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Chapter 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.

However, several long term trends may threaten the environment, economy, and social life of Port Orchard. Recent annexations and dispersed development have created challenges in integrating different areas of the city and have increased per-capita infrastructure and service costs. A once-vibrant downtown has declined, frustrating community desires for an attractive and lively center that capitalizes on its historic character and proximity to the waterfront. A limited variety of jobs and housing reduces opportunities for young workers and families to reside in Port Orchard, while the aging population requires increased social services. Community members and city leaders alike perceive a disconnect in the decision-making process that does not capitalize on existing community pride, vitality, and social cohesion.

Bolstered by its rich history, strong community members, and fantastic 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 determined 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.
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 2035. It updates the existing Comprehensive Plan, which was written in 2008 and was last amended in 2011.

1.2 2035 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 2035 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 affordable, 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.
- Local businesses are supported by the community and government policies.
- Citizens are better informed and connected to the planning process.

### 1.3 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.

**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

1.4 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.

1.5 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 2.8 for more information on Local Centers.
1.6 Context: 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.
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 following map shows the change in city boundaries, due to annexation, between the last major comprehensive plan update, 2008, and now. Meanwhile, demographic data is gathered from the US Census, which occurred in 2000 and 2010. Thus, it is important to note the distinction between the changes in Port Orchard’s land area shown in the map below, and population growth, noted above, that represent different timeframes.
1.7 Context: Planning

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. For a history of planning in Port Orchard, see Appendix B.

State & Regional Context
In addition to implementing the community’s vision, Port Orchard’s comprehensive plan must meet requirements established by state laws and address regional and local guidelines. Further, this plan seeks to address non-regulatory planning efforts such as recreation and habitat conservation, salmon recovery, and water resource conservation.

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 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.

For a full description of these requirements, goals, and efforts, see the GMA, PSRC Vision 2040, and the Kitsap Countywide Planning Policies.

1.8 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 Public Participation Program for the 2016 Comprehensive Plan Update is included in Appendix F.) 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 March 8th. 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. (Survey results are in Appendix E.)
The UW team ended their involvement in early June 2014, when they presented their work on the Introduction, Land Use, and Housing chapters to the City Council and Planning Commission. Future public meetings will confirm that these goals are aligned with community values. Additional public meetings are planned for hearing citizens’ thoughts on the other Plan chapters. Appendix A provides a strategy for conducting future public participation efforts.

1.9 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 1-1. Document Organization
Chapter 2 : Land Use

2.1 Introduction to Land Use

The Land Use Chapter represents the heart of the Comprehensive Plan, as land use goals, policies, map designations, and decisions connect and relate to all other chapters. 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 in 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 (Title 16, Port Orchard Municipal Code (POMC)). 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 2035 population and employment growth, as allocated by the state and agreed upon in coordination with other Kitsap County municipalities (see “Issue in Focus”, Section 1.6). Port Orchard’s land use and zoning designations currently provide sufficient land capacity within city boundaries to accommodate the projected

Image: Harrison Medical Complex
8,235 additional residents who will make Port Orchard their home. The Future Land Use Map (FLUM) further accounts for the 6,235 additional projected residents in the adjacent Urban Growth Area.

Managing new growth to protect the small town character of the community while allowing for new and innovative development that responds to changing household needs and growth pressures is critical. 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 most likely due to the annexation of several areas, including McCormick Woods, which had far lower densities than the existing city. Based on population allocations for 2035, Port Orchard will achieve a density of 2,068 residents per square mile, which would be an increase in density of 70%. This places particular stress on the use of land and its availability for future development. (City of Port Orchard GIS data, 2014)

Port Orchard is also aging, but this trend has likely been skewed by recent annexations. Figure 2-1 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.

![Port Orchard Population Pyramid](image)

The fundamental goal of the Land Use Chapter, as established by the GMA, is to maintain Port Orchard’s character and quality of life while accommodating growth. To accomplish this, the Land Use Chapter 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

Figures 2-2 and 2-3 show the percent of land uses and zoning based on the city’s total land area in 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.
2.4 Land Use Designations & Zoning

By directing growth to underutilized land and vacant lots in already built-up areas, the city can accommodate its population and employment growth allocations while preserving community character and capital resources. In addition, compliance with the GMA is facilitated through land use zoning designations that promote accommodating growth through the process of infill and redevelopment. The following land use and zoning designations fulfill state requirements and balance the need to maintain the City’s character and identity while accommodating growth, by increasing densities inside the city upon larger vacant parcels.

