

DOWNTOWN PORT ORCHARD SUBAREA PLAN

City of Port Orchard, WA







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.

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 Countywide Center criteria.

ACKNOWLEDGMENTS

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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 ten "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 potential candidate for a Regional Center designation 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 internet 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 residential living in walkable neighborhoods.
- The plan should meet the PSRC criteria for designation as a countywide center.
- Prepare a Planned Action EIS to identify potential SEPA regulatory compliance barriers and encourage economic development.
- Plan for the City of Port Orchard to accommodate 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

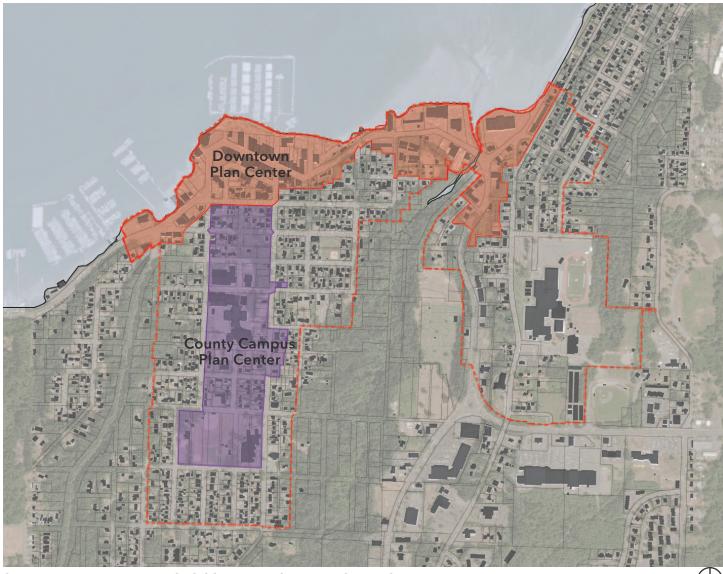
- Bay Street & Bethel Ave
- Port Orchard and Mitchell Streets
- Sidney Ave and Cline Ave

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 PREVIOUS COMPREHENSIVE PLAN CENTERS

SCALE: 1" = 1000'

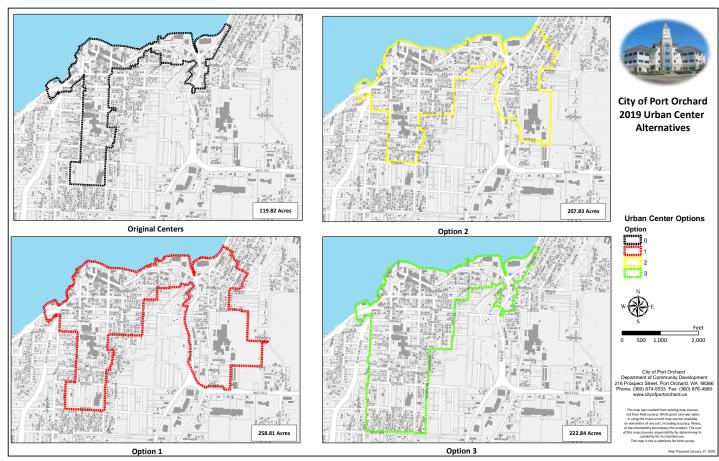
DEFINING THE SUBAREA BOUNDARY

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 Regional 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 COUNTYWIDE 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 Subarea Study 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



2.1 History

2.1. HISTORY OF PORT ORCHARD

The City acknowledges that the Port Orchard and the broader Kitsap Peninsula is home to two Native American tribes, the Suquamish Tribe and the Port Gamble S'Klallam Tribe. The City of Port Orchard and Sinclair Inlet are within the Tribe's adjudicated Usual and Accustomed (U&A) fishing, hunting and gathering area. The Tribe has a strong historical and present connection in Sinclair Inlet that is significant and well documented. Ethnographic and archaeological evidence demonstrates that the Suquamish Tribe inhabited the area in and around Port Orchard and Sinclair Inlet and has utilized its natural resources (including fish and shellfish) for thousands of years. Sinclair Inlet has been and continues to be an important cultural, historical, economical, and a place of well-being of the Suquamish Tribe. Significant tribal salmon fisheries exist in the inlet.

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,



1908 Ferry Docks

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.



