



**DOWNTOWN AND COUNTY  
GOVERNMENT CAMPUS SUBAREA PLAN**

City of Port Orchard, WA  
October 28, 2020

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## 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@bhconsultants.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

## 1.1.1. 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.

## 1.2 Study Area

### City of Port Orchard Centers

- County Campus
- Downtown

### Study Area

- 329 total acres

### Principle Arterials

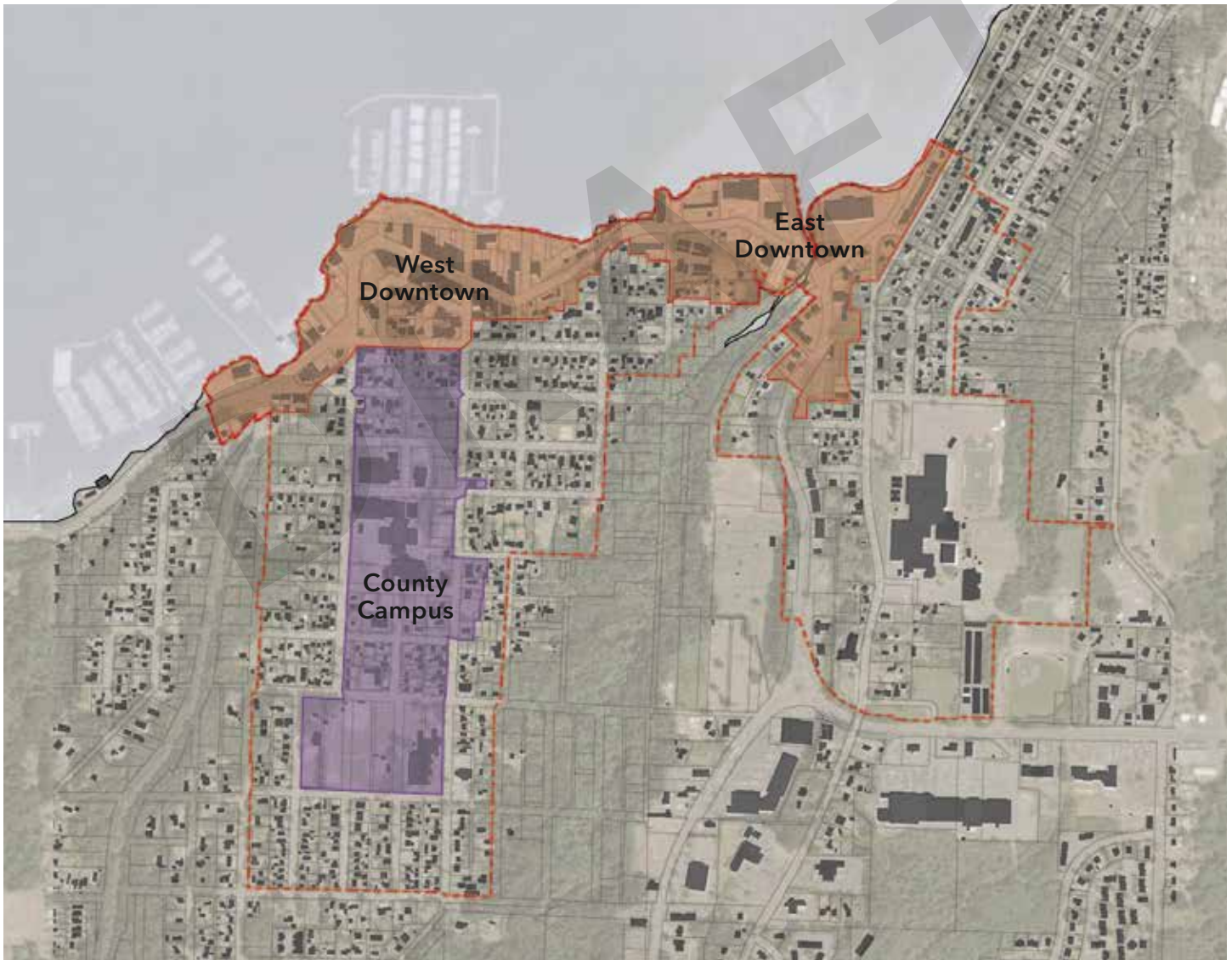
- Bay Street & Bethel Ave
- Port Orchard and Mitchell Streets
- Sidney Ave and Cline Ave

