



CITY OF PORT ORCHARD
Planning Commission
216 Prospect Street, Port Orchard, WA 98366
(360) 874-5533 planning@cityofportorchard.us

PLANNING COMMISSION MEETING AGENDA

Monday, November 2, 2020
6:00 pm

This meeting will be held remotely via telephone and Zoom video conferencing pursuant to the Governor's "Stay Home, Stay Healthy Proclamation" No. 20-25, as amended.

Zoom:

<https://us02web.zoom.us/j/86800893956?pwd=cWdrZFQwc0VPSlBmUzJPcVIHbkFDdz09>

Meeting ID: 868 0089 3956

Passcode: 686174

Dial-in: +1 253 215 8782

- 1. Call to Order: 6:00 p.m.**
Pledge of allegiance
- 2. Audience Comments – Not on the Agenda**
Please limit comments to **3 minutes**.
- 3. Approval of Minutes from October 6, 2020**
- 4. Business Items**
 - (a) Discussion: Shoreline Master Program Update; Draft SMP and Code Revisions Addressing Sea Level Rise
 - (b) Discussion: Draft Downtown Subarea Plan (Discussion)
- 5. Adjourn**



Planning Commission Meeting Minutes
October 6, 2020
Zoom Teleconference

COMMISSIONERS:

Present: Stephanie Bailey, Dave Bernstein, Joe Morrison, Suanne Martin Smith, Annette Stewart, Trish Tierney

Absent: Phil King, Mark Trenary

STAFF PRESENT:

Community Development Director Nick Bond, Long Range Planner Keri Sallee

1. CALL TO ORDER:

Chair Stewart called the meeting to order at 6:01 p.m., and led the Pledge of Allegiance.

2. PUBLIC COMMENTS: Shahbaz and Elizabeth Naftchi expressed concern about the zoning and Comprehensive Plan land use designation of their home and vacant lot at 719 Sidney and 807 Sidney, respectively. They want to build a “dream home” on the vacant lot, and do not want commercial designations to make that impossible. Long Range Planner Sallee said that the Naftchi properties had been part of a 2020 “cleanup” amendment to the Comprehensive Plan, in which properties with Comprehensive Plan land use designations that were inconsistent with their current zoning had the land use designations revised to be consistent with the zoning. In the case of the Naftchi properties, the zoning of Neighborhood Mixed Use (NMU) was inconsistent with the underlying Medium Density Residential (MDR) land use designation, and the land use designation was revised to Commercial. However, the NMU zoning does permit development of single-family homes, and therefore the Naftchis should not require a rezone or other action to develop the vacant lot as they wish. Community Development Director Bond said he would speak by telephone with the Naftchis about their concerns.

3. APPROVAL OF MINUTES FROM SEPTEMBER 1, 2020: Commissioner Tierney made a motion to approve the minutes of the September 1, 2020 Planning Commission meeting, as presented. Commissioner Morrison seconded the motion. The motion passed unanimously.

4. BUSINESS ITEMS:

A. Amendments to POMC Chapter 20.26 Development Agreements: Public Hearing/Review/Recommendation. DCD staff have worked with the City Attorney to prepare clarifications and more specific standards in Chapter 20.26 regarding the requirements and procedures for the City’s use of development agreements. The City Council is the review authority for development agreements, and will hold a hearing and make a decision on each development agreement application. Development agreements may be entered into between applicants and the City Council for flexibility in various standards contained in Title 20 POMC,

with a corresponding increase in public benefit. One example would be an increase in a project's allowed building height if a park was developed and dedicated to the City. The amendments to Chapter 20.26 also provide guidance on how a development agreement review is to be consolidated with any underlying permit (such as a subdivision application or shoreline substantial development permit) and what appeal procedures are applicable. A development agreement may modify code requirements only if the City Council determines that the modifications are necessary, achieve public benefits and provide superior outcomes than those that would result from strict compliance applicable development standards. The full costs of drafting and processing a development agreement are the responsibility of the applicant. If an extension to a development agreement is requested by the developer, the City Council must find that additional benefits to the City provided by the developer in exchange an extension will outweigh the impacts from the development authorized by the extension. An extension shall be for no more than 10 years, and no more than two extensions of up to 10 years shall be granted.

Chair Stewart opened the public hearing. No comments were made. Chair Stewart closed the public hearing. Commissioner Tierney made a motion to recommend that the City Council approve the proposed revisions to Chapter 20.26 POMC. Commissioner Bernstein seconded the motion. The motion passed unanimously.

- B. 2020 POMC Title 20 “Housekeeping” Amendments: Public Hearing/Review/Recommendation.** Sallee gave a summary of the items included in DCD’s annual “housekeeping” amendment to Title 20 POMC, which resolves minor omissions, errors, out of date information and redundancies that have been noted throughout the year. The housekeeping amendments also incorporates any DCD director’s code interpretations issued during the year, pursuant to POMC Section 20.10.040(5)(b).

Chair Stewart opened the public hearing. No comments were made. Chair Stewart closed the public hearing. Commissioner Bernstein made a motion to recommend that the City Council approve the proposed housekeeping amendments to Title 20 POMC. Commissioner Morrison seconded the motion. The motion passed unanimously.

5. ADMINISTRATIVE ITEMS:

- A. November 2020 Alternative Meeting Date.** The Planning Commission was asked to select an alternative meeting date for November, since the regular meeting date of November 3 was Election Day. The Commission selected Monday, November 2 as the new date.
- B. Laptops/Surfaces for Planning Commissioners.** The City has offered to provide City laptop or Surface devices for Planning Commissioners to use on Planning Commission business. Using a City computer may prevent future issues with public records requests. Commissioners who want to use a City device are asked to let DCD staff know.

Bond said that Commissioner Morrison had emailed him to follow up on concerns expressed at the September meeting by some downtown residents who had not received a mailed notification of the Downtown and County Campus Subarea Plan EIS Scoping Meeting. The notices were put into envelopes by DCD staff, the postage meter was run for the mailout by the Clerk’s staff, and the stamped

mail was picked up on August 14, 2020 by the Post Office worker who delivers and collects mail from City Hall. An affidavit was signed by DCD staff that this mailout was done correctly. The City has no control over what happens to the mail once it leaves City property; however, City staff may start taking notice mailouts directly to the Post Office and may also video record the mailout being placed into the outgoing Post Office mail box.

ADJOURN: Chair Stewart adjourned the meeting at 7:22 pm.

Annette Stewart, Chair

Nick Bond, Community Development Director



CITY OF PORT ORCHARD

DEPARTMENT OF COMMUNITY DEVELOPMENT

216 Prospect Street, Port Orchard, WA 98366
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PLANNING COMMISSION STAFF REPORT

Agenda Item No: 4a	Meeting Date: 11/2/2020
Subject: 2021 Shoreline Master Program Periodic Update – Future Sea Level Rise Draft SMP/Code Revisions	Prepared by: Nick Bond, Development Director

Issue: The City is currently reviewing its Shoreline Master Program (SMP) according to the periodic update timeline and requirements of the Washington State Department of Ecology. One area of concern for the City is its downtown shoreline, which is largely built and shoreline fill and already impacted by storm surge and king tide events. It is important for the City to understand how it might be impacted by climate change and rising sea levels over the next few decades, and to prepare and plan accordingly.

The City contracted with Herrera Environmental Consultants to prepare a more detailed evaluation of the City's shoreline and areas where the SMP may need to be modified to address sea level rise. In July 2020, Herrera provided a baseline scientific analysis which has been used to formulate policy and planning recommendations for the SMP update, with regard to addressing sea level rise along Sinclair Inlet and the estuarine (mouth) portion of Blackjack Creek.

These recommendations have resulted in proposed additions and revisions to definitions, policies and regulations in the SMP, and proposed revisions to the City's Flood Damage Prevention code (POMC 20.170), as detailed in the attached document.

Attachments: Proposed SMP/POMC Sea Level Rise Changes in Strikeout-Underline Format with Explanations

**2021 SHORELINE MASTER PROGRAM PERIODIC UPDATE
ISSUE: POTENTIAL SEA LEVEL RISE**

DRAFT PROPOSED POLICY AND CODE REVISIONS
SHOWN AS **RED UNDERLINE**, ~~BLACK STRIKEOUT~~, PER SECTION EXCERPT
Explanations for changes are listed in *italic blue* before each change

Date: October 22, 2020

New SMP Definitions:

100 Year Coastal Flood Elevation means the elevation in feet of the area which has a one percent chance or greater of being flooded in any given year.

100 Year Coastal Flood Hazard Area means an area which has a one percent chance or greater of being flooded in any given year.

Channel Migration Zone means an area in a floodplain where a stream or river channel can be expected to move naturally over time in response to gravity and topography.

Freeboard means the difference between the height of a shoreline armor structure and the water depth at the seaward toe of the structure.

1. Consultant Recommendation: Coastal High Hazard Designation for City's Marine Shoreline

"It is recommended that all the City's marine shoreline be designated a coastal high hazard area due to the frequency and spatial extent of coastal flooding, the abundance of nearshore fill, and the risk of tsunamis. Coastal flooding will increase in frequency over a relatively short period of time with additional implications associated with mass wasting, coastal roads, and other heavily utilized public areas. The mapping developed for this effort does not include flooding from stormwater. Recent research has documented the projected increase in the frequency of 100-year floods. In Seattle, with 1.6 feet of SLR the 10 percent 1 percent and 0.2 percent annual chance of floods are expected to recur 108, 335, and 814 times as often (Buchanan et al. 2017).

"According to (POMC) 20.170, "Coastal high hazard area" means an area of special flood hazard extending from offshore to the inland limit of a primary frontal dune along an open coast and any other area subject to high velocity wave action from storms or seismic sources". Current and past flood mapping of the City of Port Orchard is largely mapped as A (or AE in the past (2010) mapping method), which does not qualify as a high coastal hazard area. Code language currently includes the V-zone for coastal high hazard areas, which is not mapped anywhere within the City, and is therefore irrelevant.

"The spatial extent of nearshore fill also contributes to the recommendation to consider all shores coastal high hazards areas in Port Orchard. Although there is not substantial wave energy in Sinclair

Inlet, shorter frequency waves can do considerable damage when sustained over longer duration, particularly in flooded areas.

“The threat of wave action from tsunamis contributes to the recommended coastal hazard status of the Port Orchard shoreline. According to the Washington Department of Geology and Earth Resources, much of the City of Port Orchard’s downtown shore is considered to be within areas mapped as having “High Liquefaction Susceptibility” due to the extent of nearshore fill (Figure 9). The Seattle-fault zone earthquake that occurred in 900-930 resulted in at least 9.8 feet (3 meters) of uplift near Gorst, located at the head of Sinclair Inlet (Arcos 2012). Tsunami and debris flow deposits in the salt marsh sediment at Gorst further document this historical occurrence of tsunamis from a large Seattle fault earthquake in Sinclair inlet. Arcos (2012) confirmed paleotsunami modeling of a Seattle fault earthquake by Koshimura et al. (2002). Model results showed that a tsunami wave measuring up to 13.1 feet (4 meters) in height would develop in Sinclair Inlet (Figure 10), which had some of the largest tsunami wave heights resulting from a Seattle fault earthquake in the Puget Sound region.”

(1) Proposed Code Revision: POMC 20.170.110 – Flood Damage Prevention

(7) Coastal High Hazard Area: means Port Orchard’s marine shoreline, including: Sinclair Inlet and associated submerged lands and tidelands; shorelands extending landward for two hundred feet in all directions as measured on a horizontal plane from the ordinary high water mark of Sinclair Inlet; and the floodway and contiguous floodplain areas landward two hundred feet of such floodways associated with the tidal estuary portion of Blackjack Creek. ~~an area of special flood hazard extending from offshore to the inland limit of a primary frontal dune along an open coast and any other area subject to high velocity wave action from storms or seismic sources. The area is designated on the FIRM as Zone V1-30, VE or V.~~

(2) Proposed Code Revision: POMC 20.170.360 – Coastal High Hazard Areas

Located within areas of special flood hazard established in POMC 20.170.060 are coastal high hazard areas, ~~designated as zones V1-30, VE and/or V.~~ These areas have special flood hazards associated with high velocity waters from surges and, therefore, in addition to meeting all provisions in this chapter, the following provisions shall also apply:

(1) All new construction and substantial improvements in coastal high hazard areas zones V1-30 and VE (V if base flood elevation data is available) ~~on the community’s FIRM~~ shall be elevated on pilings and columns so that:

(a) The bottom of the lowest horizontal structural member of the lowest floor (excluding the pilings or columns) is elevated one foot or more above the base flood level; and

(b) The pile or column foundation and structure attached thereto is anchored to resist flotation, collapse and lateral movement due to the effects of wind and water loads acting simultaneously on all building components. Wind and water loading values shall each have a one percent chance of being equaled or exceeded in any given year (100-year mean recurrence interval).

A registered professional engineer or architect shall develop or review the structural design, specifications and plans for the construction, and shall certify that the design and methods of construction to be used are in accordance with accepted standards of practice for meeting the provisions of subsections (1)(a) and (b) of this section.

(2) Obtain the elevation (in relation to mean sea level) of the bottom of the lowest structural member of the lowest floor (excluding pilings and columns) of all new and substantially improved structures in coastal high hazard areas ~~zones V1-30, VE, and V on the community's FIRM~~ and whether or not such structures contain a basement. The city shall maintain a record of all such information.

(3) All new construction within coastal high hazard areas ~~zones V1-30, VE, and V on the community's FIRM~~ shall be located landward of the reach of mean high tide.

(4) Provide that all new construction and substantial improvements within coastal high hazard areas ~~zones V1-30, VE, and V on the community's FIRM~~ have the space below the lowest floor either free of obstruction or constructed with nonsupporting breakaway walls, open wood lattice-work, or insect screening intended to collapse under wind and water loads without causing collapse, displacement, or other structural damage to the elevated portion of the building or supporting foundation system. For the purposes of this section, a breakaway wall shall have a design safe loading resistance of not less than 10 and no more than 20 pounds per square foot. Use of breakaway walls which exceed a design safe loading resistance of 20 pounds per square foot (either by design or when so required by local or state codes) may be permitted only if a registered professional engineer or architect certifies that the design proposed meets the following conditions:

(a) Breakaway wall collapse shall result from water load less than that which would occur during the base flood; and

(b) The elevated portion of the building and supporting foundation system shall not be subject to collapse, displacement, or other structural damage due to the effects of wind and water loads acting simultaneously on all building components (structural and nonstructural). Maximum wind and water loading values to be used in this determination shall each have a one percent chance of being equaled or exceeded in any given year (100-year mean recurrence interval).

If breakaway walls are utilized, such enclosed space shall be usable solely for parking of vehicles, building access, or storage. Such space shall not be used for human habitation.

(5) Prohibit the use of fill for structural support of buildings within coastal high hazard areas ~~zones V1-30, VE, and V on the community's FIRM~~.

(6) Prohibit manmade alteration of sand dunes within coastal high hazard areas ~~zones V1-30, VE, and V on the community's FIRM~~ which would increase potential flood damage.

(7) All manufactured homes to be placed or substantially improved within coastal high hazard areas zones V1-30, V, and VE on the community's FIRM on sites:

- (a) Outside of a manufactured home park or subdivision;
- (b) In a new manufactured home park or subdivision;
- (c) In an expansion to an existing manufactured home park or subdivision; or
- (d) In an existing manufactured home park or subdivision on which a manufactured home has incurred "substantial damage" as the result of a flood;

shall meet the standards of subsections (1) through (6) of this section, and manufactured homes placed or substantially improved on other sites in an existing manufactured home park or subdivision within coastal high hazard areas zones V1-30, V, and VE on the FIRM shall meet the requirements of POMC 20.170.330.

(8) Recreational vehicles placed on sites within coastal high hazard areas zones V1-30, V, and VE on the community's FIRM shall either:

- (a) Be on the site for fewer than 180 consecutive days; or
- (b) Be fully licensed and ready for highway use, on its wheels or jacking system, attached to the site only by quick disconnect type utilities and security devices, and have no permanently attached additions; or
- (c) Meet the requirements of POMC 20.170.120, Development permit required, and subsections (1) through (6) of this section.

2. Consultant Recommendation: Formally Adopt 2017 Flood Insurance Rate Mapping (FIRM)

"Coastal flooding in the City of Port Orchard is an existing problem that will continue to get worse with sea level rise. Existing flood regulations (POMC) 20.170.060 referenced "The Flood Insurance Study for the Kitsap County, Washington and Incorporated Areas," dated November 4, 2010. The (POMC) adopts the Federal Emergency Management Agency 2010 and any revisions thereto. The new FIRM developed in 2017 is therefore technically adopted but the updated mapping should be explicitly referenced and related base flood elevations for added clarity."

Proposed Code Revision: POMC 20.170.060 Basis for establishing the areas of special flood hazard.

The areas of special flood hazard identified by the National Flood Insurance Program (NFIP) Federal Insurance Administration in a scientific and engineering report entitled "The Flood

Insurance Study for the Kitsap County, Washington and Incorporated Areas,” dated February 3, 2017 ~~November 4, 2010~~, and any revisions thereto, with accompanying flood insurance maps, is adopted by reference and declared to be a part of this chapter. ~~The best available information for flood hazard area identification as outlined in POMC 20.170.170 shall be the basis for new regulation until a new FIRM is issued that incorporates data utilized under POMC 20.170.170.~~ The most current NFIP flood insurance study and flood insurance maps are is on file at the city clerk’s office: 216 Prospect Street, Port Orchard, WA 98366.

(Also see proposed SMP-GP-20 and SMP-GP-21 below.)

3. Consultant Recommendation: Revise Coastal Flood Hazard Regulations

“Much of the current 100-year flood hazard areas intersect with areas with existing development and areas proposed for redevelopment. These primarily occur in Urban Conservancy and High Intensity shoreline environmental designations. Code revisions should address reducing known flood hazards, including the following:

“6.4 Flood Hazard Reduction. Removing, moving, elevating and building at new, higher elevations should augment the existing language in section 6.4 – Flood Hazard Reduction. Adding freeboard to existing shore armor, in areas that are frequently flooded landward of shore armor.”

(1) Proposed Code Revision: SMP Section 6.4 Flood Hazard Reduction Management Policies

SMP-GP-14 Discourage future non-water-dependent development, including redevelopment and expansion of existing non-water-dependent development, in areas lying at or below the 100 year coastal flood elevation, ~~flood-prone areas consistent with the City’s flood damage prevention regulations (POMC Title 20).~~ unless flood hazard is reduced by removing, moving, elevating, and/or building structures at new, higher elevations. Flood hazard reduction may also include adding freeboard to existing shore armor in areas that are frequently flooded (i.e. within a 100-year coastal flood hazard area) landward of existing shore armor, in compliance with FEMA requirements for coastal flood protection structures.

SMP-GP-16 When feasible, give preference to nonstructural flood hazard reduction measures over structural measures, except that in areas that are frequently flooded (i.e. within a 100-year coastal flood hazard area) landward of existing shore armor, hazard reduction measures may include adding freeboard to existing shore armor.

SMP-GP-17 ~~Ensure~~ Intend to the greatest extent ~~means~~ feasible that flood hazard protection measures do not result in a net loss of ecological functions.

SMP-GP-18 The creation of new lots or tracts that would be located entirely within a the 100-year floodplain coastal flood hazard area should not be allowed ~~should be discouraged~~, unless the intent of the subdivision is for the lot or tract to remain undeveloped for the purposes of ecological restoration and/or development setback, consistent with the City’s flood damage prevention and subdivision regulations (POMC Title 20) and other provisions of this Plan addressing mitigation and restoration.

SMP-GP-20 The City shall create and maintain for public reference and planning purposes a coastal flood hazard map which shows the City’s base 100 year coastal flood elevation areas at the time of map creation, and includes a future projection of any additional areas which have at least a 50% probability of being flooded within 20 years. This map shall be based on best available science provided by the State of Washington and shall be updated, at minimum, with each required periodic and comprehensive update of the City’s shoreline master program.

SMP-GP-21 For each required periodic and comprehensive update to the City’s shoreline master program, the City shall evaluate the program’s coastal flood hazard reduction policies and development regulations, and coastal flood hazard map, and shall revise them according to best available science provided by the State of Washington.

Development Regulations

G-DR-12 New or expanded development or uses in the shoreline zone, including the subdivision of land, that would require structural flood control works within a 100 year coastal flood hazard area, a stream, a channel migration zone and/or a floodway are prohibited.

(2) Proposed Code Revision: Shoreline Master Program Appendix E

E. Redevelopment Within a Shoreline Buffer

1. Within a shoreline buffer, redevelopment of an existing non-water-dependent, legal conforming or nonconforming building or portion of such building, may be allowed subject to the following:

f. Redevelopment within a shoreline buffer is not allowed in areas of special flood hazards as established according to ~~defined in~~ POMC Section 20.170.060 ~~15.38.110~~, or in geologically hazardous areas as defined in POMC Section 20.162.044 ~~15.38.020~~.

4. Consultant Recommendation: Additions to Appendix E of the SMP (Mitigation and Restoration for Redevelopment Activities in the High Intensity Shoreline Environment Designation)

“Consider adding more of the pollution abatement functions of marine riparian areas (vegetation), particularly along paved parking lots adjacent to the marine shoreline.”

Proposed Code Revision: SMP Section 6.6 Shoreline Vegetation Conservation and Restoration

New Development Regulations:

G-DR-36 The City shall require, where feasible, restoration of native shoreline and aquatic vegetation in mitigation and restoration plans and in stormwater management for redevelopment activities within the shoreline area.

G-DR-37 Redevelopment activities in the High Intensity (HI) shoreline environment designation shall comply with the shoreline vegetation conservation and restoration requirements of Appendix E of this plan, in addition to any other applicable City requirements and regulations.

5. Consultant Recommendation: *“Consider evaluating all locations in which there are known contaminated sediments that are within coastal flooding areas and develop a long-term plan to address those in need of attention.”*

Proposed Code Addition: SMP Chapter 6 General Policies and Regulations

6.4 Flood Hazard Reduction

Management Policies

SMP-GP-22 The City should map all shoreline locations in which there are known contaminated sediments, and develop a long-term plan to evaluate and address those in need of attention due to risk of mobilization due to coastal flooding.

Development Regulations

G-DR-13 As part of the City’s shoreline permit application review process, all proposed development and redevelopment activities in the City’s shoreline requiring a permit shall determine and disclose whether any sediment material on the development site, including fill, is contaminated and requires remediation to prevent spread of contamination through mobilization due to coastal flooding events. This requirement applies whether or not the contaminated area on the site will be disturbed as part of the development process. If contaminated sediment at risk of mobilization is determined to be present, the City shall require a remediation plan as a condition of shoreline permit approval. The City may require independent review at the applicant’s expense of findings and recommendations regarding contamination and remediation, by a hydrologist, geologist, engineer or other qualified professional.

6. Consultant Recommendation: *“Create standards for sea level rise for the downtown waterfront redevelopment based on design lifetimes, and offering leadership for other small coastal cities.”*

Proposed Code Addition: SMP Chapter 6 General Policies and Regulations

(New Section) 6.7 Sea Level Rise and Coastal High Hazards.

Management Policies

SMP-GP-38 The City should create specific development and design standards for the downtown shoreline that address issues related to coastal high hazards and future sea level rise, including but not limited to: coastal flooding, earthquake liquefaction and tsunami risk,

saltwater intrusion, mobilization of contaminated sediments, and impacts to geologic hazard areas.

Development Regulations

G-DR-39 During each periodic review of the City's shoreline master program, the City will evaluate its development and design standards and revise them as needed for the downtown shoreline to protect against risks from sea level rise and coastal high hazards including but not limited to: coastal flooding, earthquake liquefaction and tsunami risk, saltwater intrusion, mobilization of contaminated sediments, and impacts to geologic hazard areas.