1950's Street in Port Orchard, WA

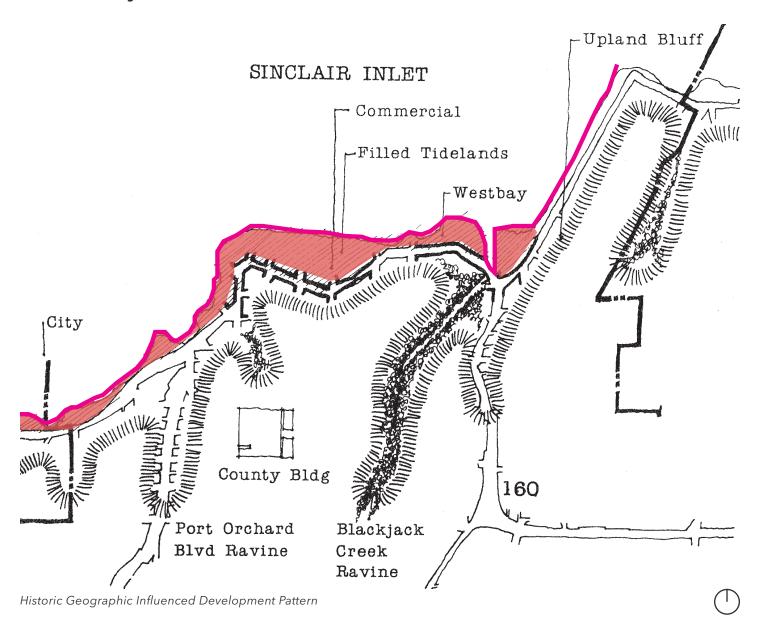


1940's Kitsap County Court House



1970'a Port Orchard Marina

2.1 History

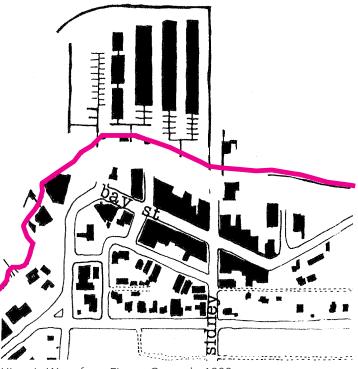


NATURAL FEATURES AND GEOGRAPHY

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

2.1 History





1908 - Port Orchard - Ferry Docks



1950's - Port Orchard - Bay Street









2020 - Port Orchard - Bay Street

2.2 Existing Built form and Context

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

The West Downtown Neighborhood

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



restaurants and retail services.

Restaurant and Retail along Bay Street

The East Downtown Neighborhood

The East Downtown is geographically separated from the West Downtown and was developed later with a more 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

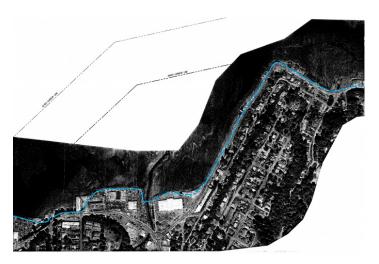


Geographic Districts Map



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. A future extension is also being planned from downtown to east of Port Orchard blvd.

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.

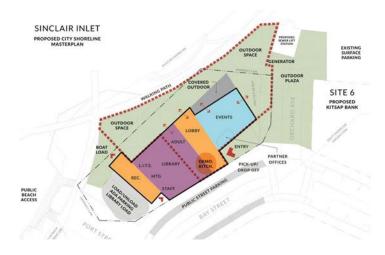
BAY/ BETHEL STREET INTERSECTION REDESIGN

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.



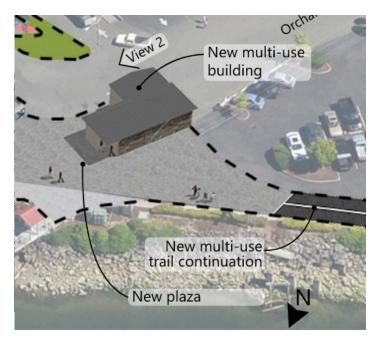
SOUTH KITSAP COMMUNITY EVENTS CENTER



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, a site has been selected at the corner of Bay Street between Port Street and Orchard Ave. 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.

WATERFRONT LIFT STATION AND PLAZA



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.



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

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

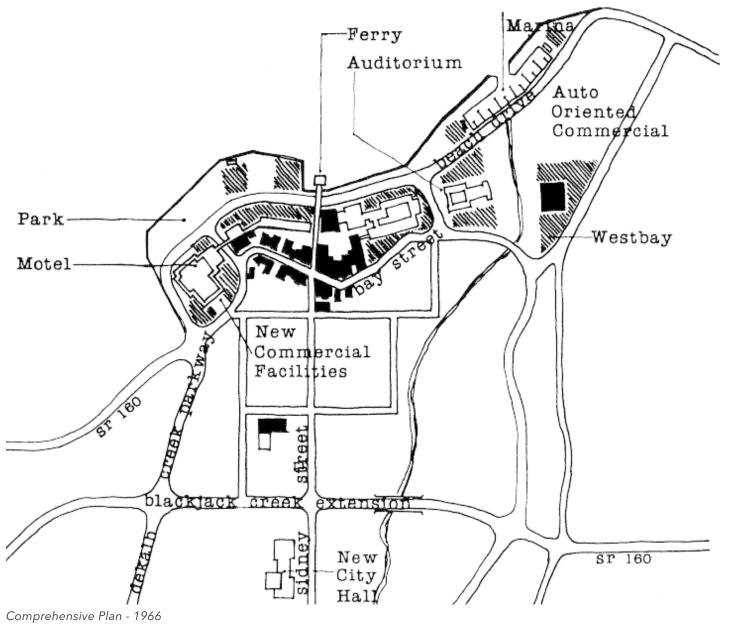
COMPREHENSIVE PLAN - 1966

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.



