APPENDIX 2

URBAN WATERFRONT WALKWAY
City of Port Orchard
Urban Waterfront Walkway

prepared by:
kasprisin design group
1985
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April 30, 1985

The Honorable Leslie J. Weatherill
Mayor, City of Port Orchard
Port Orchard, Washington 98366

Dear Mayor Weatherill:

We are pleased to present the City of Port Orchard with this report, entitled City of Port Orchard Urban Waterfront Walkway.

The opportunity to prepare a long range walkway master plan for the Port Orchard waterfront has enabled our design team to assist the city in advancing one more step toward realization of a dream many citizens and downtown merchants have entertained for years: revitalization and active re-use of the Sinclair Inlet Waterfront. This walkway will provide a better, safer way for the elderly, handicapped and general citizenry to gain access to downtown. The project will also greatly improve the visitor use of one of the city's more dramatic resources, the waterfront.

We realize that funding is limited for a project of this type. We have, therefore, designed the walkway to be developed in segments or increments based on the priorities of the city.

We look forward to assisting you and the city in anyway possible in the implementation of this project and thank you for the opportunity to once again serve the people of Port Orchard.

Sincerely,

KASPRISIN DESIGN GROUP

Ronald J. Kasprisin, AIA, APA
Architect and Urban Planner

rjkwy
ACKNOWLEDGEMENTS

Urban Waterfront Walkway
City of Port Orchard
Port Orchard, Washington
1985

Mayor Leslie J. Weatherill

City Council Members

Jack Grable
Robert Geiger
John Clauson
Margaret Jane Miller
Chuck Childress
Jim Wilson
Gerald Grosso

City Staff

Larry Curles, City Engineer
Cory Smith

Kasprisin Design Group
Architect and Urban Planners
2510 Fairview Avenue East
Seattle, Washington 98102

Ron Kasprisin, Principal-in-Charge
with
Paul Hedrick Design
2510 Fairview Avenue East
Seattle, Washington 98102

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This project was supported by funds from the Office of Coastal Zone Management, National Department of Commerce, administered by the Department of Ecology, State of Washington.
PREFACE

The City of Port Orchard has commissioned the Kasprisin Design Group to develop a conceptual layout for a waterfront walkway system. The study area extends from the Lighthouse Restaurant, near the west end of the city, along the urban waterfront to the V.A. residential complex in Retsil. A waterfront walkway is consistent with Port Orchard's desire to focus its attention on the waterfront, a valuable visitor industry resource. The proposed walkway will also make it easier for area residents to walk into downtown along the water with reduced pedestrian vehicular conflicts. Presently, only the marina area has a developed pedestrian path of significant length. Other areas vary in their ability to handle pedestrians with few areas having developed walkways.
COMMUNITY COOPERATION AND ESTABLISHING GOALS

To implement a continuous walkway along the waterfront will require the cooperation of private and public land owners if the walkway is to become a reality. In areas where the walkway may cross private land, incentives, such as security lighting, may encourage owners to participate. The implementation of a waterfront walkway will take time, being built in sections as funding and opportunities become available.

The need for an overall design route, with possible alternatives, should be established as a long range goal. Subsequently, when individual developments are designed along the water, allowance should be made to ultimately allow the walkway to be continuous. There are certain areas in the study area where, given present uses, it will not be feasible to have the walkway follow the water. In these cases, it will be built along the roadway.
Short range goals are projects that can be funded and implemented and may be either a special use feature along the route or part of the walkway itself.

City officials are enthusiastic about the waterfront revitalization and have already initiated several projects which will be incorporated into the proposed walkway. They are: the new public pier being built near the Lighthouse Restaurant on the DeKalb Street Waterway; the re-use of the sewage treatment facility near the marina; and various landscaping projects near the waterfront. The visitor port facility proposed by the Port of Bremerton will tie into the walkway system and enhance Port Orchard’s reputation as a desirable visitor destination attraction.

REPORT ORGANIZATION

This report will first show a graphic depiction of a recommended route with possible alternatives. Then the route will be broken into segments and each will be discussed in more detail with conceptual sketches showing how development may occur. The design team was also requested to address the issue of how signage may be used to aid the visitor and identify points of interest. A final component will suggest possible funding sources.

SITE ANALYSIS AND MINIMUM STANDARDS

The establishment of a recommended route which the walkway may follow first required the documentation of the existing shoreline. Present pedestrian routes were identified and ranged from developed sidewalks through the marina area to areas where the roadway presses against the waters edge leaving little room for pedestrians. Areas like those just mentioned and others where high vehicular use mixes with unestablished pedestrian routes have been shown on the site plan as places where special attention should be given to pedestrian safety. In some cases these areas can be avoided by pursuing the waterfront route away from auto traffic.

Due to the fact that the walkway will be planned and built in phases, it will be important to arrive at some design guidelines so future projects along the waterfront can be incorporated into the system. The first objective would be that waterfront development occurring along the approved route should make every effort to include provision for pedestrian through-access. Closed system development should be discouraged. "Doorways" should be left at either end of the development to tie into future walkway segments. Establishing some basic walkway widths and safety features will help the overall design maintain continuity. These different situations are shown diagrammatically.

