

ORDINANCE NO. 014-16

**AN ORDINANCE OF THE CITY OF PORT ORCHARD, WASHINGTON,
ADOPTING THE 2016 UPDATE OF THE PORT ORCHARD COMPREHENSIVE
PLAN PURSUANT TO THE STATE OF WASHINGTON'S GROWTH
MANAGEMENT ACT, CHAPTER 36.70A RCW.**

WHEREAS, with the passage of the Washington State Growth Management Act in 1990 (GMA), Chapter 36.70A RCW, local governments are required to adopt a comprehensive plan that outlines strategies to accommodate the needs of a growing population; and

WHEREAS, in June 1995, the City Council adopted a Comprehensive Plan for the City of Port Orchard and its urban growth area pursuant to the requirements set forth in the GMA; and

WHEREAS, State law requires that each city planning under the GMA must periodically review, and, if needed, revise its comprehensive plan and development regulations to ensure compliance with the GMA; and

WHEREAS, the City of Port Orchard completed its most recent periodic update of its comprehensive plan in December, 2008; and

WHEREAS, the City of Port Orchard seeks to be in compliance with the goals, policies, and procedures of the Growth Management Act; and

WHEREAS, the City of Port Orchard has actively sought citizen input, utilizing several forms of public informational media and outreach, in addition to the regularly noticed public meetings and public hearings; and

WHEREAS, On March 8, 2014, the City Planning Department and the University of Washington Master of Urban Planning Program held a Kickoff/Visioning public workshop for the Port Orchard Comprehensive Plan 2016 Update, including presentation of a project schedule and a public involvement plan; and

WHEREAS, On April 21, 2014, an online Visioning survey was launched for public input; and

WHEREAS, On May 3, 2014, a Visioning Open House was held by the Planning Department and the University of Washington Master of Urban Planning Program for the purpose of providing public information and obtaining public input; and

WHEREAS, the City Council adopted a public participation program for the 2016 Comprehensive Plan Update on May 13, 2014 after holding a public hearing; and

WHEREAS, On June 4, 2014, the Planning Department and the University of Washington Master of Urban Planning program held a public meeting to present the draft Comprehensive Plan Vision, Land Use and Housing elements; and

WHEREAS, On August 18, 2014, the Planning Commission held a public meeting to discuss the draft Vision, Land Use and Housing Elements; and

WHEREAS, On August 25, 2014, an online Economic Development survey was launched for public input; and

WHEREAS, On September 15, 2014, the Planning Commission held a public hearing on the draft Vision, Land Use and Housing Elements; and

WHEREAS, On October 20, 2014, the Planning Commission held a public meeting to review the findings of the online Economic Development survey; and

WHEREAS, On December 15, 2014, the Planning Commission held a public meeting to review the draft Kitsap County Buildable Lands Report; and

WHEREAS, On February 23, 2015, the Planning Commission held a public hearing on the draft Economic Development element; and

WHEREAS, On April 15, 2015, a joint public meeting was held with the Planning Commission and City Council for an update from Planning Department staff regarding progress on the 2016 Comprehensive Plan Update; and

WHEREAS, On April 23, 2015, the joint public meeting with the Planning Commission and Council was continued for further discussion on the 2016 Comprehensive Plan Update; and

WHEREAS, On July 20, 2015, the Planning Commission held a public meeting to review Best Available Science and the Critical Areas Ordinance as these items pertained to the 2016 Comprehensive Plan Update; and

WHEREAS, On July 21, 2015, an online Parks survey was launched for public input; and

WHEREAS, On September 21, 2015, the Planning Commission held a public meeting to review the Parks survey results; and

WHEREAS, On February 2, 2016, the Planning Commission held a public meeting to review the draft Parks element; and

WHEREAS, On February 8, 2016, the City Council Economic Development and Tourism Committee held a public meeting to review the draft Economic Development element; and

WHEREAS, On February 17, 2016, the City Council Land Use Committee held a public meeting to review the draft Parks element; and

WHEREAS, On March 1, 2016, the Planning Commission held a public hearing on the draft Parks element, and held a public meeting to review the draft Transportation and Natural Systems Elements and to receive a presentation from the City's transportation consultant on issues addressed in the draft Transportation element; and

WHEREAS, On March 30, 2016, the City Council Land Use Committee held a public meeting to review the draft Parks element; and

WHEREAS, On April 5, 2016, the Planning Commission held a public hearing on the draft Natural Systems and Transportation elements; and

WHEREAS, On April 11, 2016, the City Council Economic Development and Tourism Committee held a public meeting to review the draft Economic Development element; and

WHEREAS, On April 12, 2016, notice of the proposed adoption of the 2016 Port Orchard Comprehensive Plan Update was sent to the Washington State Department of Community, Trade, and Economic Development at least sixty days before the amendments were adopted, in accordance with RCW 36.70A.106; and

WHEREAS, On April 15, 2016, a Notice of Hearing was published for a public hearing to be held by the Planning Commission on the complete draft 2016 Comprehensive Plan Update, and email notice of the hearing and availability of the draft plan was sent to the Washington Department of Fish and Wildlife, the Washington Department of Ecology, the Washington Department of Transportation, the Suquamish Tribe, Kitsap County, the City of Bremerton, the City of Poulsbo, the City of Bainbridge Island, the South Kitsap School District, the West Sound Utility District, the Puget Sound Regional Council, South Kitsap Fire and Rescue, and the Planning Department's Comprehensive Plan interest group email list; and

WHEREAS, On April 20, 2016, the City Council Land Use Committee held a public meeting to review the draft Capital Facilities and Utilities elements; and

WHEREAS, On April 22, 2016, the City Planning Department issued a SEPA checklist, Adoption of Existing Environmental Documents, and a Determination of Non-Significance for the draft 2016 Port Orchard Comprehensive Plan Update, and published the Determination and Adoption in the newspaper and on the City website, and emailed it to the Washington Department of Ecology and the Planning Department's Comprehensive Plan interest group email list; and

WHEREAS, On May 3, 2016, the Planning Commission held a public hearing on the draft 2016 Port Orchard Comprehensive Plan Update and voted unanimously to recommend approval of the draft plan to City Council; and

WHEREAS, On May 17, 2016, the City Council held a public work-study meeting to review the draft 2016 Port Orchard Comprehensive Plan Update; and

WHEREAS, On June 14, 2016, the City Council held a public hearing on the draft 2016 Port Orchard Comprehensive Plan Update and, based upon the testimony presented and its own subsequent discussions, incorporated a number of wording changes into the draft plan; and

WHEREAS, all comments received from state and regional agencies and the Suquamish Tribe as a result of the 60-day review period required by the GMA have been incorporated into the draft 2016 Port Orchard Comprehensive Plan Update; now, therefore,

THE CITY COUNCIL OF THE CITY OF PORT ORCHARD, WASHINGTON, DO ORDAIN AS FOLLOWS:

SECTION 1. The City Council finds as follows: The amendments adopted by this ordinance are within the range of the alternatives analyzed in the existing environmental documents adopted by the City, including the Kitsap County Integrated Comprehensive Plan and Environmental Impact Statement Volume II Final Environmental Impact Statement (2006), the Kitsap County Urban Growth Areas Sizing and Composition Remand Final Supplemental Environmental Impact Statement (2012), and the Kitsap County Supplemental Impact Statement for the Kitsap County 2016 Comprehensive Plan Update (2015).

SECTION 2. In accordance with the above described Findings and Conclusions, the City Council hereby amends the text and maps of the Port Orchard Comprehensive Plan (Exhibit A) by approving and adopting the following:

1. The 2016 Draft Port Orchard Comprehensive Plan Update dated June 14, 2016, including the revised Comprehensive Plan Map and Future Land Use Map and the wording changes incorporated into the draft plan by the City Council on that date.

SECTION 3. The City Council authorizes the Development Director to make corrections to the Future Land Use Map in the Land Use Element for consistency with Kitsap County's final 2016 UGA boundaries and zoning, once the County's 2016 Comprehensive Plan has been adopted.

SECTION 4. If any sentence, section, provision, or clause of this ordinance or its application to any person, entity or circumstance is for any reason held invalid or unconstitutional, the remainder of the ordinance, or the application of the provision to other persons, entities, or circumstances is not affected.

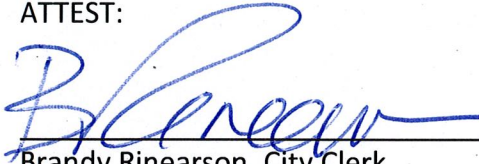
SECTION 5. This ordinance shall be in full force and effect five (5) days after posting and publication as required by law. A summary of this Ordinance may be published in lieu of the entire ordinance, as authorized by State Law.

PASSED by the City Council of the City of Port Orchard, APPROVED by the Mayor and attested by the Clerk in authentication of such passage this 14th day of June 2016.



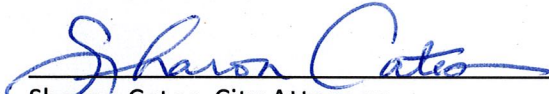
Robert Putaansuu, Mayor

ATTEST:



Brandy Rinearson, City Clerk

APPROVED AS TO FORM:



Sharon Cates, City Attorney

Sponsored by:



Bek Ashby, Councilmember

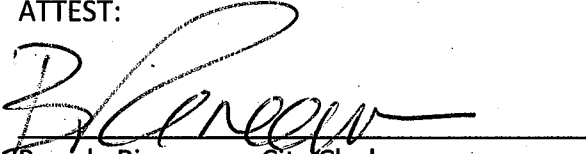
PUBLISHED: June 24th, 2016
EFFECTIVE DATE: June 29th, 2016

PASSED by the City Council of the City of Port Orchard, APPROVED by the Mayor and attested by the Clerk in authentication of such passage this 14th day of June 2016.

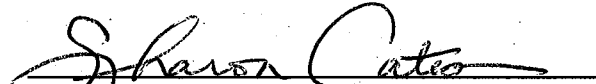


Robert Putaansuu, Mayor

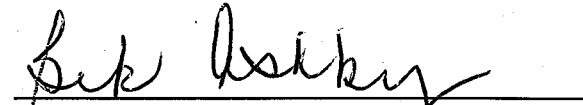
ATTEST:


Brandy Rinearson, City Clerk

APPROVED AS TO FORM:


Sharon Cates, City Attorney

Sponsored by:


Bek Ashby, Councilmember

PUBLISHED: June 24th, 2016
EFFECTIVE DATE: June 29th, 2016



City of Port Orchard 2016 Update to the Comprehensive Plan

**FINAL
June 14, 2016**



ACKNOWLEDGEMENTS

MAYOR

Rob Putaansuu

FORMER MAYOR

Tim Matthes

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UNIVERSITY OF WASHINGTON DEPARTMENT OF URBAN DESIGN AND PLANNING

Rick Sepler, Affiliate Instructor
and
2014 Master's Studio Project Students

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Chapter I Introduction

I.1 Introduction

Port Orchard is a small but growing city in the Puget Sound region of Washington State. It is located in close proximity to major urban and employment centers and enjoys an outstanding natural setting. Port Orchard's residents have a strong community spirit and value the area's important maritime history. These aspects contribute to a high quality of life that influences people's choice to live and work in Port Orchard.

Port Orchard faces many challenges. Recent annexations and rapid population growth have contributed to increasing demands for services and infrastructure. These challenges are likely to be present for the foreseeable future as Port Orchard transitions away from the small town that it was for the first 125 years of its existence. Downtown Port Orchard has grown slowly in recent years though it possesses great potential due to its waterfront location and access to transit including passenger ferry service with connections to downtown Seattle. How Port Orchard manages its growth and growing pains in the years to come is highly important to the City's existing businesses and residents.

Bolstered by its rich history, strong community members, and scenic location, Port Orchard has the opportunity to build on its many assets to create a more connected and vibrant city. There are great opportunities to revitalize the downtown area, draw more attractions to the city, and encourage appreciation for the city's natural resources and friendly, close-knit community. Port Orchard will take strategic steps to strengthen its ties between the built environment, community members, and government to further the goals of a cohesive community based on a deep understanding of its context and a clear vision of its future.



I.1.1 Statement of Purpose and Intent

The Port Orchard Comprehensive Plan establishes a framework for taking on the challenges of today and the future. The Plan integrates the desires of the community and best practices in contemporary city planning, making the government more responsive to the needs of the

community and more connected with residents. Used properly, this document will guide decision-making and development in the City by ensuring that ordinances, regulations, programs and projects are developed in accordance with community values and goals. The goals and policies of the Plan specify measurable, achievable actions that most effectively utilize limited resources, retain the small-town character of Port Orchard, and build an even stronger community.

Developed with significant public input and city leaders' review, this document will guide Port Orchard's development and growth patterns for the next 20 years through 2036. It updates the existing Comprehensive Plan, which was last fully updated in 2008.



I.2 2036 Targeted Outcomes

With continued hard work that is focused and coordinated in accordance with the goals and policies in this comprehensive plan, Port Orchard will remain one of the best small cities in Washington State. By carefully planning for the future, Port Orchard's increasing number of residents will enjoy a sustained high quality of life that is founded upon its supportive community, healthy economy, and pristine environment.

Using the community's vision for the future, by the year 2036 the City will have built upon these positive attributes and will have achieved the following:

- The city has retained its small town character and strong community spirit.
- The historic downtown is more attractive and vibrant.
- More efficient patterns of development have reduced real per capita infrastructure costs.
- Housing has remained available to all members of the community, and the diversity of housing types has expanded.
- Walking, biking, driving, and transit infrastructure make it easy to get around the city.
- The city's waterfront and open space resources are highly enjoyed by the community.
- Community organizations are better empowered to coordinate events and activities.
- Citizens enjoy a comfortable and productive relationship with city government.
- Citizens have access to well paying jobs, have short commutes, and choose to shop locally.
- Local businesses are supported by the community and government policies that promote economic development.
- Citizens are better informed and connected to the planning process.
- The city's critical areas, shorelines and other natural resources are appropriately protected with no net loss to critical areas and their functions, and where feasible critical areas and shorelines are restored or enhanced.
- Native American cultural and historic resources (archeological sites) shall be protected with conditions on development approvals that require identification and preservation of such sites and notification to the state and the Suquamish Tribe.
- Impacts to natural systems are minimized while population and job growth targets are met.

I.3 Visioning: Connections

The city is defined by its physical and social environments and the ways in which they are connected. This comprehensive 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. In addition to meeting state laws, addressing local and regional planning goals, and serving as a record of community input, this Plan seeks to bridge the specific goals and policies of the different elements to the needs and desires of the community through this connections framework. It is important to think of Port Orchard not just as its parts, but as a cohesive whole.

Port Orchard aims to improve the connections between land uses, housing, businesses, transportation, and the natural environment and to promote a higher level of interaction between the city government and citizens. There are some key ways in which this can be achieved.

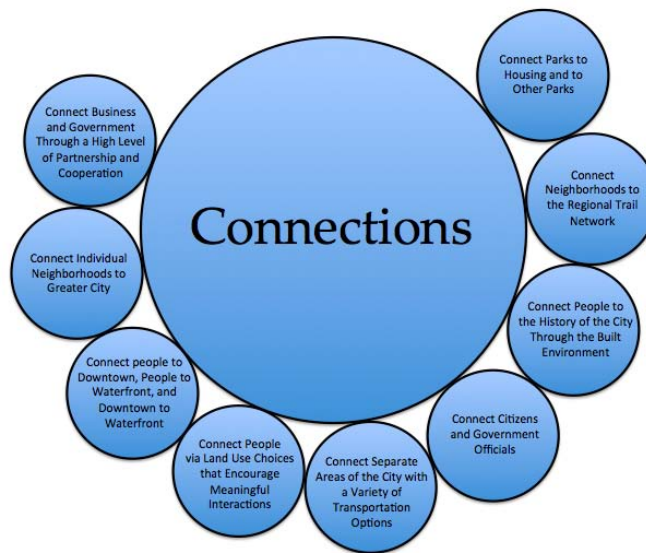


Figure 1 - Conceptual diagram of the connections theme

Primary Connections:

- Connect individual neighborhoods to the greater city
- Connect people to the waterfront
- Connect people to downtown
- Connect downtown and the waterfront
- Connect people via land use choices that encourage meaningful interactions (i.e. housing within walking distance to shops and restaurants that allows people to encounter and interact with each other on the street)
- Connect separate areas of the city with a variety of transportation options
- Connect people to the history of the city through the built environment
- Connect neighborhoods to the regional trail network
- Connect parks to housing and to other parks
- Connect citizens and government officials
- Connect business and government through a high level of partnership and cooperation
- Connect identified wildlife habitat areas and corridors with greenbelts and other open space areas.
- Connect the community to the natural environment through education and voluntary stewardship.

Elements of Connection

Within the comprehensive planning process, physical, social, and governmental influences must be considered in how the city is connected.

- Physical element: The infrastructure, housing, transportation, parks, natural amenities, restaurants, shops, businesses, schools, and all of the built and natural aspects that make up the city.
- Social element: The citizens, the groups, and the interests that they represent.
- Government element: The professional, public services, and regulatory side of the city that must work to maintain and foster a relationship with citizens that is healthy and responsive to community needs and desires.

1.4 Local Centers

Building concentrations of activity in Port Orchard will help create a more vibrant city. Within local centers, a mix of land uses will lead to higher levels of local connectivity. Local centers can connect housing, businesses, and services in a more focused way, allowing for more efficient land uses and allocation of public resources for infrastructure. See Section 2 (Land Use) for more information on Local Centers.

1.5 Port Orchard History

The Port Orchard area was historically occupied by the Suquamish people, whose ancestors have lived in the Central Puget Sound area for approximately 10,000 years. Ethnographic and archeological evidence shows that the Suquamish people have lived, gathered food stuffs, produced ceremonial and spiritual items, and hunted and fished for thousands of years in the area now known as Port Orchard.

Inventor Sidney M. Stevens first purchased 88.5 acres of land in 1885 with the intention of starting the town that would become Port Orchard. His son, Frederick Stevens, platted the land in 1886 and named the new location Sidney, after his father. Early businesses focused on lumber and a handful of saloons. Other industry included sawmills, shingle mills, and a pottery and terra cotta plant.

The town was incorporated on September 15, 1890, and became the first town in Kitsap County to be both platted and incorporated. Sidney became the county seat in the general election of 1892. Shortly after, the U.S. Navy sought a suitable location for another west coast base and found it in the Sinclair Inlet with the assistance of Sidney's residents. This location would later become the Puget Sound Naval Shipyard. The original industries began to fade with the addition of the naval shipyard, and subsequently many of the employees of the timber industry moved to the shipyard for work.

In December of 1892, the residents of Sidney petitioned both the state legislature and the Post Office Department to rename the city to "Port Orchard." After much confusion with the local post office Sidney was finally renamed "Port Orchard" in 1903. The first school in Sidney opened in 1889 and later the South Kitsap Union High School opened in 1922.

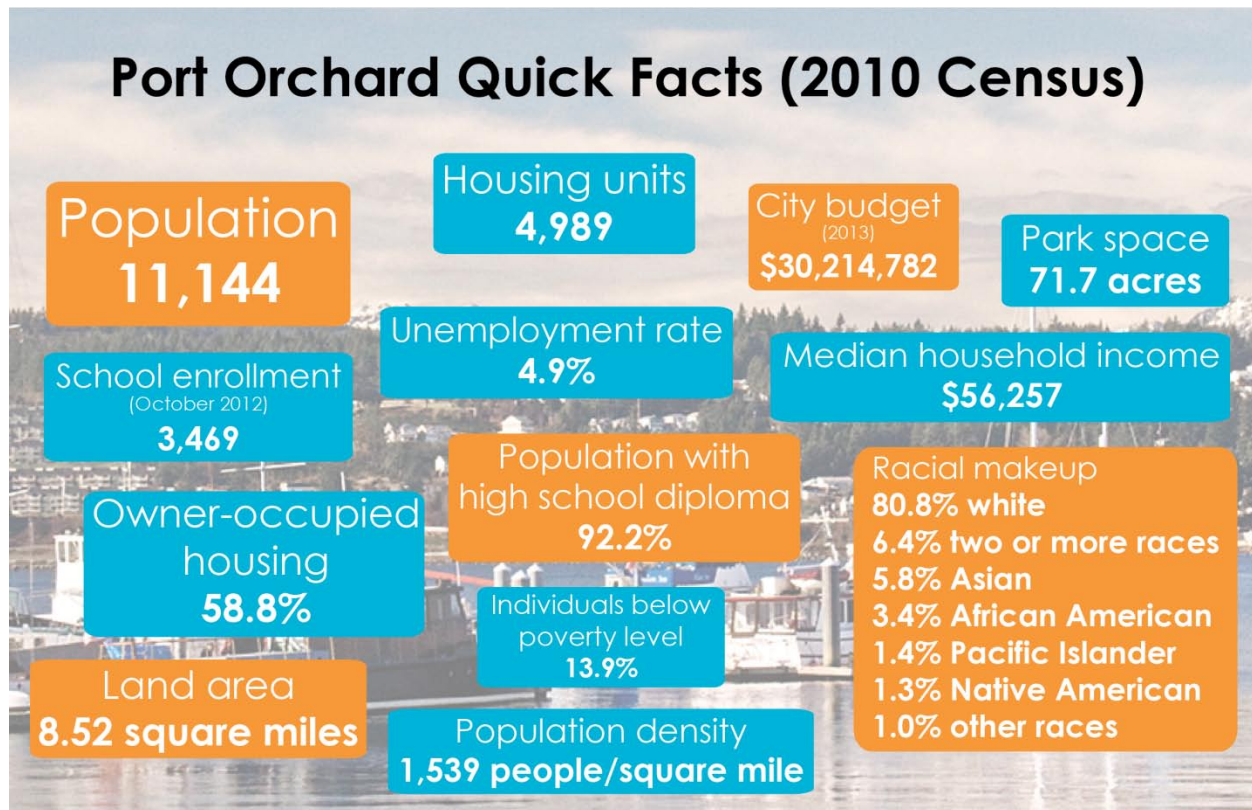


Figure 2 - Basic information about Port Orchard

Port Orchard has changed greatly in recent years, particularly in its size due to annexations. In 2000 the city's land area was 3.96 square miles, but after extensive annexations, increased to 9.63 square miles as of 2012. These annexations have also increased the population of Port Orchard, growing from 7,693 to 11,144 people between 2000 and 2010. The Washington Office of Financial Management (OFM) estimates that the City's population as of April 1, 2015 had risen to 13,510 people.

The following map shows the change in city boundaries between the last comprehensive plan update, 2008, and 2016. Meanwhile, demographic data is gathered from the US Census, which occurred in 2000 and 2010.

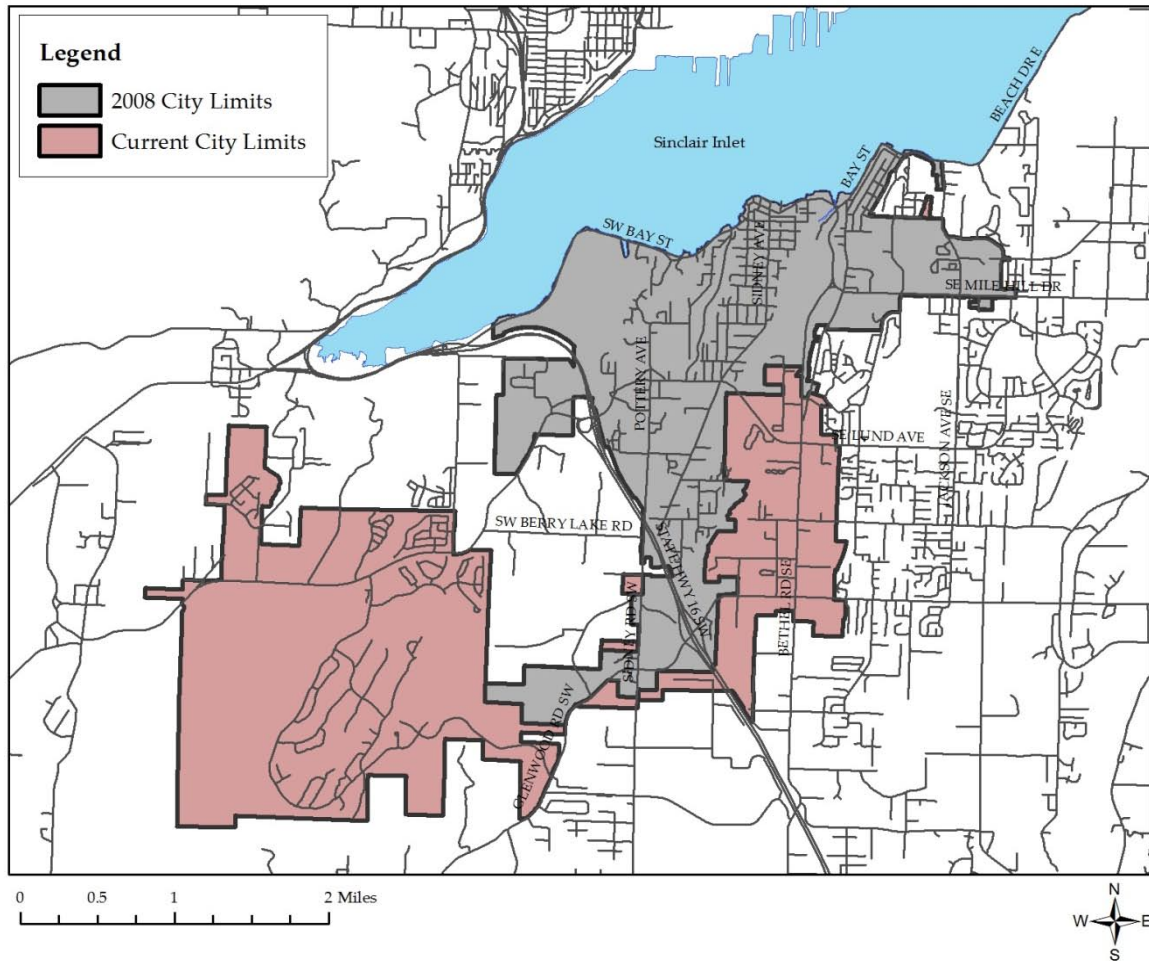


Figure 3 - City boundary changes due to annexation

I.6 The Context of Planning in Port Orchard

I.6.1 What is a Comprehensive Plan?

A comprehensive plan is a tool that allows a city to anticipate and guide changes in a manner that is consistent with the desires of the community. Based on extensive public input, the document serves as the record of the city's long-range vision, priorities, and concerns. It translates the community's vision into goals and policies for the city to use in evaluating and making future physical, economic, and community development decisions. When implemented, the comprehensive plan acts as a tool for managing and directing growth, guiding and coordinating programs and regulations, and protecting the community's quality of life and critical resources. In the face of constant and inevitable change, it ensures that community goals are predictably, consistently, and effectively promoted and implemented.

Population and Employment Allocations and Capacities

Port Orchard has been steadily growing ever since its incorporation in 1890. As of 2015, Port Orchard's population is 13,510.

Year	City Population	
Decennial Census		Average Annual Change
1900	254	—
1910	682	16.9%
1920	1,393	10.4%
1930	1,145	-1.8%
1940	1,566	3.7%
1950	2,320	4.8%
1960	2,778	2.0%
1970	3,904	4.1%
1980	4,787	2.3%
1990	4,984	0.4%
2000	7,693	5.4%
2010	11,157	4.5%
Yearly Estimates		Annual Change
2011	11,440	2.5%
2012	11,780	3.0%
2013	12,870	9.3%
2014	13,150	2.2%
2015	13,510	2.7%

Figure 4 – Port Orchard population

The basic changes that Port Orchard must plan for are changes in population and employment. In both cases they are expected to continue to increase over the next 20 years. As such, Port Orchard has been allocated a certain amount of the region's growth and must plan to accommodate that growth through its zoning and infrastructure capacity. In conjunction, Kitsap County has calculated how much zoned land capacity Port Orchard has. These numbers, compared to current population and employment, are summarized in Figure 7.

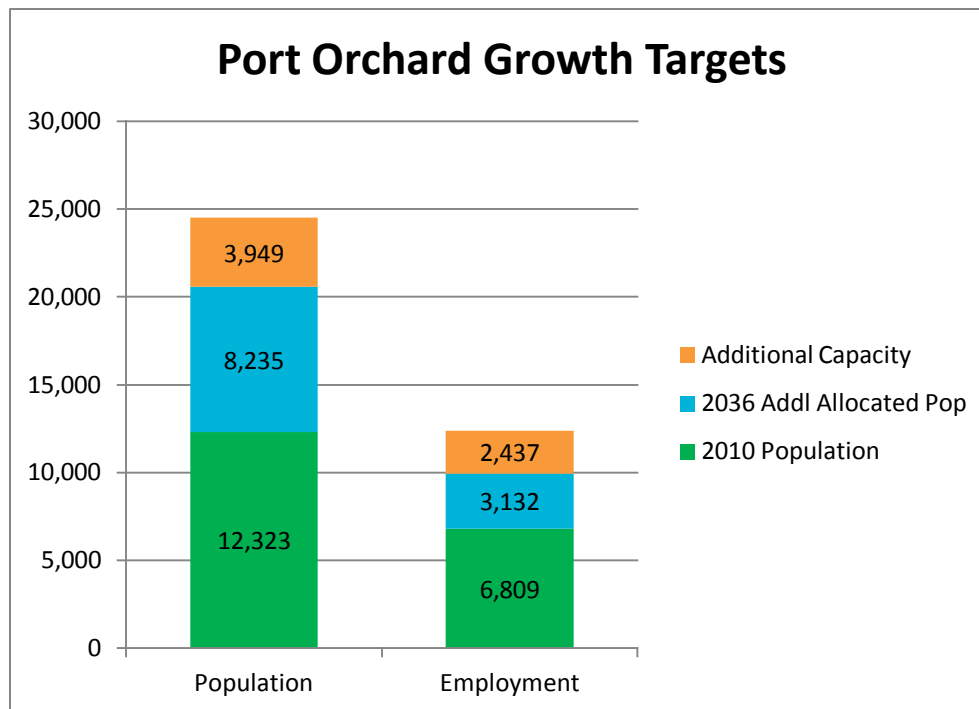


Figure 5 - Growth allocation and capacity in Port Orchard

Port Orchard must plan for an additional 8,235 residents above the 2010 population by 2036. Kitsap County calculated the city has an additional population capacity of 12,184, resulting in a net 2036 population surplus of 3,949. Technically, this surplus means the City is not bound to implement any significant changes to its land use and zoning regulations to accommodate its allocated growth. But if growth continues at the same rate without changes in capacity, the City may have a shortage of residential land during the next planning period. It is prudent to begin planning now so that the City grows responsibly and uses its developable land efficiently.

Similarly, Port Orchard must plan for an additional 3,132 jobs by 2036. Kitsap County has calculated Port Orchard has an additional employment capacity of 5,569, resulting in a net employment surplus of 2,437.

These numbers are used throughout the Comprehensive Plan for internal consistency. However, the allocations are not projections. Whether Port Orchard actually adds over 8,200 residents and 3,100 jobs by 2036 depends on a number of factors. The largest is annexation: these numbers are only based on the current (2016) city boundaries. If Port Orchard annexes additional land from its urban growth area, the city's population will increase but so will its capacity. Other factors like the health of the local economy and the quality of public services such as schools and roads will affect how many people move to Port Orchard and how many jobs are created here.

Another consideration is the population of the Urban Growth Area (UGA), the land around the City that has been designated for eventual annexation into Port Orchard. The Kitsap Countywide Planning Policies show the UGA population in 2010 was 15,044, and the County has allocated it an

increase of 6,235 people by 2036. The Buildable Lands Report shows the UGA has a capacity of 6,297 people through the planning period, only slightly more than the UGA's allocation.

If the City were to annex all of its UGA by 2036, it would need to provide infrastructure and services for over 40,000 residents, triple the size of Port Orchard's current population. This has significant implications for Port Orchard's Comprehensive Plan goals and policies and its provision of public services. Even if the city doesn't annex these areas, many of the residents living in the UGA work, shop, recreate, and travel in Port Orchard. As such, the city must consider the proximity of these areas and impacts to the city from this population when making decisions.

1.6.2 Washington State Growth Management Act (GMA)

The Washington State GMA was passed by the state legislature in 1990 to protect Washington's quality of life, economy, and environment from the threat of uncoordinated and unplanned growth. It requires state and local governments to identify and protect critical areas and natural resource lands, designate urban growth areas, adopt and regularly update comprehensive plans, and implement them through capital investments and development regulations. Cities and counties planning under the GMA are required to adopt development regulations that are consistent with, and implement, their comprehensive plans.

The GMA also promotes coordination and consistency between cities, counties, and the state, in part by requiring that all comprehensive plans address certain goals. The 13 goals of the GMA are:

1. Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
4. Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. Property rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

7. Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
9. Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
10. Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
13. Historic preservation. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

The GMA is codified as Revised Code of Washington (RCW) chapter 36.70A. It can be accessed online at the following link: <http://apps.leg.wa.gov/RCW/default.aspx?cite=36.70A>

I.6.3 Puget Sound Regional Council's VISION 2040

VISION 2040 is a regional strategy for accommodating the 5 million people expected to live in the central Puget Sound region by 2040. It is administered by the Puget Sound Regional Council (PSRC), a regional planning agency with a mission to enhance the quality of life in the region. The region is defined as Kitsap, King, Pierce, and Snohomish counties. The PSRC develops policies and coordinates decisions about regional growth, transportation, and economic development planning. It is also responsible for selecting local projects to receive federal transportation funding.

VISION 2040 is an integrated, long-range vision for maintaining a healthy region. It promotes the well-being of people and communities, economic vitality, and a healthy environment. It contains an environmental framework, a numeric regional growth strategy, six policy sections guided by overarching goals. It also has implementation actions and measures to monitor progress.

The concept of people, prosperity, and planet provides a central theme for VISION 2040. This concept signals that our regional leaders use an approach that takes into account social, cultural, economic, and environmental benefits when making decisions.

Port Orchard's Comprehensive Plan proposes a sustainable approach to growth and future development. The Plan commits to maintaining and restoring ecosystems, through steps to conserve key fish and wildlife habitats and other critical areas, to promote restoration of degraded shorelines, to improve water quality, and to reduce greenhouse gas emissions.

The Plan has been updated based on residential and employment targets that align with VISION 2040. Through the targeting process we have identified the number of housing units in the City that currently exist and that are anticipated to be developed within the planning period, and have identified needs for affordable housing. Residential and employment targets for the City's designated local centers of importance will be identified and expanded in future subarea planning for these centers.

The Plan addresses each of the policy areas in VISION 2040. The elements of the Plan include goals and policies that address habitat protection, water conservation, air quality, and climate change. Environmentally friendly development techniques, such as low-impact landscaping and stormwater runoff management, are encouraged. The Plan calls for more compact urban development and addresses mixed-use and transit-oriented development. There are directives to prioritize funding and infrastructure investments to our centers of local importance. The Housing element commits to expanding housing production at all income levels to meet the diverse needs of both current and future residents. The Economic Development element supports creating jobs, creating sustainable and liveable communities, and improving connections between housing, employment and transportation. The Transportation element advances cleaner and more sustainable mobility, with provisions for complete streets, context-sensitive design, and alternatives to driving alone. The City's transportation planning is coordinated with Kitsap County, including level of service standards and concurrency provisions. The City also commits to conservation methods in the provision of public services.

The Implementation section of the Plan plan addresses local implementation actions addressed in VISION 2040, including identification of underused lands and housing targets.

VISION 2040 can be accessed online at the following link: <http://www.psrc.org/growth/vision2040>

I.6.4 Kitsap Regional Coordinating Council and Kitsap Countywide Planning Policies

The Kitsap Regional Coordinating Council (KRCC) is an inter-local forum for local jurisdictions and the voice on countywide transportation planning and policy issues. Its members are: Kitsap County, Port Orchard, , Bainbridge Island, Poulsbo, and the Port of Bremerton. Kitsap Transit and the Suquamish & Port Gamble S'Klallam Tribes are Associate Members, and Naval Base Kitsap is an Ex Officio member.

The Council coordinates the review and monitoring of the Kitsap Countywide Planning Policies and related population forecasting and distribution. The Council's Executive Board is responsible for the distribution of federal grant funds for federal transportation funding via the PSRC.

The Kitsap Countywide Planning Policies tailor the PSRC's regional growth management guidelines to Kitsap County and is the policy framework for the County's and the Cities' comprehensive plans.

The Countywide Planning Policies address 15 separate elements, ranging from urban growth areas to affordable housing. The Countywide Planning Policies are required by the GMA and were originally established in 1992.

The Kitsap County Planning Policies can be accessed online at the following link: http://kitsapregionalcouncil.org/countywide_planning.php

1.7 Community Involvement in the 2016 Update

The Plan is ultimately written for the citizens of Port Orchard and to implement their visions of the community's future. The GMA requires actively involving the public during the development and update of the Plan. This process began with the creation of a Public Participation Program that outlines opportunities for community involvement, how the public can submit comments, and how the public is notified of open meetings. The University of Washington's (UW) Department of Urban Design and Planning was contracted to initiate the public input process and began preliminary work on the Plan update.

The City began soliciting public input in early 2014 at a public meeting held in March. At this meeting, participants discussed the challenges and opportunities they believe Port Orchard will face in the near future. After



synthesizing this information, several themes and focus topics emerged for furthering the process. A second public event in May presented options for Port Orchard's future with regards to housing, transportation, community involvement, town centers, and the waterfront. These two meetings, several focus group presentations and interviews, two surveys conducted through May, and informal public outreach efforts provided the information needed to begin preparation of the 2016 update to the comprehensive plan.

The UW team ended their involvement in June 2014, when they presented their work on the Introduction, Land Use, and Housing elements to the City Council and Planning Commission. Between the summer of 2014 and early 2015, staff in the Department of Community Development shepherded the Vision, Land Use, and Housing Elements through a preliminary series of public hearings before the Planning Commission seeking public and planning commissioner input. During this time, City staff also updated the Economic Development Element after seeking public input and brought it to the Planning Commission for a preliminary public hearing and review. In early 2015, the City hired consultants to assist in the preparation of other elements including Transportation and Utilities. In the spring of 2015, City Staff in the Department of Community Development

initiated an update of the Parks Element. The Natural Systems and Capital Facilities elements were updated in the spring of 2015.

As the Parks, Utilities, Capital Facilities, and Natural Systems elements were drafted, city staff took these elements to the Planning Commission for public hearing. In addition, joint meetings of the City Council and Planning Commission were held to present draft elements and progress on the plan update and to provide the two bodies the opportunity to communicate their concerns and preferences to each other based on feedback received from the community and their local knowledge. After a final set of revisions, the final draft plan was assembled and brought to the Planning Commission for final review and a public hearing. The Planning Commission provided their recommendation to approve the 2016 Update to the Port Orchard Comprehensive Plan to the City Council on May 3, 2016. The City Council voted to approve and adopt the Comprehensive Plan with amendments on June 14, 2016.

I.8 Organization of This Document

The Port Orchard Comprehensive Plan is formed by the vision statement and the concept of "connections" that are defined in the Introduction. This leads into the centers strategy, which is integrated into the Land Use element. Land Use goals then influence all of the other Plan elements. Everything connects back to the community's vision and overall strategies.

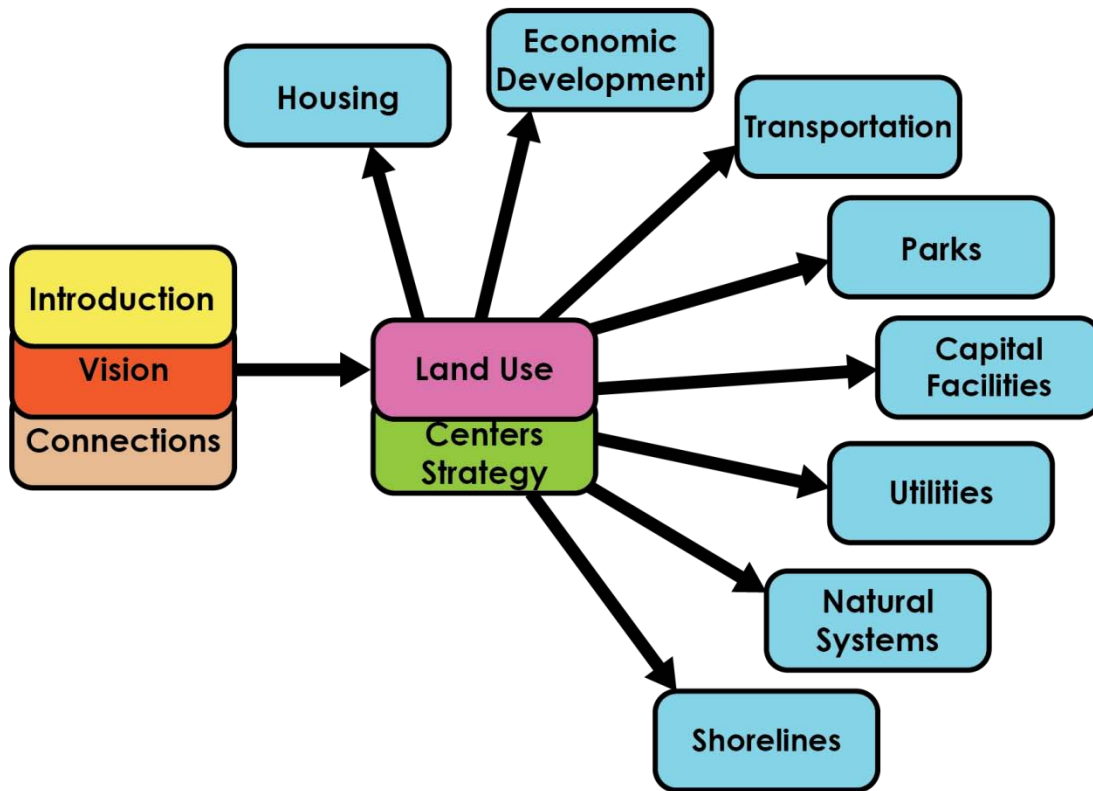


Figure 6 - Organization of the Comprehensive Plan

Chapter 2. Land Use

2.1 Introduction

The Land Use element represents the heart of the Comprehensive Plan, as land use goals, policies, map designations, and decisions connect and relate to all other elements. The purpose of this section is to provide a framework to guide future land use to help the city grow in an orderly, rational, and efficient way and help the community realize its potential during the 20-year planning horizon. The goals and policies contained herein recognize that haphazard and disorderly development can reduce efficiency and increase the cost of utilities, roads, and other services, consume valuable open space, and result in higher taxes and fees for service to fund infrastructure and services.

The Growth Management Act (GMA) requires plans to contain land use elements that describe the proposed distribution, location, and extent of land uses. Once adopted, land use goals and policies will be functionally implemented in Port Orchard's development regulations. The challenge of this element is to plan for population and employment growth while ensuring development occurs in accordance with the community's aspirations and values and the requirements of the GMA.

2.2 Key Issues and Concepts

As a community, Port Orchard is growing due to a healthy birth rate, immigration, and annexation. This plan accommodates Port Orchard's 2036 population and employment growth allocation, as distributed through the Vision 2040 framework and agreed upon in coordination with other Kitsap County municipalities in the Countywide Planning Policies. Port Orchard's land use and zoning designations currently provide sufficient land capacity within city boundaries to accommodate the projected 8,235 additional residents who will make Port Orchard their home (during the 2010-2036 planning period). In conjunction with the findings of the Buildable Lands Report, the Future Land Use Map shows how the 6,235 additional projected and allocated residents in the adjacent Urban Growth Area can be accommodated.

Residents have emphasized that it is critical to manage new growth in a way that protects the small town character of the community while allowing for new and innovative development that responds to changing household needs and growth pressures. In 2000, the city's population density was 1,943 residents per square mile. By 2012, taking into account new annexations, density had dropped to 1,213 residents per square mile. This decrease in density is due to the annexation of several areas, including the Bethel Corridor, which had far lower densities than the existing city. Based on population allocations for 2036 and no additional annexations, Port Orchard must plan for a density of 2,068 residents per square mile, an increase in density of 70%.

Port Orchard's population appears to be aging, but this trend has likely been skewed by recent annexations. Figure 1 shows the changes in different age groups from 2000 to 2010, with a significant increase--in both proportional and absolute terms--in people aged 40-69, reflecting the aging of the baby boomer generation. As Port Orchard's population ages, the city needs the flexibility to adapt to the changing needs and desires of this age group and the foresight to plan for those changes as well.

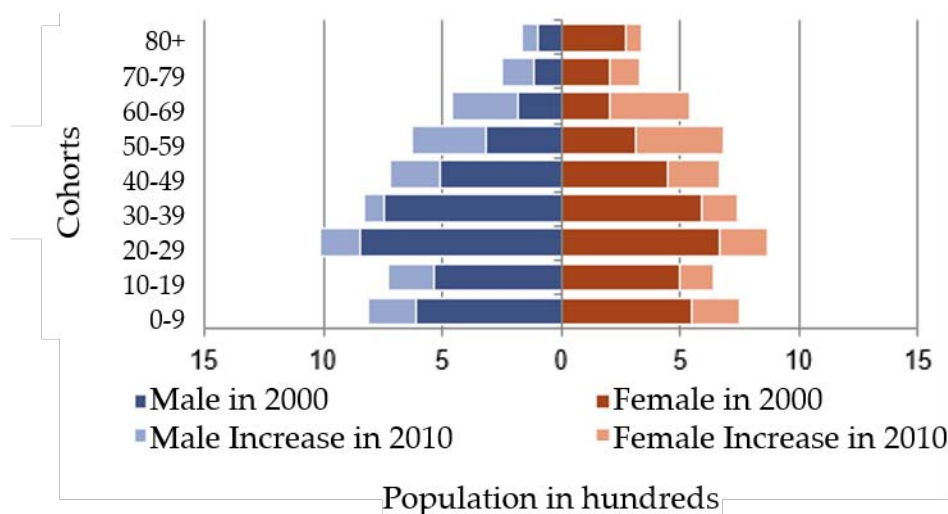


Figure 1

The fundamental goal of the Land Use element, as established by the GMA, is to establish broad, general direction for the City's land use policies. This element provides the City's policy plan for growth over the next twenty years. It also implements many of the goals and objectives in the other plan elements through suggested land use designations and other action recommendations. The Land Use Element specifically considers the general distribution and location of land uses, and the appropriate intensity and density of land uses given development trends and allocated population. The City's development regulations and permitting processes are used to direct growth in a manner consistent with the provisions of this element. To accomplish this, 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

2.3 Current Land Use Characteristics

Figure 2 shows the percent of land uses and zoning based on the city's total land area as of 2014. 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. Figure 2-4 shows the amount of developable land in residential land use areas.

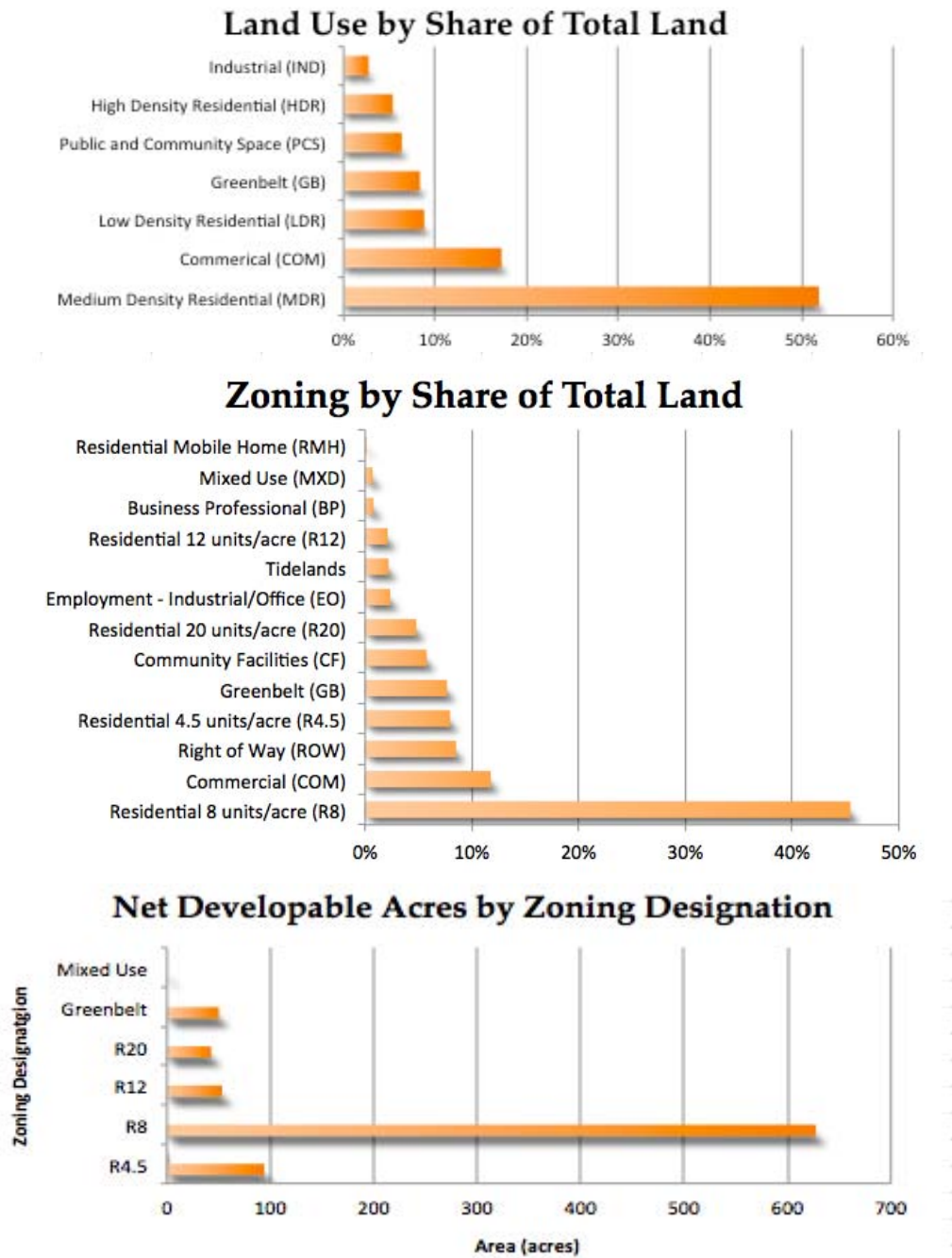


Figure 2

2.4 Land Use Designations

The City's comprehensive plan land use element identifies 7 different land use designations which are listed in Table 1. These land use designations are implemented through the city's zoning regulations contained in the municipal code. Each land use designation may correspond to one or more zoning designation. As the City develops sub-area plans for its local centers as described in section 2.7, the city may wish to create new zones and standards consistent with this plan, its goals and policies, and these land use designations. When doing so, the city should ensure that it doesn't significantly alter the land capacity for the city such that the City's population and employment growth allocations adopted in the countywide planning policies can't be accommodated. Likewise, if sub-area plans are likely to accelerate population and employment growth rates, the City should take reasonable measures to ensure that it doesn't surpass its 2036 growth targets.

Land Use Designations	Uses
Open Space / Conservation	Protection of critical areas, habitat management areas, greenbelts and designated open space to allow low density residential development.
Low Density Residential	Single-family detached housing
Medium Density Residential	Single-family detached and attached housing, apartment buildings
High Density Residential	Single-family attached housing, apartment buildings
Public and Community Spaces	Government services, utilities, parks, schools and related community facilities.
Commercial	Retail, office, mixed-use commercial/residential, and professional services.
Urban Industrial	Manufacturing and assembly, bulk storage and warehousing, transfer and trucking services.

Table 1

2.5 Overlay Districts

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

The downtown overlay district, Tremont overlay district, and Government Center District all overlap with local centers designations described in section 2.7. These three overlay districts and their associated regulations may be updated as sub area plans are prepared for each local center. The view protection overlay district was enacted to limit building height and protect views in certain parts of the city.

2.6 Land Use Goals & Policies

Goals are not listed in any particular order. Port Orchard strives to:

Goal 1. Retain Port Orchard's small town commercial and residential character while accommodating allocated growth citywide.

- Policy LU-1 Ensure that land use and zoning regulations maintain and enhance existing single-family residential neighborhoods, while encouraging that new development provides a mixed range of housing types.
- Policy LU-2 Limit industrial development to locations accessible from arterials or freeways and discourage industrial access through residential areas.
- Policy LU-3 Update and establish building and site design standards that support an attractive and functional built environment in all areas of the City.
- Policy LU-4 Encourage the subdivision of large parcels and, through private subdivisions and public acquisitions, the creation of a continuous street grid similar in scale to the downtown's, especially in designated centers of local importance.

Goal 2. Ensure that sufficient land is available for development to accommodate allocated growth in population and employment.

- Policy LU-5 Ensure land use and development regulations enable a supply of housing units within the city and adjacent UGA that will accommodate forecasted population growth. Ensure land use and development regulations enable a supply of commercial retail and office space within the city and adjacent UGA that will accommodate forecasted employment growth.
- Policy LU-6 Ensure adequate land is available for light industrial and commercial uses, including high technology, medical, and office uses, in appropriate areas to diversify Port Orchard's economic base and provide for the community's changing needs.
- Policy LU-7 Monitor the rate of residential, light industrial and commercial growth against the 20-year targets established in VISION 2040 and the Countywide Planning Policies, and if growth appears to deviate from a rate that complies with these targets, consider adopting reasonable measures such as reducing/increasing adopted transportation levels of service, reducing/increasing impact fees, or accelerating/delaying projects within the City's Capital Improvement Program.

Policy LU-8 Provide a variety of housing types and employment opportunities that meet the needs of diverse socioeconomic interests.

Policy LU-9 Notify adjacent military facilities of relevant local land use decisions.

Goal 3. Implement a strategy to develop local centers of importance.

Policy LU-10 In consultation with stakeholders and the general public, develop a comprehensive strategy to implement local centers of importance as a means of directing residential and commercial growth.

Policy LU-11 Within centers of local importance, set minimum building densities that enable lively and active streets and commercial destinations. Such limits may take the form of: minimum floors or building height, floor-area-ratios, and lot coverage; and maximum street setbacks and parking spaces.

Goal 4. Ensure that both public services and infrastructure are developed in an efficient and cost-effective manner.

Policy LU-12 Prioritize capital facilities and transportation investment in those locations targeted for growth and higher land use densities.

Policy LU-13 Coordinate with Kitsap County to develop a plan and timeline to annex UGA land adjacent to the city, consistent with the city's capability to provide municipal services and applicable law.

Policy LU-14 Identify land in the UGA that is useful for public purposes, such as utility corridors, transportation corridors, parks, schools, and other public uses.