2.1. PREVIOUS PLANNING EFFORTS

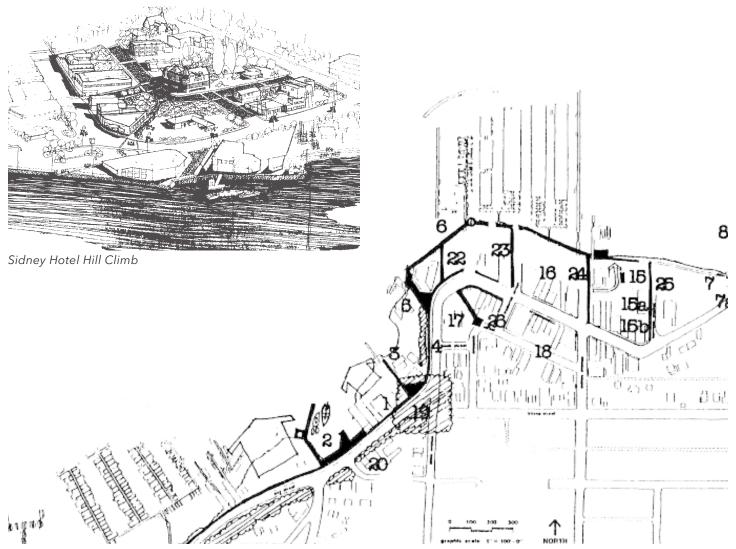
KASPRISIN PLAN - 1983

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

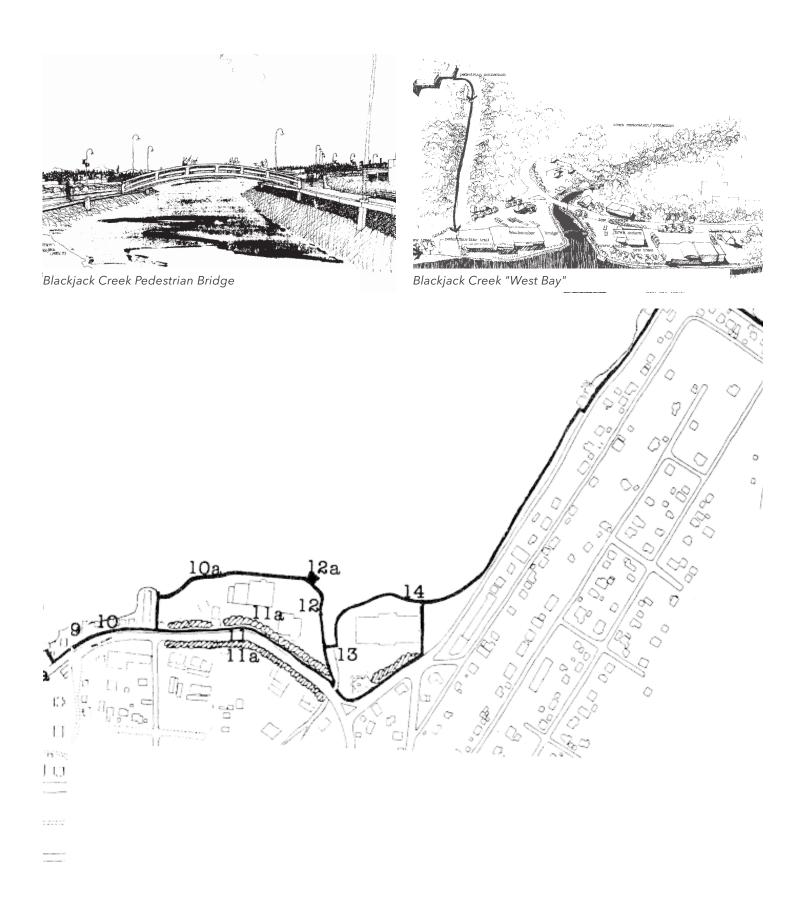
Key Recommendations:

- 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"



Kasperian Plan - 1983



2.1. PREVIOUS PLANNING EFFORTS

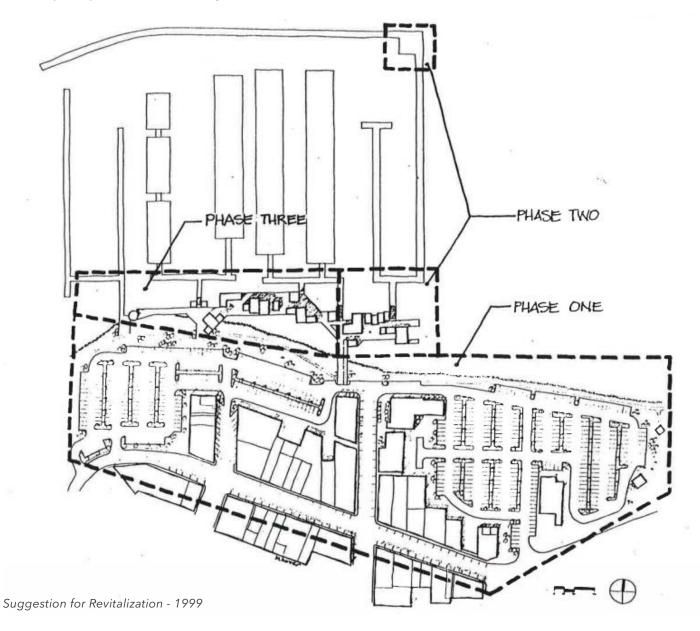
REVITALIZATION PLAN - 1999

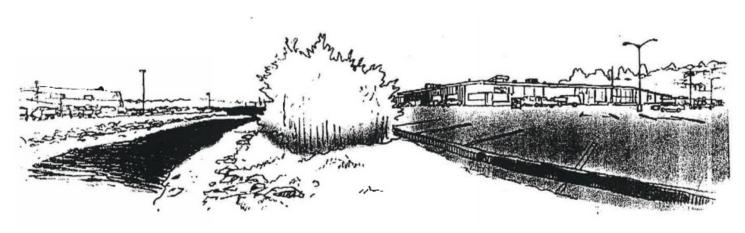
In 1999, the University of Washington Department of Urban Design and Planning, prepared a revitalization strategy for downtown. This planning process included an opinion survey focused on the transportation and buying habits/preferences of individuals living in and passing through downtown Port Orchard.

Key Recommendations:

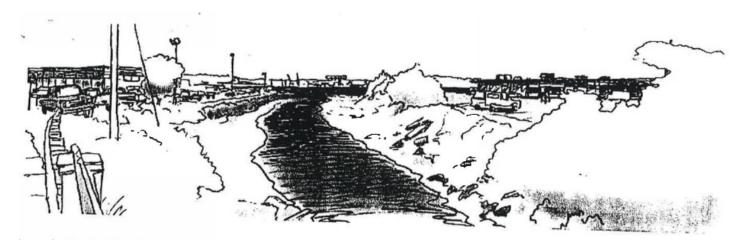
- Add strategic anchors
- Up-zone to allow 24-30 dwelling units / acre
- Increase height limits to 55' measured from Bay Street
- Improve pedestrian connectivity

 Develop mixed-use commercial pier along the waterfront





Mouth of Blackjack Creek



Mouth of Blackjack Creek

2.1. 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.

