

# CHAPTER I. INTRODUCTION

## I.1 City of Port Orchard Vision

This is an exciting time for the City of Port Orchard. The City has the opportunity to make decisions now, at this point in history, to affect the future of the City, while at the same time protecting the cherished qualities of the community. Port Orchard citizens, through an extensive public involvement process, have described how they see their City today and tomorrow. The vision for the City of Port Orchard guides the development of the City into the future. The Plan's goals and policies give direction for managing future growth consistent with citizens' desired future and quality of life.

These actions will work to strengthen the natural environmental and the quality of the built environment. They are geared to reduce taxpayer costs by focusing the expenditure of public funds, encouraging concentrated development where appropriate, and increasing choices for housing and jobs. A key strategy to accomplish this vision is the provision of efficient government services and facilities through cooperative efforts and collocation with state, federal, local, and non-profit agencies. This Plan recognizes the complexities involved in balancing historical patterns of growth with both a preferred vision of the future and requirements of the Growth Management Act (GMA) and other related state laws.

The Plan envisions a future in which the City prospers economically as a center of commercial, government, and cultural activity, offers a diversified economic base supporting good jobs, contributes to a healthy downtown, and offers affordable housing choices:

- A future City government that is accountable and accessible; that encourages citizen participation; that seeks to operate as efficiently as possible; and that works with citizens and governmental entities to meet collective needs fairly while respecting individual and property rights.
- A future for the City in that natural systems are rehabilitated, protected, and enhanced; and that allows for flexible and innovative development to meet environmental and growth goals.



- A future for the City that the water quality in our lakes, streams and Puget Sound is enhanced; the recreation and open space opportunities within our City are celebrated and cared for.
- A future for the City that the residential communities are attractive, affordable, diverse, and livable; and a variety of housing choices are available, meeting a full range of resident income levels and preferences.
- A future for the City that provides an efficient, flexible, and coordinated transportation system for motorized and non-motorized travel that provides interconnectivity and mobility for City residents.
- A future for the City that provides public services and facilities, law enforcement, fire protection, infrastructure, stormwater management, education, library services, health and human services, energy, telecommunications, in an efficient, high-quality and timely manner, and that are monitored, maintained and enhanced to the best quality possible.

### **1.1.1 City of Port Orchard Vision**

The following Vision statements are a result of citizens who identified community ideals and common values. From these convictions emerge the hopes and dreams of how the community will grow to the year 2025 and beyond. These vision statements are meant to guide the creation of community-wide development Goals and Policies and are not to be narrowly construed or interpreted.

- The City of Port Orchard is a “Community that Cares”.
- The City of Port Orchard is a community comprised of a common, collective spirit, and through citizen involvement can seek and execute positive change that can achieve an environmental and economic balance between the needs of nature and those of present and future generations.
- The City of Port Orchard believes certain policies and regulations affecting individual and group actions are necessary to insure the health, safety and welfare of all citizens.
- The City of Port Orchard believes that the essence of community is not found within structures or the built environment.

### **1.1.2 City of Port Orchard Vision Statements**

- Continually strives to become a regional leader in organized, well planned growth to improve the quality and cost-effectiveness of municipal services which results in a larger, more efficient City.

- Provides a balanced mixture and distribution of land uses to ensure there is an appropriate selection of goods, services, affordable housing, and recreational opportunities.
- Develops and implements Goals and Policies which create physical improvements to enhance neighborhoods and protect areas from incompatible uses.
- 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.
- Promotes and encourages attractively designed commercial and residential areas, which by their design establishes Port Orchard as a desirable place to live and visit.
- Celebrates and respects its fragile and unique freshwater and marine shoreline environments, and seeks to balance the needs between humans and natural systems.
- Recognizes shoreline bluffs, hillsides and scenic views are sensitive to development and can be negatively affected by uncontrolled densities.
- Offers an inviting, attractive and pedestrian friendly waterfront atmosphere that provides a full range of retail and recreational activities.
- 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.
- Provides for a full range of open space and biodiversity by protecting native wildlife habitat, restoring and preserving natural systems, and ensuring new development enhances the natural environment.
- Demonstrates a commitment toward creating and maintaining attractive residential neighborhoods and landscapes, aesthetically pleasing buildings, and well designed pedestrian amenities which thereby create a clean and inviting atmosphere for residents and visitors.
- Ensures coordinated City and County regional Land Use Plans which promote a more efficient multi-modal transportation system.
- Projects vitality and energy through active and sustained citizen involvement in community matters, manifested through the achievement of common Goals which serve to enhance community pride.
- Reaffirms and demonstrates an appreciation for new ideas and celebrates its varied cultural and ethnic diversity.

