

CHAPTER 2. LAND USE

2.1. Introduction to Land Use

2.1.1 Introduction

The purpose of the Land Use Element is to provide a broad framework of goals and policies to guide future land use decisions within the City of Port Orchard. The goals and policies strive to support the diverse mix of activities within the city as well as to provide protection of distinctive cultural and natural features.

The goals and policies identified in this element are based upon existing condition information and analysis of the built environment. A brief summary of existing conditions is presented below. The Growth Management Act (GMA) requires plans to contain land use elements that describe the proposed distribution, location, and extent of land uses. Once adopted, land use policies in the plan are incorporated into Port Orchard's zoning regulations (Title 16, Port Orchard Municipal Code (POMC)). The challenge of this element is to plan for population and employment growth while ensuring development occurs in accordance with the provisions and requirements of the GMA.

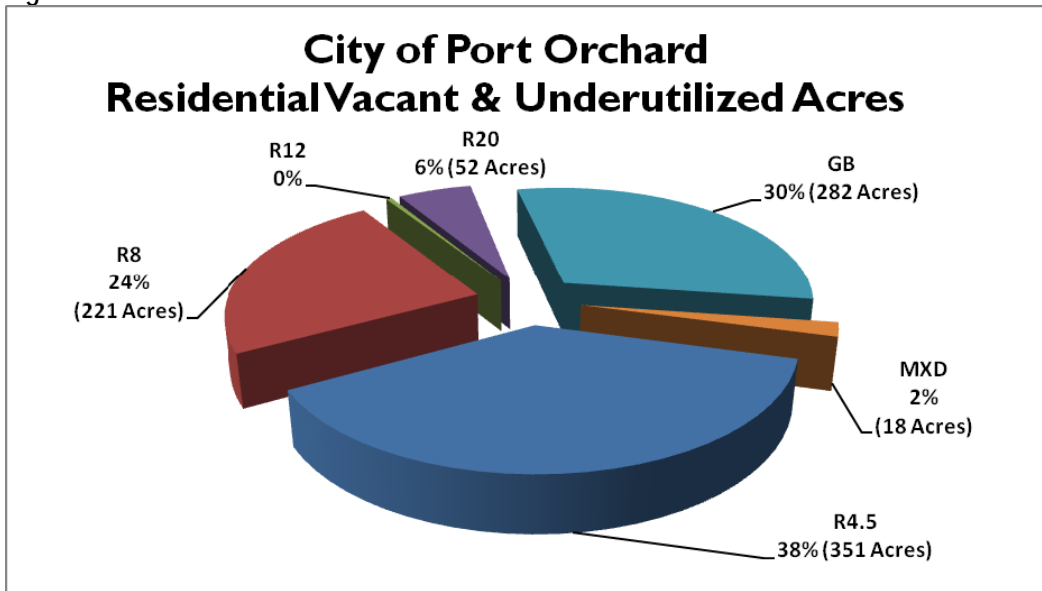


2.1.2 Land Use Characteristics

Most land in the existing City Land Use area is devoted to housing. The following Figure 2-1 shows the percent of land uses based on the City's total land area in 2008. Port Orchard is a community of neighborhoods each with its own mix of population, housing, commercial opportunities, and visual features that help form its unique character. The city's residential neighborhoods are diverse in housing type, size, style, history, maturity, and affordability.

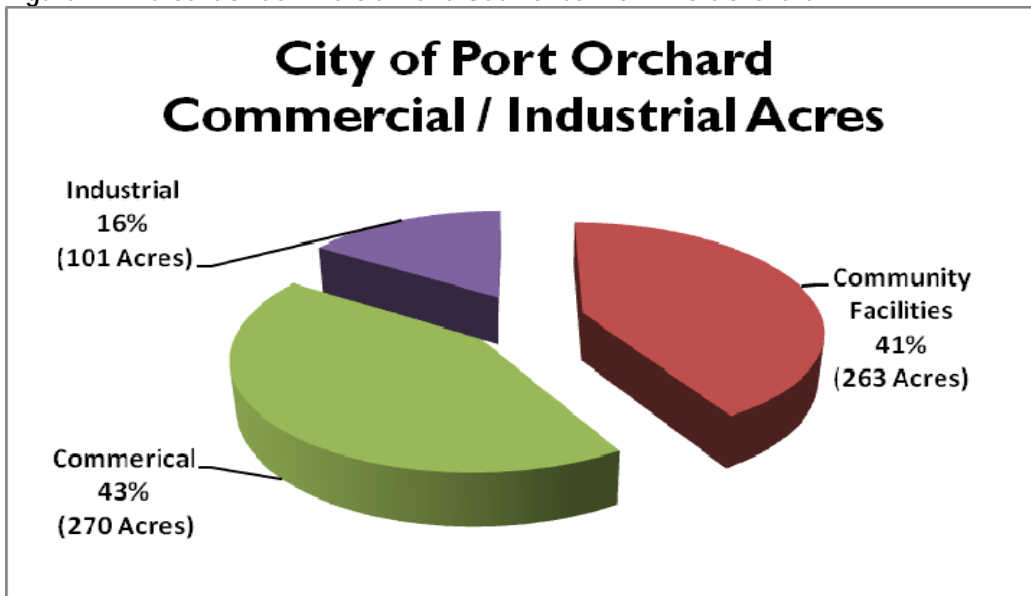
The commercial areas and downtown in the city offer a range of goods and services, provide employment both for local residents and for those living in surrounding rural areas, and provide additional tax revenue to help fund public services and facilities. Industrial lands allow for light manufacturing and warehousing businesses, which also provide job opportunities and support the area's economy. Appendix G: Kitsap County Buildable Lands Report (Adopted August 2007) indicates the percentage of residential, commercial, and industrial land use within the City of Port Orchard and the amount of vacant and underutilized capacity within those land use designations.

Figure 2-1. Percent of Residential Land Use Zones within Port Orchard.



Source: Kitsap County Department of Community Development Buildable Lands Report: Adopted August 2007

Figure 2-2. Percent of Commercial Land Use Zones within Port Orchard.



Source: Kitsap County Department of Community Development Buildable Lands Report: Adopted August 2007

2.1.3 Land Use Key Issues

LAND USE CLASSIFICATION	ACREAGE
Community Facilities	258
Commercial	284
Employment Opportunity	105
Greenbelt	220
Mixed use	30
Residential R-8	438
Residential R-20	111
Residential R-45	760
Residential; Mobile Home	10
TOTAL ACREAGE	2216

Table 2-1 Land Use Classification within Port Orchard. Source Kitsap County GIS 2005 data.