CITY OF PORT ORCHARD
DEPARTMENT OF COMMUNITY DEVELOPMENT

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PLANNING COMMISSION STAFF REPORT

Agenda Item No: 4b	Meeting Date: 11/2/2020
Draft Downtown Subarea	Nick Bond, Development
Subject: Plan	Prepared by: Director

Issue: In fall 2019, the City received a \$50,000 grant from the Department of Commerce, which was intended to develop plans and actions that will increase residential building capacity, in accordance with E2SHB 1923. The City allocated the grant funds, in addition to funding from other sources, for development of a subarea plan and planned action EIS for a combined Downtown and County Government Campus center. GGLO LLC was selected as the consultant on the project, which has a Commerce deadline for completion of April 1, 2021. The draft Subarea Plan is the first result of this development, and is now available for public review.

Background: The Downtown and County Campus are currently designated in the City’s Comprehensive Plan as individual Countywide Centers. As indicated in the Land Use Element of the Comprehensive Plan, these adjacent centers are proposed to be combined (with revisions as needed) to meet the requirements for a Candidate Regional Center according to the Puget Sound Regional Council (PSRC) VISION 2050 planning document. In April 2020, the City submitted an application for Candidate Regional Center certification to the Kitsap Regional Coordinating Council (KRCC) for the combined Downtown/County Campus Candidate Regional Center, to be subsequently ratified by the PSRC. The PSRC will consider certifying Candidate Regional Centers as new Regional Centers in 2024.

The subarea plan has been prepared to address a number of current planning and redevelopment issues that are expected to impact the City’s downtown and the Kitsap County government campus, including the following:

- With the preparation of a subarea plan for the downtown and government campus, this area will likely qualify as a Regional Urban Growth Center under PSRC’s VISION 2050 requirements. Such a designation would open up new state and regional transportation funding opportunities to assist with subarea plan implementation.
- Under Vision 2050, the City is also proposed to be designated a high-capacity transit community because of the foot ferry serving downtown with connections from Bremerton to Seattle. As such, the City expects its regional share of growth to increase for the next periodic update of its Comprehensive Plan in 2024.
- The City was awarded \$12 million in a competitive funding process from the Kitsap Public Facilities District for the design and construction of the South Kitsap Community Event Center,

which will also include space for the Port Orchard library and a conference center. Site selection and preliminary planning work for the community center is currently underway.

- The City is completing an update to its Parks Plan to ensure compliance with state requirements for Recreation and Conservation Office funding eligibility. The subarea plan will incorporate the Parks Plan's recommendations for current and future parks and recreation needs in the downtown/government campus area into its analysis, including potential recreational uses at the Community Events Center.
- The City is working on a required update to its Shoreline Master Program which will review, among other issues, the current environment designations, mitigation opportunities, and potential environmental concerns along the downtown waterfront. This information will be incorporated into the subarea plan as relevant.
- Kitsap County intends to develop a new county courthouse, detention center and sheriff's office in the government campus area in 2020 through 2022, redevelop existing buildings, and construct new parking locations. These planning and development efforts should be coordinated with overall downtown and subarea planning.

With regard to the planned action EIS, which will be prepared in conjunction with the subarea plan, SEPA environmental review and regulatory compliance currently remain a significant time and financial hurdle for to developers who may be interested in the Downtown and County Government Campus Centers. The Subarea Plan and Planned Action EIS will provide a process for the City to address most anticipated environmental impacts of several overall downtown/county campus development alternatives, provide greater certainty to the development community, and simplify and expedite the environmental review of future individual projects within this subarea.

Attachments: Draft Downtown Subarea Plan



**DOWNTOWN AND COUNTY
GOVERNMENT CAMPUS SUBAREA PLAN**

City of Port Orchard, WA
October 28, 2020

DRAFT





PROJECT INFORMATION

Port Orchard is a small but growing city in the Puget Sound region of Washington State. It enjoys an outstanding natural setting in close proximity to major urban employment centers. This setting and its role as Kitsap County Seat, Port Orchard has the opportunity to be an important regional center for growth. Keeping these opportunities in mind the Department of Community Planning at City of Port Orchard, along with its consultants are conducting a subarea plan and planned action EIS for the Port Orchard Downtown and County Government Campus Subarea Plan (POSP).

These areas have land uses and conditions that are unique to the City and would benefit from the subarea process as they will need to accommodate a proportionate share of the City's future growth. The subarea and planned action EIS planning process will address issues such as current land uses, development capacity, future development mix and location of densities and uses, transportation, utilities, public facilities, amenities, and natural resources. The result of the planning process will be a neighborhood plan which will be incorporated in the City Comprehensive Plan.

The subarea plan requires early and continuous public participation consistent with RCW 43.21C.420. The planned action EIS shall meet the requirements of RCW 43.21C.440(1)(b)(ii). The subarea plan and planned action EIS, which will be partly funded by an E2SHB 1923 grant administered by the Washington State Department of Commerce, must also comply with the requirements of the Engrossed Second Substitute House Bill (E2SHB) 1923 (Chapter 248, Laws of 2019). Additionally, the subarea plan shall address the PSRC regional centers plan checklist criteria, regional center application requirements, and provide the City with a plan suitable for seeking designation as an Urban Growth Center.

City of Port Orchard

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 216 Prospect Street
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Robert Putaansuu

City Council Members:

Bek Ashby
 John Clauson
 Fred Chang
 Cindy Lucarelli
 Scott Diener
 Jay Rosapepe
 Shawn Cucciardi

Planning Commission:

Trish Tierney
 Stephanie Bailey
 Annette Stewart
 Mark Trenary
 David Bernstein
 Phil King
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1.1 Introduction

1.1. PLAN BACKGROUND AND CONTEXT

The 2014 City of Port Orchard periodic Comprehensive Plan update incorporated a new "centers" strategy to guide future planning and designated the first en "local centers" (See section 2.7 of the Port Orchard Comprehensive Plan). The Centers strategy evolved from the State Growth Management Act of the early 1990's as a means to combat urban sprawl development patterns that defined the post-war era. This strategy strives to accommodate growth in designated areas while preserving the existing character of the community, thereby retaining more open space and the dominant pattern of existing development. The centers approach to planning is provided in Vision 2050, the regional plan completed by the Puget Sound Regional Council, and in the County-wide Planning Policies adopted by all jurisdictions in Kitsap County. The latest Comprehensive Plan designated eight "countywide centers" and four designated "local centers". In addition, the City identified the Downtown and the County Campus as a candidate Regional Center under Puget Sound Regional Council Vision 2050. This plan addresses how the City will meet Center goals through appropriate land use designations, annexation, development of capital facilities and utilities, and related measures.

In late 2019 the City received a Department of Commerce E2SHB 1923 Grant intended to develop plans and actions that will increase residential building capacity. The grant provided partial funding for the City of Port Orchard to contract with consultants to complete the Downtown and County Campus Centers Subarea Plan and planned action EIS. The Center boundaries identified in the Comprehensive Plan do not meet the latest PSRC requirements for Regional Centers. After consultation with PSRC it was decided to expand the study area boundary to identify recommendations of expansion of the current Centers.

The City and their consultants explored design alternatives for the subarea to be analyzed under the Environmental Impact Statement (See Section 3). Due to most of subarea being previously developed land, the alternatives include a single redevelopment plan for the East Downtown, West Downtown, and Government Campus while considering different programmatic approach to identified developable lands. The alternatives considered are as follows:

- Alternative 1 - No Action
- Alternative 2 - Residential Focus
- Alternative 3 - Mixed-Use Focus

COMMUNITY AND STAKEHOLDER ENGAGEMENT

This original Public Participation Plan (See Appendix A) was developed just prior to state and local mandated closures to prevent the spread of corona-virus. This resulted in project delays and the cancellation of the City's plans to conduct in person workshops with neighborhood residents and property owners. The City has instead relied on on-line surveys and public hearings before the Planning Commission that were held remotely.

INITIAL GOALS

'Establish a vision for a vibrant urban center that is economically feasible and context sensitive'
The city is defined by its physical and social environments and the ways in which they are connected. This subarea plan seeks to lay out a vision for Port Orchard that is founded on connectivity and the idea that stronger connections will ultimately lead to a stronger community.

The following initial goals were derived from City of Port Orchard Department of Community Development initial project definition goals summary:

- Develop a Subarea Plan that establishes a vision for Port Orchard as vibrant urban center that supports denser residential living in a walkable neighborhood.
- Increase Housing supply consistent with the goals of E2SHB grant.
- Focused growth in designated centers to support denser residential living in a walkable neighborhood.
- The plan should support a potential future PSRC Regional Center designation.
- Planned Action EIS to barriers to SEPA regulatory compliance and encourage economic development.
- Plan for the City of Port Orchard to accommodate a share of regional growth as a proposed high capacity transit community under Vision 2050.

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1.2 Study Area

City of Port Orchard Centers

- County Campus
- Downtown

Study Area

- 329 total acres

Principle Arterials

- Bay Street & Bethel Ave
- Port Orchard and Mitchell Streets
- Sidney Ave and Cline Ave

Existing Land Use

- Neighborhoods - Residential
- Private Property / Commercial Uses
- Government - City / Kitsap County
- South Kitsap High School
- Marina Waterfront

Targeted Redevelopment Areas

- West Downtown Waterfront
- East Downtown Waterfront
- County Campus



STUDY AREA MAP AND EXISTING URBAN CENTERS
SCALE: 1" = 1000'



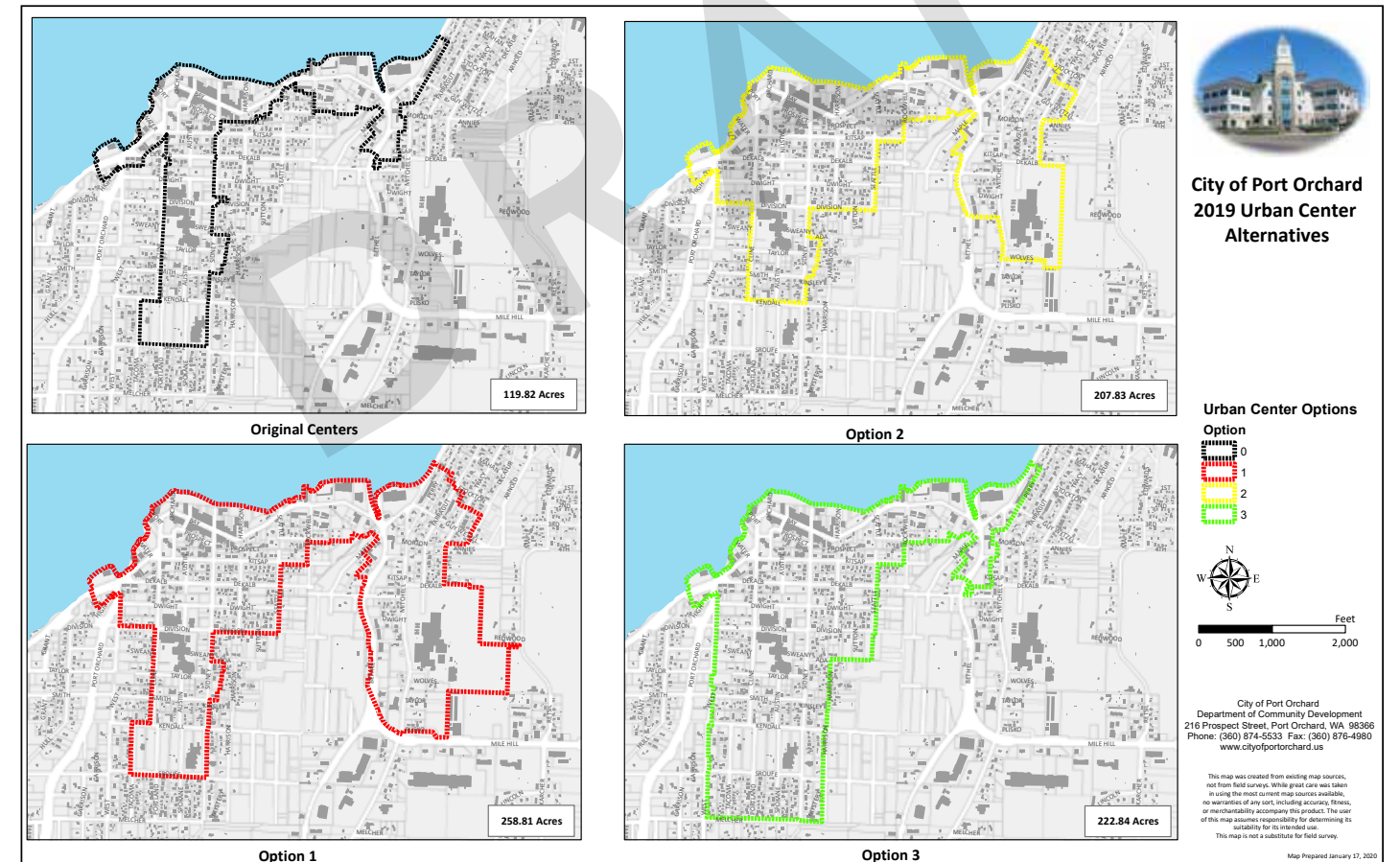
DEFINING THE SUBAREA BOUNDARY

The original Subarea Boundary consisted of the Downtown and the County Government Campus Centers as delineated in the Comprehensive Plan. After initial evaluation and consultation with the City and PSRC three additional study area boundaries were developed for consideration. The goals of the study area boundary evaluations included:

- Include sufficient context to allow the plan to include a holistic approach.
- Preference for boundaries to cross streets such that planning can encompass a corridor approach.
- Provide sufficient developable land inventory.
- Provide a strong basis for a future PSRC Regional Centers Application.

The selected subarea boundary is a combination of option 1 and option 3. The selected boundary

Guidance from PSRC suggested that it would be easier to reduce the boundary for a centers application than it would be to propose a large application boundary than what was previously studied. While the study area is extensive (329 acres), changes will not be proposed in all areas. Planned development is envisioned to primarily occur in or near the existing urban centers, along existing principle Arterials, and at currently underutilized parcels (see Section 2 and enclosed Appendix B).



STUDY AREA OPTIONS
SCALE: N.T.S.



1.3 PSRC Urban Countywide Growth Centers Framework

SUBAREA BOUNDARY POPULATION AND EMPLOYMENT

The City has no designated Regional Growth centers at this time, but the Downtown and County Government Campus Centers are being considered as a candidate for a future combined regional growth center. The selected subarea boundary does not meet the PSRC existing activity unit requirements, but it will identify the location of potential future capacity.

URBAN GROWTH CENTER CRITERIA

- **Existing density** - 18 activity units per acre minimum
- **Planned target density** - 45 activity units per acre minimum
- **Mix of uses** - Regional growth centers should have a goal for a minimum mix of at least 15% planned residential and employment activity in the center.
- **Size** - 200 acres minimum - 640 acres maximum

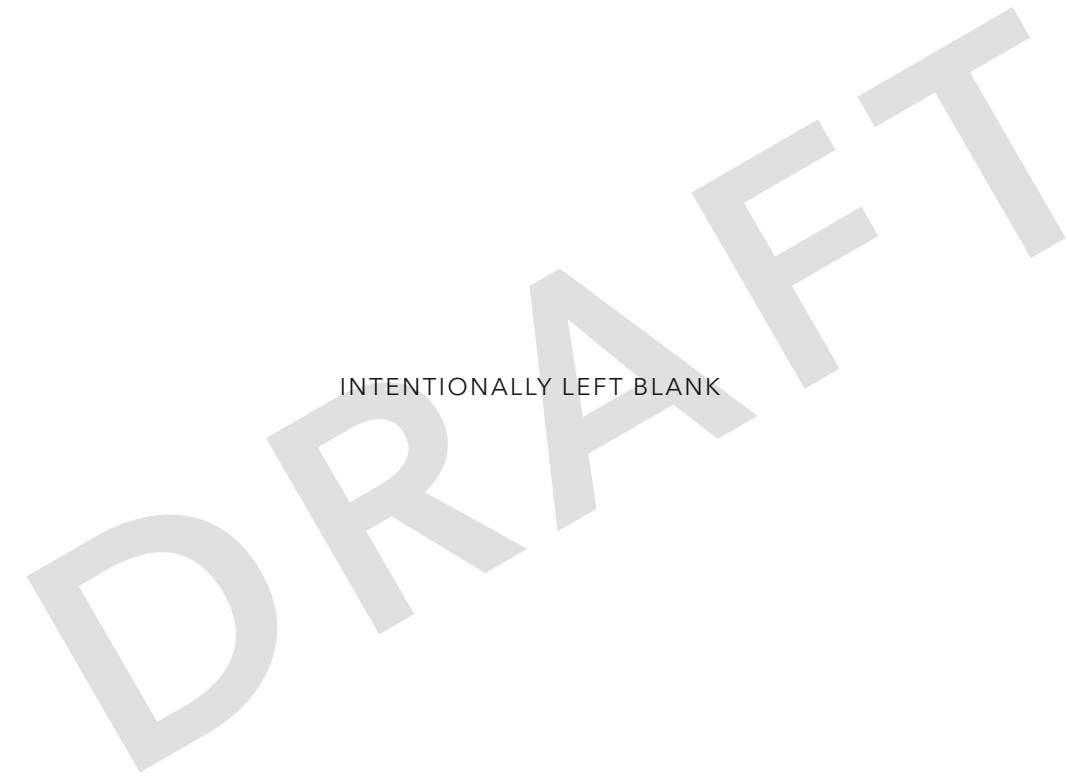
- **Transit** - Existing or planned fixed route bus, regional bus, Bus Rapid Transit, or other frequent and all-day bus service. May substitute high-capacity transit mode for fixed route bus. Service quality is defined as either frequent (< 15-minute headways) and all-day (operates at least 16 hours per day on weekdays) -or- high capacity
- **Market potential** - Evidence of future market potential to support planning target
- **Role** - Evidence of regional role
 - Clear regional role for center (serves as important destination for the county)
 - Jurisdiction is planning to accommodate significant residential and employment growth under Regional Growth Strategy

Alternate Downtown and County Government Center Study Area Boundaries	Total Population	Covered Employment	Total Acres*	Activity Units/Acres
Option 0 - Current Comp Plan	733	1,607	120	20
Option 1	1,275	2,113	259	13
Option 2	1,163	2,018	208	15
Option 3	1,424	1,697	223	14
Option 4 - Selected Subarea Study Boundary	1,806	2,150	329	12

Source: PSRC, 2020

TOTAL ACRES: PSRC references the total acreage of the Study Area, which includes the gross parcel and public right of way acreage. Analysis contained later in the report referencing gross and net buildable lands does not include existing public right of way.

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2.1 History

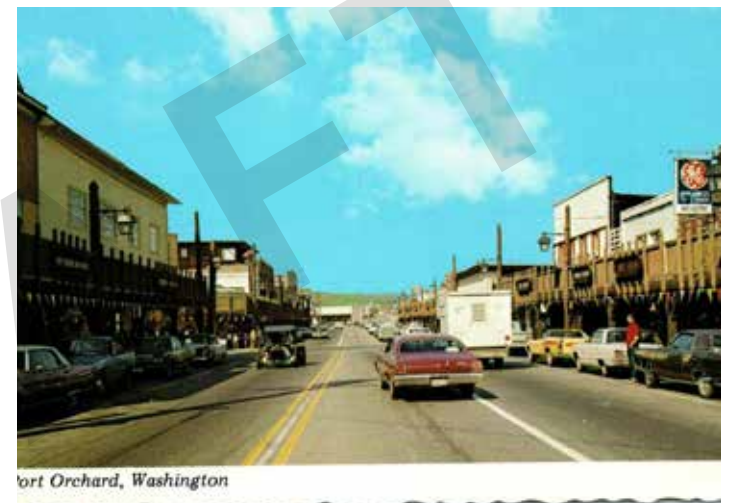
2.1. HISTORY OF PORT ORCHARD

Port Orchard, located in south Kitsap County, was platted as Sidney in 1886 by Frederick Stevens who wanted to name the future town after his father, Sidney Merrill Stevens. He chose a site on the southern shore of the Sinclair Inlet, part of Port Orchard Bay. Sidney quickly became known for its lumber industry, pottery works, small businesses, and agricultural opportunities. In 1890 it became the first town to incorporate in Kitsap County. Sidney residents took an active role in bringing the Puget Sound Naval Station (later Puget Sound Naval Shipyard) to Kitsap County. The navy employed many residents of Port Orchard and greater Kitsap County from the turn of the century onwards, and became the most important employer in the county. In 1893, after building a courthouse and donating it to the county, Sidney was chosen as county seat. After 1903, Port Orchard continued to grow due to the expansion of the naval yard during the Great Depression, World War II, the Korean War, and the 1960s, and due to Port Orchard's reputation as a quiet waterfront community located in a beautiful environment and close to Seattle.