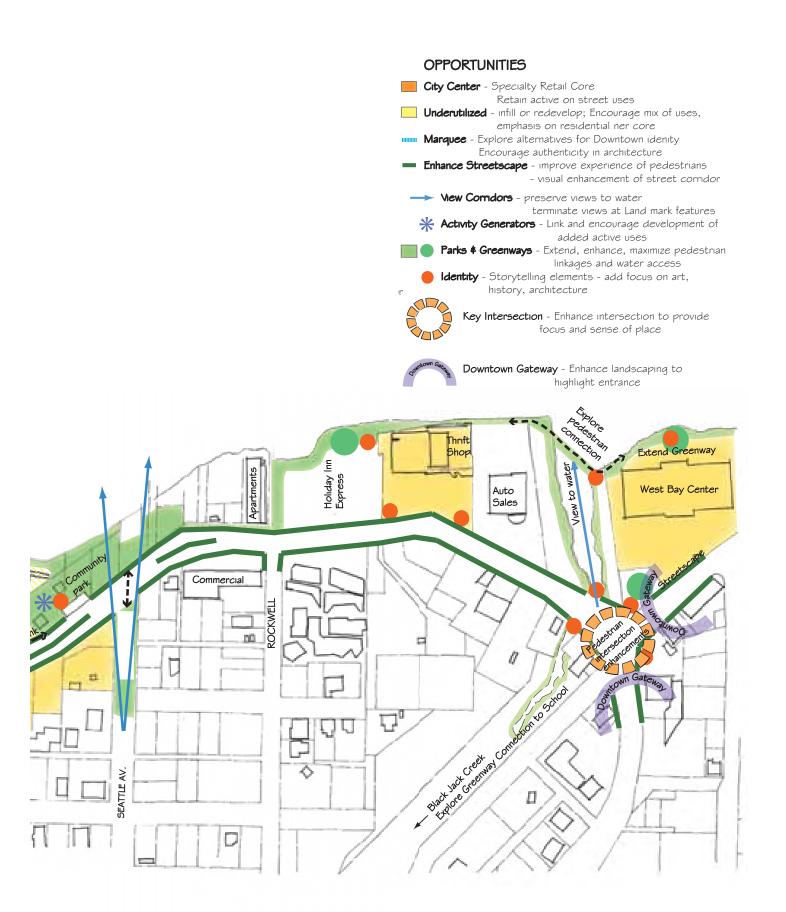
Key Recommendations:

- 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.

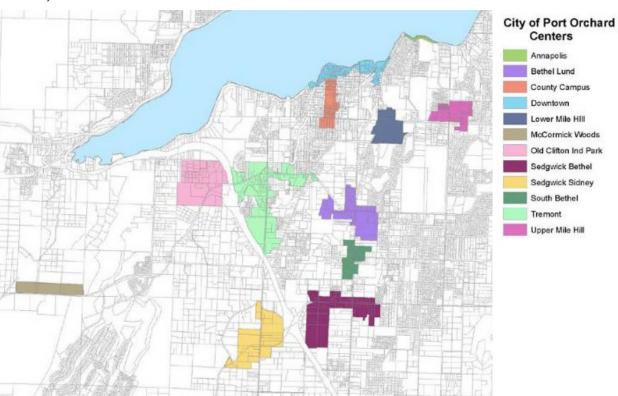
The Land Use element establishes goals and policies that seek to:

- 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 multi-modal 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 Height Overlay District
- Government/Civic Center District
- View Protection Overlay District



Port Orchard Comp Plan Centers



DOWNTOWN PORT ORCHARD CENTER

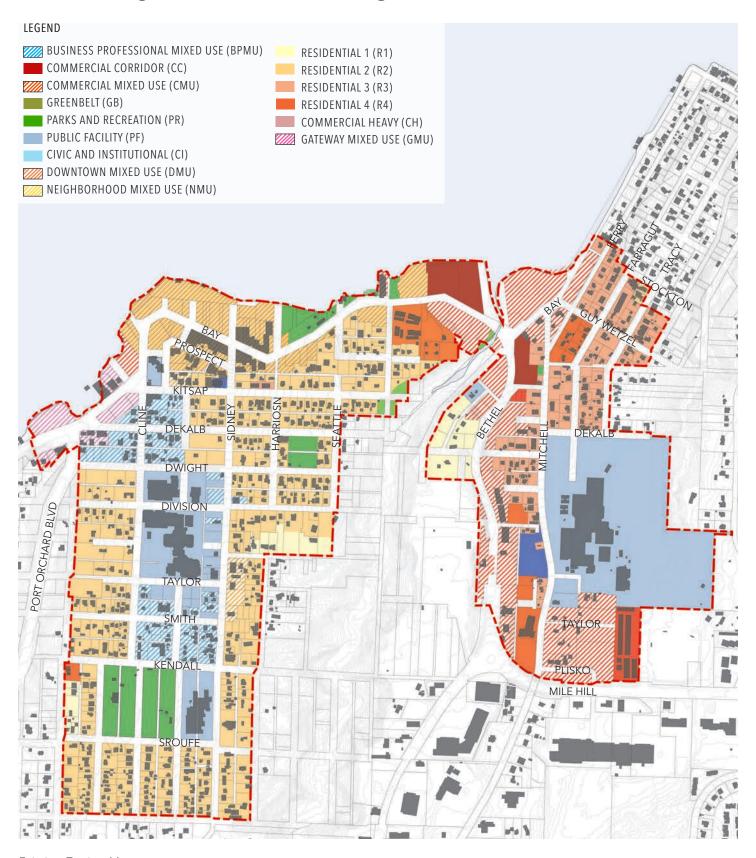
Port Orchard's downtown is the cultural, civic, and recreational hub of the community. The downtown currently contains a mix of land uses, including Port Orchard's City Hall and public library, numerous retail and service businesses, a marina and ferry dock, public parking, and a waterfront park and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