The Comprehensive Plan map (Appendix H) depicts broad designations intended to guide development, while the zoning map provides more specificity concerning density and
development standards. Seven land use designations have been established with one or more zoning designations falling underneath each (see Table 2-1). See Appendix G for detailed descriptions of land use and zoning designations. This plan calls for a new zoning designation of 30 units/acre to facilitate future annexations of unincorporated land currently zoned by Kitsap County for up to 30 units/acre.

<table>
<thead>
<tr>
<th>Land Use Designations</th>
<th>Zoning Designations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Space / Conservation</td>
<td>Open Space / Conservation</td>
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<td>Greenbelt</td>
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<tr>
<td>Low Density Residential</td>
<td>Residential 4.5 units/acre</td>
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<tr>
<td>Medium Density Residential</td>
<td>Residential 8 units/acre</td>
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<tr>
<td></td>
<td>Residential 12 units/acre</td>
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<tr>
<td>High Density Residential</td>
<td>Residential 20 units/acre</td>
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<tr>
<td></td>
<td>Residential 30 units/acre</td>
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<tr>
<td>Public and Community Spaces</td>
<td>Community Facilities</td>
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<td>Commercial Retail and Office</td>
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<td>Business Professional I</td>
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<tr>
<td>Urban Industrial</td>
<td>Employment-Industrial and Office</td>
</tr>
</tbody>
</table>

Table 2-1. Land Use and Zoning Matrix

2.5 Overlay Districts

The city has established special land use districts in specific areas of the city, as summarized below. For more detailed descriptions of each overlay district, see Appendix J. Overlay districts retain their own goals and policies from previous plans to provide continuity.

- Downtown Overlay District: The Port Orchard Downtown is the cultural, civic, and recreational hub of the community. The downtown includes both the Port Orchard City Hall, many businesses that support the Kitsap County Campus, as well as the preponderance of historic buildings that created the foundation for the establishment of the city. The purpose of the downtown special district overlay designation is to identify special opportunities for achieving public benefits by permitting or requiring alternative uses and development standards that differ from the underlying zoning designation.

- Tremont Corridor District: The purpose of the Tremont sub-area plan is to ensure 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 the Tremont Corridor District plan incorporate existing comprehensive or other documents related to properties within the Tremont Corridor.
sub-area. This plan establishes certain important visions, goals, and policies as well as standards and guidelines within the Tremont Corridor sub-area.

- **Government/Civic Center District:** 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.

### Issue in Focus: City vs. County Center Designation

Both the County and the City can designate Centers dependent on their scale of influence. In 2004, via the Countywide Planning Policies (CPPs), the County designated three locations within the Port Orchard city limits as regional Centers. These Centers are:

1. Downtown Port Orchard – Town or City Center/Transportation Hub
2. Tremont Community Services – Activities/Employment Center
3. South Kitsap Mall – Mixed-Use Center/Center

It is important to note the scale of Centers designations may be different at the county level than at the city level. Centers designated in the CPPs are of regional importance, while local Centers designated by the City may reflect their relevance at a citywide scale. The typology of Centers in the CPPs does not necessarily dictate the approach the City should take, but it may be helpful in moving forward. The City has the ability to designate these same locations as local Centers or, through an adopted designation process, may find other sites more appropriate.

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### 2.6 Introduction to Centers

Centers are intended to be compact and centralized working, shopping and/or activity areas that can accommodate significant population and/or employment growth. Each Center should exist as a community-wide focal point linked to other Centers by transit and non-motorized facilities. Centers should incorporate opportunities for parks, civic, and public space development.

At the end of this Land Use Element there is a section that summarizes a strategy and process for making Centers a reality. This process
includes evaluating existing overlay districts to potentially reformulate them under the overarching Centers strategy in an effort to streamline existing regulations, which is supportive of the development of a more unified and cohesive development strategy.

### 2.7 Land Use Goals & Policies

Port Orchard strives to:

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

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

**Goal 3.** Provide a variety of housing types and employment opportunities that cater to diverse interests.

**Goal 4.** Establish, adopt, and implement a strategy to develop local Centers.

**Goal 5.** Ensure that both public services and infrastructure are developed in an efficient and cost-effective manner.

**Goal 6.** Protect, enhance, and maintain the values and functions of Port Orchard’s natural areas, open spaces, and critical areas.

