



City of Port Orchard, WA

Ruby Creek Subarea Plan

September 2, 2020

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Disclaimer:

The user of this Plan should be aware that although the City has taken great care to use the most current mapping and environmental data available to produce the information contained herein, the maps, illustrations and calculations of potential critical areas, buildable areas and redevelopment potential are based on existing data sources, not on field surveys. This Plan and its contents are provided for planning purposes only, and cannot substitute for field surveys to determine the locations of critical areas or buffers, to determine critical areas typing or classification, or the development potential of any parcel.

Chapter 1. Introduction.

In 2016, the City of Port Orchard completed its periodic update to the Comprehensive Plan. This 2016 Plan included for the first time, a “centers” approach to planning (See section 2.7 of the Port Orchard Comprehensive Plan). The centers approach to planning is provided in Vision 2050, the regional plan completed by the Puget Sound Regional Council, and in the Countywide Planning Policies adopted by all jurisdictions in Kitsap County. In 2016, Port Orchard identified center locations, but did not have the resources to complete subarea plans at that time, and instead identified goals for subarea planning to be completed in the future. This plan is the result of that goal.

In late 2019, Port Orchard set out to complete a subarea plan for the area located near the intersection of Sidney Road SW and SW Sedgwick Road. At the time that the planning work began, this neighborhood did not have a name or much of an identity. The name “Ruby Creek Neighborhood” was selected to highlight a significant environmental feature located in the neighborhood. Ruby Creek is a major tributary to Blackjack Creek and has been the focus of significant habitat restoration projects just outside of the City limits in Kitsap County. Highlighting the name of this stream in the neighborhood name will have the effect of raising awareness of this sensitive environmental feature, and was chosen as a way of ensuring that future residents, businesses, and developers are conscious of their surroundings and can be good stewards of the environment.

This plan was also developed during the unprecedented challenges presented by the coronavirus pandemic. Public outreach was initiated in the weeks before large parts of the nation were closed to prevent the spread of the virus, including Kitsap County and Port Orchard. This resulted in the cancellation of the City’s plans to conduct in person workshops with neighborhood residents and property owners. The City has instead relied on online surveys and public hearings before the Planning Commission that were held remotely.

The City hired a consultant to help explore design alternatives for the subarea. Due to the critical area constraints found in the neighborhood, these alternatives contained only small differences. The main variable considered in the subarea plan was whether to locate a Kitsap Transit park and ride facility within the neighborhood. This variable was prompted by a parallel study being conducted by consultants hired by Kitsap Transit to identify possible sites for park and ride facilities in the South Kitsap area. The alternatives considered are as follows:

1. Concept 1: Mixed use neighborhood with no park and ride facility.
2. Concept 2: Mixed use neighborhood with park and ride facility on the east side of Sidney.
3. Concept 3: Mixed use neighborhood with park and ride facility on the west side of Sidney.

Ultimately, the Kitsap Transit study eliminated Concept 3 early in their analysis due to critical area and space constraints. The preferred alternative selected here was a hybrid between Concepts 1 and 2. The preferred alternative preserved the mixed use feel of the Sidney Road SW corridor while allowing for flexibility in areas further to the east along Sidney Road SW. This flexibility meant that under the plan framework, either apartments, commercial uses, mixed uses, or a park and ride facility would be permissible in areas located in the neighborhood core but off the Sidney Road SW “Main Street”.

Chapter 2. Vision and Preferred Alternative.

2.1 Vision. The Ruby Creek Neighborhood is a thriving and attractive walkable neighborhood with easy access to goods and services, a variety of housing types, and convenient access to employment via Kitsap Transit and its proximity to SR-16 and SR-160. Residents can walk to the neighborhood grocery store, restaurants, and businesses providing other goods and services, as well as to Sidney Glen Elementary School and Cedar Heights Middle School. The Ruby Creek central business district consists of walkable shopfronts along Sidney Ave SW. Natural environmental features and park and recreation amenities along Ruby Creek and Blackjack Creek along with this central business district form the heart of the neighborhood. Bicycle paths run through the neighborhood and connect to other areas of the City.

2.2 Preferred Alternative. The preferred alternative requires the development of storefronts along Sidney Road SW but allows the development of a Kitsap Transit park and ride to the east of the neighborhood core in lieu of apartments or commercial development. A park and ride concept is shown in Figure 4. This park and ride facility would reduce the population capacity for the neighborhood slightly, but would help drive economic activity in the neighborhood at certain times of the day, would reduce the traffic impacts resulting from plan implementation, and would provide for the sharing of parking facilities for the proposed public park and for residential units which would likely have peak parking demands (nights and weekends) which differ from those of commuters (weekdays). In the following sections of the plan, the subarea is broken into 3 parts for discussion: the neighborhood core in the center of the neighborhood, the north end (north of Ruby Creek), and the Sidney/Sedgwick crossroads (south end).

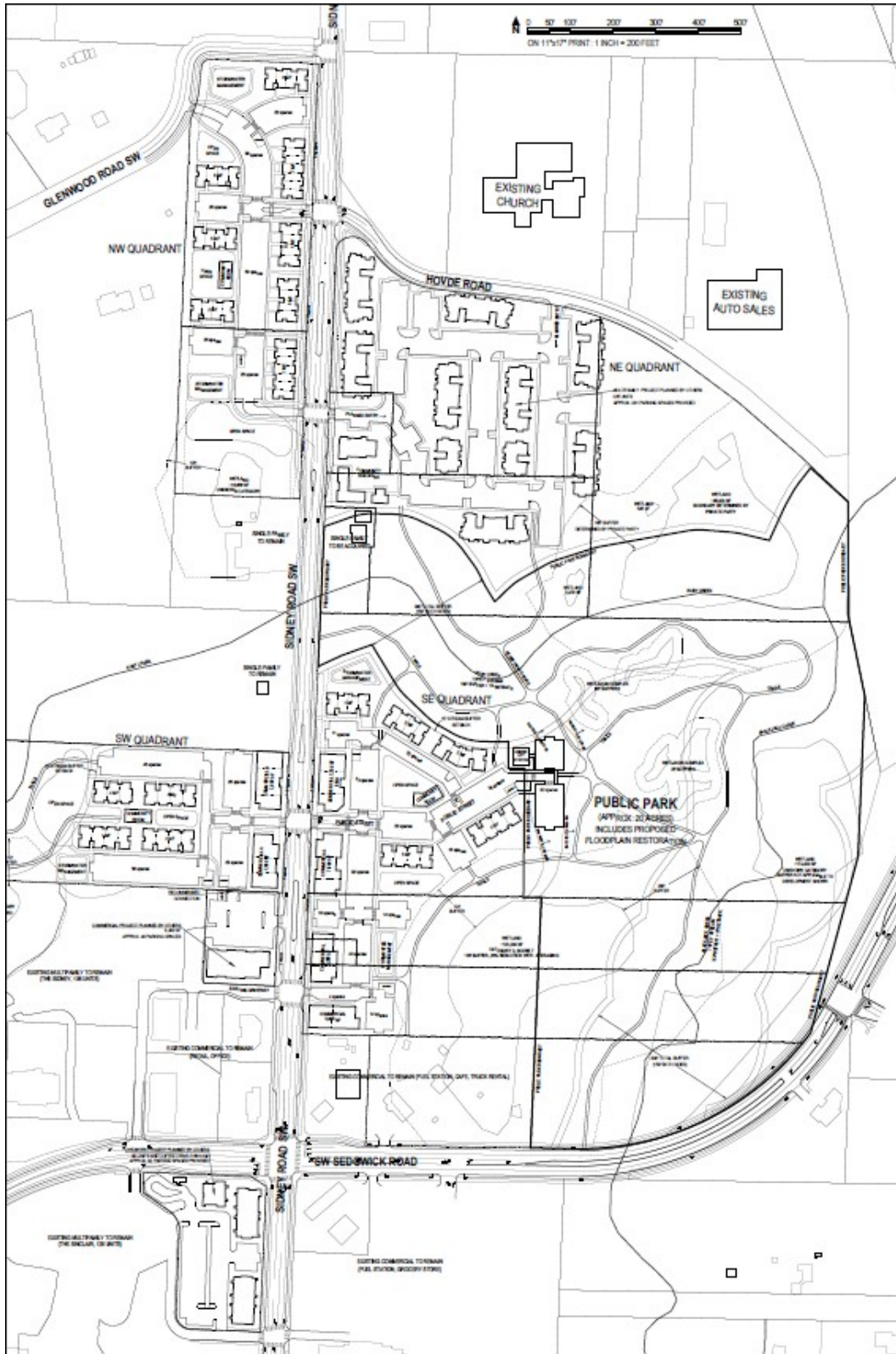


Figure 1: Preferred Alternative Ruby Creek Neighborhood.