Goal 5. Protect, enhance, and maintain the values and functions of Port Orchard's natural areas, open spaces, and critical areas.

Policy LU-15 Evaluate a range of incentives to encourage compact development to preserve open space throughout the city, possibly to include density credits, incentive zoning, and transfer of development rights.

Policy LU-16 Prioritize the development of new parks, open space, and passive and active recreational opportunities in underserved neighborhoods and centers of local importance.

Policy LU-17 Incentivize infill development to preserve and protect open space, critical areas, and natural resources.

Policy LU-18 Identify land in the UGA that is useful for open space corridors, including land for recreation, wildlife habitat, trails, and connections of critical areas.

Policy LU-19 Protect the quality and quantity of groundwater used for public water supplies through zoning designations, development regulations, and the local critical areas ordinance.

Goal 6. Reduce congestion and greenhouse gas emissions, promote public health, reduce auto dependency, and increase multimodal transportation opportunities for accessing retail services, health care services, and places of employment.

Policy LU-20 Ensure orderly development, concurrency of infrastructure provision, and protection of environmentally sensitive areas through an effective and predictable permitting process.

Policy LU-21 Remove barriers to low-impact development in zoning, subdivision, and street regulations. Encourage the minimization of impervious surface areas in development.

Policy LU-22 Promote local food security and public health by enabling the establishment of urban agriculture, community gardens, farmers markets, and food production and distribution infrastructure.

Policy LU-23 Enable land use patterns that allow all residents to safely and efficiently access commercial services, especially grocery stores and healthcare facilities, without an automobile.

Policy LU-24 Encourage the expansion of transit networks that enable both incorporated and unincorporated neighborhoods outside of the city to access job centers within Port Orchard.

Goal 7. Encourage the development of active, vibrant, and attractive destinations throughout the community.

Policy LU-25 Incorporate the following principles in planning for commercial areas:

- Create lively and attractive places at a human scale.
- Support a mix of retail, office, and residential uses in multistory structures.
- Create transitions between commercial areas and surrounding residential neighborhoods.
- Protect residential areas from excessive noise, exterior lighting, glare, visual nuisances, and other conditions that detract from the quality of the living environment.
- Encourage multi-modal transportation options, especially during peak traffic periods.
- Promote an intensity and density of land uses sufficient to support effective transit and pedestrian activity.

- Promote a street pattern that provides through connections, pedestrian and vehicular access.
- Establish urban and architectural design standards that support an attractive and functional pedestrian environment, such as block size limits and requiring street-facing windows and doors.
- Encourage pedestrian travel to and within commercial areas by providing:
 - Safe and attractive walkways.
 - Close groupings of land uses.
- Parking lot design that provides safe walking routes and pedestrian connections between adjacent properties.
- Off-street surface parking to the backs or sides of buildings to maximize pedestrian access from the sidewalk(s).

Goal 8. Connect new and existing neighborhoods to each other, to commercial and employment centers, and to public facilities.

Policy LU-26 Require adequate transitions between different land uses to mitigate potential negative impacts of noise, light, and air pollution.

Policy LU-27 Require new development to provide connections to and through-access for existing and planned trails and roads. Explore strategies to encourage existing development to provide the same as part of a city- and region-wide trail and open space network.

Goal 9. Encourage the ongoing development of downtown as an active, vibrant community, commercial, social, and civic center while respecting its historic character.

Policy LU-28 In conjunction with the proposed Centers strategy, enhance downtown Port Orchard's role as the center of the South Kitsap region, reflecting the following principles in development standards and land use plans:

- Encourage land uses that support transit centers and promote pedestrian activity.
- Promote a mix of uses, including retail, office, and housing.
- Encourage uses that will provide both daytime and evening activities.
- Support civic, cultural, and entertainment activities.
- Provide sufficient public open space and recreational opportunities.
- Enhance, and provide access to, the waterfront.
- Develop enhanced design guidelines and design review requirements that promote attractive, pedestrian-scale development and redevelopment within the City's historic downtown area.

Policy LU-29 Consider conducting a downtown parking study to assess current and future parking needs and develop solutions and strategies to address identified constraints or oversupply.

Policy LU-30 Ensure land use designations and development support existing maritime industries, promote creative uses of the waterfront, and facilitate the planning and construction of waterfront parks and gathering places.

2.7 The Centers Strategy

2.7.1 Introduction

The post-war 1920s have become synonymous with the beginning of a development pattern known as urban sprawl. Sprawl expands development over large amounts of land, resulting in long distances between homes, jobs, and stores. It also significantly increases dependence on the automobile and traffic on neighborhood streets and highways, as driving is required for nearly every activity. This development pattern also draws economic resources away from existing communities and spreads them thinly and inefficiently, far away from a community's historic core. This increases spending on new roads, new water and sewer lines, and police and fire protection. This ultimately leads to the degradation of the older city, higher taxes, and fewer available resources for already existing communities. In the early 1990s, Washington sought to combat this adverse development style by adopting the GMA. Among other ambitions, the GMA suggested a new development pattern broadly known as Centers.

The criteria for designation of a center of local importance are found in the Puget Sound Regional Council (PSRC) VISION 2040, which is a regional strategy for accommodating the expected 2040 population of the Puget Sound region. According to VISION 2040, local centers serve important roles as sub-regional hubs and secondary concentrations of development. They provide a dense mix of housing and services, such as stores, medical offices, and libraries. They serve as focal points where people come together for a variety of activities, including business, shopping, living, and recreation. They often have a civic character with community facilities, such as municipal buildings and other public places. Local centers should be served by regular local transit and regional express transit service, and should have a complete network of sidewalks and access to bicycle paths and transit facilities.

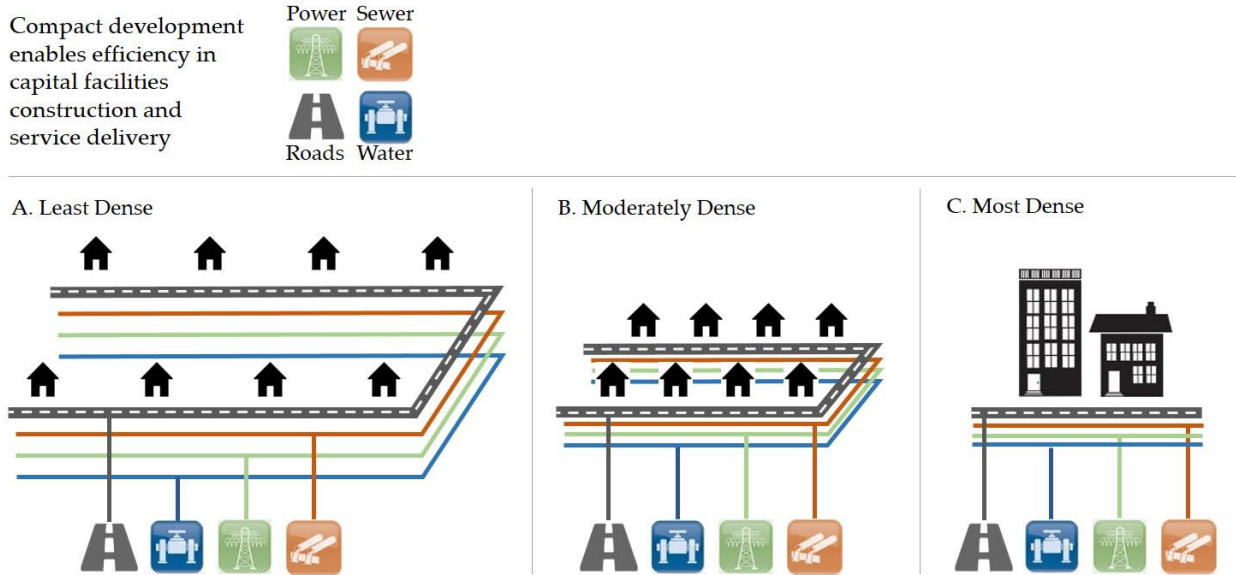


Figure 3 – The advantages of infrastructure and land use concurrency

2.7.2 What are Centers?

Traditional neighborhoods often had smaller business districts that served surrounding residential areas. These districts typically had retail shops, markets, and services that were a short walk from the homes in the area. Additionally, these districts created a unique identity that solidified the neighborhood. With the increased cost of fuel and the economic recession, residents of Port Orchard have expressed a preference for the development of smaller, local retailers and service providers in places that knit people and commerce together on a local level.

Centers are focused areas of development that have key uses which enable the City to deliver services more cost-efficiently and equitably, pursue a development pattern that is environmentally and economically sound, and provide a means of influencing growth and change through collaboration with the community in planning for the future of these areas. This strategy helps 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. Centers accomplish these objectives by:

- Concentrating a thoughtful mix of supporting uses.
- Allowing more intense development while maintaining appropriate scale.
- Offering a wider variety of housing types that meets the needs of the broader community.
- Minimizing the dependence on vehicle trips.

The Centers strategy is a comprehensive and long-term approach to planning for a sustainable future that helps preserve those aspects of the community that residents value. This approach is intended to maximize the benefit of public investment in infrastructure and services and promote collaboration with private interests and the community to achieve mutual benefits.

Providing opportunities for residents, jobs, stores, services, and open spaces to be located in close proximity can reduce the reliance on cars for shopping and commuting and offer better access to daily wants and needs. Increasing residential and employment densities in key locations makes transit and other public services convenient for more people and therefore makes these services more efficient.



Figure 4 – Community Recreation Space

The CPPs define four different types of Centers:

1. Town or City Centers
2. Mixed-Use Centers
3. Activity/Employment Centers
4. Transportation Hubs

To see more detailed definitions of these Centers please refer to the Kitsap County Countywide Planning Policies.



Figure 5 – Rendering of a concept for a pedestrian-focused town center.

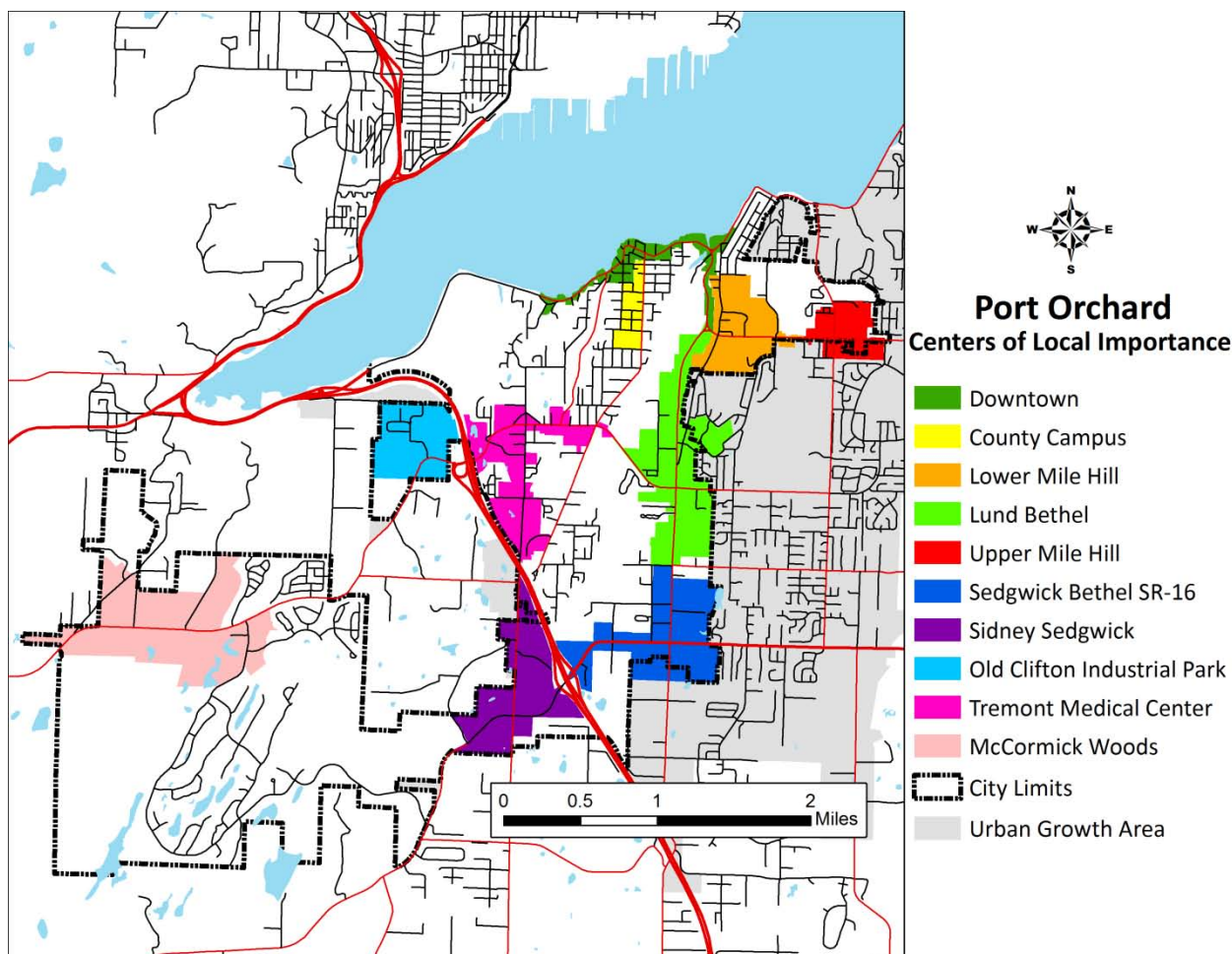
2.7.3 Designated Local Centers (Existing and Planned)

Prior to 2014, Port Orchard had 3 identified local centers in its comprehensive plan; the Downtown, the Tremont Center and the South Kitsap Mall Centers. After completing a series of annexations, the City Council filed a comprehensive plan amendment in 2014 to expand the number of designated local centers within Port Orchard. Sub-area planning had previously occurred for some of these areas while other newly designated areas were identified as areas for which subarea planning would need to occur in the future.

The following Center's of Local Importance (local centers) have been designated through the City's comprehensive planning process:

1. Downtown Port Orchard (City Center)
2. Tremont Medical Center (Activity/Employment Center)
3. County Campus (Activity/Employment Center) – Previously known as the Government/Civic Center District
4. South Kitsap Mall/Lower Mile Hill (Mixed Use Center)
5. Upper Mile Hill (Mixed Use Center)

6. Sedgwick Bethel (Mixed Use Center)
7. Tremont/Lund/Bethel (Mixed Use Center)
8. Sedgwick/Sydney (Mixed Use Center)
9. Old Clifton Industrial Park (Activity/Employment Center)
10. McCormick Woods/Old Clifton (Mixed Use Center)



2.7.4 General Center Goals and Policies

The following are a list of general goals and suggested policies that Centers should seek to fulfill. Although Centers have common elements, it should be acknowledged that each Center is unique and have/will have a different set of priorities. Centers goals should be tailored to the specific Center in question. Generally, Centers should seek to:

- Policy CN-1 Prioritize the City’s residential, commercial and light industrial growth and infrastructure investments within designated Centers, in accordance with VISION 2040 and the Countywide Planning Policies.

- Policy CN-2 Focus future growth in designated, higher intensity areas in an effort to encourage the preservation of open space and maintain surrounding neighborhood character.

- Policy CN-3 Shorten commutes by concentrating housing and employment in strategic locations, which provides residents opportunities to live and work in the same neighborhood.

- Policy CN-4 Provide commercial services that serve the population of the Center, surrounding neighborhoods, the city, and the region (dependent on the suitability of the scale of each Center).

- Policy CN-5 Support pedestrian and transit uses by promoting compact, mixed-use areas with appropriate infrastructure that provide a variety of activities.

- Policy CN-6 Balance objectives for accommodating growth, encouraging compatibility, promoting housing affordability, and offering a wide range of housing types.

- Policy CN-7 Provide access to parks and public pedestrian spaces by creating them within each Center or by creating connections to existing public and open spaces.

- Policy CN-8 During subarea planning for Centers, develop an implementation plan that addresses how the City will meet Center goals through appropriate land use designations, annexation, development of capital facilities and utilities, and related measures.

Suggested Policies (for Individual Centers)

Policies are the principles the City will use to guide decisions. The following are general suggested policies for future Center subarea plans to be incorporated into the comprehensive plan. These policies should be tailored to achieve the identified goals for each of the proposed Centers. Each policy is followed by numbers that correspond to the Centers goals that it advances, and titles that identify its connections to other elements of the plan.

- Policy CN-9 In coordination with Kitsap County, the City shall designate local Centers and direct growth to them through focused regulations and directed capital projects. (Centers

Goals 1,2,3,4,5,6; Housing, Parks, Economic Development, Transportation, and Capital Facilities Elements)

- Policy CN-10 The City should support employment growth, the increased use of non-automobile transportation options, and the preservation of the character of existing built-up areas by encouraging residential and mixed-use development at increased densities in designated Centers. (Centers Goals 1,2,3,4,5,6; Housing, Parks, Economic Development, Transportation, and Capital Facilities Elements)
- Policy CN-11 The City shall ensure that higher density development in Centers is either within walking or biking distance of jobs, schools, and parks or is well-served by public transit. (Centers Goals 1,2,3,4,5,6; Housing, Parks, Economic Development, Transportation, and Capital Facilities Elements)
- Policy CN-12 The City shall create and designate zoning that allows a mix of uses to accommodate concentrations of employment and housing. (Centers Goals 2,3,4; Economic Development and Housing Elements)
- Policy CN-13 The City should explore appropriate zoning to facilitate predetermined capacities of jobs and housing units for each individual Center. (Centers Goals 2,3,4,5; Housing and Economic Development Elements)
- Policy CN-14 In consultation with local businesses and property developers, the City should reevaluate existing overlay districts and their associated regulations to address potential barriers to development. Existing overlay areas should be evaluated for potential inclusion in the proposed Centers strategy. (Centers Goal 3; Economic Development Element)
- Policy CN-15 To ensure compatibility with the character of the city, the City should consider establishing design guidelines for Centers that preserve a small town character, establish a human-scale residential image, and encourage interaction among residents. The City should ensure development regulations promote attractive site and building design that is compatible in scale and in character with existing development. (Centers Goals 1,4,5,6; Housing Element)
- Policy CN-16 The City shall encourage a broad range of housing types and commercial uses within designated Centers, through zoning and development regulations that serve a local, citywide, or regional market. (Centers Goals 3,5; Housing and Economic Development Elements)

Policy CN-17 The City shall promote convenient and direct connections to adjacent areas for pedestrians and bicyclists. (Centers Goals 2,4,6; Transportation and Capital Facilities)

Policy CN-18 The City shall encourage direct access to either existing or potential public open spaces in the vicinity of each Center. (Centers Goals 4,6; Parks and Transportation Elements)

2.7.5 Specific Center Descriptions, Goals, and Policies

2.7.5.1 Downtown Port Orchard (City Center)

The Port Orchard Downtown is the cultural, civic, and recreational hub of the community. Founded in 1890 as the Town of Sidney, it became the county seat in 1892 and was renamed Port Orchard in 1903. During this time, transportation around the Kitsap peninsula was highly dependent on the water. The town's first dock was built in 1889, and within a few years the private steam vessels that became known as the "Mosquito Fleet" began to serve the citizens. By the 1920s, diesel-electric ferries from San Francisco replaced the steamship ferries, and today Port Orchard is still served by foot ferry service to Bremerton.

In 1890, the town had no streets, and was divided into three sections by Pottery Creek and Black Jack Creek. Mass grade and fill efforts highly altered the waterfront and its associated creek and marsh system, and many of the downtown buildings on the water side of Bay Street are on pilings and subject to subterranean tidal influence. Currently, the downtown 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.

Goal 10. Update the existing Downtown Development Regulations (currently known as the Downtown Overlay District) to better define design guidelines, the design review process, and to encourage a balance between historic preservation and redevelopment in accordance with the following purposes:

1. Implement the land use goals and policies set forth in the Comprehensive Plan.
2. Provide for the development of an integrated mixed use downtown district that contains office, service, retail, residential and recreational uses within close proximity to one another.

3. Encourage imaginative site and building design and development while maintaining view corridors and a small town feel.
4. Identify potential significant environmental impacts, and utilize mitigation sequencing in project review with emphasis on avoidance and minimization of impacts.
5. Promote sustainable and low-impact development.
6. Encourage restoration and enhancement of degraded shorelines and critical areas in the downtown area as part of new development and redevelopment.
7. Encourage environmentally sustainable development.
8. Promote economic development and job creation in the City.
9. Encourage energy conservation in building design and layout.
10. Promote an integrated system of pedestrian-friendly walkways and parking areas.
11. Enhance the City's waterfront character while maintaining the maritime presence.
12. Encourage the development of buildings with ground floor retail with office uses and residential uses above.
13. Promote a walkable community by encouraging the development of public open spaces, waterfront access, and pedestrian-friendly walkways.
14. Locate and combine parking areas in order to minimize the number of points of access to and from Bay Street.
15. Encourage architectural and site designs that serve as gathering places in wet and dry conditions.
16. Promote greater public transportation availability within Port Orchard and across Sinclair Inlet during the evening hours to improve access to/from the DOD.

Goal 11. Provide zoning that is consistent with Port Orchard's existing built environment, topography, and lot sizes that allow for financially viable, high quality development.

Policy CN-17 Allow bulk standards (height, setbacks, building size, parking requirements, etc.) and a minimum unit size to determine residential density.

Goal 12. Retain existing maritime industries.

Policy CN-18 Encourage incentives for maritime industries to remain and expand development to serve the Puget Sound boating industry.

Goal 13. Encourage mixed use development within the Downtown and Gateways.

Policy CN-19 Encourage residential use above commercial and retail ground floor developments, including incentives and public amenities.

Policy CN-20 Adopt design standards for Gateways.

Goal 14. Encourage facilities that will draw local residents and tourists to Downtown and the Gateways.

Policy CN-21 Facilitate the planning and construction of waterfront parks or gathering places.

Policy CN-22 Consider developing a parking garage for use by downtown residents, visitors, and employees.

Policy CN-23 Require a 10-foot wide boardwalk and/or upland trail, dedicated to the public, on the shoreline for redevelopment projects, and seek funds to acquire easements on private properties and build a boardwalk and/or upland trail on public property, with removal or pulling back of rip rap and restoration of shoreline vegetation where feasible, for a contiguous pedestrian shoreline connection that minimizes shoreline impacts.

Policy CN-24 Create an aesthetically pleasing entryway to the City with the use of high-quality signs, artwork, and landscaping.

Goal 15. Plan for protection of existing buildings and other structures within the downtown area that are vulnerable to flooding from existing high tide events and from future sea level rise.

Policy CN-25 Continue to implement City code requirements for flood damage prevention, in accordance with the recommendations of the Federal Emergency Management Agency, by identifying special flood hazard areas and restricting new development and redevelopment in those areas.

Policy CN-26 Identify buildings and structures that are currently affected by high tide events and that are most vulnerable to future sea level rise, and develop potential actions to prevent worsening of flooding problems.

2.7.5.2 Tremont Medical Center

1. Purpose. The purpose of the Tremont sub-area plan is to insure that future development in the Tremont Corridor is guided by specific guidelines and land use regulations that have been generated by community wide involvement. This Comprehensive Plan and Tremont Corridor District plan incorporates existing comprehensive or other documents related to properties

within the Tremont Corridor Sub Area. This plan will establish certain important Visions, Goals, and Policies as well as standards and guidelines within the Tremont Corridor sub-area.

2. Vision. The Tremont Corridor is one of three primary entry points into the City of Port Orchard from Highway 16. Presently the area is a mix of single-family residences, commercial, health care facilities and multi-family residences. The expanded Harrison Hospital Urgent Care Campus and Group Health facilities are the anchors for businesses along the corridor, particularly from Pottery Avenue west to Highway 16 forming the basis for a Hospital Benefit District. The Tremont Corridor is a through-way for travelers and residents wanting to access shops and services in the core of the city and businesses and homes in outlying areas. The Tremont Corridor also announces to residents and visitors alike that the city has economic vitality and provides services and opportunities to its citizens and residents in the south Kitsap area.

Tremont Corridor residents and Port Orchard citizens have determined that they would like to see the corridor developed in way that encourage professional businesses that support the health care facilities already in place and businesses that allow the continuing free flow of traffic from Highway 16 into the downtown areas. Focus should be placed upon pedestrian connections within the district as well as providing a regional connection to the South Kitsap areas served by the hospitals and emergency service providers within the district.

Tremont Avenue will be improved and widened with sidewalks, street trees and a landscaped island that will create a boulevard style of roadway. The Tremont corridor is promoted to include design standards that will necessitate new development to provide a consistent, attractive landscape edge while maintaining a human scale to new and redevelopment projects. A system of trails that are pedestrian and bike friendly connecting the Tremont Corridor to the Port Orchard marine walkway with trails through natural areas are key to the success of the Tremont district.

The Tremont district is envisioned with some multi-family residences to accommodate the combination of residential and employment land uses within walking distances of the major health care facilities. Some cafes and neighborhood services are also envisioned to support those living, working or visiting the health care facilities. Regulations and design guidelines should help to ensure that parking is provided in a manner that is beneficial to the neighborhood and enhances the flow of transportation through the district. In addition, Tremont Corridor stakeholders envision monument signage that are tastefully designed and constructed of natural materials.

The corridor from Pottery Avenue east to Sidney Road consists primarily of single-family residences and small clinics. Single family uses are encouraged as a desired mix of services and residential uses within this district.

3. Tremont Medical Center Goals

Goal 16. Encourage development within the area that supports the major hospital and medical installations (Harrison Hospital

and Group Health) and assists the emergency response agencies in the corridor (South Kitsap Fire District).

Policy CN-25 Encourage regulations that enhance existing businesses while providing incentives that promote economic growth in the corridor while maintaining sensitivity to residents in the area.

Policy CN-26 Encourage professional and office uses that support the medical industry and create pedestrian oriented health care focus.

Policy CN-27 Adopt Tremont Corridor Design Standards for non-residential structures within the Tremont Overlay District.

Policy CN-28 Promote the creation of a hospital benefit district that will create opportunities for additional community and economic development funding.

Goal 17. Create landscaping requirements specific to the Tremont Corridor with emphasis on the boulevard (Tremont Street) and creating an attractive entry way to the city.

Policy CN-29 Incorporate revised landscape standards into the Port Orchard Municipal Code and apply landscaping standards developed for the Tremont Corridor.

Policy CN-30 Require new developments to utilize landscaping that creates visually interesting and environmentally sustainable design.

Goal 18. Encourage residential units in walking distance to employment, services, and health care facilities.

Policy CN-31 Require sidewalks or interconnected pedestrian paths or a system of trails for non-motorized transportation with all new development.

Goal 19. Encourage development of an efficient multimodal transportation system and develop a funding strategy and financing plan to meet its needs.

Policy CN-32 Encourage all new developments to limit direct access to Tremont Street.

Policy CN-33 All future City paving projects on streets within the Tremont Corridor should include continuous 5-foot paved walkways for pedestrian use. These walkways shall be coordinated with an area wide Trail Plan as necessary.

Policy CN-34 Developments abutting public rights-of-way within the Tremont Corridor should include sidewalks and bicycle lands.

- | | |
|--------------|---|
| Policy CN-35 | The City shall help to facilitate the development of trail systems that connect the Tremont Corridor with transportation facilities in the surrounding areas. |
| Policy CN-36 | Encourage the expansion of Kitsap Transit's service to increase trip frequency within the Tremont Corridor. |

2.7.5.3 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.

Figure 6 – Kitsap County Campus Master Plan 2003, courtesy of Kitsap County.



Vision. The vision of the County Campus Center is to encourage the aesthetic development of the Kitsap County Government buildings in a campus-like setting. The Government / Civic Center District, (GCCD), has been delineated to be bounded by Dwight Street, Cline Avenue, Kendall Street, and Sidney Avenue. The purpose of the design standards and review criteria is to insure that site development and structures in the Government / Civic Center overlay districts meet the intent of the City for high quality construction in a campus-like setting. The proposed standards address an array of design elements related to pedestrian safety, along with design standards to promote compatibility with surrounding residential uses such as setbacks, landscaping, architectural elements and screening.

Goal 20. Encourage campus-like development in an orderly and aesthetic manner supporting the needs of the Kitsap County Government Uses.

- Policy CN-37 Encourage development of community oriented uses and services that support the mission of the County Seat.
- Policy CN-38 Support limited business and professional uses that serve the governmental offices and provide services to the employees and citizens.
- Policy CN-39 Encourage the development of a pedestrian plaza within the campus as a gathering spot and center for meetings, rallies, and public organization efforts.
- Policy CN-40 Support residential use within the overlay district and ensure new development is sensitive to those uses.
- Policy CN-41 Create design review criteria for government development within the overlay district and require review by a design review board for all new government structures.
- Policy CN-42 Encourage use of landscaping to mitigate impacts of noise, lighting, odor, and aesthetics on surrounding residential neighbors, through the use of such measures as evergreen plant screens, sound barriers, fences, mounding, berming, etc.
- Policy CN-43 Encourage Green Building Standards and low impact development for all governmental development within the overlay district. Structures designed LEED Silver standard for all new government development is strongly supported.
- Policy CN-44 Require pedestrian friendly development that encourages non-motorized mobility throughout the overlay district with connections to adjacent points of interest or centers of activity.

2.7.5.4 South Kitsap Mall/Lower Mile Hill

The South Kitsap Mall Lower Mile Hill Mixed Use Center consists of the lower sections of the Mile Hill Road commercial corridor, adjacent multi family development, and South Kitsap School District facilities including the administrative offices, the transportation center, and the High school. The area is served by Kitsap Transit. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.5.5 Upper Mile Hill

The Upper Mile Hill Mixed Use Center consists of the upper sections of the Mile Hill Road commercial corridor and contains a mix of multi family and single family development. The area is served by Kitsap Transit. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.5.6 Sedgwick/Bethel

The Sedgwick/Bethel Mixed Use Center consist of the Bethel Commercial corridor from Salmonberry to the North to the city boundary to the south and along the Sedgwick corridor connecting to SR-16 to the west. In addition to commercial development and commercially zoned vacant land, this area includes a future park site and land zoned for multifamily development. The area is served by Kitsap Transit. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.5.7 Tremont/Lund/Bethel Center

The Tremont/Lund/Bethel Center consists of the Bethel commercial corridor from the intersection of Mile Hill Road south to Salmonberry, the adjacent multifamily housing developments, The area is served by Kitsap Transit. The City should work to develop a sub area plan for this area. Prior to the next periodic comprehensive plan update. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.5.8 Sedgwick/Sidney

The Sedgwick/Sidney Center is a rapidly developing area of the city that has seen more than 220 units of multifamily housing develop since 2010 along with significant new commercial development. The area is served by Kitsap Transit. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.5.9 Old Clifton Industrial Center

The Old Clifton Industrial Employment Center is located at the site of reclaimed sand and gravel mine. Its close proximity to transportation facilities and its isolation as a result of past mining activities make it an ideal site for industrial and employment uses. The site is served by Kitsap Transit and is located along Old Clifton Road near SR-16. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.5.10 McCormick Woods/Old Clifton Mixed Use Center

The McCormick Woods/Old Clifton Mixed Use Center includes a portion of the McCormick Woods master planned community, the recently developed city park McCormick Village Park, the site a future South Kitsap High School (an additional high school), recreational facilities including trails and a golf course, and areas zoned for multifamily and commercial development. The area is not presently served by Kitsap Transit. The City should work to develop a sub area plan for this area prior to the next periodic comprehensive plan update.

2.7.6 Road Map to Implementation

Further planning for each identified local center is required in order to implement the City's vision for the overall centers strategy. The city is committed to undertaking a sub area planning process for each center, to better identify center boundaries, develop a vision, goals, and policies for each center. This planning process will also provide recommendations for amending the development regulations, zoning designations, design guidelines and capital facility plans to reflect and implement the sub area plans. Sub-area plans for the centers will be adopted into the City's comprehensive plan.



Figure 7 - Rendering of a conceptual center.



Figure 8 - Rendering of a centers concept.



City of Port Orchard 2016 Comprehensive Plan Map

Comprehensive Plan Designation

- Commercial
- Industrial
- Public and Community Spaces
- Residential: High Density
- Residential: Medium Density
- Residential: Low Density
- Greenbelt
- Urban Growth Area



0 500 1,000 2,000 3,000 4,000 Feet

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This map is not a substitute for field survey.



City of Port Orchard DRAFT 2016 Future Land Use Map

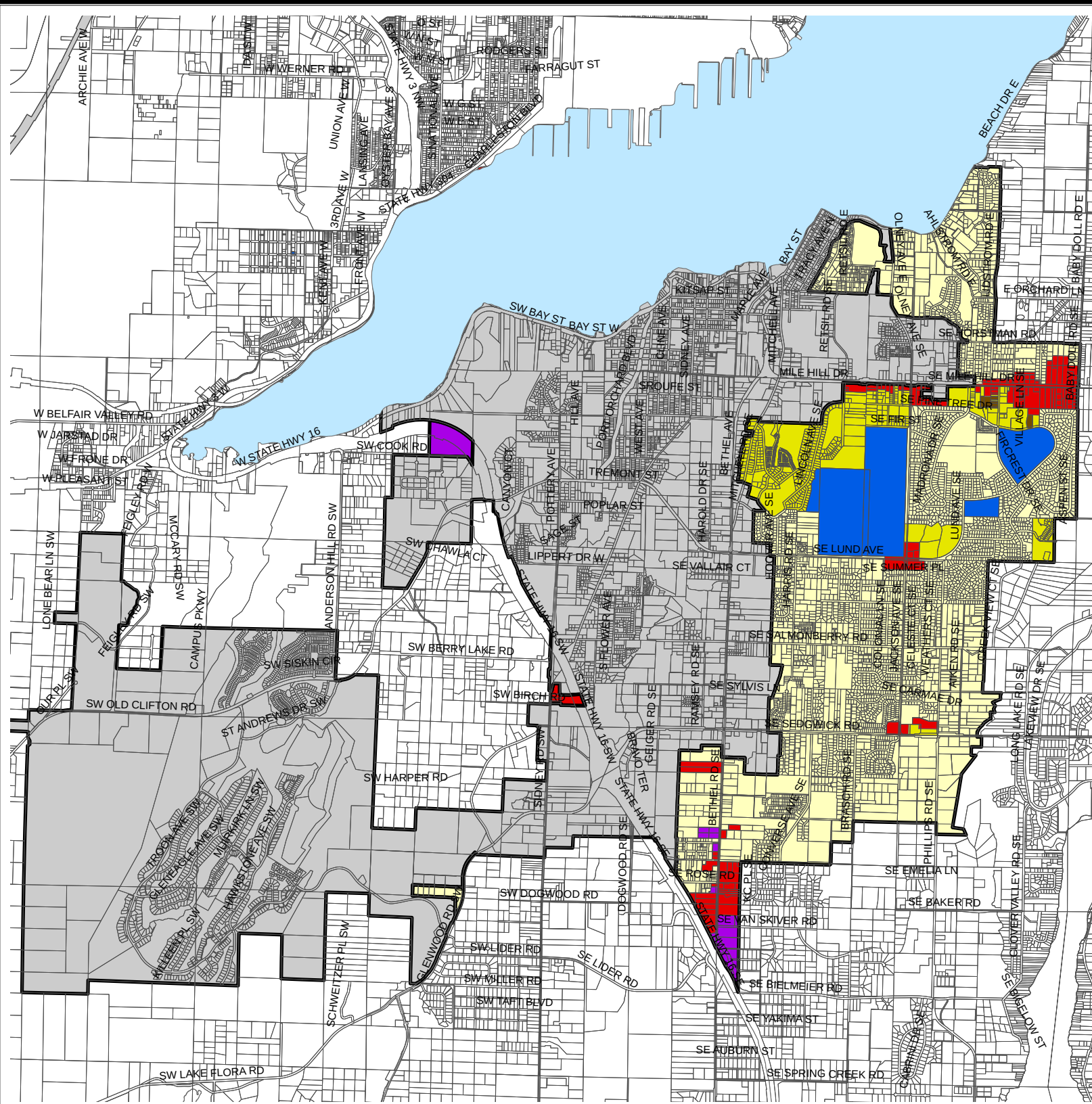
- Incorporated City Limits
- Commercial
- Community Facilities
- Industrial
- Residential Low Density
- Residential Medium Density
- Residential High Density

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3,300 1,650 0 3,300 Feet



Chapter 3. Housing

3.1 Introduction

The intent of the Housing element is to establish coordinated and comprehensive policies that will help guide decisions on housing issues within and around the City. Provisions that ensure suitable housing opportunities for all socioeconomic levels are a primary consideration in enhancing the quality of life found in Port Orchard. The Housing Element is also intended to be internally consistent with the overarching goals of the entire Comprehensive Plan, as well as the housing goals of Washington's Growth Management Act (GMA).

Housing Vision

Ensure suitable housing opportunities for all socioeconomic levels, including a variety of housing types, in a manner that accommodates anticipated population growth while respecting the character of existing neighborhoods.

As Port Orchard grows, it will be important to provide a variety of housing types in order to suit the needs and preferences of the expanding population. Addressing housing from various perspectives such as availability, choice, quality and neighborhood preservation will be necessary in order to meet the housing needs of all of Port Orchard's residents now and into the future.

Some housing trends within the City are well documented while others are not. Issues influencing housing can be identified through a variety of sources such as building permit information, census data, and related trade information.

3.2 Existing Housing Stock

As of 2010, there were 4,630 housing units in the City, per census data. Single-family detached homes accounted for approximately 62% of these units. Multi-family housing of 10-19 units makes up the next largest category with 13% of the total amount. Based on census data, there was a 46% increase in housing stock from 2000 to 2010, over 60% of which was from annexation. From 2010 through 2015, housing stock increased by 701 units or 15% due to new construction, 246 of which were multi-family units and 455 of which were single-family units. From 2012-2013 there were 240 multi-family building permits issued, which will continue to maintain the current single and multi-family housing distribution. The ratio of single-family to multi-family housing has therefore stayed relatively stable during the past five years. For



additional information regarding building permits issued between 2005 and 2015, see Table 1 below. Figure 1 breaks down housing types within the City.

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Mobile Homes	0	1	3	2	0	8	1	0	9	3	0
Single-family detached	28	19	34	31	54	113	57	85	44	52	104
Multi-family	17	32	20	0	8	16	2	102	126	0	0
Total Housing Units	45	52	57	31	59	138	70	200	176	55	104

Table 1

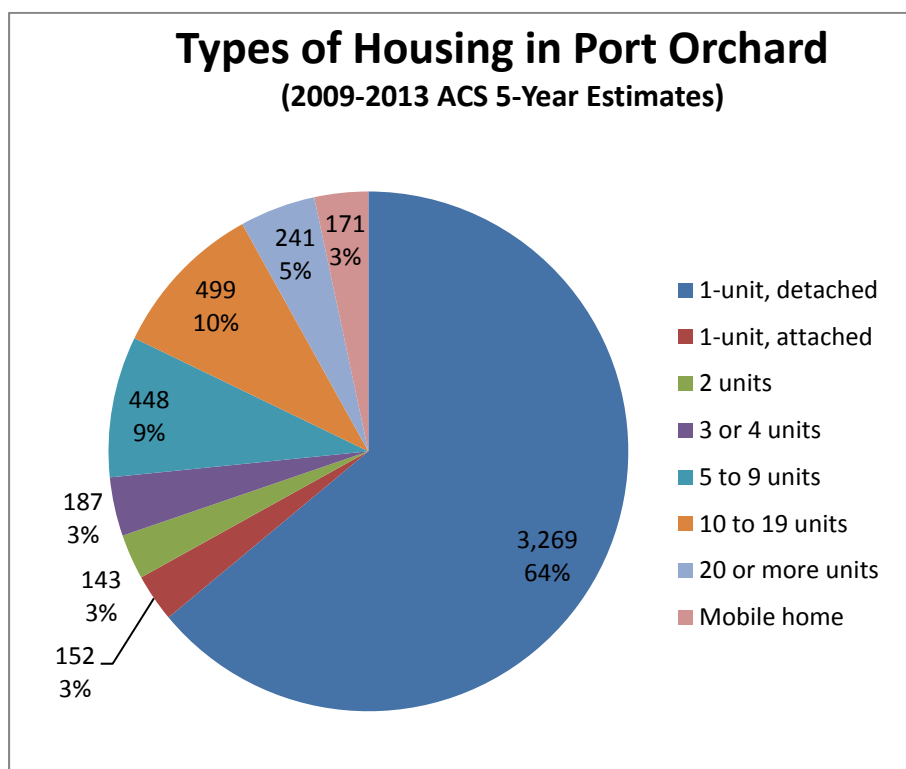


Figure 1

According to the American Community Survey, in 2014 the median value of owner-occupied housing units in Port Orchard was \$246,100. This represents a decrease from the 2010 estimated median value of \$275,200.



The percentage of owner occupied housing has experienced a dramatic shift from 2000 to 2010 according to the US Census. Owner-occupied housing was in the minority in 2000 at only 44.2%, while renter-occupied housing comprised 55.8%. By 2010 this number had completely switched with owner-occupied housing accounting for 55.8% of the housing stock and renter-occupied housing stock at 44.2%. This shift is largely due to the McCormick Woods annexation in 2009. The owner-occupied/rental ratio has remained approximately the same through 2014.

3.3 Demographics

The City's demographic profile is based on the 2010 US Census, supplemented by the 2014 American Community Survey and the 2016 population estimates from the Washington State Office of Financial Management (OFM). OFM estimates the City's population to be 13,510 as of April 2016.

Port Orchard's community has:

- 81% white/Caucasian population, slightly lower than Kitsap County (83%) and slightly higher than Washington state (77%).
- 7% persons of Hispanic/Latino population, slightly higher than Kitsap County (6%), and slightly fewer than Washington state (11%).
- 49% percent males and 51% females.
- The largest population group (42%) are "working age" persons between 25-54 years of age. Children under 5 are 10% of the population and seniors over 75 are 7% of the population.
- A median household income of approximately \$56,000, which is slightly less than the median income for Kitsap County (\$62,000) and Washington state (\$60,000).
- Approximately 17% of the population has an income below the Federal Poverty Level, which is slightly higher than Kitsap County (11%) and Washington state (14%).
- Comparable monthly housing costs (\$1,206/mo) to Kitsap County (\$1,238/mo) and Washington state (\$1,177/mo).
- A comparable percentage of renters (37%) to Kitsap County (33%) and Washington state (37%).

3.4 Population Growth, Allocations, and Capacity

3.2.1 Population Growth Allocation

Port Orchard is designated as a Small City in Vision 2040 (PSRC December 2009). Using the vision 2040 framework, Port Orchard was provided a population growth allocation through the Kitsap Regional Coordinating Committee's (KRCC) adopted Countywide Planning Policies. The allocation that was adopted for Port Orchard for the 2010-2036 planning period was 8,235 additional people for a 2036 population of 20,558. Based on American Community Survey data for 2014, the average number of persons per household is 2.59. This means that 3,180 additional units of housing are needed between 2010 and 2036.

One of the primary goals of the GMA and subsequent plans such as Puget Sound Regional Council (PSRC) Vision 2040, Kitsap County Comprehensive Plan, and this Plan, is to manage growth effectively. To achieve that, a land capacity analysis needed to be performed to determine how many potential housing units could be developed or redeveloped on current land.. The complete countywide population allocations are shown in Table 2 as follows:

Table 2

Jurisdiction	Census 2010¹	Population Growth²	2036 Targets³
City of Bremerton	37729	14288	52017
Bremerton UGA	9082	4013	13095
Total Bremerton	46811	18301	65112
City of Bainbridge Island	23025	5635	28660
City of Port Orchard	12323	8235	20558
Port Orchard UGA	15044	6235	21279
Total Port Orchard	27367	14470	41837

City of Poulsbo	9222	1330	10552
Poulsbo UGA	478	3778	4256
Total Poulsbo	9700	5108	14808
Central Kitsap UGA	22712	7764	30476
Silverdale UGA	17556	5779	23335
Kingston UGA	2074	2932	5006
UGA (Includes Cities) Total	145434	63800	209234
Rural Non-UGA	105699	16638	122337
Total County	251133	80438	331571

(Taken from Adopted Kitsap Countywide Planning Policies, November 25, 2013 - Appendix B Population Distribution)

1 - 2010 Census data reflects incorporated city and UGA boundaries as of August 31, 2012.

2 - Population growth reflects new residents through the 2036 planning horizon.

3 - Changes in city or UGA boundaries during the planning horizon may affect the population distributions. This table may be updated periodically to reflect such changes. These updates do not constitute policy changes to the CPP's and will not require adoption and ratification by member agencies.

3.2.2 Buildable Lands Capacity

The Kitsap County 2014 Buildable Lands Report found that the City of Port Orchard has room to develop, through vacant or underutilized lands, a total of 5,285 dwelling units, or enough space for 13,688 residents using a variety of housing types, assuming 2.59 people per housing unit. This means that the city has sufficient capacity to accommodate its growth allocation developed under the Vision 2040 framework, but also that it has surplus capacity which could potentially allow the city to exceed its growth allocation. The City's Population Capacity is shown in Table 3:

<u>City of Port Orchard</u>	<u>Population Capacity and Demand</u>
<u>2025/2036 Population Capacity</u>	<u>13,688</u>
<u>2010-2036 Allocated Population Growth</u>	<u>8,235</u>
<u>Net 20-Year Population Capacity (+ or -)</u>	<u>5,453</u>
<u>UGA Pop. Capacity/Demand Ratio</u>	<u>1.66</u>

Table 3

3.2.3 Current and Projected Growth and Performance

The growth allocation described in section 3.2.1 provided a target of 8,235 people that need to be accommodated between 2010 and 2036. As part of the City's 2016 Periodic Update, the city has the benefit of reviewing the 2010-2015 population growth data to evaluate its performance in accommodating its population allocation. At a PSRC presentation to the PSRC Regional Staff Committee on February 18, 2016, PSRC indicated that Port Orchard had grown, excluding annexation, at a total rate of 12.6% for the 5 year period as shown in Figure 2 below.



Figure 2

Since the City's most recent annexation in 2012, the City grew at a rate of 2.5% per year as shown in Table 4 below. Given the characteristics of the areas annexed by the city, including numerous entitled projects, the growth rate for the city after its most recent annexation is the best available data for projecting the city's future growth rate.

Population	Dates
12,870	1/1/2013
13,150	1/1/2014
13,510	1/1/2015
Growth Rate	Description (Result)
2.5%	Compound average annual growth rate since 2013. Last annexation 7/12.

Table 4

Using the assumption that the current 2.5% growth rate will remain steady, the City is able to project that its 2036 population would be 22,138 people. This projection is 1,580 people above the city's growth allocation. If the City were to hit its growth target, it would need to grow at 2.1% annually through 2016.

The City is unable to project whether its 2010-2015 growth rate will accelerate or decelerate, but it is able to monitor its performance towards meeting its allocation targets and can take reasonable measures to bend the trend if necessary. In 2015, the City took some steps which may have an effect on its growth rate. It adopted traffic impact fees for the first time as well as a robust concurrency management system to replace its previously very limited concurrency management system. The ordinances serve to ensure that growth pays for expanded transportation, water, and sewer system capacity need to serve that growth, or, that in the absence of adequate facilities, project permits be denied. As the City monitors its rate of growth, it could take other reasonable measures to bend the trend including but not limited to lowering transportation level of service LOS standards to accelerate growth, or, postponing capital projects in the City's CIP to slow growth rates.

3.3 Goals and Policies

The ability of the region to provide various housing opportunities for residents in and around Port Orchard is very important. Limited housing opportunities adversely impact housing choice, economic development, neighborhood/community image and pride. Creating policy language that champions housing availability and affordability across all income levels serves to foster these concepts. This section seeks to establish basic policy principles related to housing availability and affordability.

Port Orchard strives to:

Goal 1. Ensure that the City’s housing stock responds to changes in desired housing types based on demographic trends and population growth.

- Policy HS-1 Identify a sufficient amount of land for housing, including but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and foster care facilities.
- Policy HS-2 Support the development of a variety of housing types, including apartments, townhomes, mixed-use (residential and other uses) and live-work development, small-lot and zero lot line single-family homes, and manufactured homes, as well as traditional single-family homes, through innovative planning, efficient and effective administration of land and building codes, and, where available, applicable financial assistance.
- Policy HS-3 Monitor official and estimated population and housing data to ensure zoning and development regulations reflect market demands.

Goal 2. Ensure that housing is affordable and available to all socioeconomic levels of Port Orchard residents.

- Policy HS-4 Adopt zoning and development regulations that will have the effect of minimizing housing costs and maximizing housing options.
- Policy HS-5 Support the development of housing and related services that are provided by regional housing programs and agencies for special needs populations, especially the homeless, children, the elderly, and people with mental or physical disabilities.
- Policy HS-6 Consider reducing permitting fees for development which provide affordable housing as defined by the Washington Administrative Code (WAC) section 200-120-020.
- Policy HS-7 Consider the creation of zoning and other land use incentives for the private construction of affordable and special needs housing as a percentage of units in multi-family development.
- Policy HS-8 Consider adopting incentives for development of affordable multi-family homes through property tax abatement in accordance with 84.14 RCW, focusing on designated mixed-use local centers with identified needs for residential infill and redevelopment.

Goal 3. Encourage the clustering of new housing developments in designated mixed-use Centers where residential uses are co-located with commercial uses.

- Policy HS-9 Implement minimum residential density requirements in centers of local importance in order to increase land and infrastructure efficiency.
- Policy HS-10 Encourage the development of vertical multi-family housing above ground floor commercial uses within centers of local importance.
- Policy HS-11 Encourage the development of a mix of housing types within walking and bicycling distance of public schools, parks, transit service, and commercial centers.

Goal 4. Promote the efficient provision of municipal infrastructure and services to new housing developments.

- Policy HS-12 Require that new housing developments occur concurrently with necessary infrastructure investments.
- Policy HS-13 Establish an orderly process of annexation informed by the need for infrastructure investments that will ensure levels of service to new residential areas are not diminished.

Goal 5. Promote the efficient use of residential land in order to maximize development potential.

- Policy HS-14 Implement zoning and development regulations which encourage infill housing on empty and redevelopable parcels.
- Policy HS-15 Allow the development of residential accessory dwelling units (ADUs) and detached accessory dwelling units (DADUs) in appropriate residential areas with sufficient public facilities to adequately serve additional residents.
- Policy HS-16 Consider increasing maximum housing densities and implementing minimum housing densities in appropriate areas.

Goal 6. Formulate and implement innovative development regulations and design standards that maintain and strengthen neighborhood character.

- Policy HS-17 The City shall identify formal neighborhoods throughout Port Orchard, with boundaries based on building types and styles, history, topography, school locations, commercial development, and other relevant features of the environment.

- Policy HS-18 Consider programs to preserve or rehabilitate neighborhoods and areas that are showing signs of deterioration due to lack of maintenance or abandonment.
- Policy HS-19 Consider commercial building design standards that establish and protect neighborhood character.
- Policy HS-20 Seek federal, state, and other funding for the renovation and maintenance of existing housing stock.
- Policy HS-21 Provide information and assistance to property owners of historically significant housing to encourage preservation of these cultural resources.

Goal 7. Improve the time associated with processing and approving proposed development while ensuring housing and design standards are suitable for maintaining an efficient, attractive and safe housing supply.

- Policy HS-22 Streamlining the permitting process for development by implementing policies and procedures that reduce the length of time involved in plan approval.

Goal 8. Provide on-going support to homeowners to preserve, maintain and improve their properties in order to enhance the quality and character of neighborhoods and the overall City.

- Policy HS-23 Consider developing programs that encourage and assist property owners to improve the quality and aesthetics of their housing units.

Goal 9. Ensure that future residential development protects and maintains natural ecosystems and critical areas, including wetlands, streams, and wildlife habitats.

- Policy HS-24 Consider developing and implementing flexible development standards for housing being proposed in the vicinity of critical areas to meet both the goals of housing targets and environmental protection.
- Policy HS-25 Encourage energy efficient housing types that conserve non-renewable energy and help minimize impact on air quality and climate.
- Policy HS-26 Prioritize residential growth in centers of local importance.

Goal 10. Monitor population growth rates to ensure that the City is accommodating its share of regional growth as allocated in the Countywide Planning Policies.

- Policy HS-27 If the City's growth rate falls below 2.1% annual growth, the rate at which the City would need to grow at in order to hit its 2036 growth target, the city should consider adopting reasonable measures such as reducing adopted transportation levels of service, impact fees, or accelerating growth related projects within the City's Capital Improvement Program.
- Policy HS-28 If the City's growth rate increases from the 2.5% growth rate experienced from 2013-2015, the City should consider adopting reasonable measures including increasing transportation level of service standards, impact fees, or delaying projects within the City's Capital Improvement Program.

Chapter 4. PARKS

4.1. Introduction

This Parks Element of the 2016 Comprehensive Plan Update provides direction and guidance, based on citizen input, in order to improve and maintain the City's existing parks and create new parks to meet the needs of a growing population. This document is a reflection of the community's vision, goals and expectations regarding existing City park facilities and future

parks. This Parks Element has been developed as a collaborative effort with input from members of the public, elected and appointed officials, and Planning Department staff. The Element was updated to reflect current (2015) data, facilities, and population, with the planning horizon projected to 2036.

The Parks Element, in conjunction with the Comprehensive Parks Plan, is the guiding document that the City will use to achieve its goals of providing parks, open space, active recreation opportunities, and related services to meet the needs and expectations of Port Orchard's citizens. The Parks Element serves as a guide for general improvements to the park

system while the Comprehensive Parks Plan provides more detailed plans for a City-wide Park and trail network and specific plans for individual parks. The City of Port Orchard regulatory and non-regulatory decisions and programs, as well as budget decisions related to parks, should be consistent with this Parks Element and with the Comprehensive Parks Plan. Used in this way, comprehensive parks planning minimizes conflict in decision-making and promotes coordination among programs and regulations to best serve the whole Port Orchard community.

Over the next twenty years, the City of Port Orchard plans to focus on maintaining existing

Parks Vision

Parks and green space are essential components in the fabric of a vibrant city. Our safe and well-maintained parks and recreation facilities knit the community together, stabilize and enhance residential neighborhoods and add vitality to the downtown while encouraging and supporting increased shoreline access and recreation.



parks facilities while slowly expanding to meet future needs, To meet the needs of a growing community for parks, trails, recreation and open space, maintenance of existing facilities and creation of new facilities would be funded by annual budget expenditures, grants, impact fees and other financial means available to the City. The Port Orchard Comprehensive Parks Plan is the planning document that allows the City to budget its resources to meet the goals and objectives for municipal parks.