**Goal 7.** 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.

Goal 8. Encourage the development of active, vibrant, and attractive places.

Goal 9. Connect new and existing neighborhoods to each other, to commercial and employment centers, and to public facilities.

Goal 10. Encourage the ongoing redevelopment of the historic downtown into an active, vibrant community, commercial, social, and civic center.

Goal 11. Maximize public access to Sinclair Inlet.

Land Use Policies

Policies are the principles the City will use to guide decisions and implement goals. Following each policy, related goals and elements of the Comprehensive Plan are shown in parentheses.

Policy POLU-1: The City should 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. (1,3,5,6,7,8,9; Housing Element)

Policy POLU-2: The City shall ensure land use and development regulations enable a supply of housing units within the city and adjacent UGA that will accommodate forecasted population growth. (2,3,4; Housing Element)
Policy POLU-3: The City, in consultation with stakeholders and the general public, shall develop a comprehensive local Centers strategy. The City shall consider adopting the strategy and designating local Centers as a means of directing residential and commercial growth. (1,3,4,5,6,7,8,9,10; Housing, Economic Development, Utilities, Transportation, and Capital Facilities Elements)

Policy POLU-4: The City shall 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. (2,3,4,6,8,9; Housing and Natural Systems Elements)

Policy POLU-5: The City shall ensure orderly development, concurrency of infrastructure provision, and protection of environmentally sensitive areas through an effective and predictable permitting process. (4,5,6,7; Natural Systems, Utilities, Capital Facilities Elements)

Policy POLU-6: The City should encourage and consider incentivizing infill and redevelopment to preserve and protect open space, critical areas, and natural resources. (2,3,6,8,9; Economic Development and Natural Systems Elements)

Issue in Focus: Infrastructure Efficiency

In previous decades, development occurred without much regard for the overall costs of providing municipal services. The heyday of sprawl carried with it ever-increasing costs of laying water and sewer mains over long distances, road construction, and maintaining level of service requirements for fire, police, and ambulance response. Maintenance for these systems often suffered, and systems built decades ago are now requiring significant upgrade or replacement. Shrinking budgets for new capital investments, and in Port Orchard’s case, the responsibility to provide services for annexed areas, are requiring cities to introduce efficiencies to get the biggest bang for each infrastructure buck. This includes focusing investments in particular areas to reduce the per capita cost of providing services. For example, a sewer main serving 500 homes will cost less to build if those homes are located close to existing sewer mains and are spread over a smaller area. (See Figure 2-5 on Page 2-16)
Policy POLU-7: The City should require adequate transitions between different land uses to mitigate potential negative impacts. (1,5; Housing Element)

Policy POLU-8: The City shall incorporate the following principles in planning for commercial areas: (1,3,4,5,6,7,8,9; Housing and Transportation Elements)

- 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.
- 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.
  - Off-street surface parking to the backs or sides of buildings to maximize pedestrian access from the sidewalk(s).

Policy POLU-9: In conjunction with the proposed Centers strategy, the City should enhance downtown Port Orchard’s role as the “city center” for the South Kitsap region, reflecting the following principles in development standards and land use plans: (7,8,9,10; Parks, Economic Development, and Transportation Elements)

- 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.

Policy POLU-10: The City should consider conducting a downtown parking study to assess current and future parking needs and develop solutions/strategies to address identified issues. (5,9; Economic Development and Transportation Elements)

Policy POLU-11: The City should 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. (5,7,9; Parks, Shoreline, and Transportation Elements)

Policy POLU-12: The City should ensure adequate land is available for light industrial, high technology, medical, and office uses in appropriate areas to diversify Port Orchard’s economic base and provide for the community’s changing needs. (2,3; Economic Development Element)

Policy POLU-13: The City should limit industrial development to locations accessible from arterials or freeways and discourage industrial access through residential areas. (1,9; Economic Development and Transportation Elements)

**Issue in Focus: Parking**

With the present level of public transit service and the spatial configuration of land uses, parking is critical to the economic vitality of downtown. Parking lots are used for a variety of purposes, including employee and customer parking, commuter parking for those using the Kitsap Transit Foot Ferry, and festivals and markets throughout the year. Opinions are split on the appropriate use of parking lots, or even whether or not central waterfront lots should exist. Parking is therefore a complex issue with broad implications, particularly as Port Orchard grows and the downtown revitalizes.
Policy POLU-14: The City should prioritize capital facilities and transportation investment in those locations targeted for growth and higher densities. (4,5,6,7,9; Transportation and Capital Facilities Elements)

Policy POLU-15: The City should 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. (6,8,9,10,11; Parks, Economic Development, and Shorelines Elements)

Policy POLU-16: The City shall 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. (2,5,9)

Overlay District Goals and Policies

Downtown Overlay District and Gateways

Goal 12. 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 POLU-17: Allow bulk standards (height, setbacks, building size, parking requirements, etc.) and a minimum unit size to determine residential density.