2.3 Neighborhood Core. The preferred alternative seeks to develop a new neighborhood core along Sidney Road SW. The center of the neighborhood is located approximately halfway between Ruby Creek and SW Sedgwick Road, and is marked by a new intersection that provides access to properties on the east and west of Sidney Road SW. The buildings near this intersection consist of single-story shopfront and mixed-use shopfront building types, with storefronts that face Sidney Road SW. Off-street parking and secondary access to ground floor shopfronts is provided to the rear of these buildings, out of sight from Sidney Road SW. Sidney Road SW is characterized by wide pedestrian oriented sidewalks, street trees and on-street parking. The center of the neighborhood has a small-town downtown feel. To the west of this new intersection, access is provided to new commercial and/or residential development. To the east of this development, flexibility is provided to allow either commercial and/or residential development, or a park and ride facility. The center of the neighborhood is also anchored by a new public park that has helped to enhance the natural amenities provided by Blackjack and Ruby Creeks. This new park has provided restoration of habitat, informational and educational opportunities, and opportunities for low impact recreation.



Figure 2: The heart of the Ruby Creek Neighborhood as seen from the southwest.

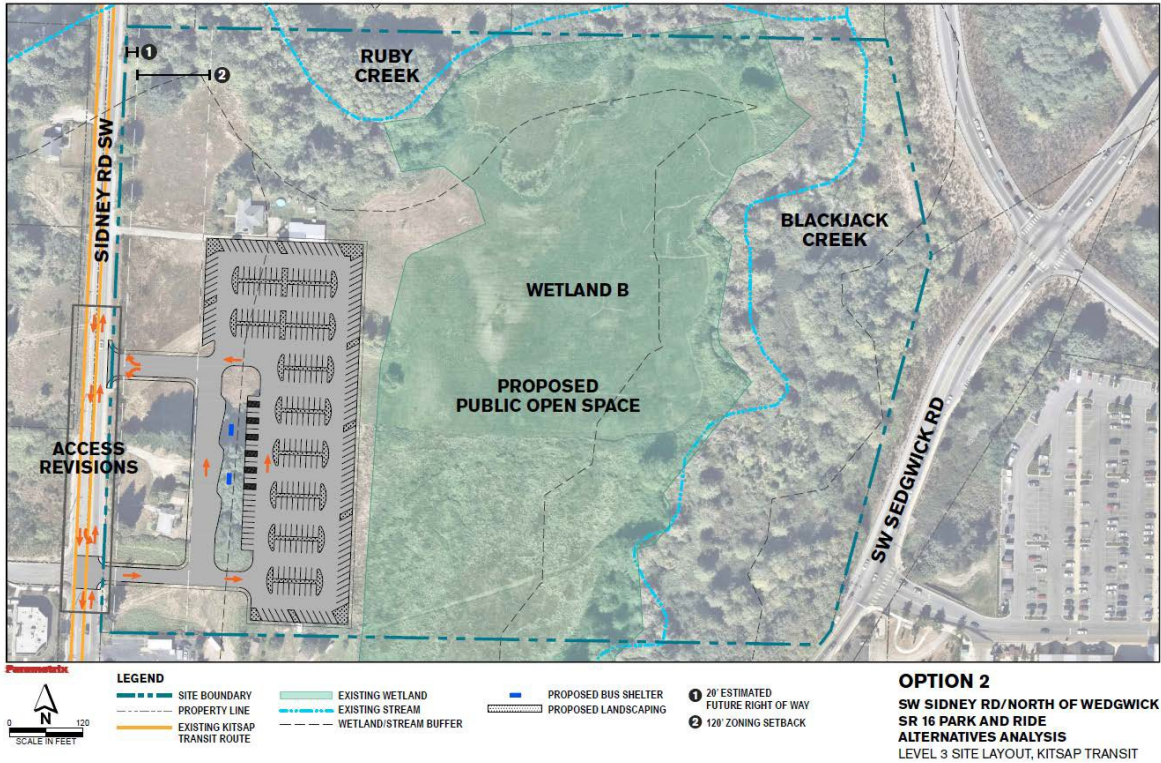


Figure 3: Neighborhood Center Park and Ride Alternative. This alternative preserves Downtown Mixed Use (DMU) zoned development pads along Sidney to ensure storefront development.



Figure 4: Neighborhood Center Site Plan Illustration. This illustration does not include a possible park and ride facility located to the east of the Sidney Road SW storefronts.

2.4 North End. To the north of the neighborhood core is a residential area characterized by landscaping along the street, sidewalks, bicycle lanes, landscape islands in the street, and street trees. Although mixed use commercial development is permitted along this section of Sidney Road SW, it is seen as less viable due to the distance from SW Sedgwick Road and because it is separated from the commercial neighborhood core by Ruby Creek and its large protective buffers. Apartment development is permissible and anticipated in these locations. Sidewalks and bicycle lanes now connect this neighborhood to the Sidney Glen Elementary School, the Little League fields, and places of worship located to the north of the neighborhood, as well as to the commercial core to the south which includes the neighborhood’s main grocery store. These new residents can utilize transit service in the corridor for access to jobs throughout the region. Walking paths along Ruby Creek allow for recreation and access to a new city park.



Figure 5: The north end of the Ruby Creek Neighborhood as seen from the northwest.



Figure 6: North End Site Plan Illustration.

2.5 Sidney/Sedgwick Crossroads. The area near the crossroads of SW Sedgwick Road and Sidney Road SW is already characterized by significant development. There is a large grocery store, two gas stations, restaurants, shopping, and apartments in this area. One vacant development pad remains at this intersection. At this location, the City seeks the development of mixed-use shopfront buildings, or live work ground floor units in an apartment building, to help make the area feel more urban. Parking for this pad is provided behind these buildings and out of view of the intersection. In addition, the project has provided public amenity spaces near the prominent street corner at this intersection. Other properties in the neighborhood may eventually develop, but redevelopment is not expected in the near term.



Figure 7: The south end of the Ruby Creek Neighborhood as seen from the northeast, showing the crossroads of Sidney Road SW and SW Sedgwick Road.



Figure 8: South End (Sidney Road SW and SW Sedgwick Road) Site Plan Illustration.

2.6 Centers. Countywide Center – PSRC Criteria

The Ruby Creek Neighborhood Center is planned as a Countywide Center as described in the Puget Sound Regional Council Regional Centers Framework. As a designated Countywide Center, the Ruby Creek Neighborhood:

1. Is a local priority for investment. This plan includes transportation, water, sewer, stormwater, electrical, and park projects to support center development.
2. Is planned for more than 10 activity units (jobs + housing units) per acre. The center is planned to include 14.82 activity units per acre.
3. Is planned for a mix of residential and employment uses. The center is planned to consist of 73% residential and 27% commercial at full buildout.
4. Has capacity for additional growth. The center has capacity for an estimated 1,352 additional persons and 281 additional jobs at full build out.
5. The center supports multimodal transportation (including pedestrians, bicycles, transit, and automobiles).

