area: change from existing uses to new vision with more commercial development may be difficult</p>	<ul style="list-style-type: none"> <li>• Same as strategy for #1</li> <li>• Airport as incubator for businesses (light industrial zone allows this)</li> <li>• Restrict hazardous uses – this is regulated through County Health and Storm Water</li> <li>• Technology for septics</li> <li>• Subarea plan for the area</li> </ul>
<p>8. Conflict of traffic from small business, agri-tourism, local food production and sales on site vs. a local distribution center</p>	<p>Manage traffic through the existing use regulations</p>
<p>9. Match agricultural taxation and zoning within Pierce County</p>	<p>Match open space taxation to zoning – Pierce County needs to be clear on the process</p>
<p>10. Potential for cottage industry on every residential parcel in Pierce County. Could be impacted by Kitsap grandfathered existing and home-based uses.</p>	<p>Same as strategies for #1, 3 and 8.</p>
<p>11. Road expansion connecting Lake Helena to Lakeway could conflict with desire for parks and trails in the area</p>	<ul style="list-style-type: none"> <li>• Make some trade offs</li> <li>• Check whether there already is a right-of-way (in Destination 2030)</li> <li>• Work with the owner (Alpine Evergreen)</li> <li>• Do the road expansion and create parks and trails through a master plan</li> </ul>
<p>12. Future land use conflicts with wildlife</p>	<ul style="list-style-type: none"> <li>• Educate and encourage landowners to protect and enhance corridors</li> <li>• Do additional studies about needs for wildlife – connectivity, water quality</li> <li>• Combine with trails</li> <li>• Determine if stream buffers are sufficient</li> <li>• Use Washington Department of Fish and Wildlife Priority Habitat and Species information</li> <li>• Update stream typing maps</li> </ul>
<p>13. Water quality with acid/porous soils will be impacted by more septic systems</p>	<p>New technology for wastewater systems</p>
<p>14. Existing culverts in roads and driveways need to be fixed</p>	<p>Department of Natural Resources has a good prioritization system for fixing culverts and restoring habitat, but it is expensive</p>

**Next steps:**

- Meet one more time on December 11 to finish the list of strategies for dealing with possible conflicts, and prioritize the issues and strategies for report to the Counties.
- Draft report for group to review in January 2014.

**Next meeting – December 11, 2:00 – 4:00 p.m., Key Center Fire Station**

**Information to be provided for next meeting:**

- Are community centers allowed in Pierce County's rural activity centers or Kitsap County's rural zoned areas?
- Are there issues with water washing into the creek from the Fire Department activities? Recent violations issued by Ecology?
- Have Pierce County Public Works transportation staff coordinated with Key Pen Parks in developing a trails plan?

**Minter Creek Watershed Strategies**  
**DRAFT Meeting Summary**  
**December 11, 2013**

**Attendees on December 11:** Rollo Van Slyke, Roger Gay, Ryan Sandstrom, Nancy Hansen, Danna Webster, Judy Austin, Brent Shown, Scott Gallacher, Rick Sorrels, Ann Schnitzer, Kent Kingman, Erin Ewald, Barbara Ann Smolko (Pierce County), Dave Greetham and Katrina Knutson (Kitsap County).

Facilitators: Heather Ballash and Anne Fritzel, Washington State Department of Commerce.

**Informational updates**

The following informational updates were provided to the group:

- Community centers are allowed as a conditional use in rural centers in both counties.
- Heather Ballash searched Department of Ecology’s water quality violation web site and could not find any recent violations in Minter Creek.
- Barbara Ann Smolko shared Pierce County maps of the pollution potential index and locations of connection wells with well-head protection areas. Kitsap County has similar maps [Kitsap is working on a link to the maps].
- Scott Gallacher, Key Pen Parks, stated that there has been some coordination with Pierce County Public Works transportation regarding trails, but not in the West end of the peninsula.
- Dave Greetham indicated the stream map update (“water typing”) for Minter watershed appears likely to move forward. This effort may be expanded to include other watersheds on the Key Peninsula.

**Review of potential conflicts/issues**

The group reviewed the list of potential conflicts/issues and strategies. They added some strategies and added one conflict/issue with strategies. They then grouped the conflicts that relate to each other. Finally, they did a dot voting exercise to prioritize conflicts – people had six dots to vote on whether a conflict was a high priority (no more than two per conflict per person) and one dot to vote on whether a conflict is not a priority that should be included in the report to the counties. That work is reflected in the table below. (Note #2 and #3 were reversed from the November 21 notes)

Potential conflicts	Strategies for addressing the conflicts	Level of Priority/Number of votes received
Group A		
1. Resistance to any change by affected property owners	<ul style="list-style-type: none"> <li>• Buy the land or an easement</li> <li>• Educate and communicate with property owners, community, elected officials, conservation groups</li> <li>• Scale back the plan and take small steps</li> </ul>	5 votes high priority
6. Cannot change grandfathered uses	<ul style="list-style-type: none"> <li>• Site-specific Comp Plan/rezone requests can be made in Kitsap, during limited time windows</li> <li>• Comp plan amendment – 2015 comp plan update in Pierce County and 2016 in Kitsap County</li> </ul>	3 votes high priority