### 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'



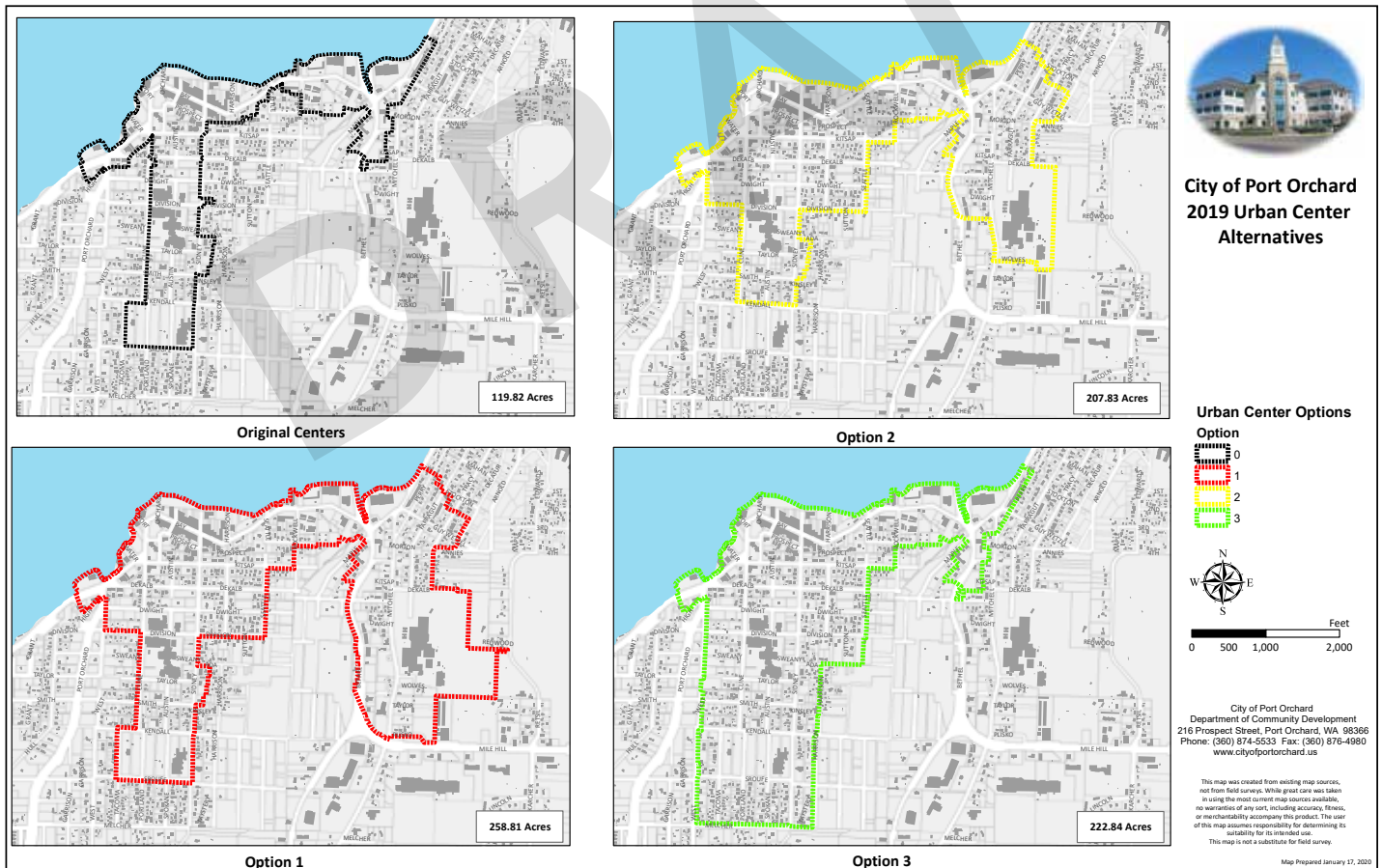
**DEFINING THE SUBAREA BOUNDARY**

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

## 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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