In the more detailed section that follows, the overall site plan features and particular problems will be discussed as they occur in sequence along the route.
WALKWAY WIDTH STANDARDS

As mentioned previously, maintaining a uniform walkway width and including some standard safety features will benefit the system. A width of six feet is wide enough to allow a bicycle to pass pedestrians. This will enable bicycle traffic to occur on the walkway. A buffer zone of three feet should occur between vehicular traffic lanes and the walkway. This buffer is of primary importance along heavily traveled Bay Avenue where the pavement only averages eighteen feet in width. Though not mandatory, a guardrail in the buffer area will add to pedestrian safety.

OVERALL SITE PLAN
* boardwalk over water or steep hill

* seawall along traffic lane

6 ft.

18 ft. approx. aev. 3 ft. 6 ft.
Basically the walkway can be built as a sidewalk on grade or as a boardwalk built on piers along the waters edge. As the latter technique is more costly, an effort has been made to identify a route on grade where possible. In other areas it may be necessary to incorporate a walkway into future seawall replacement projects.

**PUBLIC PIER TERMINUS**

1. In conjunction with the Lighthouse Restaurant the DeKalb Street Pier, which has been recently completed, will act as a terminus for the waterfront walkway.

A choice must be then be made whether to circumvent the waterfront buildings and follow the shoreline or follow the highway into town.

The shoreline option is certainly the more scenic and this route could connect to the walk behind the Kitsap County Bank building.

Because the public boat launch is a high activity area, this would be an ideal viewing rest area for walkers. Essentially this would be a small seating area in a safe location.

The shaded area along Bay Street presently has no designated pedestrian areas. A raised sidewalk should incorporate shared curbcuts to minimize auto-pedestrian interference.
4. The abandoned water treatment facility will be refurbished to provide a viewing area for the marina activity.

Pedestrian routes are well defined as one enters a downtown and the marina area.
5. This location along the existing boardwalk would be a good location for a covered bus stop with limited seating for visitor port viewing. This presently is a bus stop area for the Kitsap County Bus System.

6. The planned visitor Port facility should benefit the City and compliment the waterfront walkway.

7. This is an area where a steep hillside abuts the roadway and a pedestrian route would require a pier system of construction.

1. The Port of Bremerton has already designated this parcel for a park development. The park will be an excellent visitor facility but provision should be made to allow a walkway connection between the boardwalk and a future walkway along Bay Street.

This section is a bottleneck with a limited shoulder area along Bay Street. Some existing buildings appear abandoned and others press against the roadway. Future uses should include an easement for the walkway as this property is situated in the Bay Street right-of-way.
With the cooperation of private land owners, the walkway could incorporate a scenic section of shoreline away from most auto traffic.

0. A pedestrian bridge over Blackjack Creek would be a good vantage point for harbor viewing. In addition, a bridge at this point would alleviate a point of major vehicular-pedestrian conflicts on the existing bridge.

1. At the West Bay Shopping Center, no designated walkways exist. A walkway behind the center would be a pleasant and safer alternative for pedestrians.
2. This beach area is one of the few natural beaches within the downtown. The property is privately owned and not presently available to be developed for public use, it appears, however, that locals and visitors park cars nearby to catch the harbor view. An organized approach to some parking and a walkway will help preserve this natural amenity.

3. Waterfowl congregate along this portion of shoreline making it an appropriate location for a small rest area. As this is also a long unbroken stretch of walkway, the rest area may especially be appreciated by senior citizen users.
IMAGE: D
existing

proposed
4. Local resident reports indicate this section of roadway is not properly drained, causing the shoulder area to flood after heavy rains. Walkers must use the narrow driving lanes to circumvent the flooded areas.

5. Mitchell Point can become an area designed for local community use as well as rest/viewing point for visitors. A small covered seating area with an open fire pit would make this an excellent location to watch harbor activity in the evening as well as during the day.

6. Presently this short section of roadway has shoulder area width of only two feet. Walkers are restricted to an area between the vehicular travel lane and a depressed seawall.
17. Due to the close proximity of the buildings to Beach Drive at Arnold Avenue, it is advisable to use the land side of the street for the walkway. This should include improved crosswalk identification over what now exists to alert motorists of traffic.

The trail on the hill from the V.A. residence should be improved at least along the lower section. In its present condition, broken and twisted handrails and uneven ground offer little incentive for potential users. To re-establish this pathway with realistic and comfortable walking grades removes pedestrian traffic from Beach Drive, a road poorly suited for pedestrians.
SIGNAGE RECOMMENDATIONS

The purpose of a signage system will be to provide information to users on the features of Sinclair Inlet and help locate their position on the walkway.

On the opposite page is a sketch of a small information center. As noted on the accompanying map, these may be installed at the three locations indicated on the plan. They could include a short local history; a map of the Sinclair Inlet vicinity noting special features which can be seen across the water; and, a map of the walkway.

Vandalism is a concern for "Street Furniture." Ideally, the signs should be made with a substantial base such as concrete with stocky wooden members. The map area would be covered with vandal resistant plastic and could be replaced if damaged without having to repair the map surface.

