

Mayor: Rob Putaansuu Administrative Official

Councilmembers:

Bek Ashby Finance Committee Economic Development & Tourism Committee Transportation Committee, **Chair** KRCC/KRCC PlanPol-alt /KRCC TransPol PSRC-alt/PSRC TransPOL-Alt/PRTPO

Shawn Cucciardi Finance Committee E/D & Tourism Committee, **Chair** Kitsap Economic Development Alliance

Fred Chang Economic Development & Tourism Committee Land Use Committee

Jay Rosapepe (Mayor Pro-Tempore) Utilities/Sewer Advisory Committee Land Use Committee Transportation Committee Lodging Tax Advisory Committee, **Chair** KRCC-alt

John Clauson Finance Committee, Chair Utilities/Sewer Advisory Committee Kitsap Public Health District-alt

Cindy Lucarelli Festival of Chimes & Lights Committee, **Chair** Utilities/Sewer Advisory Committee, **Chair** Kitsap Economic Development Alliance

Scott Diener Land Use Committee, **Chair** Transportation Committee

Department Directors: Nicholas Bond, AICP Development Director

Mark Dorsey, P.E. Director of Public Works/City Engineer

Tim Drury Municipal Court Judge

Noah Crocker, M.B.A. Finance Director

Matt Brown Police Chief

Brandy Rinearson, MMC, CPRO City Clerk

Meeting Location:

Council Chambers, 3rd Floor 216 Prospect Street Port Orchard, WA 98366

Contact us:

(360) 876-4407 cityhall@cityofportorchard.us

City of Port Orchard Council and Planning Commissioners Work Study Session November 17, 2020 6:30 p.m.

Pursuant to the Governor's "Stay Home - Stay Safe" Order, the City will take actions on necessary and routine business items.

The City is prohibited from conducting meetings <u>unless</u> the meeting is NOT conducted in-person and instead provides options for the public to attend through telephone, internet or other means of remote access, and also provides the ability for persons attending the meeting (not in-person) to hear each other at the same time. Therefore;

Remote access only

Link: https://us02web.zoom.us/j/81812993810 Zoom Meeting ID: 818 1299 3810 Zoom Call-In: 1-253-215-8782

- 1. <u>Draft Downtown and County Campus Subarea Plan</u> (Bond) *Page 2* Estimated Time: 40 minutes
- 2. Stormwater Presentation (Dorsey) Estimated Time: 15 minutes
- **3.** Building Board of Appeals (Bond) Estimated Time: 15 minutes



Issue Title: Draft Downtown and County Campus Subarea Plan

Meeting Date: November 17, 2020

Time Required: 40 minutes

Attendees: Nick Bond, Community Development Director

Action Requested at this Meeting: Review draft Subarea Plan and provide feedback and any requested revisions to staff and consultants, including direction on whether the City should pursue designation of a combined Downtown and County Campus Regional Center.

Issue: In 2019, the City of Port Orchard received a \$50,000 grant from the state Department of Commerce to prepare a subarea plan and planned action EIS for our downtown and Kitsap County government campus areas. The grant terms require the City to focus on ways to add more housing opportunities in these areas and to streamline the City's development review process. The grant terms require that the subarea plan and EIS must be adopted no later than April 1, 2021. The City contracted with GGLO LLC as the lead consultant to prepare the plan and EIS. A draft plan

The subarea plan considers a number of current planning and redevelopment issues that are expected to impact the City's downtown and the Kitsap government campus, including the following:

- With the preparation of a subarea plan for the downtown and government campus, this area may 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. However, the number of activity units (population + jobs) that would be required to meet this target could result in a denser, more highly-developed area with higher demands on the local infrastructure, than the City Council may wish for the downtown and County campus areas at this time.
- 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 (SKCEC), which will also include space for the Port Orchard library and a conference center. The Subarea Plan is being prepared in coordination with, and will support, the development of the SKCEC proposal.
- 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/County campus area into its analysis. Specifically, proposed recreational uses of the

SKCEC will be considered in the Parks Plan.

- The City is in the process of 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, and revisions to support the Subarea Plan and the SKCEC will be proposed for the SMP as appropriate.
- Kitsap County intends to develop a new county courthouse, detention center and sheriff's office in the government campus area, which includes the redevelopment of existing buildings and construction of new parking locations. These planning and development efforts will be considered in the Subarea Plan and coordinated with other proposals for downtown development.

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 Campus Centers. In summary, the Subarea Plan and planned 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 vital area of our City.

The draft Subarea Plan has been released for public review and comment. The Planning Commission held an EIS scoping meeting on September 1, and conducted a review of the draft Plan on November 2.

Alternatives: The City has committed to adopting a subarea plan to fulfill its Commerce grant obligations. The City Council should choose whether the subarea plan proposes that the Downtown and County Campus center should become a Regional Urban Growth Center according to PSRC's VISION 2050 requirements.

Relationship to Comprehensive Plan: The final Subarea Plan is proposed to be adopted as an appendix of the Comprehensive Plan.

Recommendations: Staff recommends that Council provide feedback and guidance to the City's consultant and staff on the draft Subarea Plan, and indicate its preference on whether the final Subarea Plan should support having the Downtown and County Campus Center qualify as a Regional Urban Growth Center under PSRC's VISION 2050 requirements.

Attachments: Draft Downtown and County Campus Subarea Plan



DOWNTOWN AND COUNTY GOVERNMENT CAMPUS SUBAREA PLAN

City of Port Orchard, WA October 28, 2020







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 growth allocation in accordance with Vision 2050. 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 subarea 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.

ACKNOWLEDGMENTS

City of Port Orchard

Department of Community Development 216 Prospect Street Port Orchard, WA 98366 planning @cityofportorchard.us

Mayor: 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 Joe Morrison Suanne Martin Smith

City Staff: Nicholas Bond, AICP, Director

Keri Sallee, Long Range Planner Jim Fisk, Associate Planner Stephanie Andrews, Associate Planner

Contact:

Nick Bond nbond@cityofportorchard.us Keri Sallee kSallee@cityofportorchard.us

Urban Design, Architect

GGLO

1301 First Avenue, Suite 300 Seattle, WA 98101 **Contact:** Jeff Foster jfoster@GGLO.com Mitch Ptacek mptacek@gglo.com

Engineers and Environmental Services

EA Engineering, Science and Technology, Inc., PBC

2200 6th Ave #707, Seattle, WA 98121 **Contact:** Rich Schipanski rschipanski@eaest.com

Civil Engineer - Storm Water

Reid Middleton, Inc.

728 134th Street SW, Suite 200 Everett, WA 98204 **Contact:** Julian Dodge jdodge@reidmiddleton.com Real Estate and Economic Analysis

Heartland

1301 First Avenue, Suite 200 Seattle, WA 98101 **Contact:** Mark Goodman mgoodman@htland.com

Civil Engineer - Sanitary Sewer and Water Infrastructure

BHC Consultants, LLC

1601 Fifth Avenue, Suite 500 Seattle, WA 98101 **Contact:** John Gillespie john.gillespie@bhcconsultants.com

Transportation Engineer

Transportation Solutions, Inc.

8250 165th Ave NE, Suite 100 Redmond, WA 98052 **Contact:** Andrew Bratlien andrewb@tsinw.com

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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 Countywide 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 Pugent 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.

1.2 Study Area

City of Port Orchard Centers

- County Campus
- Downtown

Study Area

• 329 total acres

Principle Arterials

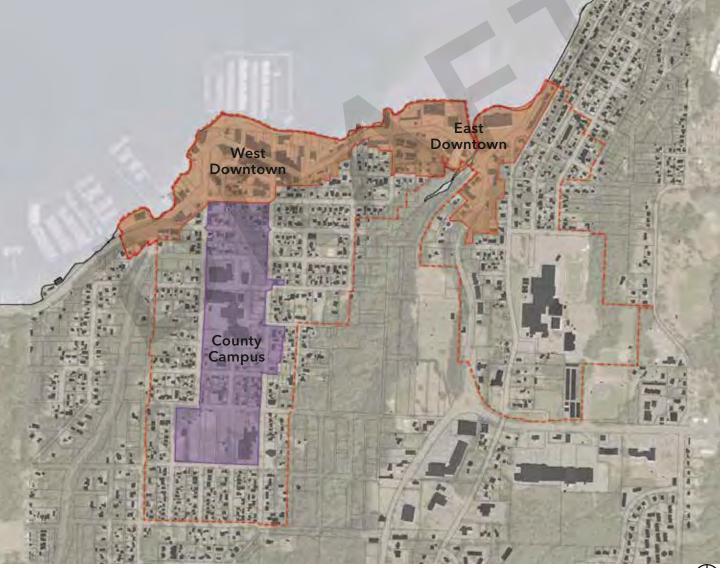
- Bay Street & Bethel Ave
- Port Orchard and Mitchell Streets
- Sidney Ave and Cline Ave

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'

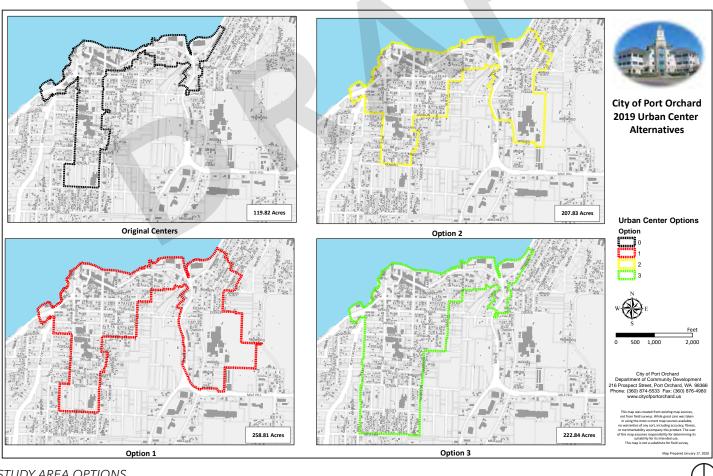
DEFINING THE SUBAREA BOUNDARY

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 Regioanl 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