Chapter 3. Land Use

3.1 Introduction. The Ruby Creek Neighborhood is located near the intersection of Sidney Road SW and SW Sedgwick Road. Its boundaries are generally SR-16/Blackjack Creek to the east, Birch Road to the north, the City limits to the south, and a critical area complex to the west. The center is primarily designated as Commercial on the Comprehensive Plan land use map and contains commercial heavy (CH), Commercial Corridor (CC), Commercial Mixed Use (CMU), Downtown Mixed Use (DMU), and Greenbelt (GB) zones. The area is also subject to overlay district regulations which aim to implement the preferred alternative as depicted in the maps and figures in Chapter 2.

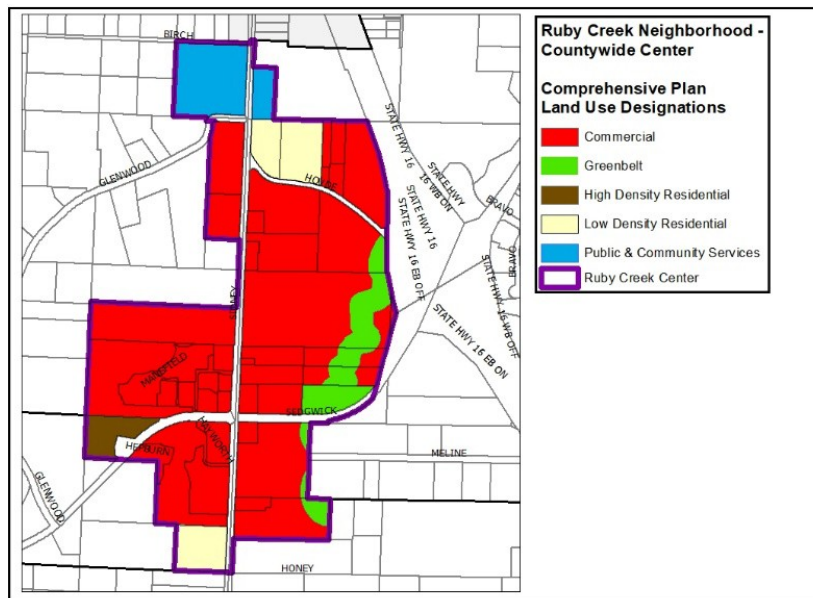


Figure 9: The Comprehensive Plan Land Use Designations for the Ruby Creek Center.

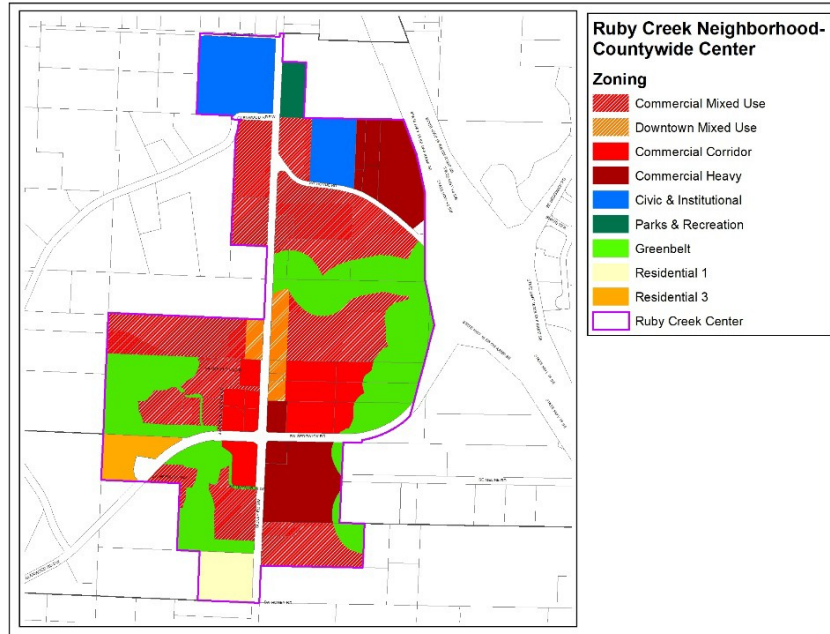


Figure 10: The Zoning Designations for the Ruby Creek Center.

As of the writing of this plan, there is an abundance of vacant and underutilized land within the center. Vacant and underutilized parcels are either zoned DMU, CMU or CC, depending on whether apartments are permitted outright in the absence of a commercial component within future buildings, and depending on the percentage of lot frontage along Sidney Road SW intended to be storefronts. The CMU zone allows apartments as a building type under POMC 20.32, whereas the CC and DMU zones do not. It is anticipated that large areas of the CMU zone will develop as apartments; however, commercial retail type uses are allowed and if constructed would be most likely to locate along the Sidney Road SW street frontage. The CC and DMU properties are intended for a “main street” development pattern, and have strict build-to-zone requirements to ensure that the Sidney Road SW corridor is developed with storefronts that are located close to the street. The DMU zone requires a higher percentage of the Sidney Road frontage to contain buildings, as compared to the CC zone. The GB zone is only applied along the streams, dedicated open space, and areas encumbered by flood plains.

3.2 Ruby Creek Center Land Area and Development Potential. The Ruby Creek Neighborhood measures 166.45 acres in land area. Of these 165.45 acres, critical areas (including wetlands and flood plains) associated with Blackjack Creek and Ruby Creek occupy approximately 52 acres, leaving approximately 70 acres of developed land and 45 acres of vacant or underutilized land.

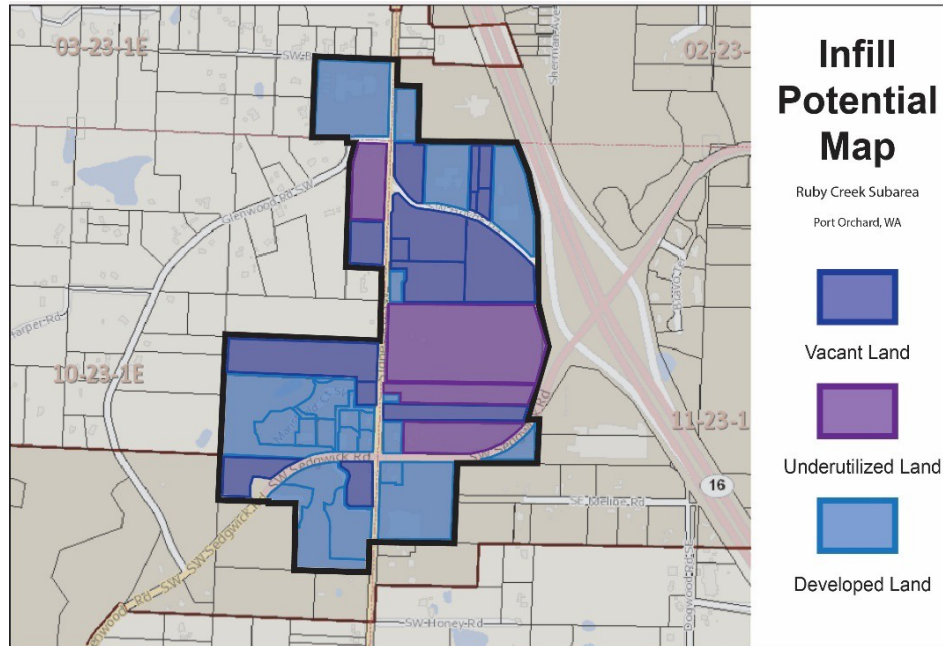


Figure 11: Infill Potential Map.

To further illustrate development potential in the Ruby Creek Neighborhood, the map below (Figure 12) has combined potential critical areas and zoning to illustrate how much land area is available for redevelopment. The vacant and underutilized parcels have been assigned letter designations based on current ownership groupings. Later in this plan, these letters as shown on this map will help to show the land capacity within the center for both employment and population. This map is not based on site visits or a critical areas delineation, and reporting and actual development potential may be more or less than what is shown here. In addition, the City’s critical areas code can allow buffer reductions through a variance, provided that these reductions are mitigated. Likewise, flood plain development requires flood elevation certificates to be prepared by a surveyor to certify that buildings are elevated to reduce flooding risk. The true development potential for any of these sites cannot be determined without preparing a critical areas report that meets the standards of the Port Orchard Municipal Code.

