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Executive Summary

The Port Orchard Economic Development Plan is the result of a six-month study to identify opportunities for the revitalization of the City’s downtown for the next decade (Section 1.0). Many local residents and business owners participated in more than 25 hours of meetings and workshops that established a foundation for the plan. The Economic Development Committee of the City Council, working with local business owners, building owners and residents (the Port Orchard Revitalization Team -PORT) along with the guidance of the mayor and staff – have been invaluable to the consultant team in creating a plan that reflects community values and concerns and establishes clear directions for the future.

Acknowledging Port Orchard’s status as the „1st Place City“ of Kitsap County, the City’s goals in preparing the plan were to: 1) unify the business community, 2) establish investment priorities, and 3) plan for a vital and sustainable economy.

The Plan is the result of a three-pronged approach, based on the three primary disciplines involved: economics, urban planning, and landscape architecture, as summarized below.

1. The economic analysis (section 3.0) evaluates demographic and economic trends to identify future changes in the South Kitsap area that may affect economic development. Each of four market sectors is analyzed to identify the potential for development in the downtown study area. The weakest demand is seen in the lodging market with limited demand for a hotel, but adequate market to support one or more bed-and-breakfast establishments. The residential analysis defined the potential for 456 multi-family units with approximately 50 of those as condominium units and 15 to 20 of those as high amenity units. The opportunities for downtown centered on high amenity units on waterfront locations and reuse of the upper floors of existing buildings. The office market analysis identified the need for 2,000 to 4,000 square feet of additional office space per year for the next decade. The retail market is the strongest, with the analysis showing a need for 50,000 square feet of downtown retail in the next six years and an additional 150,000 square feet of retail over the decade thereafter.
2. The urban planning analysis (Section 2.0) evaluates the downtown area in terms of how visitors and local residents use the space and when or where they connect to the place and to each other. The study notes that the area has a rich history reflected by original buildings in the retail core and connections to the natural environment. Opportunities include: creative re-use of existing structures, façade improvements, historic markers, environmental education signs, creation of plazas and meeting spaces, and increasing residential uses near to the retail core to add potential shoppers within walking distances.

3. The landscape architecture analysis (Section 2.0) evaluates the downtown area in terms of appearance and pedestrian mobility. The study notes high activity areas, such as the County Courthouse and the ferry terminal, and evaluates pedestrian linkages between these areas and the core downtown. The study also identifies existing amenities (views, waterfront boardwalk, etc.) and evaluates means to increase public access and use of these locations and to link multiple sites. Opportunities include: improved streetscape, added pedestrian corridors, extending the boardwalk to a waterfront greenway, and defining „gateways“ to the Downtown.

From these three parallel studies and in conjunction with ideas explored by the PORT, we developed a list of key projects that addressed the needs and fulfilled the opportunities (Section 4.0). These projects were then evaluated and adjusted to fit within the market potential identified and to reflect a set of core principles for successful downtown areas. These projects were reviewed by over 80 members of the public attending the public open house and by the Planning Commission and City Council in their workshop. From this process, we also refined a broader set of ten principles to guide decision-makers in the redevelopment process. These ten principles include:

1. Provide Committed Leadership
2. Provide Public Investment to Stimulate Private Reinvestment
3. Develop Downtown Management
4. Provide Effective Events and Promotions
5. Make Continuous Small Changes
6. Think Quality/Enhance Identity
7. Foster New Development – Remove Obstacles
8. Enhance Downtown as the Center of Activity
9. Attract Interest with Education and Interpretation
10. Enhance Greenspace and Walkability
The 20 catalyst projects represent specific ways that these principles can be implemented for the successful economic development of downtown Port Orchard. However, these projects are not meant to limit the potential for the PORT or community to undertake or identify additional projects to implement the Plan. For projects that would be carried out by private property owners, the plan includes a brief overview level pro forma to demonstrate the estimated return on investment.

Finally, the Economic Development Plan provides specific guidance for implementation of the plan with special attention given to a detailed review of potential funding sources (Appendix B). The implementation section (Section 5.0) also addresses removing regulatory obstacles, developing detailed plans for projects and for downtown as a whole, and the roles and responsibilities of various organizations and individuals. In particular, the plan emphasizes the need for a downtown business organization (or a Main Street program) with an experienced downtown manager to coordinate activities, events, training and advertising.

Economic development of downtown Port Orchard will likely be a long term process, requiring time and efforts from many business owners, property owners and elected officials. Changes in retail trends that now favor smaller human-scaled developments suggest that now is a good time to undertake this effort. The incredible natural setting of Port Orchard and its authentic small town historic ambience are tremendous assets. Committed city leaders have a real opportunity to create Port Orchard’s lively, attractive, and successful downtown.
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Appendix

Appendix A   Port Orchard Downtown Market Analysis
Appendix B   Description of Funding Sources

ACRONYMS

AIM     Appearance, Infrastructure, and Market Analysis
CDBG    Community Development Block Grant
CO      Commercial Office
MXD     Mixed Use District
PORT    Port Orchard Revitalization Team
1.0 Introduction

1.1 Importance of Downtowns

Americans are growing tired of the standardized shopping malls with the identical selection of chain stores. They are now looking for the unique, authentic, and individualized experience that small downtowns, such as Port Orchard, are well positioned to provide.

Throughout the United States, the past decade has witnessed the rediscovery and revitalization of both the older main streets of cities and towns, and the relatively newer main streets of suburban downtowns. Researchers Warrick and Alexander described the demographic trends affecting retail in a 1997 article in Urban Land Institute, “Looking for Hometown America”, including:

• The change from mass-market standards to niche market differentiation, both by life stage and by lifestyle;
• The change from unplanned suburbs to master-planned communities;
• The change from suburban anonymity and individualism to a yearning for community;
• The change from contemporary to neo-traditional styling; and
• The change from strip-commercial suburban sprawl to compact, highly defined town centers. (Warrick, 1997)

All of these changes bode well for a successful economic redevelopment of downtown Port Orchard. Three projects from other western cities, illustrate these changes and how other cities have responded.

Santa Monica, California - One of the most dramatic reinventions of an older main street is the Third Street Promenade, in Santa Monica, California. Closed to automobile traffic in the 1960s, Third Street was a dying pedestrian mall by the 1970s. The construction of a nearby enclosed shopping mall further drained Third Street and left the surrounding Bayside District virtually lifeless. After five years of planning and a year of construction, Third Street Promenade opened in 1989 and became a runaway success story. The project involved a complete redesign and redevelopment of the three-block pedestrian mall, facilitated by a strong public/private partnership. The property master planners reintroduced automobile traffic for portions of the day; developed a
coordinated program of signage, landscaping, and street furniture; and created expansive sidewalks (up to 30 feet) to accommodate outdoor dining, kiosks, and pedestrian amenities. To boost nighttime activities, new city codes required the movie theaters and other entertainment uses be located within the district; while service uses, banks and offices were banned from the ground floor. (Bohl, 2003).

**Pasadena, California** – The original city plan for Pasadena, created in the 1920s by Edward Bennett, was impacted by the closure of Garfield Avenue in the late 1970s for a downtown shopping mall, Plaza Pasadena was a monolithic, inward-facing, enclosed retail mall along the city’s main shopping street. A new Civic Center Master Plan created in 1998 called for Plaza Pasadena to be transformed into three separate blocks of mixed-use buildings that would front the street. Opened in late 2001, the old shopping mall is now reconfigured as 560,000 square feet of ground floor commercial uses topped by four stories of residential units, including about 400 apartments. (Bohl, 2003).

**Tualatin, Oregon** - This suburban community located about 10 miles south of Portland illustrates the long term nature of redevelopment. For Tualatin, 20 years elapsed between the time the city created a new redevelopment district in 1975 and the 1995 groundbreaking for the 19-acre Tualatin Commons town center. Tualatin Commons is a mixed-use suburban redevelopment made up of offices, row-houses, a hotel, restaurants, and live/work units dubbed “hoffices” by their designer. According to real estate consultants involved in the project, office space is leasing at rates 25% above market rates. The Tualatin Commons project shows how strong the desire is to create central gathering places in the suburbs, and how even small communities like Tualatin, with a population of about 20,000, can create such places through proactive planning, public investment, partnerships with capable developers, and perseverance. (Bohl, 2003).

### 1.2 Purpose

The purpose of the Economic Redevelopment Plan is to provide the City of Port Orchard a blueprint for strengthening and increasing economic activity within downtown Port Orchard. The process to develop the Plan emphasized
balancing market analysis and technical planning with a meaningful public process that allowed community members to envision alternative futures, learn, exchange ideas, discuss alternatives, and express preferences. The project team explored design opportunities and constraints along Bay Street (between Port Orchard Boulevard and Bethel Avenue), developed a market analysis, and identified specific projects to catalyze future development within the study area. Throughout the process, decisions and proposed strategies were informed by City staff, the City Council Economic Development Committee, members of the Port Orchard Revitalization Team (PORT), and other interested parties. As such, this document reflects the desires of the Port Orchard community in light of market realities and other forces currently affecting economic development in downtown Port Orchard.

PORT members identified the goal of the study as:

*Work together as a community to create a vital downtown that serves residents and visitors. Evidence of our success will be more business, a more attractive downtown, more activity, preservation of assets and heritage, a stronger community and people working together to implement the plan and eliminate barriers to success.*

The PORT established three areas of focus for the study. These are listed below, along with the section of this report in which the information appears:

1. Visitor/tourist marketing (Section 3.0 and Appendix A)
2. Governmental interactions – regulatory issues that affect/restrict downtown development (Section 5.4);
3. Local business strategies and support – marketing strategies that support local shopping and services (Section 3.0): establish guidelines for cooperative business/merchants associations (Section 5.6); and identify funding strategies (Section 5.2 and Appendix B).

1.3 Background

In the latter half of the twentieth century, many cities and towns throughout the Pacific Northwest experienced a shift in population from centralized downtown to outer urban edges. New housing, retail, and office uses along the edge drew
people away from downtowns and into suburban developments. As a result, many downtowns were neglected and activity within them greatly diminished.

Over the last three decades, Port Orchard has frequently grappled with this issue. Due to a variety of causes, including economic instability and dispersed urban development, the City of Port Orchard has struggled to generate activity and attract people downtown. A number of previous studies have addressed this issue and sought to create a vibrant economy in downtown Port Orchard. This section reviews three studies applicable to the development of the current Economic Redevelopment Plan.

**Port Orchard Waterfront Revitalization Project, May 1983**

In May 1983, the City of Port Orchard developed the Port Orchard Waterfront Revitalization Project to determine strategies for increasing the role of downtown as an attraction for both locals and visitors. As a part of this study, the authors separated the downtown into a number of different zones, characterized existing uses in those zones, and proposed new land uses to generate more activity in the area. As a part of this overall plan, a number of design guidelines, physical improvements, and recommendations were proposed to enhance downtown’s image, circulation, and waterfront. Guidelines and recommendations included such actions as transforming the downtown core into a historic marine center, returning unimproved or underutilized public rights-of-way along the waterfront to public use, and creating a City Center Plaza, (festival marketplace). A list of funding strategies and programs for implementing these changes were also provided.

**Downtown Design Charrette—Port Orchard Downtown Association, June 1998**

In 1998, the Port Orchard Downtown Association held a design charrette to create an updated design concept for the retail core. As a part of this workshop, existing eyesores and functional barriers were identified, site-specific development opportunities were isolated, and an overall design concept was created. Recommendations included mixed-use buildings throughout downtown, “gateways” at each end of downtown, and a well-connected pedestrian system with an improved sidewalk environment (suggested street
trees and planters). The document also included 12-month and 1-3 year action plans for implementation of the ideas.

**Downtown Port Orchard: Suggestions for Revitalization, June 1999**

In 1999, the University of Washington Department of Urban Design and Planning, prepared a revitalization strategy for downtown. This planning process included an opinion survey focused on the transportation and buying habits/preferences of individuals living in and passing through downtown Port Orchard. The survey listed the reasons individuals cited for not shopping downtown and the uses they would most like to see. From this information (and a “retail trade analysis”), the authors determined that the downtown needed increased activity and uses that would provide incentives for people to shop downtown. Higher-density mixed-use developments at both ends of downtown were proposed for meeting both of these needs. Additionally, the authors concluded that the 33-foot height limit downtown precluded project feasibility and identified strategic parcels for high density residential units in the area. The document also stressed the importance of re-introducing historic elements and improving pedestrian pathways, specifically around the Sidney Ave./Bay St. intersection.

**1.4 Study Process**

In 2003, the City applied for and obtained a $50,000 grant from the Community Development Block Grant (CDBG) to conduct a market analysis for downtown Port Orchard and develop a plan for the redevelopment. In early 2004, the City sought interested volunteers to begin the necessary public process that would provide input to the redevelopment plan. They formed the Port Orchard Revitalization Team (PORT) and embarked upon a study to identify the community’s vision for downtown Port Orchard. PORT members participated in 27 hours of workshops and meetings to develop their concepts for a successful downtown. PORT members identified eleven outcomes to measure the success of the Downtown Economic Development Plan, including:

1. It brings 20,000 visitors to the library;
2. It results in funded projects;
3. It brings consensus to property owners and business owners;
4. It is implemented;
5. It creates a vibrant community that draws both visitors and local residents downtown;
6. It defines a theme for Port Orchard reflecting personal pride and ownership;
7. It activates more events, more color, more art, and more music;
8. It promotes the location of anchor businesses;
9. It brings parents downtown with their children;
10. It improves the image of downtown; and
11. It stimulates existing businesses.