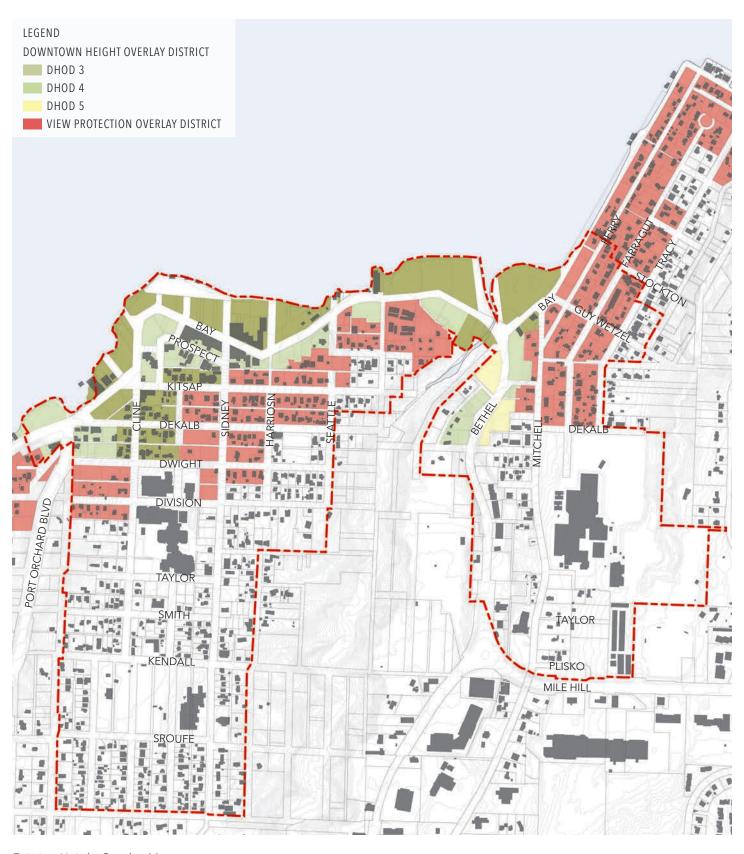
The City of Port Orchard has benefited from being the Kitsap County seat, as well as Kitsap County long serving as the City's largest employer. Kitsap County has proposed several phased development scenarios to provide options for the expansion of County facilities within the City of Port Orchard over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



Existing Zoning Map

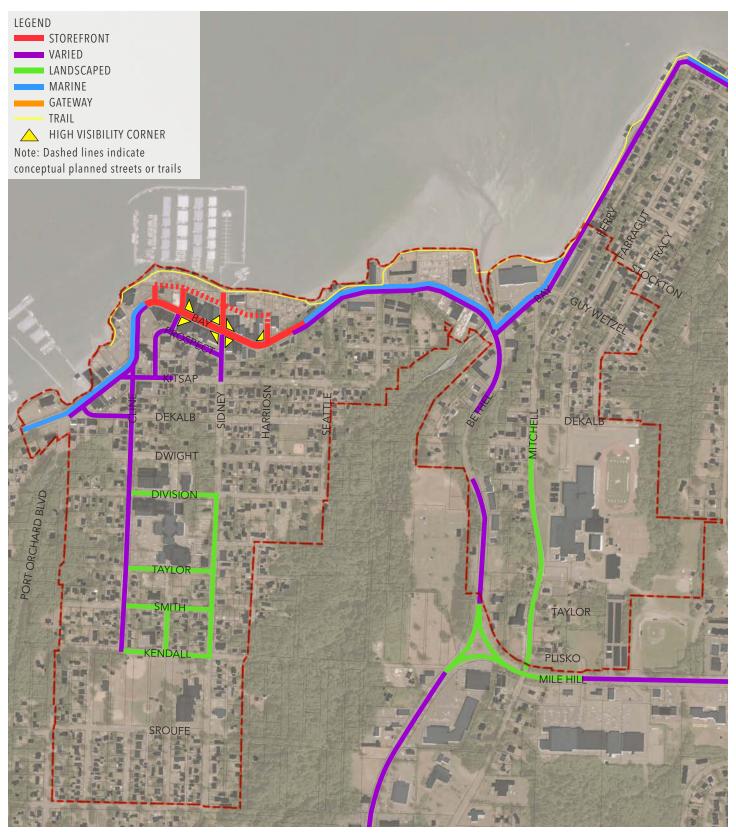




Existing Height Overlay Map



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.