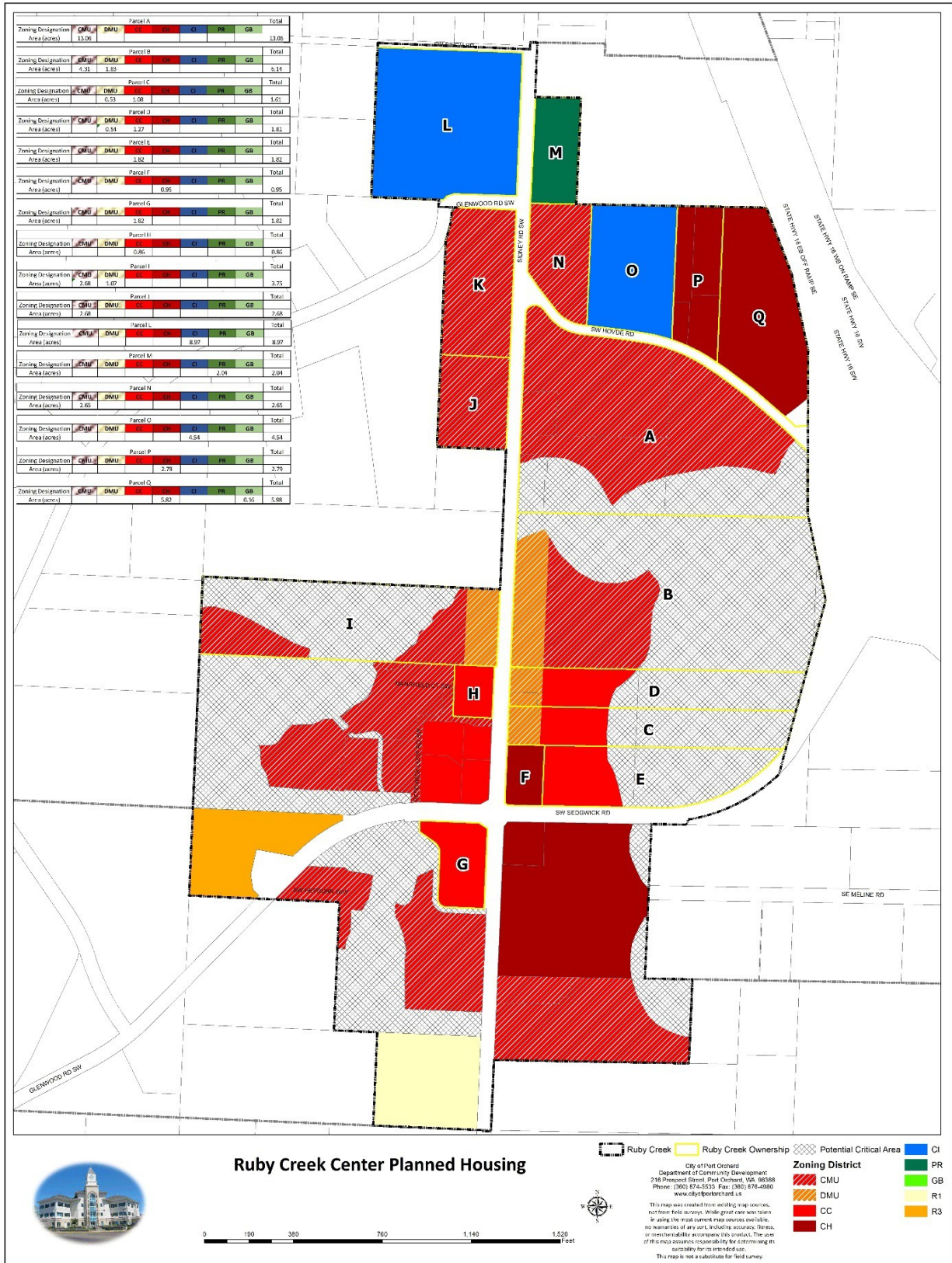


Figure 12: Estimated Developable Land Map.

3.3 Population and Employment.

As of June 24, 2020, the Ruby Creek Neighborhood contained 464 residents and 371 jobs. This equates to 5 activity units per acre under the PSRC Regional Centers Framework. Current population is accommodated in 232 existing apartments and 8 existing houses within the center. Current employment is provided in approximately 213,638 existing square feet of commercial space. The plan envisions adding 647 additional housing units and 100,400 additional square feet of commercial space. The expected future level of activity units equates to 14.82 activity units per acre, above the PSRC threshold of 10 activity units per acre.

$$(1,816 \text{ persons} + 652 \text{ jobs}) / 166.45 \text{ acres} = 14.82 \text{ activity units per acre}$$

Ruby Creek Center Population and Employment Capacity: With approximately 45 acres of vacant and underutilized, and unencumbered (critical area free) land remaining in the neighborhood, it is estimated that the total population and employment capacity in the center is 1,816 persons and 652 jobs. Actual growth will vary depending on a variety of factors, including whether the DMU and CC zones develop with single story shopfront buildings vs. mixed-use shop front buildings, and whether a park and ride facility occupies some of the land within the center.

Table 1: Activity Units – Population and Employment – Existing and Future	
Existing Population	464
Planned Population	1352
Total Population at Build Out	1816
Existing Employment	371
Planned Employment	281
Total Employment at Build Out	652
Existing % Activity Units Dedicated to Housing	56%
Planned % Activity Units Dedicated to Housing	73%

3.4 Land Use Goals for the Ruby Creek Neighborhood Center (these goals are in addition to existing goals found in other sections of the Comprehensive Plan):

Goal LU-1: Accommodate enough residential development in the Ruby Creek Countywide Center to ensure a thriving business district.

Policy LU-1: Allowed uses, building types, and height limits should accommodate at least 1,800 residents in the Ruby Creek Countywide Center.

Goal LU-2: Encourage the development of a Ruby Creek Central Business District along Sidney Ave SW, between SW Sedgwick Road and the Ruby Creek stream buffer.

Policy LU-2: Provide storefront uses on the ground floor in the form of a “Main Street” along Sidney Ave SW, between SW Sedgwick Road and Ruby Creek. Regulations for the Ruby Creek District shall ensure that buildings line the street without landscape setbacks and with pedestrian entrances oriented towards the street as shown in Figure 13 below:

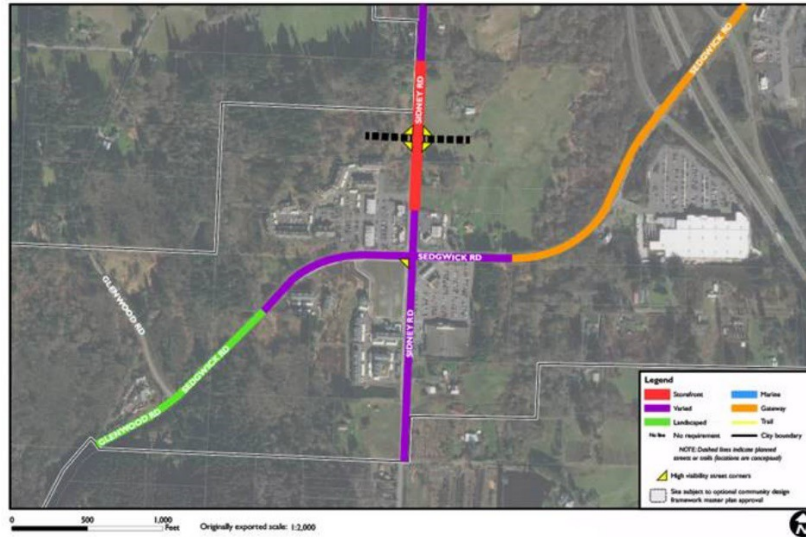


Figure 13: Block Frontage Map for Ruby Creek Neighborhood (Core and South End).