The City selected a team of consultants led by EDAW, Inc. (urban design and planning) and including Property Counselors (market analysis) for these studies.

The 6-month study process included:
1. Four meetings with the PORT to identify their views on issues for the Downtown, their goals and objectives for the study, and to explore implementation opportunities;
2. A detailed economic study and market analysis to identify the potential market for retail, office, residential, and hotel uses for the Downtown;
3. A planning analysis to identify opportunities for change in the downtown that would enhance the appearance, upgrade the infrastructure, and support the market analysis;
4. Development of 20 key projects that would be supported by the market and could serve as a catalyst for downtown economic development;
5. A public open house attended by 80 citizens who heard the results of the market analysis and who provided input on the 20 key projects identified as catalysts to downtown redevelopment;
6. A workshop with the City Council and Planning Commission to present the market analysis, the 20 catalyst projects, and to discuss the public comments;
7. Development of a plan document presenting the results of the analysis, the proposed plan and the public input process; and
8. A City Council meeting to review the final plan and determine next steps in the planning process.

Promote attractive commercial areas, aesthetically pleasing buildings, and well designed pedestrian amenities.

Port Orchard Comprehensive Plan 1995
2.0 Opportunities

2.1 Identified Strengths, Challenges and Opportunities

As part of the series of meetings with the consultants, PORT members were asked to identify existing strengths, challenges and opportunities for the downtown area. The strengths they identified paint a picture of the quality of life in a small town that many people seek, including such elements as affordable housing, a good school system, and a sense of safety. Many people also identified the beautiful natural setting and expansive waterfront that provides both views and water access for recreation. Others noted the successful businesses such as the fine yacht sales and the car dealership. PORT members also cited the Blackjack Creek Pedestrian Park as one of the most successful recent downtown improvement projects.

The challenges that local PORT members identified included many elements of circulation including a need for pedestrian pathways, bus service, late evening ferry service, improvements to the state highway, and parking. Others focused on the lack of services for downtown residents and marina tenants.

There is also the challenge of change. At the August 31 meeting, PORT member identified issues standing in the way of change:

1. Lack of consensus;
2. Lack of real activity – need for leadership and action;
3. Need to keep open minds;
4. Guard against being too quick to arrive at conclusions
5. Lack of a defined “destination”
6. Need for allegiance to the group – agree not to undermine the PORT effort.
7. Need to avoid the tendency to become negative when faced with change outside of the comfort zone.
8. Need to use a collective imagination.

Opportunities identified by PORT members included the number of visitors to the city, noting that the CRUZ brings over 30,000 people downtown and the marina serves 800 to 1,000 boats that tie-up for overnight stays. The county offices and courthouse also bring in 800 employees and 1,500 visitors and jurors on a daily basis. PORT members also identified opportunities in

Ferries serve commuters and bring visitors to downtown.
terms of specific products that could be provided, such as a visitor orientation map, a map of businesses, and an information pamphlet for jurors. Locations suggested for visitor services include Sidney Village and a more visible location for the Chamber of Commerce.

The PORT committee also discussed strategies for implementing the plan, including:

- Publishing a newsletter about what is new in town, with each issue featuring a new business;
- Creating a visual graphic of downtown Port Orchard ten years from now; and
- Inviting all building and property owners to a subcommittee meeting to discuss their future building plans and expectations.

### 2.2 Visual Preference Survey

As part of the series of meetings, PORT members examined other cities in western Washington that have recently completed efforts at downtown revitalization. This was organized as a Visual Preference exercise using photographs from other cities and asking PORT members to identify specific feature of other cities that they felt were important for Port Orchard. The following is a list of the cities included in the exercise along with observations of key characteristics from each city:

1. Chemainus – Murals; clean restrooms;
2. Sequim – Lavender Festival; no power poles; unaffected by bypass;
3. Gig Harbor – Historical walk with informational signage;
4. Juanita – Main Street with no parking;
5. Kirkland – Public art – Simplistic waterfall in downtown center;
6. Port Townsend – Outside seating; Architectural elements; Vertical signage;
7. Port Gamble – quaint;
8. Kingston – Planter strips within divided roadway.
The Port divided into four groups and each group identified the most attractive characteristics from all the photographs. The elements most frequently identified by these groups include:

1. Underground utilities;
2. Well maintained planting areas;
3. Wide walkways with seating.

Other elements that were identified include:
1. Flower Baskets;
2. Bulb-outs at intersections to provide for traffic calming and pedestrian movement;
3. Old buildings with vibrant colors and architectural detail;
4. Variety of shopping choices – synergy;
5. Opportunities to select from a variety of lodging options including modern hotels;
6. Signs directing people to Free Parking;
7. Two and three day festivals;
8. Kiosks, placards and interesting signage design and placement;
9. Mixed use – pedestrian level retails with upper story residential;
10. Public art and sculpture

2.3 Analysis of Opportunities

As a foundation for the planning process, EDAW’s team of landscape architects and planners reviewed the extensive background work prepared by the PORT, evaluated the City’s previous studies, and conducted a field survey and analysis. The results of this study were summarized in the Opportunities Map (Figure 2.3-1). This map summarized opportunities for downtown improvement in three primary categories: Appearance, Infrastructure, and Market Analysis (AIM). The acronym AIM summarizes these categories and provides a framework for PORT action to achieve their goals. Each of the AIM categories illustrated in the Opportunities Map is described below.
2.3.1 Appearance

To revitalize downtown Port Orchard, it will be important to develop a unique character that sets downtown apart from other areas within Kitsap County. Despite investments by some property owners, many downtown buildings are currently underutilized and appear neglected. As a catalyst to reversing this trend, emphasis should be placed on enriching the aesthetic experience of downtown visitors through accentuating existing amenities, architecture, and character, while also fortifying that identity with appropriate new development. To that end, the following opportunities were identified:

- **Frame the District.** It is important for a visitor to downtown to know that they are entering a unique district. Currently, there is little to signify the transition into downtown from the surrounding areas. The angled intersections of Bay Street with Kitsap Avenue and Bethel Avenue provide opportunities for “Downtown Gateways” at each end of the district to announce this transition and celebrate the unique qualities of downtown.

- **Enhance the Streetscape.** The current streetscape environment along Bay St. has little to invite visitors to wander through the district. The existing planters provide some color, but there is little greenspace. The marquee provides a consistent appearance and weather protection, but it also shadows the storefronts and hides window displays from passing motorists. Paved medians could be opened up for planning and sidewalks and road shoulders landscaped. Streetscape improvements would enhance the pedestrian environment and draw people to the district – increasing the market for local businesses.

- **Strengthen the Sense of Place in the Core.** The core commercial area along Bay St. (Frederick Ave. to Harrison Ave.) provides a unique opportunity to shop and stroll within downtown. In many ways, the area represents the core of the district and the heart of the City. Intersection improvements within this area could reinforce that character and improve the appearance of Bay St. as a whole.

- **Emphasize Port Orchard’s Rich History.** Downtown Port Orchard has an abundant history within the Puget Sound that offers an opportunity to attract visitors and educate residents. A number of storytelling elements
PORT ORCHARD ECONOMIC DEVELOPMENT PLAN
OPPORTUNITIES MAP

Figure 2.3-1

KEY INTERSECTION - Enhance intersection to provide focus and sense of place
DOWNTOWN GATEWAY - Enhance landscaping to highlight entrance

OPPORTUNITIES
- **City Center** - Specialty Retail Core
  - Specialty Retail Core
  - Retain active on street uses
  - Infill or redevelop; Encourage mix of uses, emphasis on residential near core
  - Explore alternatives for Downtown Identity
  - Encourage authenticity in architecture
  - Storytelling elements - add focus on art, history, architecture

- **View Corridors** - Preserve views to water
  - Terminate views at landmark features

- **Activity Generators** - Link and encourage development of added active uses

- **Parks & Greenways** - Extend, enhance, maximize pedestrian linkages and water access

- **Identity** - Improve experience of pedestrians
  - Visual enhancement of street corridor

- **Enhance Streetscape** - Improve experience of pedestrians
  - Visual enhancement of street corridor

- **Strengthen Land Uses** - Improve experience of pedestrians
  - Visual enhancement of street corridor

Figure 2.3-1

EDAW
August 16, 2004
Back of figure 2.3-1
distributed throughout the district could increase awareness and foster a more overt connection between current residents and Port Orchard’s past.

• **Activate the Area.** Many buildings and properties within downtown Port Orchard are not used to their full potential, and provide an opportunity to add activity with minimal investment. New uses in existing buildings’ upper floors and new development on parking lots or vacant lots can bring more activity to the downtown.

• **Preserve and Reinforce View Corridors.** South Kitsap County’s spectacular surroundings represent one of its strongest amenities. Port Orchard’s natural topography provides many stunning views. To take full advantage of these views, Port Orchard can accentuate its view corridors from the south through changes in parking, overhead utilities, and landscaping.

### 2.3.2 Infrastructure

In addition to improving the aesthetic character of the district, improving existing infrastructure within and around downtown will be critical to revitalizing the area.

• **Better Connections with the Waterfront.** Port Orchard’s most significant asset, Sinclair Inlet, is a visitor attraction with its inviting boardwalk, marina, and active ferry dock. Downtown Port Orchard can establish a stronger relationship between the retail core and the waterfront through improved and expanded pedestrian connections, such as the Orchard Street right-of-way near the Observation Deck.

• **Improve the Bay Street Streetscape from Bethel to Port Orchard Boulevard.** The flower tubs and streetscape improvements at Frederick Avenue and Bay Street provide elements of interest to Bay Street for pedestrians but are not enough to define a distinctive character for the street. There is an opportunity for new streetscaping features that would link the various uses within and surrounding downtown, while also creating an unbroken quality throughout.

• **Strengthen Connections with the County.** Port Orchard has been the county seat in Kitsap County since 1892. County workers represent a sizeable source of activity and potential shoppers for downtown businesses.
Establishing better pedestrian connections between these two areas will allow City and County workers to easily access one another and an opportunity for County workers to head downtown during lunch time.

- **Create a Pedestrian Corridor for the Downtown Core.** Given the number of households up the hill from downtown, providing a safe and easy way for residents to access downtown by foot is key. Existing stairs on Seattle Avenue provide one link for residents. Improving this access point to Bay Street and providing others (such as the Austin Street and Seattle Avenue rights-of-way) will encourage easy movement to the downtown commercial core.

- **Tie Waterfront Park with an Expanded Waterfront Greenway.** Seaside trails and the Boardwalk provide a wonderful amenity and an attraction for downtown visitors. Finding opportunities to extend and enhance the waterfront greenways and pedestrian connections will allow individuals to easily travel along the entire waterfront. This will increase general activity in the area and contribute to a more consistent downtown waterfront.

2.3.3 Market Analysis

A solid redevelopment project or strategy requires a thorough consideration of the market realities and trends of the area under study. As a part of the analysis, a number of indicators were investigated, including (1) economic and demographic characteristics; (2) retail market; (3) residential market; (4) office market; and (5) lodging market. Section 3.0 provides a summary of the findings of this analysis. The complete analysis can be found in Appendix A.

The market analysis conducted for the Port Orchard Downtown Economic Development Plan provides an overview of economic and demographic conditions and trends for South Kitsap County (Section 3.1) and then analyzes each of the major market sectors: retail, residential, office and lodging (Sections 3.2 through 3.5, respectively).
3.0 Market Analysis

3.1 Economic and Demographic Conditions

Services are the dominant sector in the Kitsap County economy representing 30% of all employment. Twenty-one percent of wage and salary employment in 2004 for Kitsap County residents is Federal employment (exclusive of military personnel) and 17 percent is local government employment. Figure 3.1-1 illustrates Kitsap County employment by sector. A current study identifies total direct jobs at military bases as 27,375. When the multiplier effect is included, this would account for 47,000 jobs in the County.

The population of Port Orchard is estimated to be 8,060 in 2004, with more than 60,000 people in the larger South Kitsap County area. Population of Port Orchard is expected to grow to 10,274 by 2020 and the larger area is projected to grow to 73,000 by 2020 (see Figure 3.1-2). This represents a growth of 27% for the City over the next 15 years (within the current City boundaries), as compared to 20% for the south County area.
The population of Port Orchard is young, with a median age of 31.2 versus 35.8 for the County as a whole in 2004. The median household income in 1999 was $34,020 in Port Orchard, which is 73% of the median of $46,840 for the County as a whole.

Port Orchard and Kitsap County offer a wide range of visitor attractions from outdoor recreation to cultural events and facilities, and entertainment. Fifty percent of visitors to Kitsap County are from Washington State and 5 percent are from outside the United States. In terms of visitor spending per capita, Kitsap County is the fourth lowest among counties in the State. There is clearly an opportunity for the Port Orchard to increase its capture of tourist spending.
3.2 Retail Market Analysis

Port Orchard taxable retail sales grew at a rate of 4.7 percent per year for retail trade and 5.5 percent for services between 1995 and 2003. The strongest sectors were auto/gas, eating/drinking and building materials. General merchandise and apparel/accessories showed the slowest growth over the period. The strength of retail sales performance can be measured as the City’s capture rates relative to spending by market area residents. Figure 3.2-1 summarizes the capture rate relative to estimated spending by City residents and residents of South Kitsap County. A capture rate exceeding 100 percent means that the City is a net attractor of sales from beyond the trade area boundary. As shown, the City is a net attractor of sales from beyond city limits, but loses sales from South Kitsap to other areas.