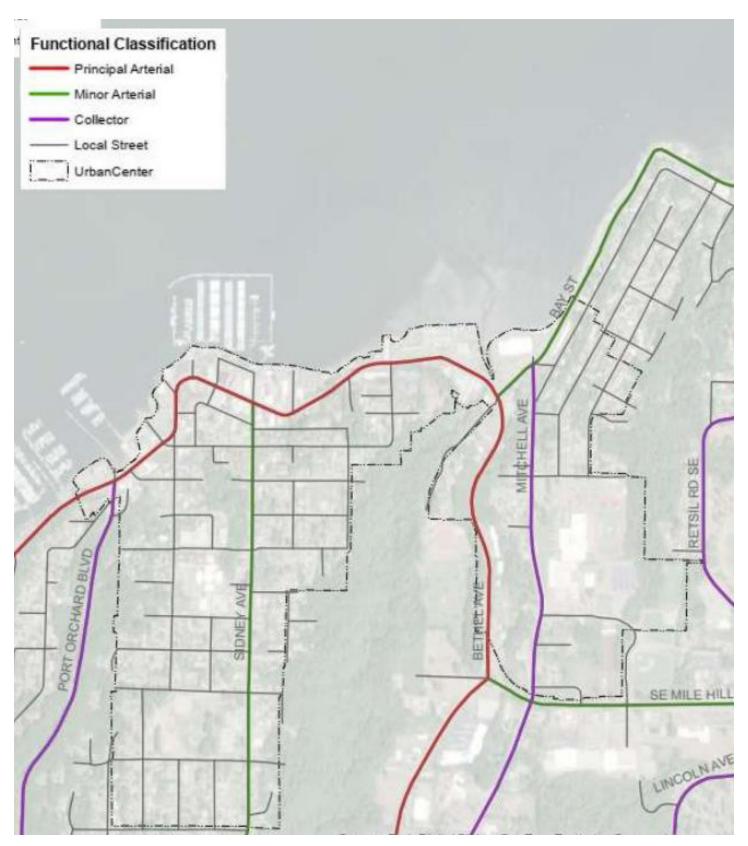
PEDESTRIAN CIRCULATION AND ACCESS

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 some breaks 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



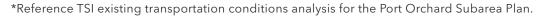
Vehicle Circulation and Access





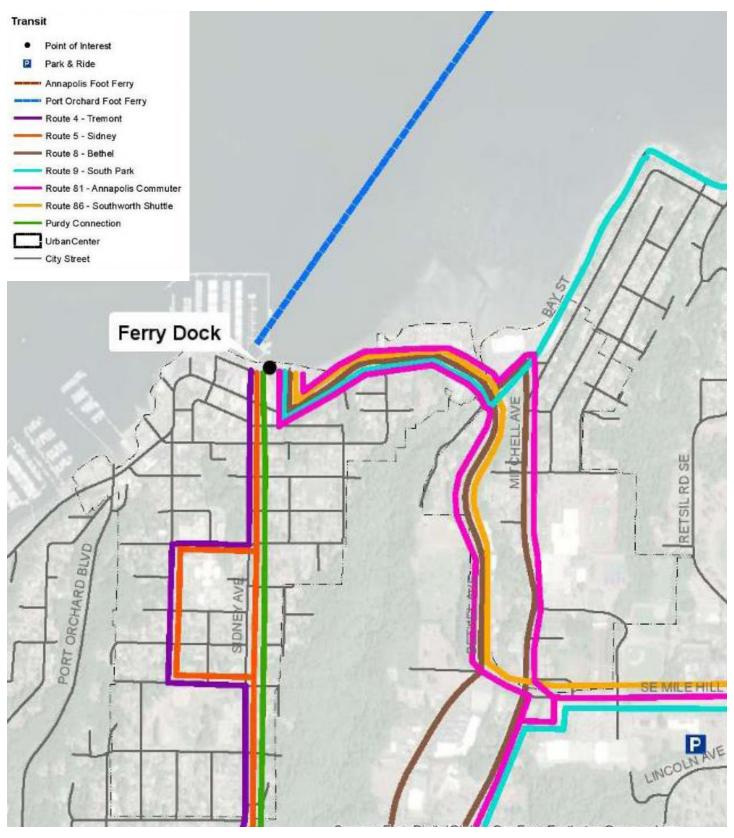


Pedestrian Circulation and Access





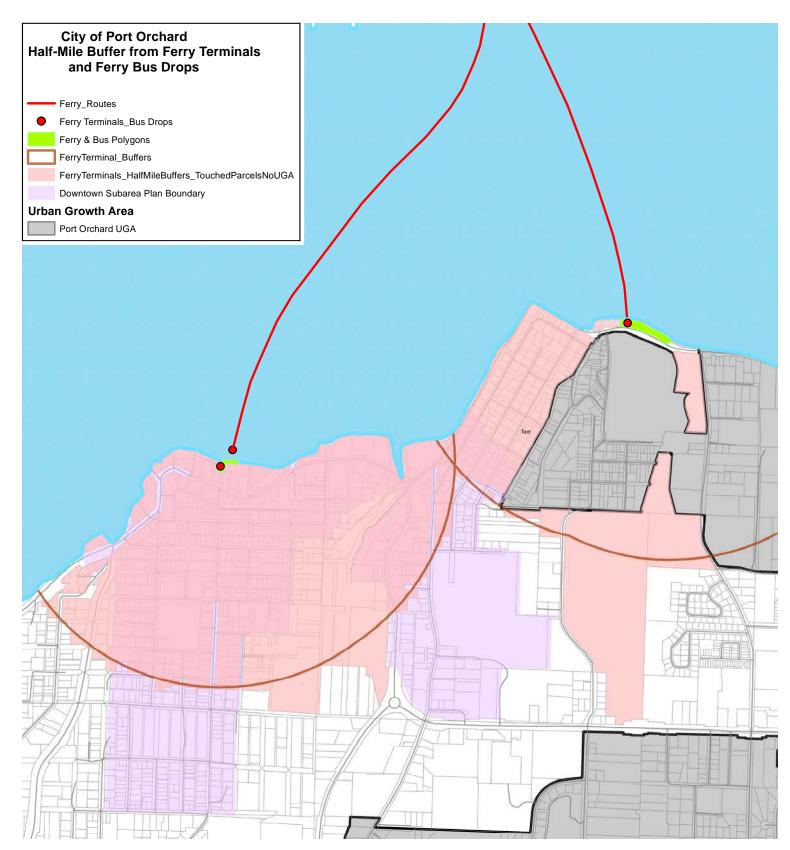
2.6 Circulation, Access and Parking



Transit Service Plan



^{*}Reference TSI existing transportation conditions analysis for the Port Orchard Subarea Plan.