Policy LU-3 Require a build-to-zone along the storefront area shown in Figure 13 in accordance with the DMU and CC zoning designations as shown on the Zoning Map (Figure 10), but provide exceptions for public plazas between buildings and at significant street corners.

Goal LU-3: Provide opportunities to extend the Ruby Creek “Main Street” feel between Ruby Creek and Hovde Road.

Policy LU-4: Provide greater flexibility in building types and land uses between Ruby Creek and Hovde Road using a commercial mixed-use zone and varied block frontage as shown on Figures 10 and 14.



Figure 14: Block Frontage Map North End.

Goal LU-4: Ensure that development in the Ruby Creek Neighborhood is attractive and provides variety and visual interest.

Policy LU-5: Designate high visibility street corners as defined in the City's design guidelines in strategic locations along the Sidney Road SW corridor and establish requirements in these locations to accentuate building or plaza design with special design features.

Policy LU-6: Require façade articulation when any proposed building exceeds 120 feet in length in the center.

Policy LU-7: Ensure that there is at least 60% facade transparency on the ground floor of single-story shopfront and mixed-use shopfront buildings with a Sidney Road SW facing facade.

Goal LU-5: Allow for the development of a park and ride transit facility within the center, provided that it be located at least 120 feet from the planned Sidney Road SW right of way (additional ROW needed for the Sidney Road SW project) and located behind future development sites as viewed from Sidney Road SW. See Figure 3.

Policy LU-8: Ensure that park and ride facilities are a permitted or conditional use in the CMU zone within the Ruby Creek Center.

Chapter 4. Housing.

4.1 Introduction. Existing housing in the Ruby Creek Neighborhood consists of two large existing apartment complexes built around 2013, and a handful of small farmstead type homes which are mostly vacant pending redevelopment. There are 232 apartment units and 8 houses in the Ruby Creek Center as of the writing of this plan. Dwelling units in the center contain about 1.9 residents per household (PSRC analysis). According to the Washington State Office of Financial Management, multifamily projects containing 5 or more units in Port Orchard contain on average 2.09 persons per household, whereas detached houses contain 2.68 persons per household. No other housing types currently exist in the center. There is a large single-family neighborhood (Stetson Heights) under development to the west of the Ruby Creek Center, containing 299 single-family residential lots with future phases planned. This project is eventually projected to contain 450 to 600 housing units. It is expected that residents of this neighborhood will regularly visit this center seeking goods and services. These single-family areas should be considered part of the neighborhood walkshed even if they are located outside of the center boundaries. There also exists rural large lot development just beyond the City boundary to the northwest and south. A population of a few hundred County residents could also be characterized as being part of this new neighborhood although rural roads make pedestrian access to the center difficult.

4.2 Ruby Creek Center Planned Housing. For planning purposes, most future housing expected within the subarea would occur in the CMU zone. This plan encourages development of mixed-use shopfront buildings in the DMU and CC zones which could contain a significant number of housing units. Estimated housing development is provided in Table 2 below, based on parcel characteristics as shown in Figure 12 in Section 3.2. The housing unit and population shown in table 2 is only an estimate and actual development yields may vary.

Table 2: Housing and Population Projections

Property Grouping (See figure 12)	Zoning	Total Acreage	Developable Acres (Estimated)	Projected New Housing Units	Estimated New Population (2.09 PPH) Per OFM 2020
A	CMU	18.5	13.06	235	491
B	DMU/CMU	19.49	6.14	100	209
C	DMU/CC	4.58	1.61	0	0
D	DMU/CC	4.79	1.81	0	0
E	CC	5.14	1.82	0	0
F	CH	0.95	0.95	0	0
G	CC	1.82	1.8	54	113
H	CC	0.86	0.86	0	0
I	DMU/CMU	9.67	3.75	45	94
J	CMU	2.68	2.68	25	52
K	CMU	4.24	4.24	108	226
L	CI	8.97	8.97	0	0
M	PR	2.04	2.04	0	0
N	CMU	2.65	2.65	80	167
O	CI	4.54	4.54	0	0
P	CH	2.79	2.79	0	0
Q	CH	5.82	5.82	0	0
Total				647	1352

4.3 Goals and Policies. (Additional goals and policies beyond those already in the Comprehensive Plan)

Goal H-1: Provide for a mix of housing types including but not limited to apartments (apartment buildings or apartments in a mixed-use shopfront building), townhomes, and live-work units.

Policy H-1: Ensure that the development regulations allow the development of the building types described in Goal H-1 in the center, pursuant to the Zoning Map in Figure 10.

Goal H-2: Provide housing serving a mix of income levels that may be owner occupied or rental housing.

Policy H-2: Offer 12-year multifamily tax exemptions throughout the center in support of affordable housing.

Chapter 5 Economic Development.

5.1 Introduction. The Ruby Creek Neighborhood Center currently contains a variety of businesses, goods, and services. The center is currently anchored by a 60,000+ square foot grocery store. A small strip mall, medical complex, and two gas stations also provide goods and services near the intersection of Sidney Road SW and SW Sedgwick Road. Non-residential square footage in the center is currently 213,638 square feet and supports 371 existing jobs. This figure includes an elementary school and a church. That equals 1 job per 575 square feet of nonresidential space in the center. The assumption for new commercial square footage in the center is 1 job per 300 square feet, as the expected uses would be retail, restaurant, and bars, which have a higher number of jobs per square foot of space compared to the existing uses in the center.

The Ruby Creek Center plan envisions the establishment of a new central business district along Sidney Road SW between the existing development at the intersection with SW Sedgwick Road and Ruby Creek. This new central business district is intended to take the form of a “Main Street” with shopfronts on the ground floor abutting yet to be constructed sidewalks. Parking is to be provided on-street along Sidney Road with supplemental parking behind or below these shop fronts, or as on-street parking on new yet to be developed public and/or private streets. It is critical to the success of a new business district to ensure that there are a sufficient number of dwellings within walking distance to support these businesses. This will lower parking demands and increase activity in the area. The minimum residential threshold for the Ruby Creek Neighborhood Center should be 1,800 residents within walking distance (1/2 mile) of the central business district. Nonmotorized improvements, transit, on- and off-street parking, gathering spaces, and an active streetscape will all contribute to a vibrant business district.

5.2 Ruby Creek Center Planned Employment. For planning purposes, most future employment expected within the sub area would occur in the CC, CH, and DMU zones. Some employment is expected in the CMU zones, but this is expected to be limited to jobs that support the leasing, recreation, and maintenance of multifamily housing. Expected employment per 1,000 square feet of future commercial square footage is shown in Table 3 below. The letters in the property group column correspond to the map (Figure 12) in section 3.2. The employment estimates shown in Table 3 below is only an estimate and actual development yields may vary.

Table 3: Square Footage and Employment Projections

Property Grouping	Zoning	Total Acreage	Developable Acres (Estimated)	Acreage Designated CC, DMU, CH	Expected New Commercial Square Footage	New Jobs (1 Job Per 300 square feet)
A	CMU	18.5	13.06	0	1500	5
B	DMU/CMU	19.49	6.14	1.83	15500	52
C	DMU/CC	4.58	1.61	1.61	5800	19
D	DMU/CC	4.79	1.81	1.81	6200	21
E	CC	5.14	1.82	1.82	0	0
F	CH	0.95	0.95	0.95	0	0
G	CC	1.82	1.8	1.8	5000	17
H	CC	0.86	0.86	0.86	9000	30
I	DMU/CMU	9.67	3.75	1.07	14900	50
J	CMU	2.68	2.68	0	0	0
K	CMU	4.24	4.24	0	1500	5
L	CI	8.97	8.97	0	0	0
M	PR	2.04	2.04	0	0	0
N	CMU	2.65	2.65	0	1000	3
O	CI	4.54	4.54	0	0	0
P	CH	2.79	2.79	2.79	40000	80
Q	CH	5.82	5.82	5.82	0	0
Total		99.53	65.53	20.36	100,400	281

Total employment in the Ruby Creek Neighborhood Center is projected to be 652 (371 existing + 281 new) jobs once the center is fully developed.