Downtown currently offers a mix of business dominated by eating and drinking

![Figure 3.2-1. Port Orchard Retail Sales as Percent of Spending by City and South Kitsap Residents.](image)
and antiques/used merchandise (see Figure 3.2-1). Of the 135 businesses identified in Downtown, 21% are eating and drinking establishments and 29% are antiques/used merchandise. The downtown does not offer either the grocery sales or general merchandise businesses that typically anchor a neighborhood or community scale retail centers. These types of retail centers are located south of downtown both within and outside the City limits.

Future retail sales are projected assuming growth in population and income and assuming the Port Orchard maintains its share of South Kitsap spending. The additional sales will support the following amount of retail development in sectors suitable for downtown by 2010.

<table>
<thead>
<tr>
<th>Retail Development Sectors</th>
<th>Square feet</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apparel/Accessories</td>
<td>1,800</td>
</tr>
<tr>
<td>Furniture/Furnishings</td>
<td>4,700</td>
</tr>
<tr>
<td>Eating Drinking</td>
<td>13,200</td>
</tr>
<tr>
<td>Miscellaneous Retail</td>
<td>24,800</td>
</tr>
<tr>
<td>Personal Services</td>
<td>1,700</td>
</tr>
<tr>
<td>Total</td>
<td>46,200</td>
</tr>
</tbody>
</table>

A similar level of development could be supported with the attraction of an additional 250,000 visitors annually. There numbers are not additive, however, and 50,000 square feet represents a realistic estimate of potential new retail development downtown by 2010. The amount of supportable development would increase to 150,000 additional square feet by 2020. The overall retail picture is one of a healthy retail center in South Kitsap, but without major draw from the larger region.

Given the requirements of success for key business types, and the characteristics of the local market area, the following opportunities are available to the Port Orchard Downtown.
Restaurants
Downtown Port Orchard currently has a large concentration of eating and drinking establishments, but it could enhance its position through growth by:

- Expansion of existing businesses
- Attraction of second outlet of successful regional operators

Specialty Shops
Successful specialty shopping districts generally have strong anchors, distinctive merchandise, a distinctive setting, and a draw from the local area as well as a larger region. There is potential in Downtown for additional specialty shops such as:

- book store
- art gallery
- sports related sales and services
- antiques
- specialty foods

Anchors
Anchors require a distinctive setting and a regional as well as local draw. Beyond the current anchors created by eating/drinking and antique sales, the Downtown could benefit from any concentration of multiple related businesses. These could include concentrations of multiple related businesses such as those listed above.

3.3 Residential Market Analysis
Multifamily residential development is responsive to two major factors in the housing market – public policy efforts to manage growth and consumer interest in more urban housing alternatives. Multifamily development represented almost 40 percent of the housing stock in Port Orchard in 2004, compared to 20 percent for the County as a whole. However, only 12 percent of new housing built between 2000 and 2004 in Port Orchard was multifamily (see Figure 3.3-1).
Apartments are multifamily units for rent. Port Orchard rents currently average $632 per month versus $677 for the County as a whole. Current rents on a per square foot basis are well below $1.00 per month. Even the highest rents in the County are below $1.25 per square foot per month, the rate at which mixed use development with structured parking becomes feasible.

Condominiums are multifamily units for sale. There were approximately 500 condominiums sold in the County between 2002 and 2004 to date. The average price in Port Orchard is approximately $103,000, well below the average for the County of $171,000 (see Figure 3.3-2). However, the average for Port Orchard was reduced by the sale of several older small units built in the 1970s. Recent projects have captured much higher prices, including prices in the upper
$200,000 range for four new units on the hill above downtown. Overall, the condominium market in Port Orchard shows an emerging interest in new and high amenity uses.

Projected population growth in South Kitsap County would require approximately 1,200 new housing units by 2010 and 3,200 more by 2020. If the historical mix of 38 percent in the City were applied, there would be 456 new multifamily units over the initial period. Of the multifamily units, as many as 10 percent or approximately 50 units may be condominium units. Fifteen to twenty higher amenity units would be a high share of the total number of units. An additional 35 to 40 high amenity units could be supportable over the following decade (2010 to 2020).

New multifamily development could occur within mixed use (residential over commercial) or single purpose residential buildings. The downtown area could

Figure 3.3-2. Condominium Sales Price Trends in Kitsap County.
provide a strong location for mixed use buildings. Vehicular and pedestrian traffic enhances the retail potential in these locations. The downtown and waterfront amenities enhance the residential potential. The impediment to development in the short term is the fact that market rents are well below the level of $1.25 per square foot necessary to support the cost of development. As rents improve over time, this impediment will be less formidable. The best opportunity in the short term is for re-use of existing buildings to capture existing value and reduce additional investment.

The strongest opportunity for single use buildings is for larger unit condominium development on the water. High amenity value will be essential to command higher prices. Townhouse development, or development with extensive common areas would offer the best opportunity to match the interests of the empty nester market segment that has the financial means to pay top-of-the-market prices.

### 3.4 Office Market Analysis

Port Orchard is one of several submarkets in the Kitsap County office market. With approximately 200,000 square feet of existing office space, it is the smallest, well behind Silverdale, Poulsbo, Downtown Bremerton, East and West Bremerton, and Bainbridge Island (see Figure 3.4-1). However, Port Orchard did absorb more new office space than all other Kitsap County locations, except Silverdale, and East Bremerton over the past five years. The highest rents in Port Orchard are commanded by the Pottery Professional Plaza outside Downtown, but the Sidney Professional Building across from City Hall downtown demonstrates that tenants will pay high rents downtown as well. There are several new master planned developments in the County that will include large concentrations of office space including Northwest Corporate Campus just outside Port Orchard, Olhava in Poulsbo, and Kitsap Lake in West Bremerton.
Projected growth in office-using employment sectors in the County will support 20,000 additional square feet of office development per year. Port Orchard Downtown could be competitive for:

- Local serving office uses
- Professional services
- Legal services
- Headquarters (possibly) for special firm with local ties or business interests.

Such uses will likely represent 10 to 20 percent of total absorption on 2,000 to 4,000 square feet per year. The amount of additional space that would be supportable in Downtown Port Orchard would be 24,000 between now and 2010, and 40,000 square feet in the following decade.
3.5 Lodging Market Analysis

Port Orchard has three hotels and one bed and breakfast facility near the city. The Holiday Inn Express is located downtown, offers 65 rooms, and serves largely commercial and tourist travelers, with some group business. The Days Inn has 56 rooms, is located on Highway 16, and serves similar segments. Neither is a full service hotel including facilities such as meal service, and meeting space. Port Orchard has only one bed-and-breakfast facility, the Reflections Bed and Breakfast. The City overall does not offer nearly the number of bed and breakfasts as Bainbridge Island or Poulsbo.

Port Orchard has shown consistent growth in the amount of room revenue generated by its lodging facilities. As shown in data on lodging tax collections, Port Orchard has more lodging activity than Bainbridge Island, and has grown consistently.

Successful lodging sites enjoy some or all of the following characteristics:

- High visibility and easy access for highway locations.
- A capture source of demand (e.g. a major employer or meeting facility)
- Year-round demand
- A high amenity site for specialty lodging
- Critical mass
  - No limit for B&B
  - 50 rooms for limited service
  - 100 rooms for full service

The strongest opportunity for Downtown Port Orchard is one or more Bed and Breakfasts. A waterfront site would be desirable for a small specialty hotel, but the demand factors are not strong enough at this time to justify average room rates higher than $100 per night. This type of hotel could be supportable in the longer term (beyond ten years).
4.0 Downtown Economic Redevelopment Plan

4.1 Vision and Goals

The City’s goal for this study was to create an action-oriented strategic blueprint for the redevelopment of the downtown area that would:

• Unify the Business Community,
• Establish Investment Priorities,
• Plan for a Vital Sustainable Economy, and
• Work in Concert with Current Plans and Processes.

The Port Orchard Downtown Economic Development Plan works in concert with the City’s Comprehensive Plan (adopted in 1995). Specific components of the Comprehensive Plan applicable to the Downtown Plan include the following excerpts from the Vision statement:

• Continually strives to promote, attract, and maintain a diversity of jobs and businesses thereby creating and maintaining a dynamic, diverse, and vigorous employment and economic base.
• Honors and values its past heritage through the preservation of its historic commercial district which creates a visible link to Port Orchard’s unique maritime past.

The Comprehensive Plan also establishes goals and policies for each of the elements in the plan. Those pertinent to the Downtown Plan include both economic goals and land use goals, as listed below:

Economic Goals and Policies:

• The City shall establish Port Orchard as a unique and significant waterfront destination with recreational and retail opportunities for tourists and residents.
• The City shall value and preserve its historic commercial district creating a visible link to its unique maritime past.

Land Use Goals and Policies

• The City shall encourage mixed use developments within commercial districts which will enhance the visual and environmental quality of these
areas and improve the transition between commercial and residential districts.

- The City shall encourage pedestrian orientation for non-residential uses. Office and/or residential uses should be encouraged above ground floor retail.

Other excerpts from the City’s Comprehensive Plan that are relevant to the Downtown Plan appear in the text boxes through-out this document.

### 4.2 Plan Principles

Economic development for downtown Port Orchard is based on ten essential principles that will guide the community leaders throughout the implementation of the plan. These 10 principles are highlighted below and further described in the remaining sections of the plan.

**Principle #1: Provide Committed Leadership**

Economic development is a long process that requires visionary leaders who are willing and able to stay the course. Communities that are now thriving, such as Redmond Washington, tried for many years to make major improvements to its downtown. In some cases, the city had to reject inappropriate development in order to wait for the right developer or the right project to appear. In Port Orchard, the PORT group has committed many hours of time in meetings to develop their concepts and this plan to serve as the impetus for new development. More will be needed to implement the plan. Section 5.6 describes the roles of the City and various groups and leaders who will be needed to implement the plan.

**Principle #2: Provide Public Investment to Stimulate Private Reinvestment**

Developers have many choices of where to invest their funds. Cities who are investing in the public infrastructure needed to support new development and aesthetic improvements to their downtown send a clear signal to developers. The public investment demonstrates to the developer that city leaders know what they want, are willing to make a financial commitment, and are willing to

**10 Principles for Economic Development**

- Provide committed leadership
- Provide public investment to stimulate private reinvestment
- Develop downtown management
- Provide effective events and promotions.
- Make continuous small changes
- Think quality/enhance identity
- Foster new development - remove obstacles
- Enhance Downtown as the center of activity
- Attract interest with education and interpretation
- Enhance greenspace and walkability
partner with the developer to achieve it. Developers know that this translates to a quicker approval process and more rapid completion of their projects. Public investment also signals that the developer will not bear all of the costs for upgrades to streets, sidewalks, or open space that will serve to enhance his investment. Section 5.2 describes fiscal strategies for obtaining grants and loans and for providing other financial incentives to development.

Principle #3: Develop Downtown Management

Since the advent of the shopping malls in the early 1960s, downtowns have formidable competition from retail stores that band together for common promotions and the economy of scale for parking and advertising. While downtowns, such as Port Orchard, have the clear advantage of authenticity, human scale, variety of architecture, and a dramatic and attractive setting, they have other disadvantages. The attractiveness of smaller unique stores may also mean that owners have limited experience in merchandising, advertising, and business operations. A downtown manager can coordinate the individual merchants, arrange for common advertising and promotions and can provide training for business owners, when needed. Section 5.6 describes the role of the downtown manager.