## 1.2 What is a Comprehensive Plan?

This Plan, when adopted in its final form by the City Council, is a vehicle to help the City achieve its vision of the future. Used as a guide for the physical, economic and community development of Port Orchard for the next 20 years, the Plan establishes goals and policies for the City to use in evaluating and making future decisions. The Plan's policies communicate the long-term values and aspirations, and by viewing the City as a whole, the Plan shows how all the different parts – land use, housing, transportation, natural systems and capital facilities – must work together to achieve the desired vision.

The City of Port Orchard's regulatory and non-regulatory decisions and programs, as well as its budget, should be consistent with the Plan. Used this way, the Plan minimizes conflict in decision making, promotes coordination among programs and regulations, brings predictability to the development process, and increases effectiveness of City efforts to improve citizens' quality of life. Individual landowners and interest groups are able to use the Plan to evaluate their decisions in light of the community's goals.

## 1.3 Planning Context

As this Plan seeks to achieve the community's vision, it must do so in a way that meets the requirements of state laws; it also seeks to do so in a way that fulfills the intent of municipal, regional and local guidelines, preferences, and non-regulatory planning efforts. The primary state mandates that this Plan fulfills are contained in the GMA. Regional policies this Plan seeks to fulfill include the Puget Sound Regional Council's VISION 2040 plans. Non-regulatory planning efforts interrelated with this Plan include recreation and habitat conservation planning, salmon recovery planning, and water resources planning.

### 1.3.1 Washington State Growth Management Act (GMA)

Passage of the GMA in 1990 by the State Legislature marked a major change in growth management planning in Washington. For the first time in the state's history, all urban counties and their cities were required to develop and adopt comprehensive plans and to implement these plans through regulatory means. To ensure comparable planning efforts, the GMA required that comprehensive plans address specific issues including (but not limited to) land use, transportation, housing, capital facilities and services, natural environment and economic development.

Since 1990, the GMA has been amended multiple times. This document complies with the GMA as amended.

The GMA established 13 goals for the comprehensive planning process. Per RCW 36.70A.020, the following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- **Economic development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans; promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons; promote the retention and expansion of existing businesses and recruitment of new businesses; recognize regional differences impacting economic development opportunities; and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **Property rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
- **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

- **Public facilities and services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic preservation.** Identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance.

In addition, the GMA established three key requirements that all comprehensive plans must meet:

- **Capital facilities.** Port Orchard must demonstrate that it can afford the infrastructure needed to support the expected growth. If the services cannot be provided, the land uses must be revised or the levels of services revised.
- **Comprehensiveness.** The Plan must look at Port Orchard as an integrated set of systems of land use, housing, transportation, capital facilities and utilities. All areas of Port Orchard and all elements of this Plan must be addressed from a citywide perspective.
- **Consistency.** The Plan must avoid internal contradictions and must not interfere with the successful implementation of the plans of neighboring jurisdictions. Its policies must be consistent with the direction established by the GMA, and the Kitsap Countywide Planning Policies (CPPs) and with regional plans such as VISION 2020 and Destination 2030.