The lower sketch would be typical of identification signage. It is designed primarily for pedestrians and therefore could be unobstructive to views and incorporated into the design of the rest area or seawall.
map locations

Lighthouse Restaurant  Marina  Blackjack Creek  Mitchell Point

walkway information center

PORT ORCHARD WALKWAY MAP

PROTECTIVE LEXAN COVER

SINCLAIR INLET VICINITY MAP
STRATEGY AND PHASING

A strategy for accomplishing the walkway should focus on the critical nodes or gathering areas along the walkway as well as important walkway segments which are unencumbered by private ownership issues. Therefore, the priority of walkway increments should be as follows:

I. Nodes on public property;

II. Walkway segments on public property which would alleviate or reduce potentially unsafe areas;

III. Walkway segments on public property which are important connections between special features, or provide access to special features;

IV. Walkway segments on private property where the private landowner is willing to cooperate with the overall program.

V. Walkway segments which can be constructed as 'spin-off' projects associated with larger, more extensive public infrastructure projects.

Number of these phasing increments can be issued and developed concurrently.

METHODS OF FINANCING SEGMENTS

Public sector walkway segments and nodes can be financed in part by various state and federal programs. These programs are diverse and require commitment by the City and/or the Port for eligibility.

1. The City of Port Orchard Capitol Public Improvements Program, as financed by local taxes. The walkway segments should be prioritized by downtown and neighborhood districts and included within the city's streets and sidewalk program;

2. State of Washington Inter Agency Committee for Outdoor Recreation (IAC) has available 50% matching grants for public recreation projects which provide access to the waterfront are participatory (jogging, walking, bike riding, viewpoints, etc.), and family oriented. Application for funding should be made to IAC by May 1985 for consideration for funding. This is one of the more reliable and available sources. Competition is keen and grant packages should be well prepared.

3. The Washington State Department of Commerce and Economic Development, Community Economic Revitalization Board (CERB) provides low interest loans through municipalities for public improvements necessary to stimulate private investment and job creation. The Port of Bremerton could qualify for these funds to construct walkway and node projects in conjunction with new visitor moorage.

4. The Washington State Community Development Block Grant Program could assist particularly as this project benefits low and moderate income citizens by providing public recreation and access to the water; would resolve problems which could alleviate potentially health and safety problems for pedestrians; and would provide special projects directed to the removal of architectural barriers which restrict the mobility and accessibility of elderly and handicapped persons. Property acquisition could be on eligible project cost.
5. A local improvements district could be formed, by city district, for the non-city wide or neighborhood share of the project. While an L.I.D. may not be the most popular approach for local residents, the City may participate and pay the majority share with a smaller L.I.D. benefiting adjacent property owners.

6. The Economic Development Administration's Public Works Assistance Program may be a valid source for developing publicly-owned recreational facilities to develop the area's tourism.

All of these programs are discussed at length in the Port Orchard Waterfront Revitalization Project, 1983 under Chapter 3, The Next Step: Strategy and Implementation.

The strength of the waterfront project regarding its competitiveness for state and federal funds lies in three key areas: First, the project will benefit elderly, handicapped, and/or low income residents of Port Orchard, and specifically the Veterans Administration have to gain improved access to downtown services; second, the project will reduce the potential vehicular-pedestrian conflicts which presently exists along the waterfront road network; and, third, the project will support the visitor use of the waterfront, thus strengthening the visitor industry economic objectives of the city.

In any event, the total project can be phased accordingly to the needs and budget. Accomplishing at least one segment of the walkway system each year will provide functional and visual impact and maintain community momentum.
Port Orchard Waterfront Revitalization Project

City of Port Orchard
Port Orchard, WA
1983
3 May 1983

The Honorable Lee Caldwell
Mayor, City of Port Orchard
Port Orchard, Washington

Dear Mayor Caldwell:

We are very pleased to submit the City of Port Orchard Downtown Revitalization Recommendations to the City and citizens of Port Orchard. These recommendations represent six months of intensive study working with the Revitalization Task Force, the City Council and City Planning Commission. We are confident that this report portrays the community’s objectives and ideas in a realistic and achievable manner.

We have designed this report both as a graphically illustrated design instruction book and a document which promotes the resources of the community. The recommendations strive to capture the assets and potentials of those resources for the future economic and physical benefit of the community.

Our study team, which consisted of KASPRISIN-PETTINARI DESIGN and JUMP, HUIBREGTSE, STOUDER, INC., have enjoyed working with the city’s elected officials, city staff, and the Task Force Members. We are very encouraged by the leadership which exists in both the public and private sectors of the Port Orchard community and are confident of the increase in the quality of life that the leadership will engender for the downtown and waterfront areas.

We trust we have fulfilled the charge given to us by the City and look forward to seeing the recommendations presented in this report becoming reality. We are always available to assist you in any way possible in the future development of your city.

Sincerely,

KASPRISIN-PETTINARI DESIGN

Ronald J. Kasprisin
Architect and Urban Planner

RJK/rb
WATERFRONT REVITALIZATION PROJECT

CITY OF PORT ORCHARD
Port Orchard, Washington

1983

Special Thanks To:

Revitalization Task Force:

Ken Cherry
Russel Halsted
Ron Mason
Carolyn Powers
Arnold Norem
Herb Thelson
Marvin Coe
Jerry Barkhardt
Law Reichter
Barbara Stamp
Jim Armstrong
Jorden Cohen
Millard Buford
Marlin Mangels
Bill Strankman

We greatly acknowledge the flying skills of Larry Curles, City Engineer - The Red Baron would have been proud.

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This project was supported, in part, by funds from the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce, administered by the Department of Ecology, State of Washington.
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PURPOSE AND USE OF THIS DOCUMENT

The objectives of this study are to develop recommendations for revitalizing the downtown and waterfront areas of the City of Port Orchard. Those recommendations are presented in this document.