Principle #4: Provide Effective Events and Promotions

Related to both Principle #3 and Principle #5, the City needs to continue and expand its program of events and promotions. Successful events such as the Saturday Farmer’s Market, the Seagull Calling Contest, Concerts by the Bay, the CRUZ, the Festival by the Bay, and Fathoms o’ Fun attract new people to Port Orchard and bring City residents to the downtown. Even if the merchants and restaurants do not realize increased sales during these events, the visitors are likely to return if they see attractive and interesting shops and alluring restaurants that warrant another trip. Other events that emphasize the role of downtown as the heart of the community will also make it the “place to be” for local residents. Holiday events such the Easter Egg Hunt, or the Santa Boat Parade create special memories and attract people to the downtown repeatedly. The potential for expanding events and promotions is described in Section 5.5.
Principle #5: Make Continuous Small Changes

Downtown redevelopment requires many changes to achieve success. The process can build on its own momentum if small changes are made continuously. Residents and visitors to downtown notice those changes and will come back to see the changes as they progress. Local leaders and business owners can gain experience through the process of small changes and will be well-equipped to handle the bigger projects when they come. City leaders and PORT members need to identify which components of the plan they can tackle immediately and start making changes right away. The right developer is more likely to come to Port Orchard if he can see the small changes the community has made to get ready for him. Some of the small changes are included in the Catalyst Projects described in Section 4.3. These include:

• Encouraging Bay Street Second Floor Uses (Project #5)
• Signage Program (Project #1)
• Historic Building Markers and Photos (Project #2)
• City Sculpture and Murals Program (Project #3)
• Environmental Education Sign Program (Project #4)

Principle #6: Think Quality/Enhance Identity

To attract quality investment, City improvements also must demonstrate the level of quality that is desired. Landscaped areas must be lushly planted and well-tended. Streetscape furniture (benches, planters, signs) must be of high quality materials and well-designed to convey a consistent image that reflect both quality and community responsibility. While these may cost more initially, they will generally last longer and provide better value for the investment. In addition, they will do more to attract visitors and quality developers than more extensive, lower quality improvements. This principle applies to all of the catalyst projects described in Section 4.3, but is particularly important for three projects that have an aesthetic focus:

• Underground Utilities (Project #6)
• Phased Removal of the Marquee and Façade Improvements (Project 7)
• Enhance Sidney Avenue at the Waterfront (Project #8)
Principle #7: Foster New Development - Remove Obstacles

The catalyst projects identified in Section 4.3 include five projects that describe development on privately owned sites:

• Medium Density Residential Development at the St. Vincent DePaul Site (Project #9)
• Mixed Use Development at the West Bay Center (Project #10)
• Mixed Use Development on the Kitsap Bank Parking Lot (Project #11)
• Retail or Restaurant uses at the Peninsula Feed Store Site (Project #12)
• Mixed Use Development on Bay Street at Harrison Avenue (Project #13)

While the City cannot initiate such development they can work with property owners of these sites to determine their interest in redevelopment and provide guidance on suitable financing or locating reputable developers. Additionally, the City can take steps to remove obstacles by reviewing and revising, if needed, City development regulations, zoning requirements, and permit approval process. Of these projects, the Kitsap Bank Parking Lot and the Bay Street/Harrison site offer the most potential for development in the near term as they are relatively undeveloped. Recommendations for these changes are included in Section 5.3.

Principle #8: Enhance Downtown as the Center of Activity

The catalyst projects identified in Section 4.3 include three projects that are designed to promote increased activity in the downtown area, in addition to the five private development described in Principle #7. The three projects in this category include:

• Encourage Bay Street Second Floor Uses (Project #5)
• Reuse Library Site for Retail and Restaurant (Project #15)
• New Library with Meeting Rooms or Activity Center (Project #14)
Principle #9: Attract Interest with Education and Interpretation

The catalyst projects identified in Section 4.3 include four projects designed to add education, interest, and interpretation opportunities to the downtown. These include:

• Signage Program (Project #1)
• Historic Building Markers and Photos (Project #2)
• City Sculpture and Murals (Project #3)
• Environmental Education Sign Program (Project #4)

These projects offer opportunities for visitors and residents to learn more about the city and the natural environment and to appreciate the City’s art and culture. These projects involve additional signs and artwork in the downtown area and should be coordinated through an overall Interpretation and Education Plan, as described in Section 5.4.

Principle #10: Enhance Greenspace and Walkability

Many of the catalyst projects are specifically designed to improve pedestrian access or enhance the appearance of pedestrian spaces. In addition to encouraging pedestrians to use the downtown, these projects also serve to reduce the need for parking as they will encourage visitors to park once and walk the entire downtown, rather than move to another parking space. Unlike auto-oriented shopping areas, a pedestrian friendly space can foster spontaneous purchases as shoppers see other items of interest. The six projects in this category include:

• Enhance Streetscape on Bay Street within and entering the Retail Core (Project #16)
• Expand and Enhance Pedestrian Connections (Project #17)
• Enhance Sidney Avenue at Waterfront (Project #8)
• Enhance Waterfront Parking Lot (Project #18)
• Extend and Enhance the Waterfront Greenway (Project #19)
• Establish Traffic Circles and Entry Markers on Bay Street at Kitsap Street and at Bethel Avenue (Project #20)
4.3 Catalyst Projects

The Plan included twenty specific projects, each of which is designed to serve as a catalyst for the economic redevelopment of downtown Port Orchard. The principles of redevelopment that each project serves were discussed in Section 4.2. This section presents each of the twenty projects and describes seven elements for each project. A key map for the locations of the catalyst projects is shown in Figure 4.3-1. The eleven elements of each project are described below:

1. Project – This section lists the standard name for the project as used throughout the plan document.
2. Location – The study area is divided into four areas: #1 Office/Civic, #2 Retail Core, #3 Waterfront Residential, and #4 Mixed Use. The location of the catalyst project is mapped and listed by area on the project sheet.
3. Time Frame – An estimated time frame is provided for each catalyst project to serve as guide for implementation. The time frames are Short Term (1-3 years), Mid Term (3 to 5 years) and Long Term (6 to 10 years).
4. Responsibility – This section lists the entity primarily responsible for the project – often a City department or a private developer, but occasionally other entities.
5. Economic Benefit – This section defines the economic benefit of the project, including such elements as additional residents to provide patrons, distinctive elements to attract interest, improved pedestrian access to encourage walking, etc.
6. Description – This section describes the project in greater detail.
7. Steps – This section identifies specific steps needed to accomplish the project.
8. Rating – This section provides a “high-medium-low” rating for each of three parameters – City’s Cost, Value for economic development, and Priority for implementation.
9. Key Map – This map, located in the upper left of each project sheet, shows the location of the project within the study area.
10. Sample Photo or Drawing – Located in the upper left of each project sheet, this photo or drawing provides a sample illustration of what the project may look like when complete.
11. Existing Conditions Photo – located in the right column, one or more photos illustrate the existing conditions at the site of the proposed project.

12. Feasibility Evaluation - A feasibility evaluation is included for each of the private development projects. A feasibility project is one in which the profit to the developer (Value at completion less costs of development) falls within a target range of 10-20% of development cost. The key economic conditions necessary to support such a return are shown for each private project.

Figure 4.3-2 shows a plan view of the core downtown area with all of the streetscape improvements and pedestrian enhancements illustrated. This includes the following projects:

- Encourage Bay Street Second Floor Uses (includes landscaping on Prospect Street) (Project #5)
- Enhance Sidney Avenue at the Waterfront (Project #8)
- Mixed Use Development on the Kitsap Bank Parking Lot (Project #11)
- Retail or Restaurant Uses at the Peninsula Feed Store Site (Project #12)
- Mixed Use Development on Bay Street at Harrison Avenue (Project #13)
- Build New Library with Meeting Rooms or Activity Center (Project #14)
- Relocate the City Library and Reuse Site for Retail and Restaurant (Project #15)
- Enhance Streetscape on Bay Street within and entering the Retail Core (Project #16)
- Expand and Enhance Pedestrian Connections (Project #17)
- Enhance Waterfront Parking Lot (Project #18)
- Extend and Enhance the Waterfront Greenway (Project #19)
- Establish Traffic Circle on Bay Street at Kitsap Street and at Bethel Avenue (Project #20)
Back of figure 4.3-1
back of figure 4.3-2
PROJECT #1: Signage Program

LOCATION: Multiple locations in all 4 segments: 1) Office/Civic, 2) Retail Core, 3) Waterfront Residential, 4) Mixed Use

TIME FRAME: Near Term (1-2 years)

RESPONSIBILITY: City

ECONOMIC BENEFIT: PORT members recognized the need for signs directing travelers from major arterials to the City Center. The sign program would:

- Direct visitors and passersby to the Downtown area
- Inform residents and visitors about events and activities
- Create a distinctive identity element for the City
- Signify entry into the downtown core

DESCRIPTION: Port Orchard has incredible amenities with the waterfront, and a walkable downtown. Many existing visitors including marina users, and visiting jurors could patronize local shops and restaurants. The signage program would provide a variety of attractively designed and coordinated signs to direct visitors to stop in the Retail Core and inform them of activities on weekends or when transit is not in service, events, and amenities. Signs under this program would include:

- Entry markers on Bay Street at Bethel Avenue and at Kitsap Street
- Directional signs at Mile Hill and at Tremont.
- Way-finding signs downtown to identify amenities such as the waterfront greenway and the city waterfront park
- Event notice kiosks to inform visitors of upcoming events, activities, and celebrations.

STEPS:

one: City to develop an overall signage program for Downtown.

two: City to select sign fabricator to construct signs.

three: City to install landscaping and signage.

RATING:

City’s Cost

Value

Priority
back of project 1.
PROJECT #2: Historic Building Markers and Photos  
LOCATION: Area #2 Retail Core  
TIME FRAME: Near Term (1-2 years)  
RESPONSIBILITY: City, PORT, or Historic Museum members

ECONOMIC BENEFIT: Identifying historic buildings and adding interpretive signs markers would:
- Enhance local residents' pride in their community
- Reinforce the importance of historic buildings to the downtown and encourage owners to maintain and renovate their buildings
- Provide a source of interest to downtown visitors
- Reinforce the authenticity of the downtown and its identity as a special place
- Provide opportunities for tax credits and the flexibility of the State Historic Building Code for rehabilitation of historic buildings

DESCRIPTION: Port Orchard's downtown includes a continuous two-block section of buildings dating back to the origins of the City. While some have been remodeled, these buildings continue to represent the authentic historic heart of the City. A program to survey, evaluate, and recognize these buildings could encourage property owners to undertake a rehabilitation program that is sensitive to the original design (see Section 4.4). A program of historic markers and interpretive signs would educate visitors about the early days of Port Orchard and foster pride in the community.

STEPS:
one: Survey older buildings and evaluate historic significance.  
two: Develop a process by which buildings are selected for recognition.  
three: Design and install markers for selected historic buildings.  
four: Develop a public art program celebrating the City's heritage.

RATING:

City’s Cost

Value

Priority

Port Orchard economic development plan
back of project 2
PROJECT #3: City Sculpture and Murals Program
LOCATION: Locations throughout all 4 segments: 1) Office/Civic, 2) Retail Core, 3) Waterfront Residential, 4) Mixed Use
TIME FRAME: Mid-term (3 to 5 years)
RESPONSIBILITY: City, PORT, Chamber, BID

ECONOMIC BENEFIT: PORT members recognized the importance of art and murals in the Downtown. The sculpture and murals program would:

- Attract visitors and residents to the Downtown area
- Create a distinctive identity element for the Downtown
- Enhance the aesthetic appeal and character of Downtown

DESCRIPTION: Port Orchard is blessed with a distinctive waterfront, a walkable downtown, and many visitors. The sculpture and murals program would provide a variety of attractively designed and coordinated murals and sculptures in multiple locations to attract visitors to stop in the Retail Core and to spend time exploring the city. The existing murals would be included in this program and would be enhanced by others, including:
  - Murals within the signboards on Sidney Avenues north of the Museum
  - Sculpture pieces along the Waterfront Greenway and in Waterfront Park.
  - Sculpture pieces in Waterfront Park may also be designed to allow for children's play to encourage use of the park.

STEPS:
one: City to develop an overall sculpture and murals program for the City.
two: City to select muralist or sculptor or host a local art competition to develop initial pieces.
three: City public works and/or parks staff or contractor to install sculptural pieces.

RATING:

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<tr>
<th>City's Cost</th>
<th>Value</th>
<th>Priority</th>
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<tbody>
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<td>High</td>
<td>Yellow</td>
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</tr>
</tbody>
</table>
PROJECT #4: Environmental Education Sign Program

LOCATION: Blackjack Creek and Waterfront Greenway

TIME FRAME: Near Term (1-2 years)

RESPONSIBILITY: City, PORT, Local environmental group

ECONOMIC BENEFIT: Developing an environmental education sign program would:

- Provide a source of interest to downtown visitors to encourage them to stay and patronize local shops
- Reinforce the Downtown and its identity as a special place
- Enhance local residents’ pride in their community
- Reinforce the importance of the natural environment and the interface of that environment with the downtown.

DESCRIPTION: Port Orchard’s downtown includes a waterfront greenway that extends from Orchard Street to the City waterfront Park. Recently, the South Kitsap Rotary Club has designed and installed a landscaped strip park on City property along Blackjack Creek at the West Bay Center. A program to identify the natural resources along these public locations would attract visitors and educate them on the importance of environmental issues.

STEPS:

**one:** City to hire signage specialist or landscape architect to develop an overall signage program for the City.

**two:** City to select sign fabricator to construct signs.

**three:** City public works and/or parks staff or contractor to install landscaping and signage.

RATING:

<table>
<thead>
<tr>
<th>City's Cost</th>
<th>Value</th>
<th>Priority</th>
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</thead>
<tbody>
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<td>High</td>
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</table>
back of project 4,
PROJECT #5: Encourage Bay Street Second Floor Uses

LOCATION: Area #2 Retail Core

TIME FRAME: Near Term (1-2 years)

RESPONSIBILITY: City

ECONOMIC BENEFIT: Encouraging Bay Street second floor uses would:

- Offer opportunities for offices, meeting spaces, and restaurants in the retail core to foster new uses and attract new visitors.
- Add more activity to the downtown and 24-hour eyes-on-the-street to minimize crime and vandalism.
- Increase the residential base in the retail core and provide customers for the retail shops.

DESCRIPTION: The retail core currently offers a selection of older buildings with second and third story space, much of which is not utilized. In spite of some owner’s investments in the downtown buildings, overall there is a run-down appearance that discourages new uses from the area. Encouraging residential or offices uses on the second or third floor of existing or new buildings downtown would add the potential for new businesses and for residents downtown in a compact walkable environment. PORT members recognized the importance of this effort in their comments. Additional landscape improvements on Prospect would encourage second/third floor entry from Prospect Street to buildings facing the south side of Bay Street.