COUNTYWIDE CENTER CRITERIA

- Identified as a countywide center in the countywide planning policies
- Located within a city or unincorporated urban area
- Demonstration that the center is a local planning and investment priority:
 - Identified as a countywide center in a local comprehensive plan; subarea plan recommended
 - Clear evidence that area is a local priority for investment, such as planning efforts or infrastructure
- The center is a location for compact, mixed-use development; including:
 - A minimum existing activity unit density of 10 activity units per acre
 - Planning and zoning for a minimum mix of uses of 20 percent residential and 20 percent employment unless unique circumstances make these percentages not possible to achieve.
 - Capacity and planning for additional growth
- The center supports multi-modal transportation, including:
 - Transit service
 - Pedestrian infrastructure and amenities
 - Street pattern that supports walkability
 - Bicycle infrastructure and amenities
 - Compact, walkable size of one-quarter mile squared (160 acres), up to half-mile transit walkshed (500 acres)

Alternate Downtown and County Government Center Study Area Boundaries (PSRC Existing Conditions Analysis)	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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Existing Conditions



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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.



1908 Ferry Docks





1950's Street in Port Orchard, WA



ort Orchard, Washington

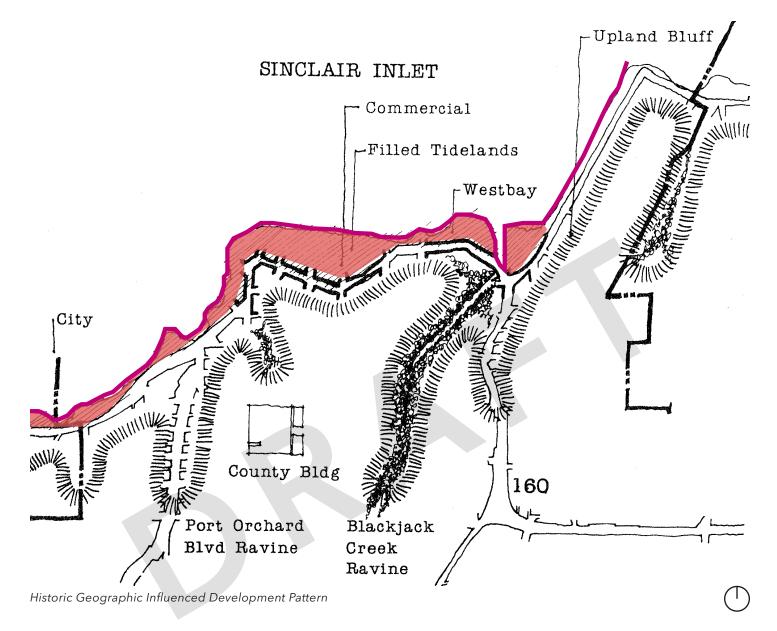
Street in Port Orchard, WA



1940's Kitsap County Court House

Ferry Docks

2.1 History



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



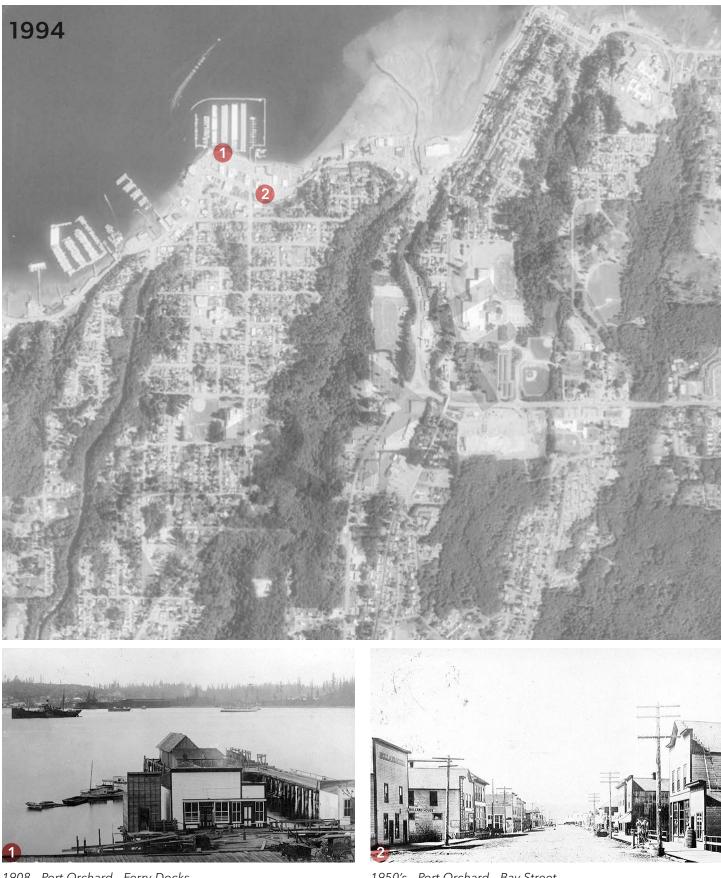
Historic Waterfront Figure-Ground - 1914



Historic Waterfront Figure-Ground - 1982

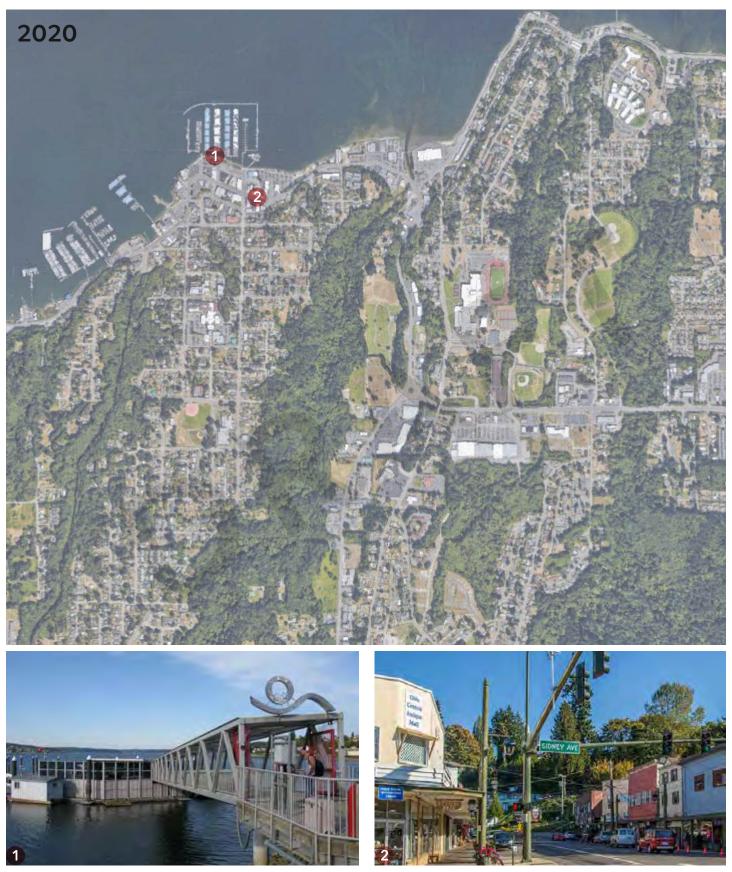
SECTION 02 | EXISTING CONDITIONS

2.1 History



1908 - Port Orchard - Ferry Docks

1950's - Port Orchard - Bay Street



2020 - Port Orchard - Ferry Docks

2020 - Port Orchard - Bay Street

SECTION 02 | EXISTING CONDITIONS

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 autocentric 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.



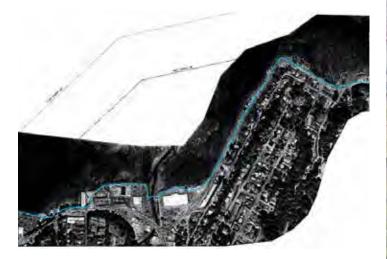
Single Family Homes Around County Campus



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.

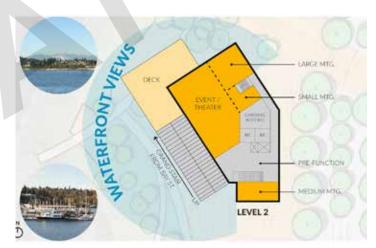
This portion of the Mosquito Fleet Trail along Bay Street, also known as the Bay Street Pedestrian Pathway, will be a significant segment of the off-road link in the Mosquito Fleet Trail, which eventually will connect Kingston to Southworth along the eastern shore of Kitsap County. It will also provide 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 mediumterm 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.