5.3 Goals and Policies.

Goal ED-1: Provide zoning for ground floor shopfront development and retail, service, restaurant, and other compatible uses along Sidney Road SW.

Policy ED-1. Require ground floor shopfront development along Sidney Road SW from SW Sedgwick Road north to Ruby Creek, through either single-story shopfront or mixed-use shopfront building types.

Policy ED-2. Allow ground floor shopfront development along Sidney Road SW and SW Sedgwick Road.

Policy ED-3. Allow residential uses above shopfront development where shopfront development is required.

Policy ED-4: Encourage mixed-use shopfronts on CC zoned properties by offering multifamily tax exemptions for the multifamily portion of the project.

Goal ED-2: Ensure that uses which are not compatible with building a walkable neighborhood center are prohibited.

Policy ED-5. Prohibit additional drive through businesses, gas stations, storage facilities, or other commercial uses that don't contribute to a walkable neighborhood center.

Chapter 6 Parks.

6.1 Introduction. It is critical to consider the availability of parks and recreational amenities when planning countywide centers. Parks provide a gathering place for neighborhood residents, and recreational facilities contribute to public health and provide connections within the neighborhood. Within the existing apartment complexes in the Ruby Creek Center there are private park and recreation facilities maintained by the apartment owners. This type of private open space is required for all development per the design standards found in the City's municipal code. No public parks currently exist in the center, although there are school recreation facilities at Sidney Glen Elementary School consisting of grass fields, covered basketball hoops, and playground equipment. There are also two Little League owned baseball fields located in the north end of the center along Sidney Ave SW. The development of public parks and recreation facilities in the Ruby Creek Center is critical to developing a successful neighborhood center.

The preferred alternative depicts a public park to be constructed to the southwest of the confluence of Blackjack Creek and Ruby Creek. This proposed park plans to use pockets of developable land, critical area buffers, and floodplain areas to provide recreational amenities. Amenities would include parking, restrooms, playground equipment, walking paths along and over Ruby Creek via a pedestrian bridge, and other public amenities. Due to the degraded nature of these critical areas and flood plains, and the desire to provide public access (walking paths) along and across Ruby Creek, it is expected that critical areas variances will be needed to allow for park construction. Any variance will require significant habitat restoration and enhancement. All active recreation and parking areas will be constructed outside of critical areas but walking paths and a pedestrian bridge would be constructed within these buffers. Due to the significant opportunities to complete restoration work, it is expected that the park would include a landscape that is adaptive to flooding and that significant education and interpretive opportunities could occur in the park. For more information on this planned park, please see the City's Parks, Recreation and Open Space Plan.

Goal P-1: Encourage the development of a public neighborhood park in the Ruby Creek Neighborhood.

Policy P-1: The neighborhood park should incorporate natural or environmental features.

Policy P-2: Provide walking paths along Ruby and/or Blackjack Creeks and (a) pedestrian crossing(s).

Goal P-2: Encourage the development of public plazas and other gathering spaces along Sidney Road SW.

Policy P-3: Designate significant street corners on the block frontage standard maps as shown on Figures 13 and 14 to encourage the development of public gathering spaces along the central business district corridor.

Policy P4: Provide extra sidewalk width in the central business district as part of the Sidney Road SW road section.

Goal P-3: Provide recreational paths and trails, public and private sidewalks, and public bike lanes and paths within the center.

Policy P-5: Provide bicycle lanes on Sidney Road SW through the center.

Policy P-6: Ensure that sidewalks are constructed along all public and private roads within the center.

Chapter 7 Natural Systems.

7.1 Introduction. The Ruby Creek Center and the lands adjacent to the center contain critically important habitats, especially creeks and wetlands. Blackjack Creek runs along the eastern boundary of the center. Ruby Creek, an important tributary to Blackjack Creek, flows through the center and crosses under Sidney Road SW. This watershed is a critical habitat to a variety of species including summer and fall Chum Salmon, Coho and Chinook Salmon, Steelhead, and Cutthroat. Of these species, Steelhead are currently listed under the endangered species act. Fish barriers exist along both Blackjack and Ruby Creek. WSDOT has plans to replace the partial barrier located under SR-16. The City is seeking grant funding to replace the Ruby Creek culvert under Sidney Road SW. Sidney Road currently lacks pedestrian improvements and will likely need to be widened. This widening will likely require some mitigation for impacts to the Ruby Creek corridor which could occur in conjunction with the park project described in Chapter 7. Although the Ruby Creek Center is planned as urban development, it is critical to take a sensitive approach to design to ensure compatibility between new development and these natural features.

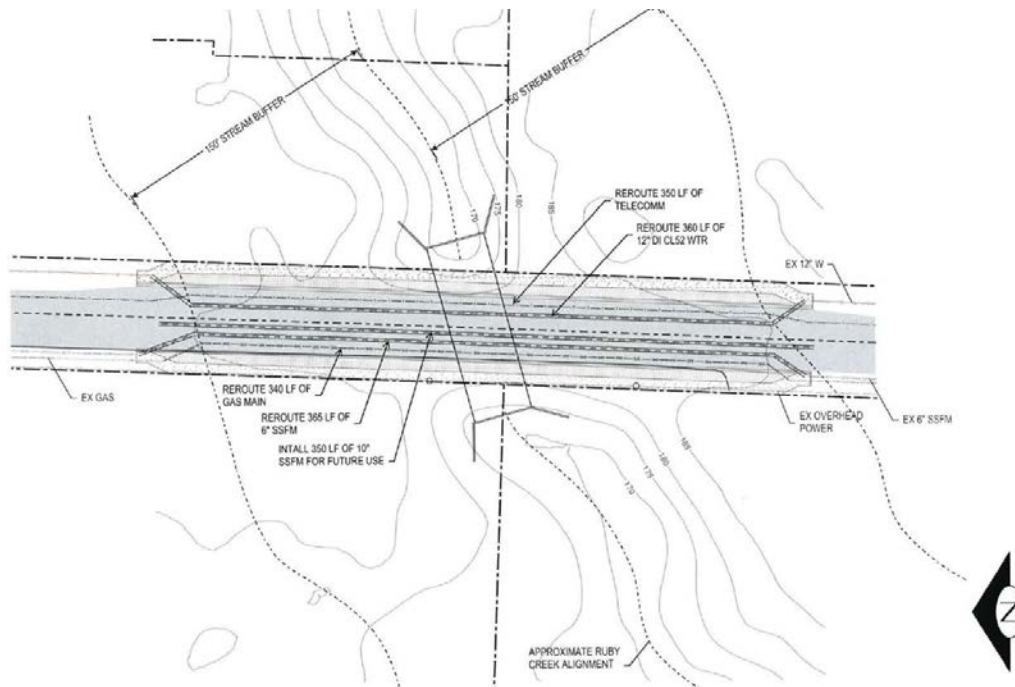


Figure 15: The City has developed preliminary culvert replacement plans for the Ruby Creek culvert under Sidney Road SW and is seeking grant funding for this project.

7.2 Goals and Policies. (Additional Goals beyond those already in the Comprehensive Plan).

Goal NS-1: Encourage the protection of Ruby and Blackjack Creeks and provide educational and interpretive opportunities to residents about the critical functions that these features serve.

Policy NS-1: Provide wildlife viewing areas and interpretive signage.

Policy NS-2: Ensure that wetland buffers and fish and wildlife habitat buffers are provided consistent with critical areas regulations.

Policy NS-3: Ensure that minimum flood plain elevations are observed.

Goal NS-2: Ensure that all critical habitats, especially anadromous fish habitats in the Ruby Creek Neighborhood, are protected, restored, and enhanced.

Policy NS-4: Seek opportunities to enhance and restore wetlands, streams, and buffers in the Ruby Creek Neighborhood.

Policy NS-5: Provide for extensive use of low impact development in project and street design.

Policy NS-6: Remove City owned fish passage barriers within the subarea.

Goal NS-3: Allow for the development of low impact walking paths and trails along Ruby Creek and Blackjack Creek to encourage protection, education, and stewardship.