STEPS:

one: City to obtain grants to provide low interest loans and technical assistance to building owners who wish to upgrade their buildings and add uses on upper floors.

two: City to review zoning and code enforcement issues to allow for exceptions, if needed, to encourage new second floor uses.

three: City to design and install new landscaping on Prospect Street.

RATING:

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<th>Priority</th>
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<td>Medium</td>
<td>High</td>
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</table>
back of project 5
Project #5  Encourage Bay Street Second Floor Uses

The indicated developer profit is above the target range. The key assumptions are that construction cost is $55 per square foot for the renovated second floor, and that rents are $1.00 per square foot gross for office space. No cost is assumed for the site.

**Description**

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**Development Cost**

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<td>Land Cost (per square foot)</td>
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</tr>
<tr>
<td>Total Development Cost</td>
<td>495,000</td>
</tr>
</tbody>
</table>

**Income/Value**

<table>
<thead>
<tr>
<th>Residential (per square foot per month)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>-</td>
</tr>
<tr>
<td>Retail</td>
<td>-</td>
</tr>
<tr>
<td>Office</td>
<td>$1.00 86,400</td>
</tr>
<tr>
<td>Subtotal</td>
<td>86,400</td>
</tr>
<tr>
<td>Less Vacancy</td>
<td>5.0% 82,080</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Expenses</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>25% -</td>
</tr>
<tr>
<td>Retail</td>
<td>0% -</td>
</tr>
<tr>
<td>Office</td>
<td>25% 21,600</td>
</tr>
<tr>
<td>Subtotal</td>
<td>21,600</td>
</tr>
</tbody>
</table>

| Net Income | 60,480 |
| Capitalized Value | 9.0% 672,000 |

| Developer Profit | 177,000 |
| Developer Profit as % of Cost | 35.8% |

Port Orchard economic development plan

First Place City
PROJECT #6: Underground Utilities
LOCATION: 1) Office/Civic, 2) Retail Core,
TIME FRAME: Long term (6 to 10 years)
RESPONSIBILITY: City, BID

ECONOMIC BENEFIT: Undergrounding utilities would:
- Enhance the appearance of the Downtown area
- Remove obstructions to the views of the water from key Downtown locations.

DESCRIPTION: Undergrounding utilities within the Downtown was identified as one of the key factors that could make a major difference in appearance of Downtown by the PORT group in their review of other cities’ accomplishments. In particular, the utility lines at along Bay Street and Sidney Avenue obstruct views to the water and lead to a cluttered appearance for Downtown.

STEPS:
one: Coordinate with Puget Sound Energy to determine costs and if it is feasible to underground utilities given the high water table.
two: Coordinate with Puget Sound Energy to determine their maintenance and repair programs and what options are available for undergrounding utilities as part of a future replacement cycle.
three: Coordinate with removal of the Marquee and the Facade Improvements Project, if these proceed, to provide street lighting program and streetscape improvements.

RATING: Low  Medium  High
City's Cost 
Value 
Priority
back of project 6
PROJECT #7: Phased Removal of the Marquee and Façade Improvements

LOCATION: Area #2 Retail Core

TIME FRAME: Phase 1: Near Term, Phase 2: Long Term

RESPONSIBILITY: City of Port Orchard or Business Improvement District

ECONOMIC BENEFIT: The phased removal of the Marquee would eliminate an dominant feature of the retail core that shadows individual store entrances. The removal would also encourage façade restoration of individual storefronts that would promote the unique identity of individual businesses.

DESCRIPTION: The Marquee was constructed in 1972 at a time when the national trend in retailing was dominated by the suburban mall. The Marquee provided a unifying theme to the downtown and weather protection for shoppers in order to compete with the advantages of the malls. Now, more than 30 years after its construction, the Marquee itself is aging and, more importantly, the trend in retailing has shifted toward smaller individual shops. Many cities are redeveloping their old enclosed malls with a collection of distinctive individual stores in a walkable outdoor environment with amenities such as fountains, plazas, and parks.

STEPS:

one: Remove pickets and upper level supports to reduce the visual impact

two: Allow property owners at the ends to remove the marquee from their storefronts

three: Identify funding sources for long-term low interest loans for façade improvements

four: Remove all of the Marquee and replace with streetscape improvements (see Enhanced Streetscape on Bay Street Project)

RATING:

<table>
<thead>
<tr>
<th>City’s Cost (near term)</th>
<th>Low</th>
<th>Medium</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>City’s Cost (long term)</td>
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<td></td>
</tr>
<tr>
<td>Value</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Priority</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
back of project 7.
PROJECT #8: Enhance Sidney Ave. at Waterfront  
**LOCATION:** Area #2 Retail Core  
**TIME FRAME:** Mid-term (3 to 5 years)  
**RESPONSIBILITY:** City

**ECONOMIC BENEFIT:** The Sidney Avenue enhancements would:
- Provide the major identity element for Port Orchard
- Create a central plaza as a focal point for public events
- Frame and enhance views of the waterfront

**DESCRIPTION:** Sidney Avenue is the central north-south street in the Downtown and its intersection with Bay Street is the heart of the City. Only a short block from Bay Street, Sidney Avenue terminates at the waterfront at the foot ferry dock and near the marina. This location is a true multi-modal site, as ferry riders shift to public transit buses or private autos. Here, Port Orchard has a major opportunity to create a distinctive and memorable space that becomes the key identifying element for the city as a whole. Initial concepts for this area show a special paving treatment that creates an open public plaza as a gathering place for events and activities. The plaza can be configured to continue to serve as a bus staging area and turnaround. Removal of some parking on Sidney Avenue near Bay Street would provide opportunities for landscaping to create a grand entrance to the plaza and to frame views of the water with an attractive green canopy.

**STEPS:**
- **one:** City to develop initial concepts into design drawings, preferably in conjunction with Project #6, Bay Street Streetscape Enhancements.
- **two:** City to install improvements.

**RATING:**
- Low
- Medium
- High

City’s Cost  
Value  
Priority
back of project 8
PROJECT #9: Medium Density Residential Development at St. Vincent de Paul Site

LOCATION: Area #3 Waterfront Residential

TIME FRAME: Long term (6 to 10 years)

RESPONSIBILITY: Private Development

ECONOMIC BENEFIT: The development of medium density residential uses close to the Retail Core accommodates anticipated growth in the city and adds new residents close to downtown retail. Additional residents close to downtown add vitality to the Downtown, retail core and parks.

DESCRIPTION: The proposed project would include medium density residential development at 20 dwelling units per acre. This 1.6 acre site could yield about 30 dwelling units which is large enough to create a distinct neighborhood. Developed as townhouse units, the development would make maximum use of this attractive waterfront site and provide a linkage to extend the Waterfront Greenway from Blackjack Creek to the marina. The site is not proposed for retail uses in order to keep new retail uses within a compact walkable Retail Core that can support economic development.

STEPS:

one: City to work with property owner to explore interest in development and to define options for this site.

two: Change zoning to residential or mixed use and to allow exceptions to View Protection Overlay if other amenities are provided, consistent with this plan.

RATING:

<table>
<thead>
<tr>
<th>City's Cost</th>
<th>Low</th>
<th>Medium</th>
<th>High</th>
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<tr>
<td>Priority</td>
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</tbody>
</table>
back of project 9
Project #9: Medium Density Residential Development at St. Vincent DePaul Site

The indicated developer profit is within the target range. The key assumption is $175 per square foot sales price, equivalent to $350,000 for a 2,000 square foot unit. The supportable land price of $15 reflects a premium over vacant land and attributes some value to the existing building.

<table>
<thead>
<tr>
<th>Description</th>
<th>Residential Units (Condominium)</th>
<th>Building Area (square feet)</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Area (acres)</td>
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<td>Residential</td>
<td>60,000</td>
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</tr>
<tr>
<td></td>
<td></td>
<td>Retail</td>
<td></td>
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<td></td>
<td></td>
<td>Office</td>
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<table>
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<tr>
<th>Development Cost</th>
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</thead>
<tbody>
<tr>
<td>Construction Cost (per square foot)</td>
<td>$100 6,000,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>$175 10,500,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retail</td>
<td></td>
<td></td>
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<tr>
<td>Office</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>6,000,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Soft Cost</td>
<td>25% 1,500,000</td>
<td></td>
<td></td>
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<tr>
<td>Land Cost (per square foot)</td>
<td>$15 1,045,440</td>
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<tr>
<td>Total Development Cost</td>
<td>8,545,440</td>
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<thead>
<tr>
<th>Income/Value</th>
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</thead>
<tbody>
<tr>
<td>Sales Price (per square foot)</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Residential</td>
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<td>Retail</td>
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<tr>
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<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>10,500,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cost of Sale</td>
<td>7% 735,000 (735,000)</td>
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<td></td>
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</tr>
<tr>
<td>Net Sales Proceeds</td>
<td>9,765,000</td>
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</table>

<table>
<thead>
<tr>
<th>Developer Profit</th>
<th></th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Developer Profit as % of Cost</td>
<td>14.3%</td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>
PROJECT #10: Mixed Use Development at West Bay Center
LOCATION: Area #4 Mixed Use
TIME FRAME: Long Term (6 to 10 years)
RESPONSIBILITY: Private Development

**ECONOMIC BENEFIT:** The development of medium density residential uses within the downtown area accommodates anticipated growth in the city and adds new residents close to the Retail Core. Additional residents close to downtown could add vitality to the Downtown, Retail Core.

**DESCRIPTION:** The proposed project would include medium density residential development at 15-20 dwelling units per acre, for a total of 60-70 new dwelling units. Developed as townhome units, the development would make maximum use of this attractive waterfront site. The depth of this site would also allow for auto-access retail uses near the intersection with Bethel Avenue. This project is proposed for long-term development after the success of other projects demonstrate the market for in-town residential uses. Interim uses of the site should be selected carefully to retain the potential for this long term development.

**STEPS:**

**one:** City to work with property owner to explore interest in development and to define options for this site.

**two:** Change zoning to mixed use and to allow exceptions to View Protection Overlay if other amenities are provided, consistent with this plan.

**RATING:**

<table>
<thead>
<tr>
<th>Low</th>
<th>Medium</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>City's Cost</td>
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<tr>
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<tr>
<td>Priority</td>
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<td>[ ]</td>
</tr>
</tbody>
</table>

Port Orchard
economic development plan
Project #10: Mixed Use Development at West Bay Center

The indicated developer profit is within the target range. The key assumption is $175 per square foot sales price, equivalent to $350,000 for a 2,000 square foot unit. The supportable land price of $15 reflects a premium over vacant land and attributes some value to the existing building.

**Description**

<table>
<thead>
<tr>
<th>Site Area (acres)</th>
<th>3.6</th>
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</thead>
<tbody>
<tr>
<td>Residential Units (Condominium)</td>
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<tr>
<td><strong>Building Area (square feet)</strong></td>
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<tr>
<td>Residential (Condominium)</td>
<td>140,000</td>
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<tr>
<td>Retail</td>
<td></td>
</tr>
<tr>
<td>Office</td>
<td></td>
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</tbody>
</table>

**Development Cost**

<table>
<thead>
<tr>
<th>Construction Cost (per square foot)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
</tr>
<tr>
<td>Retail</td>
</tr>
<tr>
<td>Office</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
</tr>
<tr>
<td><strong>Soft Cost</strong></td>
</tr>
<tr>
<td>25%</td>
</tr>
<tr>
<td><strong>Land Cost (per square foot)</strong></td>
</tr>
<tr>
<td>$15</td>
</tr>
<tr>
<td><strong>Total Development Cost</strong></td>
</tr>
</tbody>
</table>

**Income/Value**

<table>
<thead>
<tr>
<th>Sales Price (per square foot)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
</tr>
<tr>
<td>Retail</td>
</tr>
<tr>
<td>Office</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
</tr>
<tr>
<td><strong>Cost of Sale</strong></td>
</tr>
<tr>
<td>7%</td>
</tr>
<tr>
<td><strong>Net Sales Proceeds</strong></td>
</tr>
</tbody>
</table>

**Developer Profit**

2,932,760

Developer Profit as % of Cost

14.8%
PROJECT #11: Mixed Use Development on Kitsap Bank Parking Lot
LOCATION: Area #1 Civic/Office District
TIME FRAME: Near term (1 to 2 years)
RESPONSIBILITY: Private sector, Kitsap Bank

ECONOMIC BENEFIT: The addition of mixed uses on the Kitsap Bank parking lot site will infill an active developed area on this underutilized parking area. The additional employees and retail customers will add vitality to the Downtown and provide additional customers to the retail core.

DESCRIPTION: The Kitsap Bank Parking lot is a 0.7-acre site, currently zoned for mixed use. The new development is envisioned as a 24,000 square-foot two-story development with structured parking behind the street frontage retail shops and office uses above. Due to the adjacent grade changes, the building could have pedestrian access at both levels – from Bay Street and from Prospect Street. The location of the site between City Hall and Bay Street also offers opportunities to provide a public elevator or escalator to connect City Hall with the downtown shops and businesses.