SECTION 02 | EXISTING CONDITIONS

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
- Port Orchard Waterfront Revitalization Plan Kasprisin Plan
 1983
- 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

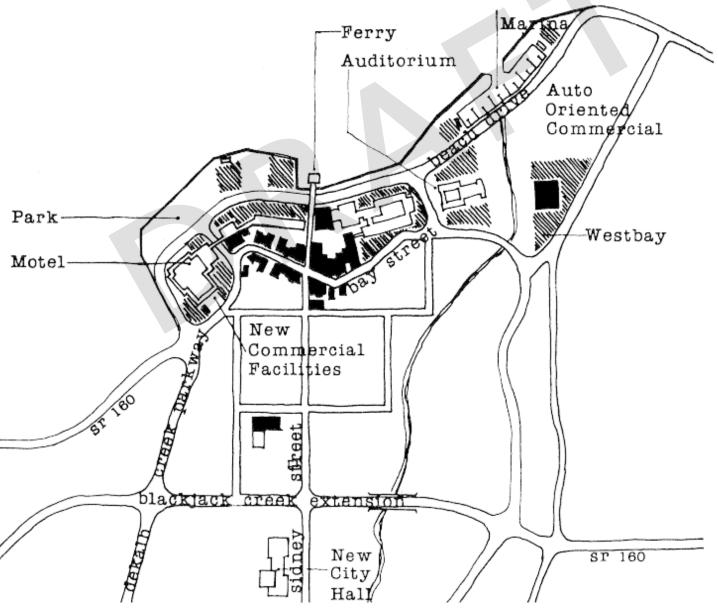
COMPREHENSIVE PLAN - 1966

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 are 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

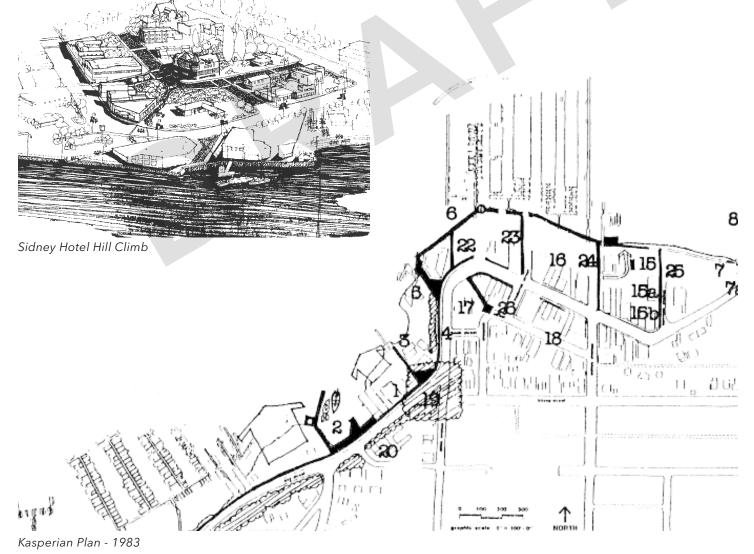
KASPRISIN PLAN - 1983

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

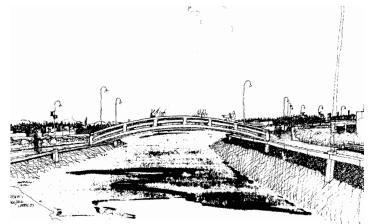
Key Recommendations:

- 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

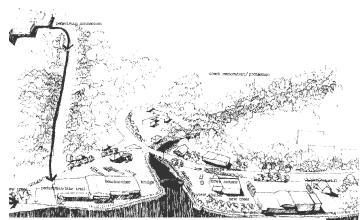
- Building and landscape improvements
- Return waterfront and stream right-of-ways to public use
- Downtown as a historic marine center
- Integrate plans with Kitsap transit
- Prioritize by-pass
- Waterfront pedestrian walkway
- Visual access to the waterfront from upland areas
- Prioritize water dependent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



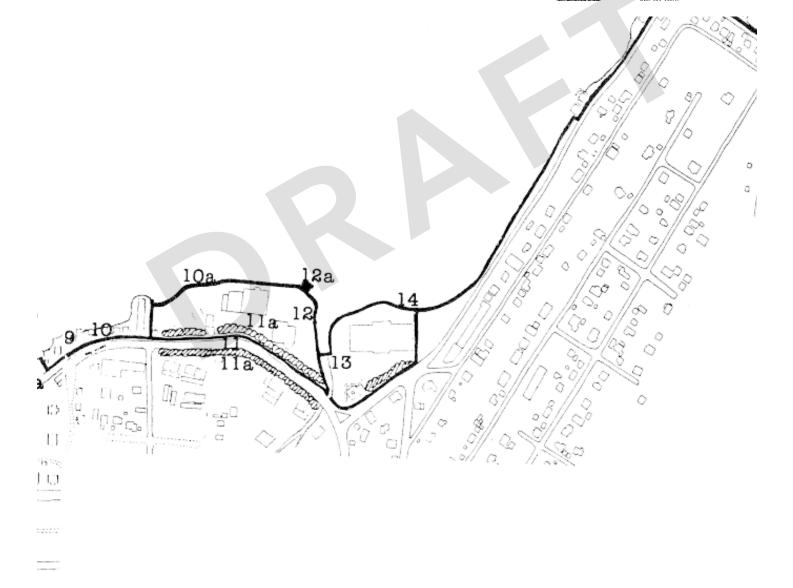
SECTION 02 | EXISTING CONDITIONS



Blackjack Creek Pedestrian Bridge



Blackjack Creek "West Bay"



2.4 Previous Planning Efforts

2.1. PREVIOUS PLANNING EFFORTS

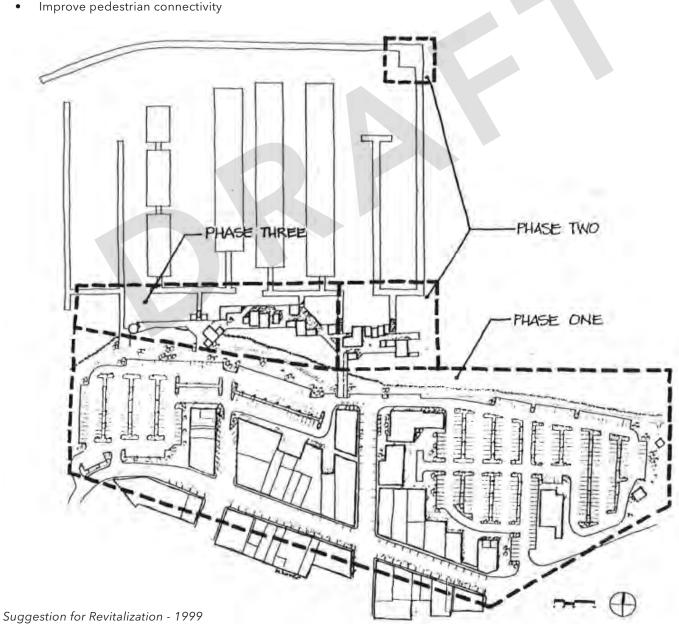
REVITALIZATION PLAN - 1999

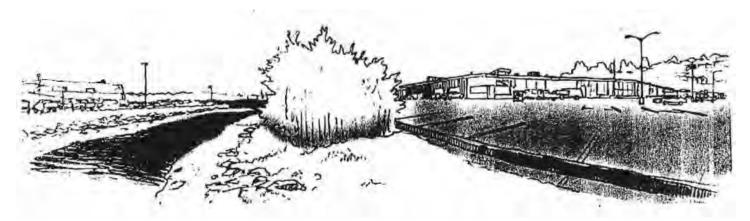
In 1999, the University of Washington Department of Urban Design and Planning, prepared a revitalization strategy for downtown. This planning process included an opinion survey focused on the transportation and buying habits/preferences of individuals living in and passing through downtown Port Orchard.

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

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.

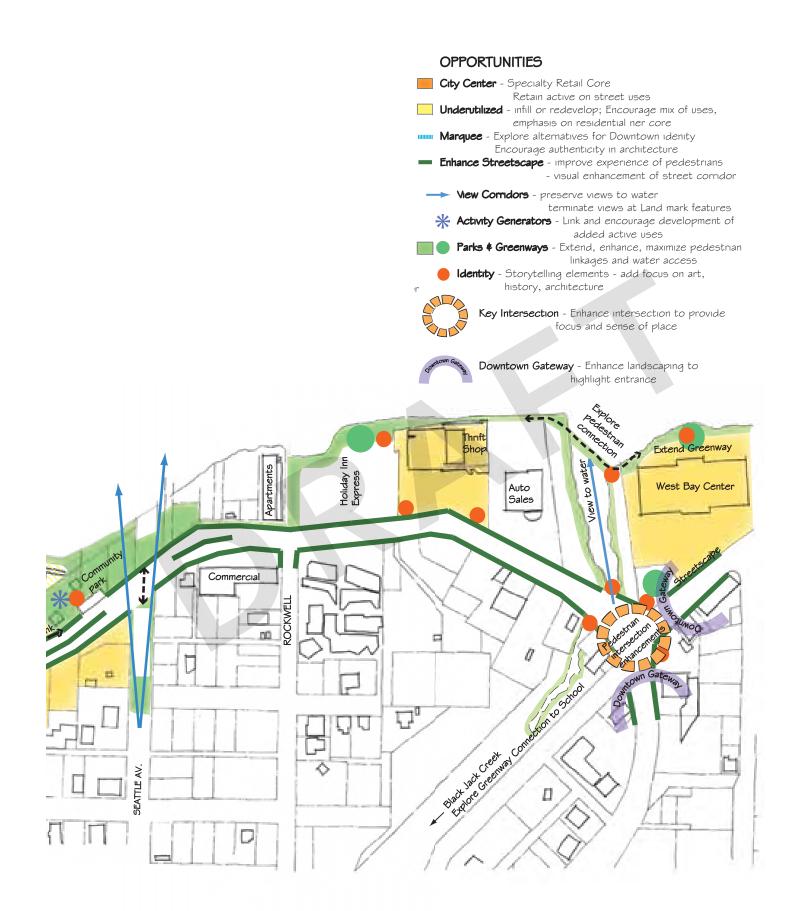
Key Recommendations:

- 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



SECTION 02 | EXISTING CONDITIONS



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.