Policy NS-7: Permit walkway, trail, and pedestrian bridge construction, provided that habitat mitigation is provided in accordance with the critical areas code.

7.3 Natural Systems Project List. The following are projects to improve natural systems that have been identified for completion within the subarea:

Table 4: Natural Systems Project List			
Project Name	Agency	Project Cost	Funding Source
SR-16 Blackjack Creek Culvert Replacement	WSDOT	11,200,000	State
Sidney Road SW Ruby Creek Culvert Replacement	City of Port Orchard	\$1,800,000	Grant/Stormwater Utility
Blackjack/Ruby Creek Stream and Floodplain Restoration	City of Port Orchard	\$500,000	Grant/Parks Impact Fees

Chapter 8 Utilities.

8.1 Introduction. The Ruby Creek Center is served by City water, sanitary sewer, and stormwater, Puget Sound Energy (electric and gas), Comcast, Wave, Century Link, and KPUD (cable, phone, and/or internet). Significant utility upgrades are required to support the development and buildout of the Ruby Creek Center. Water source and storage, sewer lift station, force main, and gravity main improvements, stormwater improvements, and extension of underground power, gas, and telecommunication infrastructure are all necessary to support development.

Although the City’s water and sewer system plans will contain the most up to date information, several projects are currently identified to support the level of development identified in this plan. Those projects are listed in Table 5. Some of the projects listed in Table 5 have their locations indicated on Figures 4, 6, or 8. Other projects may be located outside of the center boundary but are needed to support center build out.

Table 5: Utilities Project List		
Water/Sewer	Project Name	Project Description
Water	Well 13	Well 13 increases available water source in the 390 pressure zone.
Water	390 Booster Pump	Some areas in the 390 zone (outside of the Ruby Creek Area) could see pressures below the minimum 30 PSI if additional connections in the 390 zone are made. A booster pump will increase pressure to these properties.

Sewer	Albertson's Lift Station Capacity Upgrades	The wet well at the Albertsons lift station is undersized for anticipated development.
Sewer	North Ruby Creek Lift Station	A sewer lift station is needed to support growth in the sub area to the north of Ruby Creek.
Sewer	South Ruby Creek Lift Station	A second South Ruby Creek lift station may be needed if the Albertson's lift station cannot be upgraded sufficiently. This project would support growth in the center and west of the center and south of Ruby Creek.
Sewer	Sidney Road SW Second Force Main	A second sewer force main will be needed to support the full buildout of the Ruby Creek Neighborhood Center running from the Albertson's lift station to the Cedar Heights Lift Station.
Electric PSE	Sidney Ave undergrounding and transmission relocation	Underground local power service and move transmission poles (Schedule 74).

Goal U-1: Encourage a comprehensive and collaborative approach between the City and developers to improving utility systems in the Ruby Creek basin.

Policy U-1: The City should facilitate meetings between private developers and encourage the use of all legally available financing mechanisms for building out utilities in the center.

Policy U-2: The City's water, sewer, and stormwater system plans should identify needed improvements in the center and determine which projects are in support of development vs. projects needed to correct existing deficiencies.

Policy U-3: The City should ensure the costs and benefits for system improvements are equitable between all landowners and existing rate payers.

Goal U-2: Ensure that adequate operational water supply and fire flow are available to support development in the Ruby Creek Center.

Policy U-4: Provide employment and population assumptions for the center as contained in this plan to the City's water system manager for inclusion in the next water system plan update.

Goal U-3: Ensure that sanitary sewer facilities are available to support development in the Ruby Creek Center.

Policy U-5: Secure the needed property and/or easements to expand the Albertson's lift station, or, identify a site for a new sewer lift station in the center.

Policy U-6: Extend gravity sewers throughout the center to support development.

Policy U-7: Ensure the sanitary sewer force main leaving the center is adequately sized for full build out of the center.

Goal U-4: Ensure that adequate stormwater facilities exist to serve the public streets and sidewalks in the Ruby Creek Center.

Policy U-8: Build low impact development (LID) stormwater facilities to manage stormwater created by new public and private streets within the center.



Figure 16: Low Impact Development Stormwater Management Techniques incorporated into street design. This sort of design is encouraged in the Ruby Creek neighborhood.

Goal U-5: Ensure that telecommunication facilities are adequate to support 21st century users.

Policy U-9: Ensure that KPUD has access to trenches as roads and utilities are installed.

Policy U-10: Provide for integration of 5G wireless facilities in the streetscape along Sidney Road SW.

Chapter 10 Transportation.

10.1 Introduction. The Ruby Creek Center is established along the Sidney Road SW corridor near the intersection of SW Sedgwick Road. Historically, Sidney Road SW was a primary north-south route through Kitsap County connecting Purdy and Gig Harbor to the south with Port Orchard (Town of Sidney). This road's role was changed with the construction of SR-16. Access to SR-16 and SR-160 is provided at an interchange to the southeast of the Center. Kitsap Transit provides transit service to the center and is evaluating the possibility of a park and ride in or near the center. SR-160 provides access to the Southworth Ferry Terminal, with ferry service continuing on to Vashon Island, West Seattle, and Downtown Seattle via WSDOT and Kitsap Transit Ferries. As part of center development, improvements are envisioned for both Sidney Road SW and SW Sedgwick Road along with other new public or private roads.

Sidney Road SW is classified as a Minor Arterial. Pursuant to the City's Public Works and Engineering Standards, Sidney is planned to be improved as a complete street through the center. To achieve Countywide Center requirements, the standard road section has been modified to ensure wider

sidewalks, required bicycle lanes, and low impact development landscape treatments. The Sidney Road section in the “main street” core of the center is designed to slow traffic, facilitating a safe walking and shopping environment as well as street parking. The Sidney Road SW streetscape is a critical public infrastructure facility required to transport this neighborhood into a Countywide Center. The Sidney Road SW section drawings are shown in Figures 17, 18, and 19.

SW Sedgwick Road is classified as a Principal Arterial. Pursuant to the City’s public works and engineering standards, SW Sedgwick Road is planned to be improved as a complete street that provides access to the Ruby Creek neighborhood and allows significant throughput. This road is significantly constrained due to critical areas between Sidney Road SW and SR-16, and experiences regular backups. Widening this road may require some sacrifices such as sidewalks on one side of the roadway to ensure that critical environments are protected. To the west of Sidney Road SW, a developer plans to install a non-motorized pedestrian pathway along the north side of SW Sedgwick Road west to the city boundary to provide access to a single-family residential development to the west of the Ruby Creek Neighborhood.

Although the City will not be making improvements to the SR-16/SR 160 interchange, it is important encourage the state to make improvements to this facility. Improved access to these state highways from the Ruby Creek Center will be needed as the City grows.

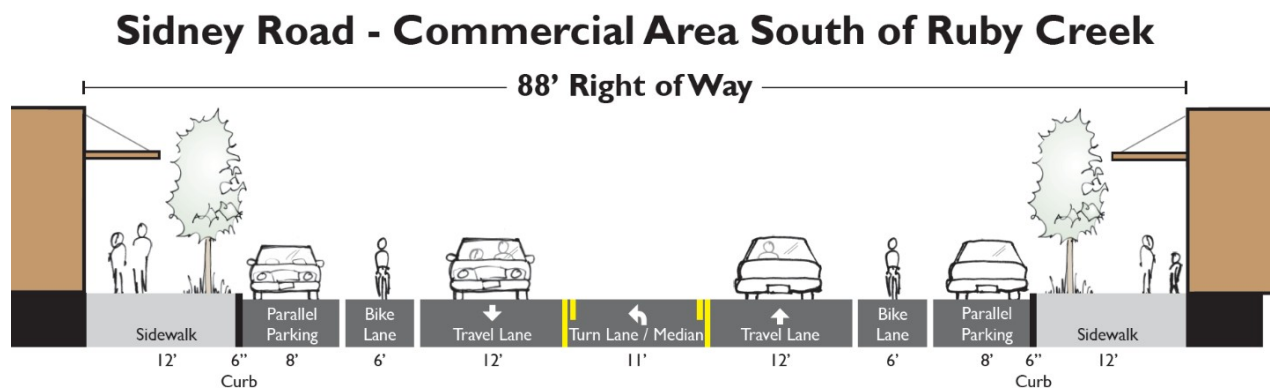


Figure 17: Sidney Road SW – Storefront Road Section. This road section corresponds with the section of Sidney Road SW designated as a storefront street in Figure 13.