STEPS

one: City to coordinate with property owner (Kitsap Bank) to achieve desired development

two: City to amend zoning to allow exceptions to the View Protection Overlay for development that conforms to this plan.

RATING:

<table>
<thead>
<tr>
<th>City’s Cost</th>
<th>Value</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>Medium</td>
<td>High</td>
</tr>
</tbody>
</table>
back of project 1.1
Project #11: Mixed Use Development on Kitsap Bank Parking Lot

The indicated developer profit is within the target range. The key assumptions are rents of $1.25 per square foot net for retail and $1.50 per square foot gross for office. The supportable land price of $10 reflects the price of vacant land.

**Description**

<table>
<thead>
<tr>
<th>Site Area (acres)</th>
<th>0.7</th>
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<tbody>
<tr>
<td>Residential Units</td>
<td></td>
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<tr>
<td>Building Area (square feet)</td>
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</tr>
<tr>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>Retail</td>
<td>20,000</td>
</tr>
<tr>
<td>Office</td>
<td>40,000</td>
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**Development Cost**

<table>
<thead>
<tr>
<th>Construction Cost (per square foot)</th>
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</thead>
<tbody>
<tr>
<td>Residential</td>
<td>$125</td>
</tr>
<tr>
<td>Retail</td>
<td>$100</td>
</tr>
<tr>
<td>Office</td>
<td>$125</td>
</tr>
<tr>
<td>Subtotal</td>
<td>7,000,000</td>
</tr>
<tr>
<td>Soft Cost</td>
<td>25%</td>
</tr>
<tr>
<td>Land Cost (per square foot)</td>
<td>$10</td>
</tr>
<tr>
<td>Total Development Cost</td>
<td>9,054,920</td>
</tr>
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</table>

**Income/Value**

<table>
<thead>
<tr>
<th>Rental Revenue (per square foot per month)</th>
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</thead>
<tbody>
<tr>
<td>Residential</td>
<td>$1.50</td>
</tr>
<tr>
<td>Retail</td>
<td>$1.25</td>
</tr>
<tr>
<td>Office</td>
<td>$1.50</td>
</tr>
<tr>
<td>Subtotal</td>
<td>1,020,000</td>
</tr>
<tr>
<td>Less Vacancy @</td>
<td>5.0%</td>
</tr>
<tr>
<td>Incomes</td>
<td>969,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Expenses</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>25%</td>
</tr>
<tr>
<td>Retail</td>
<td>0%</td>
</tr>
<tr>
<td>Office</td>
<td>25%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>180,000</td>
</tr>
</tbody>
</table>

| Net Income | 789,000 |
| Capitalized Value | 10,520,000 |

**Developer Profit**

| Developer Profit | 1,465,080 |
| Developer Profit as % of Cost | 16.2% |
PROJECT #12: Retail or Restaurant Uses at the Peninsula Feed Store Site
LOCATION: Area #2 Retail Core
TIME FRAME: Long Term (6-10 years)
RESPONSIBILITY: private sector or City

ECONOMIC BENEFIT: This property is located between active retail areas and the City’s waterfront park. Development with retail uses or a restaurant would anchor the east end of the retail core along Bay Street.

DESCRIPTION: This 0.7 acre site is currently developed with approximately 4,000 to 5,000-square foot building in use as the Peninsula Feed store. While the feed store is a long-time use beloved by many, it is a use that is more auto-oriented than most other downtown uses. When the site owner is ready for a change, redevelopment of the .07 acre site for retail uses or a restaurant could provide an active use attractive to pedestrians to draw people to the east end of the retail core. Alternatively, the location of the site near the waterfront park also offers opportunities for a new City Library and Community Activity Center. PORT members noted the potential for greenspace on the site. Additional greenspace on this site could be obtained as an easement with redevelopment of the site in exchange for additional height or density of development.

STEPS:
one: City or PORT to work with existing property owner to determine interest in redevelopment and present options.

RATING:

<table>
<thead>
<tr>
<th>Low</th>
<th>Medium</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>City’s Cost</td>
<td>Value</td>
<td>Priority</td>
</tr>
</tbody>
</table>

Port Orchard
economic development plan
PROJECT #13: Mixed Use Development on Bay Street at Harrison
LOCATION: Area #2 Retail Core
TIME FRAME: Mid term (3 to 5 years)
RESPONSIBILITY: Private developer

ECONOMIC BENEFIT: The addition of mixed uses on the Bay Street/Harrison site will infill an active developed area on this underutilized lot. The additional employees and retail customers will add vitality to the Downtown and provide additional customer to the retail core.

DESCRIPTION: The property is a 0.8 acre site, currently zoned Commercial/Office use. The new development is envisioned as a two- or three-story development with at-grade parking in front or tucked under the upper floor. Retail or office uses on the ground floor would be complemented by office or residential uses above. Residents or businesses at this location would have striking views of the waterfront and easy access to the City’s waterfront park.

STEPS:

one: City to work with the property owner to identify options for site development.

two: Change zoning to mixed use and to allow exceptions to View Protection Overlay if other amenities are provided consistent with plan.

three: City to discuss options for involvement of Kitsap County Housing Authority.

RATING:

City’s Cost Value Priority
Low Medium High

Port Orchard
economic development plan
back of project 13.
Project #13: Mixed Use Development on Bay Street and Harrison Street.

The indicated developer profit is within the target range. The key assumptions are rents of $1.25 per square foot net for retail and $1.50 per square foot gross for residential. The supportable land price of $10 reflects the price of vacant land.

**Description**

- **Site Area (acres)**: 1.6
- **Residential Units (Condominium)**: 30
- **Building Area (square feet)**:
  - Residential: 60,000
  - Retail
  - Office

**Development Cost**

- **Construction Cost (per square foot)**:
  - Residential: $100, 6,000,000
  - Retail
  - Office
  - Subtotal: 6,000,000

- **Soft Cost**: 25% of 1,500,000

- **Land Cost (per square foot)**: $15, 1,045,440

- **Total Development Cost**: 8,545,440

**Income/Value**

- **Sales Price (per square foot)**:
  - Residential: $175, 10,500,000
  - Retail
  - Office
  - Subtotal: 10,500,000

- **Cost of Sale**: 7% of 10,500,000 = (735,000)

- **Net Sales Proceeds**: 9,765,000

**Developer Profit**

- **1,219,560**
- **Developer Profit as % of Cost**: 14.3%
PROJECT #14: Build New Library with Meeting Rooms or Activity Center
LOCATION: Area #2 Retail Core
TIME FRAME: Mid term (3 to 5 years)
RESPONSIBILITY: City

ECONOMIC BENEFIT: The proposed new library could be located in the Waterfront Park and support economic development of the downtown by encouraging more activity. The building could:
- Provide a location for Parks and Recreation classes and activities
- Provide a new library facility as a gathering place for community cultural events.
- Provide a rental pavilion for weddings, reunions, and family events (with rental income to the city to cover administrative costs)
- Provide an all-weather shelter to foster use of the community park during all seasons.

DESCRIPTION: Relocation of the existing library from the waterfront location would release that site for other development and could provide funds for library development. The proposed new library would be located adjacent to the waterfront park restroom building and could be combined with meeting rooms or a community activities facility. This combined facility, together with the existing park and amphitheater, would form the cultural heart of the city within a beautiful landscaped waterfront site.

STEPS:
one: City to investigate options to sell or lease the existing library site for development by the Port or private developers.

two: City to develop designs for the library.

three: City to obtain grants or issue bonds for construction funding.

four: City to oversee construction of new building.

RATING:

<table>
<thead>
<tr>
<th>City's Cost</th>
<th>Value</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>Low</td>
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<td>Medium</td>
<td>Medium</td>
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<tr>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
</tbody>
</table>
PROJECT #15: Relocate City Library and Reuse Site for Retail and Restaurant

LOCATION: Area #2 Retail Core

TIME FRAME: Mid-term

RESPONSIBILITY: City and private sector

ECONOMIC BENEFIT: The library site is an ideal location for a variety of uses to attract additional waterfront users and visitors who will support other retail shops and businesses. The current use does not maximize the economic benefits of this prime location.

DESCRIPTION: The library currently occupies a building originally used as a post office. This building is approximately 7,000-8,000 square feet in size and occupies a 0.3 acre site owned by the City. The library site is well situated at the end of Sidney Avenue with dramatic views of the waterfront. This location, immediately adjacent to the foot ferry and near the marina, offers a prime opportunity for retail use. Such uses might include a coffee stand or take-out food for ferry users and commuters, a small grocery store for marina visitors, and/or a quality restaurant to take advantage of the location and views.

STEPS:

one: City to identify the preferred development parameters.

two: City to evaluate sale of site to provide funds for a new library.

three: City to solicit development proposals.

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Port Orchard economic development plan
back of project 1.5
PROJECT #16: Enhanced Streetscape on Bay Street within and entering Retail Core  
LOCATION: Area #2 Retail Core  
TIME FRAME: Mid-term (3 to 5 years)  
RESPONSIBILITY: Enhanced Streetscape on Bay Street in Retail Core

ECONOMIC BENEFIT: Streetscape improvements on Bay Street entering and within the Retail Core will be designed to attract shoppers with:
- Improved pedestrian access across and along Bay Street
- Slower traffic and safe stopping points for pedestrian crossings, using planted medians.
- Opportunities for wayfinding and interpretive signs and displays.

DESCRIPTION: Specific elements include:
- Pocket parks in vacant spaces between buildings or these areas could be used by adjacent restaurants for outdoor dining
- Extend sidewalks beyond the retail core.
- Planted medians in unneeded left turn pockets and painted medians.
- Street trees along sidewalk if the Marquee is removed.

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existing development
back of project 1.6
PROJECT #16 (continued): Enhanced Streetscape on Bay Street within and entering Retail Core

STEPS:

one: City to develop concept designs and design drawings, preferably in conjunction with Enhancement of Sidney Avenue at Waterfront project.

two: City to explore funding options, grants and loans and conduct benefit analysis for possible LID.

three: City to form LID if justified.

four: City to construct improvements.
back of project 1.6 (£)
PROJECT #17: Expand and Enhance Pedestrian Connections
LOCATION: Area #2 Retail Core
TIME FRAME: Long term (6 to 10 years)
RESPONSIBILITY: City

ECONOMIC BENEFIT: Enhanced and expanded pedestrian links and greenway connectors would:
• Encourage pedestrian activity in the retail core
• Reduce the need for additional parking in the Downtown area related to visitors moving their cars
• Provide an amenity and a Downtown access route to surrounding residential uses
• Encourage additional residential use near downtown as the area becomes more walkable

DESCRIPTION: There are three types of pedestrian connections:

1) County Office Connector: The County administrative offices and the County Courthouse support 800 employees per day and 1,500 additional visitors and jurors. While only four blocks from the retail core, the perceived distance is much greater due to the extreme grade change and the intervening residential uses. Parking is limited and many hesitate to move their car at lunchtime due to the difficulty of finding a new parking space. A greenway connection between the County administrative offices and Bay Street would encourage staff and visitors to walk to the retail core during lunchtime and after work.

2) Museum Connector: PORT members identified the need for an improved connection between the museum and the log cabin, with steps to make the pedestrian access easier. Currently the City Museum is housed in an historic building on Sidney Avenue and has a secondary site in a log cabin further south on Sidney Avenue.

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back of project 17.
PROJECT #17 (continued): Expand and Enhance Pedestrian Connections

DESCRIPTION (continued):
Removing the parking lane on the west side of Sidney Avenue between the two locations, would allow room to develop a greenway path with steps to make access easier and more pleasant between the two sites. 3) Preserve and Enhance Rights of Way: The City currently has a number of rights-of-way in the Downtown area that are not used as public streets. These are ideal for expanding and enhancing pedestrian connections. Even if development of these for pedestrian use cannot occur in the near future, these rights-of-way should be preserved for future use. These include: Harrison Avenue from Bay Street to the waterfront, Seattle Street between Bay Street and the water and Austin Street between Dwight Street and Bay Street. Adding landscaped pedestrian paths in these street rights-of-way would help connect the Waterfront to the Retail Core and surrounding neighborhoods.

STEPS:

one: City to study the proposed route, develop designs for stairs or zig-zag trail on steep grade areas, and create concept for landscaping.

two: City to construct or hire contractors or employ staff for construction.
back of project 1,7 (2)
PROJECT #18: Enhance Waterfront Parking Lot
LOCATION: Area #2 Retail Core
TIME FRAME: Near Term (1-2 years)
RESPONSIBILITY: City, PORT or BID

ECONOMIC BENEFIT: The waterfront parking enhancements would:
- Improve traffic and pedestrian circulation
- Improve the aesthetics by incorporating additional landscaping in key areas and consolidating trash, storage, and service areas.
- Increase opportunities for second floor uses by offering a more aesthetic environment with better access.

DESCRIPTION: The waterfront parking area is currently under a mix of ownership under three different managers: 1) the Port District, 2) the City of Port Orchard, and 3) private property. Areas in Port and City ownership are well maintained and adequately landscaped, but the adjacent areas in private ownership are not. Many of these operate as service areas for businesses fronting on Bay Street or as casual private parking for second floor uses. These areas have not been integrated into the public parking areas either for parking or circulation. The result is confusing to navigate and unkempt in appearance. The proposed enhancements would integrate these private areas into the public realm, improve circulation, and add landscaping.