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1950's Street in Port Orchard, WA



Street in Port Orchard, WA



1908 Ferry Docks

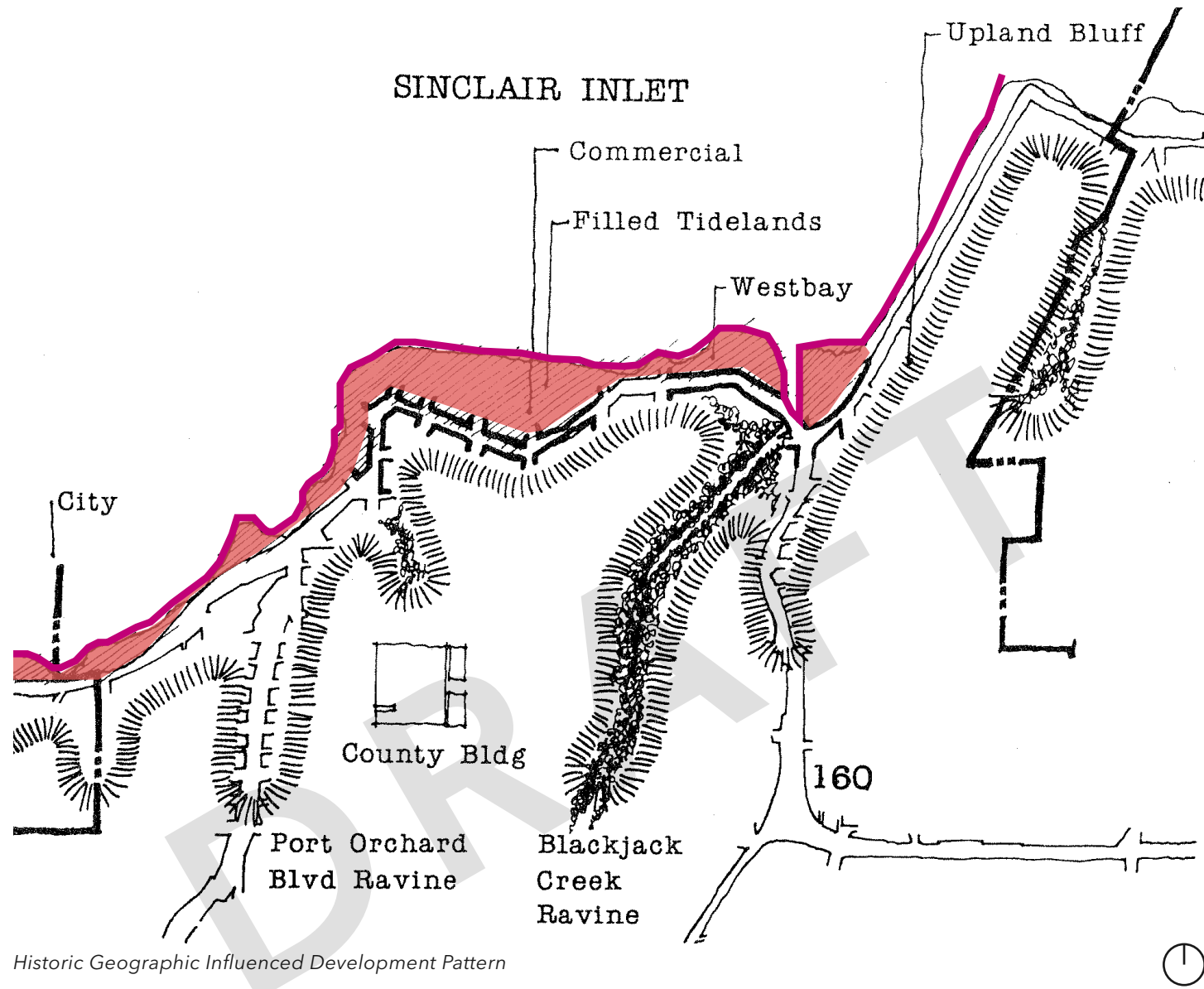


Ferry Docks



1940's Kitsap County Court House

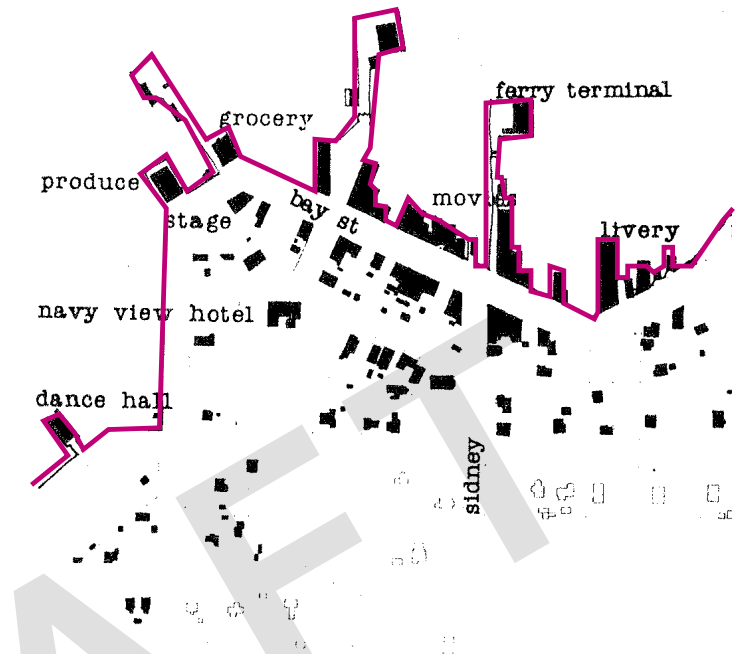
2.1 History



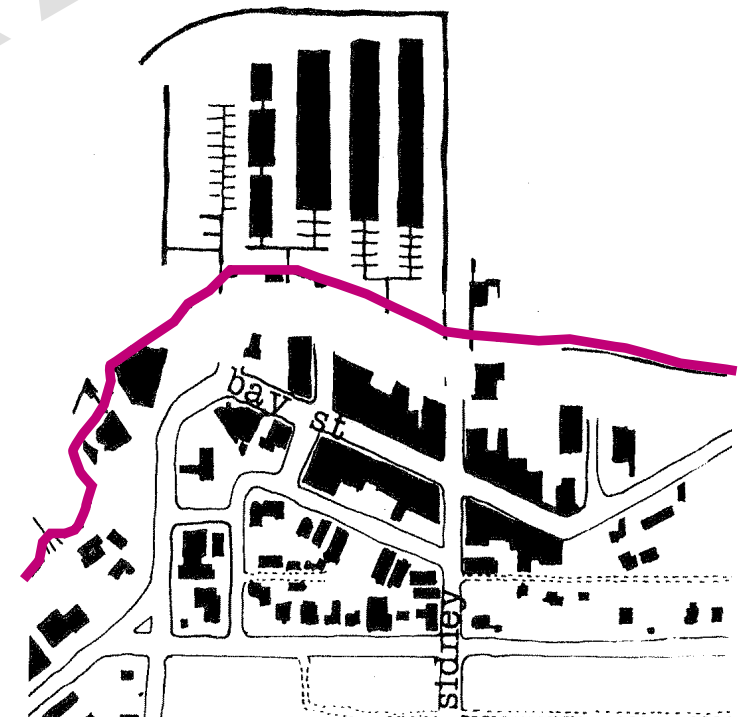
Historic Geographic Influenced Development Pattern

NATURAL FEATURES AND GEOGRAPHY

The geography and natural landscape of Port Orchard is defined by its waterfront on Sinclair Inlet, the multiple stream ravines, and the steep topography that divides them. Just as these stream valleys bring rains to Sinclair Inlet, the valleys at Port Orchard Boulevard and Bethel Avenue now discharge residents and visitors into the West and East Downtown as they travel from the uphill and inland neighborhoods. The original waterfront shoreline was generally located at the current site of Bay Street prior to the infill of historic waterfront tidelands. These filled lands present a challenge potential redevelopment due to flood risks, poor soil conditions, and a high water table.



Historic Waterfront Figure-Ground - 1914



Historic Waterfront Figure-Ground - 1982

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2.1 History



1908 - Port Orchard - Ferry Docks



1950's - Port Orchard - Bay Street



2020 - Port Orchard - Ferry Docks



2020 - Port Orchard - Bay Street

2.2 Existing Built form and Context

The analysis has identified three distinct areas within the broader study area, the West Downtown, the East Downtown and the County Government Campus. All three areas have a different built-form and character. They areas are divided by the geographic barriers including the change in topography between West Downtown and the County Campus, and the Blackjack Creek Ravine between the County Campus and Bethel Corridor.

The West Downtown Neighborhood

The West Downtown Neighborhood is the current and historical cultural and civic hub of the community. Its is also the recreational hub with ferry connections to the neighboring cities. The area includes a mix of land uses like the City Hall and public library, the Kitsap Bank and



restaurants and retail services.

Restaurant and Retail along Bay Street

The East Downtown Neighborhood

The East Downtown is geographically separated from the West Downtown and was developed later with a more auto-centric development pattern. The neighborhood includes a mix of commercial uses from the junction of Bay Street and Bethel Ave and the waterfront. Further it extends in south to Mitchell Corridor which is higher in density with a mixture of single-family homes surrounding South Kitsap High School.



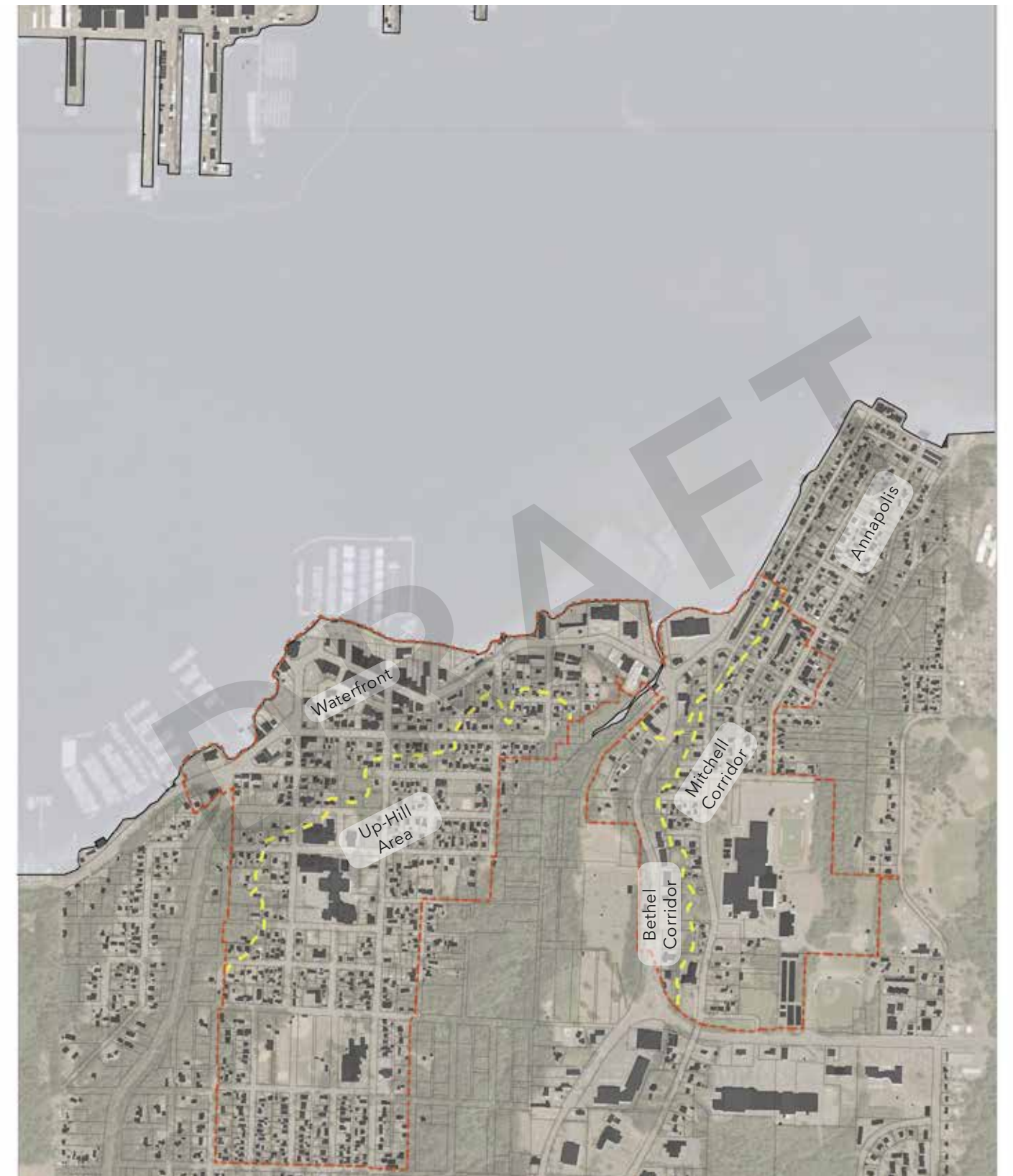
Single Family Homes Around Mitchell Corridor

County Campus

The Kitsap County Government campus is both the heart of the Center and the City's largest employer. The Port Orchard Blvd and Black Jack Creek valley's along with the historic steep shoreline isolates the Center from the Downtown. The County Campus is surrounded by single family houses separated from the campus by Sidney and Cline Ave which are also the neighborhood arterials providing vehicle and transit access to downtown.



Single Family Homes Around County Campus



GEOGRAPHIC DISTRICT MAP



2.3 Recent Achievement and Current Planning

BAY STREET PEDESTRIAN PATHWAY



The City of Port Orchard is constructing a new 1.0 mile long multi-purpose path/trail, broken into 11 segments beginning at the downtown Port Orchard ferry facility and ending at the Annapolis ferry facility. The completed multi-purpose trail will become a part of the Mosquito Fleet Trail.

This portion of the Mosquito Fleet Trail along Bay Street, also known as the Bay Street Pedestrian Pathway, will be a significant segment of the off-road link in the Mosquito Fleet Trail, which eventually will connect Kingston to Southworth along the eastern shore of Kitsap County. It will also provide a much needed recreational facility within downtown Port Orchard, and a safe alternative transportation mode for its citizens and workforce. Users are expected to include lunchtime walkers, bicycle commuters, families with children, and recreational cyclists on both organized and independent tours. The trail is also likely to experience heavy multiple use during special events organized and hosted by the City of Port Orchard.

BAY/ BETHEL STREET INTERSECTION REDESIGN

Roundabouts are safer than traditional traffic signals or stop sign controlled intersections, and they accommodate vehicles of various sizes, including emergency vehicles, buses, semi-trucks with trailers, farm and logging equipment. Studies show roundabouts reduce injury crashes by 75% at intersections where stop signs or traffic signals previously existed. Roundabouts improve the flow of traffic because users don't have to wait for a green light to get through the intersection. Other benefits of a roundabout include vehicles moving in the same direction which helps improve traffic flow. Roundabouts reduce maintenance and repair costs when compared to traffic signals.



SOUTH KITSAP COMMUNITY EVENTS CENTER



The South Kitsap Community Events Center (SKCEC) is a collaboration between the City of Port Orchard, and the Kitsap Regional library. Concepts suggested a 24,000-square-foot multi-use facility that includes 9,000 square feet for the new Library. In 2019, the Kitsap Public Funding District allocated up to \$12 million in phased funding to support the project.

Under Rice Fergus Miller's guidance, potential sites will be studied to determine the most optimal location for the community center. Initial concepts placed the new facility in downtown Port Orchard with a project scope that would include shoreline restoration, public open space, and parking solutions. Public input will be sought in the determination of

the building uses and design amenities, according to Steve Rice, RFM partner and lead architect.

WATERFRONT LIFT STATION AND PLAZA



The City of Port Orchard (City) uses its Marina Pump Station to collect all the City's wastewater and discharges it to the West Sound Utility District's (District) Wastewater Treatment Facility (WWTF). With the City's rapidly growing development, the Marina Pump Station must remain reliable and capable of handling the expected increased flow rates through projected build-out. The existing station is a critical piece of the City's sewer system and must remain effective during high flow events. Currently, the Marina waterfront is used frequently by the City's residents and visitors. When proposing alternatives to upgrade the Marina Pump Station, the City stressed the importance of maintaining the aesthetics of the waterfront environment for generations to come. This Predesign Report analyzes alternative pump station improvements based on current, future, and build-out peak hour flow rates, reliability, expected resiliency, and cost.

PARKS PLAN UPDATE

The City currently has approximately 70 acres of park area, as well as trails and other open space. However, the Parks Plan has not been substantively updated since 2011. Once updated, the Parks Plan will provide a 20-year vision for the City's parks, recreation, open space, and trails, as well as a 6-year action plan for implementing short- and medium-term steps to succeed in this vision. Steps in development of the Parks Plan update will include research, public involvement, and the creation of recommendations for all aspects of Port Orchard's park system, including a community demand, supply and needs analysis. The Parks Plan will also include a framework for fiscally sound decision-making

over a multi-year planning period. The Parks Plan functions in coordination with the City's Comprehensive Plan and Shoreline Master Program.



2.4 Previous Planning Efforts

SUMMARY

As the team prepares to draft a subarea plan for the City of Port Orchard we reviewed the previous planning efforts done by the city. We found a lot of similarities in the recommendations of these planning efforts and we plan on addressing them in the Sub-area plan.

Following are the planning efforts:

1. Comprehensive Plan of 1966
2. Port Orchard Waterfront Revitalization Plan Kasperian Plan - 1983
3. Downtown Port Orchard: Suggestion for Revitalization - 1999
4. Port Orchard: Economic Development Plan - 2004



2004 Port Orchard Economic Development Plan - Streetscape and Pedestrian Connections Concept Plan

2.1. PREVIOUS PLANNING EFFORTS

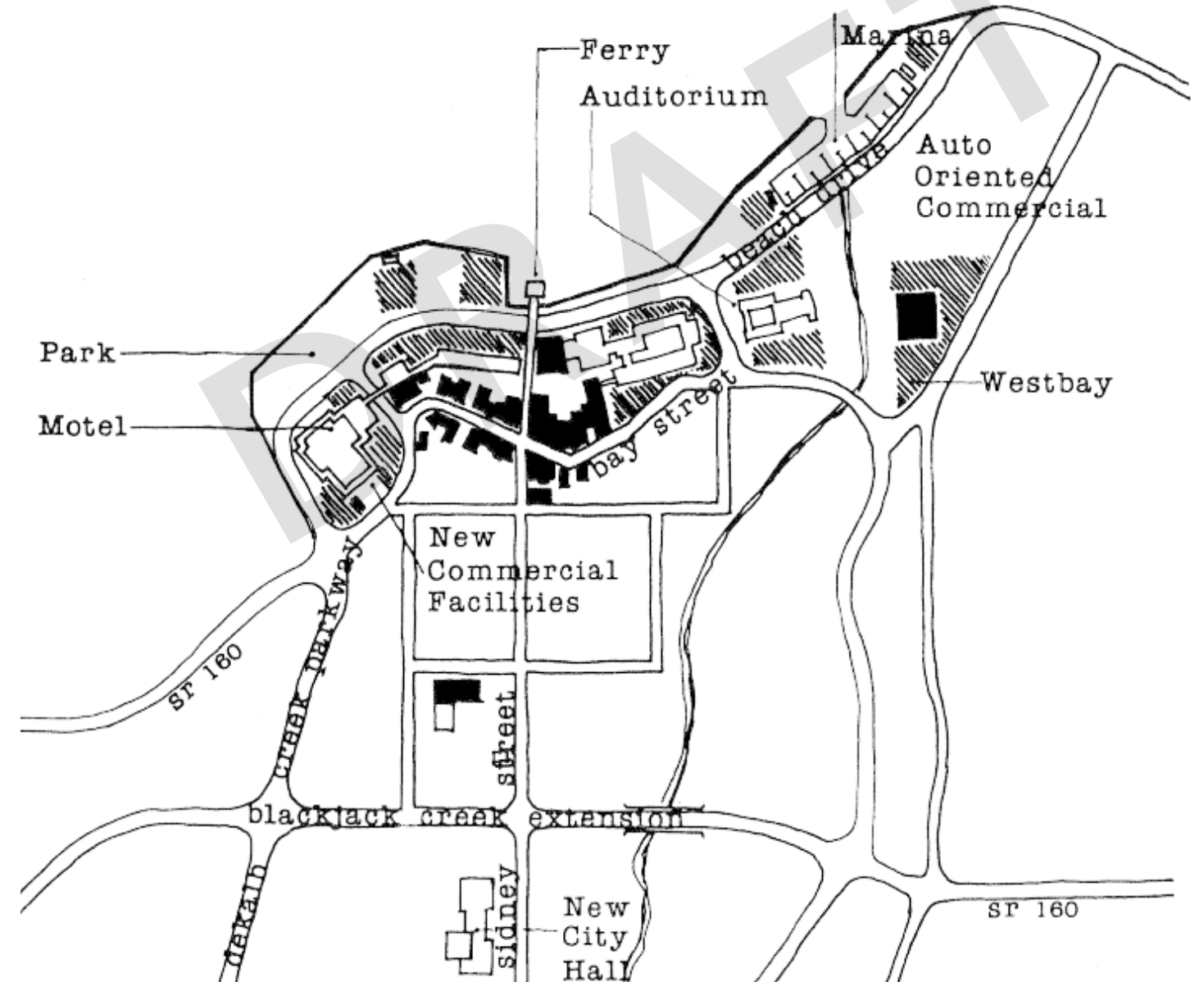
COMPREHENSIVE PLAN - 1966

In 1966, Port Orchard completed a comprehensive plan for the city and downtown area. As a point of reference, the redevelopment recommendations for the downtown and waterfront area are summarized below.

Key recommendations include:

- a scenic waterfront beach drive, from the De Kalb Street right-of-way connecting to Bay Avenue East of the West Bay Commercial area.
- A substantial fill of the tidelands along the waterfront from the De Kalb Street waterway to include Blackjack Creek and West Bay.

- A waterfront park and restaurant on the newly filled tidelands
- A new yacht club marina, boat sale area on filled tidelands at the north of Blackjack Creek
- And an expanded, east-west commercial wall to the north side of the existing Bay Street complex, a civic center/ auditorium was included in the development.
- a relocation of city hall to Sidney Street and the Blackjack Creek extension (present by-pass proposal)
- A new waterfront motel.



Comprehensive Plan - 1966

2.4 Previous Planning Efforts

2.1. PREVIOUS PLANNING EFFORTS

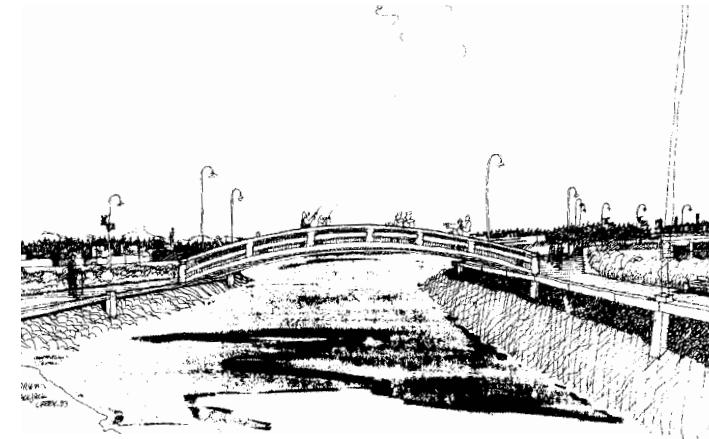
KASPERIAN PLAN - 1983

The objectives of this study are to develop recommendations for revitalization the downtown and waterfront areas of the City of Port Orchard.