The existing pattern of land use in Port Orchard has served the community well for many years. Over the next 20 years, the challenge will be how to preserve and enhance community character in the face of continued population and employment growth. Future growth will raise other issues related to land use such as special needs housing, increased traffic congestion, diminished natural resources and challenges to locate regional facilities. Issues that must be addressed by the Land Use Chapter include:

- Planning for the 2025 population and employment growth targets established by the KRCC and Kitsap County as identified and analyzed in both the joint Kitsap County/Port Orchard South Kitsap Sub-Area Plan and the Kitsap County Comprehensive Plan 10-Year Update and Environmental Impact Statement ;
- Managing the new growth to protect the residential character of the community, while allowing for new and innovative development that responds to changing household needs;
- Preserving a diversity of employment opportunities and maintaining viable commercial areas;
- Using the pattern of land use to minimize traffic congestion, protect local air quality, and promote physical activity;

2.1.4 Key Land Use Concepts

The fundamental goal of the Land Use Element is to maintain a balanced and complete community by retaining the community's character and quality of life, while accommodating growth. By managing and shaping growth in ways that reflect community values, new growth will complement, rather than detract from, existing development. To accomplish this, the Land Use Chapter:



- Seeks to provide a balance of land use opportunities for shops, services and employment close to home; parks; civic activities; and educational facilities.
- Provides for a variety of housing choices.
- Identifies the values that must be weighed in managing growth. Goals and policies promote a land use pattern that is orderly, compact, well designed, and responsive both to the natural and physical environment.
- Proposes a land use pattern that supports a multi-modal transportation system and results in more efficient service delivery. Placing urban neighborhoods around commercial areas allows residents to walk or bicycle to corner stores or neighborhood centers, and then connect by transit to other commercial and employment areas.
- Protects existing residential neighborhoods. Goals and policies support stable residential neighborhoods and more housing options. Higher-density residential areas continue to be located near commercial centers and transportation corridors.
- Supports a range of employment opportunities and sets out standards for vibrant commercial areas. Opportunities for new growth are provided in the Tremont, Mile Hill, Bethel Corridor, the Sidney/Sedgwick interchange and downtown Port Orchard. Existing commercial areas are maintained and strengthened. While not encouraging heavy industry, goals and policies work to preserve opportunities for higher-paying jobs to locate in the sub-area.
- Encourages preservation of an open space network, including environmentally sensitive areas, recreational facilities, and the shoreline.

2.2. Port Orchard Historic Perspective

Prior to the 1880's, South Kitsap's primary inhabitants were the Shak-Tabsh Indians, a branch tribe of the Suquamish Indians. A few adventurous white men could be found in the area at that time working as loggers. Around 1883, the transcontinental railroad was completed in Tacoma and land seekers immigrated into South Kitsap. In this rush of land

seekers came Sidney Stevens, Kitsap County's first land developer and entrepreneur. It was from him that Port Orchard's original town plat name of Sidney was derived.

In September 1890, approximately 546 persons resided in the area, and action was taken to incorporate the original town-site into a self-governing political unit. Sidney, as it was known, became the first incorporated city in the county. In 1892, Sidney's early businessmen and community leaders successfully sought the relocation of the Kitsap County Courthouse from Port Madison to its current location. Not long after, the State decided to construct the nearby Veteran's Home in the community. It was also about this same time that the United State Government gave its first indications that it was interested in locating a naval installation in Port Orchard Bay. Thus the start of the Puget Sound Naval Shipyard was in sight.

Due to the dense forests found in Kitsap County, the Mosquito Fleet passenger vessels were the chief form of early transportation which explains why all of Kitsap's cities are located adjacent to the waters of the Puget Sound. This early mode of passenger transportation lives on in the form of the foot ferry which links Port Orchard with Bremerton.

Rapid population growth is not a new topic in Washington. During the 1940 to 1960 period, the State's population growth was twice the national rate of 35.7%. The Puget Sound Naval Shipyard was and is a vital employer for residents of Port Orchard. In 1955, the civilian labor force of the Shipyard was 13,000 workers; this dropped drastically to 9,288 employees by 1960. By 1965 this workforce had steadily increased to 9,400. At about this same time, tolls were removed from the Tacoma Narrows Bridge making Kitsap County more easily accessible. By 1965, it was decided that Port Orchard and the surrounding area would benefit from a long-range comprehensive community development plan to help guide future growth.

2.2.1 1965 Port Orchard / Kitsap County Comprehensive Plan

"Residing within an area considered as one of the remaining frontiers of contemporary urban settlement in the United States, the citizens of the Planning Area have undertaken a planning program to prevent the haphazard urban growth which has occurred in many areas of the Puget Sound Region. An examination of the character and development of the Planning Area reflects the community's desire to plan for the preservation of the open space and scenic lands inter-related with the quality development which they presently enjoy....Single family residential development is the major land use in the Area. The existing communities are enhanced by their encirclement with open fields and tree-covered hilltops, to the extent that many unfortunate occurrences in earlier developments are softened in their effect on the total environment. South Kitsap County, with its natural beauty, past and present rural character and its remoteness from the expanding edges of the metropolitan areas of the Puget Sound, is truly unique. The time to plan for expected urban growth is now, in order to insure that this Area will not become another featureless component of metropolitan urban sprawl. This Plan recognizes the increasing pressure for urban growth and provides a scheme for the

future designed to accommodate new people in the Planning Area while protecting the beauty and character of South Kitsap County cherished by its inhabitants." Port Orchard Urban Area Plan, 1965.

In late 1965 and early 1966 a cooperative planning process between the City of Port Orchard, School District 402, and Kitsap County yielded a General Plan to guide future development for both the urban and rural areas of South Kitsap. Even though this was done 40 years ago, many of the concerns the Citizen's Advisory Group had then are identical with those concerns voiced by the Citizen's Advisory Group In 1995 and today. Specifically, the major concerns were and are, where will we put all the people moving to our area and how can we preserve our valuable quality of life at the same time? This Plan's purpose was to guide growth for the next 20 years, until 1985. Keeping urban areas urban and rural areas rural was of great importance in 1965. The City of Port Orchard was recognized as the "continuing dominant commercial and cultural center of South Kitsap County, to be enhanced by an expanded and unique waterfront oriented, community commercial center which will provide a new variety of quality goods and services. Gorst, Manchester, Southworth, Long Lake, Olalla, and Burley are recommended as outlying convenience commercial centers to serve and compliment the population immediately surrounding them."

2.2.2 1995 Port Orchard Comprehensive Plan

The City of Port Orchard and many other cities and counties in Washington State updated or develop new Comprehensive Plans in compliance with the Growth Management Act of 1991 (ReESHB 1025). The 1995 Plan coordinated with Kitsap County and ensured that implementation policies and mechanisms were consistent between jurisdictions. The City and Kitsap County coordinated in water systems studies, resource and critical area analysis, transportation analysis, and housing analysis. Through the 1995 Plan and its community support, the City's elected officials actively managed the City's growth and took part in the discussions at the local, state and federal level as to the City's role in regional activities.