Although the emphasis is to maintain the existing park system, the number of parks and trails will need to increase to meet the demands of the new population. Based on the levels of service identified in the City's Parks Plan, over the next 20 years the City should acquire a minimum of 5 additional acres for new parks, recreation and open space opportunities.

The City's goals within the 20 year planning horizon include non-motorized transportation options (trails and walking/bicycle paths) to connect the local centers established in the Land Use Element of the 2016 Comprehensive Plan Update and to provide all of Port Orchard's residents opportunities to enjoy active recreation and open spaces. The City continues to work toward expanding the non-motorized path along Sinclair Inlet as part of the regional Mosquito Fleet Trail. The City also plans, as funds become available, to update and expand the existing parks facilities to provide each local center with access to parks and recreation opportunities. Existing and future parks and trails are depicted on Map 1.

4.2. Public Involvement and History of Parks Planning

To ensure that the plan meets public needs, it is based on public input. Public opinion has been sought during Comprehensive Plan Updates and Parks Plan Updates for decades. City staff, appointed and elected officials have been gauging community opinions through surveys and public hearings since 1975. The entire community is invited to comment, which helps to introduce different perspectives into the policy and goal setting process.



2015 Parks Survey

In 2015, as a part of the 2016 Comprehensive Plan Update process, staff sent an online survey, created using Google forms, to City organizations, citizens

who have asked to be notified about Comprehensive Plan Updates, and elected and appointed officials. The 2015 Parks Survey was conducted to help update the Parks Element of the 2016 Comprehensive Plan (Vision Port Orchard) and the City's Parks Plan. It was

structured similarly to past parks surveys, but was only distributed in an online electronic format and included a variety of updated and new questions related to recent developments in parks planning. The goal of the survey was to provide guidance on how to plan, operate, maintain, and fund Port Orchard's parks over the next 20 years.

The survey was first announced via e-mail and the City's official Facebook page on July 20, 2015, and was closed August 23, 2015. A total of 184 respondents were recorded. The Vision Port Orchard e-mail list gained 73 new subscribers for an updated total of 263 subscribers. Survey respondents expressed a consistent desire for a



few key park features: walking/jogging/running paths, restrooms, picnic areas, and playgrounds. Other types of features, such as meeting areas and athletic facilities, received support as well but were discussed less in written comments. The results of the 2015 electronic surveys are included in Appendix G of the City's Comprehensive Parks Plan.

YMCA Feasibility Study

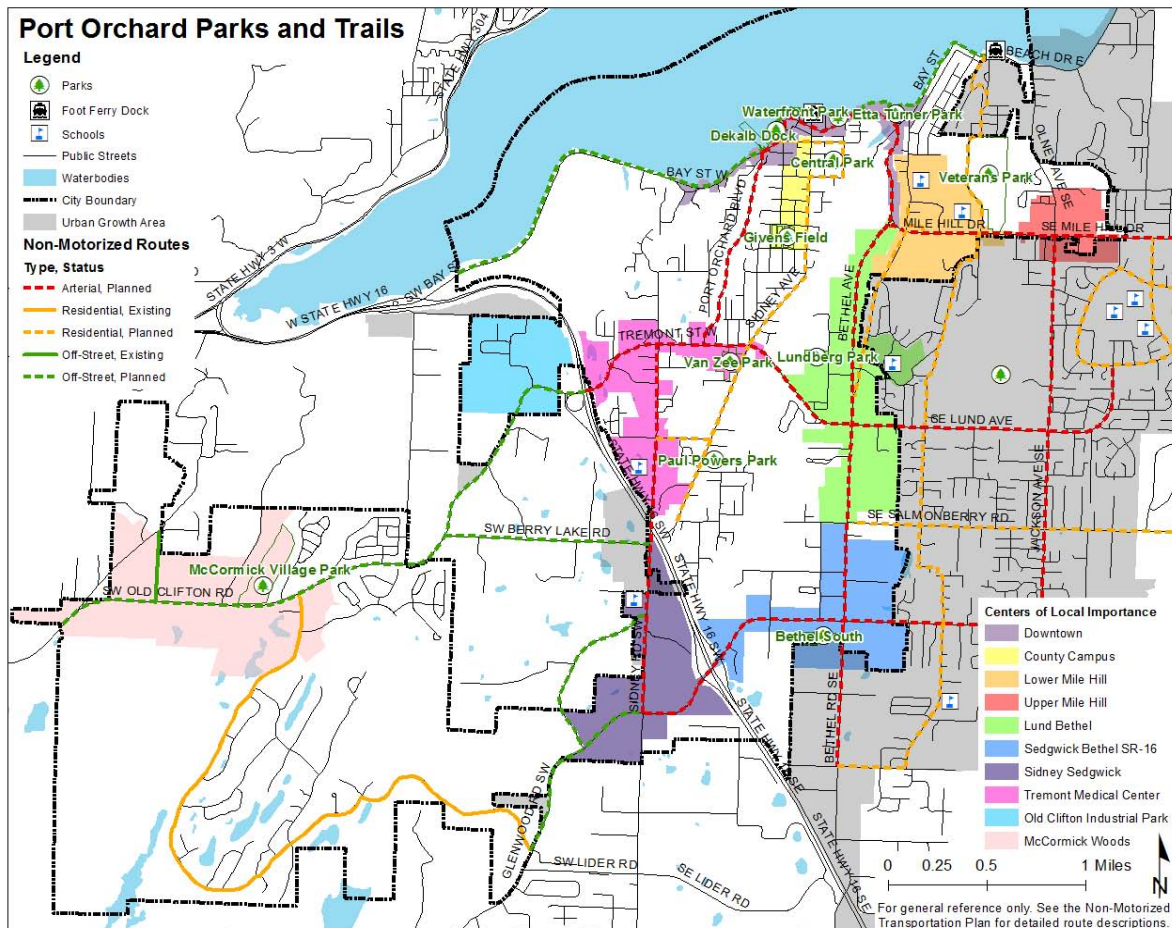
In 2016, the YMCA of Pierce and Kitsap Counties and several local agencies, including the City of Port Orchard, hired a consultant to conduct a study on the feasibility of developing a YMCA community center to serve the South Kitsap/Port Orchard community. The study included a telephone survey of 402 random residents of the local area. The study indicated that for themselves, adult residents are most interested in a swimming pool, cardiovascular and strength training equipment, and for their children and teens they are most interested in having a swimming pool, youth sports and a safe "meeting place". South Kitsap Regional Park (outside of the city limits) was the identified preferred location for the facility. The study suggested a strong demand for a YMCA in the identified area. It is anticipated that the City and other agencies will continue to explore this possibility in future planning and budgetary efforts.

4.3. Parks Vision – Connections

The City of Port Orchard 2016 Comprehensive Plan Update identifies ten (10) Centers of Local Importance. The vision of the Parks Element and Comprehensive Parks Plan is to ensure that every center contains and/or is connected to a park by safe non-motorized routes. The Port Orchard Parks and Trails map on the following page depicts existing park

facilities in relation to the ten local centers as well as the planned trail connections between local centers depicted with dashed lines.

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



Map 1: Parks and Trails are shown in relation to the City's Centers of Local Importance.

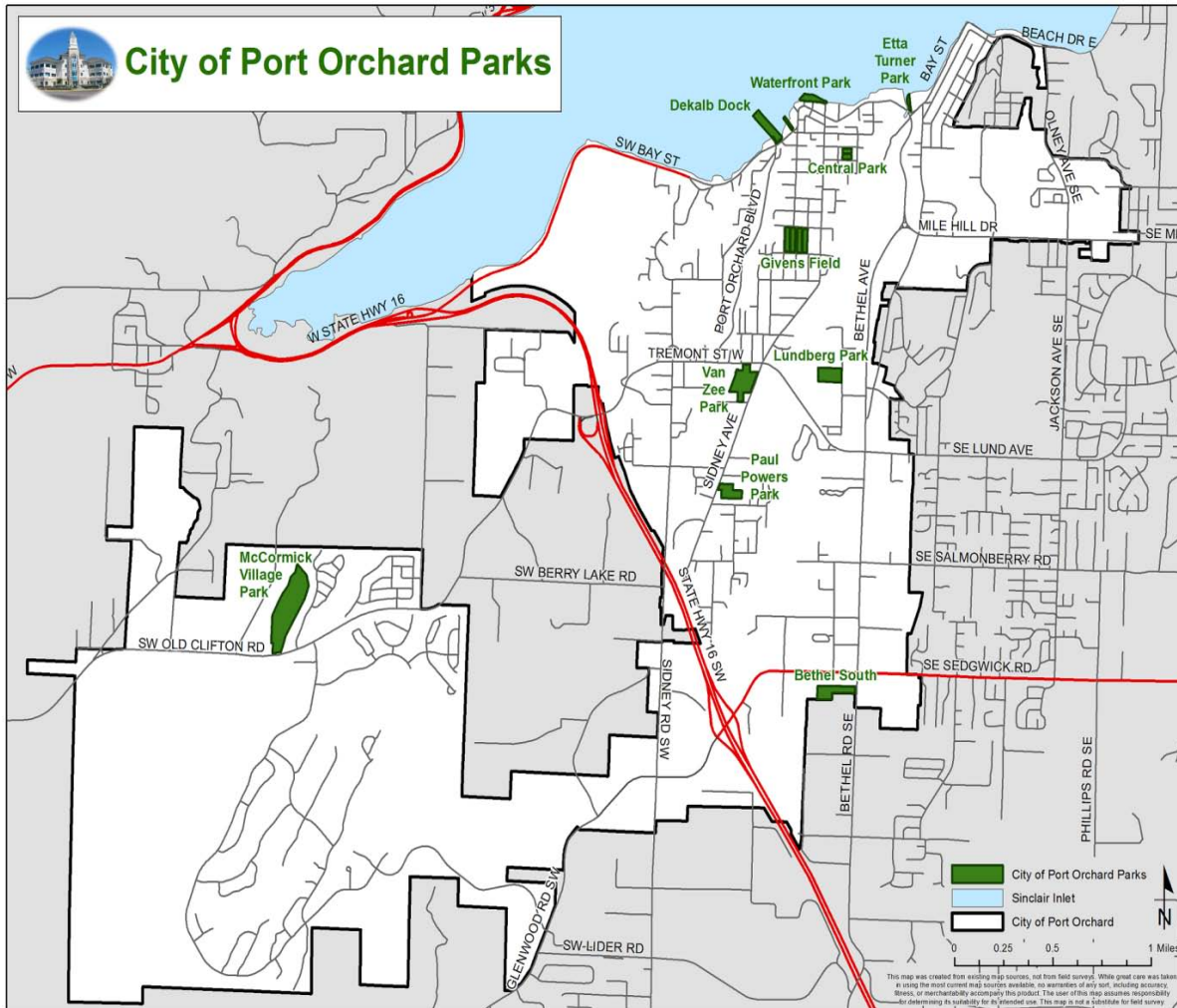
4.4. Existing Conditions

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.

Current Parks Facilities

Park Name	Size	Facilities
Van Zee	8.3 Acres	Picnic Areas and shelters, trails, two baseball diamonds, playground, sports field, lighted tennis courts, horseshoe court, restroom
Central/Clayton Park	1.4 Acres	Picnic tables, playground, sports field, basketball court, picnic shelter
Givens Field/Active Club	6.7 Acres	2 Baseball Diamonds (under lease, not available for public use), lighted tennis courts, lighted horseshoe courts, restrooms, picnic area, playground
Lundberg Park	4.8 Acres	Not open to the public, no facilities
Paul Powers, Jr. Park	3.75 Acres	Field, playground, basketball court
Boat Ramp	0.3 Acres	Municipal boat ramp, restroom, parking
DeKalb Pedestrian Pier	4.1 Acres	169 feet of pier, 359 feet of floats, picnic tables
Etta Turner Park	0.6 Acres	Gazebo, benches, view of Sinclair Inlet, trail connection
McCormick Village Park	28.6 Acres	Trails, restrooms
Seattle Ave Waterway Property	1.88 Acres *tidelands included	Trail connection
Waterfront Park	1.9 Acres	Sidewalks, picnic table, bench, viewing platform
Westbay Easements	N/A	Trail connection, beach access
Bethel South Property	5.3 Acres	Not open to the public, no facilities



4.5. Future Plans

A master park planning effort is needed to establish a long term vision and goals for the entire parks network, for non-motorized transportation linkages, and for specific City owned properties.

McCormick Village Park Improvements

Design and construction of Phases 2 and 3 of the McCormick Village Park are currently underway and planned for the near future.

Long Range Vision

The Port Orchard Community values its parks. To meet the long range population growth and needs of the Port Orchard community, there may be a need for dedicated staff to achieve the goals and policy objectives of this plan.

4.6. Challenges and Opportunities

Challenges

The City of Port Orchard faces a rapidly growing population. To provide adequate parks, trails and recreational opportunities for the growing community, the City is working to expand the McCormick Village Park, purchase the Seattle Avenue property to serve as a small park and trail connection for the Bay Street Pedestrian Pathway, and lease a landscaped area near the Westbay Center where public art will be installed. As the City's population and parks facilities grow, limited City resources, including staff time are taxed. In the future, the City may wish to contemplate creating a Parks Department.

The relative lack of safe non-motorized transportation infrastructure (i.e. walking and bicycling paths) within the city is identified as a significant issue in the Non-Motorized section of the Transportation Element. It is also a challenge for parks and recreation planning, as one of the City's identified goals is to create non-motorized trail and path connections between local centers, parks, the waterfront, and other areas where people live and work within the community.

Opportunities

The City of Port Orchard benefits from its proximity to centers for recreation, open space, and sports fields outside City Limits and/or held by other agencies or groups, such as the South Kitsap School District and Kitsap County. Creating and strengthening regional partnerships will enable Port Orchard and its partners to provide greater facilities and opportunities than would be possible alone.

The City of Port Orchard is already working with Kitsap County and other nearby jurisdiction to expand a regional water trail including shoreline access with launch points, rest areas, parking facilities. As identified in the Non-Motorized Transportation Plan, additional improvements to the City's non-motorized transportation network should be a priority, and will expand and enhance the ability of residents and visitors to enjoy an safe, interconnected system of parks and trails.

4.7. Goals and Objectives

The City of Port Orchard has maintained a consistent set of goals and objectives in its endeavor to provide recreational opportunities to the community. The overall goal of the Parks element is as follows:

To develop and maintain adequate and convenient Parks, Recreation, and Open Space areas and facilities for all age groups and to better serve both the existing and future population of Port Orchard and surrounding areas. This goal can be achieved by several objectives.

Objective 1: Increase public access to the marine shoreline.**Objective 2: Preserve active and scenic open space by:**

- a. enhancing and expanding park facilities
- b. discouraging obstructions of scenic views

Objective 3: Increase the size and number of parks and open spaces by:

- a. establishing partnerships with other agencies to jointly utilize public facilities
- b. promoting through public and private investments, the acquisition of open space facilities and assuring proper maintenance thereof
- c. using public input to develop plans for public parks
- d. providing for a mixture of active and passive open spaces within residential and commercial areas

As South Kitsap County and Port Orchard continue to grow, the importance of the limited recreational resources continues to increase. Greater population pressures demand well-defined goals and priorities. In order to achieve these comprehensive goals and objectives, concise and realistic goals must be specified:

Goal 1: Establish a coordinated and connected system of open space throughout the City that:

- Preserves natural systems
- Protects wildlife habitat and corridors
- Provides land for both active and passive recreation
- Increases opportunities for physical activity
- Preserves natural landforms and scenic areas
- Is accessible by a safe non-motorized transportation system

Policy PK-1 Preserve and enhance the natural and aesthetic qualities of shoreline areas while allowing reasonable development to meet the needs of residents.

Policy PK-2 Promote visual and public access to shorelines where it is not in conflict with preserving environmentally sensitive areas or protecting significant wildlife habitat.

Policy PK-3 Distribute parks and open spaces throughout the City, but particularly focus new facilities in or near:

- Designated centers of local importance that do not currently contain parks or open spaces

- Residential neighborhoods facing the greatest population growth where populations are currently or are projected to be underserved by existing parks facilities
- Areas where existing facilities are deficient
- Areas where connections could be made

Policy PK-4 Work with nearby jurisdictions and state, federal, and tribal governments to identify and protect open space networks to be preserved within and around Port Orchard.

Policy PK-5 Preserve environmentally sensitive areas to delineate neighborhood boundaries and create open space corridors.

Goal 2: Encourage the development and maintenance of open space and recreational facilities, where possible, in the established areas of the City.

Policy PK-6 Obtain and preserve open space areas and recreational facilities to meet established recreational levels of service and to link open spaces within a connected network accessible to the existing and future population of the City.

Policy PK-7 Preserve the ecological functions of the Blackjack Creek watershed, the shoreline, and adjacent areas in balance with residential, commercial, and other uses.

Policy PK-8 Shape and seek the right balance for urban development through the use of open space, thereby strengthening the beauty, identity, and aesthetic qualities of the City and surrounding areas.

Policy PK-9 Maintain and/or expand shoreline parks, including walking and biking trails, which would link the downtown core to the shoreline. Proposed walking and biking trails should also be designed to serve residential areas.

Policy PK-10 Encourage safe parks and recreational equipment by maintaining existing facilities.

Policy PK-11 Develop covered play structures whenever feasible to encourage use of parks and facilities in inclement weather.

Policy PK-12 Work with the Port of Bremerton to identify areas within the existing Port-owned waterfront parking lots that are suitable for conversion to open space. Upon mutual agreement of the parking areas to be converted, develop a plan for the creation of waterfront open space in these areas, with a focus on connection to existing and planned shoreline access points and pedestrian pathways.

Goal 3: To provide open space or natural landscaping throughout the City limits.

- Policy PK-13 Zoning ordinances shall identify and preserve open space areas.
- Policy PK-14 Landscaping, such as trees and shrubbery, should be included in the commercial areas of the City.
- Policy PK-15 Vacant municipal land not required for municipal services shall be maintained to provide a pleasing natural condition.

Goal 4: Neighborhood parks and recreational facilities should be conveniently located throughout the City.

- Policy PK-16 The Active Club should continue to be maintained and improved.
- Policy PK-17 A community recreation center should be encouraged.
- Policy PK-18 To ensure that the City's parks and recreational facilities are welcoming to all, new facilities shall be designed for accessibility to meet the requirements of the federal American Disabilities Act, and existing facilities should be retrofitted for increased accessibility where feasible and appropriate.
- Policy PK-19 Maximize the use of State and Federal grants for future improvements whenever possible.
- Policy PK-20 Coordinate with other governmental entities and civic organizations to provide new facilities to the public.
- Policy PK-21 Encourage commercial enterprises to establish facilities which are harmonious with the community vision and goals.

Goal 5: Athletic endeavors and organized sports should be encouraged throughout the community.

- Policy PK-22 Athletic fields should be supplemented with picnic and playground facilities to encourage family participation.
- Policy PK-23 Any vacant public land large enough for an athletic field should be considered for this purpose, when feasible.
- Policy PK-24 Private sports programs should be encouraged.
- Policy PK-25 Coordinate with sports councils and committees when possible.

Goal 6: The waterfront should be preserved and protected to enhance public use.

- Policy PK-26 Boat docks and marinas should be encouraged; however, these activities are not to be construed as the sole resource of the waterfront.
- Policy PK-27 Public access to the water is required for new municipal development, unless such access is shown to be incompatible due to reasons of safety, security or impact to the shoreline environment, and it should be provided for new commercial development unless such improvements are demonstrated to be infeasible or present hazards to life and property.
- Policy PK-28 Viewing decks and similar pedestrian-oriented structures are needed and should be constructed in the urban waterfront area.
- Policy PK-29 The Bay Street Pedestrian Path system should be maintained and expanded.
- Policy PK-30 Beach access should be identified and developed. This should be integrated with the Bay Street Pedestrian Path trail system and Kitsap Peninsula Water Trails system.

Goal 7. Provide a variety of water and shoreline related recreational opportunities for the public.

- Policy PK-31 The City, in conjunction with other agencies and organizations, should work to maintain and enhance existing recreational opportunities for the public.
- Policy PK-32 The City, in conjunction with other jurisdictions, should work to develop new and diverse water and shoreline related recreational opportunities for the public.

Goal 8. Provide open space within residential and commercial developments and preserve critical areas within open space.

- Policy PK-33 Buffers and open space should be a required design element in new developments.
- Policy PK-34 Steep slopes and sensitive areas within open space should be protected with critical area restrictions.

Goal 9. Promote the acquisition and maintenance of open space through public and private investment.

- Policy PK-35 Countywide open space acquisition should be encouraged.

Policy PK-36 Maintenance of City-owned open space should take precedence over acquisition of new City parks, unless the proposed park serves an identified need in the City's Parks Plan.

Goal 10. Enhance and expand existing park facilities.

Policy PK-37 Improvements in parks should be done continually.

Goal 11. Place and construct community entry monuments on arterial city entrances.

Policy PK-38 Maintain and landscape existing Gateway areas.

Policy PK-39 Install wayfinding signage according to wayfinding system plan.

Goal 12. Provide dedicated oversight and encourage citizen participation in planning for City parks and recreation facilities.

Policy PK-40 The City should establish a parks commission or similar citizen board that would review major parks development plans, proposals to purchase or sell City parks property, and related matters, and provide recommendations to the Planning Commission and City Council.

Policy PK-41 The City should consider creating a Parks Department to operate and maintain City parks and recreation facilities, and to plan and budget for future acquisitions and improvements.

Capital Improvement Program - Parks											
Park/Facility Name	Project Type*	Project Description	Proposed Project Cost	Possible Funding Sources**	2016	2017	2018	2019	2020	2021	2022
Van Zee Park											
	CD	Entry Sign	5,000	GF	\$5,000						
McCormick Village Park											
	PD	Phase 2 Construction PS&E	\$175,000	GR, IF	\$175,000						
	CD	Phase 2 Improvements, Entry Plaza, Culvert Removal, Ped. Bridge, Boardwalk, Picnic Shelter, Trails, Playground, Furniture, Accessories, Entry Sign	\$850,000	GR, IF		\$850,000					
	PD	Phase 3 Construction PS&E	\$200,000	GR, IF						\$250,000	
	CD	Phase 3 Construction, West Parking Lot and Entry, West Picnic Area and Restroom, Ampitheatre, West Playground, Viewing Tower (See McCormick Village Parks Plan)	\$1,500,000	GR, IF							\$1,500,000
Central/Clayton Park											
	MRI	Irrigation system	\$25,000	GF, RT, GR			\$25,000				
	CD	Entry Sign	\$5,000		\$5,000						
Givens Field											
		No projects planned.									
Lundberg Park											
	PD	Park Planning and design	\$175,000	GR, IF				\$175,000			
Paul Powers, Jr. Park											
		Phase 1 Improvements	\$50,000	GR, IF			\$50,000				
DeKalb Pier											
	CD	Phase 2 construction	\$900,000	GR	\$900,000						
Bay Street Pedestrian Path											
	AQ	Segment 3A acquisition	\$225,000	GR, IF	\$225,000						
	PD	Segment 3A pocket park planning	\$40,000	GR, IF					\$40,000		
	CD	Segment 3A pocket park construction	\$75,000	GR, IF						\$75,000	
Bethel South Property											
		No projects planned.									
Future Waterfront Park											
		No projects planned.									
Waterfront Parks and Open Space											
		Convert portions of existing parking lot to improved parks and open space	\$250,000							\$250,00	
Marina Observatory***											
		No projects planned.									
Seattle Avenue Property											
		No projects planned.									
Etta Turner Park											
		No projects planned.									
Water Street Boat Launch***											
		No projects planned.									
Total			\$4,475,000		\$1,310,000	\$850,000	\$75,000	\$175,000	\$40,000	\$325,000	\$1,500,000

* Project types include: (AQ) Acquisition, (PD) Planning, Design, & Permitting, (CD) Construction / Development, (MRI) Major Repairs and Improvements

** Possible funding sources include all of the following: (CB) WA Capital Budget, (D) Donations, (FA) Federal Appropriations, (L) Levy

, (GF) General Fund, (GR) Grants, (IF) Impact Fees, (RT) Reet Funds, (O) Other

*** Construction costs and maintenance paid for by Port of Bremerton

Chapter 5. Natural Systems

5.1. Introduction

Port Orchard, which is located on the Sinclair Inlet of Puget Sound, contains interconnected creeks, wetlands and urban forests that provide amenities for residents and key habitat corridors and environments for terrestrial and aquatic wildlife. The City of Port Orchard serves as chief steward of the city's environment, and is responsible for the implementation

of many federal and state environmental protection statutes. Through regulation, operating programs and incentives, the City actively works to protect the natural systems of the community and promote sustainable development.

Natural Systems Vision
Port Orchard embraces its stewardship of the environment and natural resources, by protecting and retaining natural systems and building for a sustainable future. The City encourages the preservation, restoration and enhancement of natural systems within its urban setting.

As Port Orchard continues to grow, development has the potential to negatively impact the city's environmental resources, particularly natural open spaces, water quality and tree cover. State law requires cities to plan for the protection of environmentally-sensitive areas (critical areas), such as wetlands, streams and geologically-hazardous areas. Environmental sustainability and responsible stewardship of natural resources

require a continually improved relationship between the developed and natural environments. The City supports an approach that includes:

- Minimizing the susceptibility of critical areas to damage.
- Minimizing the rate at which natural resources are consumed.
- Minimizing production of waste that can affect air, soil and water resources.
- Maximizing open space and opportunities for recreation.
- Protecting and encouraging the enhancement of greenbelts, habitat conservation areas and wildlife habitat corridors.
- Improving infrastructure systems to support healthy living for people and wildlife.

The City evaluates the impact of its administrative and legislative decisions on the urban environment, with particular attention to impacts on environmentally sensitive areas – and weighs the merits and costs of its environmental protection and enhancement against other important responsibilities (e.g., public safety, infrastructure needs and economic

development). Non-regulatory efforts to protect natural resources include habitat/open space acquisition and preservation, salmon recovery projects and monitoring, and water quality projects and monitoring.

The City recognizes the importance of protecting its unique natural setting while providing for the needs of the growing number of residents and businesses that call Port Orchard their homes. Port Orchard's attractiveness as a place to "live, work and play" depends on preserving the natural assets of the community while simultaneously nurturing economic growth and social vibrancy. Therefore, the City has and will continue to support standards that preserve the City's natural systems to protect public health, safety and welfare, and to maintain the integrity of the natural environment.



The Natural Systems element works in concert with other elements of the Comprehensive Plan, particularly Land Use and Parks, and within the framework of municipal financial planning. The City's Critical Areas Ordinance is the regulatory authority for development and activities within critical areas (wetlands, fish and wildlife habitat areas, geologically hazardous areas, frequently flooded areas, critical aquifer recharge areas). Critical areas are discussed in more detail in Section 5.3 below. In the City's shoreline jurisdiction, the Shoreline Master Program establishes a regulatory framework and planning policies that provides an additional layer of protection for the City's shorelands and aquatic resources.

5.2. Existing Conditions

Port Orchard enjoys a full range of natural systems, recreational areas, open space, and ecosystem connections. However, like most growing areas within the state, Port Orchard has experienced declines in tree canopy, water quality and the health of salmon populations, as well as increases in traffic congestion and surface water runoff from impervious surfaces.

Key elements of natural systems in the City are regulated critical areas, as defined by the state Growth Management Act (see Figure 1). Critical areas include the following areas and ecosystems:

- Wetlands
- Areas with a critical recharging effect on aquifers used for potable water
- Fish and wildlife habitat conservation areas
- Frequently flooded areas
- Geologically hazardous areas.

These areas are regulated through the City's Critical Areas Ordinance (POMC Title 18), and are protected with buffers and restrictions on development type and intensity. Critical areas also receive additional protection from other City regulatory and planning efforts for water quality, stormwater runoff, efficient use of land, and provision of urban services.



Special status wildlife are those designated by federal or state government agencies as endangered, threatened, proposed, candidate, sensitive and monitor species, and species of local importance in Kitsap County. Habitat used by these species for breeding, foraging or migration also requires protection. At present, listed species that have been documented in the Port Orchard vicinity include chinook, chum, coho, cutthroat, and steelhead salmonid species; smelt; sand lance; bald eagles; marbled murrelet; great blue heron; and Steller's sea lion.

Port Orchard also has a diverse and active shoreline. The City's waterfront contains a multitude of docks, marinas and water-dependent businesses, which provide economic vitality to the downtown merchants and the city as a whole, and provide needed services to citizens throughout the region. Maintaining the general health of the City's shorelines and aquatic areas is critical to maintaining a viable working shoreline and a marine attraction. As in other urbanizing areas around Puget Sound, water quality and populations of marine life have declined due to development impacts. The City supports the restoration of natural system processes and reduction of urban impacts that reduce the health of Sinclair Inlet and the City's shorelands. The Inventory and Characterization that was prepared for Port Orchard's Shoreline Master Program contains detailed analysis of the City's shorelines and regulated water bodies.

5.3. Critical Areas and Shorelines

5.3.1 Geologically Hazardous Areas

Within Port Orchard, geologically hazardous areas include unstable slopes over 30% grade, and areas of geologic concern include unstable slopes less than 30% grade and other slopes that meet criteria for high erosion potential, seismic hazard or groundwater seepage. Geologically hazardous areas are located along a number of stream banks and bluffs near the shoreline. Areas of geologic concern are widespread throughout the city and are often located in proximity to other critical areas such as wetlands and streams. Both geologically hazardous areas and areas of geologic concern areas are regulated through the City's Critical Areas Ordinance.

Engineering provides some solutions to environmental constraints associated with geologic hazards, but such solutions must be evaluated for suitability in individual circumstances. One of the most cost-effective methods of preserving slope stability is the preservation of

native vegetation and retention of forested conditions within and at the top of geologic hazard areas.

In addition to providing significant habitat value in areas of high opportunity (bands of steep slope areas extending throughout a city often provide habitat corridors in urbanized areas), the preservation of native and non-invasive vegetation and forest features helps prevent erosion, retains important soil binding root systems, and provides valuable open and green space. Along the shorelines, erosion of coastal bluffs replenishes beach sediments that are lost to tidal action, storms and surface runoff.

5.3.2 Frequently Flooded Areas

Flooding is caused by excess surface water runoff and is exacerbated when eroded soil from cleared land or unstable slopes reduces the waterway's natural capacity to carry water. Construction and development activity within the floodplain reduces the floodway capacity. Flooding is also exacerbated by king tides in conjunction with heavy rain and wind.



Flooding causes significant public safety problems, property damage, and habitat destruction. Small areas of floodplain exist within Port Orchard, generally along areas of Blackjack Creek, Wilson Creek and Ross Creek (see Figure 2). Under the Federal Flood Insurance Program, a limited amount of floodplain development is allowed if eligibility requirements are met; however, the City regulates land uses and land alteration activities to minimize development within floodplains and the potential for damage from flooding.

5.3.3 Fish and Wildlife Habitat Conservation Areas

Fish and wildlife habitat conservation areas are defined as those areas identified as being of critical importance to the maintenance of fish, wildlife, and plant species, including areas with which endangered, threatened, and sensitive species have a primary association; habitats and species of local importance; commercial and recreational shellfish areas; kelp and eelgrass beds; forage fish spawning areas; naturally occurring ponds and their submerged aquatic beds that provide fish or wildlife habitat; waters of the state; lakes, ponds, streams or rivers planted with game fish by a government or tribal entity or private organization; state natural area preserves and natural resource conservation areas. Areas that are critical for fish and wildlife are primarily conserved via regulatory means; other areas are primarily dealt with through non-regulatory, incentive-based approaches.



Designated fish and wildlife habitat conservation areas in Port Orchard include riparian corridors, wetlands, and naturally occurring ponds and lakes. Other lands may be given special consideration for fish and wildlife habitat if there is a primary association with an endangered, threatened or sensitive species. The City seeks to protect and sustain the existing natural functions of these areas and encourages the enhancement of areas that have been degraded in the past.

Streams and water bodies provide fish and wildlife habitat, convey stormwater flows, provide recreational opportunities, and enhance the community's aesthetic appeal. In recent years, large areas of Port Orchard's drainage basins have experienced rapid development, with a corresponding decline in surface water quality.

Blackjack Creek is the largest stream system in Port Orchard and extends into tributaries spanning an area of approximately 3 miles within the city limits. Blackjack Creek is the only stream within the City that falls within SMA jurisdiction based on flow rate, although a portion of both Ross Creek and Blackjack Creek estuaries are under SMA jurisdiction based on tidal influence. Blackjack Creek is one of the major fish producing streams in East Kitsap, and supports Chinook, coho, steelhead, cutthroat and summer chum (chinook and steelhead are ESA listed species). The summer chum run is the only native (non-hatchery) summer chum run known in the mid-Puget Sound area. Ross Creek is also a salmon stream and is surveyed annually for adult spawners.

In recent years, the City has taken steps to protect the Blackjack Creek corridor and encourage restoration, while continuing to allow and improve public enjoyment through trails and overlooks. Further protections for both Blackjack and Ross Creek are appropriate and will be implemented through development regulations.



5.3.4 Wetlands

Wetlands are integral to the local hydrologic cycle. They reduce floods, contribute to stream flows, and improve water quality. Each wetland provides various beneficial functions, but not all wetlands perform all functions, nor do they perform all functions equally well. Large wetlands, and wetlands hydrologically associated with lakes and streams, have a relatively more important function in the watershed than small, isolated wetlands.

Urbanization within a watershed diminishes the function of individual wetlands by increasing stormwater volume, reducing runoff quality, isolating wetlands from other habitats, and decreasing vegetation. Undeveloped land adjacent to a wetland provides a buffer to help minimize the impacts of urbanization. The long-term success in function of the wetland is dependent on land development strategies that protect and restore wetland buffers. Science indicates that an undeveloped vegetated buffer is equally as important as the wetland itself as it contributes to the function of the wetland by providing wildlife habitat, retaining stormwater, filtering sediment and pollution, and moderating water temperature.

5.3.5 Aquifer Recharge Areas

All of the City of Port Orchard's public water supply is obtained from wells. The City's Critical Areas Ordinance recognizes critical aquifer recharge areas around water system wellheads and in areas that are highly susceptible to groundwater contamination. These areas are protected through a combination of regulatory restrictions and low-density zoning.

Groundwater aquifers also supply water to lakes, wetlands, and streams and to private wells. An aquifer is a sizable and continuous body of porous material composed of sand, gravel or silt saturated with water and capable of producing usable quantities of water to a well. As required by federal law, this water is monitored and tested to ensure that it meets the high standards required for drinking water. Rainfall contributes to surface water and recharges the groundwater as precipitation infiltrates through the soil.

For water to be pumped on a sustainable basis, new water must enter the aquifer. Aquifers are recharged by rainwater infiltrating into the ground through permeable soils and by recharge from rivers, streams and lakes. Wetlands and natural areawide landscape depressions that allow water to stand also may aid in groundwater infiltration by slowing runoff and allowing it to seep into the ground when located in suitable areas. Development can lessen the water entering the aquifer by covering recharge areas with impervious surfaces or filling wetlands and natural depressions that contain standing water. Groundwater contamination may also result from development. Once groundwater is contaminated, it is difficult, costly, and sometimes impossible to clean up. Preventing contamination is necessary to avoid exorbitant costs, hardships, and potential physical harm to people.

As in any urban area, ensuring groundwater recharge and groundwater quality will be a continuing challenge as further urbanization occurs.

5.3.6 Shorelines

Shorelines within the City of Port Orchard include those portions of Sinclair Inlet lying within the city limits and all lands extending landward 200 feet from the ordinary high water mark, together with any associated wetlands, river deltas, and floodways associated with tidal waters. The City also has one creek, Blackjack Creek, which is regulated as a “shoreline of the state” due to its average flow level. The estuarine portion of Ross Creek and portions of two lakes (Big Lake and Square Lake) also qualify as shorelines of the state.

The Port Orchard vicinity is experiencing an increasing amount of urban development, which has affected the City’s shorelines. Sinclair Inlet is a shallow, poorly flushing estuary,



and the slow period of discharge and replenishment is a factor influencing its water and habitat quality in the inlet. Fecal coliform contamination, mostly from non-point source pollution, in addition to significant chemical contamination that includes high levels of mercury and PCBs have been documented in Sinclair Inlet.

Currently, existing impervious surfaces along portions of Bay

Street are not treated for stormwater runoff and flow directly into Sinclair Inlet. However, improvements are being made with adoption of Low Impact Development Standards and within the City’s Stormwater utility and updated NPDES permit programs.

The Inventory and Characterization section of the City’s Shoreline Master Program contains detailed recommendations for land use, zoning, restoration plans and other actions that could assist in restoring shoreline water quality and habitat functions.

5.4 Goals and Policies

General

Goal 1. Maintain accurate and scientifically sound development regulations that protect the City's natural resources, while allowing for compatible growth and development.

Policy NS-1 Maintain a Critical Areas Ordinance that protects surface water resources including fish and wildlife habitats and wetlands with special consideration for special status wildlife (listed species).

Policy NS-2 Utilize Best Available Science to improve the protection of and increase the accuracy of information about wetlands, flood plains, channel migration zones, watershed boundaries and stream locations and types.

Policy NS-3 Map wetlands, streams, fish and wildlife habitat conservation areas, geologically hazardous areas, frequently flooded areas, flood plains, channel migration zones, and the findings of professionally conducted local wetlands inventories into Critical Areas maps.

Policy NS-4 Develop and implement a mitigation banking program with coordination with state and federal agencies, with sites in multiple watersheds to mitigate for unavoidable impacts to wetlands, streams, and their buffers. Ensure that replacement of altered or displaced wetland or stream functions occurs within the drainage basin or service area identified by the department.

Goal 2. Protect the water quality, flows and ecological integrity of streams, wetlands, and Sinclair Inlet by appropriately regulating storm water and land use while allowing for compatible growth and development.

Policy NS-5 Protect marine and fresh surface water resources by ensuring that development, including rights-of-way, in critical areas is consistent with the Critical Areas Ordinance, Shoreline Master Program, and other applicable local, state and federal regulations.

Policy NS-6 Evaluate, avoid, minimize, and mitigate unavoidable impacts to surface water quality and quantity during the planning and development review process. Consider the cumulative impacts of existing and future development on surface water quantity and quality.

- Policy NS-7 Require native vegetation buffers along streams, marine and freshwater shorelines and wetlands to protect the functions and values of those surface waters.

Geologically Hazardous Areas

Goal 3. Protect the public health, safety and welfare from geologic hazards.

- Policy NS-8 Ensure that development in geologically hazardous areas occurs in a manner that minimizes hazard to health or property and minimizes impacts to the natural environment, including stream and shoreline processes.
- Policy NS-9 Protect public safety and health, maintain water quality and habitat, minimize erosion of soils and bluffs, and diminish the public cost of repairing areas from damage due to landslides, erosion and seismic activities through appropriate regulation and development conditions.
- Policy NS-10 Where information about extensive fill areas is known, depict fill areas as areas of geological hazard.
- Policy NS-11 Restrict development in geologically hazardous areas according to the Critical Areas Ordinance, unless the site is demonstrated by a qualified geotechnician to be suitable for building.
- Policy NS-12 Protect forested steep slopes and ridgelines designated as geologically hazardous areas.
- Policy NS-13 Require revegetation with appropriate native plant species and enhancement of existing native vegetation on steep slopes that have been cleared in violation of the Critical Areas Ordinance.

Goal 4. Consider geologically hazardous areas in assigning comprehensive plan designations and implementing zones.

- Policy NS-14 Maintain and update a City map for land use planning and regulatory purposes that depicts both Geologically Hazardous Areas and Areas of Geologic Concern, per the definitions in the Critical Areas Ordinance.
- Policy NS-15 Maintain and update a Critical Areas Ordinance that addresses land use controls in geologically hazardous areas.
- Policy NS-16 Base the geologically hazardous areas map on best available scientific information, such as the Coastal Zone Atlas of Washington, Quaternary

Geology and Stratigraphy of Kitsap County, and other available geotechnical reports.

- Policy NS-17 Update the geologically hazardous areas map regularly to reflect the latest information.
- Policy NS-18 Establish development standards in geologically hazardous areas that promote retention and maintenance of existing native vegetation and which discourages clearing of ridgelines and slopes to provide scenic vistas, and to ameliorate stormwater drainage impacts.
- Policy NS-19 Encourage location of building sites away from steep slopes and breaks in slope.

Critical Aquifer Recharge Areas

Goal 5. Safeguard the quality and quantity of long-term water supplies by preserving and protecting critical aquifer recharge areas through use of the appropriate regulatory means.

- Policy NS-20 Coordinate with the US Geological Survey, Kitsap County Health District, and the City Public Works Department to maintain and update the methodology and mapping used to identify Category I and Category II Critical Aquifer Recharge Areas.
- Policy NS-21 Limit land uses listed by the Environmental Protection Agency (EPA) Office of Groundwater and Drinking Water exhibit titled “Potential Sources of Drinking Water Contamination Index” within Category I Critical Aquifer Recharge Areas. Within Category II areas, require appropriate safeguards and/or mitigation for listed land uses.
- Policy NS-22 Require proposed projects that present a potential threat to critical aquifer recharge areas and groundwater quality to provide hydrogeologic information to evaluate the proposal, in accordance with adopted plans and regulations.
- Policy NS-23 Implement plans created to improve water resource management, using resources available to accomplish higher priority actions first.
- Policy NS-24 Take immediate action to correct or limit saltwater intrusion in areas with evidence of intrusion, and prevent saltwater intrusion in areas where hydrologic information indicates that saltwater intrusion is likely.

Wetlands

Goal 6. Protect the water quality, flows and ecological integrity of wetlands by appropriately regulating land uses and storm water through the development review process.

- Policy NS-25 The City's Critical Areas Ordinance shall protect existing wetland functions in order to maintain water quality, retention, and wildlife habitat. New development adjacent to protected wetlands shall be subject to vegetative buffers as identified in the Critical Areas Ordinance and other applicable development standards.
- Policy NS-26 Strive to achieve no net loss of wetland function in the short term, and a measurable gain of wetland function in the long term, in the following manner: Avoid direct impacts on wetlands and buffers; minimize direct impacts to wetlands and buffers; and mitigate impacts through creation, restoration, or enhancement of wetlands or buffers.
- Policy NS-27 Use of fencing, flagging, or tape to mark wetland boundaries, buffers, and construction setbacks during construction shall be required as a condition of the land use permit or building permit. No construction activity or mechanical equipment shall be allowed in these delineated areas.
- Policy NS-28 Identification of wetlands and delineations of their boundaries shall be done in accordance with the approved federal wetland delineation manual and applicable regional supplements, and the most recent version of the Washington State Rating System for Western Washington, or as required in the City's Critical Areas Ordinance.

Frequently Flooded Areas

Frequently flooded areas are defined as lands, shorelands, and waters that are within the 100-year floodplain as designated by the Federal Emergency Management Agency on Flood Insurance Rate and Boundary Maps.

Goal 7. Reduce the risk of damage to life, property, and the natural environment from flooding through appropriate regulatory means. Prevent development on floodplains that might have the potential to damage property or increase height, flow or velocity of floodwater.

- Policy NS-29 Avoid development in frequently flooded areas except when no conditions will be created which will be injurious to life, property or natural systems in times of flooding.
- Policy NS-30 Require improvements to existing structures within frequently flooded areas to be constructed using methods and practices that minimize flood damage.
- Policy NS-31 Minimize diking and bank protection that may alter the natural hydrology of streams, except where used to enhance habitat.
- Policy NS-32 Prohibit the construction of flood barriers that will unnaturally divert floodwaters or that may increase flood hazards in other areas.

Goal 8. Prevent land use in floodplains that may degrade water quality during times of flooding.

- Policy NS-33 Prohibit locating hazardous materials and solid waste facilities in floodplains.
- Policy NS-34 Coordinate with the Kitsap County Health District to identify failing septic systems and connect to sewer, where available.

Fish and Wildlife Habitat Conservation Areas

Goal 9. Preserve natural flood control, stormwater storage and drainage or stream flow patterns.

- Policy NS-35 Minimize habitat fragmentation and maximize connectivity of open space corridors when designating land use and zoning classifications, and reviewing development proposals.
- Policy NS-36 Identify and protect habitat conservation areas throughout the City, where appropriate.
- Policy NS-37 Coordinate with appropriate federal and state agencies, local tribal governments, and community organizations to refine and maintain thorough assessments of habitat types and areas with important habitat elements. Based upon these assessments, develop a habitat protection plan that identifies areas most in need of protection and restoration, with special consideration for special status wildlife species.
- Policy NS-38 Consider the potential development impacts to habitat conservation areas, plant communities, and fish and wildlife populations in designating land use and zoning classifications.
- Policy NS-39 Require appropriate native vegetative buffers along surface waters to protect fish and wildlife habitat. Larger or enhanced buffer areas may be

required to adequately protect priority fish and wildlife species. Buffer enhancement, restoration, and/or mitigation shall be required where buffers have been degraded or removed during new development.

- Policy NS-40 Review development applications located within identified habitat conservation areas and forward those that may pose a potential adverse impact to the appropriate agencies for review.
- Policy NS-41 Encourage developers to protect continuous corridors of native vegetation wherever possible, to disturb as little natural vegetation as feasible, and to enhance or restore wildlife habitat by transplanting or planting native vegetation in the developed landscape.
- Policy NS-42 Encourage redevelopment of areas within the City that were previously developed but that are now underutilized or vacant, to promote the highest and best use of existing properties and minimize new environmental impacts.
- Policy NS-43 Encourage cluster development to protect fish and wildlife habitat and, where possible, plan cooperatively with adjacent property owners to provide maximum habitat potential. Restoration of native vegetation within undeveloped areas of cluster development should be a requirement of such development.
- Policy NS-44 Encourage best management practices in the use of herbicides and pesticides near wetlands, surface waters or drainage ditches.

Goal 10. Maintain accurate and sound development regulations that preserve the biological diversity of Port Orchard and the Puget Sound.

- Policy NS-45 Improve mapping of critical areas and buffers throughout the City and the South Kitsap Urban Growth Area.
- Policy NS-46 Maintain a CAO and development regulations that protect habitat conservation areas and important habitat elements.
- Policy NS-47 Identify species of local importance within Port Orchard City Limits.

Goal 11. Preserve the biological diversity of Port Orchard and Puget Sound using non-regulatory means as appropriate.

- Policy NS-48 Maintain a citywide inventory of existing plant, fish, and wildlife habitat, including habitat for all species of concern identified by Washington

Department of Fish and Wildlife, and make information available to the public.

- Policy NS-49 Map priority conservation areas based upon a synthesis of existing citywide assessments of aquatic habitat quality, terrestrial habitat quality, and groundwater recharge potential. Work with appropriate state agencies, local tribal governments, and community organizations to refine and maintain thorough citywide assessments of habitat types and areas with important habitat elements. Based upon these assessments, develop a habitat protection plan that identifies areas most in need of protection and restoration, with special consideration for special status wildlife. Implement the habitat protection plan through the Parks Plan and other incentive-based, non-regulatory efforts. Where inventories are incomplete, make it a high priority to complete them.
- Policy NS-50 Minimize habitat fragmentation and maximize connectivity of open space corridors when implementing non-regulatory efforts.
- Policy NS-51 Work with other government jurisdictions to coordinate watershed management and habitat protection efforts for watersheds and corridors that cross jurisdictional boundaries.
- Policy NS-52 Ensure that the City's Parks, Recreation, and Open Space Plan is consistent with habitat inventories and habitat protection plans.
- Policy NS-53 Minimize impacts to fish and wildlife species when siting trail systems through habitat conservation areas.
- Policy NS-54 Encourage public-private partnerships and voluntary efforts to protect, restore, and enhance fish and wildlife habitat. Provide information about existing government and private programs pertaining to voluntary habitat protection, enhancement, and restoration.

Goal 12. Protect anadromous fish runs in the City of Port Orchard using appropriate regulatory means.

- Policy NS-55 Give special consideration to the protection of anadromous fish species when determining land use and zoning designations, and when developing and applying development regulations. Consider the relative importance of a stream's fisheries resource.

Goal 13. Protect and restore anadromous fish runs in the City of Port Orchard using appropriate non-regulatory means.

- Policy NS-56 Restore local salmon populations by participating in the West Sound Watersheds Council Lead Entity and the Puget Sound Partnership.
- Policy NS-57 Develop and implement recovery plans for anadromous fish and other listed species under the Federal Endangered Species Act. Work with appropriate state and federal agencies, local tribal governments, and community organizations and adjacent jurisdictions to identify deficiencies in City programs and regulations.
- Policy NS-58 Work with resource agencies, tribal governments, the County, and others to inventory nearshore areas, prioritize and implement restoration projects.
- Policy NS-59 Work with resource agencies, local tribal governments, the County, and others to inventory, prioritize, and restore fish blockages, degraded stream reaches, and wetlands.
- Policy NS-60 Support and coordinate volunteer stream and wetland restoration and preservation efforts.

Goal 14. Update the Ross and Blackjack Creek watershed plans to improve water resource management and implement improvements for ground and surface water quality and quantity in cooperation with tribal governments and interested citizens.

- Policy NS-61 Implement plans created to improve water resource management and monitoring, including the recommendations of the proposed Kitsap Peninsula (WRIA 15) Watershed Plan and Kitsap County Groundwater Management Plan, using resources available to accomplish higher priority actions first. Use watershed plans as a means of identifying projects with a broad base of community support and coordinating with neighborhood jurisdictions.
- Policy NS-62 Coordinate with other jurisdictions, agencies, and private landowners to reduce the impacts of non-point source pollution upon aquatic resources by implementing the recommendations of approved watershed action plans.

Goal 15. Develop a funding strategy and financing plan that uses a mix of local, state, federal and private funds to achieve conservation and restoration priorities.

- Policy NS-63 Develop locally-controlled long-term funding source(s) for natural resource protection and enhancement. Utilize these funds to the maximum extent possible to leverage grant funds.

Policy NS-64 Coordinate with Ecology, Kitsap Public Utility District, Kitsap County, area tribal governments, and other jurisdictions and government agencies to pursue funding for water resource management efforts.

Goal 16. Comprehensively monitor water resources through non-regulatory means to ensure their long-term viability.

Policy NS-65 Ensure that local water resources are comprehensively monitored, paying special attention to aquifer recharge areas, groundwater levels, stream flows, and saltwater intrusion. Maintain a citywide water quality monitoring program.

Goal 17. Comprehensively manage water resources primarily through non-regulatory means to ensure their long-term viability.

Policy NS-66 Adequately maintain groundwater quantity to avoid saltwater intrusion and to protect in-stream flows for anadromous fish populations. Utilize BAS to determine desired streamflows and determine means of achieving those flows.

Policy NS-67 Seek opportunities to use reclaimed water for wetland augmentation, irrigation, stream enhancement, and aquifer replenishment.

Policy NS-68 Coordinate actions of the City of Port Orchard Public Works Department with other agencies and jurisdictions to improve runoff quality and reduce runoff flow rates. Utilize a basin approach to stormwater facility planning.

Policy NS-69 Ensure all existing City-owned stormwater facilities, and all new private facilities and culverts are properly designed, constructed and maintained to reduce the occurrence of flooding.

Policy NS-70 Employ best management practices in the City's use of herbicides and pesticides near surface waters or drainage ditches.

Policy NS-71 Educate City residents and businesses about the natural environment and the benefits of healthy surface and groundwater resources.

Shorelines and Aquatic Areas

Goal 18. Encourage shoreline diversity by recognizing the distribution and location requirements of housing, commerce, industry, transportation, public buildings, education, recreation and natural resources.

Policy NS-72 Encourage and support shoreline diversity through planned and coordinated development, which gives preference to water-dependent uses, maintenance of shoreline resource values, and continuing environmental protection.

Goal 19. Water-dependent and water-related commercial uses should be encouraged when the shoreline can accommodate such development.

Policy NS-73 Encourage and support water-related and water-dependent commercial uses that are environmentally compatible with the City's Shoreline Master Program and other shoreline and aquatic area protection policies and regulations.

Policy NS-74 Land use activities shall be sited and designed to minimize conflicts with and avoid impacts to the shoreline environment.

Policy NS-75 Encourage maritime dependent services and industry to remain and to improve their services while operating in an environmentally sustainable manner.

Goal 20. Increase public awareness of the historical, cultural and environmental influences of Port Orchard's shorelines.

Policy NS-56 Historical, cultural, educational or scientific areas should be identified, preserved and/or restored and shoreline development within them should be minimized.

Policy NS-57 Waterfront historical districts (those identified now and in the future), cultural resource areas and specific historic sites and structures should be integrated into zoning and planning maps and development regulations.

Policy NS-58 Public awareness of the historical, cultural and environmental influences of Port Orchard's shoreline should be increased through educational and interpretive projects.

Goal 21: When development or redevelopment of shoreline properties is proposed, the development proposal should include restoration of degraded shoreline habitat where feasible, consistent with the requirements of the City's shoreline master program.

Policy NS-59 Shoreline development proposals should include an analysis of potential opportunities for restoration of degraded shoreline habitat, including but not limited to opportunities for: removal of shoreline fill, bank armoring and overwater structures; re-establishing intertidal and riparian vegetation; and restoring tidal processes.