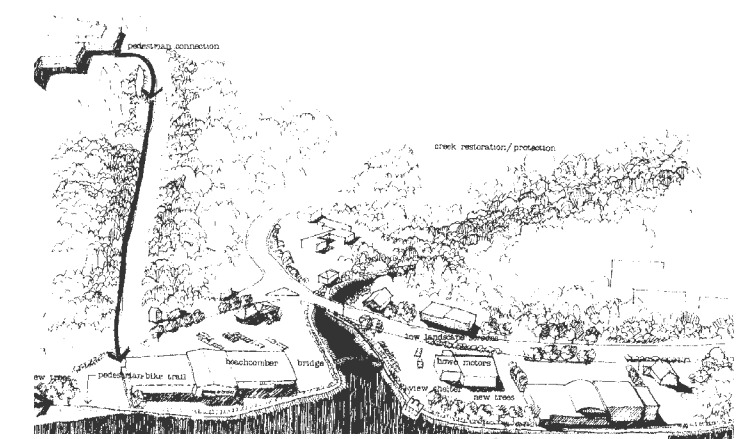
Key Recommendations:

- Waterfront Drive
- Substantial tidelands infill
- Waterfront Park
- Yacht Club and Marina
- Expanded east-west commercial corridor
- Relocate City Hall to Sidney and new highway bypass SR 160
- New waterfront motel

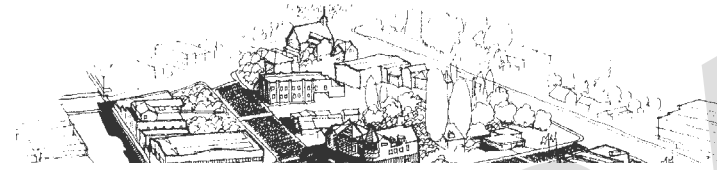
- Building and landscape improvements
- Return waterfront and stream right-of-ways to public use
- Downtown as a historic marine center
- Integrate plans with Kitsap transit
- Prioritize by-pass
- Waterfront pedestrian walkway
- Visual access to the waterfront from upland areas
- Prioritize water dependent / related uses on th waterfront
- Improve connections to uphill neighborhoods through possible hill-climb and lookout at "Fort Hill"



Blackjack Creek Pedestrian Bridge



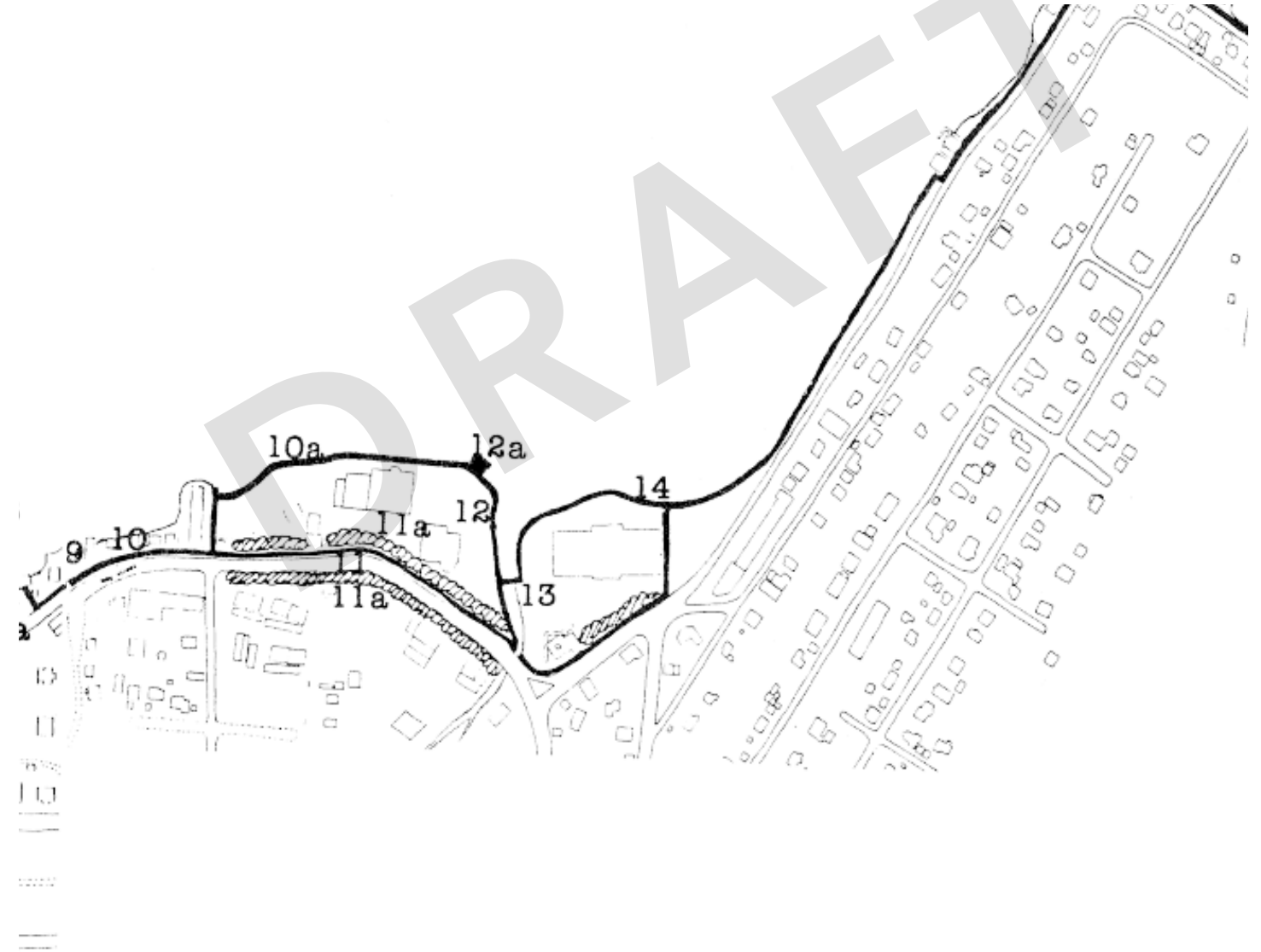
Blackjack Creek "West Bay"



Sidney Hotel Hill Climb



Kasperian Plan - 1983



2.4 Previous Planning Efforts

2.1. PREVIOUS PLANNING EFFORTS

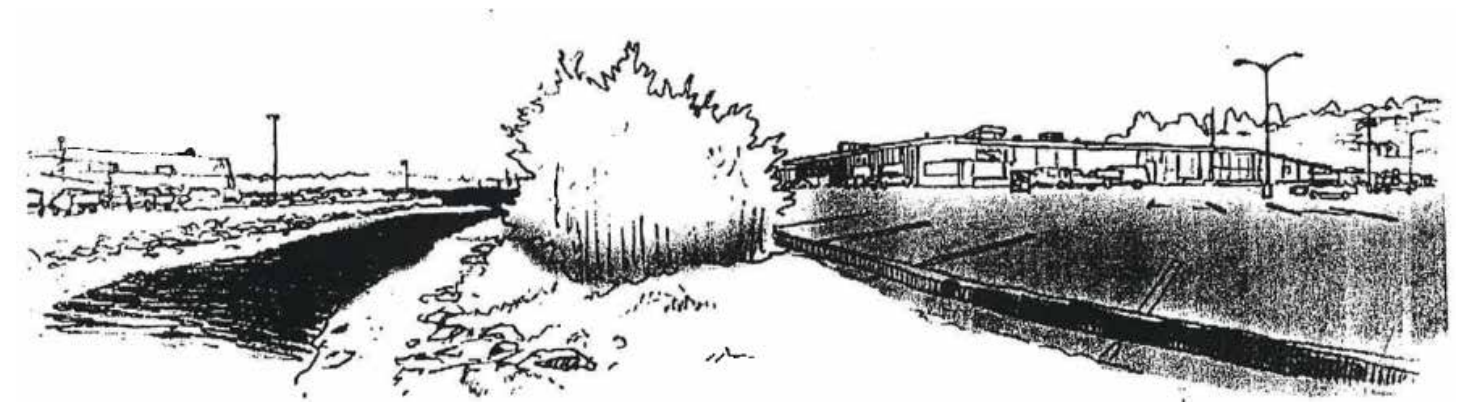
REVITALIZATION PLAN - 1999

In 1999, the University of Washington Department of Urban Design and Planning, prepared a revitalization strategy for downtown. This planning process included an opinion survey focused on the transportation and buying habits/preferences of individuals living in and passing through downtown Port Orchard.

Key Recommendations:

- Add strategic anchors
- Up-zone to allow 24-30 dwelling units / acre
- Increase height limits to 55' measured from Bay Street
- Improve pedestrian connectivity

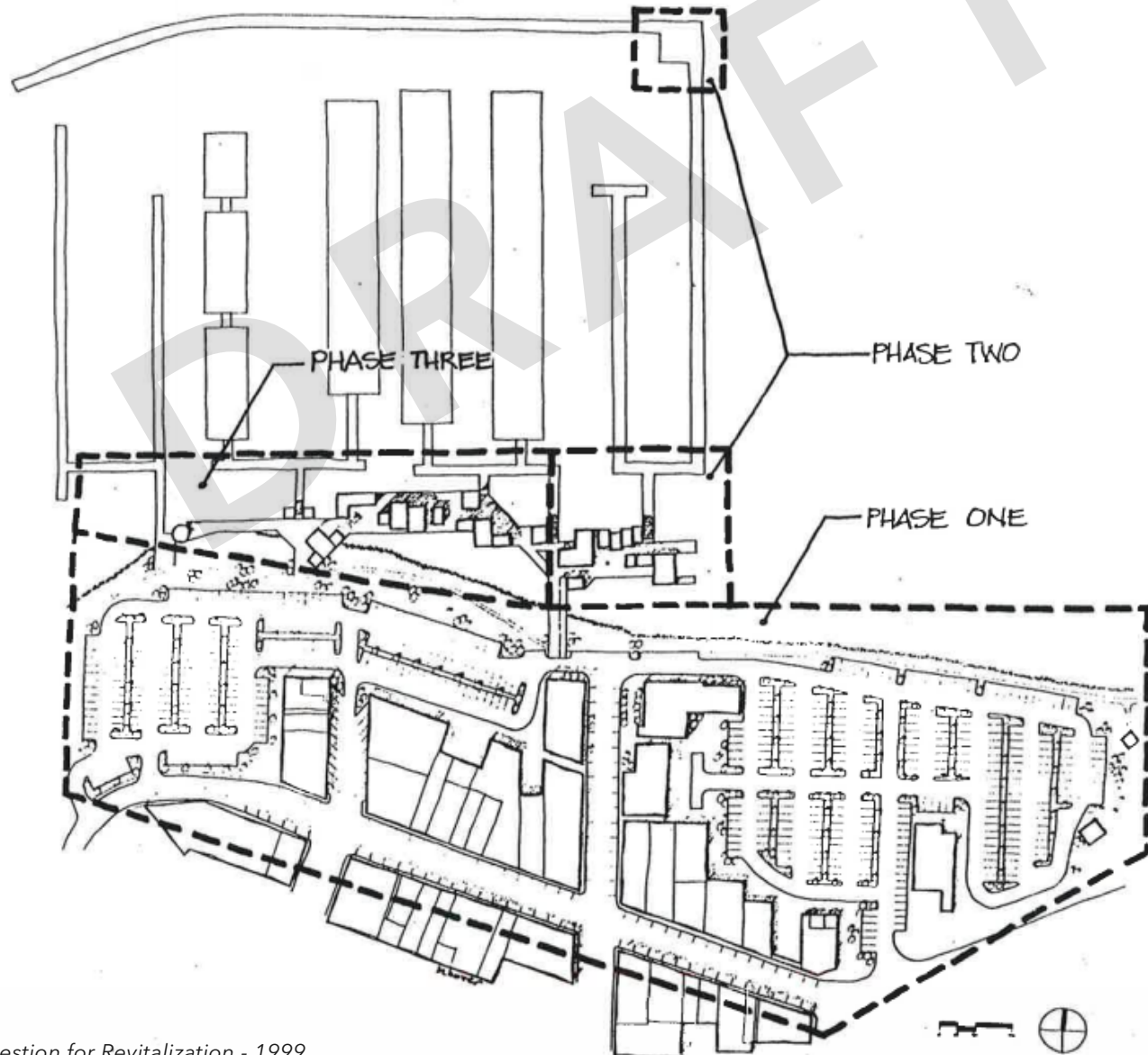
- Develop mixed-use commercial pier along the waterfront



Mouth of Blackjack Creek



Mouth of Blackjack Creek



Suggestion for Revitalization - 1999

2.4 Previous Planning Efforts

2.1. PREVIOUS PLANNING EFFORTS

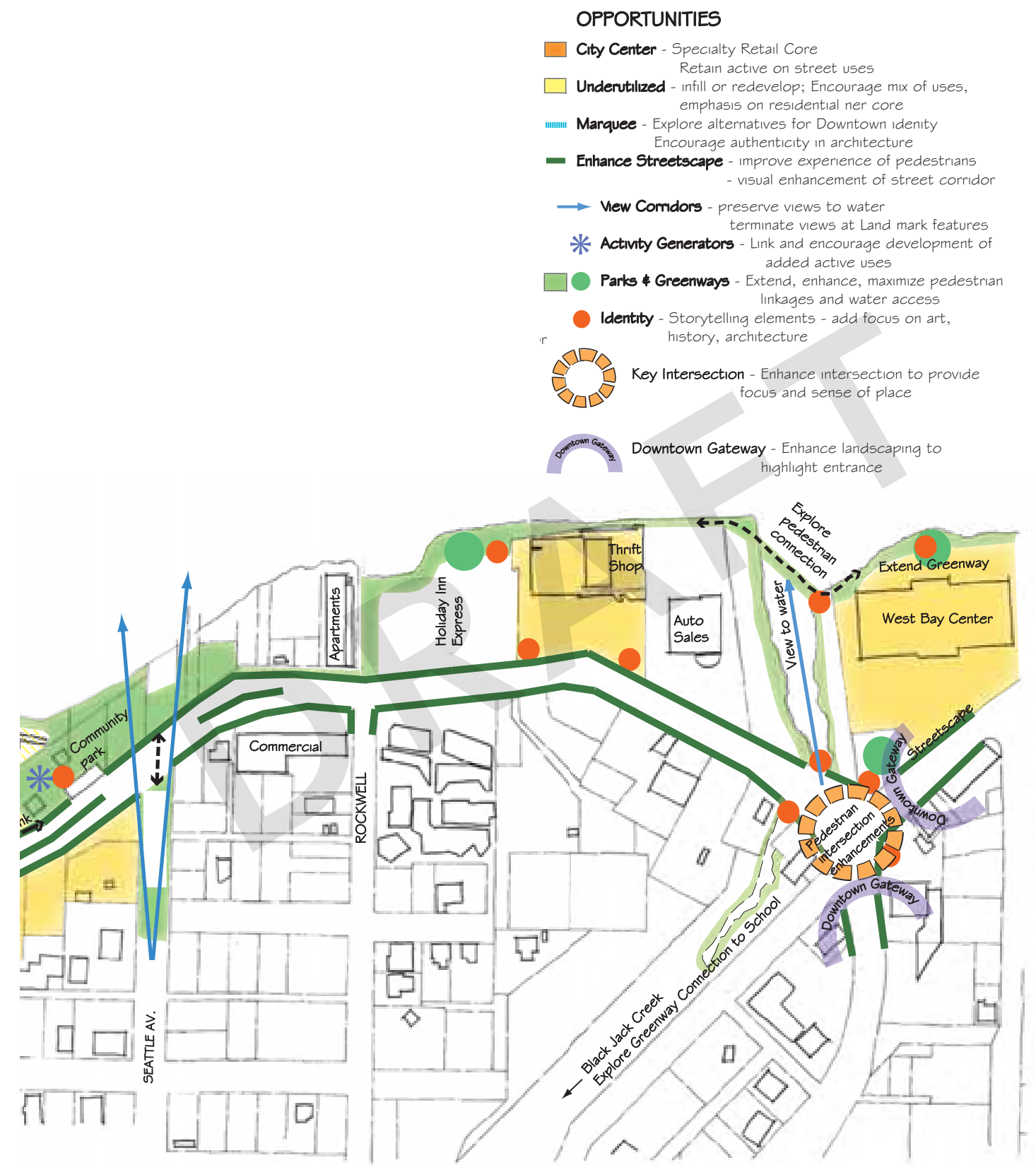
EDAW PLAN - 2004

The City selected a team of consultants led by EDAW, Inc. (urban design and planning) and including Property Counselors (market analysis) for these studies.

Key Recommendations:

- Frame the District.
- Enhance the Streetscape
- Strengthen the Sense of Place in the Core
- Emphasize Port Orchard's Rich History
- Activate the Area
- Preserve and Reinforce View Corridors

- Better Connections with the Waterfront
- Enhance Streetscape from Bethel to Port Orchard Boulevard
- Strengthen Connections with the County
- Create a Pedestrian Corridor for the Downtown Core
- Tie Waterfront Park with an Expanded Waterfront Greenway



- #### OPPORTUNITIES
- City Center** - Specialty Retail Core
Retain active on street uses
 - Undert utilized** - infill or redevelop; Encourage mix of uses, emphasis on residential ner core
 - Marquee** - Explore alternatives for Downtown identity
Encourage authenticity in architecture
 - Enhance Streetscape** - improve experience of pedestrians
- visual enhancement of street corridor
 - View Corridors** - preserve views to water
terminate views at Land mark features
 - Activity Generators** - Link and encourage development of added active uses
 - Parks & Greenways** - Extend, enhance, maximize pedestrian linkages and water access
 - Identity** - Storytelling elements - add focus on art, history, architecture
 - Key Intersection** - Enhance intersection to provide focus and sense of place
 - Downtown Gateway** - Enhance landscaping to highlight entrance

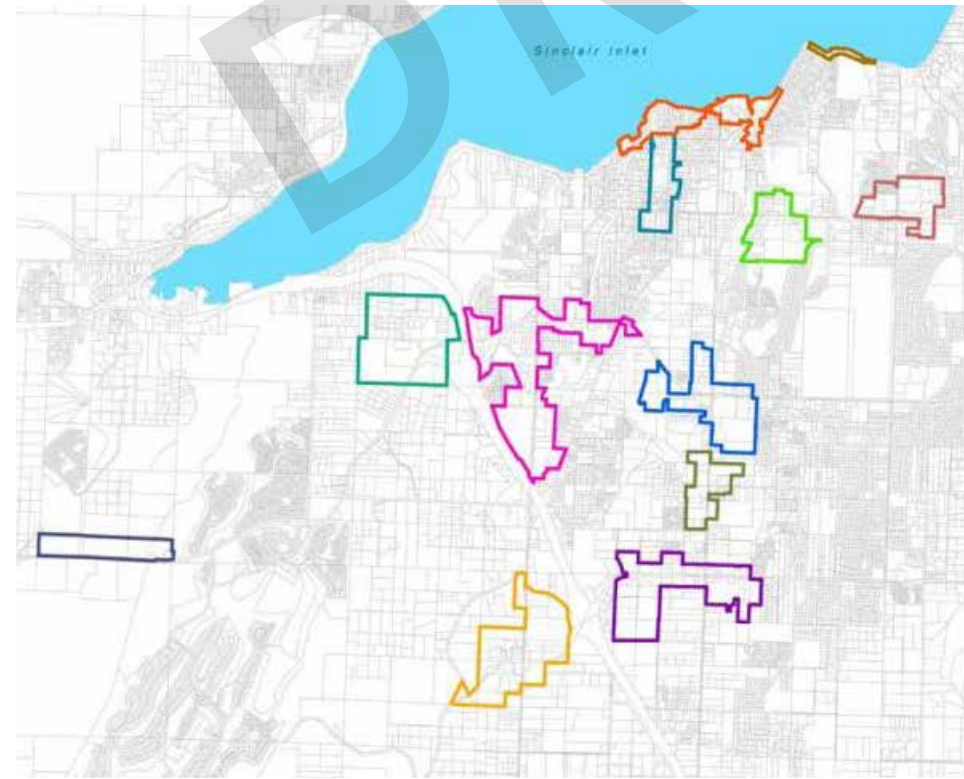
2.5 Existing Land Use and Zoning

CURRENT LAND USE CHARACTERISTICS

Updated in 2019, Port Orchard's adopted land use code takes a form based approach to establish standard procedures for all land use and development. The code attempts to foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. Because the code does not include density limits such as maximum floor-area-ratios, we used assumed residential densities included in the City Comprehensive plan amendment to establish assumed residential densities.

The primary land use designations within the study area is medium density residential and Mixed-use commercial, however the study area include nearly all land use designation. The study are also includes two large public facilities campuses, the Kitsap County Campus and South Kitsap High School.

Most land in the city is devoted to housing. Commercial areas and the downtown offer a range of goods and services, provide employment for local residents and those living in surrounding rural areas, and provide additional tax revenue to help fund public services and facilities. Industrial lands allow for light manufacturing and warehousing businesses, which also provide job opportunities and support the area's economy.



Port Orchard Comp Plan Centers

The Land Use element establishes goals and policies that seek to:

- Accommodate changes in population and demographics
- Encourage development in urban areas, reduce sprawl, and deliver services efficiently
- Ensure land use designations reflect need and demand
- Minimize traffic congestion and encourage the development of a multimodal transportation system
- Protect open spaces and the natural environment
- Promote physical activity
- Support a range of employment opportunities

OVERLAY DISTRICT

The city's development regulations include land use overlay districts which are applied in parts of the city, as summarized below.

- Downtown Overlay District
- Tremont Corridor District
- Government/Civic Center District:
- View Protection Overlay District



DOWNTOWN PORT ORCHARD (COUNTYWIDE CENTER)

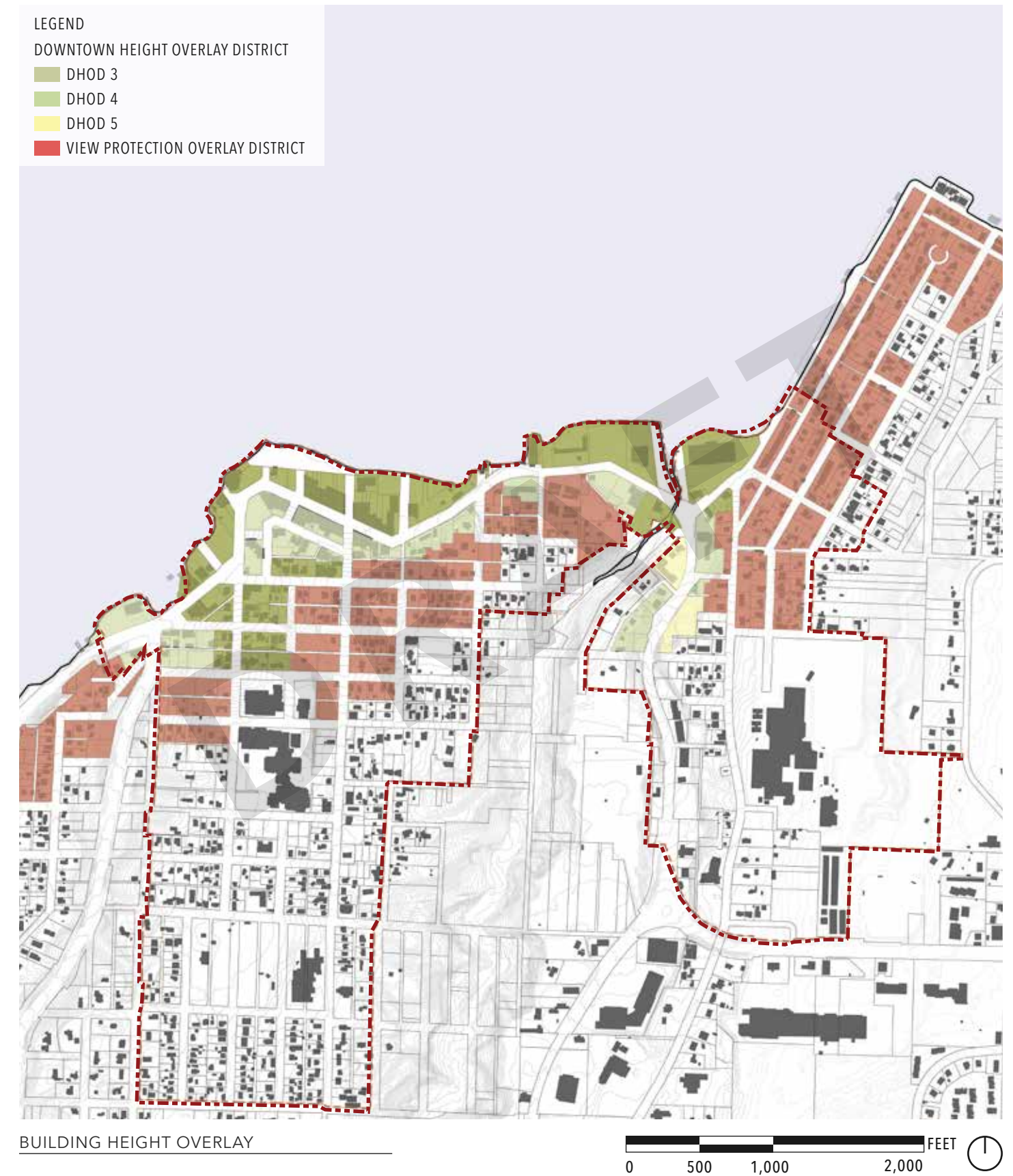
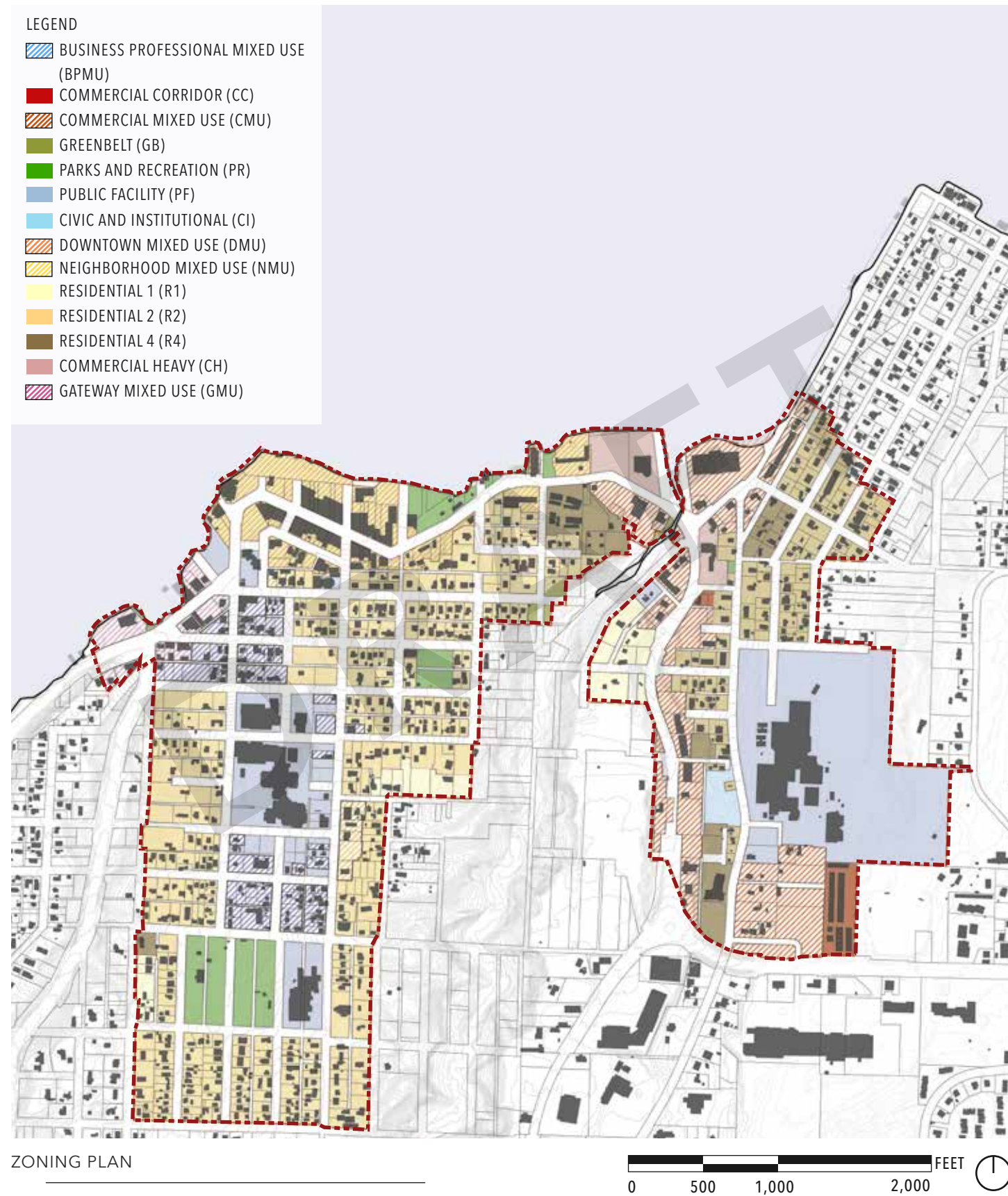
Port Orchard's downtown is the cultural, civic, and recreational hub of the community. The downtown currently contains a mix of land uses, including Port Orchard's City Hall and public library, numerous retail and service businesses, a marina and ferry dock, public parking, and a waterfront park and trail. With access from the water and from state highways 3 and 16, it remains the City's primary center for community events and activities. The City continues to work toward a balance of historic preservation, environmental restoration, and economic improvement for the downtown center. Downtown Port Orchard coupled with the County Campus may be a future candidate as a regional center. As of 2018, the Downtown Port Orchard Center measured 70 acres containing 197 residents and 787 jobs. This equates to 14 activity units per acre under the PSRC Regional Centers Framework.