The purpose and use of this document is threefold:
1. to identify and describe those projects in downtown and along the waterfront which can be realistically and affordably accomplished;
2. to demonstrate the manner in which those projects can be accomplished, both through local efforts and financing and, through assistance from federal, state and/or other non-local sources;
3. to serve as a promotional document for use by both the City of Port Orchard and the merchants and citizenry in pursuit of revitalization objectives.

- submission of the report or sections of the report to Puget Sound area travel associations, travel agents, visitor associations;
- submission to cruise ship companies such as the Virginia V. Foundation, West Tours and charter boat operations to demonstrate the present and future visitor industry development activities of the area;
- the report should be circulated to the library and the Port Orchard Historical Society.

Port Orchard has the opportunity to use the outstanding natural and developed resources of the surrounding area to greatly improve its image and economic base. Promoting these resources as a part of a revitalization strategy is a significant objective for the use of this document. Examples of such promotion effort include:

- the report should be submitted to state and federal legislators as a means of documenting the City's development objectives and informing the legislators of the specific projects and funding strategies the City anticipates assistance in developing;
- In addition, the document and its graphics should be made available to special local interest groups for the promotion and development of private sector economies which relate to downtown and waterfront revitalization. Such groups could include:
  - The downtown association(s);
  - local merchants and realtors;
  - local and area chamber of commerce;
  - private investor groups;
  - The Port of Bremerton.

Finally, this report should become a necessary and on-going tool for the private sector in the revitalization of downtown Port Orchard and its waterfront.
PREFACE

The Port Orchard Downtown Waterfront Revitalization Project is being sponsored and managed by the City of Port Orchard. The firm KASPISIN-PETTINARI DESIGN, Architects and Urban Planners, is under contract to the City to develop the waterfront development plan. The funding for the study is provided by the City of Port Orchard and the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce, administered by the Department of Ecology, State of Washington. The project is assisted by a Task Force of area residents, property owners, business people and city officials.

The project area encompasses the total waterfront within the city limits with special attention on the downtown area. While dealing with the waterfront area, the study assesses the related issues of parking, retail activity and the changing use of the downtown.

The project began on November 1, 1982, with the first Task Force meeting in City Hall. On December 14, 1982, the Task Force met to discuss issues and direction. On January 17, 1983, an open house was held in the Howe Building at Frederick and Bay Streets to gain input from the general public. This open house, referred to as a "design studio," proved a big success with over sixty people providing input for the designers. On March 2, 1983, the study team circulated a newspaper insert in the Port Orchard Independent for public information and project promotion. On the evening of March 7, 1983, there was a major presentation of design concepts and site specific recommendations. On the evening of April 11, 1983, the Task Force and City Council reviewed final recommendations and the study team proceeded with preparation of the final document.

THE PLANNING DOCUMENT

This document has been designed to emphasize design concepts and specific design recommendations.

The report is organized into three chapters:

- **Context**: a description of the locational assets of Port Orchard as well as a summary of those significant influences affecting development;
- **Design Recommendations**: specific proposals for revitalization in both the public and private sectors;
- **The Next Step...**: a discussion of strategy and methods to implement the designs.

Many projects are presented with the anticipation that their implementation could occur within the first year. Other projects, more complex, are described in relationship to the additional planning, coordination and design necessary to make them happen.

Finally, while this document deals primarily with the downtown area of Port Orchard and the immediate waterfront and upland areas within the city boundary, the design approach and community involvement which were so important to the success of this document are also possible in other areas of the city.
THE SETTING ...
FACTORS INFLUENCING DEVELOPMENT

A VISITOR'S VIEW - THE MISSOURI AND PORT ORCHARD
area resources

In order to understand and appreciate the potential of the Port Orchard community, it is necessary to understand the physical proximity of the community to western Washington's mountain and water resources, recreational opportunities, and urban centers. The nature of the community's image, Port Orchard's commercial center revitalization, and the future economic base of the community is directly related to the recognition of and appreciation for those natural resources.

Highlights of the area's resources and history are essential to the reader as a backdrop for the design proposals which follow in later chapters.

**THE PUGET SOUND REGION**

- the composition of forests, water and mountains of Western Washington;
- the Olympic Mountain range thirty miles to the west;
- access to the City of Tacoma twenty miles to the south;
- access to the City of Seattle fifteen miles to the east;
- direct access to the City of Bremerton nine land miles (three water miles) to the north;
- views southeast to Mount Rainier and northwest to the Olympic Mountains;
- and, the employment, recreation and livability of Kitsap county.

**ITSAP COUNTY**

- Sap county lies between the developing urbanridor of Tacoma-Seattle-Everett and the Olympic mountains and Pacific Ocean to the west. The county landscape is characterized by the shorelines of the bays and inlets of central Puget Sound as well as the glaciated inland ridges and bluffs formed by the Vashon Glacier some 14,000 years ago. Significantly for the City of Port Orchard, access to Kitsap County from the east for the past 100 years or so has been limited and has provided the community with an isolation and insulation which has remained until the last decade.