Goal 13. Retain existing maritime industries.

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

Goal 14. Encourage mixed use development within the Downtown and Gateways

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

Policy POLU-20: Adopt design standards for Gateways.
Goal 15. Encourage facilities that will draw local residents and tourists to Downtown and the Gateways.

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

Policy POLU-22: Develop a parking garage for use by downtown residents, visitors, and people who work downtown.

Policy POLU-23: Require a 10-foot wide boardwalk, dedicated to the public, on the shoreline for redevelopment projects, and seek funds to acquire easements on private properties and build a boardwalk on public property.

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

Tremont Corridor Overlay District

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

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

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

**Policy POLU-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 POLU-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 POLU-32:** Encourage all new developments to limit direct access to Tremont Street.

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

**Policy POLU-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 POLU-36:** Encourage the expansion of Kitsap Transit’s service to increase trip frequency within the Tremont Corridor.
Government / Civic Center Overlay District

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

Policy POLU-37: Encourage development of community oriented uses and services that support the mission of the County Seat.

Policy POLU-38: Support limited business and professional uses that serve the governmental offices and provide services to the employees and citizens.

Policy POLU-39: Require the development of a pedestrian plaza within the campus as a gathering spot and center for meetings, rallies, and public organization efforts.

Policy POLU-40: Support residential use within the overlay district and ensure new development is sensitive to those uses.

Policy POLU-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 POLU-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 POLU-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 POLU-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.
2.8 The Centers Strategy

2.8.1 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.

Figure 2-5. Advantages of Infrastructure Concurrency

2.8.2 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.

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 CPPs.

### 2.8.3 Goals and Policies

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

**Goal 1.** Focus future growth in designated, higher intensity areas in an effort to encourage the preservation of open space and maintain surrounding neighborhood character.

**Goal 2.** Shorten commutes by concentrating housing and employment in strategic locations, which provides residents opportunities to live and work in the same neighborhood.

**Goal 3.** 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).

**Goal 4.** Support pedestrian and transit uses by promoting compact, mixed-use areas with appropriate infrastructure that provide a variety of activities.

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**Issue in Focus: Achieving Goals in Centers**

During public outreach residents expressed desires for:

- Growth and development that maintains the small town character of the City.
- More vibrant, pedestrian friendly, attractive shopping experiences.
- Places other than downtown with unique identity and character.
- Better opportunities to move via non-automobile options.
- Better access to parks and open spaces.

Centers provide an opportunity to accomplish residents’ ambitions while also providing significant public benefits. For example, focusing development in strategic locations enables the efficient prioritization of capital improvements, the leveraging of city revenue, and the creation of retail and recreation destinations that draw local and regional business to the community.
Goal 5. Balance objectives for accommodating growth, encouraging compatibility, promoting housing affordability, and offering a wide range of housing types.

Goal 6. Provide access to parks and public pedestrian spaces by creating them within each Center or by creating connections to existing public and open spaces.

**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 subsections of 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 chapters of the plan.

Policy CNTR-1. 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 CNTR-2. 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,

**Issue in Focus: Diverse Neighborhood Identities**

Over the last decade Port Orchard has annexed about twenty areas from its urban growth boundary. In the coming decades there are plans to annex about a dozen more. With each additional annexation Port Orchard welcomes new neighborhoods, each with its own unique identity. While the downtown represents the core center of the City, neighborhoods outside of the downtown area do not have convenient access to the same type of shopping, eating, and recreational experiences in their respective parts of the City. Centers can offer other sub areas of the city a similar experience, representative of the identity of the neighborhoods they are in.
Policy CNTR-3. 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 CNTR-4. 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 CNTR-5. 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 CNTR-6. 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 CNTR-7. 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 CNTR-8. 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 CNTR-9. 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 CNTR-10. 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)

### 2.8.4 Road Map to Implementation

Designating, developing, and ultimately realizing Centers will require a long-term effort and broad-based support and buy-in from stakeholders and the City as a whole. The following implementation steps provide a framework on how to move forward with implementation:

- Decide if it is most effective to have different types of Center designations, and, if so, should they be the same as those defined by the County?
- Adopt current proposed comprehensive plan goals and policies that provide a policy base for Centers.
- Develop designation criteria for Centers, potentially using the criteria below.
- Develop an evaluative tool using the criteria to enable potential Center locations to be evaluated against each other in a quantitative manner. This can help in identifying a prioritized approach to implementation.