Benefits of consistent Plans and implementation measures included consistent application of development standards, economical provision and maintenance of infrastructure, improved understanding of the development review process and enhancement of inter-jurisdictional cooperation. Goals and Policies were intended to identify "what the community wants" and "how goals should be achieved," respectively. To further guide City decisions, specific examples and recommended actions were provided as part of the 1995 Plan in addition to the City's adopted Goals and Policies.

Background information was provided to indicate the basis for the Goals and Policies and included a discussion of how they evolved from the identified needs and issues.



As part of the 1995 Plan public process, the City of Port Orchard formed joint citizen, Planning Commission and City Council advisory sub-committees shortly after the Growth Management Act of 1990 was enacted. These sub-committees discussed major concerns including City vision/mission, public facilities, utilities, transportation, growth management, parks and open space. These sub-committees found there was considerable overlap between the issues so they joined into larger committees with focused subjects. These new committees were: Capital Facilities, Utilities and Open Space, Housing, Transportation and Land Use, and Growth Management and Vision. These four committees met with city staff to develop suggestions for the City's direction. The visioning committee developed statements to help define the City's direction. The other committees developed statement lists with pertinent subject items which led to the 1995 Port Orchard Comprehensive Plan Goals, Objectives, and Policies.

The 1995 Port Orchard Comprehensive Plan in addition to analysis, supplemental information, and public outreach, formed the basis for the 10 Year Port Orchard Comprehensive Plan Update as it is brought current with Kitsap County Comprehensive Plan 10 Year Updates, regional planning efforts, and updated State of Washington data.

2.3. Port Orchard Land Use Designation & Zoning

The following land use and zoning designations provide for the General Plan of the City and have been developed as a result of extensive public participation and planning goals. They attempt to balance the need to expand the City with increases in densities inside the City upon larger vacant parcels. Whenever possible, it is expected that density increases will be mitigated by providing open spaces; Critical areas will be preserved as open space and associated with parks, sensitive areas, and buffers as new development occurs throughout the City; Commercial areas shall be designated near existing commercial and industrial areas with existing arterial streets. Improved landscaping and development designed to promote buffering, and consistent architectural styles near important community sites are desired to maintain the City's character. These designations are more specifically applied as set forth in detailed study areas plans for the City.

Compliance with the State Growth Management Act is also facilitated through land use designations that will allow increased densities through the process of infill and redevelopment. Infill and redevelopment is an important component of a city's ability to grow and adapt to changing environmental models. Land use designations that are listed in this document are meant to be an overall plan for the City's next ten years but are not meant to be static or inflexible. To better serve the citizens of the City, Land Use policies related to development and infill must not be so rigid that they inhibit economic growth.

The Land Use Plan has seven development designations (identified in the Maps in Appendix A) as follows:

Open Space / Conservation

This designation applies to lands that have environmentally sensitive areas or are intended for public use. Parks, natural greenbelts, open space preservation, aquifer recharge areas, geologically hazardous slopes, sensitive habitat resources and critical shoreline and stream corridors and any other environmentally sensitive lands are included in this designation. The implementing zones for this designation include Open Space / Conservation and Greenbelt land use zones.

Open Space / Conservation - This zone is intended to create long-term consistency and nexus between both City of Port Orchard and adjacent Kitsap County parks and open space properties and the implementing zone. Lands that utilize the Open Space/Conservation zone are intended for the long-term benefit and enjoyment of Port Orchard citizens. As such, uses for these lands shall be limited to the development of parks, open space or recreational facilities. Private Lands in permanent trust or easement may also utilize this land use zone.

Greenbelt – The Greenbelt Comprehensive Plan designation are created to ensure that lower densities occur in the close proximity of Critical and environmentally sensitive areas. Environmentally sensitive areas include aquifer recharge areas, geologically hazardous slopes, sensitive habitat resources and critical shoreline and stream corridors. Maintaining lower densities in or near critical areas is an important tool in protecting those environmentally sensitive resources

Low Density Residential

This Comprehensive Plan Designation is created for areas of future and existing neighborhoods with slightly larger lots where infill and redevelopment is not warranted. Generally these areas of less dense development create quiet and safe neighborhoods and provide reasonably priced housing for families.

Residential Four point five (units per acre)- The primary purpose of the single family detached residential zone (R4.5), up to 4.5 units/net useable acre, is to (a) provide for an urban residential environment that is consistent with the traditional image of the Port Orchard area and (b) to implement comprehensive plan goals and policies for housing quality, diversity, and affordability, and to efficiently use residential land, public services, and energy.

These purposes are accomplished by: Providing for a mix of predominantly single family detached housing types including zero lot line and housing arrangements with a variety of densities and sizes in locations appropriate for urban densities and allowing only those accessory and complementary nonresidential uses that are compatible with single-family residential communities.

This zone is appropriate where: Designated by the comprehensive plan when such areas are served at the time of development by adequate public sewers, water supply, roads, and other needed public facilities and services as defined in the concurrency management system.

Surrounding lands have already been developed for lower intensity single family detached housing types and offer greenbelt, recreation, and pedestrian services most supportive of lower density living arrangements.

Medium Density Residential

Medium Density Residential land use designations provide for a mix of single family detached including lot line and village detached housing arrangements, and attached housing types including duplex or twins, patio house, atrium house, weak and strong link town or row house, and multiplex attached housing products with a variety of densities and sizes in locations appropriate for urban densities and allowing only those accessory and complementary nonresidential uses that are compatible with higher density single family residential communities. Medium Density Residential Comprehensive Plan designations include R8 and R12 zones.

Residential Eight & Residential Twelve (units per acre) - The purpose of the single family detached/attached residential zones (R8 - up to 8.0 units/net useable acre) and (R12 - up to 12.0 units/net useable acre) is to (a) define areas that allow a greater dwelling unit density - particularly in locations that are well served by the arterial circulation system and community facilities in general, (b) implement comprehensive plan goals and policies for housing quality, diversity, and affordability, and (c) efficiently use residential land, public services, and energy.

These zones are appropriate where: Designated by the comprehensive plan when such areas are served at the time of development by adequate public sewers, water supply, roads, and other needed public facilities and services as defined in the concurrency management system.

Surrounding lands have already been developed for lower intensity single family housing types but abut more intensely developed commercial, office, employment or other nonresidential land uses - and offer greenbelt, recreation, pedestrian, and transit services most supportive of higher density living arrangements.