The county's image is strongly influenced by the smaller inlet communities of Poulsbo, Silverdale, Kingston, Manchester and Port Orchard. As Kitsap County responds and reacts to the increased development of marine and military related economic activity, so too is Port Orchard, the County seat, changing and modifying its role and function. Kitsap county land use policy is promoting high density population growth at and near urban centers. For the South Kitsap County planning district, Port Orchard and Manchester are those urban centers containing or having potential for the necessary services to support the higher population concentrations. A county objective is to protect the rural character of the Kitsap peninsula and control the growth associated with the developing military related employment base.

County population, by county estimates, will increase from the 1975 figure of 26,700 in South Kitsap to 42,000 by 1985, two years away. The 4,600 population of Port Orchard will definitely be impacted by the county growth, possibly exceeding 5,000 by 1985.

The military employment base is expanding at the Bangor Naval Reservation northwest of Port Orchard, at the naval ship yard at Bremerton immediately north of the city, and at the Keyport Naval Research Station to the west. Associated impacts on Port Orchard will involve annexation pressures, increased service requirements, additional outlying shopping plaza proposals, and traffic and transportation problems.
THE CITY OF PORT ORCHARD

The physical characteristics of the city consist of the ever present waterfront along Sinclair Inlet, uplands which rise sharply from the water's edge along the northern portion of the city characterized by north-south ravines serving as drainage ways to Sinclair Inlet. Two predominant ravines bound the downtown commercial center of Port Orchard, Blackjack Creek on the east and Port Orchard Boulevard (a historic drainage area) on the west. An additional ravine exists east of Blackjack Creek and forms the corridor for SR-160, Bay Street.

Blackjack Creek is a significant salmon habitat in the Sinclair Inlet Basin. Chum, coho, and chinook salmon, steelhead, and sea-run cutthroat trout all occupy the creek drainage. Chum salmon utilize the lower reaches for spawning and rearing. No significant habitats exist for fish species along the City of Port Orchard's Sinclair Inlet waterfront.

To constructively deal with the impacts of county growth, Port Orchard must modify its image and role as a small waterfront community. In no
manner need the values and intimacy of the small community change drastically; however, as services, housing, shopping areas and public facilities expand away from the water's edge, the role of the historic waterfront center needs to adjust. As Port Orchard develops further as a "focus" or center of activity for South Kitsap County, the resources of its natural setting, the views, recreation potential and quality of life need to be reasserted and promoted as inherent characteristics in the emerging Port Orchard community.

The Port Orchard Downtown Waterfront Revitalization Project is bounded on the north by the harbor line, on the east by the city limits, on the south by the upland residential areas, and on the west by the city limits.
**HISTORY**

The following are summary glimpses from "Sidney, That's In A Name" Kitsap County A History. Published by the Kitsap County Historical Society.

The town of Sidney (Port Orchard) was named after Sidney Stevens by his son Frederick when the town was being plotted in 1886. While Sidney became Port Orchard in 1903, there were in actuality four Port Orchards in the Sinclair Inlet area: 1) the early ill town at Enetai; 2) Charleston (formerly Port Orchard); 3) in 1893, the town of Port Orchard two miles west of Bremerton; 4) and the existing City of Port Orchard (Sidney).

Port Orchard (Sidney) has been the county seat since 1893. The physical development of the town began in 1886 and was bound by Sinclair Inlet (Port Orchard) on the north, Sidney Street on the east, Division Street on the south and West Street on the west.

In 1900 the boundaries were fixed by the Inlet on the north, Mitchell Road on the east, on the south by 30th Street, and one block west of Short Street on the west.

Agriculture was the primary industry until a Navy Commission selected Port Orchard Bay as a site for the second Pacific Coast Naval Base. In addition to the naval use, two steam sawmills and shingle mills operated on Jack Jack Creek. A large pottery and terra-cotta plant was located at the foot of Pottery Hill. Fire spreaded both the pottery and shingle mills.

In 1888 Bay Street was beach or tidelands, flooding with salt water with every tide. The first "LID" improvements was placed on local saloons in the form of a license tax or poll tax and Sidney and Bay streets were improved. By 1905, Bay Street was a muddy boardwalk containing over twelve structures clutching the S.S. Finney Livery Barn, Weber's loom, Corbetts' Drug Store, Yang's Building, e Brick Hotel, Miller's General Merchandise, Vie's Grocery Store, a Methodist Church, a First Christian Church, a funeral parlor, the Shingle Mill, Dempster Cottage and Ainsworth's Grocery.

The late 1880's and 90's several railroad surveys were conducted which impacted, at least, the names of Port Orchard's streets. Examples include "Depot Street" in Annapolis, "Railroad Avenue" in the Pottery Hill ravine, and "Railroad Addition."

1892, the county seat was approved for Sidney, moving from Port Madison. In 1908, the Washington Veterans Home was located to the east of town.

Sidney Hill was referred to as "Port Hill" in the early days and was secured with a cannon from the old steamer Polytoskys, a gunboat inherited from Russia with the U.S. purchase of Alaska.

Much of Port Orchard's history is clearly related to water and ships. Early residents of Port Orchard (Sidney) were not adverse to rowing to Seattle although sailboat transport was more common. Around 1896, steamer service began to the Bay from Seattle, Colby, and Manchester. The early steamers were the Leij Erickson, the Helen, the Grace, the Mountaineer, the A.R. Robinson, and the San Juan. Stern wheelers were used up to 1900. Freight was handled primarily by sailboats such as the schooners Gary, Cora, and Joaquin. Around 1900, more substantial craft plied the Bay such as the Athlon and Inland Flyer (forerunners of the Virginia class). Others joined the fleet and the H.B. Kennedy (changed to the Seattle) became an automobile ferry in the early 1900's. The City of Bremerton was the first automobile ferry to serve Port Orchard Bay.