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**Issue in Focus: Smart Growth**

Port Orchard is expected to see unprecedented growth in population over the next twenty years. Through the public outreach conducted during the planning process, outlined in Appendix D, the residents of Port Orchard consistently expressed a desire that this growth not change the small town character of the community that currently exists. Centers provide an opportunity to focus growth in strategic areas, as opposed to low-density sprawl, which would result in a loss of open space. Centers have the added advantage of placing housing, jobs, stores and recreational activities in concentrated locations so that residents new and old have more transportation opportunities. This can help to reduce the amount of cars on the road and ensure that residents are not faced with the worsening traffic conditions that typically result from sprawling development patterns.
• Conduct initial public outreach, both with the general public and with focus groups consisting of a broad array of potential stakeholders (neighbors, businesses, landowners, real estate developers, utility managers, and city staff) to continue informing residents about Centers and get their input about continued opportunities and challenges.

• Conduct additional focus groups with stakeholders and residents specifically designed to use the evaluative tool to weigh options against each other. Ensure broad participation during this process.

• Prioritize Centers for development based on evaluations and any other feedback received. At this point identify specific outcomes for each unique Center. These outcomes will help to establish the regulatory framework and needed infrastructure improvements to achieve the desired ends.

• Solicit public and stakeholder feedback on the prioritization.

• Develop an implementation plan, including which Centers will be developed, with rough timelines for development. Consider phased development, with tripwires (conditions) set to trigger additional phases and investment, as well as to start the development of subsequent Centers.

• Plan for capital facilities improvements that are necessary to support the development of identified Centers. These should be reflected in the Capital Facilities Elements of the Comprehensive Plan and in the Capital Improvement Plan.

• Develop regulations and design guidelines that ensure desirable development consistent with the Comprehensive Plan.

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### Issue in Focus: The Pedestrian Experience

The 1990s and early 2000s brought big box stores to the small towns across the Pacific Northwest. Consumers shifted spending from local business to the cost saving and one-stop-shopping that these new large corporations offered. In recent years, many have begun to miss the personal interaction and pedestrian experiences associated with small stores and shops. Further, many have come to recognize that, in shifting from smaller, local businesses to larger chain stores, they were sacrificing one type of convenience for another. While residents were gaining the ability to get all of their shopping done at one time, in one place, they were sacrificing the ability to quickly run down to their local grocery store when they were cooking dinner and found that they were out of butter. Centers strive to recreate traditional development patterns that better integrate housing, jobs, and daily-used amenities to better enhance the pedestrian experience.
• Designate Centers via legislative action. Incorporate necessary zoning changes for the highest priority Centers into the municipal code.
• Develop and codify interim zoning for other future Center locations to preserve options for Center development.
• Explore incentive programs to jumpstart development in the prioritized Centers.
• Meet with local and regional developers, landowners and potential business owners to explain the intent and vision of Centers as well and the codes and incentives that go along with them.
• As the process moves forward, compile a list of lessons learned and use them to refine the development of future Centers.
• Explore the potential for consolidating the overlay district strategy into the Centers strategy.

2.8.5 Suggested Designation Criteria

Strategically and thoughtfully identifying and prioritizing appropriate sites for Centers is essential. As the City has limited resources, it should seek to capitalize on existing facilities, both public and private, to reduce the capital investment needed to make Centers a reality. Further, by establishing agreed upon criteria, the designation process becomes more objective and the Center would be more likely to garner support. Lastly, it should be acknowledged that each Center will likely have a unique character and make up of uses. During the designation process the unique opportunities of each location should be noted. In general, Centers should be located:

• On the principal arterial network for easy automobile access and delivery of goods.
• Along both the local and regional transportation networks that have fast, frequent and reliable transit service to other Centers, cities and transit stations in the region.
• Where opportunities for redevelopment are ample because of a substantial amount of vacant or under-used land.
• Where existing development patterns enable growth with minor changes and public investment, such as utilities, as opposed to those requiring more extensive public investment.
• In areas that are generally near single-family and/or lower-density multifamily areas to provide easy amenity access to a wider population. It is preferable that these residential areas allow a mix of densities, and non-residential activities that support residential use.
• In areas that have opportunities to be connected by bicycle and/or pedestrian facilities to adjacent areas and nearly public amenities.
• In places that presently include, or are adjacent to open space available for public use or opportunities exist to provide public open space in the future.
• In close proximity to already established assisted living facilities to provide easy amenity access to those who can no longer drive.
• In addition to areas that meet the criteria above, also in areas that currently lack infrastructure or other characteristics of a Center, but warrant public investment to address inadequacies.

2.8.6 Locations of Interest

The following locations have already been identified as potential candidates for Center locations (See Map 2-1). Once designation criteria are determined these sites should be more officially vetted for suitability:

- Downtown
- Bethel/Lund
- The South Kitsap Mall
- Bethel/Sedgwick
- Tremont Community Services
- Sidney/Sedgwick
Map 2-1. Center Locations
Chapter 3 : Housing

3.1 Introduction to Housing

The intent of the Housing Chapter 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).

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.

Based on census data, there has been a 46% increase in housing stock from 2000 to 2010, over 60% of which was from annexation. From 2010 through 2014, housing stock increased by 584 units or 12% due to new construction. For additional information regarding building permits issued between 2003 and 2013 see (Table 3-1 - Year/Number of Building Permits Issued).

<table>
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<th>Year/Number of Building Permits Issued</th>
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<tr>
<td>-------</td>
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<tr>
<td>Mobile Homes</td>
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<td>0</td>
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<td>Single-family detached</td>
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<tr>
<td>Total Housing Units</td>
</tr>
<tr>
<td>41</td>
</tr>
</tbody>
</table>

Table 3-1: Number of Building Permits Issued for the last 10 years.
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.

As of 2010, residential housing in Port Orchard was primarily composed of single-family detached housing, accounting for approximately 62% of the total housing stock. Multi-family housing of 10-19 units makes up the next largest category with 13% of the total amount. From 2012-2013 there were 240 multi-family building permits issued, which will balance out the single and multi-family housing distribution. For further details regarding housing types see (Figure 3-1 – Housing Types).

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 population allocations for the City of Port Orchard show that approximately 8,235 new residents will arrive between 2010 and 2035 (See Figure 3-2 - Kitsap Population Projections).
Diversity and variety of housing are related to long-term vitality. People of different ages, cultural backgrounds, and economic means have different preferences for housing types and varying capabilities to afford a place to live. Housing variety and affordability directly affect the city's ability to attract a diversity of people to Port Orchard, particularly young people, and therefore a diverse workforce. A diverse housing stock will contribute to the city's long-term economic vitality, growth in critical sectors including health care, and increase resilience to shocks, particularly as more of Port Orchard’s residents enter retirement.

These residents will need a variety of housing types. The updated land capacity analysis found that the City of Port Orchard has room to develop, through vacant or underutilized lands, a total of 6,225 dwelling units, or enough space for 12,184 residents using a variety of housing types, assuming 1.96 people per housing unit. However, an updated Housing Report prepared by City staff show that the City’s average people per unit is closer to 2.42, which means potentially even more space for residents would be available. For further details regarding this analysis refer to the Land Capacity Analysis in Appendix N.
The Goals and Policies of the Housing Element should address the housing issues facing the City. The Housing Goals and Policies are not absolute rules designed to be enforced in all circumstances. As Port Orchard continues to grow, the needs of its residents will also grow. Therefore, creating policies that accommodate current and future housing needs allows the document to adapt to change.

### 3.2 Housing 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.

1. **Goal 1.** Ensure that the City’s housing stock accommodates desired housing types based on changing demographics and growth.

2. **Goal 2.** Ensure the affordability and accessibility of housing for all economic levels in the City.

3. **Goal 3.** Promote the efficient provision of municipal infrastructure and services to new housing developments.

4. **Goal 4.** Promote the efficient and innovative use of land in order to maximize land potential.

5. **Goal 5.** Formulate and implement innovative development regulations and design standards that maintain and strengthen neighborhood character.

6. **Goal 6.** Maintain 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.
Goal 7. 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.