High Density Residential

The purpose of the High Density residential Comprehensive Plan Designation and single/multiple family detached/attached zone (R20 up to 20.0 units/net useable acre) is to (a) allow high density residential development in urban locations where public services and facilities are most available; (b) implement comprehensive plan goals and policies for housing quality, diversity, and affordability, and (c) efficiently use residential land, public services, and energy.

These purposes are accomplished by providing for a mix of some higher density single/multiple family detached/attached housing products including clustered village housing types, weak and strong link townhouse and multiplex, and garden apartments with a variety of densities and sizes in locations appropriate for urban densities and allowing only those accessory and complementary nonresidential uses that are compatible with multiple family residential communities.

Residential Twenty (units per acre) - This Zone/Comprehensive plan is appropriate when such areas are served at the time of development by adequate public sewers, water supply, roads, and other needed public facilities and services as defined in the concurrency management system.

Surrounding lands have been developed for commercial, business, employment, public facility or other nonresidential but higher intensity activities - and offer greenbelt, recreation, pedestrian, and transit services most supportive of higher density living arrangements.

Public and Community Spaces

The purpose of this Comprehensive Plan designation is to provide for public spaces, public and private schools, churches, hospitals, parks, outdoor recreation use, government and cultural or educational institutions. This designation recognizes the important public lands and uses.

Community Facilities - The purpose of the community facilities zone is to specifically separate and control those public, semi-public, institutional, and private facilities and services that prime and make feasible centers of urban use. It is also the purpose of this zone to coordinate these uses to the extent that they are serving to prime the same direction, magnitude, orientation and form of urban growth to avoid waste, inefficiency or contradiction.



Commercial Retail-Office

The economic centers of the City provide centralized retail, professional office facilities, tourist and related services. Future architectural designs should take advantage of and enhance the City's waterfront character and outlying commercial centers. The downtown commercial designation is intended to create a compact, pedestrian oriented shopping and employment district which provides a variety of urban and social activities. The downtown City center should be safe, attractive and convenient. Uses in this district should meet the high standards for design and appearance for such uses as retail, restaurants, offices and financial institutions. Dwellings may be stacked on upper floors at densities appropriate for an urban center.

Commercial - The commercial zoning designation provides the most comprehensive list of uses that support the goals and policies of not only economic sections of the Comprehensive plan and also supports a portion of the housing goals by providing the framework for creation of affordable housing units. The Commercial Comprehensive Plan designation includes zoning designations of Mixed-use, Commercial and Business Professional.

In all Commercial Comprehensive Plan designations except Industrial/ Manufacturing the City should ensure that Multi-family housing at densities that provide affordable housing opportunities for the citizens of Port Orchard. The concept of providing multi-family units in the vicinity of retail uses is a well recognized planning tool that provides supporting retail businesses within walking distances thus minimizing automobile usage.



Mixed Use - Generally the mixed-use zoning designation allows small retail establishments on the first floor of buildings with a residential component on the floors above. However, mixed use is not limited to a vertical configuration. Some light manufacturing may occur provided the manufacturing contains a showroom or retail sales unit. Having a residential component in the same designation as commercial makes a pedestrian friendly, minimized daily automobile trips and can create a neighborhood sense of place.

Business Professional - The Business Professional zoning designation differs from general commercial designations in that Business Professional limits the amount, size and type of retail uses. This designation is appropriate where traffic management is required. Generally, professional offices, as encouraged within this zone, create less daytime traffic and therefore minimize impacts to traffic counts. This designation is intended to support small neighborhood business as well as major employment centers such as Harrison Hospital/Urgent Care, Group Health and the Kitsap County Administration Campus.

Industrial/Manufacturing

This Comprehensive Plan designation is created to allow Commercial storage, shipping and processing operations, appliance storage and repair, bulk good storage, upholstery and furniture refinishing shops, laboratories, wholesale and warehousing light manufacturing, contractor storage and fabricating yards.

Areas designated industrial/manufacturing should have adequate water, sewer, and fire services as well as at least three of the following characteristics:

1. Existing legal industrial/manufacturing uses.
2. Direct access to major arterial, or collector street.

3. Resource location (i.e. gravel pit)
4. Include facilities for public and industrial employees for rest and recreation.
5. Ability to identify existing buffer or to create adequate buffers through appropriate design between designations.

Employment-Industrial and office - The purpose of the employment industrial and office zoning designation is to provide for the location and grouping of industrial and related enterprises and activities involving manufacturing, assembly, fabrication, processing, bulk handling and storage, research facilities, warehousing, and heavy trucking.

It is also the purpose of this designation to provide land for those types of professional, research, business, service and similar uses that are based in office structures and that require separate sites or developments from other more commercial and retail activities. This designation should include provisions for on-site daily retail and personal services for employees.

This zoning designation must provide convenient and safe access by vehicle, transit, bicycle and pedestrian systems located on minor and major arterials.

2.4. Land Use Overlay Districts

The purpose of the special district overlay designations are to identify district specific goals and policies and to identify special opportunities for achieving public benefits by permitting or requiring alternative uses and development standards that differ from the underlying zoning designation. Special district overlays are generally applied to a group of individual properties or sub-areas and are designated primarily through the area zoning process adopted in conjunction with the comprehensive plan. The primary special district overlays within the City of Port Orchard include the Downtown Overlay District, the Downtown Gateway Districts, the Tremont Corridor District and the Government Civic Center District.