Passenger and vehilce steamers and ferry ships have played a dramatic part in Port Orchard's history. Names of a few of the ships include: Chippewa, Enetai, Willapa, City of Sacramento, and Malahat. There may be a place in Port Orchard's future for at least the remembrance of the Mosquito Fleet.

**ARCHITECTURE**

Architecture: Fire has claimed many of the original Port Orchard-Sidney structures since 1890's. In 1895, nineteen buildings of the business center of Sidney were destroyed. Despite fire and perennial economic hardships, the downtown has rebuilt and remodelled itself over the last ninety years. Basic materials included wood and wood frame construction. Design was actually quite diverse, reflecting the dreams and aspirations of the community. Styles ranged from the mid-victorian and somewhat elaborate Sidney Hotel to the work buildings of the Port Orchard docks.

The Sidney Hotel (Navy View Hotel), completed in 1893, contained forty-five rooms, a dining room, a lobby/ballroom and bar, plus utility rooms. The hotel was moved two blocks to its present location in 1910 after a flash flood damaged the foundation. Historically, uses have varied from the stately and elegant Navy View Hotel to a work house for the county.
The structure is presently vacant and in a state of partial restoration.

Miller's General Merchandise (Blanchard's Department Store), located on Bay Street, was a splendid example of late 1880 architecture containing a Victorian two-story high, narrow front facade. Constructed of wood frame materials and finished with ship lap siding, the building is highlighted by bracketed cornices and mezzanine windows along Bay Street and Sidney.

632 Bay Street Building (Soo Hoy Cafe), is notable as an example of numerous structures in Port Orchard's history having the same front facade and roof pitch characteristics. The 632 Building is essentially the last remaining facade of this type.

702 Bay Street Building (Howe Building) became a landmark as a dominant, concrete constructed building prominently situated at Bay Street and Frederick Street.

Brick Store Block, at the corner of Bay and Sidney Streets, is a one-story commercial structure significant for its corbelled brick facade. Callison's, Inc., Buyers Building, originally constructed as a warehouse, is a wood frame one-story structure with typical pitched roof, high parapet facade and V-drop siding. The rear portion of the building is still on pilings over the water. The building is typical of the Port Orchard dock and warehouse structures constructed around 1900.

The present day Bay Street facade contains many architectural forms and elements from the early 1900 Port Orchard building stock. They provide a substantial base for a genuine and inherent Port Orchard image, one which is directly integrated to the history and growth of the community.
DEVELOPMENT PATTERN

The overall development pattern follows the shoreline and ravine geography. Filled tidelands have altered the natural state of the shoreline since the late 1800s, providing the only available building area at the water level. The Port Orchard Blvd. ravine area, Blackjack Creek ravine and the ravine traversed by Highway 160 provide both drainage and access from the upland bluff to the waterfront.

Commercial development occurs along the waterfront tidelands at the base of the bluff in a linear configuration. While land availability for development does not exist in large sections, quality building in-full on vacant and underutilized property along the waterfront offers potential expansion space for water dependent and related uses.
PREVIOUS DEVELOPMENT PROPOSALS

In 1966, Port Orchard completed a comprehensive plan for the city and downtown area. As a point of reference, the development recommendations for the downtown and waterfront are summarized below. Pertinent aspects of the plan include:

- a scenic waterfront beach drive, from the De Kalb Street right-of-way connecting to Bay Avenue east of the West Bay Commercial area;
- a substantial fill of the tidelands along the waterfront from the De Kalb Street waterway to and including Blackjack Creek and West Bay;
- a waterfront park and restaurant on newly filled tidelands;
- a new yacht club marina, boat sale area on filled tidelands at the mouth of Blackjack Creek;
- an expanded, east-west commercial wall to the north side of the existing Bay Street complex; a civic center/auditorium was included in the development;
- A relocation of city hall to Sidney Street and the Blackjack Creek extension (present by-pass proposal);
- an expanded waterfront motel.
WATERFRONT DEVELOPMENT

The majority of the project area is located on unconsolidated fill material dating back in stages of 1890.

The geology of the waterfront consists of fill material with fair to poor foundation suitability and very poor seismic stability. The maximum damage during the April 1949 earthquake occurred in structures built on fill conditions.

Waves bounding the project area and the downtown are generally greater than 15 ft and are not suitable for significant construction.

Surf smelt critical habitat occurs outside of the project area between the western city limits and highway 16 turnoff. Significant coastal drift occurs at the mouth of Blackjack Creek which is dominated by a sand shelf. The drift is northwest in direction, east of the creek; and west, west of the creek. Where structural rip rap is not present along the creek shoreline, notable eroding exists.

Wave action is from the northeast, varying from one-half foot to two feet in height 7.5% of the time and 30% from the north.

WATERFRONT ACTIVITIES

The Mosquito fleet has served Sinclair Inlet from the 1890's to the present, with state as well as private vessels providing transport. The early Port Orchard-Sidney waterfront was characterized by finger piers extending out over the tidelands for steamer and ferry use. During the early 1970's the Port of Bremerton constructed a marina along the
downtown waterfront which greatly enhances the marine use of downtown. The marina consists of the following:

- 360 total berths, approximately 75% of them covered; space for expansion is available;
- 1,200 feet of visiting boat area inside the breakwater and an equal amount outside for larger boats;
- a deep water harbor ranging in depth from 30 to 50 feet; and, a minimum of fifteen feet depth at the shoreline.