STEPS:
one: City to work with property owner to improve the property and for public access in return for parking permits, or other improvements.
two: City to develop design drawings for the parking area.
three: City to select a contractor or employ staff to construct the proposed design.
back of project 18.
PROJECT #19: Extend and enhance Waterfront Greenway
LOCATION: Areas #1 through 4
TIME FRAME: Long term (6 to 10 years)
RESPONSIBILITY: City, Parks and Recreation Department

ECONOMIC BENEFIT: The proposed enhancement of the Boardwalk to become a Waterfront Greenway would provide a continuous connection throughout the Downtown area that would:
- Link each of the 4 sub-areas of the Downtown District
- Provide pedestrian access throughout the area
- Encourage public use of the waterfront
- Encourage pedestrian use of the downtown retail core

DESCRIPTION: The existing boardwalk and Waterfront parks were built by the Port District in recent years. Under this program, the Boardwalk would be extended west to the public dock and east to the City’s new park on Blackjack Creek. Landscaping and interpretive signs (see Environmental Education Sign Program Project) would make this Waterfront Greenway an attractive destination for residents and visitors.

STEPS:
one: coordinate with property owners as development occurs to obtain easements or to have improvements installed.
two: explore feasibility of pedestrian bridge over Blackjack Creek.
three: design and construct improvements
back of project 19
PROJECT #20: Establish Traffic Circles and entry markers on Bay Street at Kitsap Street and at Bethel Avenue.

LOCATION: Two locations: Area #1 Office/Civic and Area #4, Mixed Use.

TIME FRAME: Long term (6 to 10 years)

RESPONSIBILITY: City and WSDOT

ECONOMIC BENEFIT: Creating traffic circles on Bay Street at Kitsap Street and at Bethel Avenue would:
- Create a distinctive entry point to either end of Downtown
- Slow traffic coming into the Downtown
- Create a prominent area for distinctive landscaping and entry markers.

DESCRIPTION: Currently the core Downtown area is bracketed by two unusual angled intersections. The intersection of Bay Street with Kitsap Street includes a triangular center island that provides some greenspace and a flag pole. The intersection of Bay Street with Bethel Way is a broad expanse of pavement with minimal landscaping and no distinctive entry element. There appears to be ample right-of-way to redesign the intersections to become traffic circles. Each could be attractively landscaped framing a distinctive entry marker that conveys the unique identity of the city. PORT members suggested this project.

STEPS:
one: Coordinate with WSDOT to determine if traffic circles are acceptable options for Bay Street as a state highway.
two: Determine if the traffic volumes on each street are suitable to utilize a traffic circle.
three: Work with WSDOT to determine funding cycles and if the project can be added to the state capital improvement program - or if other sources of funding would be needed.
back of project 20
5.0 Implementation

5.1 Overview

A successful program of economic development requires the cooperation and involvement of many players and leadership with a vision of the future that will pull people together to make it happen. This section describes how to make the program successful in terms of Finding Funds (Section 5.2), Removing Regulatory Obstacles (Section 5.3), Developing Detailed Plans (Section 5.4), Coordinating Downtown Business Activities (Section 5.5), and Defining Roles and Responsibilities (Section 5.6).

5.2 Funding and Economic Development Options

There are many sources of funds that local jurisdictions can use to support economic development. Six types of funds are described below along with common examples. Table 5.2-1 shows which of these sources are most suited to each of the twenty catalyst projects described in Section 4.3. Appendix B provides further detail on each fund, including details of how each program operates, how to apply, and what types of activities are typically funded.

5.2.1 Tax Revenue

Directly allocating tax revenues can be an effective stimulus for either redevelopment or economic development. General funds, local sales tax, and bond measures can be excellent sources of funding for projects that enable additional development to occur. Direct tax revenue funding is often limited to infrastructural improvements, property acquisition, and related programs and staffing. As such, these investments often set the stage for additional private investment and interest. In many cases, directing these funding sources to particular projects or targeted areas requires voter approval, but this technique can be a powerful tool for revitalization.

Common Examples: General Fund, Bond Measures, Local Option Sales Tax

5.2.2 Special Taxing Districts

The establishment of special taxing districts within jurisdictional boundaries provides an excellent opportunity for local governments to ensure that
improvements within an area are self-perpetuating. Special taxing districts create a cycle of investment within a given area. Upon the agreement of property owners within the district or the classification of an area as “blighted” by the local government, certain portions of property tax gets directed back into the district for improvements. Property owners, investors, and/or governmental agencies can utilize these revenues for activities such as infrastructure and storefront improvements, new construction, redevelopment, property acquisition, and other expenditures associated with development. Kitsap County has formed a Public Facilities District that has been used for development of the Bremerton Conference Center. These funds may be available for Port Orchard projects in the future. Tax revenue may also be used by local jurisdictions to leverage additional funds for investment.

*Common Examples:* Local Improvement District (LID), Parking and Business Improvement Area (PBIA), Community Revitalization Financing, Public Development Authorities

5.2.3 State and Local Government Programs

Governmental agencies within the state provide a significant number of programs that can be used to encourage economic development and renewal. These programs offer funding options for a wide range of activities aimed at improving the quality of life and economic vitality of an area. Activities that can be funded through these programs include the provision of residential housing, the establishment of affordable housing, downtown revitalization, enhancement or expansion of aquatic areas and open spaces, and many others. These programs often provide grants, loans, or other assistance (i.e. technical assistance) to local governments or private parties interested in meeting specific project goals.

*Common Examples:* Residential Target Area Designation, Revolving Loan Programs, Washington Aquatic Lands Enhancement Account Program (ALEA), CTED Tourism Assistance.

Focus on funding and creating great streets, sidewalks, and parks. Cities should do this first, upfront, as part of their role in creating and sustaining livable communities. (Bohl, 2003)
## Figure 5.2-1. Project Funding Matrix (continued)

<table>
<thead>
<tr>
<th>Projects</th>
<th>New Markets Tax Credits</th>
<th>U.S. Economic Development Agency Funds</th>
<th>USDA Rural Grants</th>
<th>PSRC Transportation Funding</th>
<th>FHWA/WSDOT Funds</th>
<th>SafeTea Transportation Funds</th>
<th>Non-Profit/Non-Private Foundation</th>
<th>WA Tax Abatement Incentives</th>
<th>Special Taxing Districts</th>
<th>Regulatory Streamlining</th>
<th>Property Assemblage/Developer RFP</th>
<th>Local Development Agreements</th>
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**Note:**
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<td>Community Revitalization - Financing Area</td>
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5.2.4 Other Sources

In addition to state and local initiatives, federal agencies, non-profit organization, and private foundations administer programs that can be very effective in community revitalization. Due to the range of institutions involved in these programs, the breadth of these programs is quite wide. Federal transportation funding that may be allocated through state agencies or regional entities (i.e. the Puget Sound Regional Council) provides a large source of potential financing for transportation-related improvements. In these programs, funds may be allocated to automobile or alternative transportation infrastructure, including pedestrian, bicycle, and transit improvements. Programs in this category also direct funds to rural improvement programs, historic preservation, housing allocation, and middle- or low-income populations. Further investigation into specific project requirements is warranted for these programs.

*Common Examples:* SafTea/FHWA Transportation Enhancements, FWHA/WSDOT Funding, Historic Preservation Tax Credits, USDA Rural Development Grants, Private Foundation Funding

5.2.5 Incentives to Encourage Private Development

A number of incentives may be used to stimulate private development within a targeted area. These programs supply no direct funding to private developers, but rather allocate incentives such as tax abatements or reductions for participants. Regulatory streamlining within the development process may also be used to encourage private developers or business to locate within a given area.

*Common Examples:* WA Tax Abatement Incentives for Housing Program, Regulatory Streamlining, Special Taxing Districts, Sales Tax Rebates

5.2.6 Public/Private Initiatives

Local governments may also partner with private entities to enable preferred projects and catalyze additional development. Partnerships with private developers or firms often establish a give-and-take relationship with the local
government. Private developers receive benefits from the local government in exchange for meeting project goals defined by the agency. Benefits provided to private clients include such activities as property assemblage by the public prior to transfer of ownership to the client, environmental remediation of contaminated sites, and public funding of infrastructure improvements (i.e. parks, streets, etc.). Project goals within the agreement may include stipulations such as a specified amount of affordable housing, a mixed use component, streetscape improvements, and the like. When done correctly, governmental and private objectives can be met.

Common Examples: Property Assemblage by Public/Developer RFP, Local Development Agreements, Community Development Corporation, Technical Assistance Bank

5.3 Attracting Private Development

The 20 catalyst projects described in the plan (Section 4.0) include several private development projects. Development of these sites will depend upon the owners’ interests and plans for their properties. It is important for the plan, however, to reflect realistic opportunities for private development. A rough feasibility evaluation was prepared for each private project to determine whether development returns are adequate to support the required investment during the next 10 years. The analysis indicates the key assumptions that must be achieved for a project to be feasible.

The basic methodology involves a comparison of the value of a completed development to its cost. The difference is the developer’s profit. The target rate for a feasible project is profit at 10% to 20% of development cost. The cost of development includes land cost, construction cost, and soft costs for design and administration. The value of a completed project is determined as the net sales proceeds for a condominium project or the capitalized value of the income stream for a rental project. The annual income stream is divided by a capitalization rate to reflect how investors view a project. The results of the feasibility evaluation are documented in a separate spreadsheet for each project following the project description and can be used in discussions with property owners and developers to foster interest in project development.
5.4 Removing Regulatory Obstacles

For the projects that involve private investment, the City can foster this development by removing obstacles, whether those are real or perceived. For the experienced developer, who is working with loans to pay for land purchase or construction, the time required to obtain zone change approvals or permits equals money paid in interest payments on those loans. For property owners seeking to improve their own properties, the funding constraints may be less severe, but their unfamiliarity with government processes may pose a perceived barrier. For both groups, the City can foster development by working with property owners to help them understand the process and explore development opportunities and by removing barriers to development. These potential barriers are discussed below in terms of zoning, signage regulations, and permitting.

5.4.1 Zoning

Currently, most of the study area is zoned for either Commercial Office (CO) or Mixed Use District (MXD). The CO zoning is located along Bay Street near Bethel Avenue and near Harrison Avenue. Other areas of CO zoning are located along both sides of Bay Street between Harrison and Seattle Avenue. A pocket of residential zoning (R8) is located along Bay Street between Harrison and Rockwell Avenue. Most of the retail core is zoned MXD.

The CO zone permits a wide variety of retail and office uses, but does not permit residential uses. The entire study area is within the View Protection (VP) Overlay District, which imposes height restrictions in all zones. The VP overlay guidelines allow for height limits of 27 feet with exceptions to allow for 39 feet if there are no impacts on views, solar access, and fireflow. However, the Density and Dimensions Table shows a height limit of 15 feet in all zones. The MXD zone has similar height requirements, but does permit residential uses as well as retail and office uses.

Three of the proposed catalyst projects would require zone changes from CO to MXD to allow for the proposed uses:
• Medium density residential development (20 dwelling units per acre) at the St. Vincent DePaul site (Project #9).

• Mixed use condominiums or cottage development (15 to 20 dwelling units per acre) at the West Bay Center with retail uses near the street frontage (Project #10).

• Mixed use retail with residential development on upper floors on the south side of Bay Street, east of Harrison Avenue (Project #13) would require a change from CO to MXD. If the proposed development is retail with office above, this use would be allowed in the CO zone and no zone change would be required.

The proposed land uses for other projects would be acceptable within existing zoning, however any of the new development projects may have issues with the height restrictions. For new projects to be economically viable, the developer generally needs the new leasable space to be considerably larger than the existing building and, for developed sites, usually that means great heights.

Rather than increasing the height limits for the downtown areas, the City can take the following steps:
1. Adopt the Downtown Economic Development Plan as an official planning document
2. Amend the City’s zoning code to establish a Downtown Development District using this plan as the base. That Development District would specify height limits that may exceed current view protection height restrictions where the property is developed in conformance with this plan, (provided that fireflow requirements are met). The Downtown Development District zone may also allow only those uses and services identified to improve or promote downtown commercial functions, and conditionally control less desirable uses or services or inactive uses (ground floor offices) to promote the types of activities needed in the downtown area.
3 Coordinate the requirements of the Downtown Development District with the City’s Shoreline Master Program, as it is updated to meet recent changes in regulations, particularly for public access along the shoreline.
4. Review individual proposed developments against the provisions of this plan and require developers to participate in the provision of other
amenities, such as easements or physical improvements for the waterfront greenway, sidewalks, or streetscape improvements.

Essentially, the City would be granting some leniency on view protection and solar access in return for new development with other desired amenities for the downtown. This approach can be very effective in gaining the amenities the City desires at minimal public cost if the demand for development is high and/or the current zoning requirements are too limiting.

5.4.2 Signage Regulations

The City’s Sign Ordinance (Ordinance No. 1924) is a fairly lengthy document which specifies the size, materials, and mounting of signs for various districts throughout the City. Signage requirements for the CO and MXD districts are limited to 32 feet square feet per face for projecting signs, to 12 feet in height and 90 square feet in area for freestanding signs in the CO district, and to 6 feet in height and 50 square feet in area for freestanding signs in the MXD. A separate section addresses Downtown Business Core Marquee signs. Signs placed on the marquee railing are limited to 32 square feet in area and signs under the marquee are limited to 6 square feet.