2.4.1 Downtown Overlay District

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

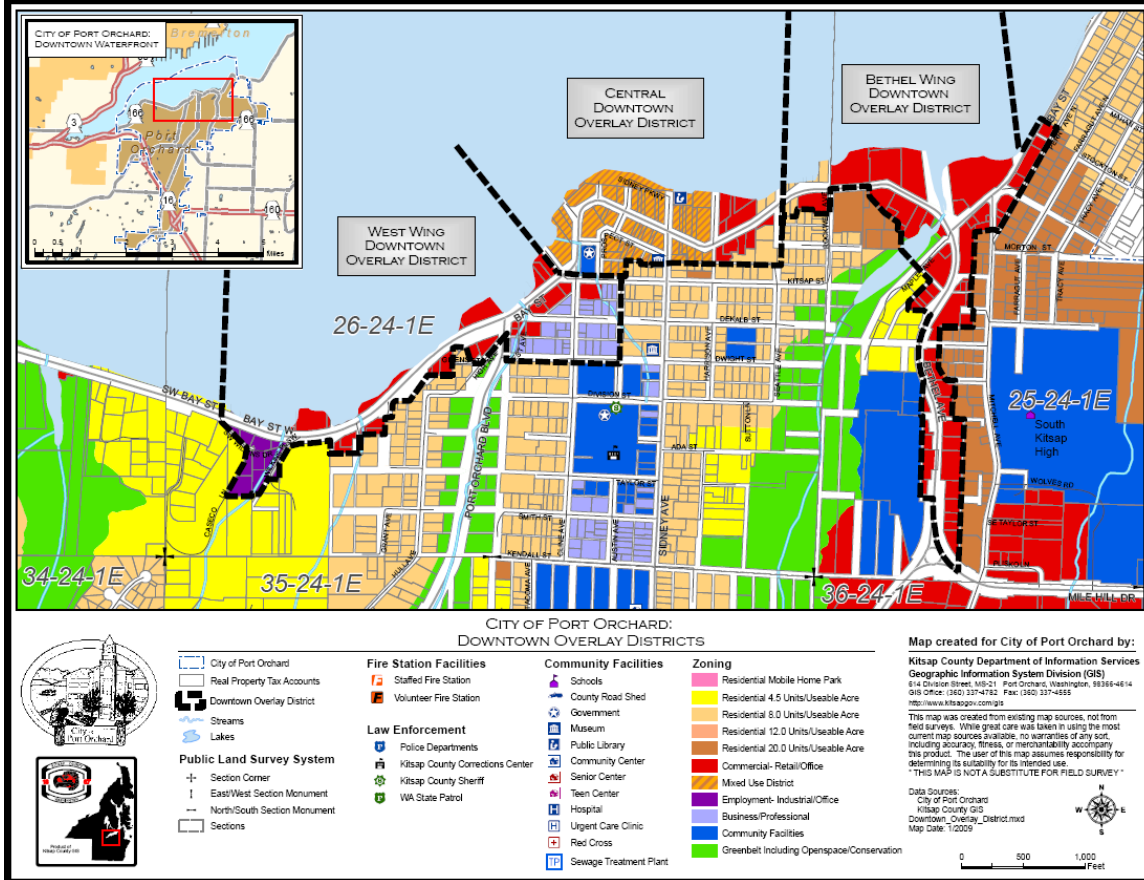
2.4.1.1 Vision

The fourteen “Purposes” of the Downtown Overlay District are found in the Land Use Regulatory Code, and were developed with extensive public input in 2005-2006. The vision of downtown is a vibrant center for transportation, culture, civic government, commerce, retail, and recreation. The Downtown Overlay District maps are shown in Appendix A.

The specific purposes of the DOD are to:

1. Implement the land use goals and policies set forth in the Comprehensive Plan.
2. Provide for the development of an integrated mixed use downtown district that contains office, service, retail, residential and recreational uses within close proximity to one another.
3. Encourage imaginative site and building design and development while maintaining view corridors and a small town feel.
4. Identify significant environmental impacts and ensure appropriate mitigation with attention to sustainable or low-impact development.
5. Encourage environmentally sustainable development.
6. Promote economic development and job creation in the City.
7. Encourage energy conservation in building design and layout.
8. Promote an integrated system of pedestrian-friendly walkways and parking areas.
9. Enhance the City’s waterfront character while maintaining the maritime presence.
10. Encourage the development of buildings with ground floor retail with office uses and residential uses above.
11. Promote a walkable community by encouraging the development of public open spaces, waterfront access, and pedestrian-friendly walkways.
12. Locate and combine parking areas in order to minimize the number of points of access to and from Bay Street.
13. Encourage architectural and site designs that serve as gathering places in wet and dry conditions.
14. Promote greater public transportation availability within Port Orchard and across Sinclair Inlet during the evening hours to improve access to/from the DOD.

Figure 2.3 – Downtown Overlay District Map



2.4.2 Downtown Gateway Districts

The Downtown Port Orchard Gateways are the entries to Downtown Port Orchard. In 2007, the City adopted the Downtown Overlay District, which established goals for the Central Core of Downtown Port Orchard. The Downtown Gateways are located east and west of downtown. This document is intended to provide a comprehensive future land use plan for these unique areas.

2.4.2.1 Vision

The fourteen “Purposes” of the Downtown Overlay District, as found in the Land Use Regulatory Code, should be applicable to the Gateways. In addition, more open space, pedestrian-friendly thoroughfares, attractive facades, maximum utilization of space, keeping the scale of the current town, beautification of the entrances, functionality of space, attractive landscaping, scale based on topography, retention of maritime industries, rental facilities for water sports, and walkability were mentioned as high priorities for the Downtown Gateways.



The Gateways should tie into Downtown with common design guidelines, zoning, and a theme, or “brand.” The theme is to be decided by Council and the Chamber of Commerce and will be marketed throughout the region. This theme will include unifying elements, such as light fixtures and pavement markings that will be standard on all new projects throughout the Downtown area. The light fixtures should match, or tie into, the existing light fixtures on the Port of Bremerton property along the waterfront.

2.4.2.2 Public Participation

A Downtown Gateway sub-committee met each month for three months (April through June, 2008) to discuss the vision for the Downtown Gateways, the boundaries of the gateway districts, and the types of preferred development within the districts. The committee was composed of Planning Commissioners, residents, property owners, and interested citizens and was open to anyone who wished to be involved in the process. The committee chair provided regular updates on the activities and decisions at the regular monthly Planning Commission meeting. In addition an online survey (Appendix B) was conducted specifically relating to the Gateway Districts.

The preferred alternative for the Downtown Gateways boundaries from the sub-committee includes all of the commercial property along Bay Street, as well as a section of town that is proposed for the new Business/Professional zone stretching from the Commercial properties along Bay Street south to Dwight Street, and east to Austin Avenue.

Figure 2.4 – Council-approved option for West Gateway boundary



Figure 2.5 – Council-approved option for East Gateway boundary



Survey respondents and the Subcommittee preferred this alternative for the East Gateway. The proposed boundary extends from the Central DOD boundary along Bay Street, excluding properties that are on the bluff. It also includes lowland properties along the Bethel Corridor south to the roundabout and east on Bay Street to include commercially zoned properties near the Westbay Center. The committee identified goals and policies for the Downtown Gateways District that are reflected in Section 2.5 Land Use Goals and Policies.

2.4.3 Tremont Corridor District

The purpose of the Tremont sub-area plan is to insure that future development in the Tremont Corridor is guided by specific guidelines and land use regulations that have been generated by community wide involvement. This Comprehensive Plan and Tremont Corridor District plan incorporates existing comprehensive or other documents related to properties within the Tremont Corridor Sub Area. This plan will establish certain important Visions, Goals, and Policies as well as standards and guidelines within the Tremont Corridor sub-area.