The privately owned Port Orchard-Bremerton passenger ferry utilizes the Sidney Street Waterway and provides service to Port Orchard, Annapolis and the Bremerton Naval Shipyard. This ferry transports between 1,200 and 1,600 persons across Sinclair Inlet every work day.
COUNTY OFFICES

Port Orchard is the County seat. In 1980-1981 it was remodelled and extensively expanded the facilities to the south of downtown at the top of Clinc Street. Approximately 350 people are employed by the county at the facility. In 1983, work began on the new Kitsap County Work Release facility associated with the existing County complex.

ORT ORCHARD BY-PASS

In an effort to reduce traffic congestion into and through the downtown area, the City of Port Orchard is presently involved in the development of a by-pass connecting Tremont to Lund Street (the referred connector). This connector will cross a slough between Tremont and Lund and extend in a four lane configuration between Port Orchard Boulevard and Sidney Avenue and for a 0-foot section of Lund Street west of Bethel. The intersections of the by-pass connector and Port Orchard Blvd, Sidney Avenue (Road), and Bethel Road will have signalizations and pavement improvements. According to the City of Port Orchard By-Pass Environmental Impact Statement, approximately one-third of the traffic on Bay Street and one-half the traffic on Sedgewich (the two west existing connectors), will be diverted to the route upon construction of the by-pass.

ITSAP TRANSIT

ITSAP Transit initiated bus service for Port Orchard and Kitsap County on Monday, April 18, 1983. Three bus routes for Port Orchard began at foot of the ferry dock in downtown and go to Oak Heights, Bransonwood, and Orchard Heights. In addition, a special commuter run for foot ferryengers services the Annapolis dock.

ITSAP Transit was created in the fall of 1982 with approval of the Public Transit Benefit Area (PTBA), funding commuter, local Bremerton, and intercitizen transportation through the Kitsap Insula Housing and Transportation Association. kitsap County is served by the "County Line" which began operation April 4, 1983.

Notes on the downtown development recommendations discussed in a later chapter.

BUSINESS SURVEY

During November 1982, interviews were conducted with community leaders, downtown business people, and land and building owners to assess their attitudes, aspirations, fears and leadership abilities regarding the future of downtown and the adjacent waterfront. The results and assessment of those interviews are provided below as a prelude to discussions of proposed design improvements and design strategies.
A downtown workshop was conducted on January 17, 1983 to gather community-at-large response to the waterfront downtown development project. In addition, a special newspaper insert was included in the Port Orchard Independent newspaper on March 2, 1983.

THE ECONOMY

It is accepted that the Pacific Northwest's economy has greater difficulties than that of the nation. Many feel that the nation's economic conditions are the result of decline of productivity, years of inflation, continual federal deficits, all combining to stifle real growth and investment at home. The structural difficulties in the economy are defined in a manner that solutions require new investment and new production models, such as restructuring the steel and auto industry, if the nation's industrial base is to regain its competitive edge in the world competition. While the State of Washington is not dependent upon the steel, auto, and other basic industries, as much of the Midwest and Northeast is, it does, however, have several economies, the forest products industry and the agricultural industry, that are suffering from the same malaise.

The forest products industry, because of the decline of the housing industry the past several years, and because of increasing competition from other parts of the country and the world, has been in disastrous shape. It may never fully recover its previous importance in the Northwest. Even with increases in housing activity, many of the homes to be constructed over the next decade are probably going to require less lumber and fewer other wood products.

A second vital economic activity, the agriculture of the State, is also experiencing increasing competition plus rising costs.

All of these relate to the amount of expendable income in the state, and while not directly impacting Port Orchard, impact the market it is attempting to pursue, regional tourism, and the disposable recreational and leisure dollar further discussed below.

The area's economy is significantly impacted by the importance of the nearby Naval shipyard in employment and income. In one document reviewed, Kitsap County is reported to have the highest per capita dollar amount of federal expenditure of any county in the nation. The significance of this is not lost on the average business in the area, and neither are the fluctuations in the federal or military employment. The increased activity announced several months ago will bring more employment and income to the area, but as one Port Orchard businessperson observed, its impact on Port Orchard will be in three ways: increased real estate activity, increased gasoline sales, and increased traffic and circulation problems. As the military base is apparently served by two excellent PX's, traditional retailers are facing pricing competition beyond their ability to compete.

DOWNTOWN IDENTITY

Throughout the interviews with the downtown businesspeople and others with knowledge or experience in the economics of the downtown, comments almost without exception indicated that the future of the downtown was tied to recreation and tourism opportunities, coupled with the advantages provided by the natural waterfront and not in competition with the central business district of Bremerton, or with the PX's provided by the Naval Base. In addition, the respondents recognize that Port Orchard had some advantages that the other areas don't possess, that is, the waterfront and Port of Bremerton, Port Orchard marina moorage in the downtown.