### 1.3.2 Other Planning Efforts

This Plan supports and is supported by a variety of non-regulatory efforts that preserve or enhance the quality of life enjoyed by Port Orchard citizens. Specific non-regulatory efforts include:

- **Recreation and habitat conservation.** Planning and providing parks, recreational opportunities, open space, and habitat conservation is guided by the Washington State Interagency for Outdoor Recreation policies and the Port Orchard Comprehensive Parks Plan.
- **Salmon recovery.** Planning and implementing projects is guided by the federal Endangered Species Act (ESA), National Oceanographic and Atmospheric Administration (NOAA) Fisheries' Puget Sound and Hood Canal salmon recovery plans, Salmon Recovery Act (RCW 77.85), Salmon Recovery Funding Board policies, and local lead entities' recovery strategies.
- **Water resources.** Planning and implementing projects is guided by the federal Clean Water Act, Puget Sound Water Quality Management Plan, Water Pollution Control Act (Revised Code of Washington [RCW] 90.48), Nonpoint Source Pollution Rule (Washington Administrative Code [WAC] 400-12), Kitsap Peninsula (Water Resources Inventory Area

[WRIA] 15) Watershed Management Plan, and local nonpoint pollution watershed action plans.

- Countywide Planning Policies** To achieve coordinated planning efforts, GMA further requires that counties and cities develop a set of framework policies to guide development of each jurisdiction's comprehensive plan. On August 10, 1992, the Board of County Commissioners adopted the original Kitsap CPPs, which defined the countywide vision and established the parameters from which the comprehensive plans of Kitsap County and its cities were developed. Seven agencies participated in development of the CPPs through the Kitsap Regional Coordinating Council: the Cities of Bainbridge Island, Port Orchard, Bremerton and Poulsbo, the Port Gamble/S'kallam Tribe and Suquamish Tribe, and Kitsap County. The CPPs have been amended periodically to reflect the coordinated interests of participating governments. The most recent amendment was adopted by Kitsap County in November 2004 and provides for population distribution through 2025.

## 1.4 Citizen Involvement

Public involvement, review, and comment were integral to the 2008 update to the 1995 Comprehensive Plan to extend the comprehensive planning period from 2005 to 2025. Involvement included community forums, workshops, citizen advisory committees, open houses, comment sheets, websites, surveys, mailings, public reviews by the Planning Commission and ultimately, public hearings by the City Council.



The City of Port Orchard undertook a proactive and comprehensive public involvement program to encourage participation in the development of plan chapters and to ultimately develop a plan that meets community needs. This public involvement program was designed to meet the following objectives:

- To inform the community of the update effort, including the reasons for the update, the purpose of the Plan, and state requirements.
- To obtain input from all members of the community through all aspects of plan development.
- To engage the public and stakeholders in an open dialogue throughout the process.
- To encourage two-way communication between the City and community stakeholders.

- To identify interests, concerns, and issues as early as possible to avoid surprises later in the process.
- To ensure that elected officials, staff, and consultants have been fully aware of and understand community and stakeholder concerns.
- To be aware of and communicate clearly about the integration of other plan processes in the development of the Plan update.
- To generate trust, confidence, and credibility in the project team, process, and resulting Plan.
- To develop a comprehensive plan that will have the support of the community and guide the City of Port Orchard's growth over the next 20 years.

To achieve these objectives, the City's multi-faceted outreach program incorporated a wide range of activities. The following discussion summarizes public involvement activities completed during the Plan Update.

## **Public Involvement Activities – January to September 2008**

- **[www.portorchardplan.com](http://www.portorchardplan.com) Webpage.** In March, a webpage was created and advertised as the on-line repository of all aspects of the Plan update. Future meeting dates, published documents and analysis, contact people and other key information were provided and frequently updated on this page. This webpage also included links to an online comment form.
- **Stakeholder Meetings.** City staff met with numerous community groups between February and September 2008, explaining the Comprehensive Plan Update and upcoming workshop and comment opportunities. Community groups included special interest groups, fraternal organizations, neighborhood groups, private property owners, developers, and others.
- **Project Fact Sheet.** A project fact sheet that provided basic project background and contact information was widely distributed.
- **Project Comment Card.** A comment card inviting comments on Comprehensive Plan issues was broadly distributed at meetings and posted on the project website. Comments were reviewed, with responses to comments and/or incorporation of comments into the planning process.
- **Public Display Boards.** Three graphic display boards that describe the Plan update progress and activities have been posted at high traffic areas, such as libraries, post offices, and other locations at the time of the public workshops.