COUNTY CAMPUS (COUNTYWIDE CENTER)

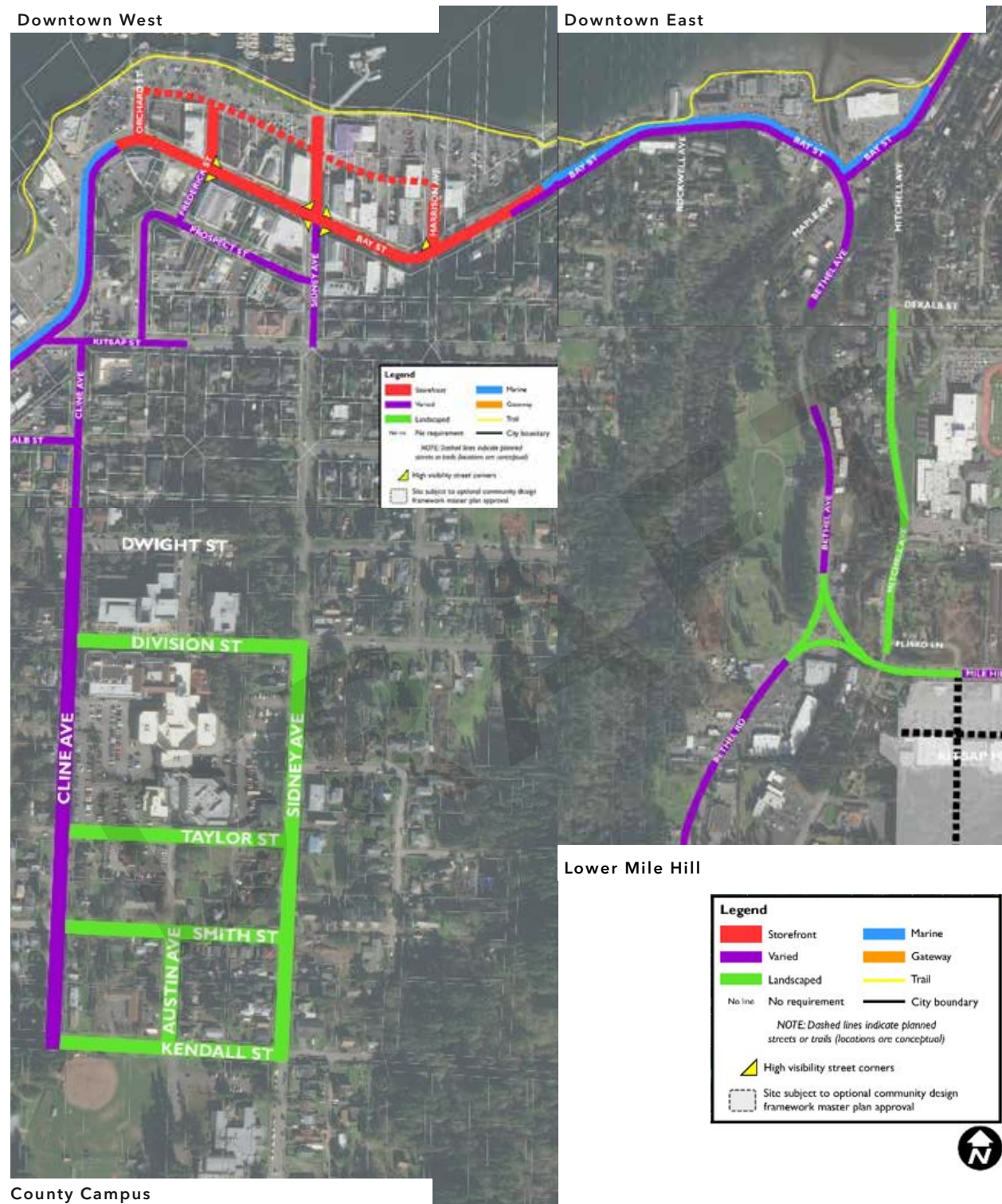
The City of Port Orchard has benefited from being the Kitsap County seat, as well as Kitsap County long serving as the City's largest employer. Kitsap County has proposed several phased development scenarios to provide options for the expansion of County facilities within the City of Port Orchard over the next 40 years. The District included land use and regulation proposals derived from the Kitsap County Campus Master Plan created in 2003, which was designed to accomplish the expansion of community facilities and allow uses that would serve to buffer the residential areas from the Campus.

2.5 Existing Land Use and Zoning



2.5 Existing Land Use and Zoning

2.6 Circulation, Access and Parking



EXISTING LAND USE - BLOCK FRONTAGES

VEHICULAR CIRCULATION AND ACCESS

Minor county arterial roads serve as key elements in the county transportation system. These minor arterial roads link together state routes or connect the state route system to Port Orchard, to other major centers, and to the ferry system. For example, Bethel Road is a two lane north/south road located in eastern Port Orchard. As a north/south road, Bethel Road connects and intersects with Sedgwick Road, Lund Avenue, and SR 166. Bethel Road terminates in Port Orchard at Bay Street. Bay Street is the East-West connector for downtown waterfront. Cline Ave and Sydney Ave are the primary vehicle connectors for county campus and downtown Port Orchard.

PEDESTRIAN CIRCULATION AND ACCESS

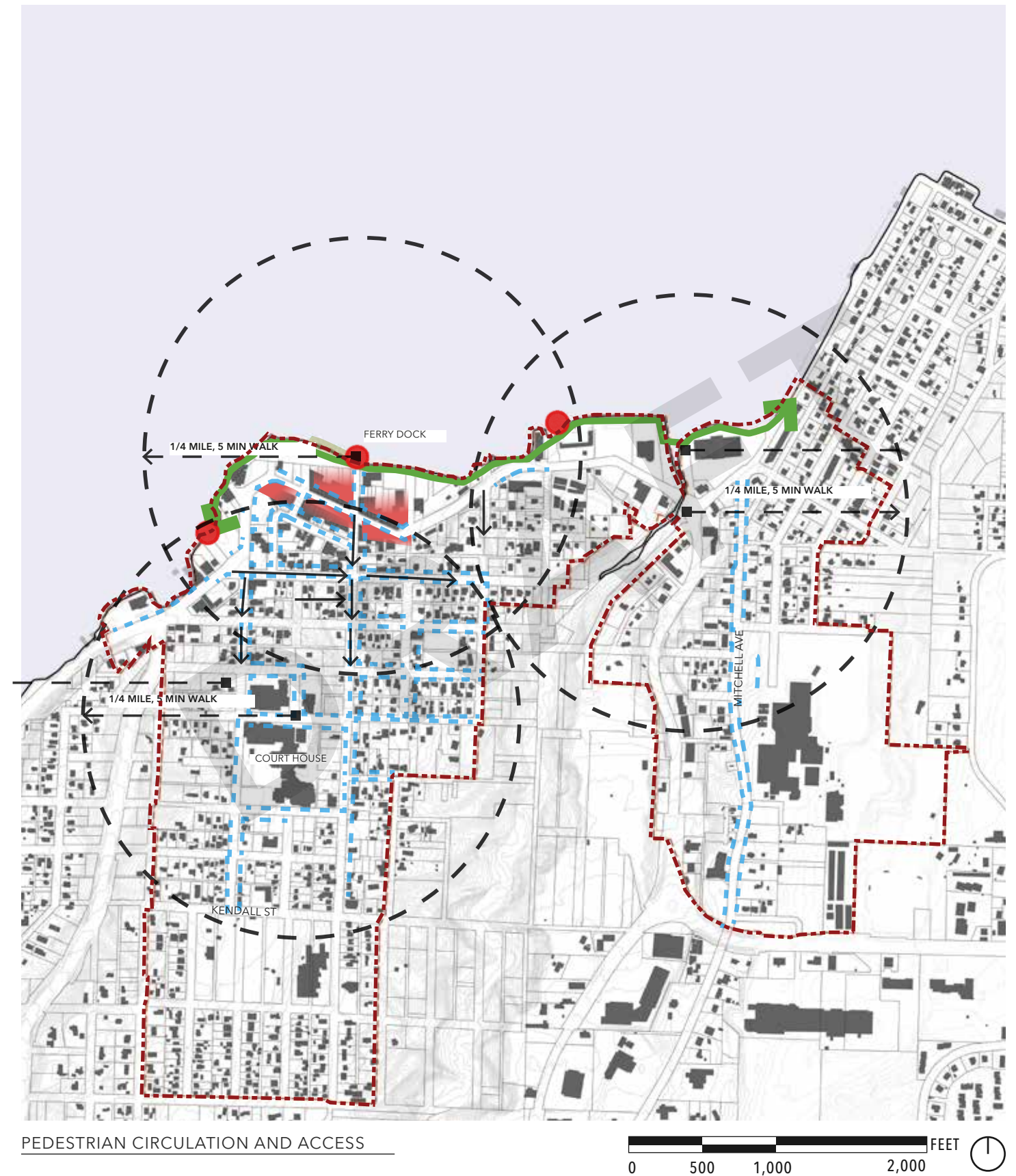
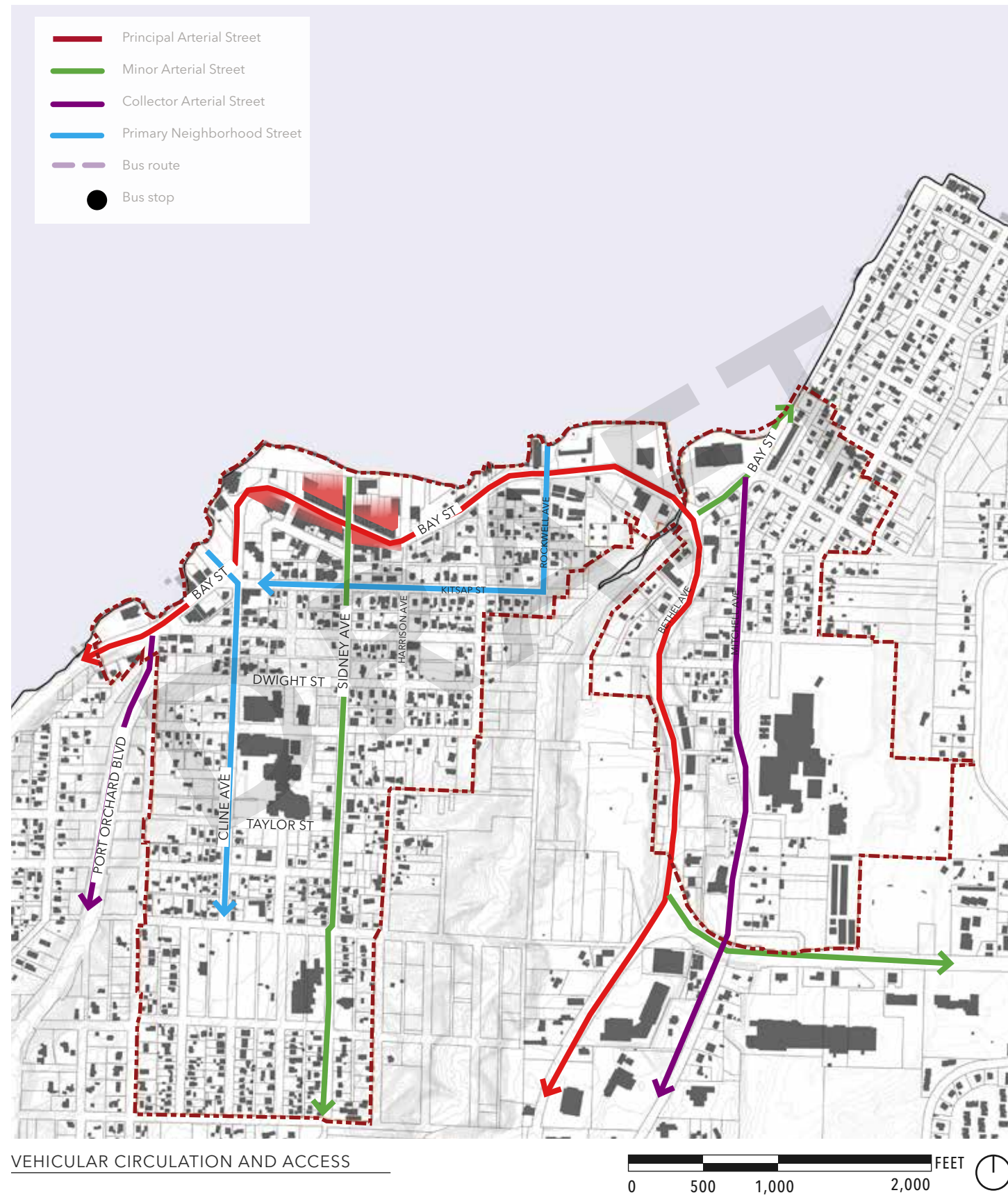
There are an assortment of pedestrian facilities located throughout Port Orchard and its UGA. Pedestrian facilities include sidewalks, trails and designated crosswalks. The majority of sidewalks are located along commercial corridors and in some neighborhoods. However there are some breaks in the sidewalks, continuous sidewalks would improve the safety and utility of the pedestrian environment.

TRANSPORTATION STUDY

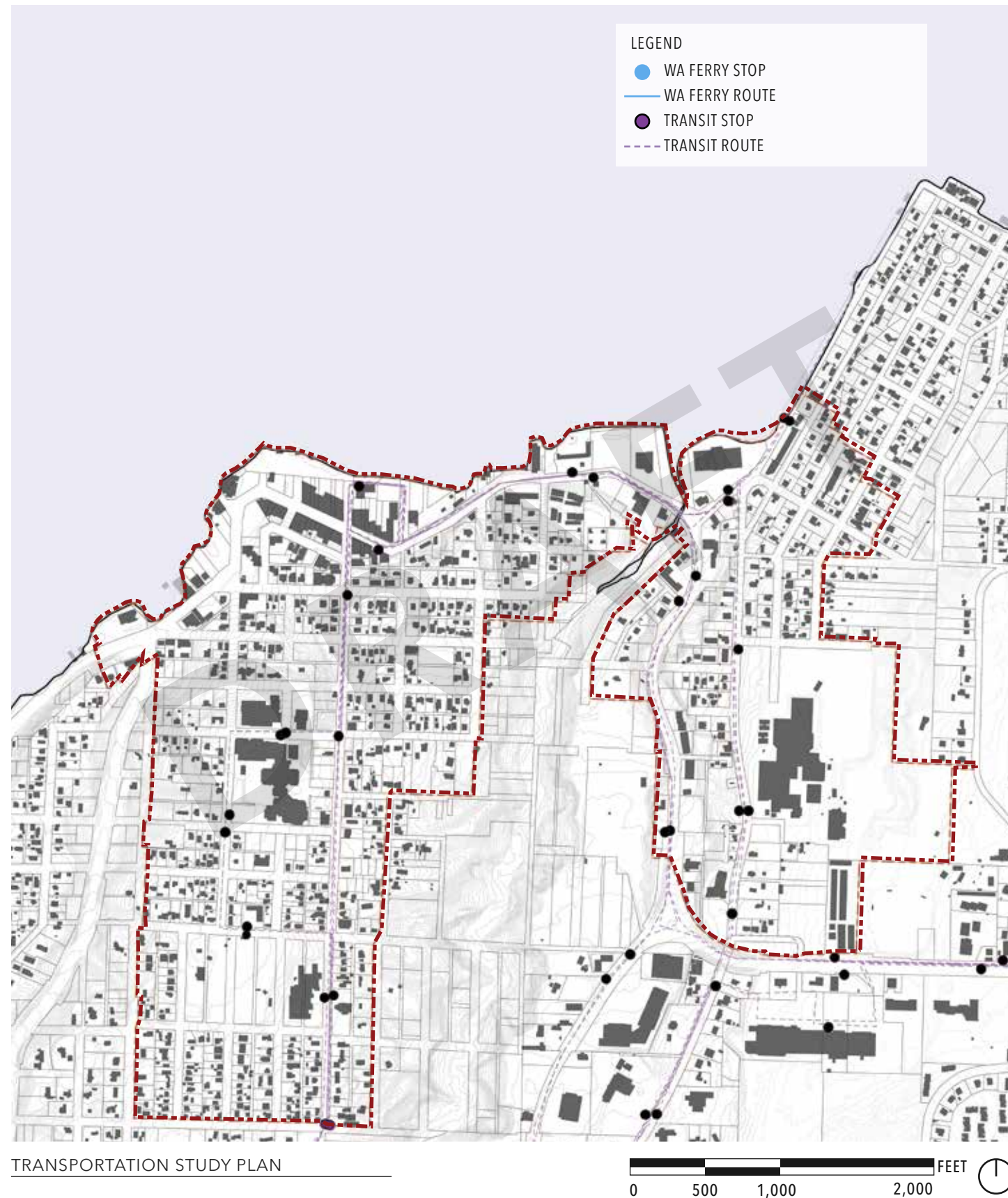
Additional analysis and summary of transportation study will be provided by TSI

DRAFT

2.6 Circulation, Access and Parking



2.6 Circulation, Access and Parking



2.7 Utilities and Capital Facilities

TRANSPORTATION

See existing conditions summary and EIS development analysis provided by TSI Engineers to be incorporated into the EIS and enclosed in the document appendix.

STORM WATER

See existing conditions summary and EIS development analysis provided by Reid Middleton Civil Engineers to be incorporated into the EIS and enclosed in the document appendix.

WATER SERVICE

See existing conditions summary and EIS development analysis provided by BHC Civil Engineers to be incorporated into the EIS and enclosed in the document appendix.

SEWER SERVICE

See existing conditions summary and EIS development analysis provided by BHC Civil Engineers to be incorporated into the EIS and enclosed in the document appendix.

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2.8 Environment and Open Spaces

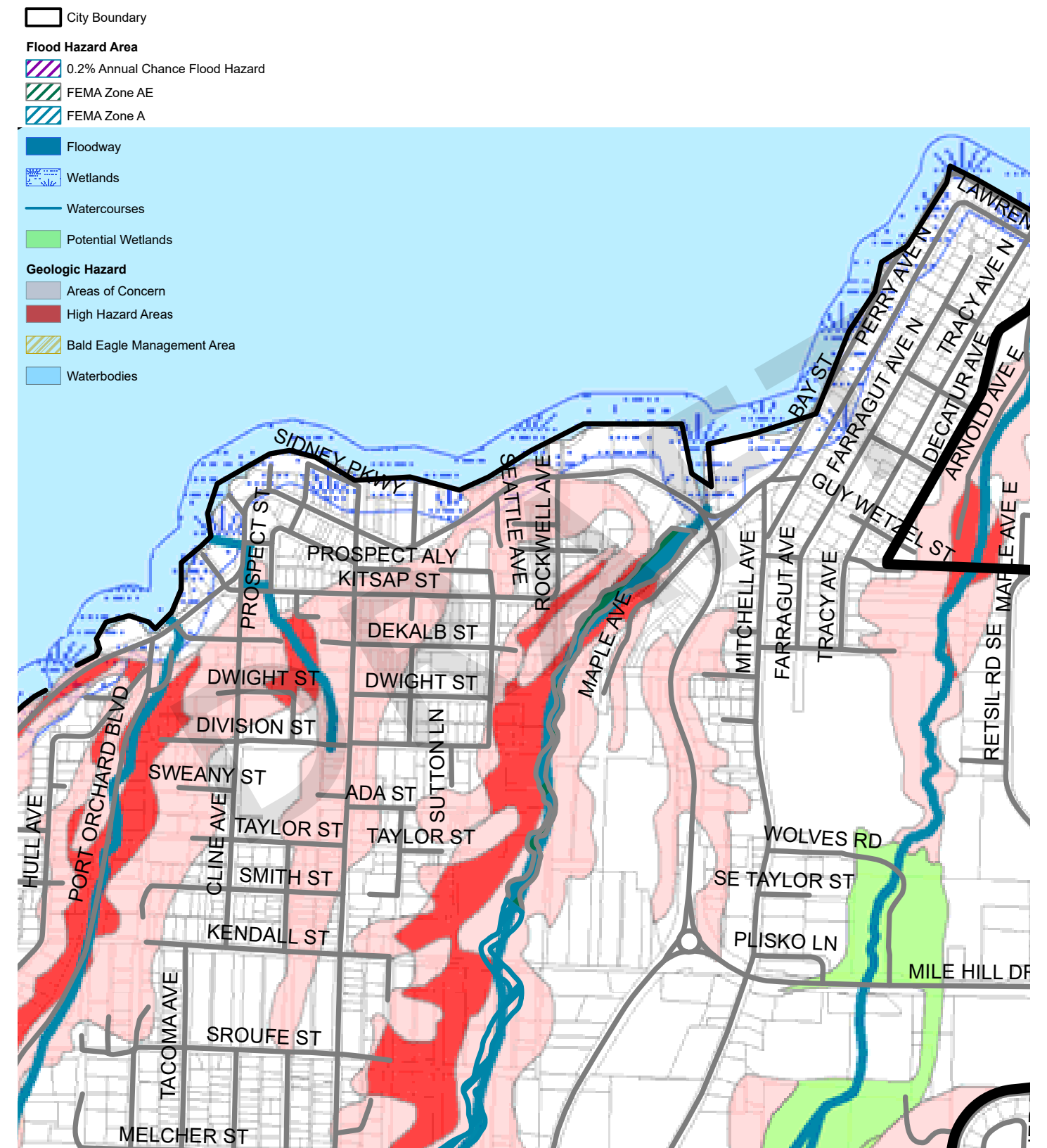
EXISTING CONDITIONS

Port Orchard is a community which provides a full range of parks, recreation, open space, and ecosystem services by protecting native wildlife habitat, restoring and preserving natural systems, enjoying majestic marine and mountain views, and ensuring new development enhances the natural environment. The existing City parks system is supplemented by the schools of the South Kitsap School District, and the Kitsap County Parks and Recreation Department.