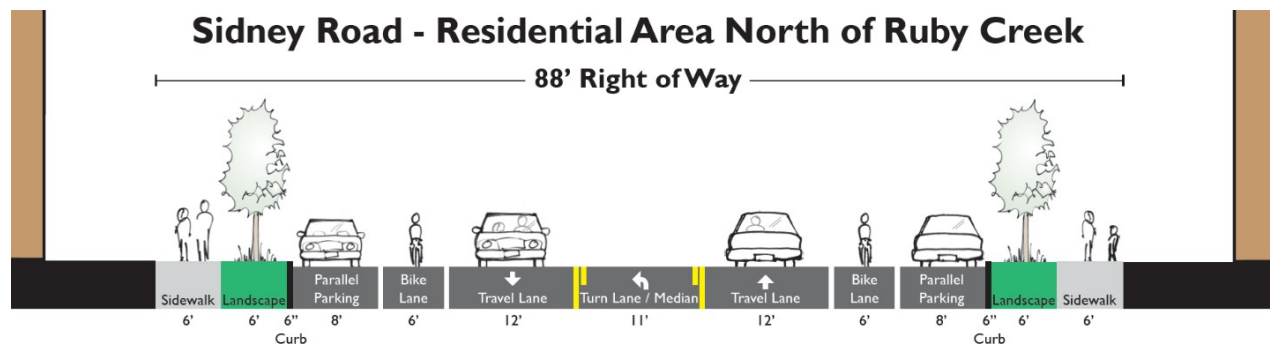


Figure 18: Sidney Road SW. This road section would be used in the center to the north of the Ruby Creek crossing.

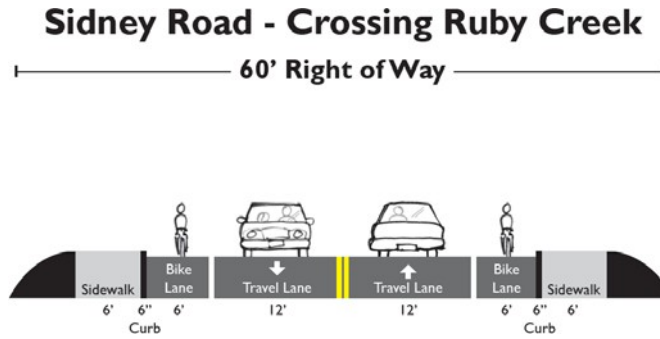


Figure 19: Sidney Road SW. Where Sidney Road SW crosses Ruby Creek, the road will narrow and taper to the above standard. This will minimize impacts to Ruby Creek while providing for nonmotorized connectivity. This section requires culvert replacement.

Goal T-1: Improve Sidney Road SW between SW Sedgwick Road and Hovde Road generally in accordance with Figures 17, 18, and 19 above.

Policy T-1: Provide pedestrian crossings across Sidney Road SW at regular intervals through the corridor.

Policy T-2: Ensure that driveways and roads to the north and south of Ruby Creek are aligned across Sidney Road SW to facilitate safe pedestrian crossings of Sidney Road SW.



Figure 20: Align driveways to facilitate pedestrian crossings throughout the Sidney Road SW corridor.

Policy T-3: Provide on street parking through the center along Sidney Road SW.

Policy T-4: Minimize pedestrian crossing distances through the corridor using bulb-outs.

Policy T-5: Design Sidney Road SW in a way to reduce vehicle speed and increased pedestrian safety.

Policy T-6: Integrate urban low impact development stormwater management features in the roadway design, including landscaped infiltration galleries between the on-street parking lanes and sidewalks. Ensure that the infiltration galleries allow ample opportunities for access between parking areas and sidewalk. (See Figure 16.)

Goal T-2: Improve SW Sedgwick Road between Sidney Road SW and SR-16 to ensure that traffic can flow freely through this constrained road segment.

Policy: T-7: Continue to work with and lobby WSDOT to improve SR-160 and the interchange at SR-160 and SR-16.

Policy: T-8: Improve SW Sedgwick Road as a complete street and add additional lanes if warranted. (SW Sedgwick Road should be evaluated to determine whether widening is warranted or whether the deficiency in this corridor is caused by WSDOT facilities.)

Goal T-3: Improve connectivity between the Ruby Creek Neighborhood and areas to the north, including SW Berry Lake Road, Cedar Heights Middle School, and the Tremont Street corridor.

Policy T-9: Coordinate City improvements to Sidney Road SW between Tremont Street and SW Sedgwick Road with intersection improvements at Berry Lake Road, to enhance pedestrian and bicycle connectivity and safety throughout this north-south corridor.

Goal T-4: Discourage private surface parking lots in favor of on-street parking, under building parking, and structured parking.

Policy T-10 Consider offering multifamily tax exemptions to projects that do not use surface parking lots.

Policy T-11: Provide an exemption to surface parking standards for parks and park and ride facilities.

Goal T-5: Encourage the development of storefronts along the frontage of Sidney road SW.

Policy T-12: Designate Sidney Road SW as “storefront block frontage” in the city’s design standards and require a build-to-zone along this frontage.

Goal T-6: Support expanded and more frequent transit service in the Ruby Creek Center.

Policy T-13: Adjust transit stop locations for maximum convenience as Sidney Road SW corridor develops.



5 Sidney			
Weekday			
FROM	TO	EVERY	RUNTIME
06:30	17:30	60 min	25.0 min
Saturday			
FROM	TO	EVERY	RUNTIME
10:00	17:00	60 min	25.0 min
Sunday			
FROM	TO	EVERY	RUNTIME
00:00	00:00	0 min	0.0 min

Figures 21 and 22: Kitsap Transit map and schedule showing current Route 5 location, stops, and frequency.

Policy T-14: Support the development of a park and ride in or near the Ruby Creek Center.

Policy T-15: Support increased transit frequency for transit service in the Ruby Creek Center.

Goal T-7: Support bicycle infrastructure and provide bicycle amenities in the Ruby Creek Center.

Policy T-16: Provide bike lanes or grade separated pathways running east/west and north/south through the Ruby Creek Center. These may be in the SW Sedgwick Road and Sidney Road SW right of way or running parallel to the ROW.

Policy T-17: Ensure that bicycle parking is provided in the Ruby Creek Center.

Goal T-8: Provide pedestrian Infrastructure throughout the Ruby Creek Center.

Policy T-18: Ensure that existing and proposed streets in the Ruby Creek Center are constructed with sidewalks on both sides of the street and landscape strips for pedestrian vehicle separation.

Policy T-19: Provide pedestrian connectivity between and within development projects in addition to that which is provided along public and private streets.

Goal T-9: Provide safe multimodal access to the schools located along Sidney Road SW and Pottery.

Policy T-20: Ensure that sidewalks are provided between the center and Sidney Glen Elementary School and to Cedar Heights Elementary School.

Goal T-10: Coordinate electrical transmission and power pole relocation and undergrounding with road projects on Sidney Rd SW.

Policy T-21: Undergrounding of power lines should be required through the storefront section of the Sidney Road SW corridor.

Goal T-11: Evaluate options for pedestrian and bicycle safety improvements in the vicinity of Sidney Glen Elementary school, to ensure safe walking and bicycling conditions, safe and efficient pickup and drop-off for students, and safe vehicle turning movements at intersections.

Policy T-22: As part of a future Sidney Road SW corridor project, ensure that pedestrian and bicycle safety and access improvements are made at the intersection of SW Birch Road and Sidney Road SW.