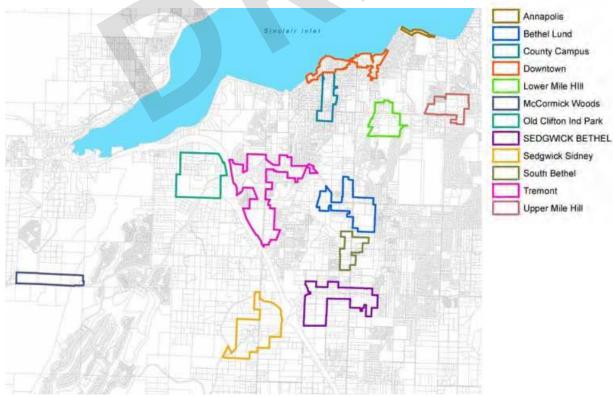
Most land in the city is devoted to housing. Commercial areas and the downtown offer a range of goods and services, provide employment for local residents and those living in surrounding rural areas, and provide additional tax revenue to help fund public services and facilities. Industrial lands allow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



Port Orchard Comp Plan Centers



DOWNTOWN PORT ORCHARD (COUNTYWIDE CENTER)

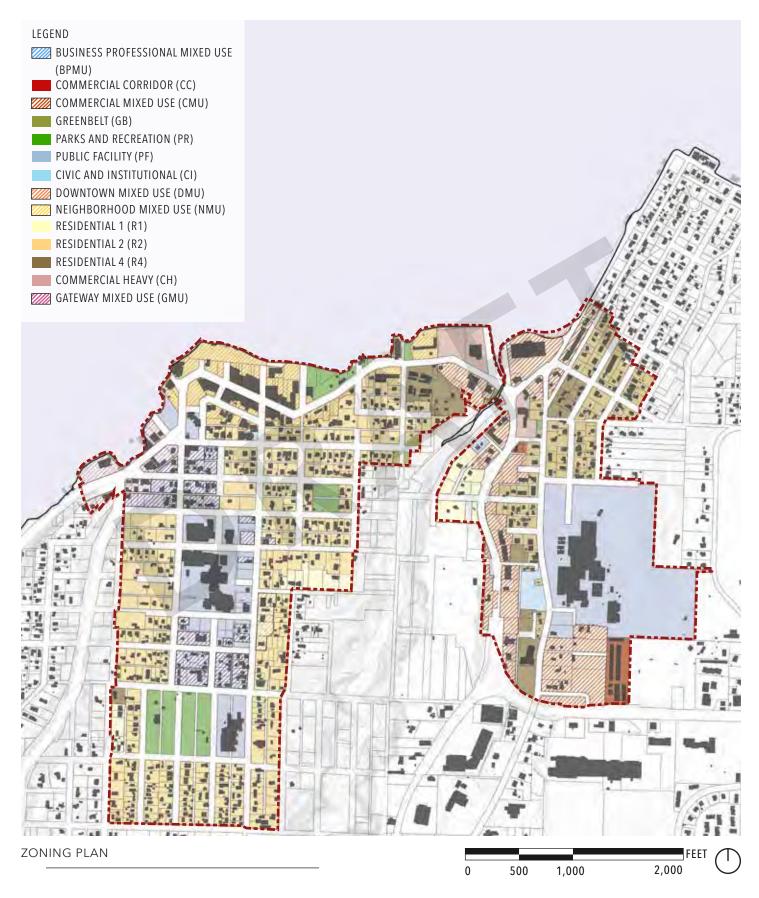
Port Orchard's downtown is the cultural, civic, and recreational hub of the community. The downtown currently contains a mix of land uses, including Port Orchard's City Hall and public library, numerous retail and service businesses, a marina and ferry dock, public parking, and a waterfront park and 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.

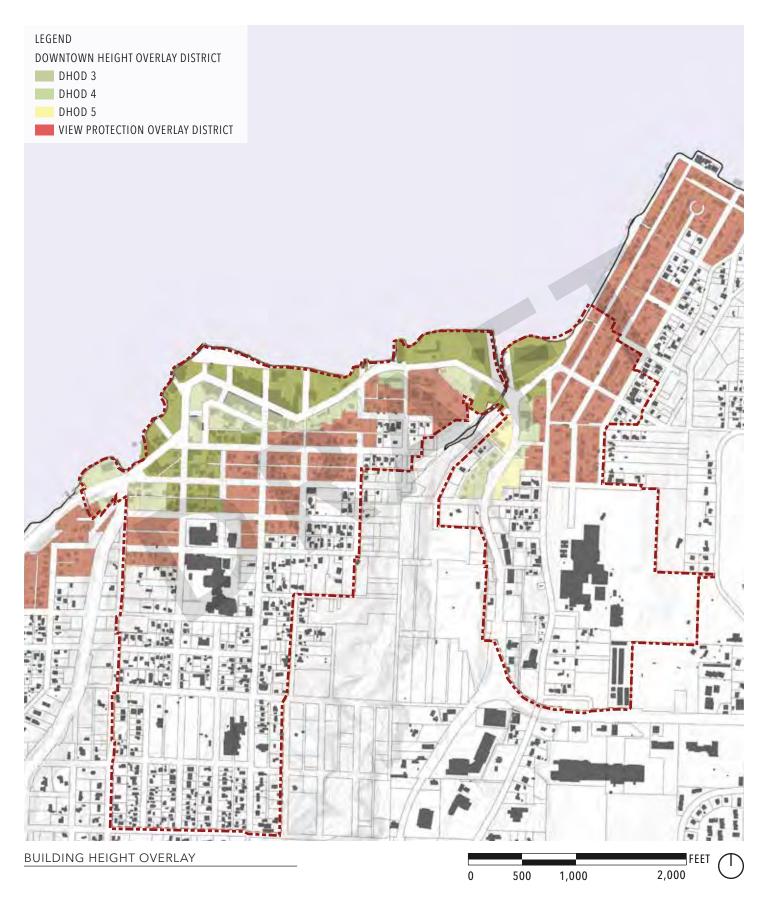


COUNTY CAMPUS (COUNTYWIDE CENTER)

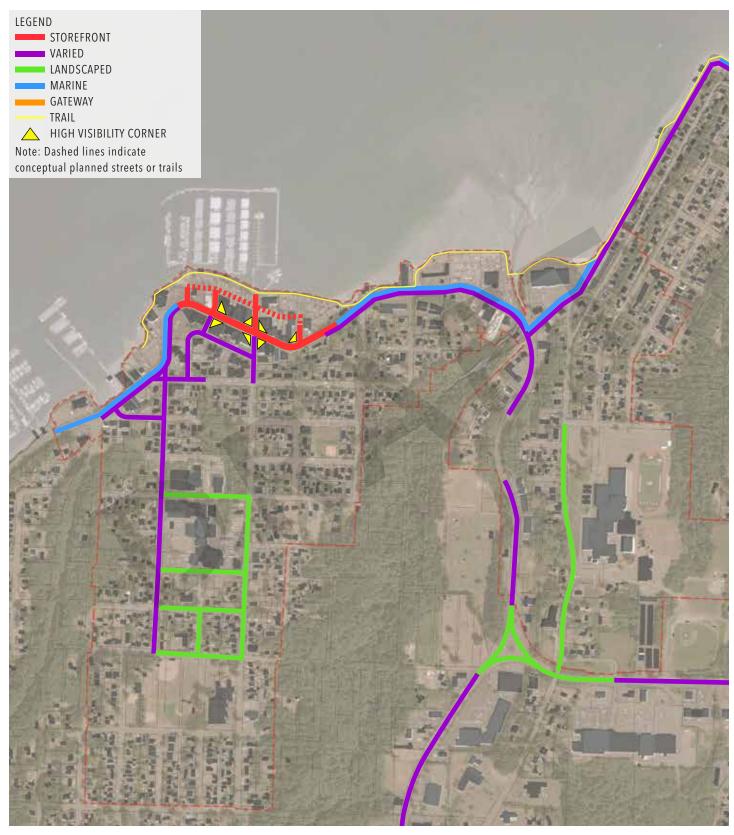
The City of Port Orchard has benefited from being the Kitsap County seat, as well as Kitsap County long serving as the City's largest employer. Kitsap County has proposed several phased development scenarios to provide options for the expansion of County facilities within the City of Port Orchard over 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



EXISTING BLOCK FRONTAGES PLAN

2.6 Circulation, Access and Parking

VEHICULAR CIRCULATION AND ACCESS

Minor 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 somebreaks in the sidewalks, continuous sidewalks would improve the safety and utility of the pedestrian environment.