EXISTING COMPREHENSIVE PLAN - PARK VISION

The City of Port Orchard 2016 Comprehensive Plan Update identifies ten (10) Centers of Local Importance. The vision of the Parks Element and Comprehensive Parks Plan is to ensure that every center contains and/or is connected to a park by safe non-motorized routes. The Port Orchard Parks and Trails map on the following page depicts existing park facilities in relation to the ten local centers as well as the planned trail connections between local centers depicted with dashed lines.

Walking/jogging/running paths were a top priority identified in the 2015 Parks Survey. Connecting local centers and parks with safe non-motorized routes, including those in public right-of-way such as bike lanes and walking shoulders, will increase access to active transportation for all residents and benefit the entire community. The Non-Motorized section of the Transportation Element provides further detail on existing and future trails.



Environmental Map

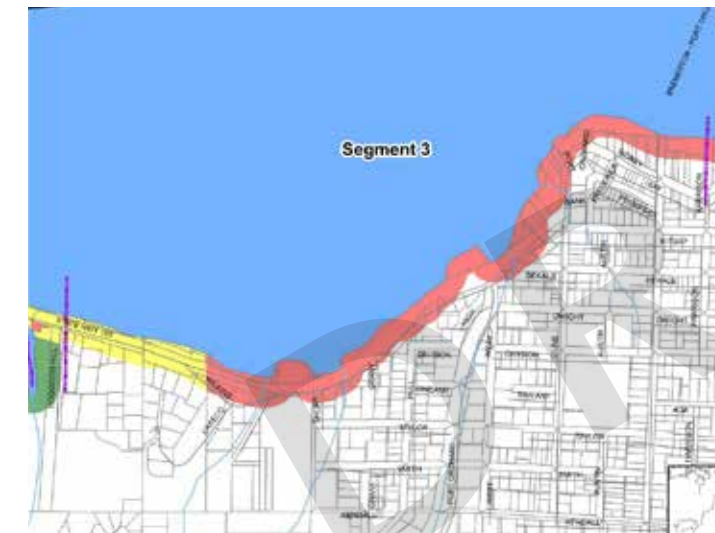
2.8 Environment and Open Spaces



Natural Open Space Corridors
n.t.s.

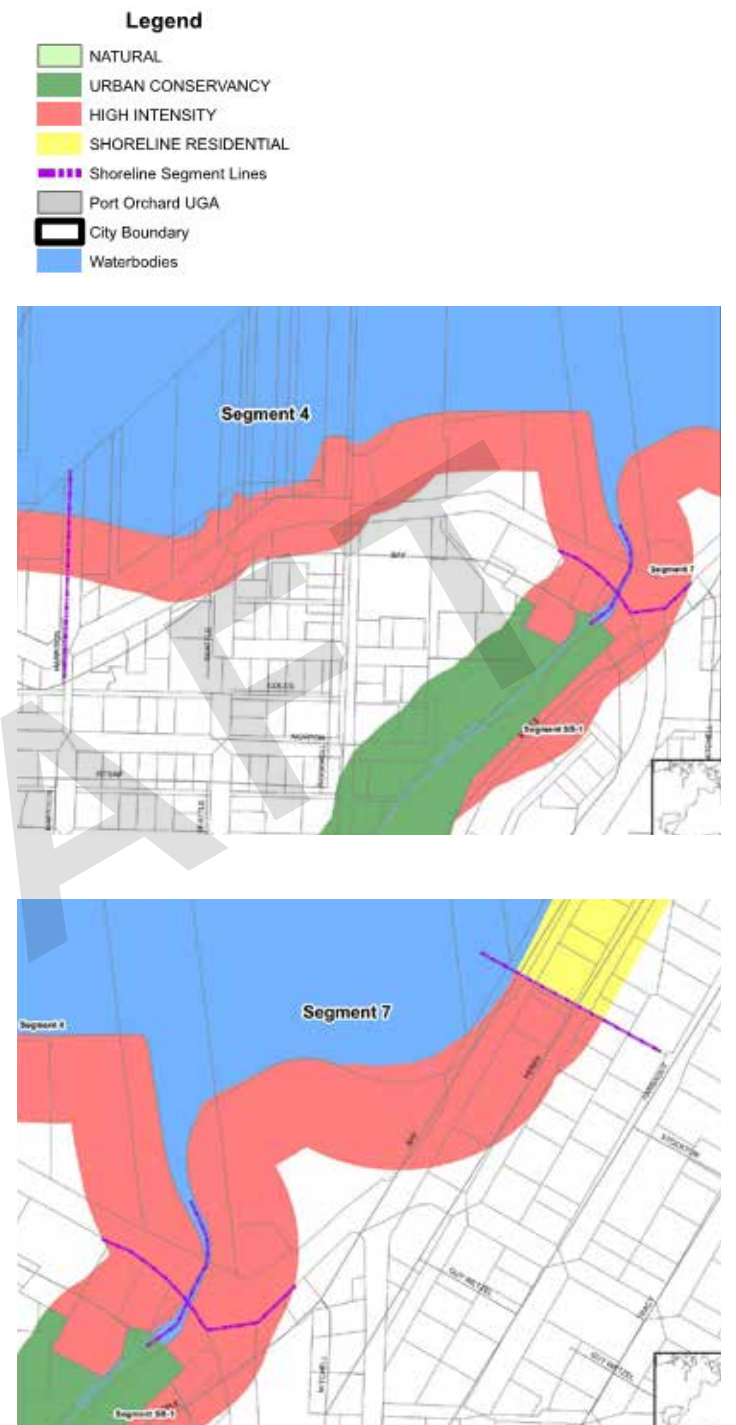
SHORELINE MASTER PROGRAM

The shoreline uses that are addressed below are outlined and required in WAC 173-26-241 and have been correlated with the existing uses provided with the City of Port Orchard 1994 Shoreline Program (SMP) adoption. The provisions apply to specific common uses and types of development that may occur within shoreline jurisdiction. This section also includes a matrix outlining which uses are allowed in particular shoreline environments. The changes include a new shoreline environment, Shoreline Residential, and proposed allowed uses, as illustrated in the chart below. An additional change from the 1994 SMP is that the Urban designation, Urban Maritime designation, and Downtown Upland designation were combined into the High-Intensity Designation. Please note, shoreline use and development determined by the Department and classified by the Administrator is regulated under one or more of the following applicable sections.



SHORELINE DESIGNATION AND FLOOD ZONE

The study area includes High Intensity and Urban Conservancy shoreline designations. In addition to the shoreline designations the study area has a history of flooding during high tides, king tides, and storm events. The prevalence of flooding events is expected to increase due to anticipated sea level rise.



2.8 Environment and Open Spaces

SMP - Shoreline Development Standards

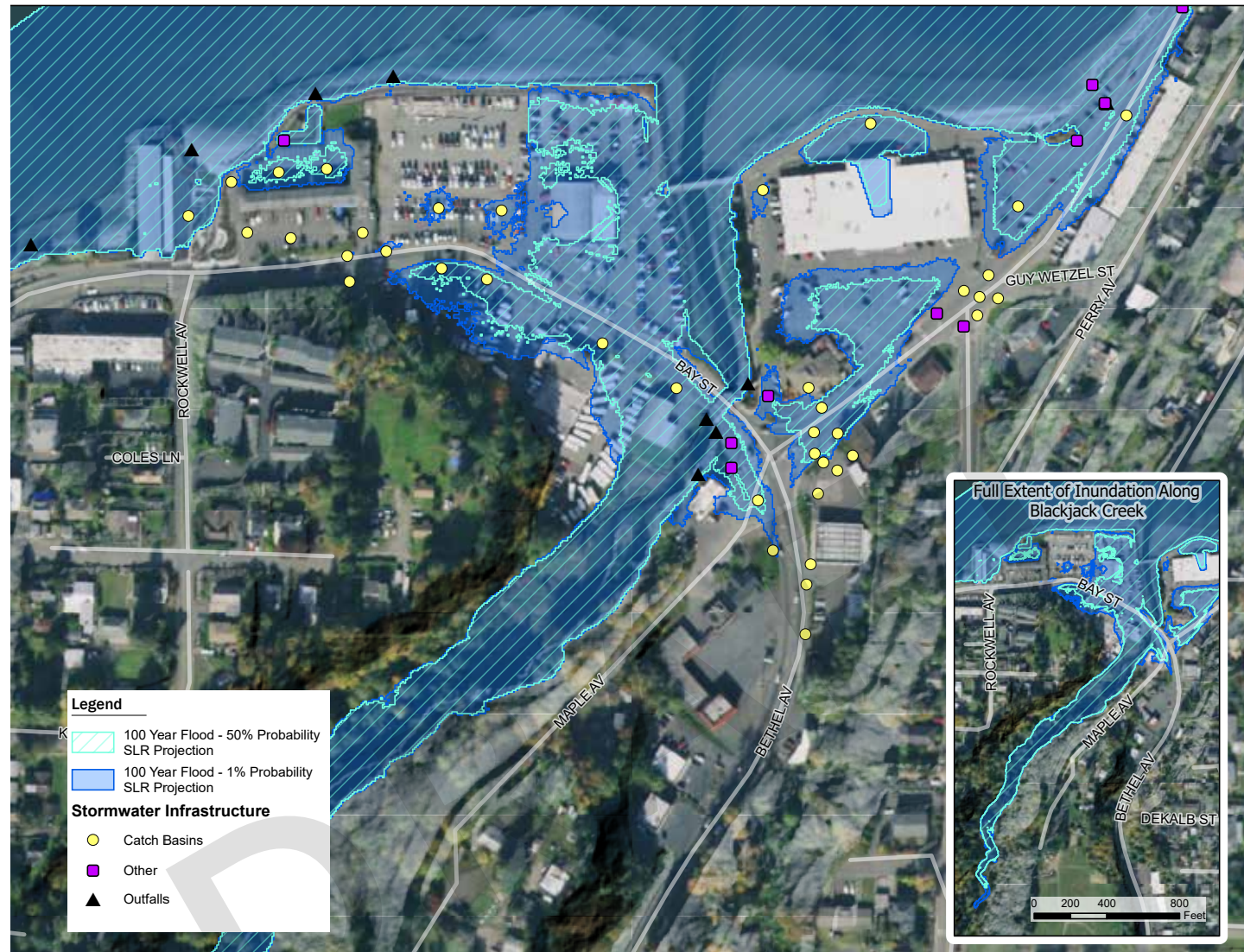
Below is an excerpt of the typical height and set-back requirements for development envisioned within the subarea study boundary. See Shoreline Management Plan table 7.2 for a full listing.

DEVELOPMENT STANDARDS SETBACKS AND HEIGHT REQUIREMENTS	NATURAL	URBAN CONSERVANCY	HIGH INTENSITY	SHORELINE RESIDENTIAL	AQUATIC
Upland (See underlying zoning Code or overlay districts – POMC Title 20)					
Overwater structures	x	x	x	x	30
Commercial Development ⁴					
Water-dependent setback	x	0	0	x	0
Water-related setback ¹	x	100	25	x	0
Non-water oriented setback ¹	x	x	75	x	x
Building height limit (See POMC Title 20)					
Parking					
Accessory	150	100	10	10	x
Primary	x	100	25	0	x
Recreational Development					
Water-dependent	n/a	0	0	0	0
Water-related/oriented	10	10	0	0	x
Non-water oriented (unless specified below) ¹	100	75	25	25	x
Access Roads, restrooms, & accessory buildings	x	100	25	25	x
Parking Areas	x	50	10	0	x
Golf Courses or sports fields	x	200	100	100	x
Trails, boardwalks, or overlooks	0	0	0	0	0
Residential Development ³					
Single-family setbacks – building setback ¹	150	100	x	25	x
Single-family setbacks – accessory use setback (patios, decks, etc.)	100	50	x	15	x
2 to 4 dwelling units – building setback ¹	x	x	40	50	x
2 to 4 dwelling units – accessory use setback ¹	x	x	20	25	x
Transportation					
Arterials, Highways, Railroads	x	200	50	50	x
Multi-use trails, paths	x	0	0	0	0
Secondary/Access Roads	x	100	50	50	x

SMP Table 7.2



PROJECTED 100 YEAR FLOOD EXTENT UNDER SEA LEVEL RISE SCENARIOS:
PORT ORCHARD MARINA



PROJECTED 100 YEAR FLOOD EXTENT UNDER SEA LEVEL RISE SCENARIOS:
BLACKJACK CREEK

2.9 Market Conditions Assessment

A detailed study of Economic Profile and Capacity Analysis can be found in the Section 06 - Appendix under B - Heartland Economic Profile and Build-able Lands Analysis

2.9.1 Economic Profile

POPULATION GROWTH

- Current and Historical (Source: Washington OFM) *flag years with annexations
- Foretasted (PSRC Forecasts)
- Overall Port Orchard has added over 3,200 residents since 2010
- The City's growth rates was higher than other Kitsap County communities and the County as a whole.

FORETASTED POPULATION GROWTH

- Currently available forecasts produced by the Puget Sound Regional Council (PSRC) call for an additional 7,146 residents in Port Orchard by 2040
- Neighboring Bremerton is anticipated to add more than 25,000 new residents during the same time period.

DEMOGRAPHICS

- Composition (family households vs non-family)
- Housing tenure
- Age
- Gender
- Race and ethnicity
 - Port Orchard's population is more racially diverse than Kitsap County
 - Port Orchard, Bremerton and Silverdale share similar levels of racial diversity.
- Household income
 - Port Orchard has a median household income of over \$70,000
 - Port Orchard's median income is slightly lower than the median income for Kitsap County, but exceeds that of neighboring Bremerton.

- Educational attainment

- Over one-third (36%) of Port Orchard's population has college degree (Associates, Bachelors or Graduate/Professional). This is five percentage points below Kitsap County as a whole.
- Just under 10% of the total population of Port Orchard has not graduated high school. This is higher than all the comparison geographies.

HOUSING INVENTORY IN THE STUDY AREA (ASSESSOR)

- Housing growth in the City
- Number of housing units by Type (single, multifamily, mobile, group quarters)
- Port orchard has added 1,379 housing units since 2010, an average of over 150 units per year

HOUSEHOLD COMPOSITION

- Port Orchard has the highest percentage of family households of the comparison geographies.
- Family households make up to 68% of households in Port Orchard, which is slightly higher than Kitsap County
- Non-family make up almost half of Bremerton household composition.
- Single family housing is the predominant existing land use in the study area (38% of land)
- Single family housing represents 62% of total housing inventory (by unit)
- There are 742 housing units in the study area

2.4.2 Development Pipeline

DEVELOPMENT PIPELINE

The Map Below illustrate the development pipeline, representing projects that are known to be in planning or permitting stages of development. All parcels in the development pipeline were excluded in the gross buildable land area calculations in Step 1.



DEVELOPMENT PIPELINE

NTS

KITSAP BANK CAMPUS MASTER PLAN

Planning for the redevelopment of the existing Kitsap Bank Campus, to revitalize and create a sense of place on the Port Orchard waterfront. Design of the waterfront will capture beautiful views of the surrounding Puget Sound and Olympics. Elements of the redevelopment include a blend of public and private spaces; residential over commercial, office and community centers surrounded by parks and open waterfront spaces. Organic themes are drawn from the natural beauty of the site, incorporating warm woods, stone and natural materials into the architecture and landscape. Mitigation of stormwater is integral to landscape planning and incorporated into the overall site plan in functional and aesthetically pleasing design. The entire project is planned for phased redevelopment.



429 BAY STREET

The development of a mixed-use building located at 429 Bay Street consisting of 39 residential units, 500 square feet of commercial space with enclosed parking provided on the ground or. The applicant seeks approval of a Type II Variance to allow a reduction to minimum off-street parking requirements described in POMC 20.124 which would provide 41 off-street parking stalls instead of the required 66 space



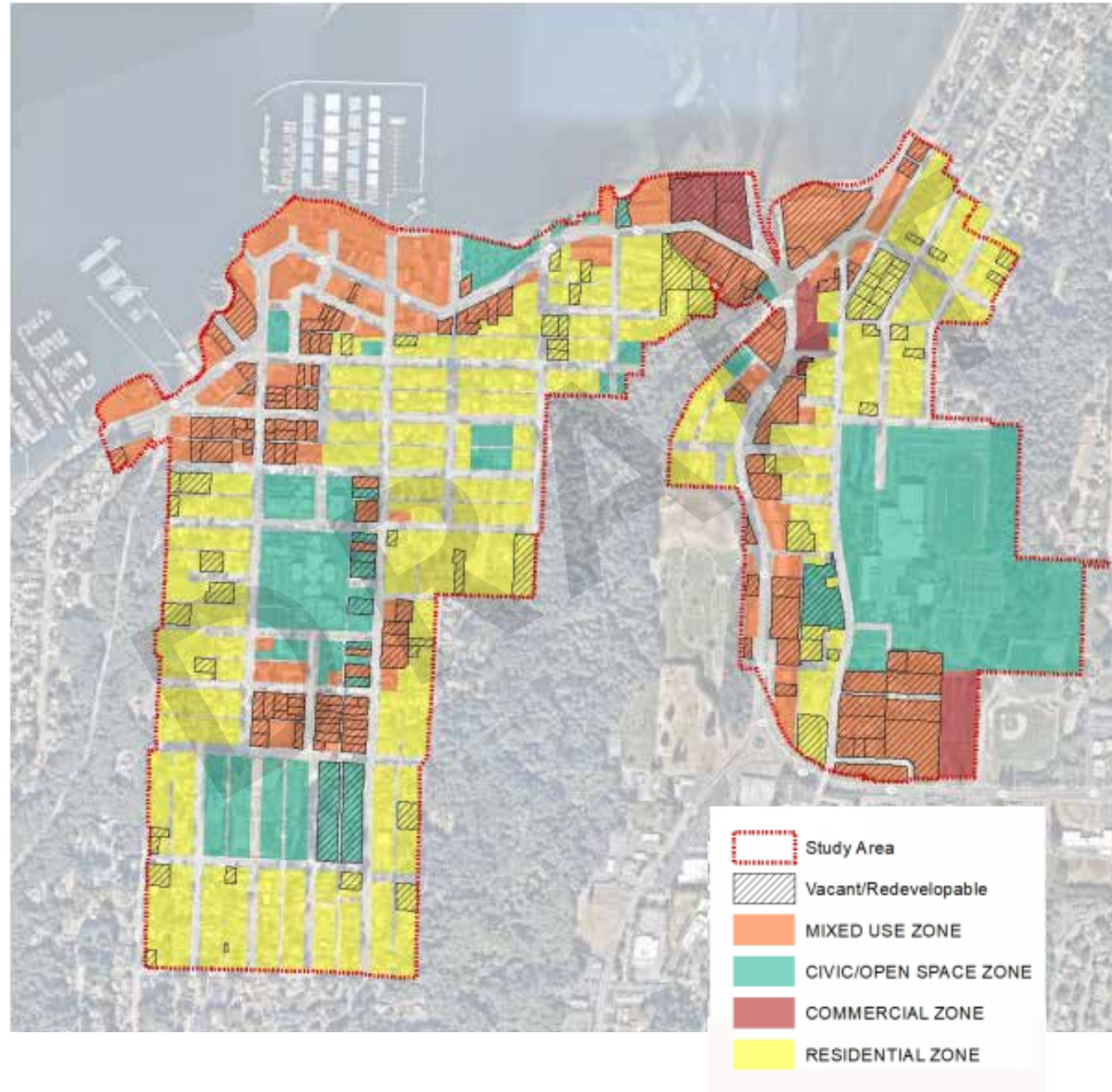
COUNTY COURTHOUSE

This is a conceptual cost study to construct a new and expanded Kitsap County Courthouse facility in Port Orchard, WA. This is an exploration of an Option which includes an adaptive reuse of the existing courthouse along with a new stacked courtroom building, with field construction targeted to start around mid 2020, and be substantial complete in mid 2022. The work is figured to be done in four construction phases, all under a single contract, with the intent to maintain full courthouse and jail operations during the process, and have no net loss of parking spaces



2.4.3 Build-able Lands

The map below, highlight both the net vacant and redevelopable lands along with the planned development pipeline. These maps indicate where future development capacity is located within the Study Area.



CAPACITY MAP BY LAND USE CATEGORY
NTS



CAPACITY MAP BY VACANT AND REDEVELOPABLE
NTS

2.4.3 Build-able Lands

BUILDABLE LAND AREA

The gross buildable land area is the sum of all land area for all parcels meeting one or more of the criteria listed to the right. This does not include existing public right of way which accounts for approximately 85 acres of land within the Study Area. Certain parcels were excluded from this calculation to improve the accuracy of the analysis (see Parcel Exclusions).

City of Port Orchard Review. In addition, the City of Port Orchard conducted a detailed review of the study area to inform designation of vacant and redevelopments parcels and to better reflect known parcel level conditions in the City.

PARCEL EXCLUSIONS

Properties with zero total assessed value were manually reviewed for ownership, land use and were visually inspected. Properties that were significantly improved or public facilities, including city owned beach-front parks, were excluded. All the parcels in the pipeline were also excluded including the current phased expansion of the County Courthouse. The development capacity in the pipeline is re-incorporated in Step 3c.

Examples of Exclusions:

- Government Services (Prop Class)
- Parks (Prop Class)
- Cemeteries
- Educational Services
- Utilities
- Condominiums

GROSS BUILDABLE LANDS CRITERIA

VACANT

Using data from the Kitsap County Assessor, this analysis identifies vacant parcels using the assessed values of the improvements. Lots with zero improvement value are then compared against other factors such ownership and property class descriptions to determine vacancy.

UNDERUTILIZED

Using Kitsap County Assessor data, this analysis calculates an improvement ratio by dividing the assessed improvement value by the total assessed value. This ratio of assessed improvement value to total assessed value is a

commonly used indicator for a property's level of improvement. A ratio less than 0.5 indicates the land is worth more than the improvements. This analysis uses an improvement ratio of 0.5 as the threshold. Any parcels with an improvement ratio under this threshold are considered underutilized.

SINGLE-FAMILY

Any Single-Family use, as defined by assessor property class field, in a high-density base-zone, is deemed to be redevelopable.

2.4.4 Market Yield Assessment

FUTURE CAPACITY SCENARIO ANALYSIS

Using the zoning assumptions and FAR ranges, the analysis leverages variation in development densities to simulate different market conditions impacting the range of capacity across the subarea. The three scenarios, presented to the right, reflect the following:

> The impact of surface versus structured parking on capacity -- serving as a reflection of different market conditions (for example, structured parking would require more favorable market conditions).

> The concentration of commercial development as a standalone product as well as a share of mixed-used developments.