<p>10. Could be impacted by potential for cottage industry on every residential parcel in Pierce County, and grandfathered existing and home-based uses in Kitsap County. [Note to the group: this has been revised to provide clarity. If this doesn't clarify the issue correctly, please provide clarification.]</p>	<ul style="list-style-type: none"> <li>• Buy the land or an easement</li> <li>• Educate and communicate with property owners, community, elected officials, conservation groups</li> <li>• Scale back the plan and take small steps</li> <li>• Preserving/creating greenbelts and wildlife corridors (fly over and look at it)</li> <li>• Include food sales in new commercial areas</li> <li>• Minimize driving through local services/retail</li> <li>• Mitigation for impacts</li> <li>• Manage traffic through the existing use regulations</li> </ul>	<p>4 votes high priority</p>
<p>Group B</p>		
<p>8. Conflict of traffic from small business, agri-tourism, local food production and sales on site vs. a local distribution center</p>	<ul style="list-style-type: none"> <li>• Manage traffic through the existing use regulations</li> <li>• Provide infrastructure to support agriculture</li> </ul>	<p>2 votes high priority 1 vote not a priority</p>
<p>9. Match agricultural taxation and zoning within Pierce County [Note: this would be a problem in Kitsap County]</p>	<ul style="list-style-type: none"> <li>• Match open space taxation to zoning</li> <li>• Pierce County needs to be clear on the process (now based on application – soils/yield)</li> <li>• Encourage agricultural clustering</li> </ul>	<p>4 votes high priority</p>
<p>Group C</p>		
<p>5. Former Brookside Restaurant (rural activity center) – conflict between existing use and critical areas ordinance – what will happen if it is purchased and the new owner cannot use it as they would like? Note: is in designated open space corridor</p>	<ul style="list-style-type: none"> <li>• Require low impact development (Pierce County – filter strips, rain gardens, and pervious pavement</li> <li>• Restrict uses to those with fewer people using water (septic), especially next to the stream – i.e. office, non-food retail</li> <li>• Move the commercially-zoned area away from the stream with new traffic access (politically difficult)</li> <li>• Help businesses improve water and septic system problems</li> <li>• Let nature/business close as water and septic systems fail.</li> </ul>	<p>3 votes high priority 2 votes not a priority</p>

<p>2 (formerly #3). Resistance to expansion of commercial areas by conservation groups or neighborhood groups</p>	<ul style="list-style-type: none"> <li>• Preserving/creating greenbelts and wildlife corridors (fly over and look at it)</li> <li>• Include food sales in new commercial areas</li> <li>• Minimize driving through local services/retail</li> <li>• Mitigation for impacts to green belts and wildlife habitat</li> </ul>	<p>7 votes high priority</p>
<p>7. Airport area: Additional commercial development may prove difficult if requesting 'big box' and large urban type uses, since this is not currently permitted by zoning</p>	<ul style="list-style-type: none"> <li>• Buy the land or an easement</li> <li>• Educate and communicate with property owners, community, elected officials, conservation groups</li> <li>• Scale back intensity of the plan and take small steps</li> <li>• Airport as incubator for businesses (light industrial zone allows this)</li> <li>• Restrict hazardous uses – this is regulated through County Health and Storm Water</li> <li>• Technology for septic</li> <li>• Airport area plan for the airport; employment center/ commercial uses to serve neighborhood residents; maintain and keep future commercial development to low intensity/rural commercial uses (no 'big box')</li> <li>• Subarea plan around airport property (airport area plus some property around it)</li> </ul>	<p>11 votes high priority</p>
<p>Group D</p>		
<p>12. Future land use conflicts with wildlife</p>	<ul style="list-style-type: none"> <li>• Educate and encourage landowners to protect and enhance corridors</li> <li>• Do additional studies about needs for wildlife – connectivity, water quality</li> <li>• Combine with trails</li> <li>• Determine if stream buffers are sufficient</li> <li>• Use Washington Department of Fish and Wildlife Priority Habitat and Species information</li> <li>• Update stream typing maps (in process)</li> <li>• Adopt a viable rural wooded</li> </ul>	<p>9 votes high priority</p>

	incentive plan in Kitsap County	
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Group E		
4. Wicks Lake – conflict between conserving open space and more intense residential development	<ul style="list-style-type: none"> <li>Residential and trails together reduces traffic impacts</li> <li>Adequate buffers for new development</li> <li>Consistent zoning with surrounding parcels</li> </ul>	4 votes high priority
11. Road expansion connecting Lake Helena to Lakeway could conflict with desire for parks and trails in the area	<ul style="list-style-type: none"> <li>Make some trade offs (mitigation)</li> <li>Check whether there already is a right-of-way (in VISION 2040)</li> <li>Work with the owner (Alpine Evergreen)</li> <li>Do the road expansion and create parks and trails through a master plan</li> </ul>	2 votes high priority
Group F		
13. Ability of counties to work together on land use issues that cross jurisdictional boundaries	<ul style="list-style-type: none"> <li>Communication protocol</li> <li>Coordination of water quality testing: Kitsap DOH and Stream Team (Surface Water Management?); Pierce Surface Management; State Department of Health</li> <li>Participate in regional planning</li> <li>Educate</li> </ul>	11 votes high priority
3 (formerly #2). Resistance to change by county commissioners and council - inertia of “status quo” and fact that a plan was adopted after a six-year process in Pierce County	<ul style="list-style-type: none"> <li>Grass roots efforts to communicate own values and vision – local investment in a process</li> <li>Elect new officials</li> <li>Share results to inform comprehensive plan update (this process)</li> <li>More communication/input to the comprehensive plan (Come back to the Minter Creek Watershed Strategies group with comprehensive plan updates)</li> <li>Change = Minter Creek process recommendations</li> </ul>	1 vote high priority Concerns expressed about including this in the report as a conflict

**Next steps:** Draft report to the counties for group to review at the next meeting.

**Next meeting – January 29, 2:00 – 4:00 p.m., Key Center Fire Station**