TRANSPORTATION STUDY

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

2.6 Circulation, Access and Parking

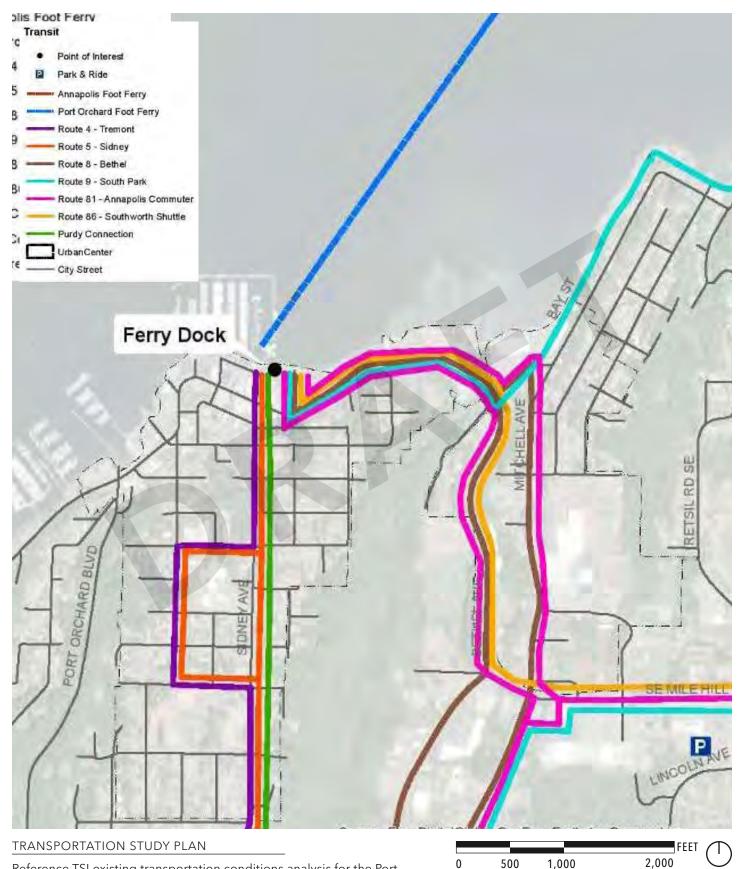


Reference TSI existing transportation conditions analysis for the Port Orchard Subarea Plan.



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2.6 Circulation, Access and Parking



Reference TSI existing transportation conditions analysis for the Port Orchard Subarea Plan.

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.

2.8 Environment and Open Spaces

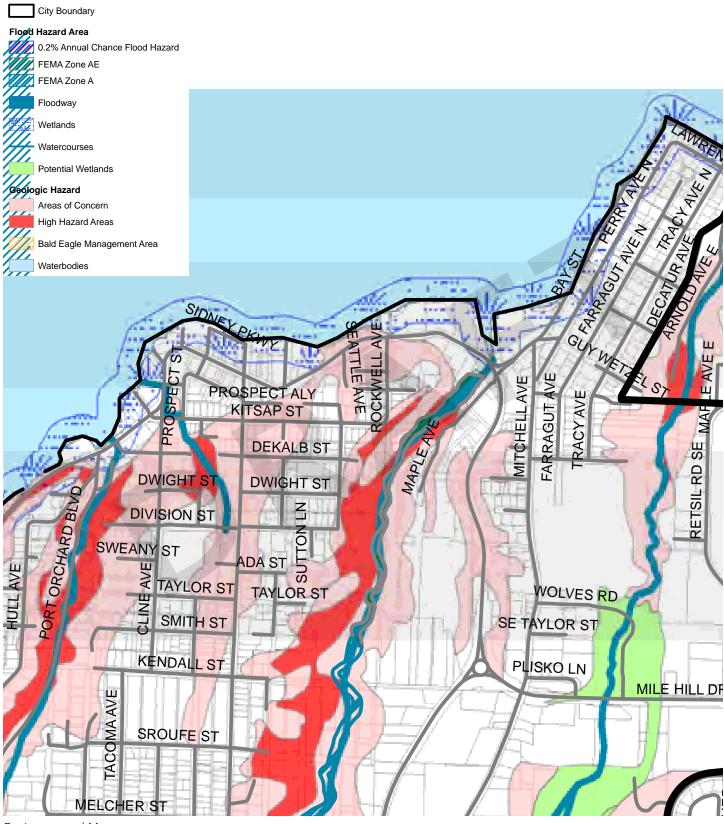
EXISTING CONDITIONS

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 twelve (12) Centers. 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

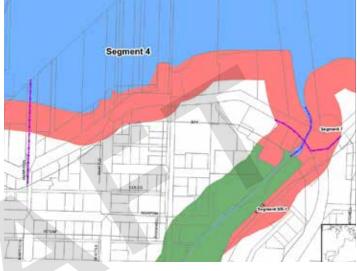
The shoreline uses that are addressed below are outlined and required in WAC 173-26-241 and have been correlated with the existing uses provided with the City of Port Orchard 1994 Shoreline Program (SMP) adoption. The provisions apply to specific common uses and types of development that may occur within 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.

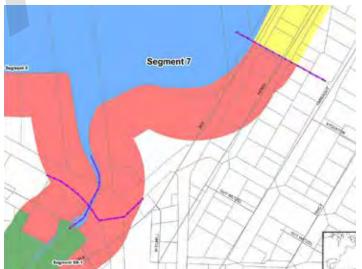


SHORELINE DESIGNATION AND FLOOD ZONE

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.







Proposed development will need to comply with Port Orchard 100 yr flood projection to state shoreline management. INTENTIONALLY LEFT BLANK

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 dated 6th June 2020.

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 3,613 residents since 2010
- The City's growth rates was higher than other Kitsap County communities and the County in part due to annexations.

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 inclusive of annexations, since 2010, an average of over 150 units per year

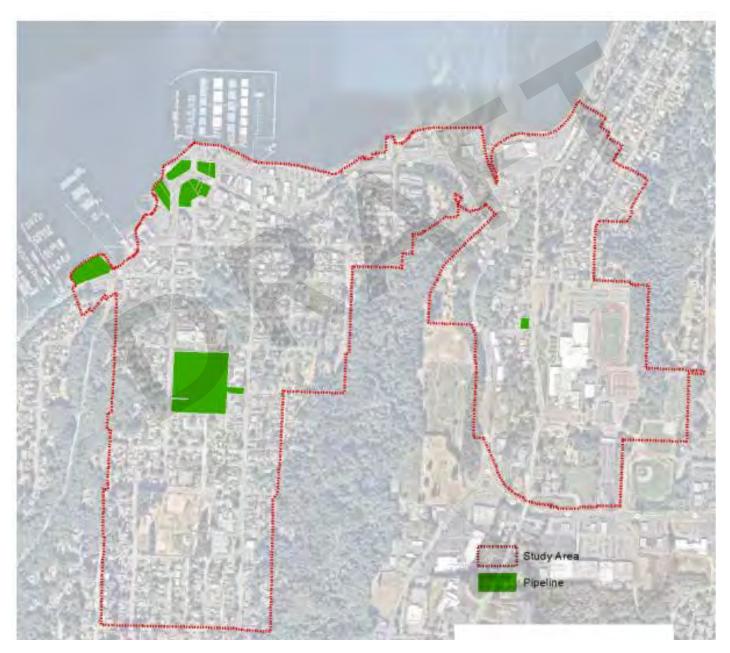
HOUSEHOLD COMPOSITION

- 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.



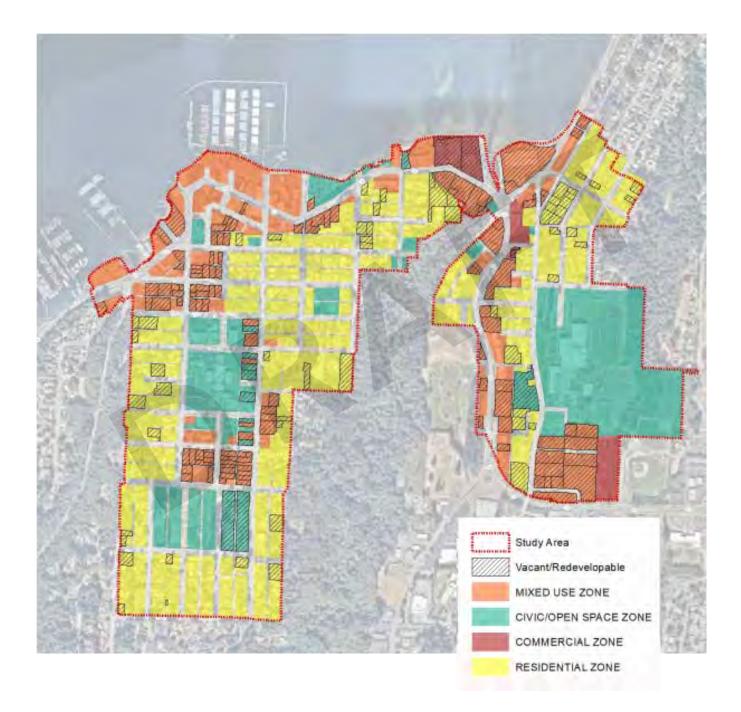
COUNTY COURTHOUSE

The purpose of the Kitsap County Campus Master Plan is to provide for the expansion of County facilities on the Port Orchard Campus over the next 40+ years. This Plan provides phased development scenarios to en-sure that the County has options for expansion and includes recommended zoning changes to facilitate this expansion. This Plan offers suggestions for design guidelines that the City and community may want to pursue in order to further shape future public and private development.