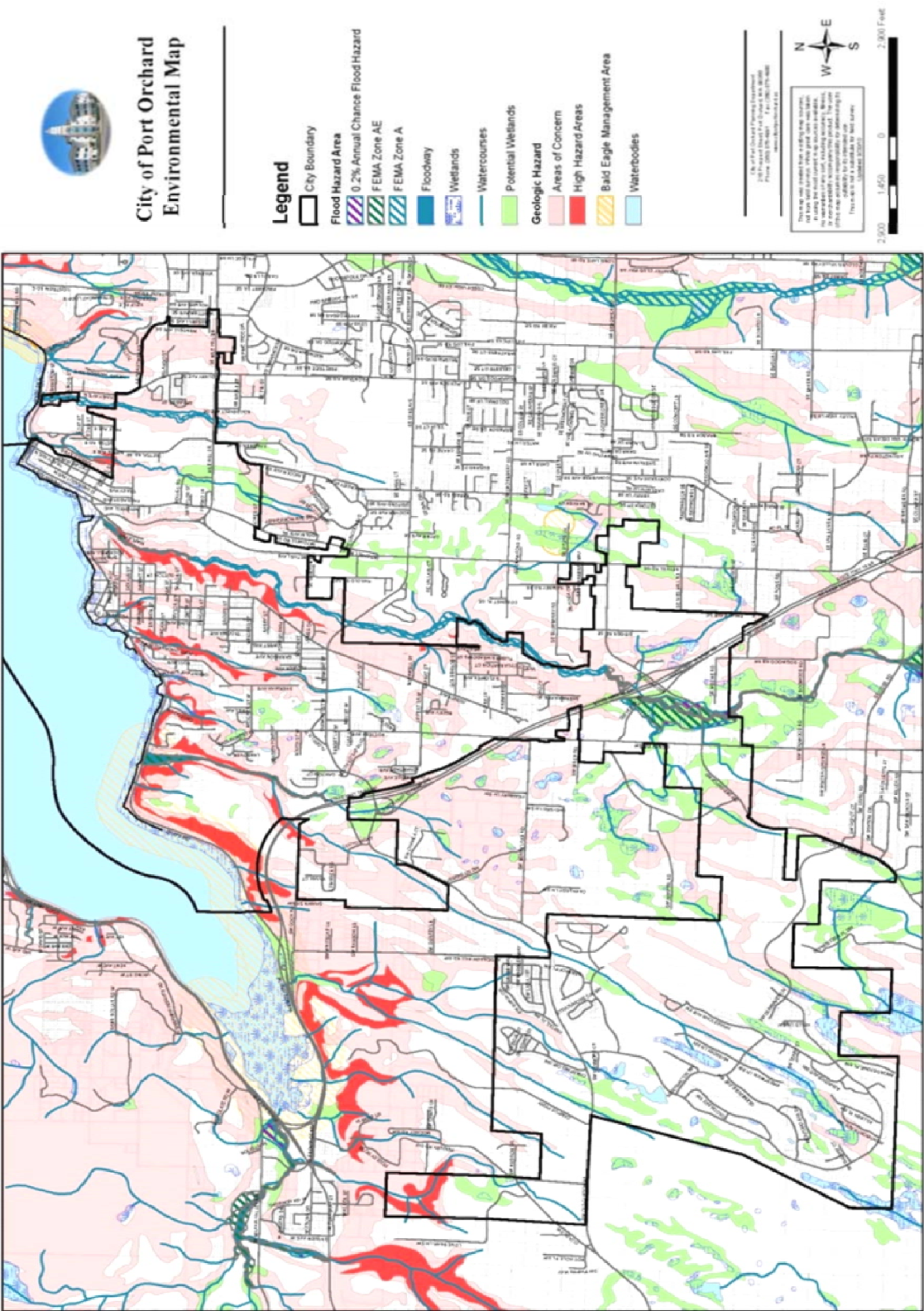
Policy NS-60 Shoreline development proposals should include an analysis of anticipated impacts to shoreline ecological functions, and should provide mitigation measures sufficient to ensure no net loss of such functions.

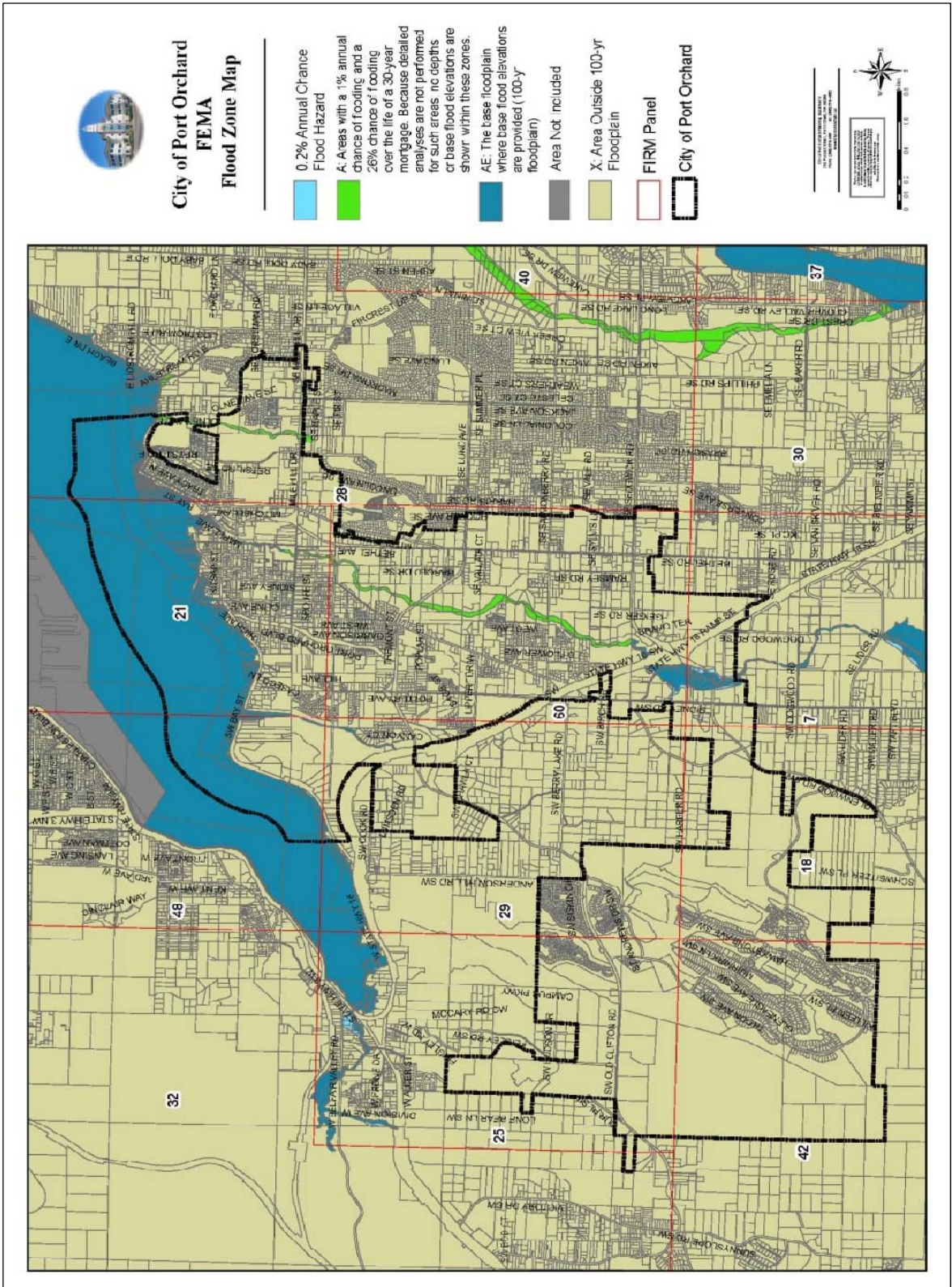
Goal 22: Manage land use and water resources so that shellfish and finfish that utilize marine and freshwater in Port Orchard are abundant and fit for human consumption.

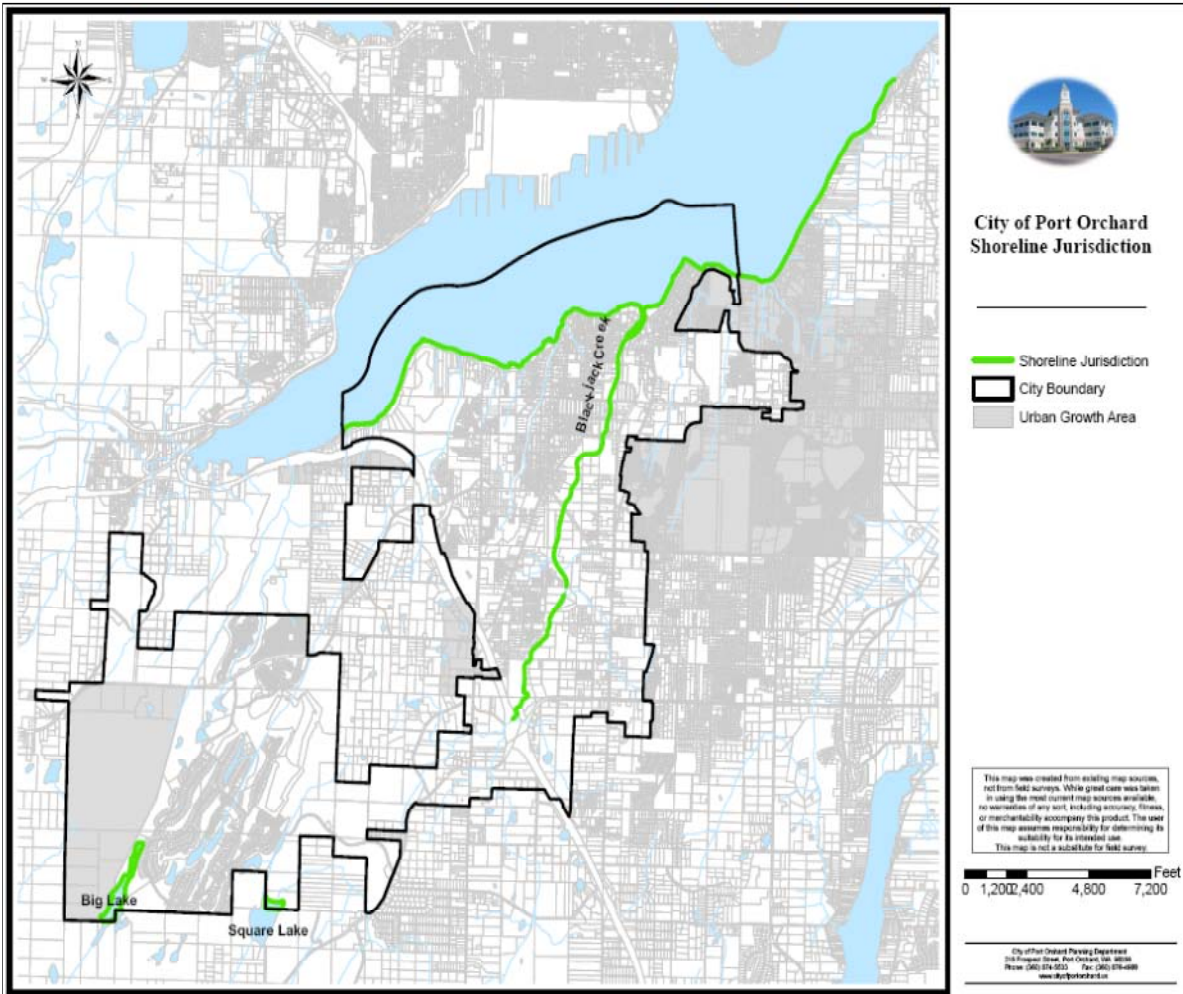
Policy NS-61: Maintain or improve water quality such that shellfish within Port Orchard are safe to consume.

Policy NS-62: Maintain or improve marine habitat such that there is no net loss of shellfish habitat quantity and quality within Port Orchard compared to a baseline of 1995.

Policy NS-63: Maintain or improve fresh, estuarine, and marine habitat such that there is no net loss of fin fish habitat quantity and quality within Port Orchard compared to a baseline of 1995.







Chapter 6. Economic Development

6.1 Introduction

The purpose of the Economic Development element is to outline the City's goals and policies for types, intensity, and location of employment, commercial services for residents, and industrial

businesses. This chapter also outlines goals for balancing environmental protection and economic growth, creating connections with the business community, and improving the overall economic state of Port Orchard. In addition, this chapter will briefly discuss employment goals in Port Orchard and the potential benefits of the City as an employment center.

The 2004 Port Orchard Economic Development Plan, which was primarily focused on the downtown area, also established an economic vision for the future of Port Orchard as a whole:

Economic Development Vision

Plan for a vital, sustainable economy with a diversity of jobs and businesses that create a healthy local employment and economic base, supported by an appropriate range of land uses.

- Unify the business community.
- Establish investment priorities.
- Plan for a vital sustainable economy.
- Work in concert with current plans and processes.
- Continually strives to promote, attract, and maintain a diversity of jobs and businesses to create a dynamic, diverse, and vigorous employment and economic base.
- Honor and value Port Orchard's unique maritime past.

This element provides goals and policies to guide development, identify key goals and opportunities, and designate appropriately zoned land for development of primary employment. The comprehensive plan promotes economic development by designating a diverse mix and appropriate range of commercial, office, and residential land uses that, in turn, will provide opportunities for businesses to locate within close proximity to residents and create living wage jobs that contribute to a healthy local economy.

Local economic policy also plays a strong role in balancing the needs of growth and protection of our environment. Areas designated for economic development must have easy access to necessary public facilities such as utilities and highways, yet have a limited impact on environmentally sensitive areas such as streams and wetlands.

6.2 Economic Conditions

6.2.1 Geographic Setting

Port Orchard is well located. It is only a 10 minute ferry ride or 20 minute drive from the county's largest city, Bremerton, and the Naval Base Kitsap . From Bremerton, a one-hour ferry provides a connection to downtown Seattle, the economic and cultural center of the Pacific Northwest. Among cities in Kitsap County it is the closest to international export terminals at the Port of Tacoma. The city is a one-hour drive from the region's main international airport in SeaTac and is also near Bremerton National Airport and the surrounding industrial center.

Port Orchard has taken advantage of its many miles of waterfront. Water-dependent businesses include boat maintenance, sales, and moorage in several public and private marinas.

6.2.2 Population

The City has been steadily growing ever since its incorporation in 1890. As of 2015, Port Orchard's population was 13,510. The Kitsap Regional Coordinating Council's Countywide Planning Policies have allocated the City a share of the region's expected 20 year growth, amounting to an increase of 7,048 people between 2016 and 2036 (8,235 people from 2010-2036). This is not a population growth projection, but rather tells the City how many new residents it must plan for by way of zoning regulations and infrastructure capacity. The County's total allocation is established in Vision 2040 using population estimates derived from the U.S. census.

Year	City Population	
Decennial Census		Average Annual Change
1900	254	—
1910	682	16.9%
1920	1,393	10.4%
1930	1,145	-1.8%
1940	1,566	3.7%
1950	2,320	4.8%
1960	2,778	2.0%
1970	3,904	4.1%
1980	4,787	2.3%
1990	4,984	0.4%
2000	7,693	5.4%
2010	11,157	4.5%
Yearly Estimates		Annual Change
2011	11,440	2.5%
2012	11,780	3.0%
2013	12,870	9.3%
2014	13,150	2.2%
2015	13,510	2.7%

Figure 1 – Port Orchard population

The Kitsap Buildable Lands Report shows Port Orchard has a capacity for 10,358 more people during the planning period, which indicates a net surplus land supply for 2,123 people. Technically, this surplus means the City is not bound to implement any significant changes to its land use and zoning regulations to accommodate its allocated growth. However, It is prudent to begin planning now so that the City grows responsibly and uses its developable land efficiently.

Another consideration is the population of the South Kitsap Urban Growth Area (UGA), the land around the City that has been designated for eventual annexation into Port Orchard. The Kitsap Countywide Planning Policies show the UGA population in 2010 was 15,044, and the County has allocated it an increase of 6,235 people by 2036. The Buildable Lands Report shows the UGA has a capacity of 6,297 people through the planning period, only slightly more than the UGA's allocation.

If the City were to annex all of its UGA by 2036, it would have to provide infrastructure and services for over 40,000 residents, three times Port Orchard's current population. This has significant implications for the City's economic development policies and its provision of public services. Even if the city doesn't annex these areas, many of the residents living in the UGA work, shop, recreate, and travel in Port Orchard. As such, the city must consider the proximity of these areas and impacts to the city from this population when making decisions.

6.2.3 Employment

As of 2014, the Puget Sound Regional Council reports that Port Orchard hosts 7,336 jobs. This data is derived from the Washington State Employment Security Department. The largest share, at 40.7%, is in services, a broad category that includes jobs in technical and scientific services, health care and social assistance, arts and entertainment, and accommodations and food services. Retail jobs makes up the second largest share at 20.8%. Government jobs rank third at 18.4%, which is attributable to Port Orchard being the county seat. The sector breakdown is shown below in Figure 2.

Current Port Orchard Employment (PSRC 2014)				
NAICS Code	Classification	Sector	Number	Percent
44, 45	Commercial	Retail	1,523	20.8%
52, 53		Finance, Insurance, and Real Estate	219	3.0%
51, 54-56, 61, 62, 71, 72, 81		Services	2,899	39.5%
Public sector, excluding education		Government	1,353	18.4%
61		Education	452	6.2%
11, 21, 23	Industry	Construction and Resources	0	0.0%
31-33		Manufacturing	88	1.2%
22, 42, 48, 49		Wholesale Trade, Transportation, and Utilities	74	1.0%
Total*			7,336	100.0%
* Total value is greater than sum due to data confidentiality measures				

Port Orchard Allocated Employment Growth (Kitsap BLR 2010-2036)				
NAICS Code	Classification	Sector	Number	Percent
44, 45	Commercial	Retail	211	6.7%
52, 53		Finance, Insurance, and Real Estate	2,013	64.3%
51, 54-56, 61, 62, 71, 72, 81		Services		
Public sector, excluding education		Government	347	11.1%
61		Education		
11, 21, 23	Industry	Construction and Resources	176	5.6%
31-33		Manufacturing	250	8.0%
22, 42, 48, 49		Wholesale Trade, Transportation, and Utilities	135	4.3%
Total			3,132	100.0%

2036 Port Orchard Employment Estimate					
NAICS Code	Classification	Sector	Number	Percent	Percent Change
44, 45	Commercial	Retail	1,734	17.8%	14%
52, 53		Finance, Insurance, and Real Estate	5,131	52.7%	65%
51, 54-56, 61, 62, 71, 72, 81		Services			
Public sector, excluding education		Government	2,152	22.1%	19%
61		Education			
11, 21, 23	Industry	Construction and Resources	176	1.8%	#DIV/0!
31-33		Manufacturing	338	3.5%	284%
22, 42, 48, 49		Wholesale Trade, Transportation, and Utilities	209	2.1%	182%
Total			9,740	100.0%	33%

Figure 2 - Port Orchard employment estimates.

Port Orchard has also been allocated a set amount of employment growth by the Kitsap Countywide Planning Policies. As required by the Kitsap Countywide Planning Policies, Appendix B-2, between 2010-2036 the City must plan for an additional 3,132 jobs, with 2,571 of those being commercial jobs and 560 being industrial jobs. An estimate of job growth by sector is shown above in Figure 2 .

Almost two-thirds of the allocated employment growth is based on increased jobs in finance, insurance, real estate, and services. The City must also plan for manufacturing jobs to nearly quadruple, though the actual number is relatively small. Residents have voiced support for enabling light industrial activities in established commercial areas, while there is less support for locating new heavy industrial businesses in Port Orchard. The City should strike a balance between being open to new industries and encouraging them to locate in the Puget Sound Industrial Center-Bremerton, a nearby industrial park within the City of Bremerton.

The 2014 Kitsap County Buildable Lands Report found that Port Orchard currently has the capacity for 5,569 additional jobs, which is 2,437 more than the allocation. This indicates Port Orchard has plenty of undeveloped or underutilized land that can support future employment growth.

Jobs capacity is determined by calculating the amount of additional commercial and industrial square footage that can be accommodated within the City. The total developable building area within Port Orchard is over 2.6 million square feet for commercial jobs and nearly 600,000 square feet for industrial jobs. These areas are then divided by the average square feet per employee in Kitsap County to find the total jobs capacity.

6.2.4 Wages

Wage data for Port Orchard is not directly available, but the U.S. Bureau of Labor Statistics does collect data for all of Kitsap County. While this can be generally applied to Port Orchard, it should be noted that these numbers may not account for local differences and that wage and employment conditions change over time. However, many Port Orchard residents work outside of the city in Bremerton and other job centers in the county, including numerous military installations. This data is dated May 2013.

Occupation title	Employment	Employment per 1,000 jobs	Location quotient	Median hourly wage	Mean hourly wage	Annual mean wage
United States Total	132,588,810			\$16.87	\$22.33	\$46,440.00
Washington State Total	2,827,200			\$19.67	\$25.04	\$52,090.00
Kitsap County Total	77,850			\$20.16	\$23.59	\$49,070.00
Management	2,630	33.732	0.68	\$46.42	\$48.07	\$99,980
Business and Financial Operations	3,850	49.423	0.98	\$33.38	\$34.17	\$71,070
Computer and Mathematical	1,490	19.158	0.69	\$36.32	\$37.85	\$78,740
Architecture and Engineering	4,140	53.184	2.96	\$39.54	\$40.05	\$83,310
Life, Physical, and Social Science	1,010	12.976	1.52	\$32.82	\$33.47	\$69,610
Community and Social Service	1,400	17.927	1.25	\$18.21	\$19.89	\$41,370
Legal	430	5.486	0.7	\$23.77	\$30.53	\$63,510
Education, Training, and Library	4,820	61.921	0.98	\$23.78	\$23.96	\$49,840
Arts, Design, Entertainment, Sports, and Media	760	9.806	0.74	\$21.88	\$24.24	\$50,430
Healthcare Practitioners and Technical	4,480	57.522	0.98	\$32.17	\$36.16	\$75,210
Healthcare Support	3,010	38.655	1.31	\$14.70	\$15.81	\$32,890
Protective Service	1,700	21.886	0.89	\$23.88	\$24.82	\$51,630
Food Preparation and Serving Related	7,520	96.629	1.08	\$9.82	\$11.57	\$24,070
Building and Grounds Cleaning and Maintenance	2,330	29.948	0.93	\$13.29	\$14.24	\$29,630
Personal Care and Service	2,230	28.617	0.95	\$11.04	\$13.59	\$28,270
Sales and Related	7,660	98.44	0.93	\$12.80	\$15.78	\$32,830
Office and Administrative Support	11,460	147.245	0.91	\$17.01	\$18.23	\$37,920
Farming, Fishing, and Forestry	100	1.222	0.37	\$13.10	\$14.67	\$30,520
Construction and Extraction	5,080	65.308	1.7	\$27.20	\$27.33	\$56,840
Installation, Maintenance, and Repair	4,730	60.797	1.57	\$27.66	\$27.07	\$56,300
Production	3,440	44.165	0.67	\$24.02	\$23.98	\$49,880
Transportation and Material Moving	3,580	45.955	0.68	\$17.67	\$17.77	\$36,960

Figure 3 – May 2013 countywide wage data (http://www.bls.gov/oes/current/oes_14740.htm#00-0000).

The county has higher than average concentrations of those working in: architecture and engineering; life, physical, and social sciences; community and social service; healthcare support; food service; construction and extraction; and installation, maintenance, and repair.

The average hourly wage in the county is \$23.59, and the average annual wage is \$49,070, both of which are lower than the averages across Washington State but higher than the national averages. The highest paying jobs include those who work in: management; architecture and engineering; computers and mathematics; and healthcare.

With this 2016 Comprehensive Plan update, Port Orchard is adopting a living wage target, defined as an hourly wage that can comfortably pay for the costs of living. Living wages vary between places and may be lower, equal, or higher than local or state minimum wages. The living wage calculator developed at the Massachusetts Institute of Technology defines the following living wages for Kitsap County.

Hourly Wages	1 Adult	1 Adult 1 Child	1 Adult 2 Children	1 Adult 3 Children	2 Adults (One Working)	2 Adults (One Working) 1 Child
Living Wage	\$9.87	\$22.37	\$26.53	\$33.93	\$16.62	\$20.40
Poverty Wage	\$5.00	\$7.00	\$9.00	\$11.00	\$7.00	\$9.00
Minimum Wage	\$9.32	\$9.32	\$9.32	\$9.32	\$9.32	\$9.32
Hourly Wages	2 Adults (One Working) 2 Children	2 Adults (One Working) 3 Children	2 Adults	2 Adults 1 Child	2 Adults 2 Children	2 Adults 3 Children
Living Wage	\$22.99	\$26.45	\$8.31	\$12.31	\$14.62	\$17.37
Poverty Wage	\$11.00	\$13.00	\$3.00	\$4.00	\$5.00	\$6.00
Minimum Wage	\$9.32	\$9.32	\$9.32	\$9.32	\$9.32	\$9.32

Figure 4 – 2015 living wage estimates (<http://livingwage.mit.edu/counties/53035>)

6.2.5 Businesses

Port Orchard has a variety of businesses that serve residents from throughout the greater South Kitsap region. Most shopping and service areas are characterized by large and recognized chains. Key commercial areas include the Bethel corridor, Mile Hill, and the Sedgwick/SR-16 corridor, where national retailers and grocery stores make up a large part of the city's tax base.

Port Orchard is also home to several business clusters. There are a number of healthcare facilities along the Tremont corridor that include medical centers and assisted living facilities. Located in the industrial park are manufacturers of building furnishings, electronics, and aerospace parts. The Kitsap County campus above downtown has a large concentration of government jobs, which attracts private firms specializing in engineering, land development and law.

There are also a variety of small businesses. Many residents take pride in that fact nearly all of the businesses on the core stretch of Bay Street are small and locally based. They include restaurants and eateries, a movie theatre, antique shops, bail bondsmen and a number of boutiques. Port Orchard also has many self-employed residents in home businesses.

6.2.6 Tax Structure

The City operates on an annual budget of \$35-40 million (\$38.8 million as of 2015). The budget is divided into multiple accounts that have dedicated funding sources, and each must have balanced revenues and expenditures each year. Much of the budget pays for Port Orchard's streets, water system, sewer system, and stormwater system, which are vitally important to maintaining quality of life and the local economy. The "Current Expense" fund is perhaps the most visible to the public, as this fund is supported by property and sales taxes and primarily pays for the operations of each City department.

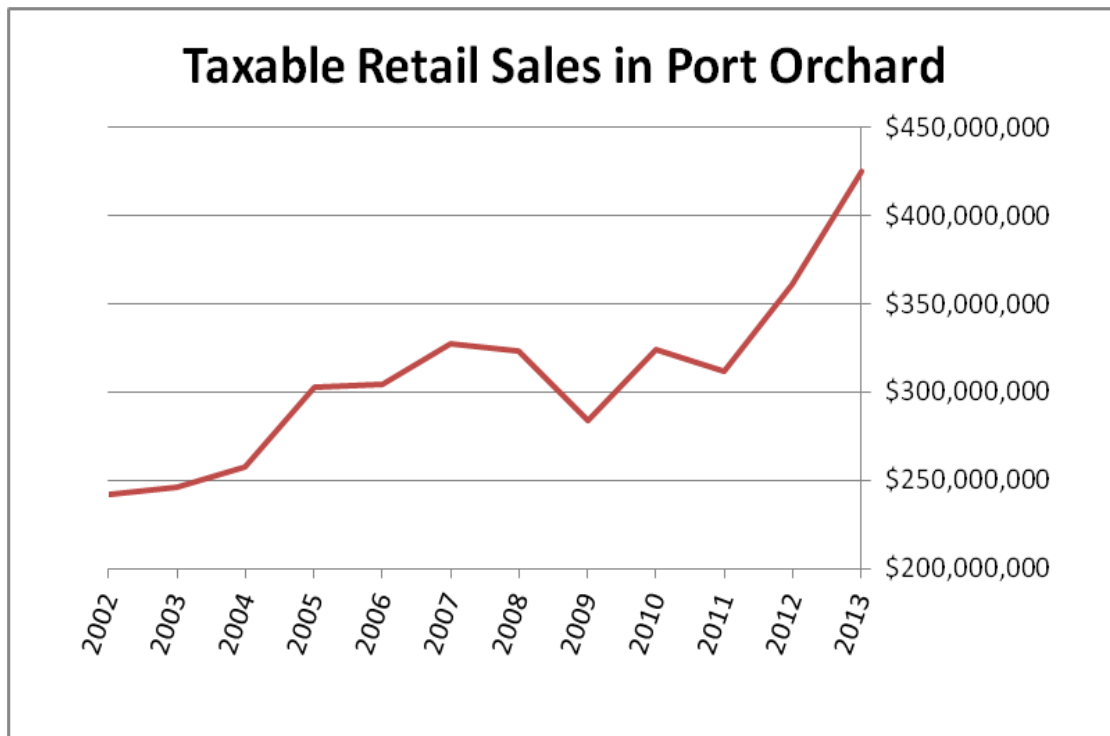


Figure 5

The sales tax rate in Port Orchard is 8.7% and breaks down as follows:

State: 6.5%
 City of Port Orchard: .84%
 Criminal Justice: .10%
 Kitsap County: .15%
 Kitsap Transit: .80%
 County Jail Expansion: .10%
 Emergency Communications: .10%
 KC Mental Health Treatment Services: .10%
 State Administration Fee: .01%

Taxable retail sales indicate consumer spending in Port Orchard is rapidly increasing from the depressed activity that characterized the 2008 economic recession. Part of the increase in sales activity is also attributable to annexations of commercial areas over the last decade, especially the Bethel corridor in 2012.

As of 2015 the City's annual property tax is 1.72 cents per \$1,000 of assessed value. Other property taxes levied by a number of other local governments combine for a total rate of 11.63 cents per \$1,000 of assessed value. For a residential property assessed at the area's median value of \$201,260, the rate is equivalent to \$2,342 per year.

6.3 Challenges

VISION 2040 calls on local governments to address the obstacles and special needs related to economically disadvantaged populations. Within the City, this would include addressing the needs of residents whose income is below the living wage estimates shown in Figure 4.

The City is committed to improving the economic conditions of its residents by providing opportunities for living-wage businesses to locate and grow within the City, by supporting educational and vocational training opportunities, by promoting efficient land use with housing, jobs and mass transit in proximity to each other, and by encouraging development and maintenance of affordable, adequate housing options to serve a variety of household types. Emphasis is placed on providing these services within designated local centers where a need for revitalization, infill development, and/or improvements to transportation facilities have been identified.

6.4 Public Input

A survey conducted in mid-2014 collected public input on strategies and projects that Port Orchard may pursue to foster economic development over the next 20 years. The results of the survey were used to update this element, evaluate existing goals and policies, and put forward new goals and policies. The survey also provided more detailed feedback on the centers strategy laid out in the land use element, input on some short term capital projects, and the marketing and shopping environment of Port Orchard.

6.5 Goals and Policies

This plan addresses Economic Development in several categories, each with associated goals and policies which provide the primary foundation for this Economic Development element, supporting both the overall vision of the Comprehensive Plan and the needs and desires of the community.

Goal 1. Support a diversified economy that provides primary living wage jobs for residents, supported by adequate land for a range of employment uses, and which encourages accomplishment of local economic development goals.

- | | |
|-------------|---|
| Policy ED-1 | The City shall maintain an adequate inventory of land to accommodate targeted employment growth. |
| Policy ED-2 | The City shall enable the establishment of new businesses and the expansion of existing businesses through fair, consistent, and timely permitting processes. |
| Policy ED-3 | Encourage new economic development opportunities that utilize regional infrastructure, including highway, rail, aviation, and marine links between Port Orchard, the Puget Sound Industrial Center-Bremerton, the Port of Tacoma, Naval Base Kitsap and the greater region. |

Policy ED-4 Promote business opportunities that utilize and attract the availability of a highly skilled workforce and geographic proximity to military facilities.

Policy ED-5 Promote business opportunities that provide on-the-job training, educational opportunities, and other means of assistance for disadvantaged populations to achieve living-wage employment.

Goal 2. Encourage new commercial development to occur within designated centers of activity near housing, multi-modal transportation connections, and urban services.

Policy ED-6 The City shall encourage residential and commercial growth in mixed-use local centers where job opportunities and a diverse mix of retail and office activities are concentrated.

Policy ED-7 The City shall prioritize economic development and redevelopment in local centers.

Policy ED-8 The City shall review its Overlay district regulations to streamline permitting and facilitate new development.

Policy ED-9 The City shall encourage the continuation and marketing efforts of downtown events and holiday festivals.

Policy ED-10 The City shall implement a citywide wayfinding system that directs residents and visitors to civic and commercial centers of local importance.

Goal 3. Encourage growth and diversification that maximizes employment and improves the opportunity for residents to both work and live in Port Orchard.

Policy ED-11 The City shall implement long-term economic policies that support the needs of employers while meeting diversification and employment objectives and improving the City's tax base.

Policy ED-12 The City should improve economic competitiveness by developing incentives for business growth, expansion, and relocation, and by utilizing tools such as tax incentives and modernization and streamlining of development regulations.

Policy ED-13 The City shall strive to ensure its future employment allocation is met with primary jobs, which produce goods or services principally sold to clients outside of the City, to support the creation of secondary jobs, which produce goods or services principally sold to clients within the City.

Policy ED-14 Attract a variety of retailers, services, and light industry to provide diverse shopping and service opportunities.

Goal 4. Promote and support a healthy, diverse economy that provides for a strong and diverse tax base, maintains an industrial base, and encourages the retention, attraction, and expansion of business in Port Orchard.

- Policy ED-15 Recognize the arts as a contribution to the economic diversity of Port Orchard. Prefer local, qualified artists for public art commissions.
- Policy ED-16 Recognize and encourage tourism as a growing contribution to the economic diversity of Port Orchard.
- Policy ED-17 Encourage small business enterprises and cottage industries.
- Policy ED-18 The City shall allow traditional home occupations as permitted by local regulations, including live-work units.
- Policy ED-19 Maintain Port Orchard as a unique and significant waterfront destination with recreational and retail opportunities for tourists and residents.
- Policy ED-20 The City shall study the need and feasibility of designating a limited number of waterfront properties for future light industrial development. Such designations shall be consistent with the goals and policies of the Shoreline Master Program.
- Policy ED-21 The City shall support the full utilization and build out of industrially zoned properties in the Port Orchard Industrial Park. Explore streamlined permitting processes for future development.

Goal 5. Increase residents' ability to enjoy a high quality of life and access to healthy living opportunities, such as locally produced food, nearby grocery stores, parks and open space, and safe streets for walking and bicycling.

- Policy ED-22 The City shall ensure its land use code permits urban agriculture and community gardens.
- Policy ED-23 Encourage the continuation and expansion of the Port Orchard Farmer's Market into a year-round event, and identify other sites around the City that could be used for additional farmer's markets.
- Policy ED-24 Support the local food economy and its capacity to grow, process, and distribute food within Port Orchard and through the South Kitsap area, and encourage local restaurants and food retailers to buy and sell local products.
- Policy ED-25 The City shall ensure that local mixed use centers allow for neighborhood scale grocery stores and restaurants to ensure that the City's residents have access to healthy food options.

Policy ED-26 The City shall prioritize pedestrian, bicycle and transit facility improvements that connect grocery stores, healthcare facilities, and general commercial centers with surrounding residential areas.

Goal 6. Provide a diverse mix and appropriate range of commercial, industrial, and business park uses within Port Orchard and South Kitsap area that will provide living wage jobs.

Policy ED-27 The City shall, through changes to the land use code, encourage mixed use developments within centers of local importance that will enhance the visual, economic, and environmental quality of these areas and improve the transition between commercial and residential districts.

Policy ED-28 The City shall require pedestrian orientation for non-residential uses and office or residential uses above ground floor retail uses within centers of local importance.

Policy ED-29 The City shall encourage the redevelopment of strip commercial areas through changes to the land use code, landscaping code, and signage code.

Goal 7. Balance business and industrial development with environmental protection and continue to maintain and enhance the quality of life in Port Orchard as growth occurs.

Policy ED-30 The City shall encourage new heavy industrial uses to locate in the Puget Sound Industrial Center-Bremerton.

Policy ED-31 The City shall encourage the use of “green” materials and techniques in all types of construction by adopting the US Green Building Council Leadership in Energy and Environmental Design (LEED) standard for public projects.

Policy ED-32 The City shall remove barriers that prevent innovative low-impact development strategies. Allow for multiple uses of landscaping and reduction in impervious surface areas, such as bioswales, porous paving, and vegetated roofs.

Policy ED-33 The City should encourage solid waste reduction by both residents and businesses.

Goal 8. Coordinate economic expansion so that it is concurrent with capital facilities, multi-modal transportation networks, and urban services, especially within centers of local importance.

Policy ED-34 Encourage the full utilization and development of designated commercial and industrial areas. Promote revitalization and redevelopment within existing

developed areas to take advantage of investments in existing buildings and infrastructure.

Policy ED-35 Reduce long-term and commuter parking on the City's downtown waterfront.

Policy ED-36 Support increased Kitsap Transit bus and foot ferry service during evenings and weekends year-round.

Policy ED-37 Encourage the provision of high-speed Internet service citywide, including deployment of fiber optic infrastructure and wireless internet, and require that new development and redevelopment allow fiber optic cable to locate in utility corridors and easements where feasible.

Policy ED-38 Encourage and incentivize the undergrounding of utilities where feasible.

Goal 9. Foster and facilitate partnerships and cooperation among government, private corporations, and nonprofit entities to promote the economic development goals and policies of Port Orchard.

Policy ED-39 As appropriate, work with other jurisdictions and agencies such as state and federal agencies, tribes, the Port of Bremerton, the cities, the Kitsap Economic Development Alliance (KEDA), Port Orchard Chamber of Commerce, and the Kitsap County Public Utilities Districts, in marketing and developing the City of Port Orchard.

Policy ED-40 The City shall, in collaboration with the Port of Bremerton and the City of Bremerton, study supporting the development of Puget Sound Industrial Center-Bremerton with sewer service to be provided by the City of Port Orchard.

Goal 10. Attract and encourage expansion of educational and medical institutions to assure a highly skilled work force.

Policy ED-41 Encourage the maintenance and expansion of public and private schools within Port Orchard to serve a growing population.

Policy ED-42 Encourage the development of higher education institutions within Port Orchard to provide vocational, technical, and postsecondary programs.

Policy ED-43 Encourage the development and expansion of medical institutions that serve a growing local and regional population while utilizing and attracting a highly skilled workforce.

Chapter 7. Utilities

7.1. Introduction

This Utilities Element of the 2016 Comprehensive Plan provides direction and guidance, based on consultant research and analysis in collaboration with City staff, to improve and maintain the City's existing utility system and develop additional utility infrastructure and capacity to meet the City's growth needs. This Element is based on 2015 data, facilities, population and projected growth patterns, with the planning horizon projected to 2036.

Utilities Vision

Develop and maintain public and private utilities to meet the needs of a growing population and a 21st century economy. Services are efficiently provided and available to the entire community. Utilities are sited, designed and operated in a manner that is consistent with surrounding land uses and maintains community character.

The state Growth Management Act (GMA) requires that comprehensive plans include a utilities element that indicates the general location of existing facilities, the proposed location of future facilities, and capacity of all existing and proposed utilities. The GMA also requires that public utilities shall be adequate to serve development at the time the development is available for occupancy and use, without decreasing current service levels below locally-established minimum standards.

Over the next twenty years, the City expects that utilities will need to be provided to approximately 24,000 residents of the incorporated City and urban growth area (UGA). Public and private utility providers must plan for the necessary infrastructure to rehabilitate aging systems, respond to growth, and adapt the changing technology and consumer behavior. Although the City does not control non-City managed utilities, such as telecommunications, natural gas and electrical service, it does regulate how private utilities are developed and managed within Port Orchard.

The Utilities Element, in conjunction with the City's functional plans for water, sewer and storm water management, is the guiding or strategy document that the City will use to achieve its goals of providing utilities at the appropriate levels of service to the City's existing and future residents and businesses. The Utilities Element serves as a policy guide for general maintenance and improvement of the utility system, and the City's functional plans include more detailed inventory and analysis, and specific recommendations for utility maintenance, improvement and future development. The City's regulatory and non-regulatory decisions and programs, as well as budget decisions related to utilities, should be consistent with this Element and with the City's functional plans.

Additionally, this element works in tandem with the Land Use Element and the Capital Facilities Element to ensure that Port Orchard will have adequate utilities available for projected growth, concurrent with the impacts of growth and development. Policies in this

Element also address environmental impacts, facilities siting and construction, economics, and design aesthetics.

7.2. City-Managed Utilities

Sewer

The City of Port Orchard owns, operates and maintains wastewater collection and conveyance facilities that take wastewater to the South Kitsap Water Reclamation Facility (SKWRF). The City has an interlocal agreement for wastewater treatment with the West Sound Utility District (WSUD), which operates the SKWRF. WSUD also provides sewer collection and conveyance to the eastern portion of the City and the City's UGA.

There are approximately 70 miles of sewer lines ranging from 2 to 24 inches in diameter. These lines include approximately 49 miles of gravity sewers, 8 miles of force mains, and 14 miles of septic tank effluent pumping (STEP) mains. There are 16 pump stations within the system. The City also maintains a telemetry system to monitor the operating conditions of system components.

The City's current service area is approximately 2,100 acres, with a population of about 11,550. Over the next twenty years, the City's sewer service area is expected to grow to approximately 5,700 acres to serve the estimated population of about 24,000.



Water

The City provides drinking water within the city limits and selected adjacent areas, supplied primarily by six active wells. There are two interties with the City of Bremerton's water system and an emergency intertie with the WSUD. Eight reservoirs provide 4.8 million gallons of storage. There are three booster pump stations, and over 300,000 feet of pipe ranging from 4 to 18 inches in diameter.

Other water suppliers within the City include Berry Lake Manors, which serves a 30-unit mobile home park, and the WSUD, which serves selected areas on the eastern boundary of the City and are outside the City water service area.

Stormwater

The City manages stormwater conveyance facilities that collect runoff, and provides treatment and discharge in accordance with federal and state requirements for water quality protection.

Much of the City's stormwater system discharges to Sinclair Inlet through a system of more than 50 outfalls along the waterfront that vary from 12 to 24 inches in diameter. The piped and ditched portions of the system are primarily within the older, more commercial areas of the city, while the outlying, more residential areas are largely composed of the remaining elements of the region's original natural drainage system (i.e., lakes, streams and wetlands) and are supported by a widely distributed system of culverts, ditches, pipes and ponds.

7.3. Non-City Managed Utilities

The Washington Utilities and Transportation Commission (WUTC) regulates the services and defines the costs that a utility can recover, to ensure that the utility acts prudently and responsibly. Under the GMA, both the WUTC and the City of Port Orchard have jurisdiction over the activities of electric, gas and telephone utilities within the City. The City has the authority to regulate land use and, under the GMA, the requirement to consider the locations of existing and proposed utilities and potential utility corridors in land use planning and permit decisions.

The Telecommunications Act of 1996 established the role and responsibilities of the Federal Communications Commission in licensing wireless communication providers. The licenses allow the right to use a block or blocks of the radio frequency spectrum to provide wireless services. The Act recognizes the authority of state and local governments over decisions regarding siting of wireless communication facilities, subject to certain limitations.



Solid Waste and Recycling

Solid waste and recyclable materials collection is contracted to Waste Management Northwest.

Electrical Service

Puget Sound Energy (PSE) builds, operates and maintains the electrical system serving Port Orchard.

Natural Gas Service

Cascade Natural Gas builds, operates and maintains the natural gas distribution system that serves Port Orchard. Cascade has indicated that their service area covers all of the City and its UGA.

Telecommunications

Telecommunications is the transmission of information in the form of electronic signals or similar means. Telecommunications services generally include the following categories:

- Landline telephone. CenturyLink provides landline telephone service to Port Orchard.
- Wireless communications (cell towers or antennae). A variety of cellular communication and wireless data services are available in Port Orchard (Verizon, Sprint, etc). Currently, these services rely on ground-based antennae located on towers or buildings.
- Cable television and broadband internet. There are several providers that serve Port Orchard, such as Wave Broadband, CenturyLink and DIRECTV.



7.4. Existing Conditions

Sewer

The condition and capacity of the City's wastewater collection system, including gravity sewer lines and lift stations, was analyzed by the City's consultant in 2015. The conveyance system was analyzed using the InfoSWMM computer modeling platform. This hydraulic model simulated the performance of the major collection system components, including all pump stations and the major sewer mains within the City's collection system. The model indicated minor capacity issues under existing flow conditions at the Flower Meadows pump station, and in the gravity sewer in McCormick Woods Drive SW.

Discussions with maintenance staff indicate some necessary upgrades at Bay Street Pump Station, Marina Pump Station, McCormick Woods #1 Pump Station, McCormick Woods #2 Pump Station, Eagle Crest Pump Station, and Albertsons Pump Station. These are included in the 6-year Capital Improvements Plan (CIP) and are described in more detail in the 2015 General Sewer Plan Update.

Water

The City's water supply and distribution system is examined on a regular basis, as required by State and Federal requirements. The current Water System Plan, which is in progress, indicates that the water system capably meets the City's domestic drinking water requirements. Water supply is reliant on a combination of both City wells and the low-pressure intertie with the City of Bremerton water supply. Additional wells will be necessary for the City to become self-reliant, which would allow the higher-cost Bremerton supply to be used on a standby basis.

The analysis also determined that continued treatment of current and future well supplies will be required, primarily for disinfection and removal of naturally occurring compounds. Larger size pipelines will be needed both to replace existing and aging water mains,

primarily in older sections of the City, and to improve the flow of water during projected fire events.

Stormwater

The City is required to comply with the National Pollutant Discharge Elimination System (NPDES) Phase II permit, which is a federal Environmental Protection Agency permit program administered by the state Department of Ecology (Ecology). As part of compliance measures, the City is required to develop and administer a stormwater management program that reduces discharge of both point source and nonpoint source pollution carried by stormwater. One requirement of this program is that by January 1, 2017, the City must adopt the minimum stormwater design standards of Ecology's 2012 Stormwater Management Manual for Western Washington, and apply these standards to all new permit applications and to approved projects that have not started construction by January 1, 2017. The 2012 manual also requires use of Best Management Practices to reduce pollutant discharges and encourages low-impact development measures that minimize creation of impervious surfaces and disturbance of native vegetation and soils.

For many years, the Sinclair/Dyes Inlet water bodies have had reduced water quality, partially due to longstanding discharges of industrial, agricultural and septic system discharges within the contributing watersheds. The City is required to monitor water quality for fecal coliform bacteria and respond to any illicit discharges, including accidental spills, illegal connections, and illegal dumping into the storm sewer system, with the long-term goal of eliminating these discharges and improving the overall health of these inlets of Puget Sound.

7.5 Relationship to Centers of Local Importance

In accordance with VISION 2040 and the Countywide Planning Policies, several centers of local importance have been established within the City. Local centers serve important roles as sub-regional hubs and secondary concentrations of development, with a dense mix of housing and services such as stores, medical offices, and libraries.

One purpose of local centers is to enable the City to deliver services more cost-efficiently and equitably, within a development pattern that is environmentally and economically sound. Through subarea planning, the City will designate desired development types, locations and patterns within each Center. Provision of utilities and improvements to utility services within Centers should be a City priority.

7.6 Future Needs

Sewer

Future needs for the City's sewer collection system primarily arise from a need to address deficiencies that have been identified in the City's existing wastewater system, generally

due to aging and insufficient capacity. If not corrected, these deficiencies will be exacerbated as the City continues to grow. In addition, future needs include the provision of the needed infrastructure to accommodate future growth.



In the near-term future (0-6 years), the focus of the CIP for the sewer collection system is the replacement and/or retrofitting of key components for several pump stations. Long-term improvements (7-20 years) will be required for conveyance pipelines throughout the City, including the McCormick Woods Drive SW, Bay Street and Port Orchard Boulevard gravity sewer lines. These issues are discussed in the City's

sewer plan in greater detail. Table 7-1, which was prepared by the City's consultant, provides an overview of the near-term future improvements.

Table 7-1 Planned Sewer System Improvements, Near-Term Future (2016-2021)		
CIP No.	Project	Opinion of Probable Project Cost (\$Million)
1	Marina Pump Station Improvements	\$3.8 M
2	Bay Street Pump Station Improvements	\$1.1 M
3	McCormick Pump Station 2	\$1.3 M
4	McCormick Pump Station 1	\$1.3 M
5	Eagle Crest Pump Station Generator Set	\$0.2 M

Water

The initial planning and analysis efforts have identified a series of projects that will be required to maintain and strengthen the performance of the City's water supply system.

To improve the water supply system reliability, the City intends to develop additional well supply(ies) to provide sufficient capacity for the City to become self-sufficient, thus using the Bremerton intertie as a standby/emergency source of drinking water rather than a continuous source of water supply. New pipelines will also be installed to improve the system's capability to move water throughout the system. In addition, new storage reservoir(s) will be needed to optimize system performance and provide water to meet operational and fire fighting capacity



requirements. There are multiple projects required in the near-term future, as shown in Table 7-2.

Table 7-2 Planned Water System Improvements, Near-Term Future (2016-2021)			
CIP No.	Project	Opinion of Probable Project Cost (\$Million)	Note
1	Telemetry Upgrades	\$0.1 M	3
2	Water Mains Replacement Program	\$0.25 M (annual)	1
3	Pressure Reducing Valve Stations	\$0.9 M	3
4	Well 7 Treatment/City Hall PS Removal	\$1.1 M	3
5	Well 9 Treatment Facility	\$1.4 M	1
	Well 10 Supply	\$6.0 M	5
6	- Site Development & Construction	--	--
7	- Treatment Facility	--	--
8	- Transmission Main	--	--
9	Well 11 Project & Treatment Upgrade	\$1.2 M	4
10	Well 11 Reservoir Upgrade	TBD	
11	Well 12 Construction	TBD	2
12	Well 13 Development and Construction	TBD	--
13	Melcher Street Pump Station Upgrade	TBD	1
14	Sedgwick Service Area – WSUD connection or Sedgwick Booster Pump Station	TBD	3
15	390 to 580 Zone Booster Pump Station	\$0.6 M	4
16	390 to 580 Zone Transmission Main – Sedgwick Road	\$3.0 M	4
17	390 to 580 Zone Transmission Main – Old Clifton Road	\$4.0 M	4
18	McCormick Pump Station to 580 Zone Reservoir Water Main	\$0.6 M	TBD
Notes: 1. Funding by water rates 2. Funding by developer 3. Funding by connection charges, water rates 4. Funding by developer, connection charges 5. Funding by Drinking Water State Revolving Fund Loan Program			

Stormwater

The City's CIP identifies 14 capital projects for stormwater that are intended to address localized flooding, stabilize stream bank erosion, protect habitat and water quality, resolve conveyance capacity issues, and protect public and private roads and other infrastructure from flood damage. A new stormwater decant facility for processing and disposal of material removed from the City's catch basins during maintenance is also included.

These planned improvements and priority rankings are accurate at the time of issuance of this plan, but may be revised as facility conditions and other situations change.

Table 7-3 Planned Stormwater Facility Improvements		
CIP No.	Project	Opinion of Probable Project Cost (\$Million)
1	Ruby Creek Crossing/Shoulder Stabilization	\$0.1 M
2	West Street/Port Orchard Boulevard	\$1.0 M
3	City Decant Facility Retrofit	\$0.5 M
4	Arnold Creek Box Culvert	\$0.2 M
5	Perry Avenue Storm Drainage	\$0.3 M
6	Prospect Alley Drainage and Outfall	\$0.5 M
7	Sidney Parkway/Waterfront Parking Outfall	\$1.0 M
8	Downtown Port Street Drainage Improvement Pre-Design	\$0.5 M
9	High Point Shopping Center Drainage Improvement	\$0.8 M
10	Sidney Avenue Improvements	\$0.3 M
11	South Sidney Neighborhood Regional Drainage Improvement	\$5.0 M
12	Rockwell Avenue Improvements	\$0.1 M
13	Cline Avenue Improvements	\$0.4 M
14	Hull Avenue Improvements	\$0.3 M

Other Utilities

Non-city utility providers will experience increased demand for services as the City grows, and will need to plan for new or improved facilities. As new technologies for Internet, wireless telephone, and other telecommunications systems are implemented, these improvements will further the City's goal of economic growth and competitiveness. Through its land use regulation and permitting authority, the City should ensure that these utilities are broadly available to residents and businesses throughout the City, and that there are not excessive visual impacts within existing neighborhoods and local centers.

7.5. Goals and Policies

Goal I. Ensure utilities are provided in a timely manner to meet the needs of Port Orchard's future population.

Policy UT-1 Facilitate planning for utility improvements by providing utility purveyors with population and employment projections on a regular basis.

- Policy UT-2 Improvements and additions to utility facilities shall be planned and constructed so that utility services are sufficient to serve anticipated growth.
- Policy UT-3 Encourage the designation and development of utility corridors and facilities in a manner consistent with the needs and resources of the City.
- Policy UT-4 Coordinate provision of utilities with future development by designating appropriate sites for utility facilities and ensuring their availability and consider future annexations in developing coordinated strategies for supplying future utilities to the city
- Policy UT-5 Coordinate provision of utility services with planned development by improving mechanisms to process development permits and approvals in a fair and timely manner.
- Policy UT-6 Consider impacts and timing of future phases of development when permitting large utility projects.
- Policy UT-7 Ensure that development regulations allow timely development of utility facility additions and improvements.
- Policy UT-8 The City shall establish capacity and levels of service for City managed utilities.
- Policy UT-9 The City shall not allow for the extension of municipal utilities outside City limits except within, or transmission to serve Urban Growth Boundaries, except extensions in those circumstances necessary to protect public health and safety and the environment and when they are financially supportable at rural densities and do not permit urban development.
- Policy UT-10 The City shall prioritize the provision of utilities and improvements to existing utilities within designated centers of local importance. Ensure utility services are provided in an efficient and coordinated manner.
- Policy UT-11 City decisions regarding utility corridors and facilities should consider regional utility needs as well as City interests.
- Policy UT-12 Enhance efficiency of planning for utilities by facilitating coordination between the City of Port Orchard, WUTC and utilities regulated by the WUTC during development of comprehensive utility plans.
- Policy UT-13 Coordinate collection, integration and maintenance of Geographic Information System (GIS) utility data among utility providers to ensure consistent and up-to-date information on facility locations and capacities.
- Policy UT-14 Enhance efficiency by coordinating the implementation of utility facility additions and improvements affecting multiple jurisdictions.

- Policy UT-15 Coordinate land use, transportation and utility planning and development.
- Policy UT-16 Ensure that utility policies and regulations are consistent with, and complementary to, utility public service obligations.
- Policy UT-17 Ensure that utilities are provided consistent with applicable rules, regulations, and prudent utility practice.
- Policy UT-18 Ensure all chapters of the Port Orchard Comprehensive Plan (and implementing development regulations) are consistent with, and do not otherwise impair the fulfillment of, public service obligations imposed upon the utility provider by federal and state law.

Goal 2. Maintain and enhance utility service quality.

- Policy UT-19 Encourage utility providers to protect and enhance the performance, reliability and stability of their utility systems.
- Policy UT-20 Encourage utilities to incorporate new and improved technologies to enhance the quality and cost effectiveness of their services consistent with the provider's public service obligations.

Goal 3. Minimize environmental and aesthetic impacts of utility facilities.



Policy UT-21 Place utility facilities along public rights-of-way and encourage underground distribution lines in accordance with state rules and regulations.

Policy UT-22 Encourage siting of large, above ground utilities (e.g. antennas, towers) in industrial or commercial areas or along appropriate transportation and utility corridors.

Policy UT-23 Minimize the visual impact of utility facilities on view corridors, vistas and adjacent properties by developing design guidelines for cellular towers, antennas and other types of utility facilities.

- Policy UT-24 For new development, retrofitting and major remodels, including upgrades to site utilities, the City shall require the undergrounding of future or existing utility lines including gas, cable television, electric distribution lines, and telephone as appropriate during the design review process and in accordance with local, regional and state rules, regulations and tariffs.