2.4.3.1 Vision

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

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

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

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

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

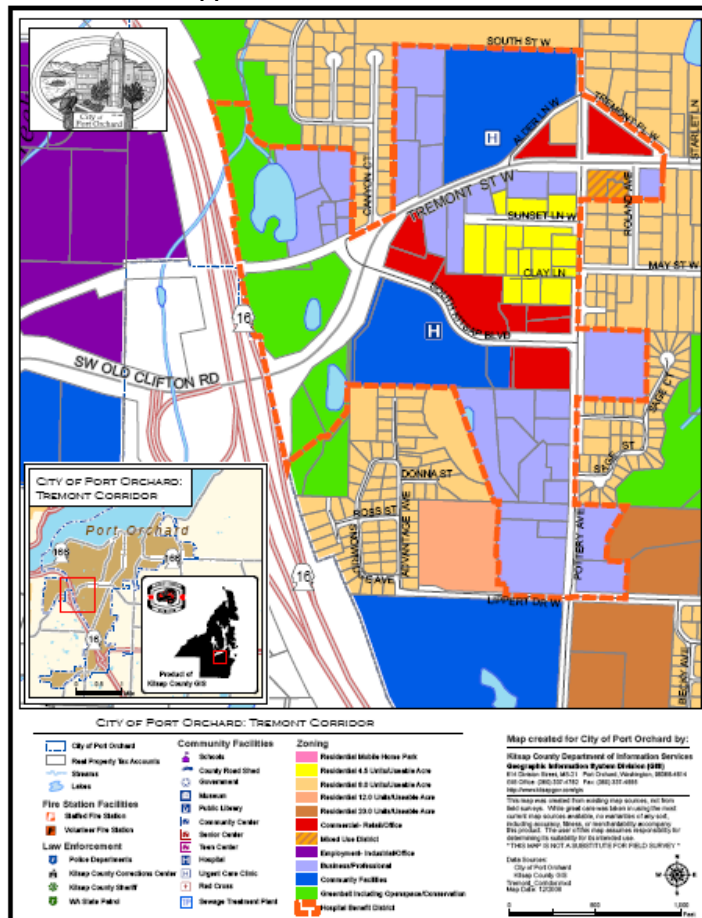
2.4.3.2 Public Participation

To ensure that the Tremont community was involved in the Comprehensive Planning efforts, and that the citywide vision that developed was embraced by the community as

a whole, a grass roots movement was deemed necessary to gather input from the citizens of Port Orchard. It was seen as an opportunity to update the 1994 “Tremont Corridor Specific Plan” and incorporate the plan in the City Comprehensive Plan. To include as much community involvement as possible, City staff used multiple mediums to get the word out to the public, including mailers, websites, an online survey (Appendix B), and a Tremont Corridor Sub-Committee.

A Tremont Corridor sub-committee met each month for three months (April through June, 2008) to discuss the vision for the Tremont Corridor district, the boundaries of the district, and the types of preferred development within the districts. The Sub-committee was composed of Planning Commissioners, residents, property owners, and interested citizens and was open to anyone who wished to be involved in the process. The committee chair provided regular updates on the activities and decisions at the regular monthly Planning Commission meeting. In addition an online survey (Appendix B) was conducted specifically relating to the Tremont Corridor District.

Figure 2.6 – Council approved alternative for Tremont Corridor District



The committee identified goals and policies and preferred alternatives for the Tremont Corridor District that are reflected in Section 2.5 Land Use Goals and Policies. The preferred alternative identified by the committee was further vetted with the residents of the Tremont Corridor to reflect the most accurate input related to the communities

desires. Numerous residents did not agree with the committee preferences and requested that the boundaries include less residential parcels north of Tremont and east of Pottery.

2.4.4 Government / Civic Center District

The City of Port Orchard has benefited from being the Kitsap County seat, as well as Kitsap County long serving as the City's largest employer. Kitsap County has proposed several phased development scenarios to provide options for the expansion of County facilities within the City of Port Orchard over the next 40 years. The District included land use and regulation proposals derived from the Kitsap County Campus Master Plan created in 2003 (Appendix D), which was designed to accomplish the expansion of community facilities and allow uses that would serve to buffer the residential areas from the Campus.

Figure 2.7 – Kitsap County Campus Master Plan 2003, courtesy of Kitsap County.



2.4.4.1 Vision

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

2.4.4.2 Government Campus History

The proposed boundary is based upon on longstanding agreements between Kitsap County and the City of Port Orchard, established by previous zoning ordinances that allowed the conversions of single family residences to professional offices through the provisions of a “special use permit”; and Resolution 1636 passed in 1993 which directed future conversions to be centered within the area from Dwight to Sroufe Streets and Cline and Sidney Avenues.

In 2000, the County submitted an application to construct a jail expansion, which led to a renewed focus on the issue of growth and conversions in the neighborhood. Resolution 1918 passed in 2000 to provide further clarification that “Kitsap County expansion of facilities shall be consistent with a Master Plan mutually approved by Kitsap County and the city of Port Orchard, and consistent with the City’s Comprehensive Plan”.

In 2002, a Comprehensive Plan Amendment was approved to re-designate property on the south side of Dwight Street between Austin and Cline from High Density Residential to Community Spaces to accommodate the need for future administrative offices as identified in a programming study indicating the need for approximately 60,000sf of office space. The County submitted a site-specific Rezone for the County Administration Building which was approved in 2003. During the design phase of the County Administration Building, the County was also proceeding with community input and planning toward the development of the master plan for county and privately owned properties and submitted an application for a Comprehensive Plan Amendment identifying the current Government / Civic Center Boundary.



Figure 2.8 – Kitsap County Government / Civic Center District courtesy of Kitsap County.

2.4.4.3 Public Process

The public process for the Campus Master Plan began with the creation of a stakeholder group in 2002 that included residents, business owners and land owners who are

impacted by the Campus. The input from these meetings resulted in the Draft Master Plan that was then reviewed at a County sponsored open house and then before the City Planning Commission at approximately 6 public meetings. During their deliberations at the public hearing, the Port Orchard City Council recognized the need to integrate future city development and residential neighborhood protection, with ongoing County Facility expansion projects. To that end, the Council defined the proposed boundaries as a “Government Use Master Plan Overlay District” and directed staff to prepare development regulations and review criteria (Appendix E) to ensure that the proposals within the district implement the intent of the Master Plan together with the Goals of the City’s Comprehensive Plan.

2.4.4.4 GCCD District Boundary and Development Regulations

The area bounded by Dwight Street, Smith Street, Cline Avenue, and Sidney Avenue is designated to encourage government-use, and is intended to be an area that will meet the immediate needs of county government for additional parking and office space. The area bounded by Smith Street, Kendall Street, Cline Avenue, and Sidney Avenue will be focused on Governmental-use and private government supporting uses, and is intended to meet the needs of the general community of private services that support the County Administrative functions, and the long term needs of County government. The Government / Civic Center District, GCCD recognizes that as phased expansion of the County campus occurs over time, there will be an on-going need to protect the interests of the community to provide for land for expansion, while also furthering the protection of the remaining residential properties from the impacts of development.