Goal 8. Ensure that future residential development protects and maintains natural ecosystems including wetlands, streams and wildlife habitats.

Policy HS-1. Promote the development and maintenance of existing housing types that appeal to all socioeconomic groups in the City. (1,2)

Policy HS-2. Support the development of a variety of housing types through innovative planning, efficient and effective administration of land and building codes, and, where available, an applicable financial assistance. (1,5)

Policy HS-3. Encourage innovative land use practices and development standards that will have the effect of minimizing housing costs and maximizing housing options. (1,2,4,5)

Policy HS-4. Support housing and related services for the homeless population in order to reduce the number of homeless families and individuals in Port Orchard and the region as a whole. (2)

Policy HS-5. Support housing and related services for special needs populations to ensure their access to housing. This includes but is not limited to children, the elderly, and people with mental or physical disabilities. (2)

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**Issue in Focus: Changing Demographics**

Port Orchard has experienced a dramatic change in its demographics over the past ten years. This is largely due to a number of annexations, which brought in over 3,000 new residents to the City. The most notable is a rise in the population ages 50 and above. In the near future many people in this age group will be moving out of their single-family houses into more shared living situations. In order to keep this age group within the Port Orchard community rather than having them move out, the City needs to support the development of housing types that appeal to them. Typically older adults seek smaller, attached housing as they become “empty nesters.”
Port Orchard has grown rapidly in the past decade, through new construction and annexation. This population growth puts an increased strain on the city’s infrastructure and services. The City wants to ensure that established levels of service are maintained and improved as growth occurs. By establishing and updating minimum levels of service, the City can ensure that new development does not negatively impact levels of service for the city’s existing residents. It will allow the taxes and fees collected from existing residents to be spent on services and infrastructure that supports existing residents.

Policy HS-6. The City should support regional housing programs and agencies which aim to meet the needs of low and moderate income households and special needs populations which are not served adequately by the private sector. (2,7)

Policy HS-7. The City should consider reducing permitting fees for developments providing affordable housing. The City shall abide by the definition of affordable housing as defined by the Washington Administrative Code (WAC) section 200-120-020. (2,6)

Policy HS-8. Explore options for the use of incentives for construction of affordable and special needs housing in Port Orchard development regulations. (2)

Policy HS-9. The City should consider cooperating with other jurisdictions and entities to plan and develop low and moderate income housing. (2)

Policy HS-10. Ensure that new housing developments occur concurrently with needed infrastructure investments. (3; Land Use)

Policy HS-11. Create an inventory of existing municipal infrastructure in order to guide maintenance decisions and ensure that new infrastructure investments associated with new housing developments are not redundant. (3; Land Use, Utilities, Transportation)

Policy HS-12. The City should establish an orderly process of annexation using a tiered approach. These tiers shall inform priority areas for infrastructure
investments such that levels of service to residential areas are not diminished. (3,4; Land Use)

Policy HS-13. The City shall develop a plan for future infrastructure expansion to ensure maximum efficiency of investments for residential development. (3,4; Land Use)

Policy HS-14. Identify and consider implementing feasible and innovative development standards to encourage infill housing. (3,4; Land Use)

Policy HS-15. Consider zoning and subdivision provisions that would encourage a percentage of low or moderate income housing units in all future multi-family housing developments. (2,4)

Policy HS-16. Allow the development of residential accessory dwelling units (ADUs) in appropriate residential areas with sufficient public facilities to adequately serve these new structures. (1,2,3,4,5; Land Use)

Policy HS-17. Consider increasing allowed housing densities in appropriate areas. (4,5; Land Use)

Policy HS-18. Identify and implement programs to preserve or rehabilitate neighborhoods and areas that are showing signs of deterioration. (5)

Policy HS-19. Implement the Trail System Master Plan and expand it as necessary to link residential areas with schools, recreational, shopping and employment areas in urban areas. (5; Land Use, Parks and Trails)

Policy HS-20. Explore and consider commercial building design

Issue in Focus: Trail System & Connections

Port Orchard has a Trail System Master Plan which outlines a proposed network of trails through the city. This network will be an important tool used to connect different residential areas of the city to each other and to other important centers of activity in the City. This trail system will help to promote one of the overall themes of this Comprehensive Plan, which is to establish connections throughout the city in a variety of different ways.
standards that protect, or in the case of emerging development, establish, neighborhood character. (5; Land Use)