2.4.3 Exiting Buildable 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

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 mixeduse 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

	Commerc	al Only	Residential Mixed-Use		
Scenarios	Structured Parking	Surface Parking	Below Grade Parking	Surface Parking	
1 - Baseline	0%	0%	25%	75%	
2 - High Capacity, Res Heavy	0%	096	75%	25%	
3 - High Capacity, Comm Heavy	1056	1098	60%	20%	

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

2012	Commercial Only			
Scenarios 1 - Baseline	Structured Parking 25%	Surface Parking 75%		
2 - High Capacity, Res Heavy	75%	25%		
3 - High Capacity, Comm Heavy	2046	30%		

Exhibit 51. Commercial Use & Res Uses permitted

BASE ZONES		Commercial C	apacity Percent (%) Of Tota	By Base Zone
	NMU	SCENARIO 1 5%	SCENARIO 2 5%	SCENARIO 3 24%
	CMU	25%	25%	40%
	DMU	25%	25%	40%
	GMU	25%	25%	40%
	BPMU	20%	20%	36%
	EC	25%	25%	40%
	CH	100%	100%	100%
	CI	100%	100%	100%
	- 75			the second se

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 Devlopable Area	Commercial Capacity	Residential Capacity	Residential Capacity
	(Acre)	(SF)	(SF)	(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

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 Devlopable C Area	ommercial Capacity	Residential Capacity	Residential Capacity
	(Acre)	(SF)	(SF)	(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
Pipeline	11.2	347,000	NA	246
Total without Pipeline	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		Residential Capacity	Residential Capacity
	(Acre)	Capacity (SF)	(SF)	(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
Pipeline	11.2	347,000	NA	246
Total without Pipeline	23.3	522,400	596,155	865

Scenario 3 Table

EXISTING CONDITIONS

Development Scenarios with	Study Area	Commercial	Residential	Residential
Subarea Plan Recommendations	(acres)	(square footage)	(square footage)	(units)
Existing	329	761,645	n/a	742

*Note: All scenarios include assumed development pipeline projects.

EXISTING ACTIVITY UNITS

Development Scenarios	Total Population	Covered Employment	Residen- tial Units	-	Activity Units Dedicated to Housing	-
Existing	1,806	2,150	742	12	46%	54%

• Population, employment and existing activity units provided by PSRC.

• Activity units calculated as total population + employment / 329 acres

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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.

ALTERNATIVE 1 - NO ACTION BASELINE

CATEGORY/ZONE	Net Devlopable 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 3 - MIXED-USE FOCUS

CATEGORY/ZONE	Net Devlopable 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 Total without Pipeline	11.2 24.2	347,000 501,600	NA 752,283	246 1,042

ALTERNATIVE 2 - RESIDENTIAL FOCUS

CATEGORY/ZONE	Net Devlopable Area	Commercial Capacity	Residential Capacity	Residential Capacity
	(Acre)	(SF)	(SF)	(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

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)
Existing	34.5			742
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

ACTIVITY UN	ITS SUMMA	ARY				
Development Scenarios	Total Population	Covered Employment	Residential Units	Activity Units / Acre	Activity Units Dedicated to Housing	Activity Units Dedicated to Employment
Existing	1,806	2,150	742	12	46%	54%
Alternative 1	4,051	3,396	1,074	23	54%	46%
Alternative 2	4,663	3,617	1,610	26	60%	40%
Alternative 3	4,128	3,889	1,288	25	54%	46%

Total Population assumes 2.09 persons per unit per OFM 2020. •

Employment assumed 1 employee per 500 sf of commercial development. •

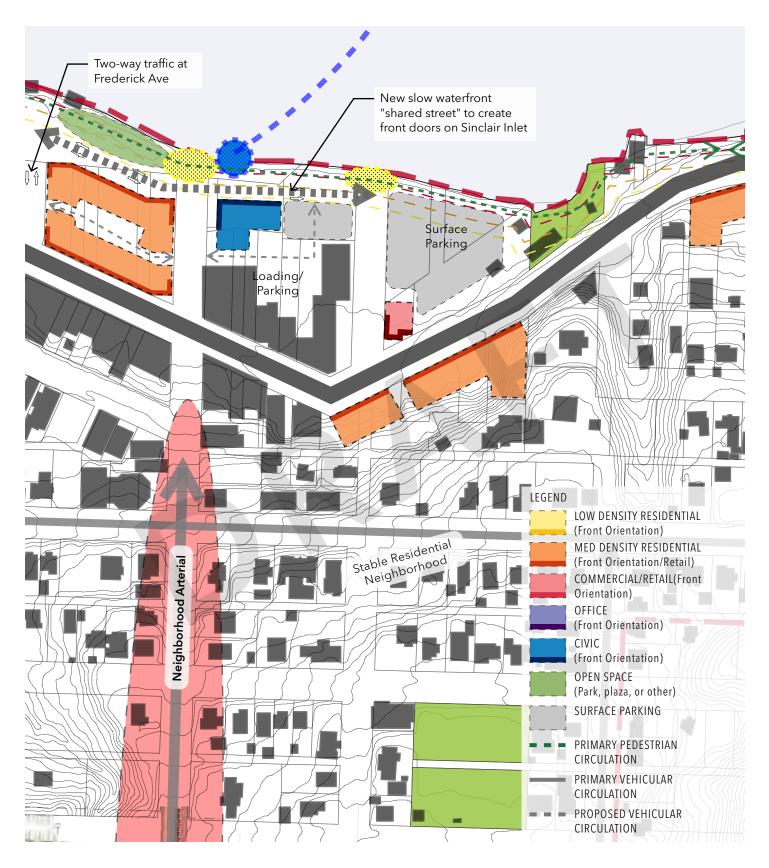
Activity units calculated as total population + employment / 329 acres •

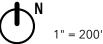
3.2.1 West Downtown

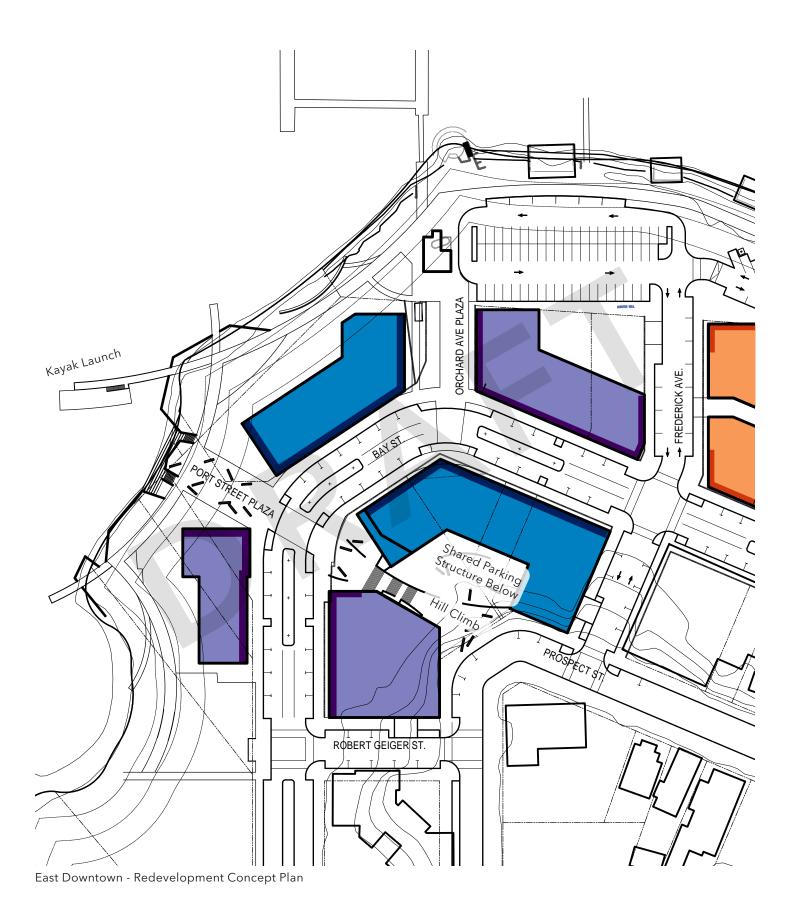
PLANNED ACTION REDEVELOPMENT AREA

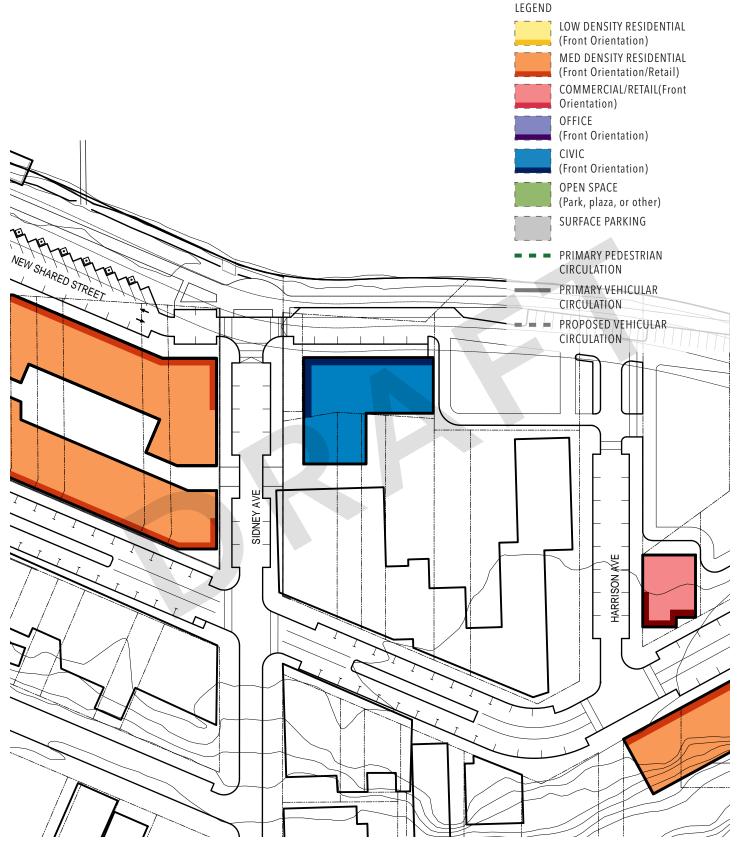


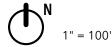
East Downtown - Redevelopment Concept Plan Diagram











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.