High Speed Transit (Ferry Terminals) 1/2 Mile Buffer Map



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2.7 Utilities and Capital Facilities

TRANSPORTATION

See existing conditions summary and EIS development analysis provided by TSI Engineers to be incorporated into the Downtown Subarea EIS.

STORM WATER

See existing conditions summary and EIS development analysis provided by Reid Middleton Civil Engineers to be incorporated into the Downtown Subarea EIS.

WATER SERVICE

See existing conditions summary and EIS development analysis provided by BHC Civil Engineers to be incorporated into the Downtown Subarea EIS.

SEWER SERVICE

See existing conditions summary and EIS development analysis provided by BHC Civil Engineers to be incorporated into the Downtown Subarea EIS.

2.8 Environment and Open Spaces

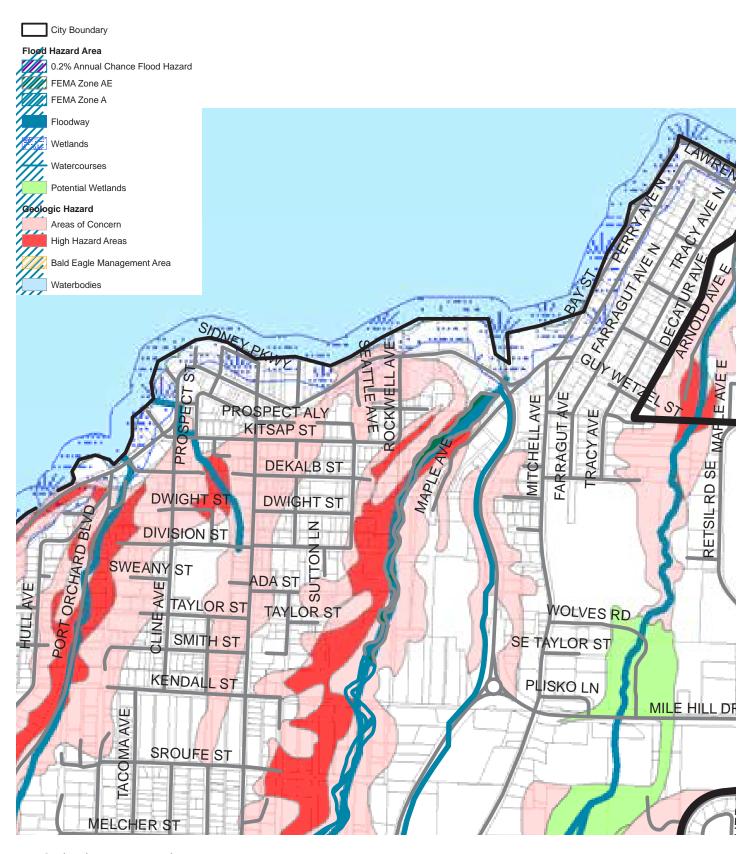
EXISTING CONDITIONS

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.



Port Orchard Environmental Map

2.8 Environment and Open Spaces



Parks and Natural Open Space Corridors n.t.s.

SHORELINE MASTER PROGRAM

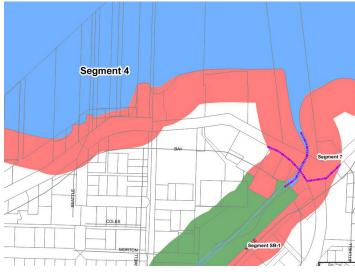
The City of Port Orchard classification system consists of five shoreline environments that are contained in the recommended classification system identified in WAC 173-26-211(5). The State's Shoreline Master Program Guidelines describe the purpose of environment designations in WAC 173-26-191(1(d)). Shoreline management must address a wide range of physical conditions and development settings along shoreline areas. Effective shoreline management requires that the Shoreline Master Program prescribe different sets of environmental protection measures, allowable use provisions, and development regulations for each shoreline segment. Assigning shoreline designations, each with different policies and regulatory measures, provides a regulatory framework for environmental protection and development depending on the development and resources present in specific areas. 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.

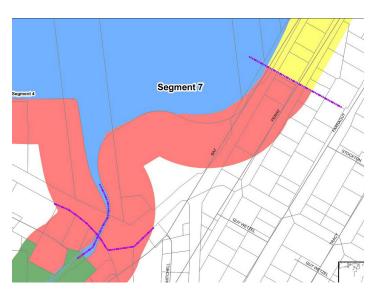


SHORELINE DESIGNATION AND FLOOD ZONE

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.