Goal 4. Support and promote energy conservation.

Policy UT-25 Encourage and support development of renewable energy projects and technologies.

Policy UT-26 Support renewable energy incentives to businesses and groups for comprehensive renewable energy effort.

Policy UT-27 Establish incentives to lessen use of resources.

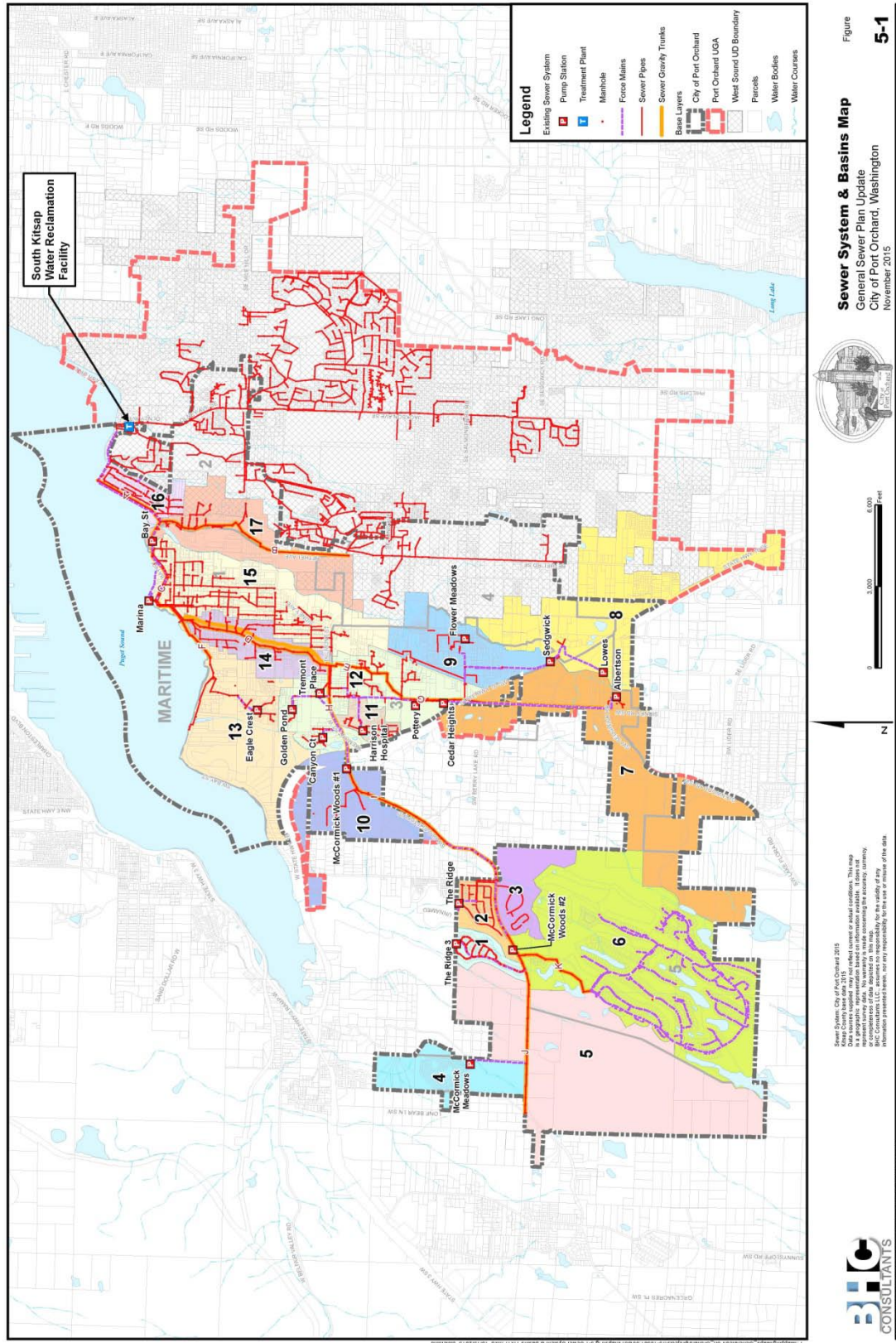
Policy UT-28 Encourage programs to educate utility users on the benefits and means of conservation.

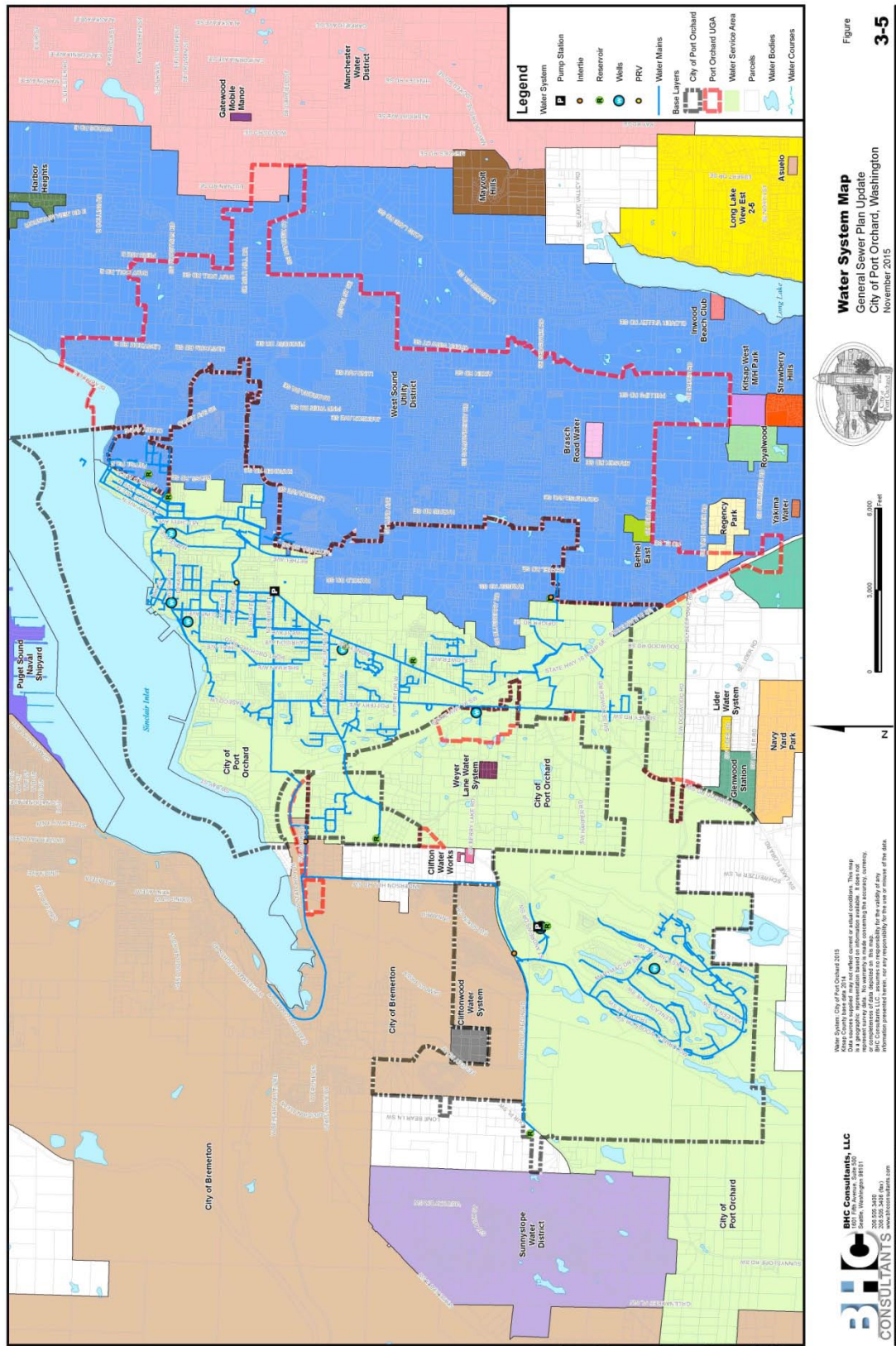
Goal 5. Support the extension of fiber optic cable in the City of Port Orchard.

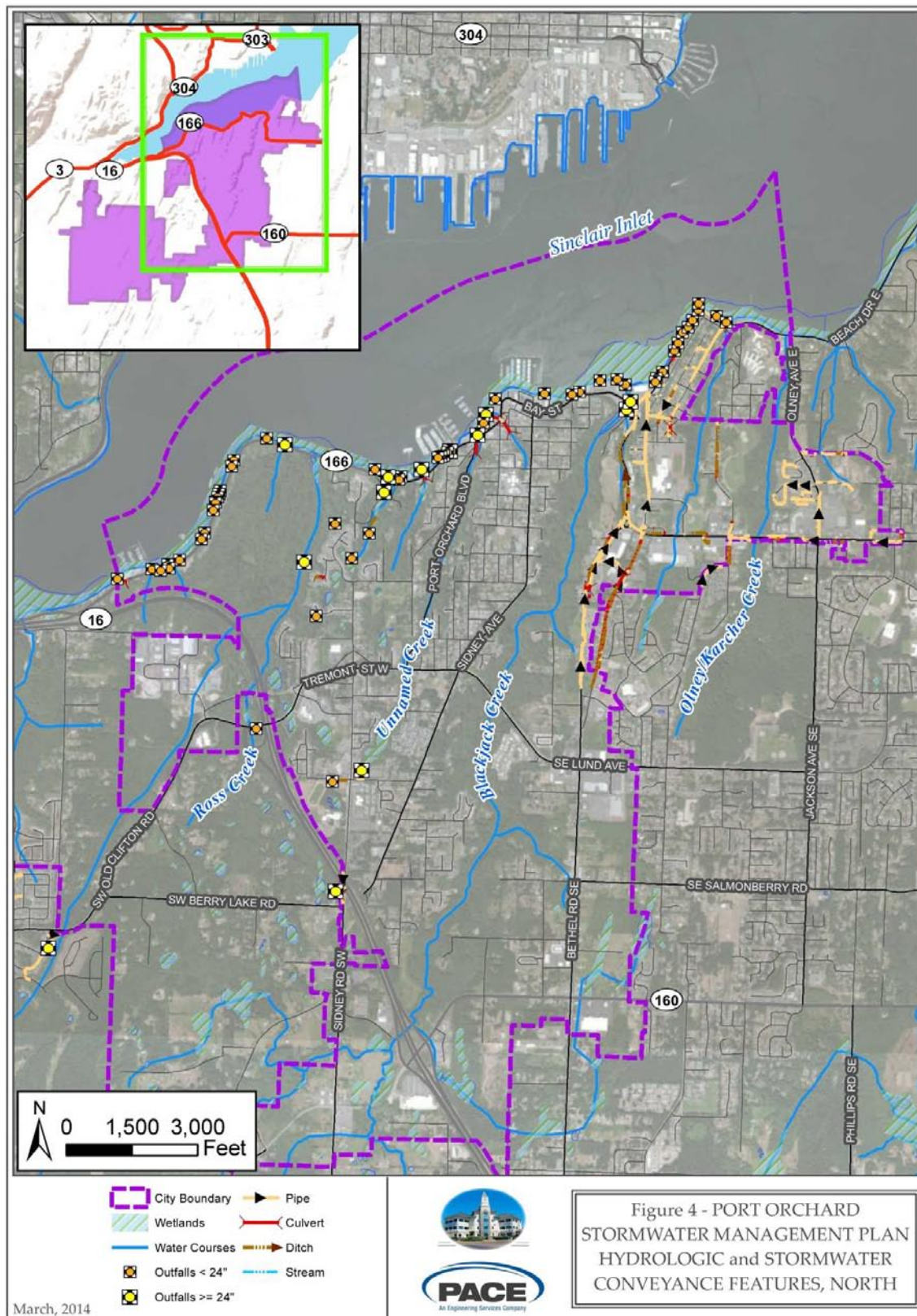
Policy UT-29 Recognize broadband's influence and importance to economic diversification in Port Orchard.

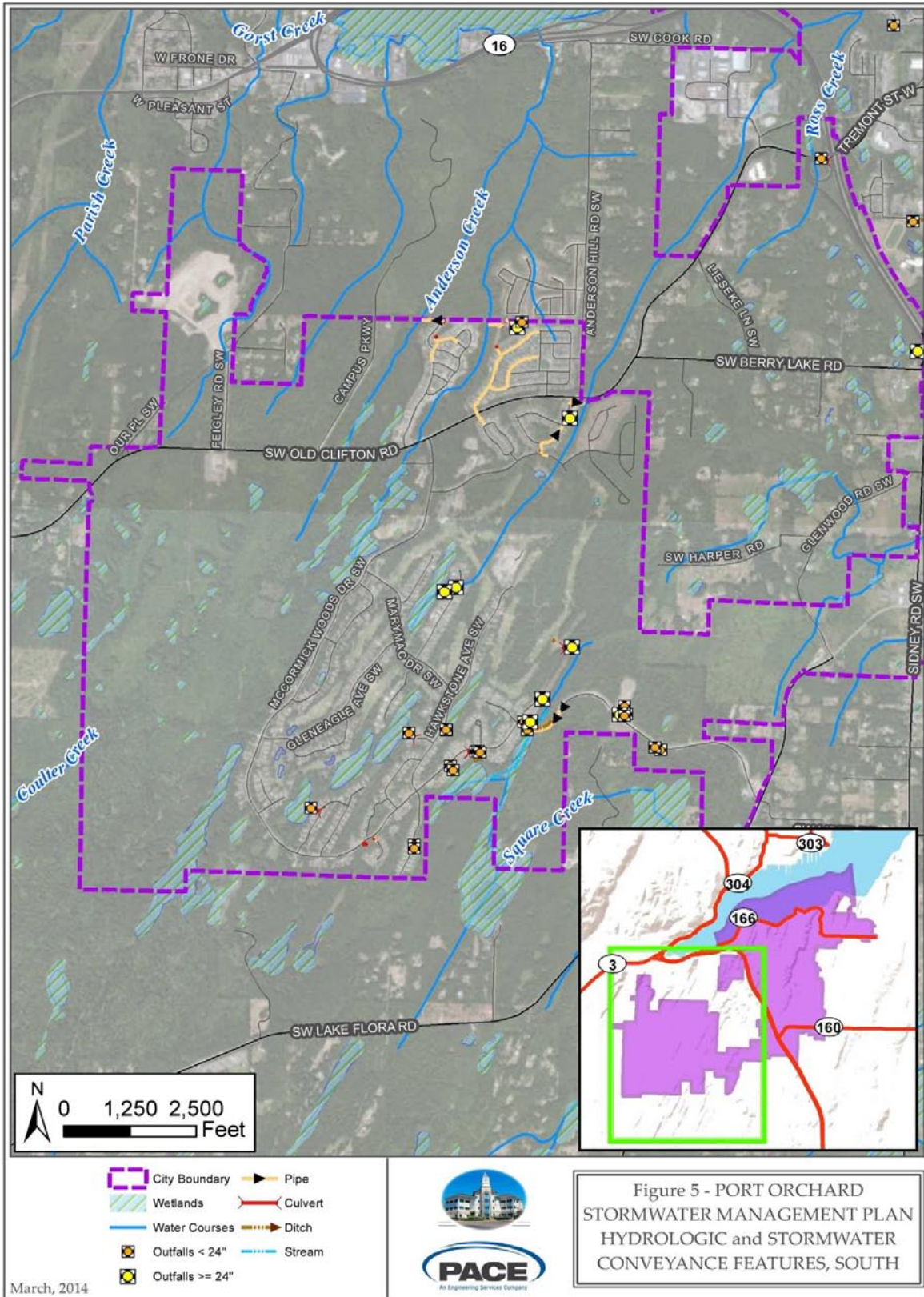
Policy UT-30 Encourage installation of broadband infrastructure in all new residential subdivisions, economic development projects, and arterial improvements.

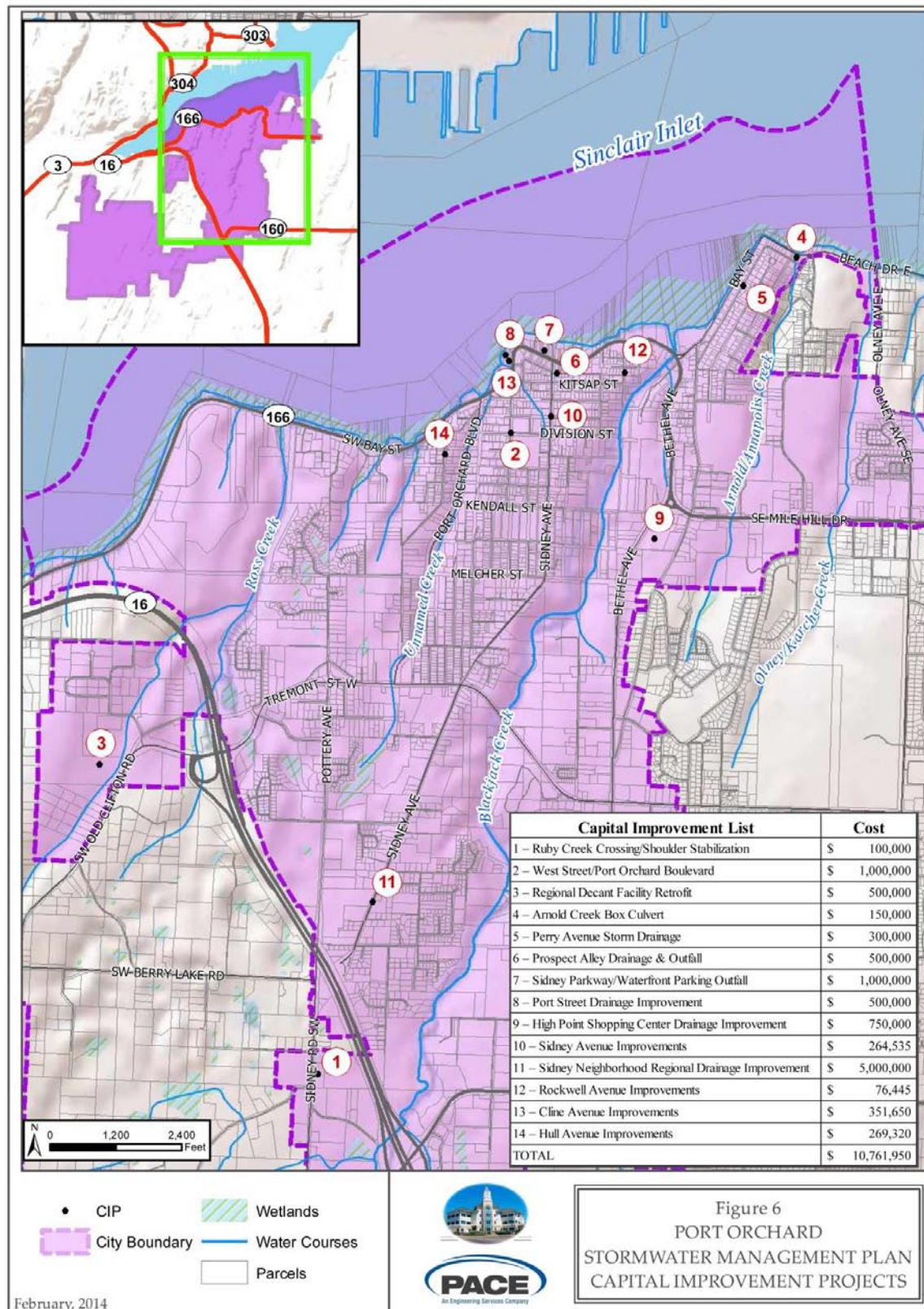












Chapter 8. Transportation

8.1. Transportation Plan Context

The Transportation element identifies future system improvements derived from the analysis completed in the Port Orchard Capital Facilities Plan and the Kitsap County 2016 Comprehensive Plan Update draft. In addition to roadway improvements, this element also identifies ways to provide more opportunities for pedestrians, bicyclists and transit riders.

The policy direction within this element provides new nonmotorized transportation system links between residential areas and nearby employment and shopping areas. The objective of these policies is to reduce automobile dependence within the City and to minimize the need to widen roads to accommodate increasing traffic volumes.

The purpose and vision of the transportation policy element is to provide a safe, dependable, properly maintained, fiscally and environmentally responsible multi-modal transportation system that is consistent with and supports the other elements of the Comprehensive Plan. The transportation system should respect community character, environment, and neighborhoods; improve mobility and safety; minimize impacts from regional facilities; and promote increased use of transit and nonmotorized travel. The transportation system needs to be both locally and regionally coordinated, adequately financed, and community-supported.

The goals and policies identified in this element are based upon existing conditions information and transportation systems analysis contained in the Kitsap County produced joint jurisdiction Port Orchard/South Kitsap Sub-Area Plan and the 2016 Kitsap County Comprehensive Plan Update and Supplemental Environmental Impact Analysis drafts. The data collected, analysis conducted, and capital facilities and transportation planning provided in those environmental documents included supporting analysis and mitigation related to transportation facilities within the City, transportation impact analysis, proposed projects, performance standards, financial and implementation plan, and mitigation for the various alternatives considered. The document also incorporates the data, analysis, and updates provided in the Port Orchard Capital Facilities Plan 2013 update (Ordinance 028-13) and 2015 Transportation Impact Fee Rate Study (Ordinance 023-15).

8.2. Transportation Vision

The transportation network of the City of Port Orchard is meant to serve the land use of the community and seek to achieve the most efficient means of transporting people and goods. The City's transportation network shall support the land use of the community. However, the transportation network should not be the sole justification to increase land use densities. Therefore, in order to make consistent and sound land use decisions, the City will evaluate traffic modifications attributed to each land use change.

Transportation improvements are extremely expensive and time consuming. Unlike other public works improvements, there is normally not an identifiable revenue gain that can be attributed to the

road's completion. Road construction planning must accommodate the future needs of the community without the cost of excessively overbuilding the project.

Constructing a road to accommodate the ultimate build-out of a neighborhood is normally not economically feasible. When a project is proposed, the City needs to evaluate the immediate traffic needs, the needs after project completion and the ultimate anticipated volume. Financial constraints may call for phasing the project to allow immediate relief and allowing for future improvements as land use requirements increase.

Our vision for Port Orchard is a community which: offers an inviting, attractive and pedestrian-friendly waterfront atmosphere that provides a full range of retail and recreational activities while ensuring coordinated City and County regional Land Use Plans which promote a more efficient multimodal transportation system.

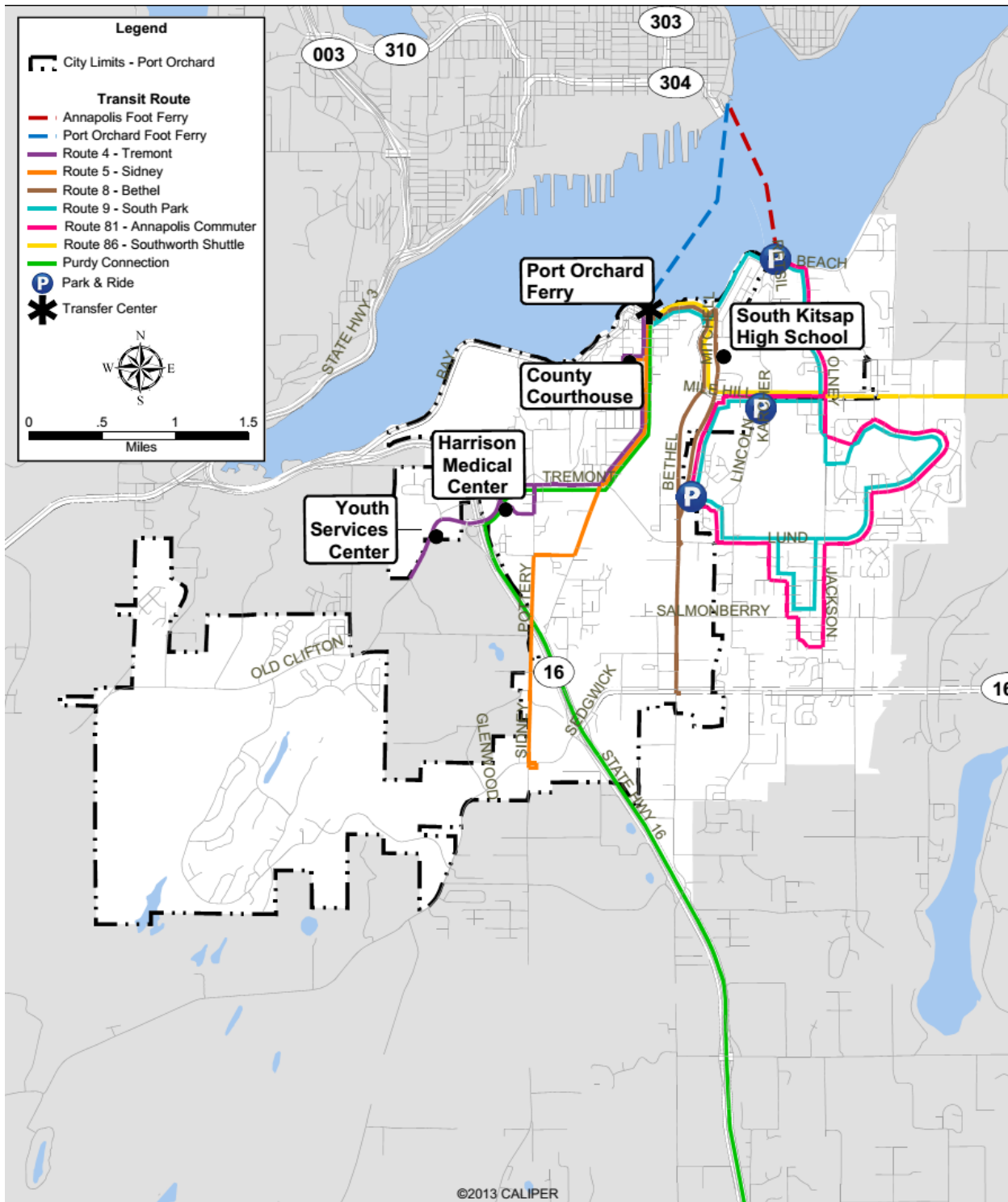


Figure 8-1

Existing Public Transit Routes

City of Port Orchard



8.3 Roadway Network

State System

Port Orchard lies along Sinclair Inlet across from Bremerton in the heart of the Kitsap Peninsula. The major north-south route within the County is SR 3 which passes through the community of Gorst, about a mile north of the City of Port Orchard. SR 16 connects with SR 3 at Gorst and passes through Port Orchard ending ultimately in Tacoma by way of the Narrows Bridge.

SR 16 is designated a Highway of Statewide Significance (HSS) that passes through the Port Orchard Planning Area. SR 16 is functionally classified as a Freeway by WSDOT, and the highway is rated on the Washington State Freight and Goods Transportation System (FGTS) as a T-1 facility carrying an estimated 10,400,000 tons in 2015 from the Pierce/Kitsap county line to the Gorst area. SR 16 serves freight, commuter, neighborhood, business, and recreational travelers. Within the planning area, interchanges with SR 16 are located at Tremont Street SW, and at SW Sedgwick Road (SR 160).

SR 16 is primarily a four-lane divided highway providing major regional access between Kitsap County and the transportation network of the Central Puget Sound area. SR 16 is a full control access highway within Kitsap County and links South Kitsap with Pierce County, eventually connecting to Interstate 5 in Tacoma. Near Gorst, after SR 166 joins SR 16, SR 16 becomes six lanes, where SR 16 joins SR 3 at Gorst, the number of lanes on SR 3 drops to four.

SR 160 (Sedgwick Road) is the east/west ferry commuter route, connecting Port Orchard with the Southworth ferry terminal, SR 16, and eventually with SR 3. This highway has two lanes with minimum access spacing of 330 feet. SR 160 is the primary route from SR 16 to the Southworth Ferry Terminal.

SR 166 (Bay Street) runs from SR 16 along the City of Port Orchard waterfront to the east city limits. The road was previously designated SR 160, but in 1992 SR 160 was moved to its present location on Sedgwick Road and SR 166 was formed. The route includes Bay Street from SR 16 to Bethel Avenue, Bethel Avenue from Bay Street to SE Mile Hill Road, and SE Mile Hill Road from Bethel Avenue to the east city limits.

Port Orchard is also connected to the Seattle metropolitan area by the Washington State Ferry system. The Southworth ferry terminal is connected to Port Orchard by SR 160 and County roads. The Bremerton Ferry terminal is connected to Port Orchard by SR 304, SR 3, SR 16, and SR 166. However, the Kitsap Transit ferry provides direct pedestrian access timed to meet the Seattle/Bremerton Ferry.

Kitsap County Roads

Minor county arterial roads serve as key elements in the county transportation system. These minor arterial roads link together state routes or connect the state route system to Port Orchard, to other major centers, and to the ferry system. For example, Bethel Road is a two lane north/south road located in eastern Port Orchard. As a north/south road, Bethel Road connects and intersects with Sedgwick Road, Lund Avenue, and SR 166. Bethel Road terminates in Port Orchard at Bay Street. Kitsap County roads and Port Orchard roads have been identified and analyzed within the joint Port

Orchard/South Kitsap Sub-Area Plan and the 2006 Kitsap County Comprehensive Plan 10-Year Update and Environmental Impact Analysis.

City Street Network

A city's functional classification system provides a planning guide for the development of a transportation network which will serve the needs of a community's growth for the future. Streets within a transportation network must be managed for specific roles in moving people and goods through the City and surrounding region. The functional classification system identifies the role of each street and provides a simplified vision of management needs for each type, including safety, adjacent land uses, multimodal travel demands, and other connecting transportation systems. Ultimately the functional class of each street determines the typical roadway design, cross-sectional parameters, and design speed, while providing a basis for management practices to minimize conflicts between travel modes.

The City of Port Orchard has defined its functional classification system to be consistent with the Federal Functional Classifications (FFC) provided by the Federal Highway Administration (FHWA) and the arterial functional classifications defined in the Kitsap County Revised Road Standards. These arterial streets qualify for financial assistance under federal or state programs. Table 8-1 identifies the City's functional classes and includes a short description of each classification.

The City's existing arterial network and associated functional classifications are shown in Figure 8-1.

Table 8-1. Street Functional Classifications

Functional Classification	Description
Freeway	High capacity, high speed, regional connections. Maximum mobility with full access control
Principal Arterial	Provide connectivity between different areas of a region. High mobility with partial access control
Minor Arterial	Provide connectivity between different areas of a region. Moderate mobility w/partial access control.
Collector	Collect traffic from local streets and other collectors. Connect neighborhoods to each other and to arterials.
Local Access	Provide direct access to properties in residential, commercial or industrial areas.

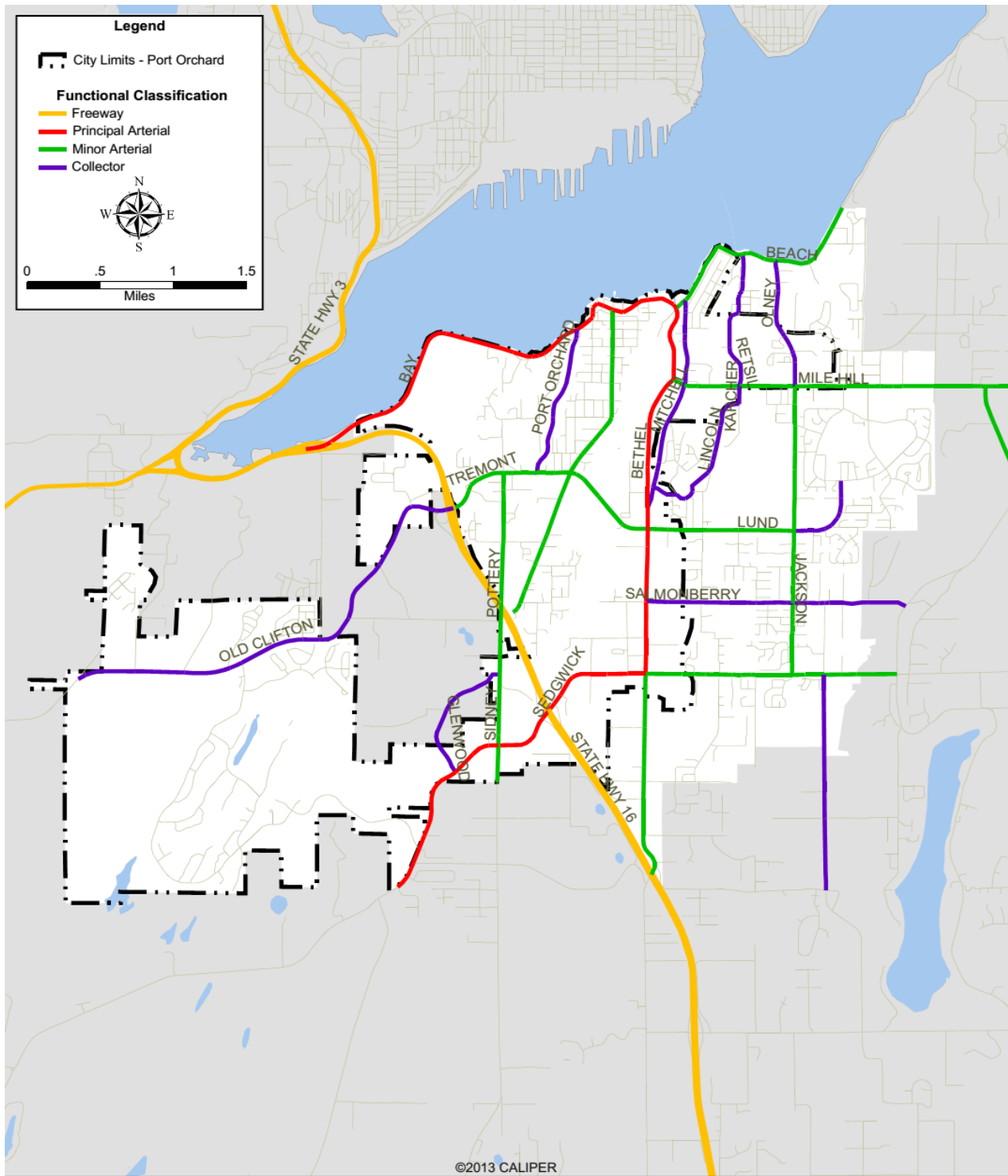


Figure 8-2



Existing Street Functional Classification

City of Port Orchard



8.3.1 Airport and Aviation Services

Port Orchard is serviced by two airports. One is a privately-owned general aviation facility about 5 miles southwest of the City called the Port Orchard Airport. The second is the Bremerton National Airport (BNA), owned and operated by the Port Of Bremerton. BNA is a general aviation facility serving the communities on the Kitsap and Olympic Peninsulas.

As of 2014, there were 192 aircraft based at the Bremerton National Airport, ranging from ultralight to multi-engine planes. One fixed base operator provides various but limited training, fuel and convenience services. Total annual operations for 2014 were 66,000, or an average of 181 per day. BNA serves beginning amateurs as well as professional pilots and flights.

The Bremerton National Airport Master Plan forecasts 276 BNA-based aircraft by 2032, an increase of 44 percent from 2014. Total annual operations are expected to increase similarly, from 66,000 to 90,500. This forecast assumes that the airport will continue its role as the only FAA-funded airport in Kitsap County and support most of the FAA-registered aircraft in the county.

The airfield consists of one operational runway (02/20) that is oriented north-northeast/south-southwest. Runway 2/20 is 6,000 feet long and 150 feet wide. BNA has extensive lighting and instrumentation and a taxiway system that provides access to all areas of the airfield. BNA's former crosswind runway (16/34) is closed to aircraft and currently serves as the Bremerton Motorsports Park facility.

Until 2004, BNA was a Part 139 Certified Airport authorized to serve US Department of Transportation-certified commercial air carriers with more than 30 passengers. The airport could seek to renew this certification in the future if demand requires. For planning purposes, the future operations are forecasted to continue to be dominated by business-oriented flights, private planes, flight training or other forms of noncommercial activity using single- and multi-engine piston aircraft.

The BNA Master Plan recommends an expanded taxiway system to accommodate new aviation-related development. It also identifies locations for future hangar expansion and other aviation-related development, including the redevelopment of the former crosswind runway (16/34).

8.3.2. Freight and Rail Services

Freight and goods are transported within the Port Orchard area on SR 16, SR 166 and SR 160, on City and County roads, and on the Burlington Northern Santa Fe Railroad (BNSF)

The BNSF Railroad provides rail service to Kitsap County. Freight use is restricted to the U.S. Military by agreement. The U.S. Navy owns the rails from Shelton to Puget Sound Naval Shipyard and on to Bangor. The railroad is maintained as Federal Railway Administration Class 3 on a scale of 1 (low) to 6 (high). Burlington Northern Railroad provides one train per day service. At its closest point, the railroad right of way passes through the community of Gorst, about five miles north of the City of Port Orchard.

In Washington State, the highway and roadway system is rated according to the amount of freight and goods that are carried by truck on the system. The Washington State Freight and Goods

Transportation System (FGTS) is a ranking of roads in Washington State by annual gross freight tonnage carried. The FGTS classification system is as follows:

- T-1: Over 10 million tons per year
- T-2: Between 4 and 10 million tons per year
- T-3: Between 300,000 and 4 million tons per year
- T-4: Between 100,000 and 300,000 tons per year
- T-5: At least 20,000 tons carried in a 60-day period and less than 100,000 tons per year

The FGTS system is affected by changes in the economy, international trade, and the transportation industry such as changes in truck travel patterns, cargoes and tonnages. Revisions to the FGTS routes and tonnage classifications are developed by the agency having jurisdiction over the roadway segment. The following freight routes are designated within the Port Orchard planning area:

- a. SR 16 (Pierce/Kitsap Co. line to Gorst) is designated a T-1 facility carrying 10,400,000 tons annually in 2015;
- b. SR 160 (Sedgwick Road between SR 16 and Bethel Road) is designated a T-3 facility, carrying an estimated annual 2,060,000 tons in 2015;
- c. SR 166 is designated a T-3 facility, carrying an estimated annual 1,760,000 tons in 2015.
- d. Designated T-3 routes include:
 1. Bethel Road from South City Limits to North City Limits
 2. Sidney Avenue from Tremont Street to SR 166
 3. Sidney Road from SE Hovde Road to South City Limits
 4. Tremont Street from SR 16 to East City Limits
 5. Glenwood Road from South City Limits to SW Sedgwick Road
 6. SW Sedgwick Road from Glenwood Road to SR 16
 7. Mitchell Road SE from Bethel Road to East City Limits
 8. SE Lund Avenue from Sidney Avenue to East City Limits
- e. One designated T-4 route is Port Orchard Boulevard from Tremont Street to SR 166.

8.3.3. Non-Motorized Transportation Facilities

Non-motorized transportation systems include facilities that provide for safe pedestrian and bicycle travel. These include sidewalks, crosswalks, off street trails, bike routes, and bike lanes. In rural areas, non-motorized facilities can also include roadway shoulders when they are of adequate width.

Some portions of non-motorized routes can be used for commuting purposes to reduce potential vehicular traffic volumes. If properly located, designed and maintained, non-motorized trails can accommodate a significant portion of local resident travel between residential areas and shopping centers, schools, and places of employment. Non-motorized facilities also provide access to public transit and in this way can help decrease the reliance on single occupant vehicle (SOV) travel. When properly planned and constructed, non-motorized facilities are shown to increase the desirability of a City as a place to live and work.

Safe walking and bicycling environments within Port Orchard are a major concern of citizens, whether they are avid or casual recreational walkers or cyclists or bicycle commuters. In many cases,

pedestrians and cyclists must share narrow high-volume streets with bicycles and motor vehicles of all sizes. They cross busy intersections with multiple conflict points.

The City can take measurable steps with this Transportation Element toward the goal of improving every citizen's quality of life by creating a safer walking and biking environment. This plan proposes a strategy for implementing a priority system for physical improvements through grants and competitive funding sources.

The facilities map in Figure 8-3 illustrates the extent of the nonmotorized transportation system and the type of facility that each segment supports. It also shows the adopted centers of local importance, parks, and schools.

The adoption of this plan does not preclude the implementation of pedestrian and bicycle infrastructure on other streets. The plan acknowledges fiscal constraints and impracticality of building new sidewalks, bicycle infrastructure, and other improvements on every street in Port Orchard. Routes designated here should be prioritized due to their potential to fulfill the needs of the community and the citywide connections they will provide.

Existing Pedestrian Facilities

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. Sidewalks and designated crosswalks are provided in some residential subdivisions including Flower Meadows, Leora, and Indigo Point. These pedestrian facilities are typically the responsibility of the developer and are provided as part of plat development. Sidewalks are generally promoted throughout the commercial areas such as the Bethel Corridor, creating a grid-system for pedestrians, although many of the streets outside the commercial area have paved or gravel shoulders rather than sidewalks.

The non-motorized network has missing links around some elementary and secondary schools. Many of the schools are located in residential neighborhoods. Continuous sidewalks would improve the safety and utility of the pedestrian environment for elementary and secondary school children to walk to and from school.

In the past, many of the roads in Port Orchard were constructed to a rural standard with no curb or sidewalk improvements or provisions for safe pedestrian travel. Recent roadway reconstruction projects have provided storm drainage, curbs, and sidewalk improvements, particularly along major streets providing access to schools, parks, and the downtown business district. Sidewalks have also been constructed on many local streets in concert with new development within the City. Curb ramps to allow barrier-free access to sidewalks at street crossings have also been installed at many locations. The City created an inventory of the locations of these facilities in 2011 in order to determine where further improvements are needed to provide for mobility by persons with disabilities.

Existing Trails

Nonmotorized transportation systems also include separated or off-road recreational trails. A portion of these trail corridors can also satisfy local access needs between residential areas and parks, schools, commercial and employment areas depending on the trail locations.

At present, there are no formal separated trails within Port Orchard, however, there are informal trails throughout the City. Kitsap County initiated the development of the Mosquito Fleet Trail, which will ultimately include approximately 100 miles of pedestrian and bicycle trails that will link open spaces throughout Kitsap County in an interconnected system. The trail system will include a combination of on-street (sidewalks, bike lanes, shoulders, separated paths) and off-street (off-road trail) facilities. The Mosquito Fleet Trail Master Plan, completed in 2001, identifies the primary corridor through Port Orchard following SW Bay Street and Beach Drive. From Dogwood Hill Road to Kitsap Street, the Master Plan proposes a separated path on the shoreline side of the road. From Kitsap Street to Bethel Avenue, bicycle lanes are recommended. Through downtown Port Orchard (Port Orchard Avenue to Harrison Avenue), bicycle lanes are recommended, but will require eliminating either the center turn lane or on-street parking from one side. From Sidney Avenue to Mitchell Point, a separated path was recommended on the shoreline side. From Mitchell Point to Olney Avenue, paved shoulders were recommended. Through coordination with the Kitsap County Parks and Recreation, a separated path could be developed from Retsil Road to Olney Avenue by utilizing property at the Annapolis Recreation Area.

The City has proposed a number of north-south off-road trails that would link to the Mosquito Fleet Trail. These include the Ross Creek Trail, Center City Trail, and Blackjack Creek Trail. The Ross Creek Trail would connect Bay Street to Tremont Street SW, following the Ross Creek watershed. The City Center Trail would connect Bay Street to Pottery Avenue, following Port Orchard Boulevard for most of its length. The Blackjack Creek Trail would eventually include a trail along the entire Blackjack Creek watershed, from Bay Street to the intersection of Sedgwick Road and Highway 16.

The Kitsap Peninsula Water Trail includes launches and amenities at the Port Orchard Marina, Water Street Boat Launch, and Retsil Boat Launch. Port Orchard is also part of the Cascadia Marine Trail, which is a National Recreation Trail and one of only 16 National Millennium Trails designated by the White House.

Existing Bicycle Facilities

Today, there are few dedicated bicycle facilities and no dedicated bicycle lanes on streets within Port Orchard. In the past, cyclists within the Port Orchard Planning Area either rode in the lane of traffic, on available road shoulders, or on City sidewalks.

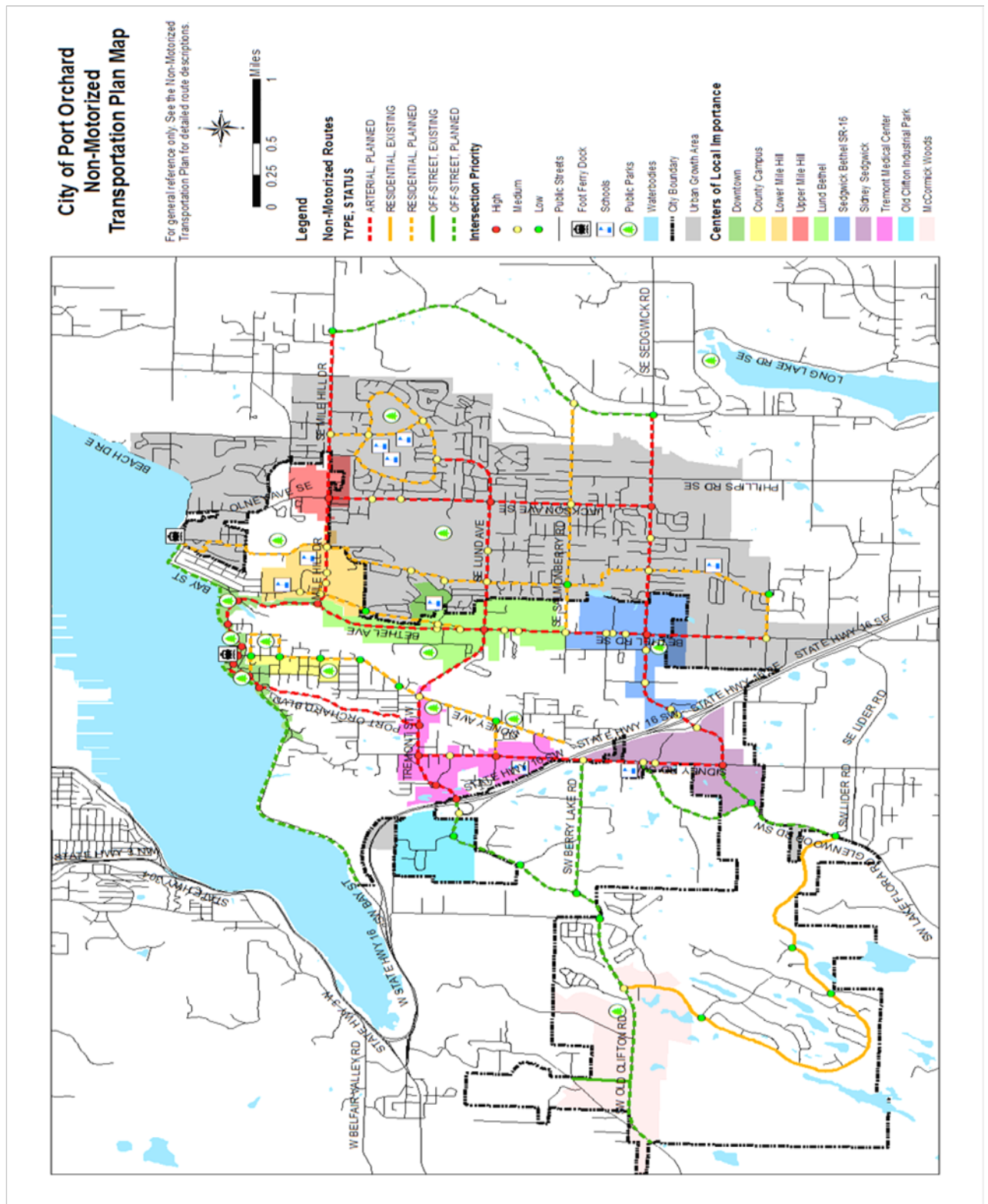
The 2013 Kitsap County Nonmotorized Facilities Plan identifies five bike routes within the Port Orchard planning area. These routes do not cross into the City of Port Orchard limits. The routes include:

- Route 25 – Sedgwick Road from SR 16 to the southwest, south on Glenwood Road SW

- Route 30 – SE Mile Hill Drive from the east city limits eastward to the Southworth Ferry terminal
- Route 37 – Bethel Road from Lincoln Avenue to the south into unincorporated Kitsap County
- Route 43 – SW Lake Flora Road from Glenwood Road SW southwesterly into unincorporated Kitsap County
- Route 47 – Beach Drive E, from the city limit to the north

Figure 8-3 identifies the City's nonmotorized network plan, including planned on- and off-street facilities. Port Orchard's nonmotorized network will improve bicycle and pedestrian access throughout the City while also completing regional connections identified in the Kitsap County Nonmotorized Facilities Plan.

Figure 8-3. Existing and Planned Nonmotorized Facilities Map



Nonmotorized Improvements

Planned Nonmotorized Routes

This section describes the City's vision for a network of nonmotorized facilities. Table 8-2 identifies the major segments which will comprise the nonmotorized network.

Table 8-2. Planned Nonmotorized Routes

Segment	On-Street/Off-Street	Facility Type*	Length (miles)	Status
Old Clifton Road	Off-street	MUSP	2.77	Planned
Long Lake Road	Off-Street	MUSP	2.40	Planned
Mosquito Fleet Trail	Off-street	MUSP	2.12	Planned
Bay St Pedestrian Path	Off-street	Pedestrian	1.49	Planned
Berry Lake Road	Off-street	MUSP	1.05	Planned
Glenwood Road	Off-street	MUSP	1.01	Planned
Feigley Road	Off-street	MUSP	0.36	Existing
Kendall Trail	Off-street	MUSP	0.26	Planned
SR 16 Crossing	Off-street	MUSP	0.20	Planned
Sedgwick Road	On-Street – Arterial	BL/S	2.98	Planned
Tremont-Lund	On-Street – Arterial	BL/S	2.63	Planned
Bethel Road	On-Street – Arterial	BL/S	2.62	Planned
Mile Hill Drive	On-Street – Arterial	BL/S	2.19	Planned
Jackson Avenue	On-Street – Arterial	BL/S	2.01	Planned
Pottery-Sidney	On-Street – Arterial	BL/S	1.91	Planned
Port Orchard Blvd	On-Street – Arterial	MUSP	1.06	Planned
Bay Street	On-Street - Arterial	BL/S	0.85	Planned
McCormick Woods Dr	On-Street – Residential	Road shoulder	3.93	Existing
Converse-Harris	On-Street – Residential	BL/S	3.10	Planned
Fircrest Drive	On-Street – Residential	BL/S	1.53	Planned
Mitchell Avenue	On-Street – Residential	BL/S	1.06	Planned
Retsil Road	On-Street – Residential	BL/S	1.10	Planned
Salmonberry West	On-Street – Residential	BL/S	0.98	Planned
Salmonberry East	On-Street – Residential	BL/S	0.79	Planned
Sidney Ave South	On-Street – Residential	BL/S	0.97	Planned

Sidney Ave North	On-Street – Residential	BL/S	0.72	Planned
Lippert Drive	On-Street – Residential	BL/S	0.28	Planned
Total			42.37	

* MUSP = Multi-Use Separated Path BL/S = Bicycle Lane and Sidewalk

Arterial On-Street Facilities

Tremont Street/Lund Avenue (SR 16 to Jackson Avenue)

This 2.63-mile route will be the main east-west connection across Port Orchard. It passes through three centers of local importance and connects Van Zee Park and South Kitsap Regional Park. It also intersects with four north-south routes, providing connections between multiple neighborhoods. It has the most traffic of any street in Port Orchard: Between State Route 16 and Bethel Road, Tremont carries 22,600 to 23,400 AWDT; east of Bethel, Lund Avenue has 17,000 AWDT.

Part of this route has already been designed with sidewalks and standard bike lanes between SR 16 and Port Orchard Boulevard, and as of 2016 is awaiting funding to begin construction. The eastern end of the route is outside of city limits but within the Port Orchard Urban Growth Area, requiring collaboration with Kitsap County. The route is identified as part of High and Medium Priority projects in the Kitsap County Bicycle Facilities Plan.

Port Orchard Boulevard (Tremont Street to Bay Street)

This 1.06 mile segment is classified an arterial and currently serves 2,900 AWDT. It would provide a flat and shady connection between the Tremont Medical Center and Downtown Port Orchard. It runs through a greenbelt and serves only one residential driveway. One option is to convert one of the drive lanes into a two-way protected bike lane, which will have minimal impacts due to low traffic volumes on this street.

Bay Street (Port Orchard Boulevard to Bethel Road)

This 0.85 mile segment of Bay Street would be the business-access alternative to the Bay Street Pedestrian Path through the Downtown center of local importance. It would connect with the Downtown access and egress trails on Port Orchard Boulevard and Bethel Road.

Pottery Avenue/Sidney Road (Tremont Street to Sedgwick Road)

This 1.91 mile route will connect the Tremont Medical Center with the Sidney-Sedgwick commercial center, and also provide a safe route to school directly adjacent to Cedar Heights Junior High School and Sidney Glen Elementary School. A very small portion of the route is outside of city limits and within the Urban Growth Area, requiring collaboration with Kitsap County for completion. The route carries 5,900 to 8,000 AWDT.

To the south, this project will connect with an Opportunity Project identified in the Kitsap County Bicycle Facilities Plan.

Bethel Road (Bay Street to Sedgwick Road)

This 2.62 mile route will be the core north-south connection through Port Orchard and its busiest commercial centers. Anyone traveling east or west across the city crosses Bethel Road because it stretches from the northern waterfront to the southern city limits. Bethel Road carries 15,400 to 16,900 AWDT. The street has been planned for reconstruction for several years, with standard bike

lanes and sidewalks. A possible redesign process may provide the opportunity to ensure nonmotorized facilities better meet the spirit of this plan.

This route will connect with a project identified in the Kitsap County Bicycle Facilities Plan.

Sedgwick Road (Sidney Road to Long Lake Road)

This 2.27 mile route will connect the commercial centers of Sidney-Sedgwick and Sedgwick-Bethel SR 16 and residential neighborhoods in the southeastern part of the Urban Growth Area. It is partially outside of city limits and is mostly designated as a state highway, requiring collaboration with Kitsap County and the Washington State Department of Transportation. It is identified as an Opportunity Project in the Kitsap County Bicycle Facilities Plan.

Jackson Avenue (Sedgwick Road to Mile Hill Drive)

This 2.01 mile route is entirely outside of city limits but within the Port Orchard Urban Growth Area, and would connect a number of residential neighborhoods to South Kitsap Regional Park, the Upper Mile Hill commercial center, and connect to four east-west routes. Jackson Avenue carries 12,400 to 14,500 AWDT. This route is identified as two High Priority projects in the Kitsap County Bicycle Facilities Plan.