"Finer Grain" mixed-use development oriented toward Sinclair Inlet that reinforces views to the water.

pment <u>Concept Plan Diagram</u>

Stable Residential Neighborhood

East Downtown - Redevelo

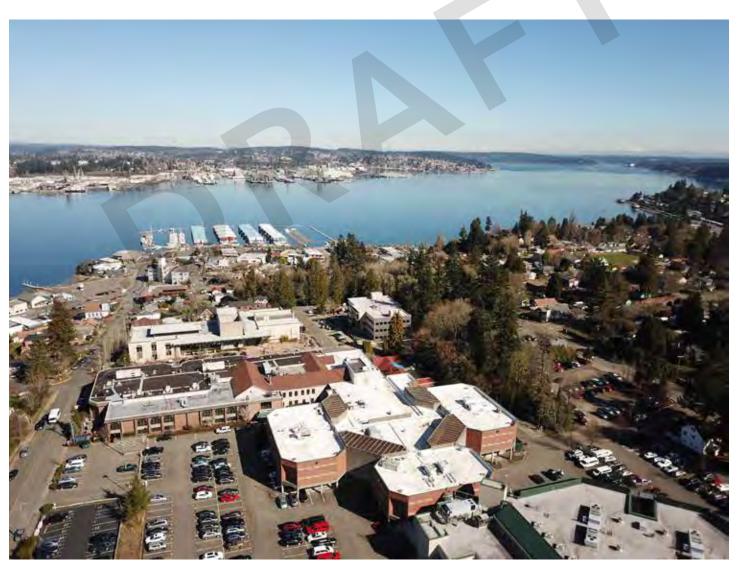


3.2.3 County Government Campus

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. The County Campus expansion is currently anticipated to occur over 5 phases. The anticipated scope of development was included within the pipeline projects analyzed as part of this plan. The subarea plan encouraged development to occur along the existing Sidney and Cline arterial corridors. Neighborhood mixed-use zoning is proposed to be expanded across the street from the County Campus to provide a buffer or transition between the County Government Campus and established single family neighborhoods. Note that neighborhood mixed-use allows for both single family and small scale commercial uses.



Existing County Government Campus



Kitsap County Government Campus - Redevelopment Concept Plan Diagram

N

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 along Cline Street from Kitsap Street to Kendall Street.

Policy LUH - 04

Revise frontage requirements along the new waterfront street and in the east downtown to reflect the proposed concept design plan.

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







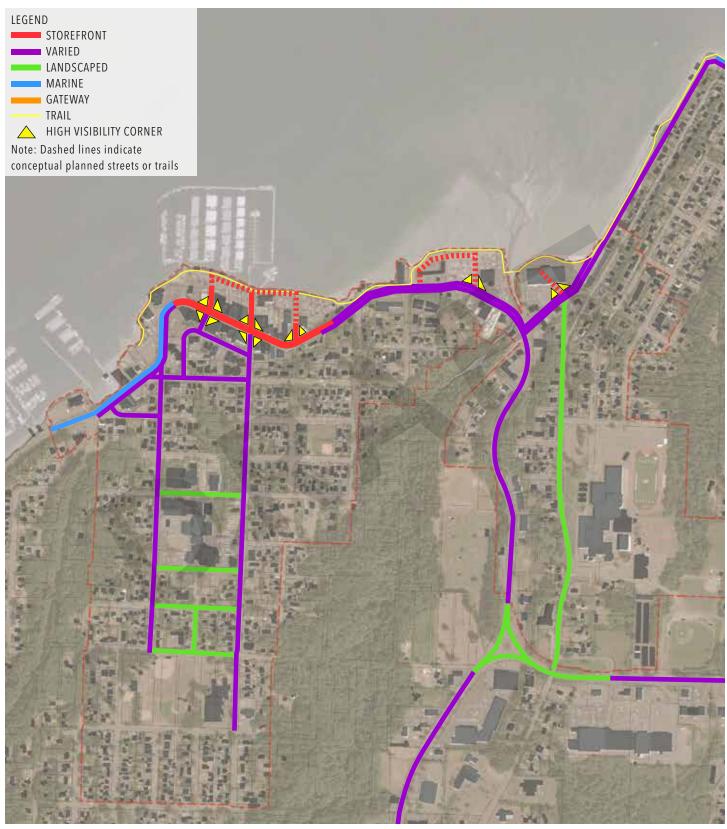
Proposed Centers Adjustments

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



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SECTION 03 | SUBAREA PLAN



Proposed Block Frontage Plan





Proposed Zoning Adjustments

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

SECTION 03 | SUBAREA PLAN



Proposed Height Overlay Adjustments

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



Updated Build-able Lands or Potential Infill Development Map that incorporates additional lands that were added due to zoning changes or anticipated development included in the subarea plan.



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 - 03

Incorporate new open space within required shoreline buffers such that they can serve dual-purposes. (for example reffer to *Stormwater buffer with pedestrian boardwalk Concept for existing Blackjack Creek Outlet*)

Goal EOS - 04

Improve safety and security along existing open spaces and around blackjack creek.

ENVIRONMENT AND OPEN SPACE POLICIES

Policy EOS - 01

Encourage the future replacement of existing shoreline armoring that allows for pedestrians access to the water. (For example reffer to *Shoreline Armor with Water Access Concept for the West Downtown waterfront*)

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 Armor with Water Access Concept for the West Downtown waterfront



Stormwater buffer with pedestrian boardwalk Concept for existing Blackjack Creek Outlet

shoreline set-backs that also provide public open space amenities.

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-off 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.

SECTION 03 | SUBAREA PLAN





Urban waterfront parkscape.



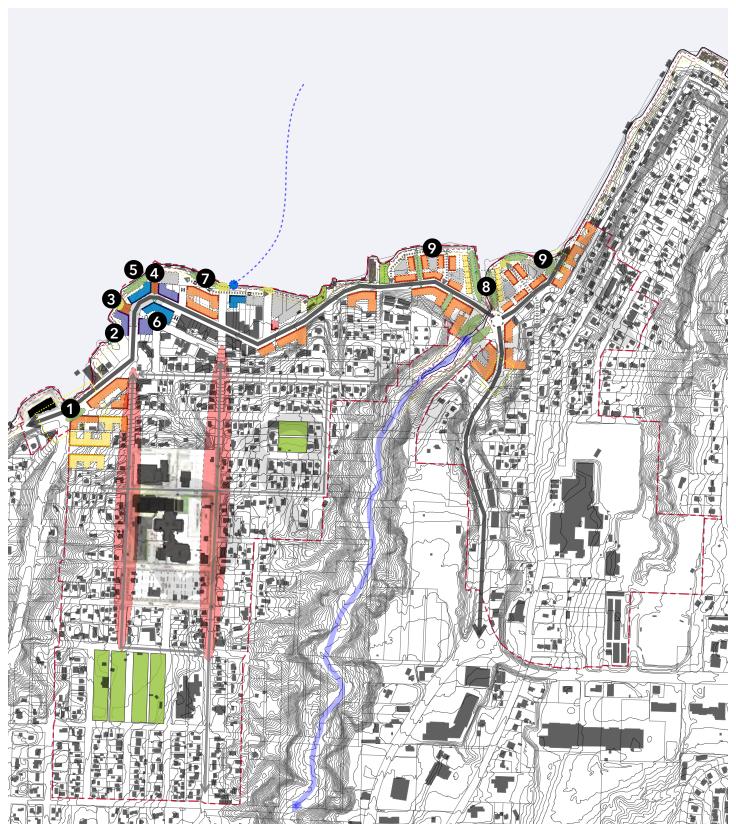
Conceptual Hill Climb from Prospect Ave to Port St



Conceptual Waterfront Plaza and kayak launch at Port Street

ENVIRONMENT AND OPEN SPACE PROPOSED PROJECT LIST

No.	Project Name	Description	Agency	Cost	Funding Source
1	Port Orchard Blvd Creek Estuary Restoration	The historic creek that previously existing at the location of Port Orchard Blvd is now piped to its terminus at Sinclair Inlet. The plan encourages estuary restoration at the outflow of this creek.	t.b.d.	t.b.d.	t.b.d.
2	Port Orchard Boat Launch Estuary Restoration	The historic creek that originates near the County Government Campus is currently piped from approximately Austin Ave to its outfall east of the boat launch. The plan encourages the creek to be daylit west of intersection of Bay and Robert Geiger Streets with estuary restoration at Sinclair inlet.	t.b.d.	t.b.d.	t.b.d.
8	Port Street Plaza and viewpoint	Port Street is proposed to be transformed to a pedestrian plaza or shared street to provide pedestrian access and views to Sinclair Inlet. The plaza should terminate with a viewing plaza with potential access to the water.	t.b.d.	t.b.d.	t.b.d.
4	Orchard Street Plaza and viewpoint	Orchard Street is proposed to be transformed to a pedestrian plaza or shared street to provide pedestrian access and views to Sinclair Inlet. The existing elevated viewing deck and pump station at the terminus of this corridor will be replaced with an at grade viewing plaza.	t.b.d.	t.b.d.	t.b.d.
6	Kayak Launch	A publicly accessibly kayak launch dock is proposed near the location of the former	t.b.d.	t.b.d.	t.b.d.
6	Prospect Street Hill Climb	The redevelopment of the parcels located at the corner of Bay Street are encouraged to include a publicly accessibly hill climb from Prospect Street to Bay Street. The hill climb should align with either Port Street or Orchard Street.	n/a	t.b.d.	t.b.d.
7	Waterfront trail enhancements	Widen the existing waterfront trail from the boat launch to the Ferry terminal to provide multi-model access and match the standards of the Bay Street Pedestrian Pathway. Improvements shall include viewpoints and street terminations and new landscape furniture.	t.b.d.	t.b.d.	t.b.d.
8	Blackjack creek Estuary Park and Etta Turner Park expansion and enhancements	Provide a new waterfront park on the City parcel along the west side of Blackjack Creek and expand Etta Turner Park to provide an expanded riparian buffer. These parks should include natural features and wildlife habitat. Incorporate wetland boardwalks, provided that they can comply with shoreline mitigation requirements.	t.b.d.	t.b.d.	t.b.d.
9	Waterfront shoreline enhancement	New development should provide waterfront shoreline restoration at the current auto dealership and the Westbay center sites in compliance with requirements contained within the City SMP and the State SMA.	t.b.d.	t.b.d.	t.b.d.