- **Scoping and Vision Public Meetings.** Workshops were held in 2008 to solicit public comment on the scope of the City of Port Orchard Plan and vision statements. These meetings occurred on the following dates and locations.
- **Agency Meetings.** During February, March, June, and September 2008, the City staff conducted a series of meetings with special districts, County staff, and state agencies. The purpose of these meetings was to share information about the Plan update, to hear from agency staff about issues and concerns, and to obtain relevant information for the Comprehensive Plan Update process. Meetings and personal contacts continued as needed throughout the duration of project.
- **Sub-Committee Focus Groups.** From March to July 2008, Sub-Committee focus group discussions with stakeholders were held on the following topics: Tremont Corridor and the Downtown Overly District Wings sub-areas. The purpose of the focus groups was to review policy and implementation issues, understand diverging opinions, and identify policy options or solutions to address issues of common concern.

## 1.5 Integrated Plan and Environmental Impact Statement

Washington Administrative Code (WAC) 197-11-210 authorizes GMA cities to integrate the requirements of GMA and the State Environmental Policy Act (SEPA). The goal is to ensure that environmental analysis under SEPA occurs concurrently with, and as an integral part of, the planning and decision-making process under GMA. Analysis of environmental impacts in the GMA planning process can result in better-informed GMA planning decisions; avoid delays, duplication, and paperwork in future project-level environmental analysis; and narrow the scope of environmental review and mitigation under SEPA at the future project level.

GMA jurisdictions are authorized, but not required, to combine SEPA and GMA processes and/or to integrate documents. In either case, WAC 197-11-228 states that the appropriate scope and level of detail of environmental review should be tailored to the GMA action under consideration; jurisdictions may modify SEPA phased review as necessary to track the phasing of GMA actions; and the process of integrating SEPA and GMA should begin at the early stages of plan development.

The City of Port Orchard will adopt the Kitsap County integrated SEPA/GMA environmental analysis document adopted December 11, 2006 as the Kitsap County Document accommodates the capital facilities planning and environmental impacts within the City of Port Orchard and accommodates the impacts with appropriate mitigation. The Integrated Comprehensive Plan & Environmental Impact Statement was appealed to the Central Puget Sound Growth Management Hearings Board (CPSGMHB)

and was found to be compliant with the Growth Management Act (GMA) and all UGAs deemed valid (Case Number 07-3-0019c) on June 5, 2008.

Plan inventories serve as SEPA affected environment discussion (Volume II EIS) and SEPA mitigation measures (Volume II EIS) as a programmatic EIS. Future projects within the City of Port Orchard with significant impacts will be required to submit additional project-level analysis and environmental reviews based upon the specific impacts of their proposals.

### **1.5.1 Plan Interpretation**

This Plan provides a guide and framework for regulatory and non-regulatory actions for growth that express the vision of City of Port Orchard residents. Because of the general nature of Plan policies, conflict between and among them is possible. The following are general rules of construction and are intended to be used for interpreting the Plan:

- Policies are intended to be mutually supportive and are to be read collectively, not individually.
- When conflicts arise between policies, the policy that is more specific shall prevail.
- The Comprehensive Plan Land Use Map or future redesignation proposals should reflect and be based on the policies of the Plan. Any amendment of the Comprehensive Plan Land Use Map should be subject to the annual Plan amendment process or future year Plan reviews.
- The Zoning Map or future rezone proposals should fall with the intended purpose and land use designation and be subject to Title 16 of the Port Orchard Municipal Code.