Mile Hill Drive (Bethel Road to Long Lake Road)

This 2.19 mile route will connect the Upper and Lower Mile Hill commercial centers with residential neighborhoods to the east, outside of Port Orchard city limits but within the Urban Growth Area. It will provide a route to school for students at Orchard Heights Elementary School and Marcus Whitman Junior High School. Along with Sedgwick Road, it will link with the off street trail on Long Lake Road. Mile Hill Drive has 16,400 to 17,600 AWDT. It is partially a state highway, which will require collaboration with Kitsap County and the Washington State Department of Transportation.

Outside of Port Orchard city limits, this route is identified as a High Priority project in the Kitsap County Bicycle Facilities Plan.

Residential On-Street Facilities

McCormick Woods Drive (Old Clifton Road to Glenwood Road)

This 3.9 mile segment consists of a wide road shoulder throughout the McCormick Woods neighborhood. It is already a popular route for bicycling and walking. However, it does not currently

meet City nonmotorized design standards. The wider shoulder may need to be widened and have parking prohibited; with no homes fronting McCormick Woods Drive, this will have minimal impact on residents, but as a mitigation the opposite shoulder could be widened in key locations to allow on-street parking. The speed limit may need to be lowered from 25 to 20 miles per hour.

Sidney Avenue (Tremont Street to Fireweed Street)

This 0.97 route will primarily connect residential areas and multi-family developments to Paul Powers Jr. Park, Van Zee Park, Cedar Heights Junior High School, and to the nonmotorized facilities on Tremont Street. Sidney Avenue serves 5,000 AWDT.

Lippert Drive (Pottery Avenue to Sidney Avenue)

This will be a short 0.28 mile segment connecting the Sidney Avenue residential area to commercial services on Pottery Avenue and the Tremont Medical Center.

Salmonberry Road West (Bethel Avenue to Jackson Avenue)

This 0.98 mile route will be an east-west connection through residential neighborhoods, connecting the Bethel commercial corridor with Jackson Avenue. Salmonberry Road serves 2,600 AWDT. About half of this route is outside of City limits but still within the Port Orchard Urban Growth Area, which will require collaboration with Kitsap County for completion.

Salmonberry Road East (Jackson Avenue to Long Lake Road)

This 0.79 mile route should only be built if the Long Lake Road trail is built. It will be an east-west connection through residential neighborhoods, extending the east-west connection from the Bethel commercial corridor with the many residential neighborhoods along Jackson Avenue and Salmonberry Road, connecting the Bethel commercial corridor with Jackson Avenue. Salmonberry Road serves 2,600 AWDT. About half of this route is outside of City limits but still within the Port Orchard Urban Growth Area, and half is outside of the Urban Growth Area, requiring collaboration with Kitsap County for completion. This project is identified as an Opportunity Project in the Kitsap County Bicycle Facilities Plan.

Mitchell Avenue (Bethel Avenue to South Kitsap High School)

This 1.16 mile route will connect the central portion of Port Orchard and neighborhoods outside of the city to the high school. It partially passes through unincorporated territory within the Urban Growth Area, which will require collaboration with Kitsap County for completion.

Retsil Road (Mile Hill Drive to Bay Street)

This 1.1 mile route will provide safe access through the City's most northeastern residential areas and connect directly to Retsil Park, the waterfront, and the Annapolis foot ferry dock. Retstil Road has 4,000 AWDT, which is relatively high for a residential street. Part of the route passes through an unincorporated area within the Urban Growth Area, which will require collaboration with Kitsap County.

Converse-Harris-Lincoln (Mile Hill Drive to Cedar Road)

This 3.10 mile route will provide a connection between multiple residential neighborhoods, East Port Orchard Elementary School, and Hidden Creek Elementary School. It connects directly to the Retsil Road route, but is distinct because it is entirely outside of Port Orchard city limits. However, it is important because it connects with a number of east-west routes that provide access to the city proper and its commercial areas. Collaboration with Kitsap County will be required for its completion. It also crosses two state highways, which will require collaboration with the Washington State Department of Transportation. This project will connect with and be part of an Opportunity Project identified in the Kitsap County Bicycle Facilities Plan.

Fircrest Drive (Jackson Avenue to Mile Hill Drive)

This 1.53 mile route will provide a connection throughout the unincorporated Parkwood neighborhood. It will connect with Orchard Heights Elementary School, Marcus Whitman Junior High School, and the Village Greens Golf Course. It will also provide a flatter alternative to reach Mile Hill than the steep northern part of Jackson Avenue. The route is entirely outside of city limits but is within the Urban Growth Area, requiring collaboration with Kitsap County. This route is identified as part of High Priority and Opportunity Projects in the Kitsap County Bicycle Facilities Plan.

Off-Street Facilities

Feigley Road (Old Clifton Road to Lone Bear Lane)

This trail is a paved pathway on the east side of Feigley Road that was constructed prior to the adoption of this Transportation Element. Improvements may be needed to bring this trail in line with City design standards and to accommodate nonmotorized traffic generated by a future high school on this street.

Mosquito Fleet Trail (Sinclair Inlet waterfront)

Kitsap County has planned a multi-use trail along the eastern shoreline of the Kitsap Peninsula. In Port Orchard, the trail will extend along the City's entire northern waterfront. As of 2016, several portions of the Mosquito Fleet trail are both completed and planned in Port Orchard on its downtown waterfront. To the east and west, it is identified as part of High Priority projects in the Kitsap County Bicycle Facilities Plan.

Bay Street Pedestrian Path (Water Street to Annapolis Foot Ferry Dock)

This path is envisioned as an off street connection between Port Orchard's two foot ferry docks, one being in downtown and the other in the Annapolis neighborhood. Part of the path is complete and newly built as modern multi-use path, with completion planned over the next several years (as of 2016). It will run through the downtown area and connect two waterfront parks and a public boat ramp.

The boardwalk on the downtown waterfront and the sidewalk on the back of shoreline buildings are not consistent with the vision of this nonmotorized plan and of the Mosquito Fleet trail. Completion of this path will require collaboration with Kitsap County, the Port of Bremerton, and waterfront property owners.

Old Clifton Road (Feigley Road to SR 16)

This trail will connect the McCormick Woods subdivision with the site of a future high school, enabling students to safely walk and bike to class. The trail will also extend along Old Clifton Road to

connect with the Old Clifton Industrial Park, an employment center. Special consideration will be needed for how the trail merges with planned bike lanes and sidewalks on Tremont Street. Locating the trail on the north and west sides of Old Clifton Road may minimize conflicts with driveways and intersections. Old Clifton Road serves between 5,500 and 6,100 AWDT. Typical right-of-way width is 60 feet.

A portion of the trail passes through unincorporated Kitsap County and an area not within the Port Orchard Urban Growth Area. Port Orchard will need to collaborate with Kitsap County to complete this trail segment. Part of it is identified as an Opportunity Project in the Kitsap County Bicycle Facilities Plan.

Berry Lake Road (Old Clifton Road to Sidney Road)

This 1.05 mile trail is entirely outside of Port Orchard City limits, but it will provide an important connection from the McCormick Woods area to the nearby Sidney Glen Elementary School and Cedar Heights Junior High School. Berry Lake Road serves 2,600 AWDT. Typical right-of-way width is 60 feet.

Sidney-SR 16 Crossing (Sidney Road to Sidney Avenue)

Creating a trail across Highway 16 in this area could create a new connection between neighborhoods and promote better access to the nearby schools and Paul Powers Jr. Park. If a bridge or tunnel is cost prohibitive, another option may be to extend SW Moorea Lane to Sidney Road via a series of switchbacks. Crossing SR 16 would require the approval of the Washington Department of Transportation (WSDOT), followed with an airspace trail lease agreement with WSDOT for ongoing maintenance and preservation of the trail facility.

Glenwood Road (McCormick Woods Drive to Sidney Road)

This one mile trail will connect McCormick Woods and other residential neighborhoods south of Port Orchard to the Sidney-Sedgwick commercial center. It is partially outside of Port Orchard city limits and will require collaboration with Kitsap County to complete. It is identified as part of an Opportunity Project in the Kitsap County Bicycle Facilities Plan.

Long Lake Road (Sedgwick Road to Mile Hill Drive)

This 2.4 mile trail is entirely outside of the Port Orchard city limits and has only a small portion within the Urban Growth Area. Nonetheless, it is recognized as an important route between two major arterials that provide access to Port Orchard proper: Mile Hill Drive and Sedgwick Road. It will connect outlying rural residential neighborhoods to Port Orchard and create a pleasant recreational path in a more rural environment. Collaboration with Kitsap County will be needed to complete this trail. The route is identified as part of a High Priority project in the Kitsap County Bicycle Facilities Plan.

Programmed Nonmotorized Improvements

The following projects that include pedestrian or bicycle facility improvements are included in the City's 2016-2021 Transportation Improvement Program:

- Tremont Street Widening –This City of Port Orchard project has been recommended to KRCC for federal funding. It would widen 0.65 miles of Tremont Street from two to four lanes with concrete sidewalks, bike paths on both sides, and necessary drainage improvements. This segment would complete the Port Orchard Bypass, which constructed a four-lane arterial from Bethel Road to Port Orchard Boulevard and the four-lane bridge across Blackjack Creek.
- Bay Street Pedestrian Path – The Port Orchard 6-year TIP (2016-2021) includes a project to construct a 1.2-mile-long multimodal waterfront pathway and retaining wall along the Mosquito Fleet Trail, between the Sidney Avenue and Annapolis Foot Ferries in Downtown Port Orchard.
- Sedgwick Road Corridor Improvements – The Port Orchard 6-year TIP (2016-2021) includes plans to widen 0.9 miles of Sedgwick Road, from SR 16 to Bethel, to 3 lanes with bike lanes and sidewalks on both sides. A second project is planned to implement Complete Streets improvements from SR 16 to Glenwood, a distance of 0.75 miles.
- Bethel Avenue – The Port Orchard 6-year TIP (2016-2021) includes a two-phase widening of Bethel Avenue from Mile Hill Drive to Sedgwick Avenue, to include up to four lanes and to include sidewalks, bike lanes, lighting, and stormwater improvements.
- Sidney Avenue - The Port Orchard 6-year TIP (2016-2021) includes a project to widen the one-mile segment from SR 16 to Sedgwick Road to three lanes with bike lanes, sidewalks, stormwater, and traffic calming; a second project will overly Sidney/Pottery Avenue from Lippert Drive to SR 16 with reconstructed curb, gutter, sidewalks, curb ramps, and bike lanes.
- Pottery Avenue - The Port Orchard 6-year TIP (2016-2021) includes a project to widen the two lane roadway with bike lanes, sidewalks, and stormwater improvements for 0.3 miles from Tremont to Melcher Street; and another project widen to four lanes the segment from Tremont to SR 16, a distance of 1 mile, adding sidewalks, stormwater and traffic calming.
- Old Clifton Road - The Port Orchard 6-year TIP (2016-2021) includes a project to widen the existing roadway west of SR 16 to include shoulders, street lighting, water main, and a grade-separated pedestrian path as identified in the McCormick Urban Village Plan.
- Sherman Avenue - The Port Orchard 6-year TIP (2016-2021) includes a project to widen the 2-lane roadway with bike lanes and sidewalks for 0.35 miles.
- Fireweed Road – The Port Orchard 6-year TIP (2016-2021) includes a project to widen the 2-lane roadway with bike lanes and sidewalks for 0.25 miles.

- Cline Avenue - The Port Orchard 6-year TIP (2016-2021) includes a project to rehabilitate the roadway pavement and replace the sidewalk on the west side of the street, in the segment from Kitsap Drive to Dwight Street, a distance of 0.13 mile.
- Melcher Street – The Port Orchard 6-year TIP (2016-2021) includes a project to widen Melcher Street from Pottery Avenue to Sherman Avenue to include two travel lanes, bike lanes, sidewalks, and a stormwater system.
- The Port Orchard 6-year TIP (2016-2021) includes provision for regular maintenance and repair of existing concrete sidewalks and curb ramps as needed.

8.4. Level of Service

Transportation Level of Service (LOS) is a qualitative description of the operating performance of a given element of a transportation infrastructure. It is typically expressed as a letter grade from LOS A, representing free flow operations with almost no travel delay, to LOS F, representing complete breakdown of flow and high delay. LOS establishes a basis for comparison between streets and intersections and helps guide the prioritization of improvement projects.

Port Orchard's road network needs to maintain consistency with Kitsap County's network while recognizing the City's transportation needs and vision. In order to establish and maintain this consistency, the City's LOS standards should be similar to those in the adjacent urban unincorporated area while recognizing the transportation goals and needs specific to the City. This section describes the Level of Service standards for the streets and intersections on the City's arterial street network as well as the findings of a citywide LOS analysis.

8.4.1 Segment Level of Service

Table 8-3 describes a set of street capacity standards which incorporate planning-level vehicle capacity estimates with consideration for the impact of non-motorized facilities on vehicle capacity. These standards can be applied to calculate capacity for every arterial street in Port Orchard.

These street capacity standards use a base peak hour capacity which is based on Highway Capacity Manual (HCM) and similar methodologies used throughout the region. Base capacity is adjusted based on facility attributes including left-turn lanes, access restrictions, bike lanes, sidewalks, and on-street parking.

Left-turn lanes are estimated to add the capacity equivalent of one half through lane by removing major approach left-turn delay. Similarly, segments with limited access (e.g. physical or natural barriers) experience an increase of the equivalent of 70 percent of one through lane. Capacity reductions for lack of non-motorized facilities are based on the principle that HCM capacity calculations assume fully-built urban street sections. Streets without sidewalk or bike lanes will force nonmotorized users into vehicle lanes, reducing vehicle capacity. Exceptions to these nonmotorized reductions can be made for freeways and state highways which are designed to emphasize vehicle mobility over nonmotorized traffic. The presence of on-street parking, for example along Bay Street, is also expected to reduce capacity slightly.

The segment LOS described in this Transportation Element is based upon the street capacity methodology outlined in Table 8-3.

Table 8-3. Proposed Port Orchard Segment Capacity Standards

Functional Classification	Base Peak Hour Capacity (veh/hr/lane)	Capacity Adjustments				
		Left-Turn Lane (vph)	Access-Restricted Segment (vph)	No Bike Lane	No Sidewalk	On-Street Parking
Freeway	2,000	n/a	n/a	n/a	n/a	n/a
State Highway	950	475	665	0	0	0
Principal Arterial	850	425	595	-85	-170	-45
Minor Arterial	750	375	525	-40	-75	-40
Collector	620	310	435	-30	-60	-30

Street segment LOS is based on the ratio of traffic volume to roadway capacity and can be described as a roadway's ability to serve all users. POMC 16.71.007 defines LOS thresholds which are consistent with the Port Orchard/South Kitsap Subarea Plan and with the planning-level LOS thresholds defined in Highway Capacity Manual 1994 (HCM1994). These thresholds and descriptions have been adapted and modified to fit the multimodal capacity approach described above. See Table 8-4.

Table 8-4. Port Orchard Street Segment LOS Characteristics

LOS	Volume / Capacity	Description
A	≤ 0.60	Facility accommodates all modes of transportation. Vehicles experience free flow, with low volumes and high speeds
B	0.61 – 0.70	Stable flow, with traffic conditions beginning to restrict operating speeds. Drivers still have reasonable maneuverability between multiple lanes. All modes are accommodated
C	0.71 – 0.80	Fairly stable flow, but higher volumes more closely constrict speeds and maneuverability.
D	0.81 – 0.90	Approaching unstable flow, with tolerable operating speeds and limited maneuverability. Facilities without nonmotorized facilities and heavy pedestrian/bike volume may experience unstable flow.
E	0.91 – 1.00	Nonmotorized users in travel lanes will conflict with heavy vehicle volume and cause breakdowns in flow. Vehicles experience unstable flow with reduced operating speeds.
F	> 1.00	Facility is unable to accommodate all modes. Vehicles experience forced flow, operating under stop-and-go conditions

Source: TSI 2015, Port Orchard Transportation Element 2011

8.4.2. Intersection Level of Service

Intersection LOS is based on the average delay experienced by a vehicle traveling through an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at unsignalized intersections is caused by waiting for a gap in traffic or waiting for a queue to clear the intersection.

Table 8-5 shows the amount of delay used to determine LOS for signalized and unsignalized intersections. For the purposes of this analysis and to maintain consistency with WSDOT practice, roundabouts were analyzed using the HCM2000 signalized LOS thresholds.

Delay is defined differently for signalized and all-way stop controlled intersections than for two-way stop controlled (i.e. stop control on minor approach) intersections. For signalized and all-way stop controlled intersections, level of service thresholds are based upon average control delay for all vehicles using the intersection. For two-way stop controlled intersections, delay is reported for the movement with the worst (highest) delay.

Table 8-5. Intersection Level of Service Thresholds

LOS	Signalized Delay (sec/veh)	Unsignalized Delay (sec/veh)
A	≤10	≤10
B	>10 – 20	>10 – 15
C	>20 – 35	>15 – 25
D	>35 – 55	>25 – 35
E	>55 – 80	>35 – 50
F	>80	>50

8.4.3. Setting Level of Service Standards

The Growth Management Act (GMA) requires cities to adopt local Level of Service (LOS) standards and ordinances that prohibit development if the adopted standard would be violated by development approval. Developments must be required to provide for necessary improvements within a six-year period with an additional extension of six years permitted on a case-by-case basis.

Washington State's GMA requires that a standard for level of service be set but acknowledges the need for flexibility by providing for six years and extensions for the development of required improvements. Therefore, during that period, some portion of the facilities may be under development, design and construction. During that period, facilities may be experiencing congestion that is over the standard. As facilities are completed, improvements may initially provide transportation service that performs better than the adopted standard.

Port Orchard has adopted a LOS standard of LOS D for all segments and intersections on the City's arterial street system. Level of Service D represents a reasonable threshold between the "ideal" LOS A and the realities of travel demand, construction, and financial capabilities. At LOS A, people could travel anywhere anytime with no delay. LOS D represents the ability to travel most of the area's arterial and collector routes with only moderate congestion-related delays. As the City of Port

Orchard grows and becomes more urbanized, some additional travel delay will become a reality, particularly during peak periods.

The City's Level of Service standard does not apply to intersections on State facilities within the City of Port Orchard. Minimum LOS for intersections on State facilities are set by the Washington State Department of Transportation (WSDOT). SR 16 is designated by WSDOT as a Highway of Statewide Significance (HSS) and is assigned minimum LOS D. SR 166 is designated by the Puget Sound Regional Council (PSRC) as a Tier 1 highway of regional significance with LOS E Mitigated. SR 160 is designated by PSRC as a Tier 2 highway of regional significance with LOS D.

Alternative Level of Service and Concurrency

A. Pedestrian Safety and Mobility LOS. Developments will provide for pedestrian safety, including adequate connections to existing pedestrian facilities. Proximity to pedestrian oriented establishments, such as, but not limited to, schools, parks, and commercial establishments shall be considered when evaluating pedestrian safety. Particular attention shall be given to school walk routes.

1. Ultimate Pedestrian LOS. The ultimate pedestrian facility design includes a sidewalk, curb and gutter section or other approved non-motorized vehicle facility. Specific requirements may identify the need for additional safety precautions.

2. Minimum Pedestrian LOS. A minimum pedestrian facility shall include one of the following:

- a. A six-foot wide paved path separated from the paved roadway surface by either an unpaved ditch or swale, three feet wide;

- b. An eight-foot wide paved path constructed integral with paved roadway surface and including adequate delineation for safety;

- c. Other conditions may be considered equivalent to the minimum pedestrian safety facility at the sole discretion of the city engineer.

B. Traffic Capacity LOS

Capacity LOS is defined in the 2010 Highway Capacity Manual and is based on PM peak hour

1. The City's arterial street system, including segments and intersections, shall meet the following standards for LOS:

- a. Principal arterials – LOS D

- b. Minor arterials – LOS D

- c. Collector arterials – LOS C

2. Exemptions to Capacity LOS. The city council upon recommendation of the city engineer may determine as follows:

- a. That it is not practical to improve specific intersections to achieve higher LOS standards;
- b. That other improvements may be considered as equivalent mitigation in lieu of achieving the capacity LOS standard stated in this section;
- c. Exempt specific intersections or street segments from the LOS standards set forth in this section for a specific period of time.

C. Street Frontage LOS

1. Ultimate Design LOS. The street system will meet the geometric, right-of-way width, and street section standards for the classification defined in the arterial street plan, the subdivision code, the comprehensive plan, or other site specific project requirements. This will include, but not be limited to, traffic control, drainage, other utilities, pedestrian facilities, transportation facility design, construction, right-of-way, and easement dedications, for all transportation facilities, including frontage improvements and arterial connections in conformance with criteria set forth in the ultimate design LOS. Other utilities and appurtenances shall be constructed to meet city standards and comprehensive plans, concurrent with the street construction.

2. Three-Quarter Street LOS. The street system shall consist of sidewalk, curb, gutter, all utilities, and appurtenances, and one-half of the ultimate pavement width on the development side of the right-of-way, plus a minimum 14-foot pavement width on the opposite side of the street. The total width shall not exceed the ultimate design width. This will include, but not be limited to, traffic control, drainage and other utilities, pedestrian facilities, transportation facility design, construction, right-of-way, and easement dedications, for all transportation facilities, including frontage improvements and arterial connections in conformance with criteria set forth in the ultimate design LOS. Other utilities and appurtenances shall be constructed to meet city standards and comprehensive plans concurrent with the street construction as stated in project requirements.

3. Minimum Street LOS. A minimum 30-foot wide paved street section centered on ultimate design cross section with sufficient traffic capacity to serve existing and project generated traffic. Curb, gutter, and sidewalk will not be required; however, pedestrian safety facilities would normally be required. Drainage may be in surface ditches or a subsurface conveyance. This will include, but not be limited to, traffic control, drainage and other utilities, pedestrian facilities, transportation facility design, construction, right-of-way, and easement dedications, for all transportation facilities, including frontage improvements and arterial connections in conformance with criteria set forth in the ultimate design LOS. Other utilities and appurtenances shall be constructed to meet city standards and comprehensive plans, concurrent with street construction, as stated in project requirements.

D. Non-motorized Transportation LOS. Development proposals shall be evaluated for compliance with a comprehensive trail plan. Development proposals shall be evaluated for continuity with the system and may be required to provide off-site improvements. Development proposals may be required to expand the plan in some locations to provide for non-motorized circulation to neighboring properties or areas. The emphasis shall be on off-street paths, but shall also include selected arterials and collectors and school walk routes which may require separated

bike/pedestrian paths, lanes, or other improvements to ensure access continuity and safety for trips generated in the development.

Concurrency requirements.

All developments shall meet the minimum development standards for Pedestrian Safety and Mobility LOS. The criteria for determining the applicable standard for determining compliance with pedestrian safety LOS, traffic capacity LOS and street design standard LOS concurrency requirements shall include, but not be limited to, the volume of traffic generated or to be generated on the arterial street system from a development at full build-out during the most critical or highest volume hour of the day hereafter referred to as the peak hour. The peak hour volume shall be determined by a traffic impact analysis. Compliance with the concurrency LOS standards will be based on the following criteria:

A. Less Than 10 Peak Hour Trips. If a project generates less than 10 peak hour vehicle trips, the city engineer shall determine the necessity of the project to meet all or a portion of the concurrency LOS requirements.

1. Street Frontage. Minimum street LOS improvements must be in place on the project street frontage.

The city engineer shall consider the following when making this determination if non-motorized safety of traffic capacity LOS is required. In no case shall the concurrency requirements exceed those of a project with fewer than 29 Peak Hour Trips.

1. Proposed developments in the area;
2. Proximity of adjacent ultimate, three-quarter street, and/or minimum LOS improvements;
3. Adequacy and condition of street frontage improvements;
4. Proximity to pedestrian oriented establishments such as, but not limited to, schools, parks, and commercial businesses;
5. Anticipated impacts of project;
6. Capacity of the affected arterial street system.

B. Ten to 29 Peak Hour Trips. If a project generates 10 to 29 peak hour trips, the following LOS standards are necessary to achieve concurrency:

1. Street Frontage. Three-quarter street LOS improvements must be in place on the project street frontage.

2. Adjacent Street System.

a. Minimum Street LOS Improvements. Minimum street LOS improvements must be in place on the adjacent street system to the point where they connect to an arterial street that meets the three-quarter street LOS on the same side of the street as the development.

b. Minimum Pedestrian Safety LOS. Minimum pedestrian safety LOS improvements must be in place on the adjacent street system to the point where they connect to or intersect with an arterial street that meets the three-quarter street LOS on the same side of the street as the development. Improvements may be considered connected to adjacent improvements on the opposite side of the street, if the connection is made with an approved pedestrian crossing facility at a controlled intersection, providing protection to the pedestrians with a stop sign or traffic signal, at the discretion of the city engineer.

3. Capacity LOS. Intersections and segments impacted by traffic from the development as identified in the project traffic impact analysis shall be evaluated for traffic capacity LOS and street design standards and requirements. Intersections and segments on the arterial street system that are impacted by peak hour traffic generated by the development shall be required to meet capacity LOS standards and street design standards. All or a portion of the development shall be denied or delayed until deficient intersections meet traffic capacity LOS standards and/or street design standards.

C. Thirty to 75 Peak Hour Trips. If a project generates 30 to 75 peak hour trips the following LOS standards are necessary to achieve concurrency:

1. Street Frontage. Three-quarter street LOS improvements must be in place on the project street frontage.

2. Adjacent Street System. Three-quarter street LOS improvements must be in place on the adjacent street system to the point where they connect to an arterial street that meets the three-quarter street LOS on the same side of the street as the development.

3. Capacity LOS. Intersections and segments impacted by traffic from the development as identified in the project traffic impact analysis shall be evaluated for traffic capacity LOS and street design standards and requirements. Intersections and segments on the arterial street system that are impacted by peak hour traffic generated by the development shall be required to meet capacity LOS standards and street design standards. All or a portion of the development shall be denied or delayed until deficient intersections meet traffic capacity LOS standards and/or street design standards.

4. Non-motorized Transportation LOS. Development proposals shall be evaluated for compliance with the non-motorized element of the comprehensive plan. Development proposals shall be evaluated for continuity with the system and may be required to provide off-site improvements. Development proposals may be required to expand the plan in some locations to provide for non-motorized circulation to neighboring properties or areas. The emphasis shall be on off-street paths, but shall also include selected arterials and collectors and school walk routes which may require separated bike/pedestrian paths, lanes, or other improvements to ensure access continuity and safety for trips generated in the development.

D. More Than 75 Peak Hour Trips.

1. Street Frontage. Ultimate Design street LOS improvements must be in place on the project street frontage.

2. Adjacent Street System. Three-quarter street LOS improvements must be in place on the adjacent street system to the point where they connect to an arterial street that meets the three-quarter street LOS on the same side of the street as the development.

3. Capacity LOS. Intersections and segments impacted by traffic from the development as identified in the project traffic impact analysis shall be evaluated for traffic capacity LOS and street design standards and requirements. Intersections and segments on the arterial street system that are impacted by peak hour traffic generated by the development shall be required to meet capacity LOS standards and street design standards. All or a portion of the development shall be denied or delayed until deficient intersections meet traffic capacity LOS standards and/or street design standards.

4. Non-motorized Transportation LOS. Development proposals shall be evaluated for compliance with the non-motorized element of the comprehensive plan. Development proposals shall be evaluated for continuity with the system and may be required to provide off-site improvements. Development proposals may be required to expand the plan in some locations to provide for non-motorized circulation to neighboring properties or areas. The emphasis shall be on off-street paths, but shall also include selected arterials and collectors and school walk routes which may require separated bike/pedestrian paths, lanes, or other improvements to ensure access continuity and safety for trips generated in the development.

8.5. Current System Needs

8.5.1. Existing Network Volumes and LOS

Three street segments, identified in Table 8-6, currently have levels of service below the City's minimum LOS D. Existing arterial and intersections LOS results are shown in Figure 8-4 and Figure 8-5, respectively.

Table 8-6. Port Orchard Previously Identified Segment Level of Service Deficiencies

Segment ID	Name	Cross Street A	Cross Street B	Functional Classification	V/C	LOS
2005	Bethel	Salmonberry Rd	Lund	Principal Arterial	1.02	F
3025	Tremont St	SR 16 WB ramp	Pottery Ave	Minor Arterial	1.11	F
3026	Tremont St	Pottery Ave	PO Blvd	Minor Arterial	1.13	F

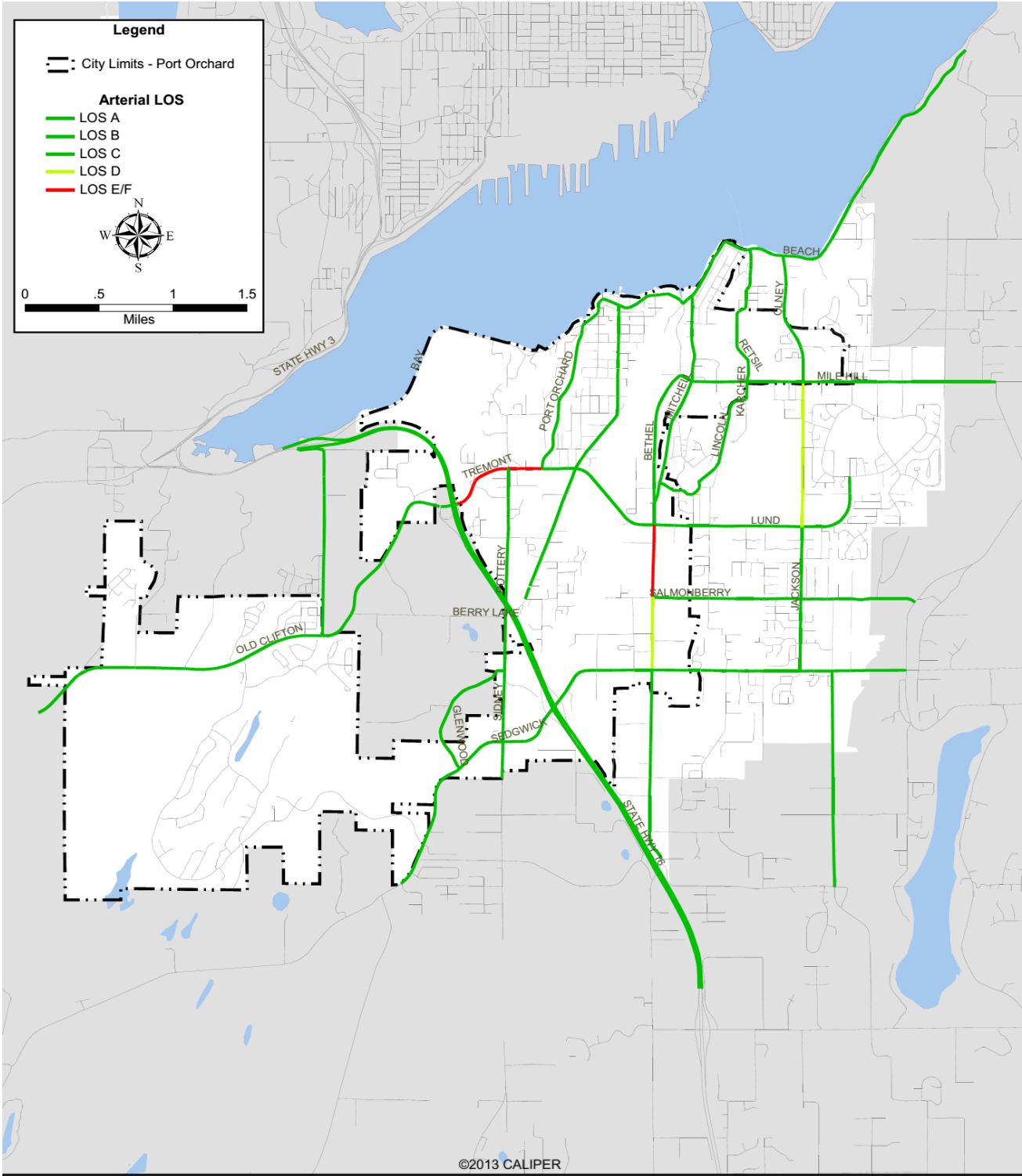


Figure 8-4

Existing Arterial Segment LOS

City of Port Orchard



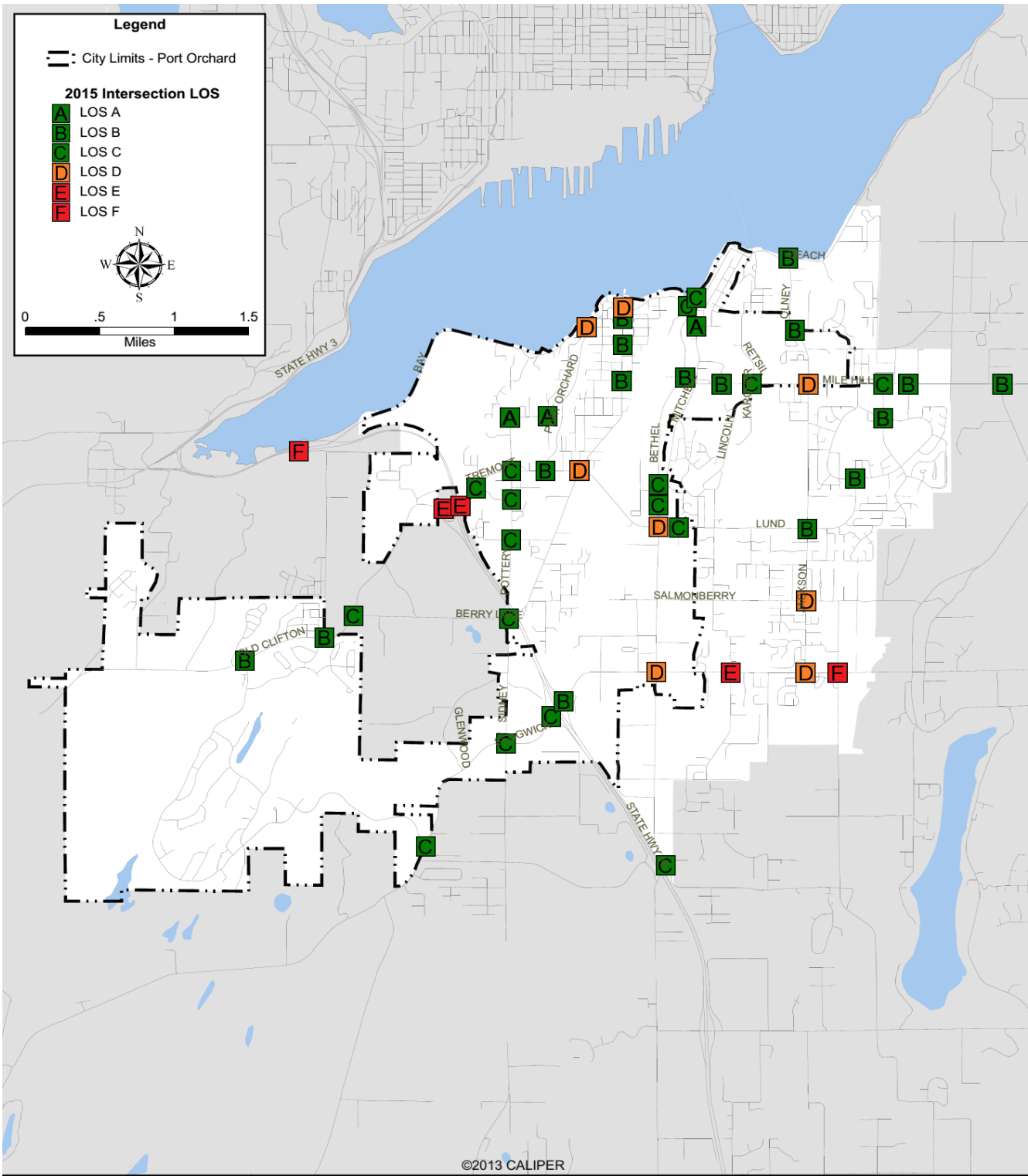


Figure 8-5

Existing Intersection Level of Service

City of Port Orchard



The intersections of Tremont/Old Clifton with the SR 16 ramps are currently operating below the minimum LOS D for City- and state-owned facilities. Three other intersections within the Port Orchard UGA but outside the City also operate below LOS D. These locations are identified in Table 8-7.

Table 8-7. Port Orchard Existing Intersection Level of Service Deficiencies

Intersection	Control Type ¹	Existing Delay ² (s/veh)	Existing LOS
<i>Within City Limits</i>			
Old Clifton Rd / SR 16 EB ramps	TWSC	44.8	E
Tremont Street W / SR 16 WB ramps	TWSC	42.2	E
<i>Outside City Limits</i>			
SR 16 / Anderson Hill Rd SW	TWSC	>180	F
SE Sedgwick Rd / Converse Ave SE	TWSC	43.6	E
SE Sedgwick Rd / Phillips Rd SE	TWSC	>180	F

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized

²Average control delay for all movements. For TWSC, delay is reported for the movement with the worst (highest) delay.

8.5.2. **Actions Necessary to Meet LOS Standards**

The 2016-2021 TIP includes two corridor improvement projects which will bring all currently-failing facilities into compliance with LOS standards. See Table 8-8.

Table 8-8. Projects Necessary to Bring Existing Facilities up to LOS Standards

TIP Project ID	Project Title	Description	Impacted Facilities
1.1	Tremont Widening	Corridor widening, sidewalk, bike lane, and new roundabouts at SR 16 ramps	• Tremont segments 3025, 3026 • Old Clifton Rd/SR16 EB ramps • Tremont/SR16 WB ramps
1.4/2.3	Bethel Corridor Reconstruction	Capacity improvements along Bethel corridor, including widening, sidewalks, and bike lane	• Bethel segment 2005

8.6. Traffic Forecast

8.6.1. Land Use Assumptions

Existing Land Use

For the purposes of transportation planning, land use can be stratified into two general categories: households and employment. Residential land use forecasts are often expressed in terms of population, however for travel demand modeling it is helpful to convert population into trip-generating households.

Current population and household estimates are summarized in Table 8-9. These figures represent the most recent PSRC estimates.

Table 8-9. Port Orchard Existing Population Estimate

Total Population	13,150
Total Households	5,231

Source: PSRC 2014

PSRC publishes citywide employment estimates which are stratified into six different categories, consistent with the categories used in the Kitsap County transportation model which formed the foundation of the Port Orchard citywide transportation model. Table 8-10 identifies the modeled employment categories, including their corresponding North American Industry Classification System (NAICS) code(s), number of employees, and share of total citywide employment.

Table 8-10. Port Orchard Existing Employment Estimates

NAICS Code	Classification	Sector	Number	Percent
44, 45	Commercial	Retail	1,503	22.1%
51-56, 61, 62, 71, 72, 81		Finance, Insurance, Real Estate, and Services	3,106	45.6%
Public sector		Government and Education	1,868	27.4%
11, 21, 23	Industry	Construction and Resources	139	2.0%
31-33		Manufacturing	67	1.0%
22, 42, 48, 49		Wholesale Trade, Transportation, and Utilities	128	1.9%
Total			6,809	100.0%

Source: PSRC 2014

Land Use Growth Forecast

In order to maintain internal consistency with the other elements of the Comprehensive Plan Update, the citywide planning model used land use forecasts which are consistent with PSRC and Kitsap County growth allocations. These forecasts include total citywide and UGA population growth of 8,235 and 6,235, respectively, as shown in Table 8-11.

Table 8-11. Port Orchard 2036 Population Growth Forecast

Area	Population Growth	Average Annual Growth Rate
City of Port Orchard	8,235	2.67%
Port Orchard UGA	6,235	1.66%

Source: Kitsap County 2015, BERK Consulting 2015

Kitsap County 20-year employment allocations by employment sector are presented in Table 8-12. The County forecast includes 3,132 new jobs by 2035, which represents a 46 percent increase from 2015.

Table 8-12. Port Orchard 2036 Employment Growth Forecast

NAICS Code	Classification	Sector	2015 Employment	Net Growth, 2015-2036	2036 Employment
44, 45	Commercial	Retail	1,503	211	1,714
51-56, 61, 62, 71, 72, 81		Finance, Insurance, Real Estate, and Services	3,106	2,013	5,119
Public sector		Government and Education	1,868	347	2,215
11, 21, 23	Industry	Construction and Resources	139	176	315
31-33		Manufacturing	67	250	317
22, 42, 48, 49		Wholesale Trade, Transportation, and Utilities	128	135	263
Total			6,809	3,132	9,941

Source: Kitsap County 2014, BERK Consulting 2014

Land Use Growth Distribution

The geographic units or Transportation Analysis Zones (TAZs) used to geographically represent the land use in and around Port Orchard are consistent with the structure developed by Kitsap County for the countywide planning model. A total of 60 internal TAZs were used to represent the City and UGA. Residential land use is represented in the traffic model in terms of single-family and multi-family dwelling units while employment is modeled using the categories defined in Table 8-12. The

citywide base year household and employment estimates described above were checked against TAZ-based GIS data provided by Kitsap County and minor revisions were made to reconcile the latest land use estimates with Kitsap County's geospatial data. Citywide housing and employment growth forecasts were spatially distributed to the modeled TAZs using zoning and land capacity analysis geospatial data.

8.6.2. Traffic Forecasting Model

Background

The Port Orchard model was developed in TransCAD 6.0 software and its underlying structure is based on Kitsap County's county travel demand model. Travel demand is represented in terms of PM peak hour vehicle trips. The base year model was calibrated to match intersection turning movement counts collected at 49 locations throughout the City in June of 2015.

Network Development

An inventory of existing transportation facilities was developed through review of field data and aerial and satellite photography. The network inventory was used to verify and expand street network data provided by Kitsap County in order to ensure that the citywide model accurately represented (1) the City's arterial street system, (2) local streets which are outside the scope of the countywide model, and (3) regionally significant routes including state highways SR 16, SR 160, and SR 166. See Figure 8-6.

Modeled link and node capacities and volume-delay functions were held consistent with the Kitsap County model.

Traffic Analysis Zone Structure

The function of a Traffic Analysis Zone (TAZ) in a travel demand model is to generate vehicle trips to and from the roadway network. In general internal TAZs are specific geographic areas that are associated with specific land use data. The land use data associated with a TAZ determines the number of trips that the TAZ produces to or attracts from the other TAZs in the model. The planning model's traffic analysis zone (TAZ) structure consists of 60 zones, of which 55 are internal to the Port Orchard area. See Figure 8-7.

There are 5 external zones surrounding the modeled study area. These zones are designed to incorporate trips that are generated to and/or from points outside the network. Although these are labeled zones, they actually represent links to regions outside the model and do not represent a defined area. These zones do not reflect any land use assumptions; only vehicle trips. Trips to and from each external zone are determined from actual traffic counts and future trips are based on historical growth records. These external zones play a two-part role in the model: (1) only a certain portion of the trips in an external zone interact with TAZ's within the model, and (2) the remainder of the trips in any external zone interact with other external zones outlying the study area. These trips are called through trips since they have neither an origin nor destination within the study area yet they pass through the study area, impacting the network.

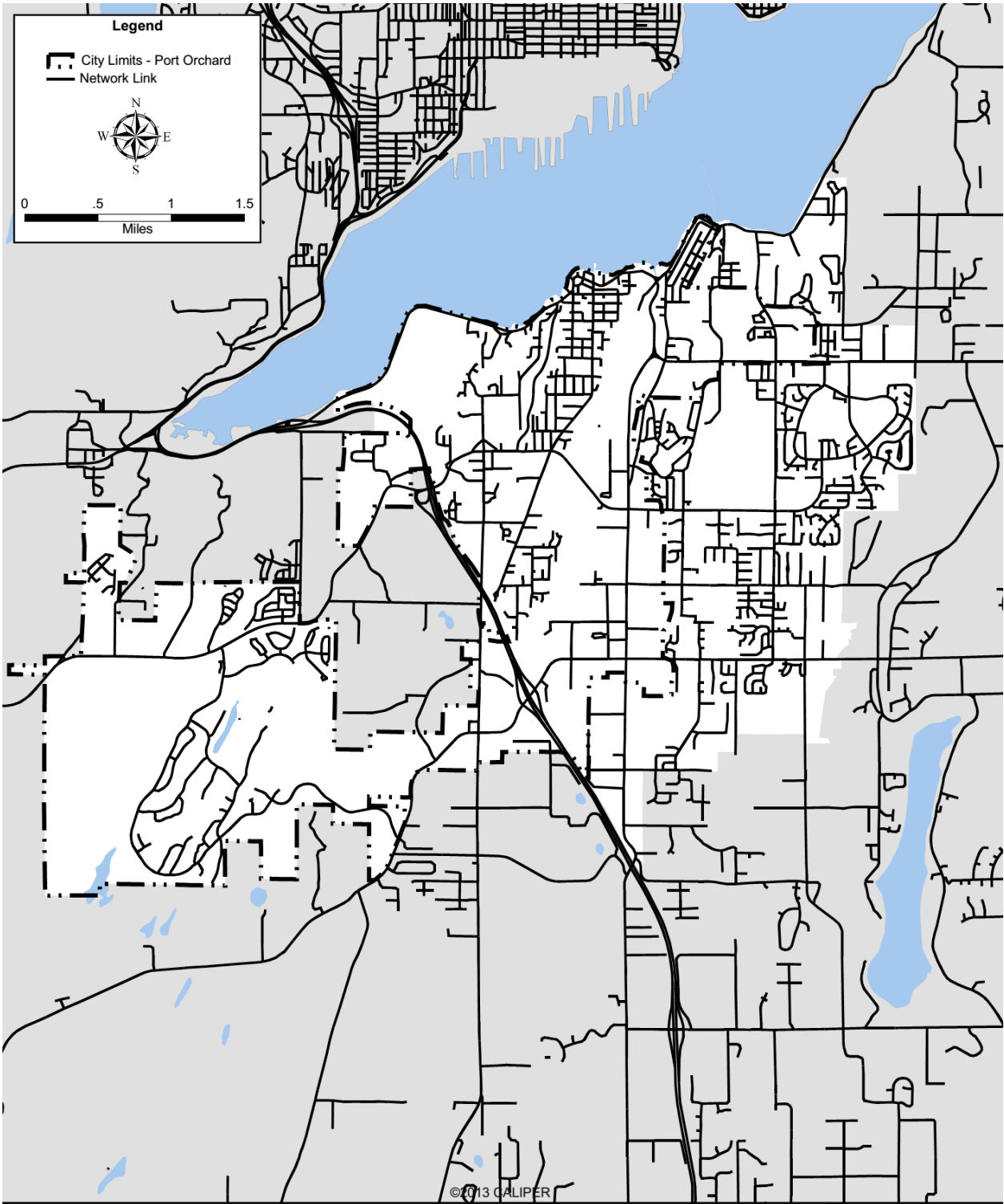


Figure 8-6

Planning Model Street Network

City of Port Orchard



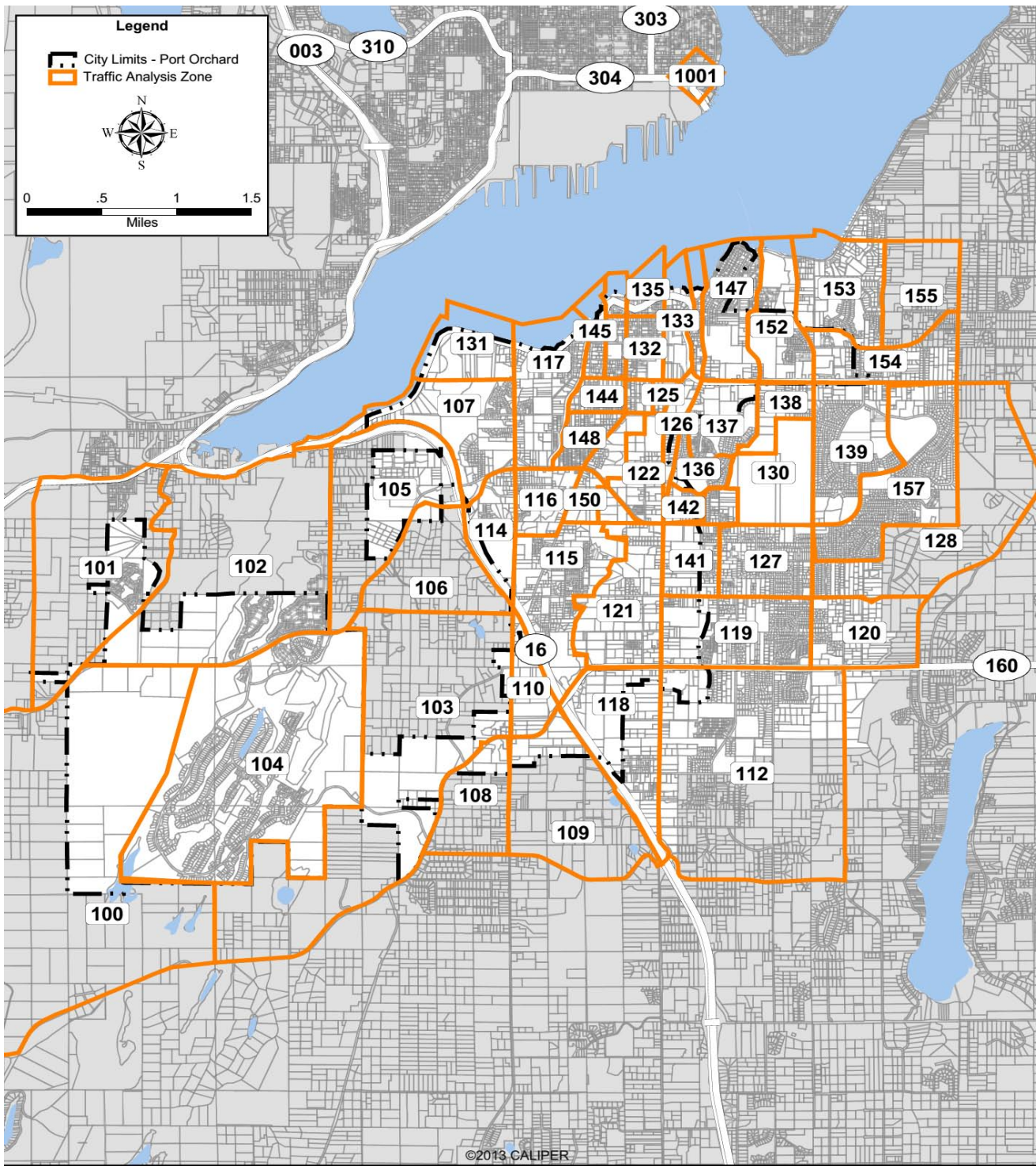


Figure 8-7

Traffic Analysis Zones

City of Port Orchard



Trip Generation

Trips are generated by land uses and are assigned a trip type. In general, three basic trip types are represented in the travel demand model:

- Home-Based Work (HBW): Trips with one end at the traveler's home and the other end at the traveler's place of employment
- Home-Based Other (HBO): Trips with one end at the traveler's home and the other end at somewhere other than the traveler's place of employment, e.g. shopping trips
- Non-Home-Based (NHB): Trips without an end at the traveler's home

Trip generation rates used in the Port Orchard model are based on Kitsap County and ITE trip generation rates and are representative of PM peak hour vehicle trips. Table 8-13 displays the trip generation rates used in the model. Trip generation for external TAZs was based on current and historical WSDOT and Kitsap County traffic volumes.

Table 8-13. Trip Generation Rates

Land Use Code	Units	Total	Origins			Destinations		
			HBW	HBO	NHB	HBW	HBO	NHB
Single-Family Residential	Households	0.7964	0.0324	0.2061	0.0837	0.1502	0.2664	0.0576
Multi-Family Residential	Households	0.5032	0.0189	0.1197	0.0486	0.0762	0.2056	0.0342
Retail	Employees	1.4496	0.1235	0.4885	0.1554	0.0540	0.4866	0.1415
Finance, Insurance, Real Estate, and Services	Employees	0.5859	0.0671	0.1523	0.0945	0.0080	0.1470	0.1170
Government and Education	Employees	0.9318	0.0950	0.1931	0.3080	0.0034	0.0609	0.2715
Wholesale Trade, Transportation, and Utilities	Employees	0.5755	0.0610	0.0840	0.2380	0.0048	0.0287	0.1590
Manufacturing	Employees	0.3280	0.0330	0.0310	0.1400	0.0030	0.0170	0.1040
Construction and Resources	Employees	0.3510	0.0390	0.0360	0.1670	0.0010	0.0110	0.0970

Source: ITE 2012; TSI 2015

Trip Distribution

Trips are distributed between TAZs using a gravity model, which is based on the gravitational theory that the attraction between two bodies is directly proportional to the bodies' masses and inversely proportional to the distance between the bodies. For the purposes of transportation modeling, a TAZ's "mass" is represented by the number of trips generated (produced by or attracted to) the TAZ while the distance factor is represented by route travel time.

The gravity model calculates the attractiveness between any two TAZs using the following utility function:

$$f(U) = a * (U^b) * (e^{cU})$$

In the utility function, the independent variable U is defined as travel time between zones. The parameters a, b, and c are calibration factors which influence the weight of travel time in the gravity model. The gravity parameters used in the Port Orchard model are shown in Table 8-14. These parameters were based on the values used in the Kitsap County model and guidance from *NCHRP Report 716* (TRB 2012). They were further refined using 2010 Census commute travel time data for the Port Orchard Census County Division (CCD).