2.5. Land Use Goals and Policies

Goal I. Foster a sense of community within and among new and existing neighborhoods through quality design that enhances community character.

- Policy POLU-1 Design and coordinate capital improvement projects to establish and enhance community character in new and existing neighborhoods.
- Policy POLU-2 The City should work with residents and business owners to identify distinct neighborhoods and establish or enhance their unique character.
- Policy POLU-3 Design guidelines for new development should enhance the quality of the outdoor spaces to encourage social interaction among residents.
- Policy POLU-4 Encourage new development to integrate design features (e.g., natural, historical, and cultural) that reinforce community identity and character.

- Policy POLU-5 Maintain and enhance the single-family residential neighborhoods.
- Policy POLU-6 Locate the highest density residential areas close to shops and services and transportation hubs.
- Policy POLU-7 Continue to allow for new residential growth throughout the community, consistent with the basic pattern of land use in the sub-area.

Growth Management

Goal 2. Provide sufficient development capacity within the City of Port Orchard area to accommodate projected population growth.

- Policy POLU-8 Ensure an adequate supply of housing units within the UGA to meet the required growth targets.
- Policy POLU-9 Manage community growth and redevelopment to ensure: An orderly pattern of land use; a balanced and complete community; Maintenance and improvement of the City's existing character; and Protection of environmentally sensitive areas.
- Policy POLU-10 Tailor development regulations to fit unique circumstances by incorporating zoning or design "overlays" for areas where there is a particular character or design objective such as neighborhood centers or receiving zones for transfer of development rights.
- Policy POLU-11 Create logical boundaries between neighborhoods that take into account such considerations as existing land uses, access, property lines, topographic conditions, and natural features.
- Policy POLU-12 Encourage attractive site and building design that is compatible in scale and in character with existing or planned development.
- Policy POLU-13 Create effective transitions between different land uses and housing types through use of landscape buffers, berms, additional setbacks, building height restrictions, or placement of intensive activities away from less intensive adjacent uses.
- Policy POLU-14 Regulate land use and development in environmentally sensitive areas to ensure protection of environmental quality and avoid unnecessary public and private costs.

Goal 3. Promote a compact land use pattern in Port Orchard to do the following:

Policy POLU-15 Support a multi-modal transportation system.

Policy POLU-16 Minimize energy and service costs.

Policy POLU-17 Conserve land, water, and natural resources.

Policy POLU-18 Support a range of development densities in Port Orchard, recognizing environmental constraints and community character.

Policy POLU-19 Use land efficiently, facilitate infill development or redevelopment, and, where appropriate, preserve options for future development.

Policy POLU-20 Establish zoning overlays and sub-areas in those sections of the city that areas are considered gateways, focal points, or areas requiring special considerations for design guidelines and development to:

- Encourage specific types of economic growth;
- Facilitate specific land use regulations that protect residential communities through buffering and screening; and
- Encourage targeted capital investments (i. e., hospital benefit district)



Land Use/Transportation Linkage

Goal 4. Encourage land use patterns that promote convenient multi-modal access to goods and services and reduce auto dependency.

Policy POLU-21 Promote higher residential densities, mixed use areas, and a jobs-to-housing balance to provide greater access to public transportation and other modes of travel such as walking and cycling.

Policy POLU-22 Create opportunities to retrofit single-use commercial and retail developments into walkable, mixed use areas served by transit, thereby reducing the need for people to drive to every destination.

Policy POLU-23 Consider housing, offices, shops, and services at or near the park and ride lots.

Policy POLU-24 Provide easy access for industrial development from arterials or freeways. Avoid industrial access through residential areas.

Policy POLU-25 Provide pedestrian walkways, trails, landscaping, crosswalks, and other features in existing and new development that support the integration of bicycling and walking.

Policy POLU-26 Provide vehicular and non-motorized connections between adjacent properties.

Residential Land Uses

Goal 5. Foster a sense of community within and among new and existing neighborhoods through quality design that enhances community character.

Policy POLU-27 Design and coordinate capital improvement projects to establish and enhance community character in new and existing neighborhoods.

Policy POLU-28 The City should work with residents and business owners to identify distinct neighborhoods and establish or enhance their unique character.

Policy POLU-29 Design guidelines for new development should enhance the quality of the outdoor spaces to encourage social interaction among residents.

Policy POLU-30 Encourage new development to integrate design features (e.g., natural, historical, and cultural) that reinforce community identity and character.

Policy POLU-31 Maintain and enhance the single-family residential neighborhoods.

Policy POLU-32 Locate the highest density residential areas close to shops and services and transportation hubs.

Policy POLU-33 Continue to allow for new residential growth throughout the community, consistent with the basic pattern of land use in the City.

Goal 6. Provide for a range and variety of housing types to meet the changing socio-economic demands of the population.

Policy POLU-34 The City should allow for a wide range of housing types that will provide housing that is affordable to all economic segments of the population.

Policy POLU-35 Guidelines for the mix of housing in each community should be established to avoid a concentration or predominance of one type in any given area.

Commercial Land Uses

Goal 7. Locate and develop commercial centers that enhance community identity and contain a mix of land uses that provide opportunities for area residents to live, work, and play.

Policy POLU-36 Establish a hierarchy of commercial centers serving neighborhood, community, and/or regional needs.

Policy POLU-37 Community centers that provide goods and services to several neighborhoods should be designated at intersections of major arterials such as Bethel/Lund, Bethel/Sedgwick and Sidney/Sedgwick.

Policy POLU-38 Community centers should provide for a mix of land uses including commercial retail, office, residential and public with the predominant type being commercial retail.

Policy POLU-39 Community centers should be designed to provide for safe and efficient internal circulation for vehicles and pedestrians.

Policy POLU-40 Guidelines for community center design should be established and include streetscape and internal landscaping to soften visual impacts and promote a sense of place.

Policy POLU-41 Create development regulations that promote development at a human scale to minimize tall blank wall faces.

Policy POLU-42 Neighborhood centers should be at a smaller scale than community centers and limited in area to preserve surrounding residential and avoid potential land use conflicts.

Policy POLU-43 Reflect the following principles in development standards and land use plans for commercial sub-areas:

Urban Design

- Create lively and attractive districts with a human scale.
- Support a mix of retail, office, and residential uses in multistory structures.
- Create effective transitions between commercial area and surrounding residential neighborhood.
- Protect residential areas from excessive noise, exterior lighting, glare, visual nuisances, and other conditions that detract from the quality of the living environment.