Environment and open space Proposed Project List



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, 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 and bay street

Goal CAP - 04

Provide improved pedestrian circulation within the West Downtown between 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

Discourage new development from locating parking between new development and the waterfront.

Goal CAP - 06

Encourage the replacement of the existing Bay Street sidewalk marquee.

CIRCULATION, ACCESS, AND PARKING POLICIES

Policy CAP - 01

Develop a corridor design plan for Bay Street between Port Orchard Ave and the eastern terminus of the Study area, and for Bethel Ave between Bay Street and SE Mill Hill Dr. The corridor plan shall address: gaps in the existing pedestrian and bicycle circulation, reconfigure 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

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

Policy CAP - 04

Support Kitsap transit to 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 parking, sidewalks, and landscape improvements and accommodates ferry transit drop-offs.

Policy CAP - 06

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

Policy CAP - 07

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

Policy CAP - 08

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

Policy CAP - 09

Convert Fredrick Ave to a two-way street with parallel parking on each side or widen street for angled parking.

Policy CAP - 10

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 onstreet parking.

Policy CAP - 11

Extend Mitchell Ave north across Bay Street as a new private access drive to terminate at the waterfront.

Policy CAP - 12

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

Policy CAP - 13

Provide new frontage improvements, including parallel parking and sidewalks on both sides of Harrison Ave. At least one of the sidewalks should extend to the waterfront.

Policy CAP - 14

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.

Policy CAP - 15

Vacate Harrison Street R.O.W. between Bay Street and Prospect Alley.

Policy CAP - 16

The Bay Street corridor plan frontage design standards shall include design standards for the removal of the existing sidewalk marquee. The marquee will be replaced with new overhead protection weather protection that is incorporated with the structure of new development.

Policy CAP - 17

The Bay Street corridor plan frontage design standards shall include design standards for the removal of the existing sidewalk marquee. The marquee will be replaced with new overhead protection weather protection that is incorporated with the structure of new development.

Policy CAP - 18

Revise the Shoreline Master Program to discourage parking along the waterfront.



Encouraged Low-impact Stormwater management such as street front bioswales.



Conceptual Woonerf or shared Street Concept Image



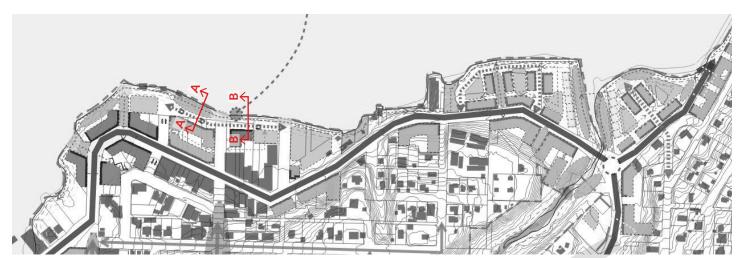
Conceptual Urban Waterfront Street



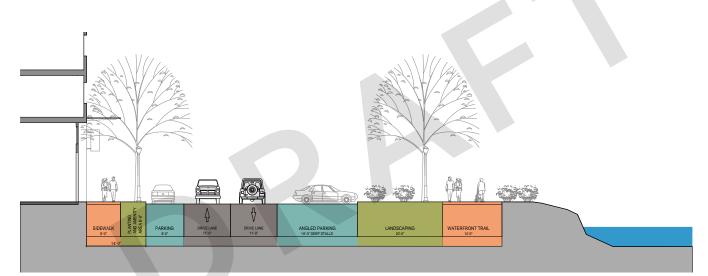
Conceptual Woonerf or shared Street Concept Image



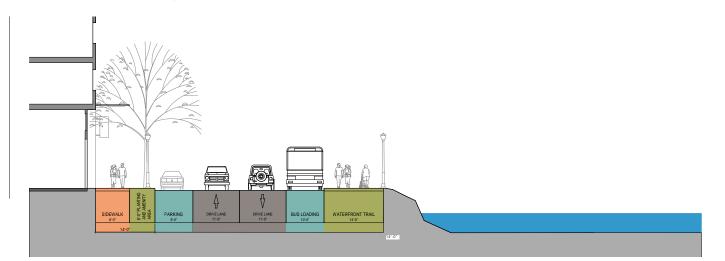
Street Concept Image | Mitchell Street Extension from Bay Street to the Waterfront (Looking North)



Conceptual Street Section Key Plan



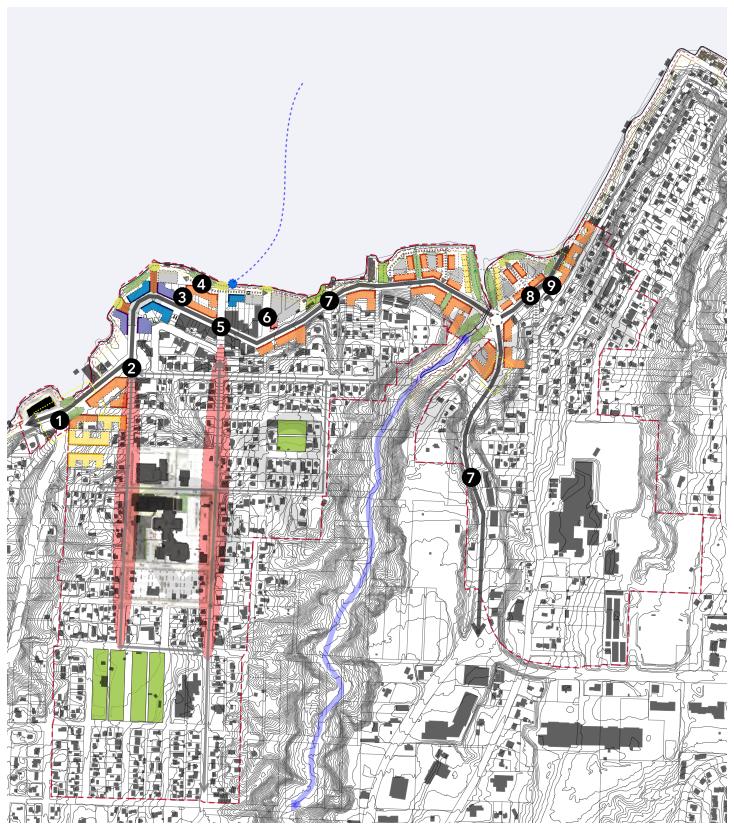
Street Cross-Section A-A | New Waterfront Street Between Frederick and Sidney Ave (Looking West)



Street Cross-Section B-B | New Waterfront Street Between Sidney and Harrison Ave (Looking West) Page 88 of 91

ENVIRONMENT AND OPEN SPACE PROPOSED PROJECT LIST

No.	Project Name	Description	Agency	Cost	Funding Source
1	Bay St /Port Orchard Blvd Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety.	t.b.d.	t.b.d.	t.b.d.
2	Bay St / Port Orchard Blvd Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety.	t.b.d.	t.b.d.	t.b.d.
3	Fredrick Ave Improvements	Convert Fredrick Ave to two-way traffic to serve the marina and the new waterfront street. Include frontage improvements and explore street expansion to maintain angled parking.	t.b.d.	t.b.d.	t.b.d.
4	New Waterfront Street	Provide a new waterfront "shared" street between Frederick and Harrison Ave.	t.b.d.	t.b.d.	t.b.d.
6	Sidney Street Frontage Improvements	Provide frontage improvements including Street Trees/landscaping, sidewalk expansion, and street furniture from Prospect St to the waterfront.	t.b.d.	t.b.d.	t.b.d.
6	Harrison Ave Frontage Improvements	Provide frontage improvements including Street Trees/landscaping, curb and sidewalks and street furniture from Bay St to the waterfront.	n/a	t.b.d.	t.b.d.
7	Bay Street and Bethel Ave Corridor	Develop a corridor design plan for Bay Street between Port Orchard Ave and the eastern terminus of the Study area, and for Bethel Ave between Bay Street and SE Mill Hill Dr.	t.b.d.	t.b.d.	t.b.d.
8	Bay St / Mitchell Ave Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety. Design will incorporate the extension of the Mitchell Street across Bay Street as a new private access drive.	t.b.d.	t.b.d.	t.b.d.
9	Bay St / Guy Wetzel Rd Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety.	t.b.d.	t.b.d.	t.b.d.



Environment and open space Proposed Project List