Concerns have been expressed by some PORT members and business owners that the current sign ordinance is too restrictive and too specific, such that it limits interesting and creative signs. If the project involving Phased Removal of the Marquee with Façade Improvements (Project #7) proceeds, the portion of the sign ordinance applicable to the marquee signs will become obsolete. This portion of the zoning code should be replaced with measures to encourage individuality of signs that would add variety and interest to support the distinctiveness of each store or business. With the establishment of a Downtown Development District in the City’s zoning code, specific parameters for signs in this area should be established.

5.4.3 Permitting

Many cities that want to encourage new development make special arrangements to assist developers with permitting. Some establish permit
centers that allow “one-stop shopping” for the various types of permits required. Others review their permit processes to streamline the steps needed. While Port Orchard currently has limited staff resources for the permit center approach, the City may want to consider adding staff for that purpose.

Another permitting issue is the time required to go through a public review process - and the inherent risks to a developer. If the city chooses to prepare a Downtown Development District zoning category, this could be coupled with an administrative review process for projects in compliance with the plan. This approach would reduce the time and risks for the developer and encourage action.

5.5 Developing Detailed Plans and Programs

The Economic Development plan identifies twenty catalyst projects (Section 4.3) that are intended to foster economic growth for the downtown. These may be completed singly or in combination with one another or with other projects. While this document provides a clear conceptual plan for each of these projects, in many instances further planning would be helpful in developing that concept into a detailed plan that can be implemented. In some instances, several of the individual projects can be linked together to create a more comprehensive program for redevelopment. The detailed plans are described below.

5.5.1 Interpretation and Education Plan

The Economic Development Plan proposes several methods to add interest and increase visitors to the downtown through interpretation or educational signs, displays, and materials. Three of these, in particular, should be coordinated into a comprehensive program:

- Historic Building Markers and Photos (Project #2)
- City Sculpture and Murals (Project #3)
- Environmental Education Sign Program (Project #4)
A comprehensive Interpretation and Education Plan would coordinate all three projects and would:

- Design the character and define the use of materials for each program
- Define the location, size and style of each type of sign, marker, or installation
- Determine the overall message or theme to be conveyed as well as individual messages or materials by sign
- Develop a program for how additional murals or sculptures would be selected for downtown and where they would be placed.

Additionally, the historic markers program should be developed in conjunction with an inventory of historic buildings remaining in the downtown and an evaluation to determine which of these buildings are historically significant. The inventory could be followed by completion of forms to nominate buildings or districts to the National Register of Historic Places or to state or local registers. Buildings in commercial use (retail, office, or rental housing) that are eligible for the National Register are also eligible for substantial tax credits for certified improvements to those buildings. Cities with multiple historic resources to manage can also apply to become a Certified Local Government and may be eligible for funds from the State Office of Archaeology and Historic Preservation to manage these resources.

5.5.2 Signage Plan

Whether distinct from or in combination with an Interpretive and Education Plan, a Signage Plan (Project #1) for the Downtown is an important component of economic development. This program addresses a wide variety of basic essential signage including entry markers to the downtown, directional signage to help visitors find parking or civic uses, and signage standards for individual businesses.

- Entry signs should define edges & entry portals (also part of Project #20) so that people know when they enter and leave the downtown district. Distinctive edges and portals help create a strong identity for places.
- For private business signs, set general parameters, but allow creative signage. Every sign in every place within a community should not be the
same. Cities can maintain reasonable restrictions on the size and placement of signs without squelching their creative use in placemaking.

- Similar to the façade improvement program, discussed below, the City can engage a design consultant to help business owners prepare conceptual designs for their signs. Often owners are interested to make changes, but don’t know how to begin.

5.5.3 Streetscape Improvements Plan and Pedestrian Access Plan

The streetscape improvement program is a very significant element in positioning downtown to attract private developers. The conceptual plans included in this document provide an initial framework for streetscape improvements. A full streetscape plan will be needed to develop these designs and prepare construction drawings before a contractor is selected to do construction. The City may want to phase the work by constructing only key portions of the improvements initially, and other areas over time as the City’s budget allows. Nevertheless, a comprehensive plan of all intended improvements should be developed to assure that future improvements are carefully coordinated in design and materials with the initial improvements.

The Pedestrian Access Plan should also be coordinated with the Streetscape Improvements Plan. The Pedestrian Access Plan focuses on the use of unused existing street rights-of-way to create pedestrian pathways. These include connections from the County offices and residential areas to the south of downtown, connections between the log cabin and the museum, and connections from Bay Street to the waterfront. Some of these connections require simple landscaping or stairs (such as the one built on Seattle Avenue) while others may require careful engineering and design to handle steep grades. The pedestrian path from the County offices, if it follows the Austin Street right-of-way, should also consider protection of habitat in the greenbelt it would cross. All of the improvements should also consider access for the disabled.

Both the Streetscape Improvement Plan and the Pedestrian Access Plan could also be implemented gradually over time as part of private property development. This is more likely to be feasible outside the retail core where
major development may occur. If these plans are adopted, the City can require easements and streetscapes or pedestrian improvements as a part of new development.

5.5.4 Façade Improvement Program

The Economic Development Plan proposes a phased removal of the Marquee combined with a façade improvement program. Of those who have expressed concerns about the removal of the Marquee, many are concerned that the building façades, now largely hidden, will be unattractive and in disrepair when exposed. Given the number of years that the Marquee has been in place, that is a very real concern. In advance of the full removal of the Marquee, the City should put in place a Façade Improvement Program that will aid business owners in making needed improvements. This program could also be combined with the catalyst project to Encourage Bay Street Second Floor Uses. The program should include some or all of the following elements.

• The city can provide design assistance for individual property owners to identify appropriate façade improvements in keeping with the character of their building and the overall character and style of downtown.

• The city may also provide design assistance for individual property owners to identify the types of changes needed in second floor spaces to make them attractive to potential renters and to meet code requirements for the proposed use.

• Many cities arrange to have an architectural firm on retainer available to all property owners for the initial conceptual design. The city can then provide a list of qualified architects and contractors for the owner to hire for the design development and construction process. This approach applies to both the façade design and the second floor uses.

• The city may be able to arrange low interest loans for business owners with local banks or through CBDG funds to fund the building improvements.

• The city could provide planning assistance with staff planners or consultants on board to inform building owners on code requirements, permitting, and processing times to help them plan the overall process and minimize disruption of business activities at peak seasons.

"A coordinated, entertaining and lively environment attracts people even when they have no express purpose for visiting."
The city staff can help coordinate this program with other City programs for landscape improvements on Bay Street or Prospect Street.

5.6 Coordinating Downtown Business Activities

City Council members and PORT members identified the need for a functioning downtown business group early in this study. This section describes some of the many functions of such a group and highlights models that may be used to establish one in Port Orchard. At the August meeting, the consultant team presented information on two organizational approaches used by other cities.

One of the reasons that shopping malls have successfully competed with downtowns for many years is that they offer a way for individual merchants to work together. The mall management provides shared advertising, organizes events and promotions, and creates an identity for the total mall that benefits individual stores. Downtowns can borrow those concepts by organizing a Downtown Merchants Association or a Main Street Program. The Main Street Program was initiated by the National Trust for Historic Preservation in the late 1970s, originally as a way to protect historic resources. Over more than 30 years, it has evolved into one of the more powerful economic development tools in the nation. From 1980 to 2002, over 1,700 communities have participated as Main Street communities and have seen over $17,000,000,000 in public and private reinvestment. The National Trust calculates that over $40 is generated in each community for every dollar used to operate the local Main Street Program.

Whether Port Orchard chooses the Main Street approach or some other form of organization, there is a clear need for an organization (or an evolution of the PORT group) that can coordinate business activities downtown. One of the reasons that the Main Street Program is so effective, is that it includes a specific paid position for a director to coordinate the activities of the association and provide leadership. Some of the activities typical of the Main Street program that could benefit Port Orchard include:

- **Coordinating Special Events** – Port Orchard currently has a nice variety of events sponsored by the Chamber of Commerce and other groups. These can be expanded to a regular program so that local residents and visitors
are continually attracted to come to the downtown. Some of the events suggested by PORT members include: music, dancing, hold a “murder mystery,” “Logger Days” such as in Stevenson, Washington.

- **Coordinating Promotions and Advertising** – The signage program in the catalyst projects includes adding directories and event notice boards to the downtown. A downtown association could be responsible for keeping the directories and notices updated. Additionally, they could organize and advertise “sidewalk sales” or other merchant events, such as Halloween “trick-or-treats” for the children.

- **Identify Trends** – Retail trends, as with trends in any type of business, change over time. While larger “chain” stores can afford market research and buyers that follow the trends, small businesses cannot. A merchant association, with a paid executive, can study these trends or bring in speakers to inform and educate merchants.

- **Arrange for Training** – Small business owners have to be skilled at many different aspects of business – bookkeeping, sales, choosing suppliers, hiring staff, paying taxes, and designing/decorating their stores. Few people are likely to be expert in such different skills and most small businesses could benefit by training. The merchant’s association or director could arrange for training that would benefit all of the interested business owners.

### 5.7 Defining Roles and Responsibilities

Successful downtown development requires the participation and commitment of many people. As the examples in Section 1.0 illustrate, the process can take ten, or even twenty years, to achieve significant change. For such a long and complicated process, it is particularly important the all of the key participants understand their role.

- **Elected Officials** – Once the plan is adopted, elected officials will be called upon to approve a variety of subsequent actions to implement the plan. These may include zone changes, streetscape plans, city budget allocations for streetscape improvements or signage, and individual proposed developments. While, naturally, opinions may differ on the specifics of these changes, it is important that all of the officials are united in their

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Empower a champion for the project - The developer should be able to work closely with a local government executive who has the power to strongly influence department decisions. (Bohl, 2003.)
support of the plan and are willing to work together to set aside individual differences for the greater good of downtown.

- **Staff** – City planning and public works staff will have the responsibility to work with property owners and developers to achieve the plan. They are the “front line” when proposals are presented and questions about development are raised. They also have the responsibility to initiate action on the projects that are the City’s responsibility, such as streetscape improvements or undergrounding utilities. Key staff may be designated to be responsible for implementing the plan, organizing city projects, applying for grants and loans, and seeking suitable developers.

- **Economic Development Director** – Some cities hire an Economic Development Director specifically to seek development opportunities and to work with local businesses, to promote new business activity in town, and to attract new development.

- **PORT Members** – PORT members have been a major force in moving the City to this point in the process. With a large and active group in place, much can be accomplished in the future. The PORT can investigate programs such as the National Trust’s Main Street Program or other cities’ Downtown Business Associations and their roles in helping their downtown grow and prosper. As a formal organization with a clear charter, the PORT could assess dues to raise funds for a variety of common needs such as organizing events and promotions, shared advertising, speakers or training, and an experienced director, as described in Section 5.5.

- **Local Banks** – Local banks have an interest in seeing the downtown become more successful. New investments in the downtown create a better business climate and a new client base for banks. New investments also raise property values which increases the value of bank investments. Local banks can participate in the process of redeveloping the downtown by creating low interest loans for specific types of projects, such as façade improvements. In addition, they may serve as developers of the properties they hold, such as the proposed development of the Kitsap Bank parking lot.

- **Local Business Owners** – Local business owners have much to gain from downtown redevelopment. As activity increases, they are likely to see an increase in revenues for their businesses. They also may gain from training
opportunities offered by the Chamber of Commerce or a local Downtown Business Association. As the area changes and upgrades, local business owners can learn how to appeal to the new shoppers and visitors who come to the area and will expand their business accordingly.

- **Local Building Owners** – Local building owners have the opportunity to gain increased rents from their properties or to sell their property at a profit. In some cases, this may require investments on their part to improve the appearance of the exterior or the functionality of the interior to suit new or expanded uses. Building owners can be a very important catalyst for change in the downtown if they demonstrate their faith in the future by investing in their own buildings to start the process of change.

- **Private Developers** – Private developers likely will be the agents of the most substantial changes in the downtown. Major new development usually occurs because of the vision of an individual developer. Attracting developers, selecting the right developer for the project, and working closely with the developer to make sure the City’s vision is realized are important ingredients for success.
6.0 Conclusions

Port Orchard has many of the ingredients for a vibrant, attractive and economically successful downtown. As the first incorporated city in Kitsap County and with many of the original buildings intact, the downtown provides an authenticity no shopping mall can match. As the current county seat, it occupies a central place in Kitsap County affairs and has a substantial base of county employees, jurors, and visitors to the city. With the beautiful waterfront setting on Sinclair Inlet backed by the surrounding hills and natural streams, such as Blackjack Creek, the City boasts an abundance of natural scenic beauty.

Sweeping demographic changes and changes in the retail trades are creating a new paradigm for retail uses. No longer are the “bigger is better” malls the focus of new retail development. In fact, many of the older malls are being replaced by new development that strives to simulate the simple pedestrian-friendly outdoor spaces of a traditional downtown. With its many assets, Port Orchard can capitalize on these retail trends to regain the prominent place its downtown so richly deserves. With the vision of the City’s leadership and the continuing commitment of groups such as the PORT, the City can restore its downtown to serve as the centerpiece of this First Place City.
7.0 Bibliography