Table 8-14. Trip Distribution Gravity Model Parameters

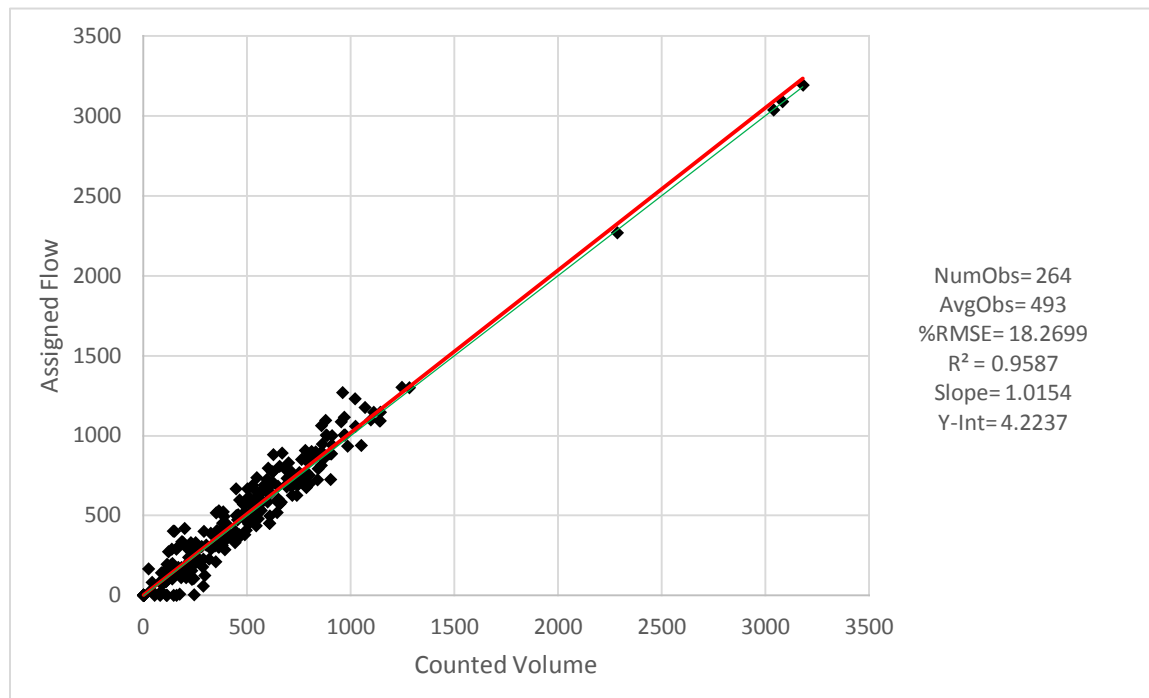
Trip Purpose	Model Parameter		
	a	b	c
Home-Based Work (HBW)	241.7	-2.401	0.1111
Home-Based Other (HBO)	500.0	-2.402	0.1500
Non-Home Based (NHB)	1000	-2.402	0.1950

Traffic Assignment

Trips were assigned to the street network using an equilibrium assignment process which routed vehicle trips from origin to destination along the calculated shortest travel time route, iteratively updating travel time as vehicle demand induces congestion throughout the network. As travel time was updated, shortest paths were recalculated and traffic re-assigned. The process continued until the model found an equilibrium condition.

Calibration

The base year model was calibrated based on guidance from FHWA's *Travel Model Validation and Reasonableness Checking Manual Second Edition* (FHWA 2010). Assigned link volume was measured against link volume counts which were derived from the 2015 PM peak hour intersection turning movement counts. Calibration statistics and a scatterplot of assigned vs. counted volume are shown in Figure 8-8.

Figure 8-8. Calibration Statistics, 2015 Citywide Planning Model

Forecasting Future Travel Demand

For the 20-year planning horizon (2036), the model used land use forecasts consistent with the updated Land Use Element. Historical growth rates were applied to all roadways external to the City that function as connections between Port Orchard and the surrounding region.

An initial traffic forecast scenario assumed that the existing street network will be maintained with no improvements in the next 20 years. This “no build” condition was used to identify locations where improvements will be necessary to maintain minimum LOS standards. A proposed street network improvement list was then developed and the improvement projects were tested in the model to identify growth-driven improvement projects.

8.7. Future System Needs

8.7.1. Forecasted LOS Deficiencies

Based on the citywide transportation model, the intersections and street segments identified in Table 8-15 and Table 8-16 will have LOS deficiency by 2036 if no improvements are made to the existing street network.

Table 8-15. 2036 Segment Level of Service Deficiencies - Without Improvement

Segment ID	Name	Cross Street A	Cross Street B	Functional Classification	V/C	LOS
2004	Bethel	Sedgwick Rd	Salmonberry	Principal Arterial	1.30	F
2005	Bethel	Salmonberry Rd	Lund	Principal Arterial	1.56	F
2006	Bethel	Lund Ave	Mitchell Rd	Principal Arterial	1.10	F
3005	Bethel Rd	Bielmeier Rd	Sedgwick (SR160)	Minor Arterial	0.95	E
3006	Jackson Ave	Sedgwick (SR160)	Salmonberry Rd	Minor Arterial	1.04	F
3007	Jackson Ave	Salmonberry Rd	Lund Ave	Minor Arterial	1.01	F
3009	Lund Ave	Sidney Ave	Bethel	Minor Arterial	0.90	E
3010	Lund Ave	Bethel	Jackson	Minor Arterial	0.93	E
3019	Sidney Ave	Sedgwick Rd	Glenwood Rd	Minor Arterial	0.92	E
3020	Sidney Ave	Glenwood Rd	Berry Lake Rd	Minor Arterial	1.11	F
3025	Tremont St	SR 16 WB ramp	Pottery Ave	Minor Arterial	1.22	F
3026	Tremont St	Pottery Ave	PO Blvd	Minor Arterial	1.42	F
4006	Lund Ave	Jackson Ave	Madrona Dr	Urban Collector	0.93	E
4009	Old Clifton	City limits	Anderson Hill Rd	Urban Collector	1.03	F
4010	Old Clifton	Anderson Hill Rd	SR 16	Urban Collector	1.02	F

Table 8-16. 2036 Intersection Level of Service Deficiencies - Without Improvement

Intersection	Control Type ¹	2036 Delay ² (s/veh)	2036 LOS
Bay St / Port Orchard Blvd	TWSC	>180	F
Bethel / Lund	Signal	100.3	F
Bethel / Sedgwick	Signal	73.1	E
Mile Hill / Jackson Ave	Signal	61.1	E
Old Clifton / Anderson Hill Rd	TWSC	72.3	F
Old Clifton / Berry Lake Rd	TWSC	>180	F
Old Clifton / SR 16 EB ramps	TWSC	168.6	F
Pottery Ave / Lippert	TWSC	>180	F
Sedgwick / SR 16 WB ramps	Signal	79.8	E
Sidney / Berry Lake Rd	TWSC	>180	F
Tremont / Sidney	Signal	104.9	F
Tremont / SR 16 WB ramps	TWSC	>180	F
<i>Outside City Limits</i>			
Bethel / Bielmeier	TWSC	76.6	F
Jackson / Salmonberry	TWSC	>180	F
Sedgwick / Converse	TWSC	>180	F
Sedgwick / Phillips	TWSC	>180	F
SR 16 / Anderson Hill Rd	TWSC	>180	F

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized

²Average control delay for all movements. For TWSC, delay is reported for the movement with the worst (highest) delay.

The locations of forecasted arterial and intersection LOS deficiencies in and near the City are shown in Figure 8-9.

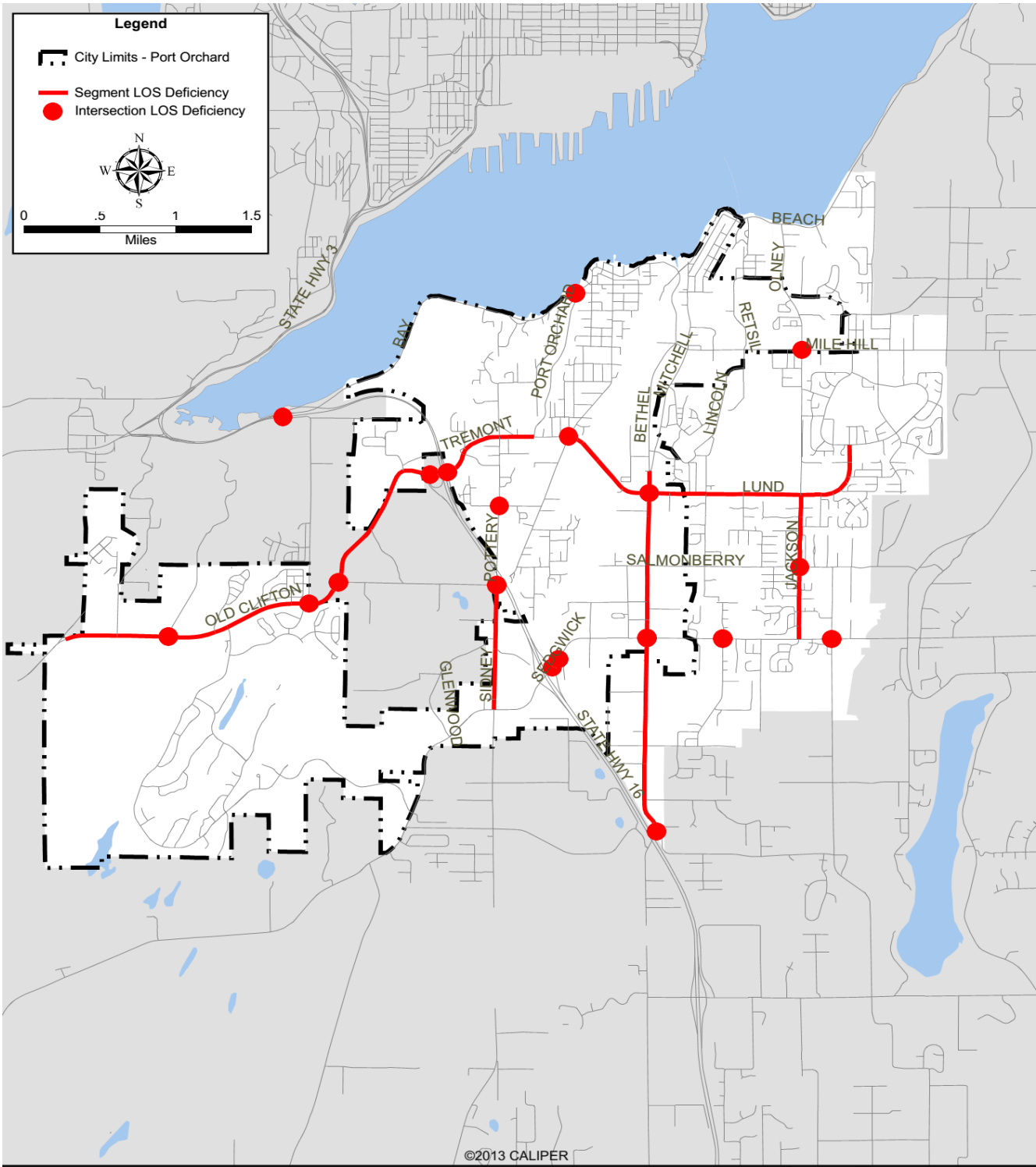


Figure 8-9



2036 LOS Deficiencies Without Improvement

City of Port Orchard



8.7.2. Actions Necessary to Maintain LOS Standards

The projects identified in Table 8-17 are necessary to maintain acceptable LOS in 2036 with forecasted traffic growth. Project numbers are included for projects which are included in the transportation component of the City's 2016-2021 Transportation Improvement Plan (TIP). The projects identified in Table 8-17 are shown graphically in Figure 8-10.

The intersection of Old Clifton and McCormick Woods Drive has been identified as a location which will not fail the minimum LOS standard but where safety concerns will arise with increased vehicle and nonmotorized traffic at the existing two-way stop controlled intersection. This intersection has been included in Table 8-17 and Figure 8-10 as a necessary project for safety reasons.

The list of necessary improvements also includes two new roundabouts on SR 160 east of SR 16. These intersections will provide access to commercial development along the SR 160 corridor and are required to maintain LOS standards with forecasted traffic growth along the corridor.

Table 8-17. Projects Necessary to Mitigate Growth-Related LOS Deficiencies

Plan #	Project Name	From/To	Est.Cost (\$\$\$)	Description
1.1	Tremont Street Widening	SR 16 / Port Orchard Blvd	17,500	Widen Tremont from two travel lanes to four travel lanes with median, sidewalks, bike lanes, and roundabouts at SR 16 ramps
1.3	Sedgwick (SR 160) Reconstruction	SR 16 / Bethel	3,063	Corridor plan will determine specific improvements; planning model indicates need for intersection improvements (new roundabouts) at SR 16 ramps
1.4 2.3	Bethel Corridor Reconstruction	Mile Hill Dr (SR 166) / 1,000 ft south of Sedgwick	24,750	Corridor plan needed to determine specific improvements; planning model indicates need for 3 lane (incl. TWLTL) from Sedgwick to Salmonberry, 5 lane (continuous TWLTL) from Salmonberry to Mitchell, and sidewalks and bike lanes from Mitchell to Mile Hill Dr. Intersection improvements at Sedgwick and at Lund (incl. protected/permitted LT phasing).
1.5	Anderson Hill/Clifton Intersection		1,000	Intersection improvements
1.6	Old Clifton/ Campus Parkway Intersection		1,000	Intersection improvements
2.1 2.2	Sedgwick Road West	SR 16 / Sidney Ave	4,624	Widen to 3 lanes (continuous TWLTL), sidewalks, and bike lanes
2.4	SR160 Roundabout #1	Between Bravo Terr & Geiger Rd	1,481	New roundabout
2.5	SR160	Between Geiger	1,481	New roundabout

	Roundabout #2	Rd and Ramsey Rd		
2.8	Sidney Ave Widening	SR 16 overpass / Sedgwick Rd	6,262	Widen to 3 lanes (continuous TWLTL), sidewalks, and bike lanes
2.10	Old Clifton Rd Shoulder and Ped. Improvements	SR 16 overpass / City Limits	2,000	Widen to 4 lanes with grade-separated pedestrian path
2.11	Old Clifton Rd / McCormick Woods Dr Intersection Improvements		1,000	New roundabout ¹
n/a	Lund Ave Sidewalks	Bethel / Jackson	1,325	Complete sidewalks
n/a	Tremont / Sidney Signal Improvements		100	Signal improvements including protected/permitted LT phasing
n/a	Pottery / Lippert Intersection Improvements		1,000	Intersection improvements (signal)
n/a	Mile Hill / Jackson Signal Improvements		100	Improve signal phasing to include protected/permitted LT phasing
n/a	Bay St / Port Orchard Blvd Intersection Improvements		1,000	Intersection improvements (roundabout/signal)
n/a	Jackson Ave Widening (outside City)	Sedgwick / Lund	7,920	Widen to 3 lanes (continuous TWLTL) + sidewalks
Total Estimated Cost			75,606	

¹Intersection improvements recommended for safety reasons. Intersection is not forecasted to fail LOS standard but will meet signalization warrant.

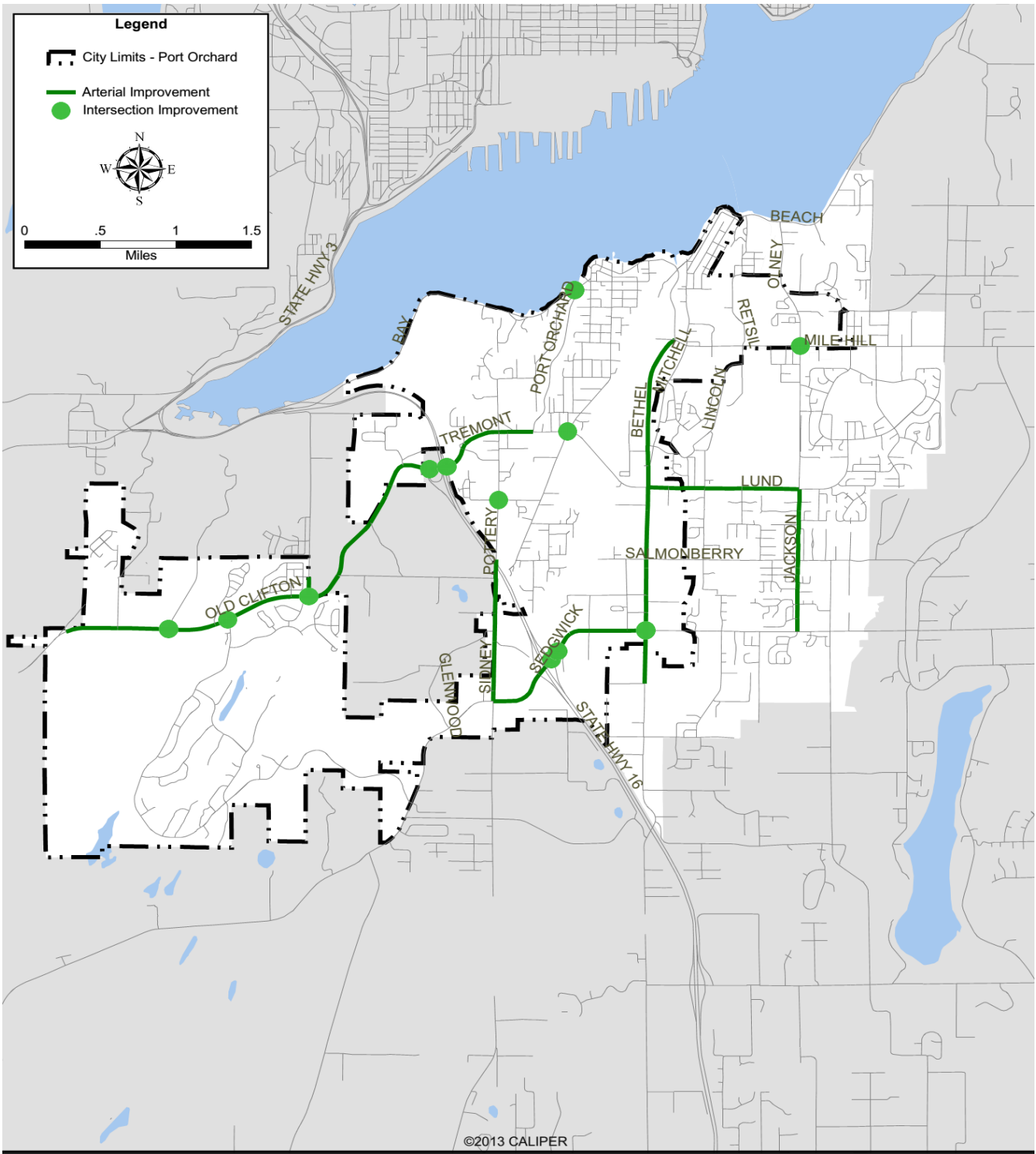


Figure 8-10



Projects Necessary to Mitigate 2036 Deficiencies

City of Port Orchard



Tables 8-18 and 8-19 identify all of the intersections and street segments that are deficient in the 2036 without-improvements condition and describes how they meet standards under the 2036 with-improvement condition.

Table 8-18 identifies 5 intersections outside the City which are forecasted to fail by 2036. Intersection operations at Bethel and Bielmeier will be improved by redistribution of traffic associated with other improvements throughout the network. The other failing intersections will continue to fail. Improvements to these intersections are not included in this citywide LOS analysis.

Table 8-18. 2036 Intersection Level of Service Deficiencies - With Improvement

Intersection	2036 No Improvement			2036 With Improvement		
	Control Type ¹	Delay ² (s/veh)	LOS	Control Type	Delay (s/veh)	LOS
Bay St / Port Orchard Blvd	TWSC	>180	F	RAB	10.7	B
Bethel / Lund	Signal	100.3	F	Signal	41.2	D
Bethel / Sedgwick	Signal	73.1	E	Signal	49.8	D
Mile Hill / Jackson Ave	Signal	61.1	E	Signal	37.4	D
Old Clifton / Anderson Hill Rd	TWSC	72.3	F	RAB	7.4	A
Old Clifton / Berry Lake Rd	TWSC	>180	F	TWSC	28.8	C
Old Clifton / SR 16 EB ramps	TWSC	168.6	F	RAB	14.5	B
Pottery Ave / Lippert	TWSC	>180	F	Signal	5.0	A
Sedgwick / SR 16 WB ramps	Signal	79.8	E	RAB	25.6	C
Sidney / Berry Lake Rd	TWSC	>180	F	TWSC	29.2	D
Tremont / Sidney	Signal	104.9	F	Signal	33.7	C
Tremont / SR 16 WB ramps	TWSC	>180	F	RAB	9.7	A
<i>Outside City Limits</i>						
Bethel / Bielmeier	TWSC	76.6	F	TWSC	23.9	C
Jackson / Salmonberry	TWSC	>180	F	TWSC	>180	F
Sedgwick / Converse	TWSC	>180	F	TWSC	>180	F
Sedgwick / Phillips	TWSC	>180	F	TWSC	>180	F
SR 16 / Anderson Hill Rd	TWSC	>180	F	TWSC	>180	F

Table 8-19. 2036 Segment Level of Service Deficiencies - With Improvement

Name	Cross Street A	Cross Street B	2036 No Improvement		2036 With Improvement	
			V/C	LOS	V/C	LOS
Bethel	Sedgwick Rd	Salmonberry	1.30	F	0.83	D
Bethel	Salmonberry Rd	Lund	1.56	F	0.59	A
Bethel	Lund Ave	Mitchell Rd	1.10	F	0.54	A
Bethel	Bielmeier Rd	Sedgwick (SR160)	0.95	E	0.84	D
Jackson Ave	Sedgwick (SR160)	Salmonberry Rd	1.04	F	0.83	D
Jackson Ave	Salmonberry Rd	Lund Ave	1.01	F	0.81	D
Lund Ave	Sidney Ave	Bethel	0.90	E	0.90	D
Lund Ave	Bethel	Jackson	0.93	E	0.86	D
Sidney Ave	Sedgwick Rd	Glenwood Rd	0.92	E	0.60	B
Sidney Ave	Glenwood Rd	Berry Lake Rd	1.11	F	0.74	C
Tremont St	SR 16 WB ramp	Pottery Ave	1.22	F	0.74	C
Tremont St	Pottery Ave	PO Blvd	1.42	F	0.90	D
Lund Ave	Jackson Ave	Madrona Dr	0.93	E	0.43	A
Old Clifton	City limits	Anderson Hill Rd	1.03	F	0.76	C
Old Clifton	Anderson Hill Rd	SR 16	1.02	F	0.82	D

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized

²Average control delay for all movements. For TWSC, delay is reported for the movement with the worst (highest) delay.

8.8. Transportation Demand Management

Travel Demand Management (TDM) is comprised of a broad range of programs, policies, regulations, and in some capital projects that are intended to reduce travel by automobile or to reduce travel in general. For instance, providing preferential parking and/or cost subsidies for carpool users reduces the number of automobiles on the road, while allowing employees to work from home eliminates travel altogether. Some TDM programs are mandated or implemented at the State level, such as Washington's Commute Trip Reduction Act and WSDOT's HOV/Toll Lane Program. Others are regional, including vanpool/rideshare programs administered by transit agencies such as Kitsap Transit. Larger cities have sufficient resources to implement bike share and other capital intensive programs.

Cities like Port Orchard can support state and regional efforts, but can have more influence on travel demand through integrated land use and transportation planning that results in compact mixed-use centers with strong internal non-motorized connectivity and access to regional transit. The subarea plans for these centers that follow the adoption of the Comprehensive Plan should include consideration of non-motorized connectivity standards, a balanced mix of housing, employment, and local services to minimize trips outside of the center. Parking regulations for the centers should consider establishing maximum parking ratios, rather than minimums. Design standards for businesses should include provisions for employees that commute on foot or bicycle and include bicycle storage, changing rooms, and shower facilities. These facilities could be shared in compact or urban village settings.

Other TDM actions the City could consider are included in the following section on TDM effectiveness. There is no one size fits all approach, and for the City of Port Orchard, a combination of small actions at the individual development scale will likely be more cost-effective than citywide programs that may be effective in one part of the city and not in another. Large-scale City sponsored programmatic TDM measures should be considered with caution and partnerships with adjacent jurisdictions and regional partners should be pursued instead.

Overview

TDM activities produce wide-ranging benefits to individuals and the transportation system as a whole, reducing traffic congestion, vehicle emissions, and fuel consumptions while supporting physical activity and enhanced safety. TDM makes existing transportation investments perform better, extends the life of existing infrastructure, and can improve outcomes for new transportation investments. (*Regional TDM Action Plan, 2013-2018 — Puget Sound Regional Council*)

Before presenting some of the key references on TDM effectiveness, some general comments can be made about TDM effectiveness:

One Size Does Not Fit All – TDM effectiveness is highly dependent on the application setting, complementary strategies, nature of the travel market segment being targeted, and even the "vigor" with which TDM is implemented and promoted. Unlike many physical improvements, TDM strategies require some amount of education and outreach. This is all to say that the transferability of TDM strategy effectiveness is highly dependent on local conditions. Some of the more subjective evaluation findings on why a given TDM initiative was more successful in one location over another

are issues such as the presence of a local champion, a history of alternative transportation, and the appropriate selection of a target market of travelers. So, to use another cliché, there is "no one recipe for success" when it comes to TDM effectiveness. There are "ingredients" such as parking pricing that are correlated to program success. However, correlation does not prove causality.

TDM Impacts are Largely Localized – TDM effectiveness is most readily measured at a localized level, and this appears to be where the greatest impacts can be found. TDM is applied to specific worksites, developments, employment centers, venues, or activity centers. Localities with well-defined travel markets tend to produce the most readily available and significant impacts. When the impact of TDM at a broader geographic level is sought, for example at the corridor, city-wide, or regional level, the localized nature of TDM effectiveness diffuses the results at a broader scale. One study of implementing mandatory trip reduction programs in the Twin Cities, with strong parking management in a mixed use setting, showed that the programs would reduce vehicle trips by 8 to 27 percent at affected worksites translating to only a 2 percent peak period traffic reduction on the adjacent interstate. However, small changes in demand (total demand or the spatial or temporal distribution of travel demand) can significantly affect traffic flow in congested locations and times. Likewise, the benefits of demand management accrue to both those who switch to sustainable modes as well as all travelers, including solo drivers (in terms of reduced delay, improved air quality, safety, etc.).

Travelers Respond to Their Wallets - Most evaluation studies point to the overwhelming effectiveness of financial incentives and disincentives to manage demand. At one level, this makes sense as price influences demand in a classic microeconomic analysis. Cordon pricing in London and Stockholm have reduced traffic volumes entering the city center by as much as 20%. Parking pricing is another widely accepted demand management technique. Adding or increasing parking charges at worksites can produce dramatic mode shifts, as reported in Shoup's seminal reference, *The High Cost of Free Parking*. However, these examples relate to key disincentives to car use. In the U.S., TDM programs focused on modest financial incentives have been highly effective in inducing a shift to more sustainable modes. These incentive programs are often in the form of "Try-It-You'll-Like-It" inducements. For example, the Atlanta Clean Air Campaign's Cash for Commuters offers drive-alone commuters a daily cash incentive (\$3/day) for using an alternative mode (carpool, vanpool, transit, bike, walking) for up to 90 days. An independent evaluation showed that the incentive caused 1,800 commuters to switch modes, resulting in 1,300 fewer vehicle trips and 30,000 VMT on the region's highways. More importantly, over 70% of incentive recipients continued their new commute mode after the subsidy lapsed, and half were still using a non-drive alone mode one year later. In the Netherlands, congestion management efforts have resorted to paying commuters to stay off backed-up highways during the peak, so-called Rush Hour Avoidance. Financial levers, even modest amounts, can influence travel behavior in a very significant manner.

Parking Influences Travel Choices - Parking management is another widely accepted strategy to effectively change travel behavior, especially mode shift, time shift, and location shift. Parking pricing was mentioned above, but parking supply management can be effective as well. If parking is tight, meaning that all cars cannot be accommodated if everyone drives alone, commuters will adapt by sharing rides, shifting to transit, or even bicycling or walking if the distance allows. One study of developer TDM requirements revealed an 11 to 21 percent reduction in parking demand among worksites with aggressive TDM programs. Travel demand can be influenced by time of day

and short- vs. long-term parking rates to reduce travel, including cruising for parking, during congested periods.

Packaging is Key - TDM strategies are most effective when packaged into logical, complementary packages to realize synergistic effects. On the other hand, some strategies do not complement one another. One example of an unintended consequence from traditional TDM is flex-time and carpooling. Some employers who implement flex-time strategies as an employee perk or to address congestion at parking entrances have found that this can also serve to discourage ridesharing arrangements, which tend to do better with set work hours. At the same time, flexibility could reduce the peak period volumes and improve flow without changing mode split. Looking at some newer strategies, such as HOT lanes, efficiency improvements can also work to discourage some ridesharing arrangements. HOT lane projects which need to raise vehicle occupancy requirements from 2+ to 3+ in order to create sufficient capacity to sell may serve to break apart existing two-person carpools who choose to drive alone in the mixed flow lanes rather than pay a toll or find another rider.

But complementary measures can lead to greater results than strategies implemented alone. The effect of many TDM strategies is multiplicative: the impact of any one measure on VMT reduction or mode shift might be modest, but the combined effects from improving upon several, complementary measures can be substantial. For example, systems management improvements, such as ramp metering, can be complemented with provisions for HOV bypass lanes, employer trip reduction programs in the corridor, and traveler information that includes HOV time savings among the traffic statistics provided. One study concluded that employer TDM programs that combined incentives and improved commute alternatives experienced an average trip reduction of almost 25%, where those implementing incentives alone realized a 16.4% reduction and alternatives alone 8.5%. As one international TDM study put it: "Experience throughout the Organisation for Economic Co-operation and Development (OECD) region has shown that... packaged, complementary solutions are usually more effective than a single measure."

TDM is Not a Solution to All Transportation Problems – TDM can be highly effective at a relatively low cost (as compared to capacity enhancements) when applied in the right place, at the right time for the right travel market. However, TDM, in and of itself, is not adequate to solve congestion, air quality, energy, and other urban woes. Too often the expectations are unstated or disconnected from allocated resources and incompatible policies (e.g., developers are required to build a minimum number of parking spaces, often offered for free to employees and customers, that serves to generate even more driving). As mentioned above, TDM is most effective, or at least most measurable, at the localized level. The impact of TDM at a corridor or regional level is very hard to evaluate. Modeling and simulation, such as that done using employer trip reduction data to show the likely impact of TDM on I-5 in Seattle, suggests that aggressive and relatively widespread TDM programs at a local level can have a measurable and significant impact on a corridor. However, it is very difficult to measure empirically given issues of multiple influences, externalities, and causality. This clearly points to the need to carefully marry TDM strategies to smart infrastructure enhancements, such as ATM. When efficiency improvements are combined with efforts to reduce peak demand, the greatest impacts should be realized.

Traditional TDM

- HOV/HOT/ Managed Lanes
- Employer Trip Reduction Programs
- Alternative Work Arrangements
- School-based Trip Reduction
- Event-based Trip Reduction
- Recreation-based Trip Reduction
- Car-sharing
- Vanpool Programs

Land Use/Active Transportation

- Developer Trip Reduction
- Land Use Strategies
- Car-free or Access-restricted Zones
- Bicycle Facilities and Programs
- Pedestrian Facilities and Continuity

Transit

- Transit Service Improvements
- Transit Prioritization/BRT
- Transit Fare Discounts
- Park and Ride Lots

Parking

- Parking Information
- Parking Supply Management
- Parking Pricing

Pricing

- Cordon Pricing

- Congestion Pricing
- General Financial Incentives
- VMT Tax

Systems Management

- Ramp Metering
- Integrated Corridor Management
- Traveler Information
- Eco-driving

Other Impacts

The sections above have discussed the documented impacts of TDM on travel behavior, traffic, and air quality. This section suggests that TDM can have a positive impact on other policy objectives, such as goods movement, land use, livability, and economic development. Unfortunately, very little empirical research exists documenting the impact of TDM strategies toward these policies in a comprehensive, systematic, and comparative manner. As such, individual case studies are summarized below:

Goods movement – A strategy of consolidated deliveries has been shown to reduce the number of delivery vehicles, in places like Burgos, Spain, but other impacts have not been documented, such as congestion reduction. A delivery scheme in two French cities, using electric vehicles, reduced related CO₂ by 58%. Pricing strategies, on the other hand, have been proven to be quite effective. Truck tolling in Germany has resulted in a small shift from truck to rail and a reduction in empty deadheading trips. Peak period fees (Pier Pass) at the Port of Los Angeles have reduced congestion in the terminal areas and have reduced midday truck volumes on I-710.

Land use – TDM is often used as a mitigation strategy to reduce the additional trips generated by new development, and success cases revealing trip reductions on the order of 10-25% are fairly abundant. Land use and design issues, as a longer-term strategy, have the potential to increase non-automobile modes, as revealed in comparisons of the mode split between towns with and without good bike, pedestrian, and transit infrastructure.

Livability – Measuring the impact of TDM on livability can be a subjective process. But livability might be seen as the product of several other effective roles for TDM, namely reduced congestion, increased safety, improved environment, and healthy economic conditions. Mostly, livability can be associated with increased travel choices, a fundamental purpose of demand management.

Economic Development – In mitigating the negative impacts associated with growth (congestion, air pollution, energy consumption, reduced safety), TDM can improve the attractiveness of a region or city to prosper economically. As seen in cases such as Lund, Sweden, and the Sustainable Travel Town pilots in the U.K., economic growth can be decoupled from traffic growth. In Lund, the region

grew substantially (population and employment) during a period when TDM was being implemented, reducing VMT by 1-2% overall. The growth in travel demand was met by increases in transit use and bicycling.

FHWA-HOP-12-035, INTEGRATING DEMAND MANAGEMENT INTO THE TRANSPORTATION PLANNING PROCESS: A DESK REFERENCE, August 31, 2012

8.9. Financial Analysis and Concurrency

The State of Washington's Growth Management Act (GMA) requires that a jurisdiction's transportation plan contain a funding analysis of the transportation projects it recommends. The analysis should cover funding needs, funding resources, and it should include a multi-year financing plan. The purpose of this requirement is to insure that each jurisdiction's transportation plan is affordable and achievable. If a funding analysis reveals that a plan is not affordable or achievable, the plan must discuss how additional funds will be raised, or how land use assumptions will be reassessed.

The City of Port Orchard is including the financial element in this transportation plan in compliance with the GMA as well as to provide a guide to the City for implementation of this plan.

8.9.1. Federal Revenue Sources

The Fixing America's Surface Transportation (FAST) Act (P.L. 114-94), was signed into law by President Obama on December 4, 2015. Funding surface transportation programs at \$305 billion for fiscal years (FY) 2016 through 2020, the FAST Act replaces the Moving Ahead for Progress in the 21st Century Act (MAP-21) as the latest long-term highway authorization.

The FAST Act largely maintains much of the policy and programmatic framework established by MAP-21. It includes increased funding for the performance-based Surface Transportation Block Grant Program (STBGP) and makes an additional \$116.4 billion available to locally-owned infrastructure.

FAST Act Overview in Washington

The five-year FAST Act was signed into law by President Obama on December 4, 2015, and covers from October 1, 2015 through September 30, 2020. The FAST Act funds surface transportation programs at \$305 billion for federal fiscal years (FFY) 2016 through 2020. The state can expect to receive almost \$3.6 billion in Federal Highway Administration funds via the FAST Act, starting with \$687 million in 2016 and growing to \$750 million by 2020.

In October 2012, Governor Christine Gregoire convened a Steering Committee to recommend how to distribute the highway funds between the State and local governments. The Committee met twice and agreed to maintain an overall split of 66/34 (66% State / 34% Local).

8.9.2. Other Existing Transportation Revenue Services

Funding for road improvements are comprised of numerous sources of revenue. A summary of these sources is shown in Table 8-22.

Table 8-22. Possible Transportation Revenue Sources

Street Fund	The Street Fund for the City is comprised of revenue from the motor vehicle excise fuel tax and a portion of property tax revenue. It is allocated to the City based on the number of residents within the corporate limits. These funds can be used only for road projects.
Current Expense	The City has supplemented the Street Fund with Current Expense money in previous years. Current Expense funds are have many sources including business taxes, local retail sales and use tax, property taxes, and motor vehicle excise tax.
Transportation Impact Fee Program	In 2015 the City adopted a transportation impact fee, a financing tool which allows the collection of revenue to offset the traffic impacts of new development. The impact fee rate is based the net new PM peak hour trips generated by a development and is set at \$2,552.24 per vehicle trip.
Transportation Improvement Account (TIA)	The Transportation Improvement Board (TIB) is a Washington State Department of Transportation (WSDOT) organization used to distribute funds for road projects. The TIA funds are from a 1.3-cent motor vehicle fuel tax and are used for achieving a balanced transportation system. Multi-agency projects are a requirement.
Urban Arterial Trust Account (UATA)	The TIB administers this program which is funded by a 1.74-cent motor vehicle fuel tax. The program funds projects which reduce congestion and improve safety, geometrics and structural concerns.
FAST Act	Fixing America's Surface Transportation (FAST) Act funds are federal funds to allow road improvements. These are programmed through the Metropolitan Planning Organization and the Puget Sound Regional Council. These funds are managed by WSDOT.
Grants	Numerous infrastructure and transportation grants from local, state, federal, and private sources may be identified to assist with the funding of the Port Orchard transportation improvements.

8.9.3. Nonmotorized Revenue Sources

Safe Routes to School

Washington State offers competitive grants to local jurisdictions through the federal Safe Routes to School program. The programs aim to increase the ability of young students to walk and bike to school on their own by providing non-motorized infrastructure between schools and residential areas and on the streets fronting schools. A call for funding requests is made during the biennium state budget cycles.

By partnering with South Kitsap School District, Port Orchard can identify neighborhoods and streets most in need of non-motorized infrastructure and develop stronger grant applications.

Other Nonmotorized Funding Sources

Washington State and the federal government offer a number of competitive grant funding sources for non-motorized infrastructure, including trails, sidewalks, crossing improvements, and transit station amenities.

- Washington State Recreation and Conservation Office:
<http://www.rco.wa.gov/grants/index.shtml>
- Puget Sound Regional Council Transportation Improvement Program:
<http://www.psrc.org/transportation/tip/amendments/applications/>
- United States Department of Transportation TIGER Discretionary Grants:
<http://www.transportation.gov/tiger>
- Federal Transportation Administration Bicycle Funding Opportunities:
http://www.fta.dot.gov/13747_14400.html
- Federal Highway Administration Transportation Alternatives Program:
http://www.fhwa.dot.gov/environment/transportation_alternatives/
- Federal Highway Administration Recreational Trails Program:
http://www.fhwa.dot.gov/environment/recreational_trails/

Local funding from the City's general funds, a transportation impact fee, and a local transportation benefit district are also options.

8.9.4. Revenue Forecast

The projected revenues for the City's Street Operation and Street Capital funds are shown in Table 8-23. Approximately 42 percent of funding for the City's Transportation Capital Facilities Plan will come from Intergovernmental Revenue. Transportation Impact Fees and other miscellaneous revenue are expected to fund approximately 7 percent. The City may consider implementing new revenue sources, such as a TBD (discussed above), if deemed appropriate and necessary in the future. The remainder of the Transportation Capital Facilities Plan will be funded by transfers from other City unrestricted revenue sources and issuing debt as needed. This strategy ensures that the City can accomplish the transportation plan and use the available funding options efficiently.

This forecast was prepared by projecting historic trends from the City's financial records. It was then adjusted based on a projected growth of 1% to 3% per year, depending on other known factors that could influence the specific category of revenue.

Table 8-23. Port Orchard Transportation Revenue Forecast 2016 to 2036 (\$000)

Funding Source	Description	Revenue Forecast			
		Short Range 2016 - 2021	%	Long Range 2022 - 2036	%
Street Operating Fund - Unrestricted					
Licenses & Permits	Right of way encroachment permit fees	\$0	0%	\$0	0%
Intergovernmental Revenue	City Share of motor vehicle fuel tax (MVFT)	\$1,615,000	21%	\$3,800,000	20%
Charges for Services	Fees for services rendered by transportation operations staff including plan review and construction inspection	\$0	0%	\$0	0%
Miscellaneous	Other sources of unrestricted revenue	\$60,000	1%	\$168,000	1%
Transfers/Other	Transfers to support transportation operations, maintenance and administration	\$6,000,000	78%	\$16,000,000	79%
TOTAL - Street Operating		\$7,675,000	100%	\$19,168,000	100%
Street Capital Fund - Restricted					
Intergovernmental Revenue *	Grants & Fuel Tax	\$17,785,000	54%	\$200,000	1%
Miscellaneous***	Transportation Impact fees, SEPA Mitigation fees, developer contributions, interest	\$4,925,825	15%	\$13,792,310	99%
Transfers In	Transfers to support capital projects	\$2,471,000	7%	\$0	0%
Other - New Debt, other new funding sources	Bonds, Low Interest Loans, Possible Transportation Benefit District	\$17,068,175	40%	\$19,363,690	58%
TOTAL - Street Capital		\$42,250,000	100%	\$33,356,000	100%

* Includes grants and direct appropriations

** Out of \$2 million per year for total revenue from source, assumes 50% for street capital projects

*** Includes estimated 10% increase in transportation impact fee amounts due to planned TIF update in 2015

8.9.5. Capital Costs for Recommended Improvements

There are several capacity related improvements within the Port Orchard Planning Area that are necessary to maintain minimum levels of service. Table 8-24 identifies the capacity-related improvements that will be necessary to maintain level of service standards in the short term

(through 2022). Additional capacity-related improvements will be necessary to meet level of service standards for the long range forecast (2036).

The capacity-related improvements identified in Table 8-25 will be necessary to meet GMA level of service standards in 2036.

Table 8-24. Previously Identified Projects Necessary to Address Growth

Plan #	Project Title	From/To	Estimated Cost (\$\$\$)
1.1	Tremont Widening	SR 16 / Port Orchard Blvd	17,500
1.4/2.3	Bethel Corridor Reconstruction	Mile Hill Dr (SR 166) / 1,000 ft south of Sedgwick	24,750
Total Estimated Cost			42,250

Table 8-25. Projects Necessary to Mitigate Future Growth-Related LOS Deficiencies

Plan #	Project Name	From/To	Estimated Cost (\$\$\$)
1.3	Sedgwick (SR 160) Reconstruction	SR 16 / Bethel	3,063
1.5	Anderson Hill/Clifton Intersection		1,000
1.6	Old Clifton/ Campus Parkway Intersection		1,000
2.1 2.2	Sedgwick Road West	SR 16 / Sidney Ave	4,624
2.4	SR160 Roundabout #1	Between Bravo Terr & Geiger Rd	1,481
2.5	SR160 Roundabout #2	Between Geiger Rd and Ramsey Rd	1,481
2.8	Sidney Ave Widening	SR 16 overpass / Sedgwick Rd	6,262
2.10	Old Clifton Rd Shoulder and Ped. Improvements	SR 16 overpass / City Limits	2,000
2.11	Old Clifton Rd / McCormick Woods Dr Intersection Improvements		1,000
n/a	Lund Ave Sidewalks	Bethel / Jackson	1,325
n/a	Tremont / Sidney Signal Improvements		100
n/a	Pottery / Lippert Intersection Improvements		1,000
n/a	Mile Hill / Jackson Signal Improvements		100
n/a	Bay St / Port Orchard Blvd Intersection Improvements		1,000
n/a	Jackson Ave Widening (outside City)	Sedgwick / Lund	7,920
Total Estimated Cost			33,356

¹Intersection improvements recommended for safety reasons. Intersection is not forecasted to fail LOS standard but will meet signalization warrant

8.9.6. Summary of Costs and Revenues

Based on the revenues and costs listed above, the proposed transportation element improvements are affordable within the City's expected revenues for transportation capital costs. Table 8-26 summarizes costs and revenues for the short and long range forecasts analyzed in the transportation element. It is important to note that the revenues portrayed include the proceeds of additional debt issues. This is based upon an assumption that additional debt will be necessary to fully fund the transportation improvement program. The new debt is assumed to be bond debt issued over 20 years at 4.5% interest. However, it should also be noted that the City has not made any assumptions related to grant funding or other low interest loans such as from Federal or State programs. The City has traditionally been able to tap these sources, and continuing to do so would reduce the need for new bond issues which similarly could produce more favorable terms for the City's transportation program.

The proposed Transportation Capital Facilities Plan, including both short and long range improvement lists, is estimated to cost \$75,606,000. Proposed improvements and expected revenues are therefore balanced as shown in the Table 8-26 below.

Table 8-26. Summary of Capital Costs and Revenues

Category	Short Range 2016-2021	%	Long Range 2022-2036	%	Total 2016-2036	%
Projected Revenues	\$42,250,000	100%	\$33,356,000	100%	\$75,606,000	100%
Predictable sources	\$25,181,825	60%	\$13,992,310	42%	\$39,174,135	52%
Debt sources	\$17,068,175	40%	\$19,363,690	58%	\$36,431,865	48%
Projected Expenditures	\$42,250,000	100%	\$33,356,000	100%	\$75,606,000	100%

The proposed financial strategy relies upon a conservative assumption for state and federal grants and an assumption that additional city debt may be necessary to balance the plan financially. If state and federal grant availability increases over the planning period the reliance on future debt financing will be reduced.

8.10. Intergovernmental Coordination

The City of Port Orchard works to maintain positive relationship with neighboring jurisdictions, regional agencies and service providers, and state and federal governments. The City has a shared interest and concern in maintaining a vital local and regional economy, and a high quality of life for its citizens, which depend on transportation mobility across jurisdiction boundaries. The City has agreements in place that demonstrate its active commitment to working with Kitsap County, other regional partners and state and federal agencies to address transportation issues, share information and solve problems. The development and ongoing monitoring of the City's Comprehensive Plan demonstrates that commitment. The Growth Management Act requires that plans between neighboring jurisdictions maintain a level of consistency through coordination of planning efforts.

Increasingly, Port Orchard's transportation system functions as an integral part of a larger regional system – of roadways, transit routes, park and ride lots, ferry routes, and non-motorized facilities that allow walking and/or biking the first and final mile, and making connections in between.

The development of this Plan depended on land use forecasts provided by the Puget Sound Regional Council. Coordination efforts are expected to be ongoing with:

- Washington State Department of Transportation (WSDOT) on the recommended revisions to the City's Roadway Functional Classification System, the addition of new truck routes to the state Freight and Goods Transportation System (FGTS), and needed improvements on designated State Routes within the city;

- Kitsap Transit on Transportation Demand Management activities by major employment sites, providing access to ferry and transit facilities and services, and on maintaining and expanding transit service quality within the City;
- Kitsap County to address the needs of travel across jurisdiction limits, including mitigating the impacts of land use development outside the City, providing for needed street improvements in annexation areas, and furthering the expansion of the regional non-motorized trail system.

Lastly, the City anticipates a certification review of this Comprehensive Transportation Plan Element by the Puget Sound Regional Council to ensure its conformity with the adopted regional Vision 2040 plan.

8.1.1. Transportation Goals and Policies

The goals and policies for transportation provide the primary foundation for this Transportation Chapter and support the overall vision of the Comprehensive plan. These goals and policies are organized under the following categories: general transportation goals; transit goals, non-motorized goals; vehicular travel and roadways; performance standards; linkages with other elements; and community character.

State Objectives: Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans. [RCW 36.70A.020 (3)]

General Transportation Goals

Goal 1. Encourage development of an efficient multi-modal transportation system based on local, municipal, tribes, countywide, and regional priorities in coordination with existing comprehensive and corridor development plans.

Policy TR-1	Implement the roadway design standards, including acquisition of right-of-way as needed, as defined in the City's transportation Capital Facilities plans and Port Orchard Road Standards.
Policy TR-2	Implement necessary transportation improvements as development in the City occurs, consistent with the City's Concurrency policies and SEPA requirements.
Policy TR-3	Require new development and redevelopment to incorporate transit, pedestrian and other non-motorized transportation improvements, including bus shelters and/or pullouts, sidewalks, pathways, crosswalks, and bicycle lanes.
Policy TR-4	Prioritize transportation improvements, including non-motorized transportation and mass transit facilities, within designated centers of local importance.

Goal 2. Provide a safe, comfortable and reliable transportation system.

- Policy TR-5 Control the location and spacing of commercial driveways and the design of parking lots to avoid traffic and pedestrian accidents, confusing circulation patterns, and line-of-sight obstructions.
- Policy TR-6 Designate and clearly demarcate appropriate routes for through truck traffic, hazardous materials transport, and oversized traffic.
- Policy TR-7 Require new development and redevelopment to incorporate appropriate street lighting as defined in the Port Orchard City Road Standards.
- Policy TR-8 Include sidewalks as required in the Port Orchard City Road Standards.

Goal 3. Develop a funding strategy and financing plan to meet the multi-modal and programmatic needs identified in the transportation element.

- Policy TR-9 Provide sufficient flexibility in the funding process to maximize the ability of local government to develop partnerships with federal and regional governments, other jurisdictions and the private sector to optimize funding sources for transportation projects.
- Policy TR-10 Establish public/private partnership programs for funding the needed transportation improvements. Private sector funding generated within the City should primarily be allocated to improvements in or adjacent to Urban Growth Areas near the City.
- Policy TR-11 Require developers to provide on-site and off-site road, safety, and other transportation improvements where necessary to serve the needs of the proposed developments and mitigate the impacts of their development on the surrounding neighborhoods.
- Policy TR-12 Consider potential funding mechanisms such as, creation of a Port Orchard Traffic Impact Fee (TIF Program), establishment of a Transportation Benefit District (TBD), Proportional Share Mitigation via SEPA, grant funding, and Road Improvement Districts.
- Policy TR-13 Work with Washington State Department of Transportation, Kitsap Transit, and the private sector to seek additional state and federal grant revenues for infrastructure improvements.
- Policy TR-14 Allow phased development of transportation improvements.

Goal 4. Ensure the citizens and businesses in South Kitsap have the opportunity to participate in the development of transportation planning policy.

Policy TR-15 Establish and maintain a program for accessing and responding to local, community, and residential neighborhood traffic control concerns.

Policy TR-16 Maintain a transparent prioritization process for the development of the Port Orchard Six-Year Transportation Improvement Program.

Goal 5. Develop and implement Transportation programs within the City to assist in the application, monitoring, and review of transportation goals and policies.

Policy TR-17 Monitor the success of Transportation Demand Management (TDM) and Commute Trip Reduction Program (CTR) for the City of Port Orchard and the entire South Kitsap Area in coordination with Kitsap County.

Policy TR-18 Develop one or more Transportation Management Programs (TMP) for the major development components of the City or communities within Port Orchard.

Policy TR-19 Encourage TMPs to be developed for commercial, business park, and industrial uses within the City.

Transit and Non-Motorized Goals

Goal 6. Provide a range of infrastructure incentives to encourage the use of non-single-occupancy vehicle modes of travel.

Policy TR-20 Provide preferential treatments for transit, such as queue bypass lanes, traffic signal modifications, and safe, convenient, transit stops.

Goal 7. Work with Kitsap Transit to provide increased transit service to the City as development occurs.

Policy TR-21 Identify possible corridors for future mass transit development such bus rapid transit, etc.

Policy TR-22 Encourage new development and redevelopment to include provision for bus pullout lanes, bicycle storage facilities, and safe, attractive transit shelters where appropriate.

- Policy TR-23 Support efforts to expand usage and infrastructure for mass transportation. Promote public/private partnerships, joint-use facilities, and Transit Oriented Developments within the City and adjacent Urban Growth Areas.
- Policy TR-24 Encourage installation of bicycle racks on buses and other transit vehicles.
- Policy TR-25 Work closely with Kitsap Transit in development of Park and Ride locations within and adjacent to the City. Ensure that land use and the site development are compatible with the goals and policies of the community.
- Policy TR-26 Park-and-Ride locations should be close to areas of housing, preferably within the City or adjacent Urban Growth Area boundary.
- Policy TR-27 Work closely with Kitsap Transit in the development of Transfer Centers and Multi-Modal Terminal locations within and adjacent to the City. Encourage and ensure that land use and site development are compatible with the goals and policies of the community.

Goal 8. Create a Transit Oriented Development (TOD) program in coordination with Kitsap Transit, Port Orchard Public Works Department, the Kitsap County Public Works Department, Port Orchard Planning Department and the Kitsap County Department of Community Development, with a special focus on the City's approved centers of local importance.

- Policy TR-28 Work with Kitsap Transit to develop a model Transit Oriented Development ordinance, policy, and development regulations to ensure that the program is compatible with the goals and policies of the community.
- Policy TR-29 Throughout the City, promote pedestrian and transit oriented development that includes access to alternative transportation and, in the interest of safety and convenience, includes features such as lighting, pedestrian buffers, and sidewalks.
- Policy TR-30 Develop site-specific Transit Oriented Development standards and incentives for the City's approved centers of local importance, to encourage development and redevelopment that efficiently utilizes existing public services and that provides a diverse mix of land uses accessible by transit to center visitors and residents.

Goal 9. Work with Kitsap Transit to establish and designate convenient park and ride locations.

- Policy TR-31 Give priority to establishing park and ride lots in existing parking lots.

- Policy TR-32 Form partnerships with community organizations along easily accessible arterials that have underutilized or dormant parking during traditional commuting hours (i.e. churches, movie theaters, etc.).
- Policy TR-33 Support development of park-and-ride lots to serve the transportation needs of the City and adjacent Urban Growth Areas.
- Policy TR-34 Encourage park and ride lots within the City and adjacent Urban Growth Areas that are near residential areas.

Goal 10. Promote pedestrian, bicycle and other non-motorized travel.

- Policy TR-35 Require that internal streets make provision for non-motorized transportation opportunities, consistent with Port Orchard City Road design standards or approved variances.
- Policy TR-36 Require new development within the city to provide internal trails or paths that connect residential, neighborhood commercial, business parks, and other land uses within the city.
- Policy TR-37 Ensure that trails and paths provide convenient connections within City.
- Policy TR-38 Require new development and redevelopment to provide safe neighborhood walking and biking routes to schools.
- Policy TR-39 Adopt and require Kitsap County Bicycle Facilities Plan or similar recommended design standards for development of bicycle improvements including surfacing materials, signage, striping, drainage, barriers, bridges, lighting, parking facilities, width, grade separation, design speed, sight distances and horizontal and vertical clearances.
- Policy TR-40 Maintain existing and create new, engineered bike lanes.
- Policy TR-41 Require new development and redevelopment to comply with adopted street standards that require bike lanes on identified bike routes.
- Policy TR-42 Promote completion of "Mosquito Fleet" trail and pedestrian path components along Beach Drive. Require new development or redevelopment to provide paved shoulders along Beach Drive within Port Orchard City Limits extending to E. Ahlstrom Road.
- Policy TR-43 Require all new development and redevelopment projects to install frontage improvements, including new sidewalks, and bike lanes along Bay Street and Bethel Avenue.

Policy TR-44 All new developments and redevelopment projects along the waterfront shall be encouraged to install a minimum 10-foot wide boardwalk adjacent to the shoreline, to be dedicated to the City, along the entire width of the property.

Goal 11. Work to decrease the number of single-occupant vehicle (SOV) trips generated within the City, and support a mix of land uses to help internalize traffic within the City and to provide a relatively balanced use of transportation capacity during peak travel periods.

Policy TR-45 Emphasize moving people rather than vehicles by providing a variety of ways to commute to work.

Goal 12. Create a walking and bicycling network for Port Orchard that prioritizes safety, connectivity, convenience, and cost effectiveness.

Policy TR-46 Increase the share of Port Orchard residents who bike and walk to work and school, and who walk and bike for social and recreational purposes.

Policy TR-47 Prioritize walking and bicycling paths which connect schools, centers of local importance, grocery stores and shopping centers, and parks.

Policy TR-48 Prioritize the walking and bicycling paths that will serve the greatest numbers of residents and businesses and facilitate economic development opportunities.

Policy TR-49 Develop a program to collect data on nonmotorized traffic volumes on a regular basis and to report collisions involving people walking and bicycling.