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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

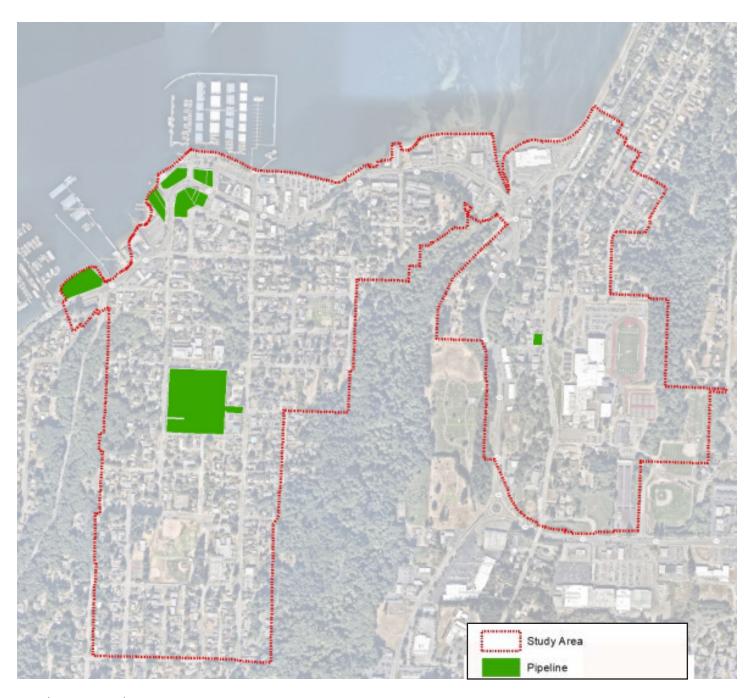
HOUSEHOLD COMPOSITION

- 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 build-able land area calculations in Step 1.



Development Pipeline

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.



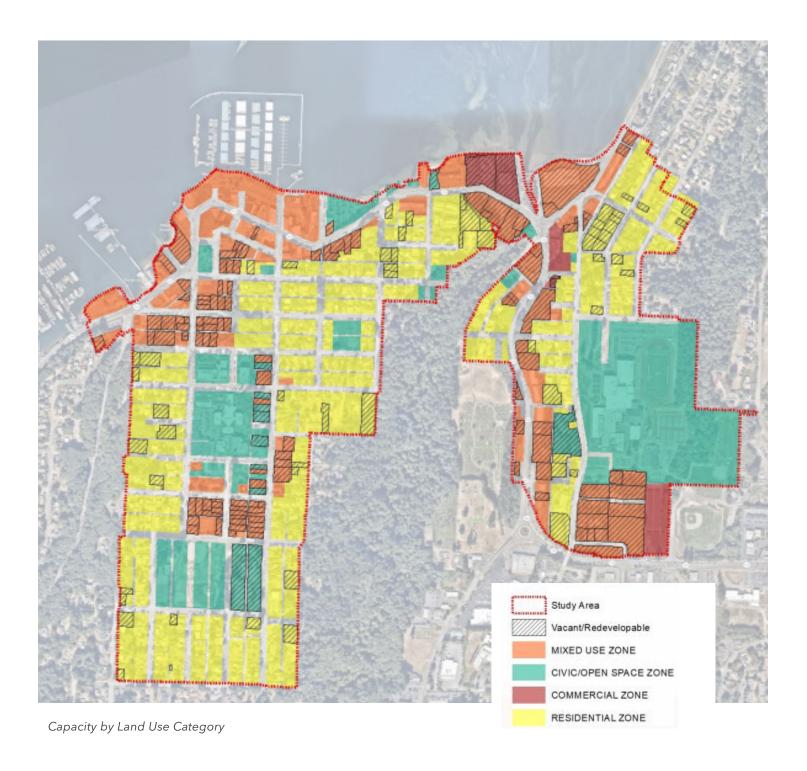
COUNTY COURTHOUSE

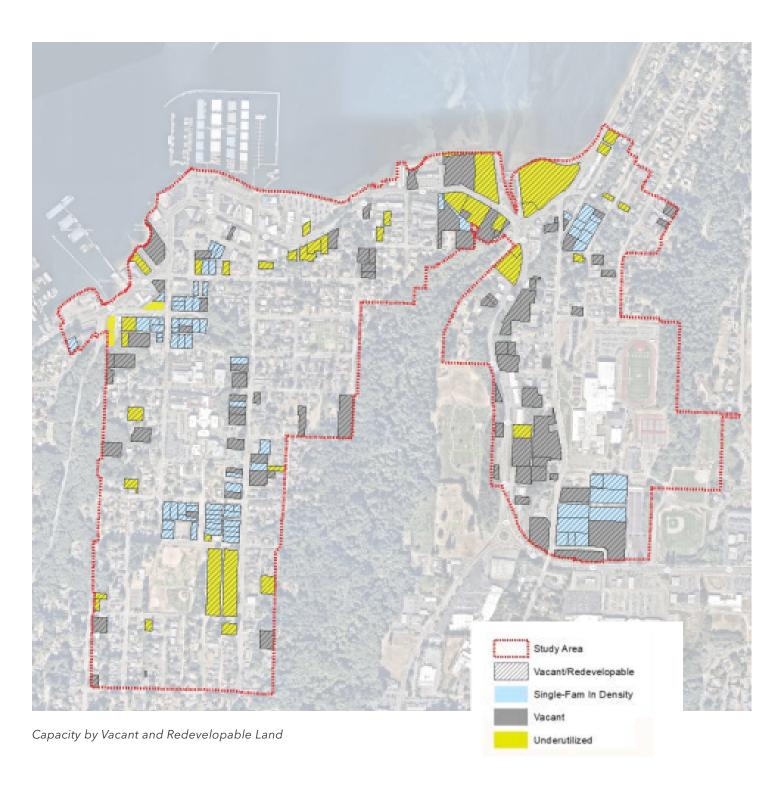
The purpose of the Kitsap County Campus Master Plan is to provide for the expansion of County facilities on the Port Orchard Campus over the next 40+ years. This Plan provides phased development scenarios to en-sure that the County has options for expansion and includes recommended zoning changes to 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.





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	ial 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%	0%	75%	25%	
3 - High Capacity, Comm Heavy	10%	10%	60%	20%	

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

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

Exhibit 51. Commercial Use & Res Uses permitted

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

2.4.5 Baseline Assessment

SCENARIO 1 - BASELINE CAPACITY

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

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

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