Policy HS-21. The City should consider available options that would permit increased density for developments that include set-asides for multi-purpose housing or low-cost subsidized housing and that encourage densities supportive of cost-effective public facilities. (1,2,5,6; Land Use)

Policy HS-22. The City should consider streamlining the permitting process for low and moderate income housing developments by implementing policies and procedures that reduce the length of time involved in plan approval. (6)

Policy HS-23. Consider developing programs that encourage and assist property owners to improve the quality and aesthetics of their housing units. (5,7)

Policy HS-24. The City should consider seeking available federal, state, and private funds for renovation and maintenance of existing housing stock. (5,7)

Policy HS-25. Provide information and assistance to property owners of historically and culturally significant housing to encourage preservation of these resources within the city. (5,7)

Policy HS-26. 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. (5,8)

Policy HS-27. Encourage energy efficient housing types that conserve non-renewable energy and help minimize impact on air quality and climate. (5,8)

Policy HS-28. Encourage residential growth in designated Centers over undeveloped rural areas. (3,4,8)
Appendix A: Civic Engagement Strategy

Making Connections:
Input from city leaders and the public reveals that the connections between Port Orchard’s residents and their city government can and should be strengthened. While residents express a significant amount of pride and concern for their city and confirm that there is very active participation in community events and organizations, direct participation by community members in public affairs is increasingly difficult to achieve due to increased demands on residents and competition for their limited available time. This reflects a national trend which finds that traditional techniques of public engagement are no longer as successful as they were in the past. Understanding the competing demands on community members’ lives, it is important to consider alternative approaches to engage citizens in a meaningful way. The public participation process is the link that furthers this stronger community-government connection.

The City of Port Orchard should develop and implement a Citizen Engagement Plan that uses alternative approaches to connect citizens. These new approaches can overcome obstacles and tap into a high level of existing community involvement in various clubs, church groups, charity and service organizations, business associations, youth sports groups, and attendance at various community events. It is clear that the Port Orchard citizens greatly care about their community, but there needs to be a widening of the bridge between that community and the local government so that planning practices can best suit their needs.

Goals
Through this Citizen Engagement Plan, the Port Orchard government could create:
1. An informed citizenry that has a higher awareness of governmental activities
2. A diverse and inclusive level of participation in local government
3. Transparency in the planning process
4. Observable results to ensure accountability of planning practices

In the past Port Orchard, like many other communities, has relied on traditional planning strategies such as public hearings, workshops, and open houses. However, in order to gain a broad and diverse set of inputs, these traditional strategies need to be paired with more proactive methods such as reaching out to specific community organizations, having one-on-one meetings with various community leaders and ordinary citizens, and bringing planning issues and successes to the public via events such as farmers markets and festivals. Stakeholders such as business leaders, school faculty, and navy personnel all have a stake in the future of Port Orchard, and their involvement in the planning process is vital to having a widely successful plan. This requires a more active approach in using the community networks that already exist in the City.

Suggested Policies

In order to achieve this end of having an active and diversified level of public participation, the following policies for future Port Orchard planning are recommended:
1. Coordinate with existing community organizations
2. Utilize diverse communication strategies, including (but not limited to) bulletin boards, local mailings, local signage, and online resources such as Facebook and MindMixer.
3. Create participation alternatives to public hearings and other traditional planning strategies
4. Consider programs and projects that facilitate and increase community vitality and involvement
5. Implement active (vs. passive) outreach strategies, such as more face-to-face interaction, attending community events (such as the farmers’ market), and reaching out to traditionally underrepresented groups in the planning process
6. Establish representative neighborhood councils to work with and report to the City Council

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**Issue in Focus: Online Tools for Civic Engagement**

One of the many useful online tools that cities can use is MindMixer. This website allows for a two-way dialogue to occur between the community and the city using its interactive pages. These pages provide opportunities for citizens to post about issues they care about in their community, and they also allow cities to pose questions to gain citizen feedback. These topics can include historic landmark issues, bike lane proposals, and ideas for a vision for the city. In addition, the website allows for citizens to know when their ideas become reality, as cities can show participants where their ideas are in the decision-making process in a step-by-step format. This tool combined with other social media platforms such as Facebook and Twitter can provide forums for citizen engagement that planners did not previously have. We live in a time when feedback can be instant and when ideas can be shared with a wider range of people. Thus, cities should take advantage of these planning tools and combine them with other methods for a comprehensive public participation approach to planning.