Policy TR-50 Integrate walking and bicycling facilities with other transportation options, include park-and-ride lots, parking facilities at public parks, and transit stops.

Policy TR-51 The design of intersections on designated walking and bicycle routes shall prioritize people walking and bicycling through intersection geometry, signal phasing, pavement materials, and other means.

Policy TR-52 Within centers of local importance, on arterial streets there should be a designated pedestrian crossing at least every 500 feet or less.

Policy TR-53 Consider creative options for protecting walking and bicycle facilities from vehicle traffic, such as with parked cars or planters.

Goal 13. Create a citywide pedestrian and bicycle network for Port Orchard.

Policy TR-54 “On street - arterial” shall be assigned to any trail designated in public right-of-way with more than three vehicle traffic lanes, where AADWT is more than 5,000, or at the discretion of the Public Works director. Maximum speed limits on arterial streets with this designation shall be 30 miles per hour. The following standards apply to such trails.

Walking

Option 1: Sidewalks at least 6 feet wide on both sides of the street.

Option 2: One sidewalk at least 10 feet wide on one side of the street.

At intersections people walking are prioritized with improved signal timing, curb ramps, and curb bulbs. At mid-block, crossings shall be user-activated flashing beacons. Preferably, crosswalks are paved with materials that contrast in color and texture with standard roadway pavement.

Bicycling

Option 1: One-way bicycle lanes at least 6 feet wide on both sides of the street located curbside. Preferably they have a visual or physical safety buffer of at least 2 feet from vehicle lanes, in which case the bicycle lane can be narrowed to 5 feet.

Option 2: One 10 feet wide two-way bicycle lane with a buffer of at least 2 feet on one side of the street.

Option 3: One-way (at least 5 feet wide on both sides of the street) or two-way (at least 10 feet wide on one side of the street) bicycle lanes raised up from the roadway on the outside of the curb and adjacent to the sidewalk.

At intersections bicycle paths are marked by painted lanes and signage shall indicate the presence of people bicycling. Enhanced treatments, such as bicycle traffic signals or pavement sensors for bicycles, shall be installed where vehicle traffic is significant.

Policy TR-55 “On street – residential” shall be applied to trails designated in public right-of-way with two or less vehicle traffic lanes AND where the predominant surrounding land uses are residential. Maximum speed limits on residential streets with this designation shall be 20 miles per hour. The following standards apply to such trails.

Walking

Option 1: One sidewalk at least 6 feet wide on one side of the street. At intersections there are curb ramps.

Option 2: Road shoulders at least 8 feet wide on at least one side of the street. Parking is prohibited in the road shoulder designated for walking.

At intersections there are painted crosswalks.

Bicycling

Option 1: One-way bicycle lanes at least 5 feet wide on both sides of the street and preferably curbside.

Option 2: There are no dedicated bicycle lanes, but pavement markings and street signage indicate people bicycling share the road with people driving. Preferably there are also speed bumps, roundabouts, and other traffic calming features.

Policy TR-56 “Off street” shall be applied to trails designated in public right-of-way or access easements where the predominant surrounding land uses are rural, residential, or greenbelt. The following standards apply to such trails.

Paved and continuous multi-use trail at least 12 feet wide separated from vehicle traffic. If parallel to a roadway, it shall have a landscaped buffer with trees that is at least 4 feet wide. Pedestrian-scale lighting illuminates the trail at night where appropriate. Preferably, there are other amenities spaced along the trail like seating areas, waste bins, and wayfinding signage.

Enhancement Option 1: Signage and pavement markings indicate separate areas for people walking and people using wheeled devices.

Enhancement Option 2: Grade separation and rolled curb separates areas for people walking and people using wheeled devices.

Policy TR-57 Where right-of-way is unavailable and traffic volumes permit, the City shall consider road diets (reduction and/or narrowing of vehicle lanes) to meet the trail standards.

Goal 14. Integrate walking and bicycle facilities into private development in a way that minimizes impacts on the development process and property owners.

Policy TR-58 Set minimum bicycle parking quantities and secure bicycle parking and storage standards for private development.

Policy TR-59 As much as possible, locate nonmotorized transportation facilities within existing public right-of-way.

Policy TR-60 Nonmotorized connections between residential and commercial developments should be required. Through paths shall be required between residential subdivisions, large commercial parcels, and through the ends of dead-end streets where applicable.

Policy TR-61 Limit the number of driveways crossing citywide walking and bicycling facilities.

Policy TR-62 Design nonmotorized transportation facilities to safely accommodate business deliveries and freight traffic.

Goal 15. Commit to an implementation plan and partner with other local jurisdictions, including Kitsap County and the Port of Bremerton, to complete the trail network outside of the City's jurisdiction.

Policy TR-63 Build out the trail network on a mile-by-mile basis during major street rehabilitations.

Policy TR-64 Pursue local, state, and federal funding options for design and construction of nonmotorized transportation facilities.

Policy TR-65 Partner with Kitsap County in design and funding to complete the trail network in the Port Orchard Urban Growth Area prior to a planned annexation. Encourage Kitsap County to complete the trail network in unincorporated areas outside of the Urban Growth Area, as these trails would still serve Port Orchard residents.

Policy TR-66 Partner with South Kitsap School District to pursue non-motorized infrastructure funding through the Safe Routes to School funding. Prioritize projects that will help students walk and bike to schools.

Policy TR-67 Set a goal towards implementation of this plan, such as completing the trail network within 10 years or building at least two miles per year.

Goal 16. Design and implement enforcement and education programs that promote the safety of people walking and bicycling.

Policy TR-68 The Police Department should conduct traffic patrols when students are arriving to and departing from schools to emphasize traffic safety.

Policy TR-69 Install speed cameras in school speed zones to enforce 20 mile per hour speed limits when they are applicable.

- Policy TR-70 Post route and safety information about walking and bicycling facilities on the City website, at local schools, at community centers, at transit centers, and other places of public gathering.
- Policy TR-71 Designate a Public Works, Community Development, or Police Department position as a “street safety officer”, or contract with a private outreach firm, to teach public education on street safety for school groups, community organizations, and to organize community events.
- Policy TR-72 Promote participation in walk/bike to school and work days.

Vehicular Travel and Roadways

Goal 17. To provide an adequate system of arterials and collector streets which connect the City and adjacent development areas to the State highway system and adjacent arterials.

- Policy TR-73 Plan, design, and implement roadway widening and intersection improvements needed to provide additional capacity, and resolve potential operations and safety issues. Ensure that designs address non-motorized travel within and to/from the City.
- Policy TR-74 Develop a collector road system to provide for access and circulation between the various developments in and adjacent to the City. Design the collector road system to reduce the potential need for local traffic to use the arterials.
- Policy TR-75 Phase street and arterial improvements to meet the anticipated traffic generation of each development within the City.
- Policy TR-76 Wherever possible, require that industrial, commercial or multi-family development has access from a collector road. Minimize through-traffic on local residential streets.
- Policy TR-77 When allowed, encourage access consolidation onto all streets to better utilize the roadway system.
- Policy TR-78 Encourage whenever possible, reciprocal access agreements between adjacent compatible developments.
- Policy TR-79 Reduce speed while maintaining connectivity on neighborhood streets using street design devices such as curb bulbs, "median obstacles", chicanes, traffic circles, speed tables, or other measures proven safe and effective at reducing travel speeds.

Policy TR-80 Minimize local street widths and crossing distances.

Goal 18. Provide aesthetically pleasing streets.

Policy TR-81 Develop design guidelines and standards for street wise landscaping, sidewalks, and maintenance within new developments.

Policy TR-82 Street Design Guidelines: Reflect the more urban nature of roadways within the City and within residential developments by encouraging, where appropriate, crosswalks and sidewalks, street trees and landscaping, traffic-calming strategies.

Policy TR-83 Minimize impacts of road construction on environmentally sensitive areas by properly managing damaging stormwater runoff and minimize and pollution from road use and maintenance.

Policy TR-84 Where possible for new development and redevelopment, require underground relocation or the under-grounding of overhead utilities to reduce the need for removal and maintenance of roadside vegetation.

Goal 19. Recognize the importance of easily accessible, attractive, and well dispersed parking as a valuable community asset.

Policy TR-85 Implement safety standards for interior parking and circulation for development in the City.

Policy TR-86 Consider reduction of parking requirements if a development provides alternatives for multi-modal uses such as Transportation Demand Management measures.

Policy TR-87 Consider reciprocal parking agreements and joint development of off-street parking facilities between adjacent and compatible developments.

Policy TR-88 Discourage parking on arterials within the City unless absolutely necessary.

Policy TR-89 Encourage the development of a public / private joint-use parking garage to facilitate downtown parking requirements.

Policy TR-90 Coordinate parking and transportation planning and projects with the Port of Bremerton in order to make the best use of the waterfront.

Performance Standards

Goal 20. Improve connectivity and mobility within the City through the identification and implementation of improvements that maintain Level of Service standards.

Policy TR-91 Review large land development applications and mitigation requirements as they occur over time based on traffic analyses using up-to-date traffic data.

Policy TR-92 Establish standards for local roads and monitor cut-through, non-local traffic. Establish a process for increasing control responses based on the severity of the disturbance to the neighborhood.

Goal 21. Promote environmentally sensitive and "Green" transportation solutions.

Policy TR-93 Encourage transit providers and organizations with large fleets of vehicles to utilize "Green" fuel and reduce emissions/air pollution including through the establishment of idling policies.

Goal 22. Support and reinforce coordination between land use and transportation.

Policy TR-94 Promote creation of coordinated corridor development plans for Tremont Street, Bay Street/Beach Drive (SR-166), Sedgwick Road (SR-160) and Mile Hill Drive/SR-166.

Policy TR-95 Promote application and development of a Bethel Road Corridor Development Plan for Bethel Road SE extending from Beach Drive (SR 166) to the State Route 16 overpass.

Policy TR-96 Make transportation improvements available to support planned growth and adopted levels of service concurrent with development. "Concurrent" shall mean that improvement or strategies are in place at the time of development, or that a financial commitment has been made.

Policy TR-97 Implement the Road Design Standards shown on the City's transportation plan and acquire needed right-of-way.

Policy TR-98 Require dedication of anticipated right-of-way for any land use approvals of developments for all roadways.

Goal 23. Require implementation of the Bethel Road Corridor Development Plan.

Policy TR-99 Work with Kitsap Transit to focus transit funding of proposed transit improvements on Bethel Road Corridor.

Policy TR-100 Promote separated bicycle lanes, separated sidewalks, and Access Management Plans as proposed in the Bethel Road Corridor Plan.

Policy TR-101 Seek funding for widening and improvements along Bethel Avenue.

Goal 24. Provide a transportation system that will support economic development.

Policy TR-102 Establish and identify through clear signage, a truck and oversized load route.

Policy TR-103 Apply appropriate street design standards for industrial and commercial districts, which allow for the easy movement of goods and services.

Community Character

Goal 25. Develop transportation improvements that respect the natural and community character and are consistent with both the short- and long-term vision of the Comprehensive Plan.

Policy TR-104 Restore / create unique neighborhood aesthetics via formation of distinctive streetscapes and traffic controlling devices.

Policy TR-105 Minimize the impacts of traffic on residential neighborhoods by discouraging the use of local access streets by non-local traffic.

Policy TR-106 Prohibit commercial development from utilizing local residential roads as access points.

Policy TR-107 Analyze accident data to determine where safety related improvements are necessary. Prioritize and implement safety related improvements during the transportation planning process.

Policy TR-108 Install sidewalks along Bay Street, Bethel Avenue, and side streets where none currently exist. Sidewalks should be on both sides of the street in the Downtown Gateways.

Policy TR-109 Enhance current crosswalks on Bay Street to increase pedestrian safety.

Policy TR-110 Encourage easements and interconnectivity between properties for vehicles and pedestrians.

Policy TR-111 Encourage bicycle commuting with a waterfront pathway that minimizes conflict with vehicles.

Policy TR-112 Provide street wise landscaping on City streets.

Recommended Actions

- Budget annually for at least one improvement to street landscaping including parkways, traffic islands and pedestrian ways.
- Develop design guidelines and standards for landscaping, sidewalks, and maintenance within new developments.
- Develop a bikeway and pedestrian plan consistent with the Kitsap County Greenways Plan.

PSRC Multicounty Transportation Goals and Policies

GREATER OPTIONS AND MOBILITY GOAL

Goal: The city will invest in transportation systems that offer greater options, mobility, and access in support of the city's growth strategy.

MOBILITY OPTIONS

T-: Increase the proportion of trips made by transportation modes other than driving alone.

T-: Integrate transportation systems to make it easy for people to move from one mode or technology to another.

T-: Promote the mobility of people and goods through a multi-modal transportation system consistent with regional priorities and VISION 2040.

T-: Address the needs of non-driving populations in the development and management of local and regional transportation systems.

T-: Site and design transit facilities to enable access for pedestrian and bicycle patrons.

T-: Encourage local street connections between existing developments and new developments to provide an efficient network of travel route options for pedestrians, bicycles, autos, and emergency vehicles

T-: Support effective management of regional air, marine and rail transportation capacity and address future capacity needs in cooperation with responsible agencies, affected communities, and users.

TRANSPORTATION DEMAND MANAGEMENT

T-: The city should reduce the need for new capital improvements through investments in operations, demand management strategies, and system management activities including: transit,

vanpools, broadband communication systems, providing for flexible work schedules, and public transit subsidies.

T-: The city should consider local transportation demand management programs (education and/or local regulations) to reduce the impacts of high traffic generators not addressed by the Washington State Commute Trip Reduction Act including: recreational facilities, schools, and other high traffic generating uses.

T-: The city should support the reduction of vehicle ownership in the city by supporting "ride share" and on-demand car/bike services.

OPERATIONS, MAINTENANCE, MANAGEMENT, AND SAFETY GOAL

Goal: As a high priority, the city will, maintain, preserve, and operate its transportation system in a safe and functional state.

- **Maintenance, Preservation, Operations, Transportation Systems Management, Safety and Financial Policies**

MAINTENANCE AND PRESERVATION

T-: Maintain and operate the city's transportation systems to provide safe, efficient, and reliable movement of people, goods, and services.

T-: Protect the investment in the existing system and lower overall life-cycle costs through effective maintenance and preservation programs.

T-: Prioritize essential maintenance, preservation, and safety improvements of the existing transportation system to protect mobility and avoid more costly replacement projects.

TRANSPORTATION SYSTEMS MANAGEMENT

T-: Maintain a citywide concurrency monitoring system to determine how transportation investments are performing over time.

T-: Design or redesign roads and streets, including retrofit projects, to accommodate a range of motorized and non-motorized travel modes in order to reduce injuries and fatalities and to encourage non-motorized travel. The design should include well-defined, safe and appealing spaces for pedestrians and bicyclists.

T-: Apply technologies, programs and other strategies that optimize the use of existing infrastructure in order to improve mobility, reduce congestion, increase energy-efficiency, and reduce the need for new infrastructure.

T-: Strive to increase the efficiency of the current transportation system to move goods, services, and people to and within the city before adding additional capacity.

T-: Protect the transportation system against major disruptions by developing prevention and recovery strategies and by coordinating disaster response plans.

SAFETY

T-: Continue to improve the safety of the transportation system to achieve the state's goal of zero deaths and disabling injuries.

T- Provide education on safe biking and walking.

T-: Enforce motorized and non-motorized safety laws

FINANCIAL

T-: Emphasize transportation investments that provide and encourage alternatives to single-occupancy vehicle travel and increase travel options, especially to and within commercial and mixed use areas and along corridors served by transit.

T-: Prioritize investments in transportation facilities and services that support compact, pedestrian- and transit-oriented development.

T-: Focus on investments that produce the greatest net benefits to people and minimize the environmental impacts of transportation.

T-: Encourage public and private sector partnerships to identify and implement improvements to personal mobility.

T-: Consider transportation financing methods that sustain maintenance, preservation, and operation of facilities

T-: Consider transportation impact fees for the expansion of multi-modal transportation capital facilities necessary to support growth.

T- Consider local financing methods that sustain or expand local transit service.

T-: If projected funding is inadequate to finance needed capital facilities that provide adequate levels of service, adjust the level of service, the planned growth, and/or the sources of revenue to maintain a balance between available revenue and needed capital facilities. The city should first consider identifying additional funding, then adjusting level-of-service standards, before considering reassessment of land use assumptions.

T-: A multiyear financing plan should serve as the basis for the six-year transportation improvement program and should be coordinated with the state's six-year transportation improvement program.

SUSTAINABILITY GOAL

Goal: The city's transportation system is well-designed and managed to minimize the negative impacts of transportation on the natural environment, to promote public health and safety, and achieve optimum efficiency.

- **Sustainability AND Natural Environment, Human Health and Safety, Environmental Justice**
Polices

SUSTAINABILITY AND NATURAL ENVIRONMENT

T-: Foster a less polluting system that reduces the negative effects of transportation infrastructure and operation on the climate and natural environment, including the use of rain gardens or other techniques to reduce pollutants in storm drains.

T-: Seek the development and implementation of transportation modes and technologies that are energy-efficient and improve system performance.

T-: Design and operate transportation facilities in a manner that is compatible with and integrated into the natural and built environment including features, such as natural drainage, native and water wise plantings, and local design themes.

T-: Promote the expanded use of alternative fuel vehicles by converting public fleets, applying public incentive programs, and providing for electric vehicle charging stations throughout the city.

T-: Plan and develop a citywide transportation system that reduces greenhouse gas emissions by shortening trip length or replacing vehicle trips with other modes of transportation to decrease vehicle miles traveled.

HUMAN HEALTH AND SAFETY

T-: Develop a transportation system that minimizes negative impacts to human health, including exposure to environmental toxins generated by vehicle emissions

T-: Provide opportunities for an active, healthy lifestyle by integrating the needs of pedestrians and bicyclists in the local and regional transportation plans and systems.

T-: Develop a transportation system that minimizes negative impacts to human health from vehicle emissions, noise, or a lack of non-motorized options.

ENVIRONMENTAL JUSTICE

T-: Implement transportation programs and projects in ways that prevent or minimize negative impacts to low-income, minority, and special needs populations.

T-: Ensure mobility choices for people with special transportation needs, including persons with disabilities, the elderly and the young, and low-income populations.

Chapter 9. Capital Facilities

9.1. Introduction

This Capital Facilities Element of the 2016 Comprehensive Plan provides information about the City's existing public facilities, and the need for future facilities to address the requirements of a growing population. The Capital Facilities Element, in conjunction with the City's Capital Facilities Plan (CFP) and Capital Improvements Program (CIP), provide guidance for the City to achieve its goals of providing the appropriate public facilities and desirable levels of public services to its residents and businesses.

Capital Facilities Vision

Provide outstanding community facilities that serve the needs of a growing and changing city. Maintain existing community facilities and develop additional facilities to address the city's growth and evolving needs. New facilities should address multiple objectives, such as creating new open space and enhancing neighborhood character, even as they serve basic functional requirements.

Ensuring that public facilities are available when growth occurs is critical to the quality of life for Port Orchard's residents. The implementation of the Capital Facilities Element and related plans will help realize the community's vision for outstanding community facilities, as well as the vision and goals of the Land Use Element. This Element also functions in coordination with the Comprehensive Plan's Utilities, Parks and Transportation elements and functional system plans for water, wastewater and stormwater. These are discussed in more detail in Section 9.3.

The state requires the City to demonstrate that all capital facilities serving its population have been considered and that planning is done in a coordinated and comprehensive fashion. The Public Facilities and

Services Goal of the Growth Management Act (GMA) requires that the level of service ("LOS") of public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use, without decreasing current service levels below locally established minimum standards ("the concurrency requirement"). Kitsap County's Countywide Planning Policies also require the City to ensure that its growth plans are consistent with the CIP and that adequate public facilities and services are or will be available to serve the City's population allocation through the planning period. If limited funding or other circumstances would prevent the city from providing adequate facilities and services, the Growth Management Act requires the city to re-evaluate the Land Use Element and make sure that capital facilities plans and land use plans are consistent.

The City of Port Orchard owns and manages a variety of capital facilities, including roads, parks, utility systems, police facilities, and administrative buildings. In addition to the facilities owned and managed by the City, there are publicly-owned capital facilities managed by other entities which meet some of Port Orchard's capital facility needs. These include, but are not limited to, schools, library, sewage treatment, and public transit. Privately owned utilities (electrical, natural gas, and telecommunications) conduct their own planning processes and maintain their own system plans. The City influences private

system planning through its authority to regulate land uses and its obligation to develop and maintain a Comprehensive Plan.

The City uses its capital facilities and functional plans, with guidance from the Comprehensive Plan, to make planning and budgetary decisions about the need and timing for construction of new facilities, improvements to existing facilities, the levels of service provided by those facilities, and how to fund and maintain these needs. Planning decisions should also address the evolving and adaptive role of technology in the provision of capital facilities.

The complete list of capital facility improvements planned in the next seven years is provided in the City's Capital Improvements Program (CIP), which is described in Section 9.3. The CIP and the functional plans provide a complete facility inventory, as well as needs, projected costs, and funding sources.

9.2. Inventory and Identified Needs

9.2.1 Administration and Service Facilities

Facility	Location	Size (sq ft)
City Hall (includes Police Station and Municipal Court)	216 Prospect Street	28,370
Public Works Shop	1535 Vivian Court	6,000
South Shed	2051 Sidney Avenue	3,811
Active Club	1026 Tacoma Avenue	7,500
Police Shooting Range	1278 Lloyd Parkway	N/A
Library	87 Sidney Avenue	8,586
Vacant Property (reserved for future development)	640 Bay Street	11,325 (land only)

The City's Capital Facilities Plan provides a detailed description and analysis of the City's current capital facilities, as summarized below:

City Hall

The primary municipal building is the City Hall, which was built in 1999. It contains all of the City's departments and staff, except for the Public Works crew.

The CFP established the level of service for administrative space (including police and courts) at 2,408 sq ft per 1,000 residents. The state's Office of



Financial Management estimated the City's 2015 population at 9,950. The City's 2036 target population allocation is 20,558. City Hall also requires some maintenance and improvements, as identified in the CFP. Therefore, the City should assess the current conditions, adequacy and capacity of the existing City Hall building square footage and its internal configuration, make interim or short-term changes as appropriate, and plan for approximately 25,500 additional square feet of administrative space to be provided by the end of the 2036 20-year planning period.

The Police Department currently occupies approximately 5,500 sq ft on the ground floor of City Hall. The Police Department has indicated that it requires approximately 10,000-15,000 additional square feet of office space with 3,000-5,000 sq ft of storage to meet its needs for the next 20 years. The City should review options for providing the additional space needed to maintain an appropriate level of police services.

Public Works – Shop and South Shed

The Public Works shop houses this department's foreman and crew and a majority of the City's maintenance vehicles and equipment.

The shop has sufficient capacity to support staff throughout the capital facilities planning period. There is a current level of service for enclosed maintenance facilities of 833 sq ft per 1,000 residents. However, there is not enough covered parking for City vehicles and equipment, and the City has identified the need for a second four-bay carport to cover and protect City vehicles and equipment from the elements.

The south shed is anticipated to continue being used as a storage facility and staging area through the planning period. No construction, remodeling or expansion need is anticipated.



Active Club

The Active Club is the only community recreational building owned by the City. It provides space for a number of recreational, sports and civic organizations to conduct activities.

Police Shooting Range

The police shooting range provides a convenient and safe location for officers to train and practice with firearms.

Library

The library building is owned by the City and houses the local branch of the Kitsap Public Library.

9.2.2 Parks and Recreational Facilities

The City has a number of parks and recreational facilities, listed below.

Current Parks Facilities

Park Name	Size	Facilities
Van Zee	8.3 Acres	Picnic Areas and shelters, trails, two baseball diamonds, playground, sports field, lighted tennis courts, horseshoe court, restroom
Clayton Park	1.4 Acres	Picnic tables, playground, sports field, basketball court, picnic shelter
Givens Field	6.7 Acres	2 Baseball Diamonds (under lease, not available for public use), lighted tennis courts, lighted horseshoe courts, restrooms, picnic area, playground, Active Club
Lundberg Park	4.8 Acres	Not open to the public, no facilities
Paul Powers, Jr. Park	3.75 Acres	Field, playground, basketball court
Boat Ramp	0.3 Acres	Municipal boat ramp, restroom, parking
DeKalb Pedestrian Pier	4.1 Acres	169 feet of pier, 359 feet of floats, picnic tables
Etta Turner Park	0.6 Acres	Gazebo, benches, view of Sinclair Inlet, trail connection
McCormick Village Park	28.6 Acres	Trails, restrooms
Seattle Ave Waterway Property	1.88 Acres *tidelands included	Trail connection
Waterfront Park	1.9 Acres	Sidewalks, picnic table, bench, viewing platform
Westbay Easements	N/A	Trail connection, beach access
Bethel South Property	5.3 Acres	Not open to the public, no facilities; a portion planned for construction of dog park

In addition to the properties in the above table, which are owned and operated by the City, Port Orchard residents also have a number of non-City parks and private facilities that are available for public recreational use.

The City's Parks Plan provides a comparison of current recreational facilities and services within the City against the recommended levels of service used by the state's Interagency Council for Outdoor Recreation and by Kitsap County. This comparison is used to establish the LOS for recreational needs of the City's existing and future population. City-owned, non-City publicly owned, and private recreational facilities are all considered by the City when determining levels of service.

In general, the City has adequate park and recreational facilities to serve the population during

June 2016



the planning period, with existing deficits in bike paths, boat launches and pedestrian trails, and projected deficits in community and neighborhood parks. Additional information on the City's parks and more detailed planning strategies can be found in the City's Parks Plan and in the Parks Element of this Comprehensive Plan.

9.2.3 Utilities and Transportation

The City owns, maintains and manages its water system and wastewater collection system. It is also responsible for City roads and other aspects of the City's transportation system. More information on these facilities is provided in the City's functional plans and other Elements of the Comprehensive Plan (Utilities, Transportation).

9.3. Planning and Policy Connections

A complete list of capital facility improvements planned in the next seven years is included in the city's Capital Improvements Program (CIP), which is described in this section. The CIP and the functional plans listed in the following table identify facility inventories, needs, projected costs, and funding sources.

Capital improvement recommendations are drawn primarily from functional plans specific to each capital facility or City department. Utilities such as water, sewer, and stormwater have specific requirements according to state and federal law. Each City department forecasts needed improvements for at least a twenty-year. Each plan contains an inventory of the system and a forecast of system demand and capacity based on population and regulatory mandates. The functional plans identify capital investments required to meet future demand and to replace or maintain existing facilities for continued service. The plans also define the customer service level for each facility provide and system-specific operating policies.

The CIP uses many revenue sources to fund the capital improvement projects identified in the plan, including sales tax, business and occupation tax, utility rates, state revenues, bonds, and grants. Impact fees¹ and other specific revenues allowed under the Growth Management Act also offer potential funding sources.



Coordinating City Functional Plans and Capital Improvements Program

<u>Capital Improvements Program</u> This is the city’s seven-year financing and implementation plan in which needed capital improvements to the city’s public facilities and infrastructure are identified and prioritized.	Funding: plan updated biennially.
<u>Water System Plan</u> This plan provides a basis for capital improvement planning for six years and forecasts anticipated needs to a 20-year planning horizon.	Functional Plan: updated on a 6-10 year cycle, as needed.
<u>Wastewater System Plan</u> This plan addresses aging infrastructure, system expansion to accommodate development, revised policies and practices, data, finances, revised growth forecasting, and recommended improvements.	Functional Plan: updated on a 6-10 year cycle, as needed.
<u>Storm and Surface Water System Plan</u> This plan establishes the city’s storm and surface water policy.	Functional Plan: updated on a 6-10 year cycle, as needed.
<u>Parks Plan</u> This plan is the primary tool to guide the long-term growth and development of Bellevue’s parks and open space system. The core of the plan is a set of 20-year capital project recommendations, which are reviewed and updated approximately every six years.	Functional Plan: updated on a 6-10 year cycle, as needed.
<u>Transportation Plan</u> This six-year plan indicates needs for maintenance and improvement of the City’s transportation network.	Functional Plan: updated every two years.

9.4. Future Needs

A key feature of the capital facilities planning process is asset management, which continually monitors the condition of existing facilities and infrastructure, identifies the levels of maintenance needed, and determines when facilities need to be replaced. The city’s capital facilities policies ensure that the city plans in advance for maintenance and infrastructure replacement to maintain levels of service. These policies also tie capital facilities planning to land use, making sure that assumptions about future growth are consistent.

The City of Port Orchard owns, operates, and maintains over \$3.5 billion of infrastructure to provide drinking water, wastewater, and stormwater and surface water services to its residents and businesses. Continued investment in this infrastructure is necessary for continued delivery of utility services that are critical for human health and safety, economic development, as well as supporting a sustainable, healthy environment. Capital facility investment helps to ensure that the City can continue to deliver the high quality municipal utility services customers expect.

The City of Port Orchard has a rapidly growing population. To provide adequate capital facilities, the City is working to address substandard infrastructure and comply with new regulations.

While there are unique challenges to specific capital facility services, several issues apply broadly to Port Orchard:

Accommodating Increased Demand. Increased demand will require investment for building and maintaining facilities for services like water, wastewater, stormwater, parks, fire, police, transportation, and municipal buildings. Non-city providers, such as school districts, libraries and solid waste processors, will also experience increased demand for services and will need to plan for new or improved facilities.

Aging Infrastructure. Some of Port Orchard's capital facilities are aging or inadequate for current service needs, and will require repairs and replacement over the next twenty years. The costs of replacing utility infrastructure and roads are substantial and take years for planning and implementation. Likewise, facilities such as parks and municipal buildings require ongoing maintenance, improvements, or replacement. City departments maintain plans and strategies for funding and building necessary improvements, which are scheduled and assigned funding in the city's seven-year CIP.

Compliance with New Laws and Regulations. Changing state and federal mandates governing capital facilities systems require the city to monitor and review its systems to ensure compliance. For example, compliance with the city's National Pollutant Discharge Elimination System Municipal Stormwater Permit (NPDES), a Federal Clean Water Act mandate that affects programs citywide, will have significant long-term impacts on the way the city does business, on city expenses, and on private development costs. In February 2010, stormwater regulations were significantly expanded under the NPDES Phase II permit. These new regulations, along with associated stormwater requirements that must be incorporated into City code by 2017, places significant additional requirements on the City's planning and regulatory functions.

The City of Port Orchard benefits from its proximity to centers for recreation, open space, and sports fields outside City Limits and/or held by other agencies or groups, such as the South Kitsap School District and Kitsap County. Creating and strengthening regional partnerships will enable Port Orchard and its partners to provide greater facilities and opportunities than would be possible alone. The City of Port Orchard is already working with Kitsap County and other nearby jurisdiction to create and expand a regional water trail including shoreline access with launch points, rest areas, parking facilities.

9.5. Goals and Policies

Goal I. Provide an efficient distribution and mixture of public facilities, including parks, parking areas, non-motorized transportation connections, and other facilities and services.

Policy CF-1 The City should explore opportunities for acquisition of surface parking areas within the downtown core to serve the general public and municipal purposes.

- Policy CF-2 The City should consider development of multi-use facilities that can serve more than one public need. The City should coordinate with other jurisdictions and agencies that also provide public facilities, such as Kitsap County, Kitsap Transit and the Port of Bremerton, to encourage cooperative planning of future facilities and reduce redundancy. The City should also explore opportunities for public/private partnerships and funding sources that could provide a mix of public facilities and other uses such as commercial and residential within the same development, where appropriate.
- Policy CF-3 Encourage public awareness and consider public input when considering the need for and proposed locations of new public facilities. Develop public facilities according to the specific needs, locations and levels of service identified in the City's functional plans and capital improvements program.
- Policy CF-4 Encourage the joint use of utility corridors for open space and non-motorized pathways and trails, provided that such joint use is consistent with limitations prescribed by applicable law and prudent utility practice.
- Policy CF-5 Encourage private property owners and developers to donate public trail access and parcels for park development in areas identified for future municipal parks and trail connections.

Goal 2. The City shall establish minimum levels of service for provision of urban services (i.e. fire, police, garbage disposal, parks, library, and other appropriate services).

- Policy CF-6 It is the City's intent that adequate school facilities be provided for the community. Individual school levels of service should be maintained as adopted and funded by the South Kitsap School District School Board.

Goal 3. Ensure that infrastructure, facilities, and services are adequate to serve new projects at the time buildings are available for occupancy and use, without decreasing service levels below locally established minimum standards.

- Policy CF-7 Require that urban level facilities and services are provided prior to or concurrent with development. These services include, but are not limited to, transportation infrastructure, parks, potable water supply, sewage disposal, stormwater and surface water management, and solid waste management.

- Policy CF-8 Facilitate adequate planning for services and facilities by coordinating with utility providers on annual updates of population, employment and development projections.
- Policy CF-9 Regularly monitor and update LOS standards for public facilities to reflect community preferences for quality of service delivery.
- Policy CF-10 Encourage providers to improve accessibility to public services by making information available, convenient and complete.
- Policy CF-11 Maintain an inventory of existing capital facilities owned by public entities.
- Policy CF-12 The City should acquire property sufficient to provide capital facility services at established levels of service, according to the identified deficiencies and future needs for such services as provided in the City's functional plans.

Goal 4. Ensure that the provision of capital facilities meets the needs of the present without compromising the ability of future generations to meet their own needs.

- Policy CF-13 Provide public facilities and services conveniently and equitably throughout the community and do not unduly affect any one group of people or geographic area by the siting or expansion of essential public facilities.
- Policy CF-14 Ensure that the provision of capital facilities is environmentally sensitive, safe and reliable, aesthetically compatible with surrounding land uses, and economical to consumers.
- Policy CF-15 Ensure that new growth and development pay a fair, proportionate share of the cost of new facilities needed to serve such growth and development.
- Policy CF-16 Direct growth within the community where adequate public facilities exist or can be efficiently provided.
- Policy CF-17 Seek to reduce the per unit cost of public facilities and services by encouraging urban intensity development within the City and adjacent Urban Growth Areas.
- Policy CF-18 Coordinate the construction of public facility improvements such as utility and road improvements to help minimize project costs.
- Policy CF-19 Ensure the efficient and equitable siting of capital facilities through cooperative and coordinated planning.

Policy CF-20 Coordinate and cooperate with other jurisdictions in the implementation of multijurisdictional utility facility expansions and improvements.

Policy CF-21 Provide meaningful opportunities for community involvement in the planning of capital facilities.

Goal 5: Support provision of adequate, timely and efficient fire protection and emergency medical service within the City.

Policy CF-22 Coordinate with South Kitsap Fire and Rescue on planning for the location of new fire stations to ensure that they are dispersed throughout the City and located near areas of high population concentration.

Policy CF-23 Encourage consolidation of duplicate services between Fire Districts to use resources more effectively.

Goal 6: Reduce crime risks within the City.

Policy CF-24 Design and locate capital facility improvements to optimize public safety through increased visibility at joint use facilities (e.g., streets, public buildings, etc.)

Policy CF-25 Ensure that there are enough commissioned officers and support staff to support the established LOS in the City.

Goal 7. Coordinate land use and school district capital facilities planning.

Policy CF-26 Recognize that schools provide a unifying social and physical amenity that are key foci for successful neighborhoods. Encourage elementary schools to be located in or near neighborhood centers and middle schools, junior high schools and senior high schools to be located near community centers.

Policy CF-27 Coordinate with the South Kitsap School District to develop strategies to ensure that students are not forced to attend a school outside their neighborhood.

Policy CF-28 Coordinate with the South Kitsap School District to develop strategies to provide and enhance safe multi-modal access to the schools.

Policy CF-29 Review and update school impact fees at least every 4 years.

Policy CF-30 Explore opportunities to develop joint use facilities with the South Kitsap School District, such as recreational and community center facilities.

Goal 8: Develop and maintain adequate and convenient parks, recreation, and open space areas and facilities for all age groups to serve both the existing and future population of Port Orchard and surrounding areas.

Policy CF-31 Preserve open space considered scenic in value by :

- a. enhancing and expanding park facilities.
- b. discouraging obstructions of scenic views.

Policy CF-32 Increase the size and number of parks and open spaces by:

- a. establishing partnerships with other agencies to jointly utilize public facilities.
- b. promoting through public and private investments, the acquisition of open space facilities and assuring proper maintenance thereof.
- c. providing for public input when developing plans for public parks.
- d. providing for a mixture of active and passive open spaces within residential and commercial areas with consideration of nearby public facilities.
- e. providing input on development plans for public parks within Port Orchard's Urban Growth Boundary.

Policy CF-33 Monitor and maintain the LOS for park facilities as established in the City's comprehensive Parks Plan.

Policy CF-34 The Active Club should continue to be maintained and improved.

Policy CF-35 Reevaluate the City's established park impact fee at least every four years to ensure that the fee is appropriate based on the City's LOS for parks acquisition, improvement and maintenance.

Policy CF-36 Correct LOS deficiencies in park facilities through capital improvements.

Policy CF-37 Collaborate with Kitsap County to explore formation of a Municipal Parks District to help fund and develop community and neighborhood scale parks throughout the city and the Urban Growth Area.

Policy CF-38 Develop neighborhood parks adjacent to school sites whenever possible in order to promote facility sharing. Facilities on the neighborhood park site should supplement uses that the school does not provide such as trails, open space, picnic areas, playground equipment, and multi-purpose paved sport courts.

- Policy CF-39 Encourage implementation of the County's Greenways Plan that outlines a citywide system of trails that will serve park, recreation, and open space needs. Link a system of trails between neighborhoods and parks, school sites, and other public property. Utilize public lands and existing rights-of-way for trail purposes whenever feasible.
- Policy CF-40 Place interpretive signs along trails to encourage community, historical, and environmental awareness and place distance markers along the trail for walkers and runners.
- Policy CF-41 The City should maximize the use of state and federal grants for future parks improvements whenever possible.
- Policy CF-42 Create new parks in recently annexed areas or update existing parks within newly annexed portions of the City.

Goal 9. Ensure that an adequate water supply is available to support the level of population growth and land development projected within the City.

- Policy CF-43 Maintain drinking water quality in accordance with State and Federal standards to ensure the quality of drinking water delivered to customers of the water system.
- Policy CF-44 Provide high quality domestic and fire protection service to all areas within the retail service area.
- Policy CF-45 Utilize City-owned and operated sources of supply to maximize efficiency and cost effectiveness of the water system.
- Policy CF-46 Maintain water system facilities to ensure a high level of service is provided to all customers and maximize the life of facilities to protect the investment of ratepayers.
- Policy CF-47 Construct new facilities as required to serve the existing and future populations of the established water service area and South Kitsap Urban Growth Area.
- Policy CF-48 Interconnect the City's main water system with the independent facilities serving the City's 580 and 660 Pressure Zones (McCormick Woods System). This will allow for combining the two existing systems under one water system identification number.
- Policy CF-49 Implement and maintain water use efficiency and conservation programs to discourage water waste, promote the prudent use of water resources and support protection of habitat and the environment.

Policy CF-50 Work with neighboring water utilities, participate in regional water planning efforts to establish common goals of uniform water system standards and facilitate coordination of efforts toward the adequate provision of water service throughout the region.

Policy CF-51 Conduct water system operations in a manner that insures high quality service in accordance with all applicable rules and regulations, at the lowest reasonable cost.

Policy CF-52 Encourage land uses and programs that promote water conservation.

Policy CF-53 Revise water service boundaries in cases where the designated water service provider cannot provide timely or reasonable service.

Policy CF-54 Ensure that land uses permitted in aquifer recharge areas do not lead to contamination of water resources.

Policy CF-55 Encourage new developments adjacent to properties with private wells or existing septic systems to connect to the City's water system or, if not feasible, ensure that adverse impacts to existing wells or septic systems from new development is avoided or mitigated.

Goal 10. Provide safe, reliable and timely sewer service to consumers at a fair and reasonable price.

Policy CF-56 Coordinate construction of sewage improvements with other utilities.

Policy CF-57 The City shall require all new development to connect to public sewer and water systems, unless physically or financially infeasible.

Goal 11. Ensure that all utility infrastructure expansion provides an adequate level of public service to support new development consistent with the City's policies, criteria, and standards. In addition, utility expansion should also be consistent with current land use plans and development regulations of the State of Washington, Kitsap County, and appropriate local planning agencies.

Policy CF-58 Utilize best construction methods and practices and innovative techniques in the design and construction of utilities.

Policy CF-59 Whenever possible, utility construction should be scheduled to minimize disruption of access to area residences and businesses.

Policy CF-60 Schedule utility construction activities to avoid sensitive times in the lifecycle of fish and wildlife, such as spawning, nesting, and migration.

Goal 12. Minimize development related impacts to existing hydrologic conditions and functions, and strive to correct current deficiencies resulting from past development practices such as stormwater-related flooding.

Policy CF-61 Identify areas within and adjacent to the City and its UGA which are highly sensitive to changes in hydrologic conditions and functions. Within these highly sensitive areas, establish standards that provide for near zero change in hydraulic and hydrologic function on a property, such as no net increase in the peak flow or volume of runoff or erosion products leaving a site post- development.

Policy CF-62 Ensure development regulations adequately prevent new development from increasing flooding and minimize the possibility of damage from flooding events.

Policy CF-63 Encourage Low Impact Development (LID) strategies for stormwater management through incentives and flexibility in application of regulatory requirements.

Policy CF-64 Utilize new inventories of flood hazard-prone properties in the decision making process to prioritize stormwater system improvements.

Policy CF-65 Coordinate the basin planning process with the community planning process to address surface water runoff and flooding issues.

Policy CF-66 Integrate public regional stormwater detention and retention facilities into the natural environment.

Policy CF-67 Recognize that regional facilities can provide aesthetics, recreation, and fish and wildlife habitat in a community park-like or open space setting.

Policy CF-68 Implement planned activities and continue current activities in the 2014 Stormwater Management Plan.

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Chapter 2 - Land Use				
Goal 3 Goal 8 Goals 10-20	2-6 2-8 2-15 – 2-20	Prepare and adopt subarea plans for the designated Centers of Local Importance.	Dept of Community Development	High
Goal 1 Goals 6-9 Goals 10-20	2-5 2-7 – 2-8 2-16 – 2-22	Revise development regulations to encourage attractive designs, improve street and pedestrian connections, and establish preferred uses within individual neighborhoods and on a citywide basis.	Dept of Community Development	High
Goal 2	2-5	Monitor supply and demand for available land based on the City's population growth rate, zoning, and development proposals.	Dept of Community Development	High
Goal 5	2-6	Continue to implement appropriate environmental review and mitigation, and update development regulations to encourage open space and critical areas protection.	Dept of Community Development	Medium
Chapter 3 - Housing				
Goal 10	3-11	Monitor population growth, and adopt appropriate reasonable measures as necessary, to continue compliance with the City's 2036 population target.	Dept of Community Development	High
Goal 6	3-9	Revise development regulations to encourage attractive designs, improve street and pedestrian connections, and establish preferred uses within individual neighborhoods and on a citywide basis.	Dept of Community Development	High
Goal 1 Goal 2 Goal 5	3-8 3-8 3-9	Update development regulations to support development of varied types of housing that are available to all income levels	Dept of Community Development	Medium
Goal 3	3-9	Establish development regulations for local centers that encourage mixed-use development.	Dept of Community Development	Medium
Goal 7	3-10	Review and revise the City's permitting process to ensure maximum efficiency of plan review and approval steps.	Dept of Community Development	Medium

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Goal 4	3-9	Continue to coordinate with Public Works, Kitsap County, and the City's outside utility purveyors to maintain an orderly, efficient process of utility provision and annexation.	Dept of Community Development, Dept of Public Works, Kitsap County, other utility purveyors	Low
Goal 8	3-10	Develop programs to assist property owners with maintaining and improving their properties.	Dept of Community Development	Low
Goal 9	3-10	Continue to implement appropriate environmental review and mitigation, and update development regulations to encourage open space and critical areas protection.	Dept of Community Development	Low
Chapter 4 - Parks				
Goal 1	4-8	As part of local centers planning, updates to development and critical areas regulations, and intergovernmental coordination, identify and establish desired open space corridors and connections.	Dept of Community Development, Kitsap County, Tribes, federal and state agencies.	High
Goals 2-4 Goal 7 Goal 6 Goal 9	4-9 – 4-10 4-11 4-10 4-11	Research and develop effective plans and programs that expand and improve park and recreational facilities and provide attractive open spaces throughout the City.	Dept of Community Development, Dept of Public Works, Port of Bremerton, other agencies and civic organizations	High
Goal 5	4-10	Work with civic and athletic organizations to promote sports programs and physical activities.	Dept of Community Development, civic agencies and organizations	Low
Goal 6	4-11	Implement and update when appropriate the City's Shoreline Master Program and shoreline development regulations to protect the shoreline and encourage public access and use.	Dept of Community Development, WA Dept of Ecology	Medium

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Goal 7	4-11	Update development and critical areas regulations to enhance requirements for open space preservation and critical areas protection in new developments.	Dept of Community Development	Medium
Goal 10	4-12	Install wayfinding signage	Dept of Public Works	Medium
Goals 8-9	4-11	Continue to explore opportunities for open space and parks acquisition through grants and development requirements, and maintain existing parks.	Dept of Public Works	Low
Goal 11	4-12	Consider establishing a parks commission or similar citizen board, either as a standing committee or ad hoc committee, to provide citizen advice to City officials prior to significant decisions affecting park and recreational facilities.	City Council	Low
Chapter 5 – Natural Systems				
Goal 2 Goal 5 Goal 6 Goal 9	5-10 5-12 5-13 5-14	Review and update stormwater regulations and revise as necessary for consistency with Best Available Science and federal/state requirements. Establish incentives for use of Low Impact Development stormwater techniques and enhanced water quality treatment.	Dept of Public Works, Dept of Community Development	High
Goal 1 Goal 3 Goal 9 Goal 10 Goal 12	5-10 5-11 5-14 5-15 5-16	Maintain a Critical Areas Ordinance that incorporates Best Available Science and complies with all current state and federal regulations for protection of natural resources, including critical areas, shorelines and listed species.	Dept of Community Development	Medium
Goal 11 Goal 13 Goal 15	5-15 5-16 5-17	Work with other governmental jurisdictions, tribes, public-private partnerships and other agencies to provide accurate, updated inventories of listed species and their habitats and identify ways to coordinate protection of listed species.	Dept of Community Development, other governments, tribes and agencies	Medium
Goal 14	5-17	Update the Ross and Blackjack Creek watershed plans.	Dept of Community Development, Tribes, other parties and agencies	Medium

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Goals 16-17	5-18	Develop and maintain a citywide water quality and quantity monitoring program, including educational outreach, retrofitting and use of best management practices.	Dept of Public Works	Medium
Goals 18-19 Goal 21	5-19 5-20	Encourage appropriate, diverse shoreline uses that avoid impacts to the shoreline environment	Dept of Community Development	Medium
Goal 4	5-11	When updating the City's maps for critical areas, future land use and zoning, consider geological hazards when determining appropriate classifications and protection overlays to ensure compliance with Best Available Science and the most current federal/state regulations.	Dept of Community Development	Low
Goals 7-8	5-13 – 5-14	Review existing floodplain regulations and flood maps, and update as appropriate.	Dept of Community Development	Low
Goal 20	5-20	When updating the Shoreline Master Program and Parks Plan, develop policies and regulations that encourage appropriate, diverse shoreline recreational opportunities.	Dept of Community Development	Low
Goal 19	5-19	Consider developing a waterfront historic overlay district and identifying shoreline sites and structures that should be preserved while still allowing appropriate development and redevelopment along the shoreline.	Dept of Community Development	Low
Chapter 6 - Economic Development				
Goal 2 Goal 6 Goal 8	6-10 6-12 6-12	Develop and implement subarea plans and regulations for local centers and existing development concentrations that promote appropriate commercial development.	Dept of Community Development	High
Goal 1 Goal 3 Goal 9	6-9 6-10 6-13	Expand coordination and partnerships with economic development agencies such as KEDA and the Port Orchard Chamber of Commerce, and with other local and regional agencies, to create a business-friendly environment and promote opportunities for business establishment and growth.	Dept of Community Development, KEDA, PO Chamber of Commerce, City of Bremerton, Port of Bremerton, other agencies	Medium
Goal 4	6-11	Review development regulations and revise as necessary to promote and facilitate tourism, small businesses, home businesses and local arts.	Dept of Community Development	Medium

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Goal 5	6-11	Review and revise development regulations, as necessary, to promote healthy living opportunities.	Dept of Community Development	Medium
Goal 7	6-12	Explore opportunities to attract clean, heavy industrial uses with an appropriate balance of production and environmental protection.	Dept of Community Development	Low
Goal 10	6-13	In conjunction with the South Kitsap School District, Olympic College and other educational institutions, establish partnerships to promote and encourage local educational opportunities for a skilled workforce.	Dept of Community Development, SK School District, Olympic College, other agencies	Low
Chapter 7 - Utilities				
Goals 1-3 Goal 5	7-9 – 7-10 7-11	Provide ongoing informational updates to utility purveyors that will assist in providing adequate utilities to serve the City's population and projected growth. Ensure that the City's development regulations support availability and expansion of new technologies to all of the City's residents.	Dept of Community Development, Dept of Public Works, PSE, Cascade, wireless and telephone utilities, etc	High
Goal 3	7-10	Revise development regulations as necessary to minimize aesthetic impacts of utilities while retaining functionality.	Dept of Community Development, Dept of Public Works, PSE, Cascade, wireless and telephone utilities, etc	Medium
Goal 4	7-10	Establish incentives to educate citizens about resource conservation and encourage conservation.	Dept of Community Development, Dept of Public Works	Low

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Chapter 8 – Transportation				
Goals 1-2 Goal 17 Goal 20 Goal 22 Goals 24-25	8-62 – 8-63 8-71 8-73 8-73 8-74	Implement adopted roadway design standards and update as necessary, maintain established LOS and concurrency requirements, and maintain consistency between land use and transportation requirements in development approvals.	Dept of Public Works, Dept of Community Development	High
Goal 18	8-72	Develop design guidelines and standards for streets, sidewalks, landscaping and ROW utilities.	Dept of Public Works, Dept of Community Development	High
Goal 23	8-74	Continue to pursue funding for street and transit improvements as proposed in the Bethel Corridor Plan	Dept of Public Works, Kitsap Transit	High
Goal 3	8-63	Explore funding mechanisms and potential partnerships for identified improvements.	Dept of Public Works, Kitsap Transit, WA Dept of Transportation	High
Goal 19	8-72	Review and revise parking regulations and design standards as appropriate. Consider partnership projects with the Port of Bremerton for waterfront parking and alternatives.	Dept of Public Works, Dept of Community Development	Medium
Goals 6-9 Goal 11	8-64 – 8-66 8-67	Work with Kitsap Transit to expand transit options and rider facilities, and develop a model TOD program.	Dept of Public Works, Dept of Community Development, Kitsap Transit, Kitsap Co. Public Works	Medium
Goal 10	8-66	Review and amend development and shoreline regulations as appropriate. Adopt the Kitsap County Bicycle Facilities Plan.	Dept of Public Works, Dept of Community Development	Medium
Goals 12-16	8-67 – 8-71	Review and amend development regulations and street standards as appropriate.	Dept of Public Works, Dept of Community Development	Medium
Goal 21	8-73	Establish an idling policy in coordination with Kitsap Transit.	Dept of Public Works, Kitsap Transit	Low
Goal 5	8-64	Develop TMPs citywide and monitor/revise existing TDM and CTR programs as appropriate.	Dept of Public Works	Low

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Goal/Page		Implementing Strategy	Coordination	Priority Level
Chapter 9 - Capital Facilities				
Goal 1 Goal 4	9-7 9-9	Identify and acquire additional facilities and land as needed to meet concurrency requirements. Require that developers provide adequate facilities to serve new development and redevelopment.	Dept of Public Works, Dept of Community Development	High
Goal 9 Goal 11	9-12 9-13	Maintain the identified level of service for drinking water quality and quantity to serve the City's residents, businesses and future growth, through appropriate maintenance and development of City water facilities and conservation of resources, as indicated in the City's Water Plan and Capital Improvements Plan.	Dept of Public Works, Dept of Community Development	High
Goals 10-11	9-13	Maintain the identified level of service for sanitary sewer to serve the City's residents, businesses and future growth, through appropriate maintenance and development of City sewer facilities, as indicated in the City's Sewer Plan and Capital Improvements Plan	Dept of Public Works	High
Goal 12	9-14	Establish development standards and incentives to reduce stormwater runoff and flooding impacts and continue to implement the City's Stormwater Management Plan	Dept of Public Works	High
Goal 6	9-10	Evaluate opportunities for public safety improvement and implementation.	Dept of Public Works, Police Dept	Low
Goal 8	9-10	Based on the adopted Parks Plan and Capital Improvements Plan, continue to provide park and recreational facilities at an appropriate level of service for all residents	Dept of Public Works	Medium
Goals 2-3	9-8	Monitor and revise as necessary the City's adopted LOS standards.	Dept of Public Works, Dept of Community Development	Medium
Goal 7	9-10	Coordinate with the South Kitsap School District and develop joint policies and programs as appropriate.	Dept of Public Works	Low

Appendix B:

Plans Adopted by Reference

Appendix B: Plans Adopted by Reference

PLAN OR DOCUMENT
South Kitsap School District 2014-2019 Capital Facilities Plan
West Sound Utility District / Joint Wastewater Treatment Facility 2009 Capital Facilities Plan
West Sound Utility District 2007 Sewer Plan
West Sound Utility District 2013 Water Plan
Kitsap County 2003 South Kitsap UGA/ULID#6 Sub-Area Plan & EIS
Kitsap County 2012 Port Orchard/South Kitsap Sub-Area Plan
2016 Kitsap County Comprehensive Plan 10-Year Update
City of Port Orchard 1987 Blackjack Creek Comprehensive Management Plan
City of Port Orchard 1994 Ross Creek Comprehensive Management Plan
City of Port Orchard 2005 Economic Development Plan
City of Port Orchard 2009 Sidney / Pottery Corridor Plan
City of Port Orchard 2010 McCormick Village Park Plan
City of Port Orchard 2012 Shoreline Master Program
City of Port Orchard 2013 Public Art Program
City of Port Orchard 2014 – 2020 Capital Facilities Plan
City of Port Orchard 2015 Water System Plan
City of Port Orchard 2015 Comprehensive Sanitary Sewer Plan Update
City of Port Orchard 2016 Transportation Plan Update
City of Port Orchard 2016 Comprehensive Parks Plan
City of Port Orchard 2016 Transportation Impact Fee Project List
City of Port Orchard 2017-2022 – 6 Year Transportation Improvement Plan