Access

- Encourage multi-modal transportation options, especially during peak traffic periods.
- Promote an intensity and density of land uses sufficient to support effective transit and pedestrian activity.
- Promote a street pattern that provides through connections, pedestrian accessibility and vehicular access.
- Encourage pedestrian travel to and within the commercial area by providing:
 - safe and attractive walkways;
 - close groupings of land uses;
 - parking lot design that reduces walking distances and provide safe walking routes; and
 - off-street surface parking to the back or side of buildings to maximize pedestrian access from the sidewalk(s).

Policy POLU-44 Maintain and strengthen existing commercial areas by focusing development within them and establishing development guidelines.

Policy POLU-45 Maintain and enhance downtown Port Orchard’s role as the “urban center” for the South Kitsap/Port Orchard region, reflecting the following principles in development standards and land use plans:

- Create a compact area to support a transit center and promote pedestrian activity.
- Promote a mix of uses, including retail, office and housing.
- Encourage uses that will provide both daytime and evening activities.
- Support civic, cultural, and entertainment activities.
- Provide sufficient public open space and recreational opportunities.
- Enhance, and provide access to, the waterfront.

Policy POLU-46 Emphasize new medical and office development with a complementary mix of supporting uses along the Tremont Corridor east of SR-16.

Policy POLU-47 Discourage strip commercial land use development patterns and concentrate commercial/office development in pedestrian friendly centers.

Goal 8. Provide sufficient land capacity to accommodate new and expanded opportunities for employment.

Policy POLU-48 Provide opportunities for light industrial and high technology uses.

Policy POLU-49 Encourage and support locations for businesses providing primary jobs in Port Orchard industrial park.

Goal 9. Encourage community design principles that improve public health.

Policy POLU-50 Develop public walkways and trails between developments where feasible to facilitate physical activity.

Policy POLU-51 Create incentives for urban developments that:

- Create connected street networks with bicycle and pedestrian facilities.
- Expand trail networks.

Overlay Districts Goals and Policies

Downtown Overlay District and Gateways

Goal 10. Provide zoning that is consistent with Port Orchard’s existing built environment, topography, and lot sizes that allow for financially viable, quality development.

Policy POLU-52 Allow bulk standards (height, setbacks, building size, parking requirements, etc.) and a minimum unit size to determine residential density.

Goal 11. Retain Existing Maritime Industries

Policy POLU-53 Encourage incentives for maritime industries to remain and expand development to serve the Puget Sound boating industry.



Goal 12. Encourage mixed use development within the Downtown and Gateways.

Policy POLU-54 Encourage residential use above commercial and retail ground floor developments, including incentives and public amenities.

Policy POLU-55 Adopt design standards for the Gateways.

Goal 13. Encourage facilities that will draw local residents and tourists to Downtown and the Gateways.

Policy POLU-56 Facilitate the planning and construction of waterfront parks or gathering places.

Policy POLU-57 Develop a parking garage for use by downtown residents, visitors, and people who work downtown.

Policy POLU-58 Require a 10-foot wide boardwalk, dedicated to the public, on the shoreline for redevelopment projects, and seek funds to acquire easements on private properties and build a boardwalk on public property.

Policy POLU-59 Create an aesthetically pleasing entryway to the City with the use of high-quality signs, artwork and landscaping.

Tremont Corridor Overlay District

Goal 14. Encourage development within the area that supports the major hospital and medical installations (Harrison Hospital and Group Health) and assists the emergency response agencies in the corridor (South Kitsap Fire District).

Policy POLU-60 Encourage regulations that enhance existing businesses while providing incentives that promote economic growth in the corridor while maintaining sensitivity to residents in the area.

Policy POLU-61 Encourage professional and office uses that support the medical industry and create pedestrian oriented health care focus.

Policy POLU-62 Adopt Tremont Corridor Design Standards for non-residential structures within Tremont Overlay District.

Policy POLU-63 Promote the creation of a hospital benefit district that will in turn create opportunities for additional community and economic development funding.

Goal 15. Create landscaping requirements specific to the Tremont Corridor with emphasis on the boulevard (Tremont Street) and creating an attractive entry way to the city.

Policy POLU-64 Incorporate revised landscape standards into the Port Orchard Municipal Code and apply landscaping standards developed for the Tremont Corridor

Policy POLU-65 Require new developments to utilize landscaping that creates visually interesting and environmentally sustainable design.

Goal 16. Encourage residential units in walking distance to employment, services, and Health Care facilities.

Policy POLU-66 Require sidewalks or interconnected pedestrian paths or a systems of trails for non-motorized transportation with all new development.

Goal 17. Encourage development of an efficient multimodal transportation system and develop a funding strategy and financing plan to meet its needs.

Policy POLU-67 Encourage all new developments to limit direct access to Tremont Street

Policy POLU-68 All future City paving projects on streets within the Tremont Corridor should include continuous 5-foot paved walkways for pedestrian use. These walkways shall be coordinated with an area wide Trail Plan as necessary.

Policy POLU-69 Developments abutting public rights-of-way within the Tremont Corridor should include sidewalks and bicycle lanes.

Policy POLU-70 The City shall help to facilitate the development of trail systems that connect the Tremont Corridor with transportation facilities in the surrounding areas.

Policy POLU-71 Encourage the expansion of Kitsap Transit's service to increase trip frequency within the Tremont Corridor.

Government / Civic Center Overlay District

Goal 18. Encourage Campus like development in an orderly and aesthetic manner supporting the needs of the Kitsap County Government Uses.

- Policy POLU-72 Encourage development of community oriented uses and services that support the mission of the County Seat.
- Policy POLU-73 Support limited business and professional uses that serve the governmental offices and provide services to the employees and citizens.
- Policy POLU-74 Require the development of a pedestrian plaza within the campus as a gathering spot and center for meetings, rallies, and public organization efforts
- Policy POLU-75 Support residential use within the overlay district and ensure new development is sensitive to those uses.
- Policy POLU-76 Create design review criteria for government development within the overlay district and require review by a design review board for all new government structures.
- Policy POLU-77 Encourage use of landscaping to mitigate impacts of noise, lighting, odor, and aesthetics on surrounding residential neighbors, through the use of such measures as evergreen plant screens, sound barriers, fences, mounding, berming, etc.
- Policy POLU-78 Encourage Green Building Standards and low impact development for all governmental development within the overlay district. Structures designed LEED Silver standard for all new governmental development is strongly supported.
- Policy POLU-79 Require pedestrian friendly development that encourages non-motorized mobility throughout the overlay district with connections to adjacent points of interests or centers of activity.