> The overall range of capacity within the subarea.

The tables on the following page (Exhibit 49-51) provide details on each scenario in terms of assumptions for the proportion of structured versus surface parking and the proportion of commercial uses in mixed-use development. A detailed breakdown of FAR assumptions by zone and scenario is provided in the appendix.

Scenario 1: Baseline Capacity

- Mostly residential development
- Standalone commercial development only in commercial only zones. Some commercial incorporated into mixed-use developments
- Majority surface parking meaning lower density development

Scenario 2: High Capacity, Residential Heavy

- Mostly residential development
- Standalone commercial development only in commercial only zones. Some commercial incorporated into mixed-use developments.
- Majority structured parking, meaning higher density development

Scenario 3: High Capacity Commercial Heavy

- More balanced mix of residential and commercial
- Some standalone commercial development in mixed-use zones plus commercial development in commercial only zone. Increased commercial incorporated into mixed-use developments
- Majority structured parking meaning higher density development

Exhibit 49. FAR Allocation Assumed in Zones Permitting Commercial & Residential Building Forms for Each Scenario

Scenarios	Commercial Only		Residential Mixed-Use	
	Structured Parking	Surface Parking	Below Grade Parking	Surface Parking
1 - Baseline	0%	0%	25%	75%
2 - High Capacity, Res Heavy	0%	0%	75%	25%
3 - High Capacity, Comm Heavy	10%	10%	60%	20%

Exhibit 50. FAR Allocation Assumed in Zones Permitting Only Commercial Building Forms for Each Scenario

Scenarios	Commercial Only	
	Structured Parking	Surface Parking
1 - Baseline	25%	75%
2 - High Capacity, Res Heavy	75%	25%
3 - High Capacity, Comm Heavy	70%	30%

Exhibit 51. Commercial Use & Res Uses permitted

BASE ZONES	Commercial Capacity Percent (%) Of Total By Base Zone		
	SCENARIO 1	SCENARIO 2	SCENARIO 3
NMU	5%	5%	24%
CMU	25%	25%	40%
DMU	25%	25%	40%
GMU	25%	25%	40%
BPMU	20%	20%	36%
CC	25%	25%	40%
CH	100%	100%	100%
CI	100%	100%	100%

2.4.5 Baseline Assessment

SCENARIO 1 - BASELINE CAPACITY

The Baseline Capacity scenario more closely reflects near term market conditions in Port Orchard. In this scenario housing is the predominant highest and best use in mixed use zones. In addition, a large majority of development is assumed to be surfaced park, thus reducing overall densities achieved.

- Mostly residential development
- Standalone commercial development only in zones prohibiting residential building form.
- Some commercial incorporated into mixed use developments.
- Majority surface parking meaning lower density development.

CATEGORY/ZONE	Net			
	Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	351,400	0	0
RESIDENTIAL ZONES	7.9	0	UKN	120
COMMERCIAL ZONES	2.6	65,200	0	0
MIXED USE	20.5	206,200	566,200	954
TOTAL with Pipeline	34.5	622,800	566,200	1,074
<i>Pipeline</i>	11.2	347,000	NA	246
<i>Total without Pipeline</i>	23.3	275,800	566,200	828

Scenario 1 Table

SCENARIO 2 - RESIDENTIAL FOCUS

The High Capacity ,Residential Heavy capacity scenario reflects more favorable economic conditions in Port Orchard and the broader Kitsap County market area. In this scenario housing is still the predominant highest and best use in mixed use zones. Alternatively, a larger proportion of development is assumed to incorporate structured parking, thus increasing overall densities achieved.

- Mostly residential development
- Standalone commercial development only in commercial only zones. Some commercial incorporated into mixed use developments.
- Majority structured parking meaning higher density developments

CATEGORY/ZONE	Net			
	Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	362,900	0	0
RESIDENTIAL ZONES	7.9	0	UKN	120
COMMERCIAL ZONES	2.6	92,100	0	0
MIXED USE	20.5	278,600	800,900	1,247
TOTAL with Pipeline	34.5	733,600	800,900	1,367
<i>Pipeline</i>	11.2	347,000	NA	246
<i>Total without Pipeline</i>	23.3	386,600	800,900	1,121

Scenario 2 Table

SCENARIO 3 - MIXED-USE FOCUS

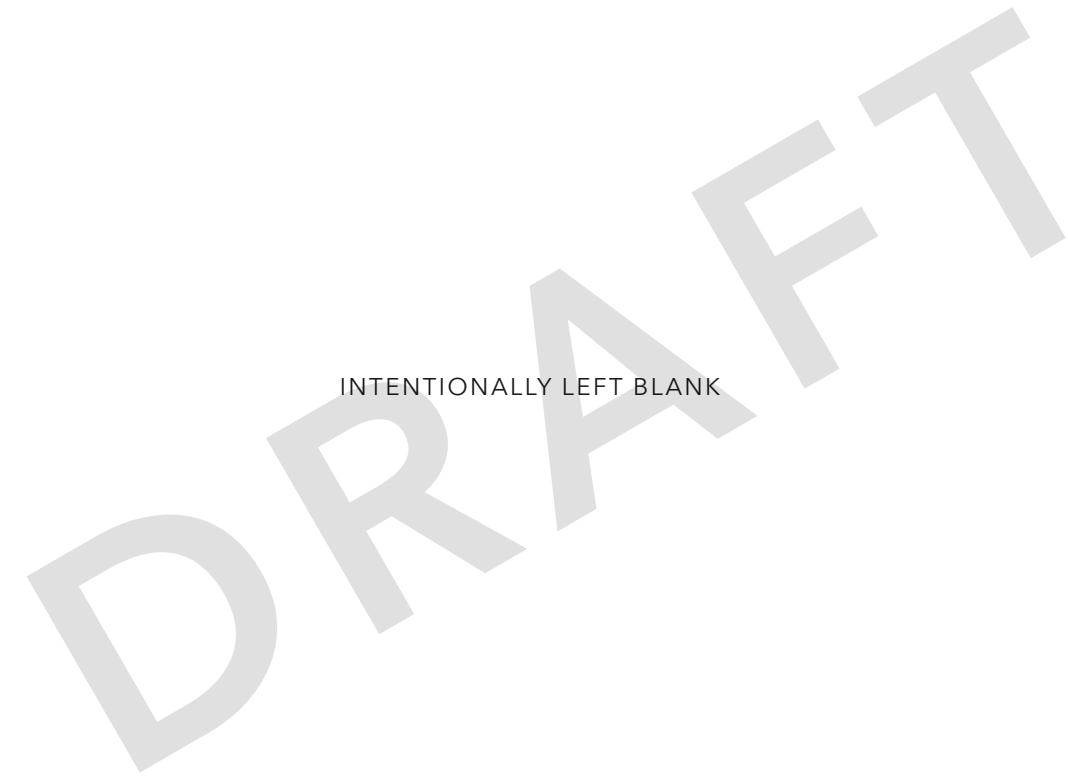
The High Capacity , Commercial Heavy capacity scenario reflects more favorable economic conditions in Port Orchard and broader Kitsap market area, with an emphasis on commercial and office development. In this scenario a significant share of development in mixed use zones is assumed to be commercial. As in Scenario 2, a larger proportion of development is assumed to incorporate structured parking, thus increasing overall densities achieved.

- More balanced mix of residential and commercial
- Some standalone commercial development in mixed use zones plus commercial development in commercial only zone. Increased commercial incorporated into mixed use developments.
- Majority structured parking meaning higher density development

CATEGORY/ZONE	Net			
	Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	361,800	0	0
RESIDENTIAL ZONES	7.9	0	UKN	120
COMMERCIAL ZONES	2.6	89,400	0	0
MIXED USE	20.5	418,200	596,155	991
TOTAL with Pipeline	34.5	869,400	596,155	1,111
<i>Pipeline</i>	11.2	347,000	NA	246
<i>Total without Pipeline</i>	23.3	522,400	596,155	865

Scenario 3 Table

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**Subarea Plan Goals and Vision
and Alternatives**

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3.1 Proposed Alternatives

Approach

The proposed design concepts are a single vision for achieving the broader goals outlined in this subarea plan. In the downtown areas, this includes promoting a vibrant walkable community that showcases the City's waterfront. In the County Government Center and the uphill neighborhood the plan incorporates planned expansion at the county campus, provides development flexibility along the Sydney and Cline arterials, and preserves residential areas throughout most of the neighborhood. Due to existing neighborhood constraints and the absence of large tracks of developable land the alternatives are based on a single concept plan. The variable between each of the alternatives is whether the assumed program of future development will consist primarily residential and stand alone commercial or if will have a greater mix or mixed-use development.

Alternatives

Alternative 1 - No Action

No action would be taken to adopt new development policies. The existing Downtown and County Campus Centers would each be retained in their present configurations; no combination or expansion of these subareas would take place; no changes to zoning or other land use regulations would be made. The capacity assumed in this alternatives assumes that development will still occur, but at a density similar to existing conditions with very limited structured or below grade parking.

Alternative 2 - Residential Focus

This alternative assumes a mostly residential development with commercial development only occurring in standalone buildings in commercial only zones. The maximum building height and densities would be consistent with the existing land use code but would assume greater mix of structured parking to achieve greater density than the existing baseline development patterns. Potential zoning changes would focus on increasing residential capacity in existing commercial only zones.

Alternative 3 - Mixed-Use Focus

This alternative assumes increase in mixed-use residential, commercial retail, and office development. Some standalone commercial development in mixed-use zones plus commercial development in commercial only zones. The maximum building height and densities would be consistent with the existing land use code but would assume a greater mix of structured parking to achieve greater density than the existing baseline development patterns. Potential zoning changes would focus on increasing residential capacity in both existing commercial and residential only zones.

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ALTERNATIVE 1 - NO ACTION BASELINE

CATEGORY/ZONE	Net Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	351,400	0	0
RESIDENTIAL ZONES	7.9	0	UKN	120
COMMERCIAL ZONES	2.6	65,200	0	0
MIXED USE	20.5	206,200	566,200	954
TOTAL with Pipeline	34.5	622,800	566,200	1,074
Pipeline	11.2	347,000	NA	246
Total without Pipeline	23.3	275,800	566,200	828

ALTERNATIVE 2 - RESIDENTIAL FOCUS

CATEGORY/ZONE	Net Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	362,900	0	0
RESIDENTIAL ZONES	7.0	0	UKN	102
COMMERCIAL ZONES	0.0	0	0	0
MIXED USE	24.8	310,600	1,010,100	1,509
TOTAL with Pipeline	35.4	673,500	1,010,100	1,610
Pipeline	11.2	347,000	NA	246
Total without Pipeline	24.2	326,500	1,010,100	1,364

ALTERNATIVE 3 - MIXED-USE FOCUS

CATEGORY/ZONE	Net Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	361,800	0	0
RESIDENTIAL ZONES	7.0	0	UKN	102
COMMERCIAL ZONES	0.0	0	0	0
MIXED USE	24.8	486,800	752,283	1,186
TOTAL with Pipeline	35.4	848,600	752,283	1,288
Pipeline	11.2	347,000	NA	246
Total without Pipeline	24.2	501,600	752,283	1,042

Summary of Changes from Heartland Baseline Capacity Analysis

- Proposed land use changes including: proposed zoning changes and height increases.
- Additional buildable land assumptions due to zoning changes and assume redevelopment areas. See updated buildable lands map in section 3.3.
- Proposed required parking modifications.

ALTERNATIVE COMPARISON

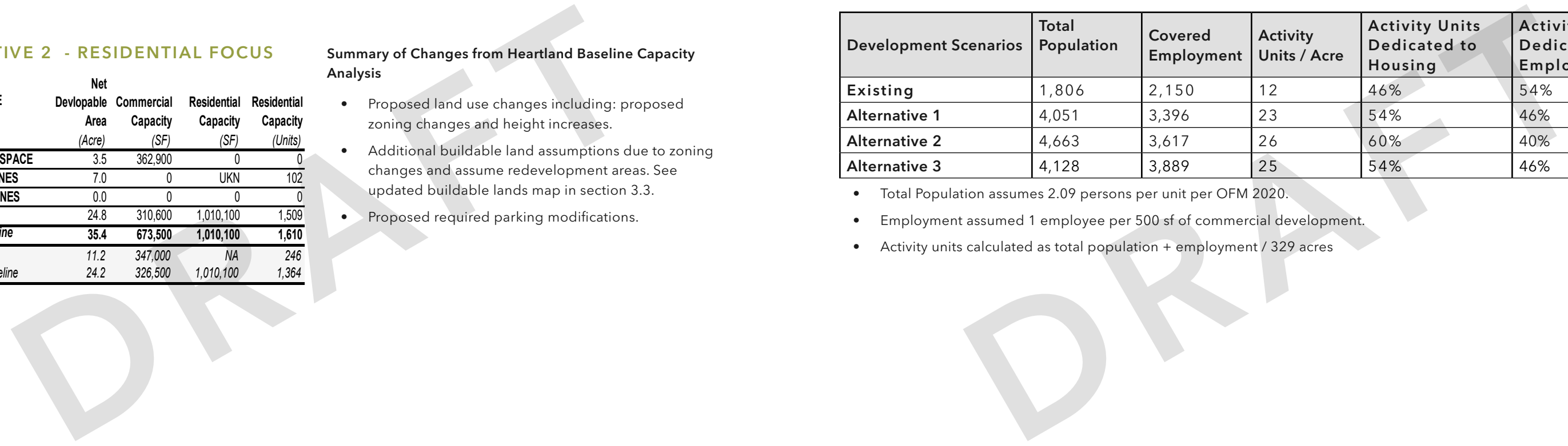
Development Scenarios with Subarea Plan Recommendations	Net Developable Area (acres)	Commercial Capacity (square footage)	Residential Capacity (square footage)	Residential Capacity (units)
Alternative 1 - No Action	34.5	622,800	566,200	1,074
Alternative 2 - Residential Focus	34.5	673,800	1,010,100	1,610
Alternative 3 - Mixed-Use Focus	34.5	848,600	752,283	1,288

*Note: All scenarios include assumed development pipeline projects.

ACTIVITY UNITS SUMMARY

Development Scenarios	Total Population	Covered Employment	Activity Units / Acre	Activity Units Dedicated to Housing	Activity Units Dedicated to Employment
Existing	1,806	2,150	12	46%	54%
Alternative 1	4,051	3,396	23	54%	46%
Alternative 2	4,663	3,617	26	60%	40%
Alternative 3	4,128	3,889	25	54%	46%

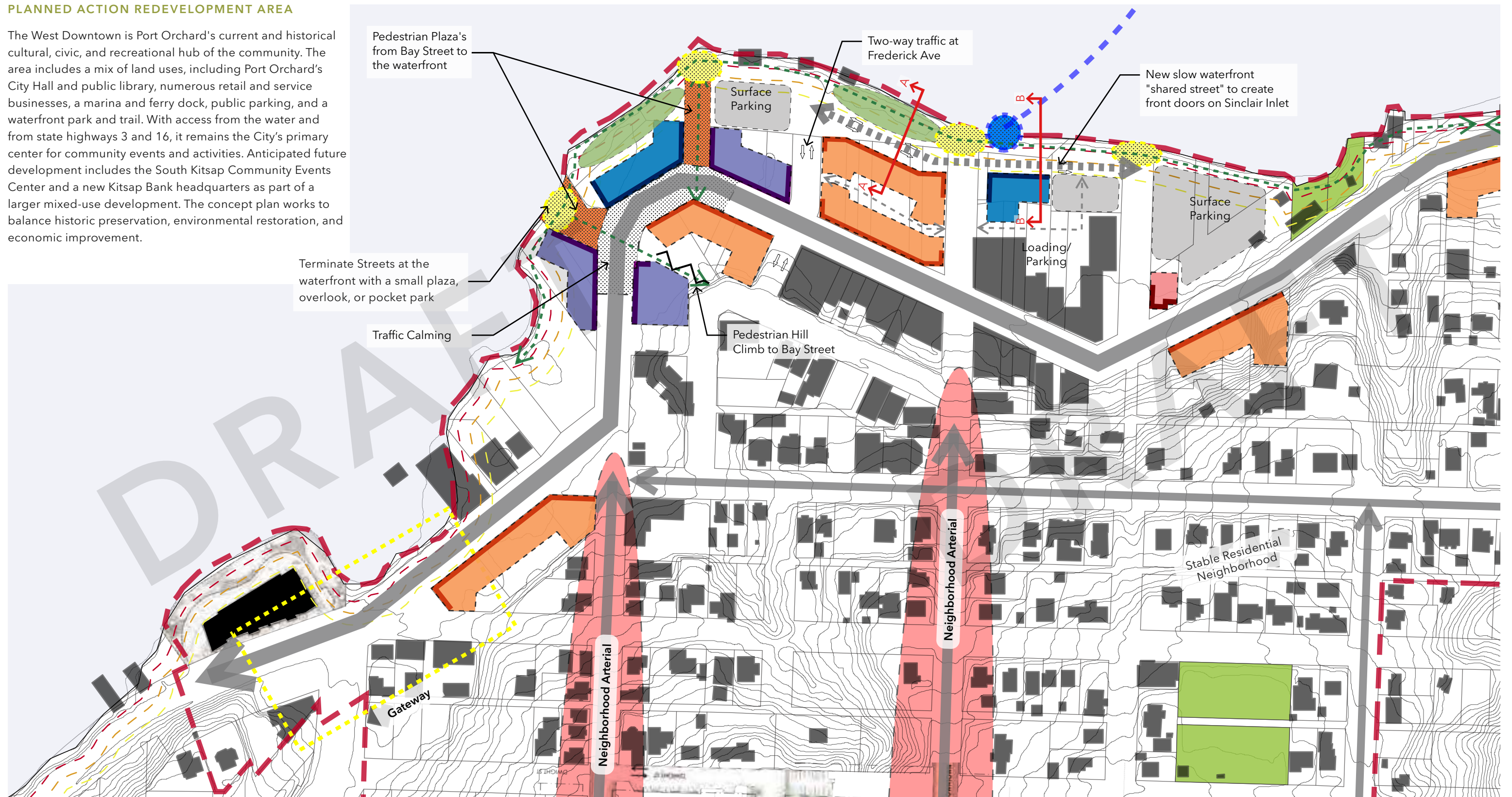
- Total Population assumes 2.09 persons per unit per OFM 2020.
- Employment assumed 1 employee per 500 sf of commercial development.
- Activity units calculated as total population + employment / 329 acres



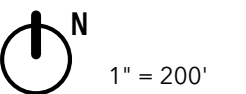
3.2.1 West Downtown

PLANNED ACTION REDEVELOPMENT AREA

The West Downtown is Port Orchard's current and historical cultural, civic, and recreational hub of the community. The area includes a mix of land uses, including Port Orchard's City Hall and public library, numerous retail and service businesses, a marina and ferry dock, public parking, and a waterfront park and trail. With access from the water and from state highways 3 and 16, it remains the City's primary center for community events and activities. Anticipated future development includes the South Kitsap Community Events Center and a new Kitsap Bank headquarters as part of a larger mixed-use development. The concept plan works to balance historic preservation, environmental restoration, and economic improvement.

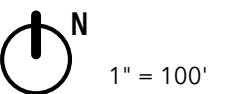


East Downtown - Redevelopment Concept Plan Diagram





East Downtown - Redevelopment Concept Plan



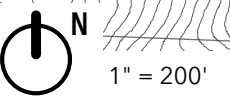
3.2.2 East Downtown

PLANNED ACTION REDEVELOPMENT AREA

The East Downtown is geographically separated from the West Downtown and was developed later with a more auto-centric development pattern. The area includes a mix of commercial uses primarily on larger more lots fronting the Bay Street and Bethel Ave commercial corridors. WSDOT is currently in the process of redesigning the Bay and Bethel intersection to replace the current signal with a new round-about. The concept plan strives to break-down the scale of existing large sites to provide a more walkable land-use pattern. Large surface parking lots and many vacant properties provide an opportunity for new economic development more reminiscent of the existing historic development character of the West Downtown.



East Downtown - Redevelopment Concept Plan Diagram

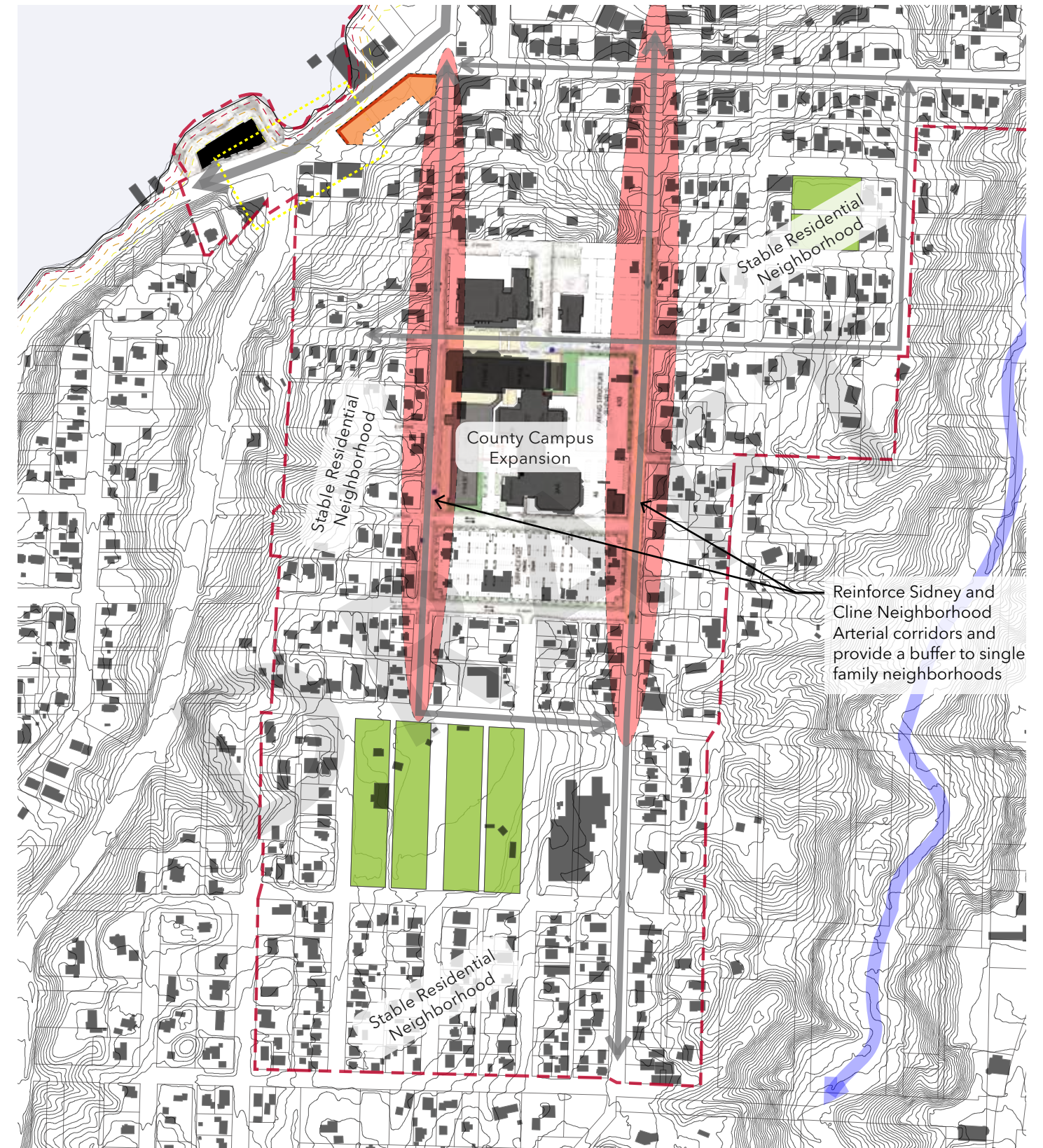


3.2.3 County Government Campus

PLANNED ACTION REDEVELOPMENT AREA

The Kitsap County Government campus is both the heart of the Center and the City's largest employer. The Port Orchard Blvd and Black Jack Creek valley's along with the historic steep shoreline isolates the Center from the Downtown and inhibits accessible pedestrian connections. Sidney and Cline Ave act as neighborhood arterials providing vehicle and transit access between hwy 16 and the downtown. Kitsap County is currently developing a phased development for the expansion of County facilities within the City of Port Orchard over the next 40 years. New development is anticipated along existing arterial streets to provide a buffer between the County Campus and existing well established single family neighborhoods.

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Kitsap County Government Campus - Redevelopment Concept Plan Diagram



3.3 Land Use and Housing

LAND USE INTRODUCTION

The primary land use designations within the study area is medium density residential and Mixed-use commercial, however the study area include nearly all land use designation. The study are also includes two large public facilities campuses, the Kitsap County Campus and South Kitsap High School. Within the individual study areas the West Downtown contains the historic City main-street.

LAND USE AND HOUSING GOALS

Goal LUH - 01

Develop a land use pattern that is environmentally sustainable and economically vibrant and accommodates additional housing and businesses.

Goal LUH - 02

Encourage increased development in existing centers and along existing primary circulation corridors to create vibrant walkable neighborhoods.

Goal LUH - 03

Ensure that proposed new development largely maintains existing views.

Goal LUH - 04

Transform the existing East Downtown from a largely car dominant development pattern to an extension of the existing walkable downtown West Downtown area.

LAND USE POLICIES

Policy LUH - 01

Expand the Center boundaries to capture the Sidney and Cline Corridors and additional area along the East Downtown.

Policy LUH - 02

Rezone parcels along Cline and Sidney Street from R2 to Neighborhood Mixed-use to provide a moderate increase in development and provide a transition to the residential zones.

Policy LUH - 03

Extend the varied frontage designation at Cline Street from Kitsap Street to Kendall Street.

Policy LUH - 04

Require a varied frontage along the waterside of Bay Street in the East Downtown Area.

Policy LUH - 05

Rezone the Commercial Heavy Parcels in the East Downtown to Commercial Mixed-use (CMU).

Policy LUH - 06

Rezone the Commercial Corridor Parcels on the east side of Bethel between Dekalb Street to Mile Hill Drive from Commercial Corridor to Gateway Mixed-use (GMU).

Policy LUH - 07

Allow for buildings up to 5-stories on the east side of Bethel between Dekalb Street to Mile Hill Drive.

Policy LUH - 08

Allow for buildings up to 5-stories on the east side of Bethel between Dekalb Street to Mile Hill Drive.



Conceptual Development Scale and Character



Conceptual Development Scale and Character

















Proposed Centers Adjustments

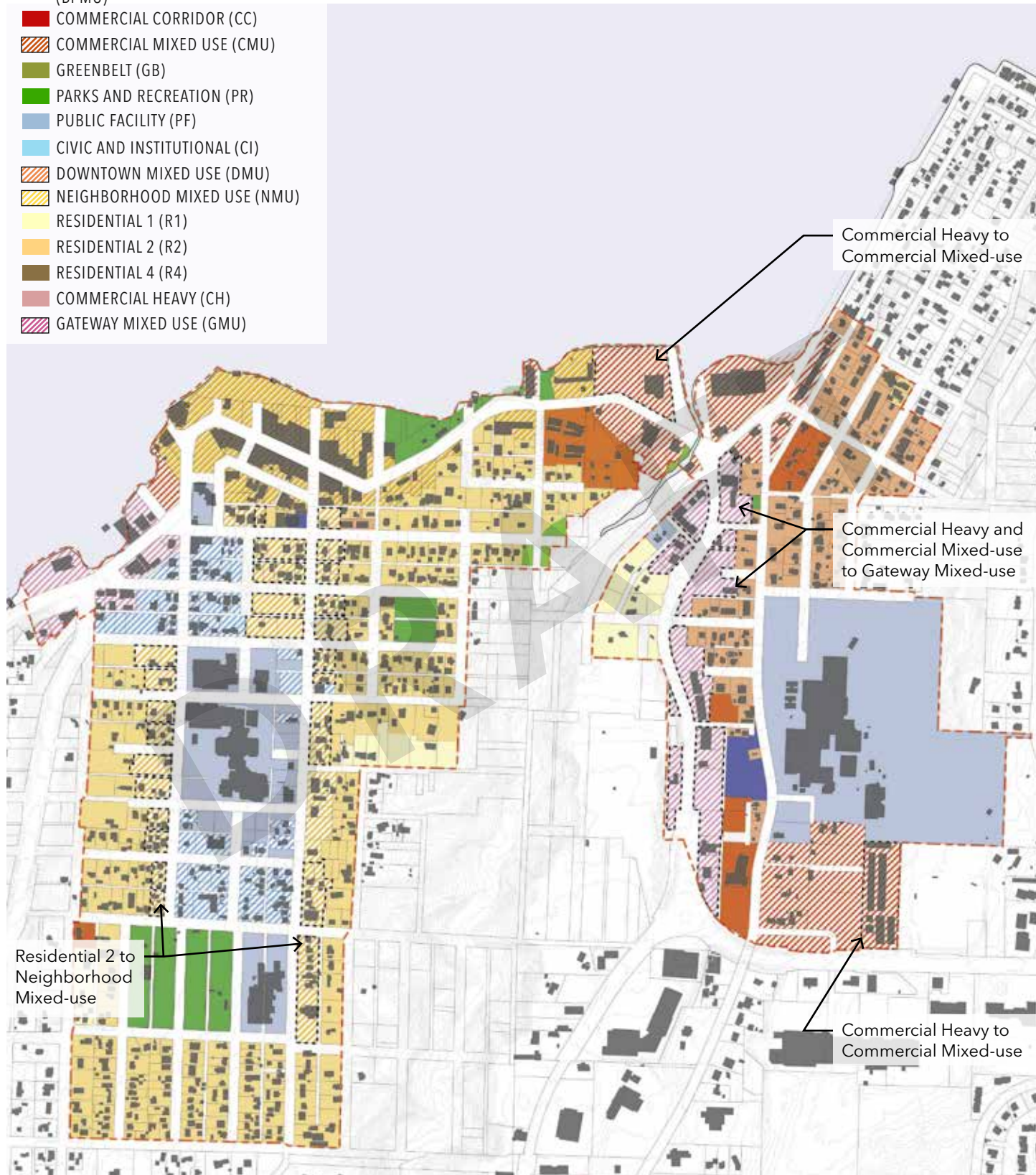
Expand County Center boundaries to capture the Sidney and Cline Corridors.
Expand Downtown Center boundaries to incorporate areas of assumed future development.



SECTION 03 | SUBAREA PLAN

LEGEND

-  BUSINESS PROFESSIONAL MIXED USE (BPMU)
-  COMMERCIAL CORRIDOR (CC)
-  COMMERCIAL MIXED USE (CMU)
-  GREENBELT (GB)
-  PARKS AND RECREATION (PR)
-  PUBLIC FACILITY (PF)
-  CIVIC AND INSTITUTIONAL (CI)
-  DOWNTOWN MIXED USE (DMU)
-  NEIGHBORHOOD MIXED USE (NMU)
-  RESIDENTIAL 1 (R1)
-  RESIDENTIAL 2 (R2)
-  RESIDENTIAL 4 (R4)
-  COMMERCIAL HEAVY (CH)
-  GATEWAY MIXED USE (GMU)



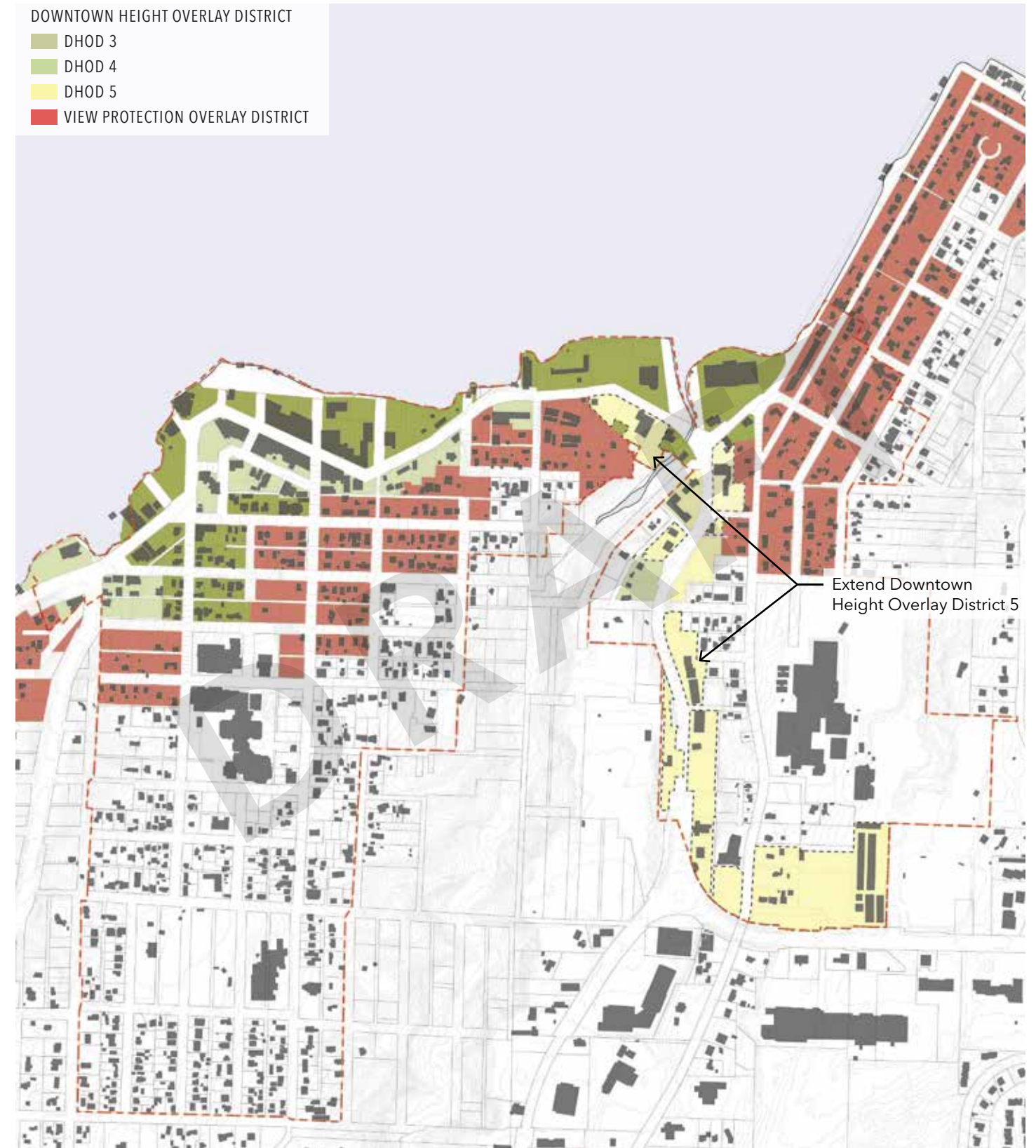
Proposed Zoning Adjustments

Encourage development along existing neighborhood arterial corridors. Provide a buffer from commercial to residential areas and preserve established single family neighborhoods.



LEGEND

-  DOWNTOWN HEIGHT OVERLAY DISTRICT
-  DHOD 3
-  DHOD 4
-  DHOD 5
-  VIEW PROTECTION OVERLAY DISTRICT



Proposed Height Overlay Adjustments

Encourage development height increases in locations that do not impact existing protected views.



3.4 Environment and Open Space

ENVIRONMENT AND OPEN SPACE OVERVIEW

In addition to multiple public parks the defining Environment and Open Space features in the study area includes the shoreline along Sinclair inlet and numerous historic creek valleys. The existing waterfront includes large tracts of surface parking developed prior to the adoption of the Shoreline Management Act. Environment and Open Space goals strive to both enhance the environment and the public realm for City residents and guests.

ENVIRONMENT AND OPEN SPACE GOALS

- Goal EOS - 01**
Provide increased pedestrian access and recreational opportunities at the waterfront.
- Goal EOS - 02**
Plan to mitigate flooding during high-tides and as a result of sea-level rise.
- Goal EOS - 02**
Incorporate new open space within required shoreline buffers such that they can serve dual-purposes.
- Goal EOS - 02**
Improve safety and security along existing open spaces and around blackjack creek.

ENVIRONMENT AND OPEN SPACE POLICIES

- Policy EOS - 01**
Encourage shoreline armoring that allows for pedestrians access to the water.
- Policy EOS - 02**
Encourage the creation of a public kayak launch dock.
- Policy EOS - 03**
Streets should terminate at the waterfront with a small plaza, overlook, or pocket park.
- Policy EOS - 04**
Convert Orchard and Port Streets to pedestrian plazas with limited vehicle access.
- Policy EOS - 05**
Encourage the creation of storm-water facilities in shoreline set-backs that also provide public open space amenities.



*Shoreline Armor with Water Access
Concept for the West Downtown waterfront*



*Stormwater buffer with pedestrian boardwalk
Concept for existing Blackjack Creek Outlet*

Policy EOS - 06
Support the expansion of Etta Turner Park to include a riparian buffer with bio-retention from adjacent development.

Policy EOS - 07
Support the development of a new park in the existing public right-of way on the west side of the Blackjack Creek outfall. This park will work with Etta Turner park to frame the Blackjack Creek corridor from Bay Street to the Sinclair inlet.



Updated Build-able Lands Map

Encourage development height increases in locations that do not impact existing protected views.

Policy EOS - 08

Encourage development to face new and existing open spaces with entries and transparency to provide visual surveillance and improve safety.

Policy EOS - 09

Encourage the development of the Blackjack Creek Wilderness Trail to provide pedestrian access and visual surveillance along Blackjack Creek to improve safety and security concerns.



Stormwater buffer with pedestrian boardwalk

3.5 Circulation, Access, and Parking

CIRCULATION, ACCESS, AND PARKING OVERVIEW

The Downtown and County Campus Centers contains a well established transportation network centered on Bay Street (SR 166) and Bethel Ave. Mitchell Street, Cline Ave, and Sidney Ave are primary minor arterials from uphill neighborhoods to the waterfront. The Downtown walk-on ferry terminal provides service to Bremerton with connections to Seattle. Improvements envisioned as part of the development include re-focusing new development towards the water and improving pedestrian access through-out the Centers.

circulation, reconfigured intersections to improve driver sight-lines, increased on street parking, streetscape design standards, and creates an identity to the downtown. Work with WSDOT to explore opportunities for potential traffic calming measures.

Policy CAP - 02

Encourage urban low impact development stormwater management features in the roadway design, including bio-swales between the on-street parking lanes and sidewalks.

Policy CAP - 03

Ensure that public parking in the West Downtown is available for downtown business by restricting all-day commuter parking.

Policy CAP - 04

Study the feasibility and need of adding additional park and ride facilities away from the downtown waterfront to serves ferry riders.

Policy CAP - 05

Create a new waterfront street from Harrison Ave to Fredrick Ave that includes angles street parking and accommodates ferry drop-offs and transit.

Policy CAP - 06

Maintain Division Street as a through street from Cline to Sidney as the neighborhood geography limits street connectivity.

Policy CAP - 07

Require that loading and back-of-house functions be accessed from an alley parallel to the waterfront or internally in the building.

Policy CAP - 08

Reconfigure the marina parking lot to increase parking and improve multi-modal circulation from Bay Street to the waterfront.

Policy CAP - 09

Include a hill-climb from Bay Street to Prospect Street aligned with either Orchard Ave or Port Street.

Policy CAP - 10

Convert Orchard and Port Streets to pedestrian plazas with limited vehicle access.

Policy CAP - 11

CIRCULATION, ACCESS, AND PARKING GOALS

Goal CAP - 01

Improve Bay and Bethel corridors such that they are safer for all users and that they define a place rather than act as just a highway.

Goal CAP - 02

Ensure that adequate parking is available to support the marina and allow for downtown businesses to thrive while promoting a walkable main-street character.

Goal CAP - 03

Encourage development in the West downtown to face the waterfront.

Goal CAP - 04

Provide improved pedestrian circulation within the East Downtown to the waterfront and Prospect Street.

Goal CAP - 04

Transform the existing East Downtown from a largely car dominant development pattern to an extension of the existing walkable downtown West Downtown area.

Goal CAP - 05

Minimize the impact of parking along the waterfront sites by a potential modification to the existing Shoreline Management Plan.

Goal CAP - 06

Parking requirements should encourage economic development and promote a walkable development pattern.

CIRCULATION, ACCESS, AND PARKING POLICIES

Policy CAP - 01

Develop a corridor design plan for Bay Street and Bethel Ave that includes: improved pedestrian and bicycle

SECTION 03 | SUBAREA PLAN

Convert Fredrick Ave to a two-way street with parallel parking.

Policy CAP - 12

Encourage the creation of a loop street or private access drive to break down the scale of the auto-dealership site, provide waterfront access, and provide additional on-street parking.

Policy CAP - 13

Extend Mitchell Ave north to terminate at the waterfront to break-up the large block and provide additional thru-site circulation.

Policy CAP - 14

New development and roadways shall frame view and pedestrian corridors to the waterfront with parking located beside and adjacent to development

Policy CAP - 15

Include parallel parking and sidewalks on both sides of Harrison Ave. At least on of the sidewalks should extend to the waterfront.

Policy CAP - 1

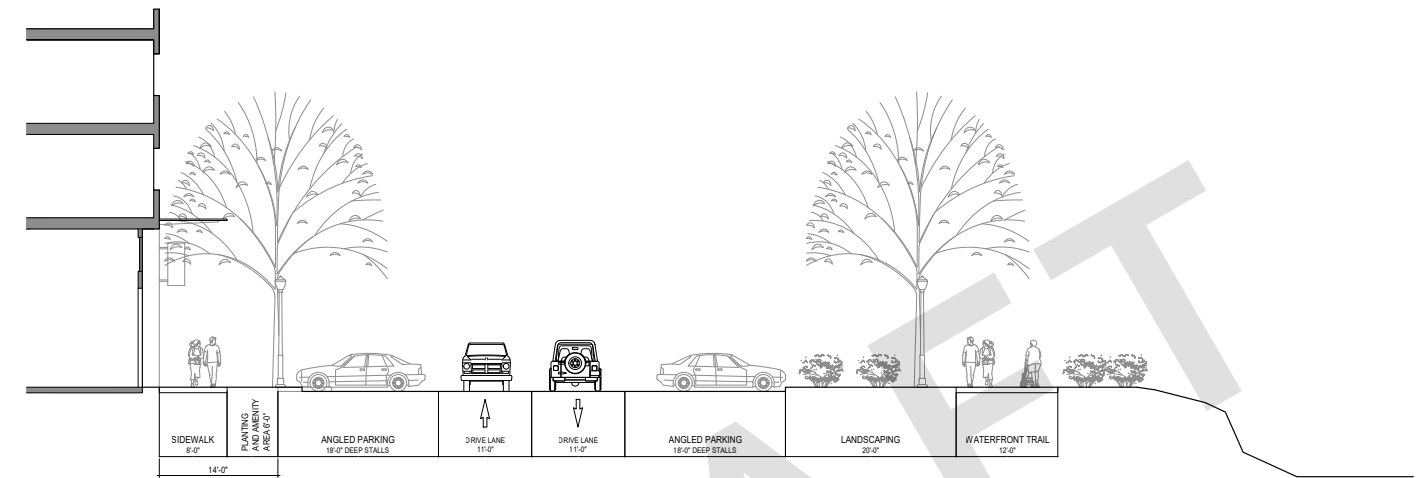
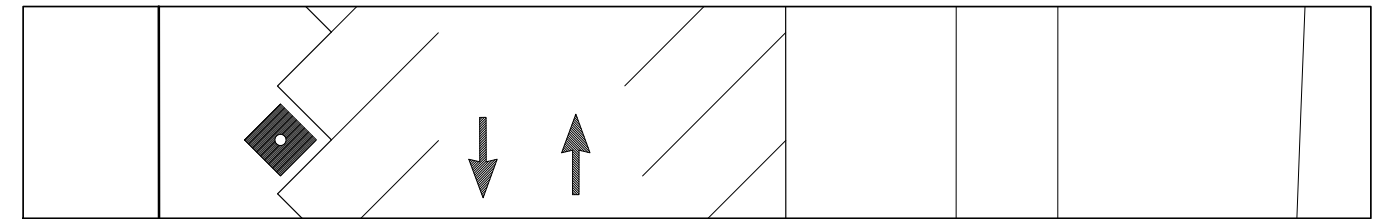
Modify current detached and multi-family parking requirements in recognition of the urban context and to promote denser walkable development. Reduce residential parking requirements to 1-1.25 stalls per residential unit.



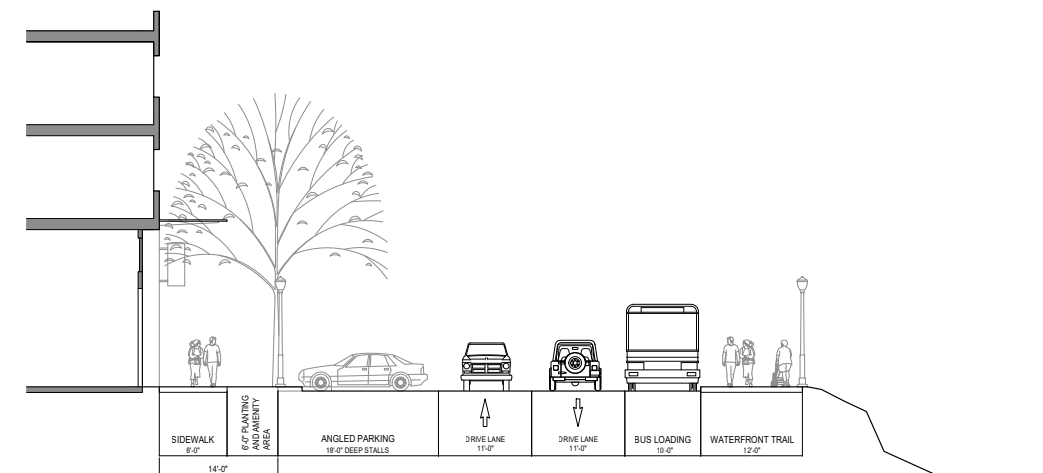
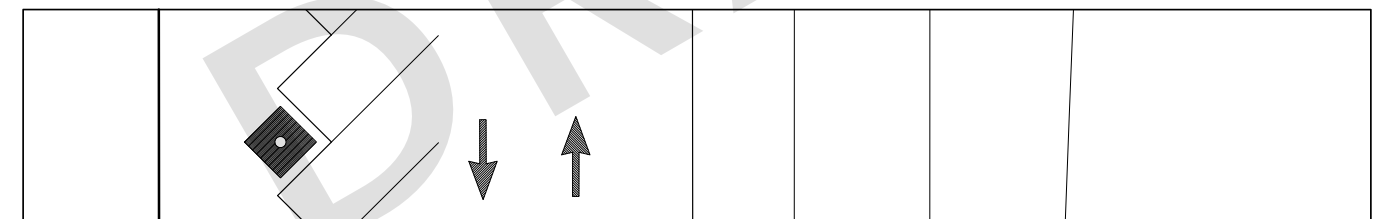
Conceptual Urban Waterfront Street



Street Concept Image | Mitchell Street Extension from Bay Street to the Waterfront (Looking North)



Street Cross-Section A-A | New Waterfront Street Between Frederick and Sidney Ave (Looking West)



Street Cross-Section B-B | New Waterfront Street Between Sidney and Harrison Ave (Looking West)

Port
ORCHARD