Many of the businesses that are now in operation exist because of tourism and the downtown waterfront. For example, the Mariner's Mug, several taverns and knickknack shops occur downtown. They probably would not be there if it wasn't for the proximity to the waterfront and the marina. While some traditional retailers still operate, such as Rice Electric and Blanchard's Department Store, these either are family businesses that have been in operation for several generations, or are businesses undergoing change and becoming more specialized, catering to an increasing tourism, visitor market.

If Port Orchard is to contain a downtown with strong retail services, it may be necessary to continue to specialize and create its own market, that is, the establishment of stores and activities of interest to visitors and boaters. The recognition of this identity does, in fact, now exist. The future requires that it be emphasised and planned for in a more organized and concerted fashion.

The two problems most frequently identified by members of the downtown community are parking and traffic circulation. To some degree, the circulation problem, which largely creates the parking problem, will be significantly alleviated as the bypass is constructed during the next several years. The exact nature of the parking problem is related to competition for available spaces between commuters and shoppers. The solution most likely hinges on the future of parking provision for commuters away from the waterfront. In a parking-
ferry survey conducted by the study team during the winter of 1983, over 50% of commuters using the passenger ferry parked in the downtown. The remaining 50% either walked home, walked to outlying areas where their cars were parked or were picked up in the downtown area. The parking survey also indicated numerous vacant shopper parking spaces throughout the day. There are obviously more consumer-oriented uses of the waterfront than as a parking lot for workers commuting to the shipyard. The parking problem is not one of a lack of adequate spaces, but one of location and circulation to and from the parking spaces.

**MANAGEMENT AND ORGANIZATION**

Downtown Port Orchard is characterized by a significant number of individuals who aggressively pursue business and development opportunities, and who appear to genuinely work together in solving problems. The marquee along the store front is one example. This was established some 11 years ago by a Local Improvement District (LID) process and cost approximately $140,000. Most businesses pay from $300 to $500 a year in amortizing the LID. The records and accounting on this process are maintained by the City Clerk-Treasurer, and apparently has proceeded over the years without any major difficulties.

A second existing organizational structure is the Port Orchard Downtown Improvement Association, a chapter 10 corporation composed of some 10 to 12 businesspeople who organized themselves to invest in opportunities in the downtown. Its first venture was the acquisition and rehabilitation of the building which now houses the theater. This group is organized to take advantage of other opportunities if they were feasible, such as the acquisition of the vacant lot next to Cook's delicatessen, or a venture into the Howe Building.

Third, it appears that in many instances when things need to get done, the business community meets and discusses the issue through an informal association. Advertising formats, hours, and other promotional activities are examples of this, all apparently done on an ad hoc and informal basis. There is a loosely established downtown association that apparently meets once a week or once a month to discuss downtown business ventures. During the Judy period, the various downtown associations met to consolidate and unify their energies for downtown revitalization.

With these committees often composed of the same people involved in the above organized or loosely organized structures, who meet. plan, and get things done on a special event basis. One example is the Western Day celebration by a few key individuals and attended by over 10,000 people as tourists or visitors. Another is the waterfront festival, Fathoms Of Fun, that in the past was organized by the Chamber, but is now out from under its organizational structure, and appears to function by committee. The festival and celebrations present a substantial source of revenue and revitalization energy if properly coordinated and managed.

While there do seem to be organizations or groups that accomplish tasks, such as: 1) paying off an LID; 2) promoting investment opportunities in the downtown; 3) coordinating advertising and promotion; and 4) managing special events, there really is no mechanism to tackle more difficult or long-range problems, such as implementation of a downtown design and redevelopment plan. In fact, one conclusion of the survey is that there is not a clear recognition on a regular basis of exactly how things do or can get done in the downtown, and what are specific problems. The process is dependent upon a small group of individuals deciding that something must happen, and then they themselves get it done through their own energy and generally without some recognized plan. This is an excellent way to solve most minor problems, but a more difficult problem or a more complex goal requires a more systematic approach. Volunteerism works on a short term basis, but produces a 'burn-out' effect over time for most individuals, no matter how dedicated.

Other suggested improvements and features for downtown resulting from interviews are as follows:
- Specialty shops including a jewelry store, an ice cream parlor, a bakery on the waterfront, a knick-knack shop, a bed and bath shop;
- Painting the marquee;
- Specialized pursuit of boater, marina trade;
- Establish Bay Street as a one-way street;
- Facilities and activities to attract the Virginia V;
- Encourage and expand the street fairs, farmers markets and festivals held downtown;
- Restore the Sidney Hotel;
- Increased community support for the downtown;
- Installation of a telescope on the boardwalk;
- Attracting "spin-off" activities associated with Bremerton conventions and conferences, such as the National Square Dance Convention in 1984;
- Clean up storefronts, adding flags, flowers and other decorations;
- Increased waterfront activities;
small gift shops unique to Port Orchard;
tonight activities unique to Port Orchard;
reduce the attitude of no parking when in fact there is ample parking space;
more downtown activities;
bud and breakfast facilities on Sidney Hill and in the Sidney Hotel, with a quality restaurant;
permanent parking for shoppers;
a waterfront park for waterfront activities.

**PARKING SURVEY**

In January 1983, staff members from Kasprisin-Pettinari Design interviewed ferry commuters between Port Orchard and Bremerton as well as conducted a parking lot occupancy survey for the area north of Bay Street in the downtown area. While acknowledging that winter travel and parking patterns may differ substantially from summer season, they do indicate the local pattern of commuter and shopper activity. Findings of the ferry users survey and parking inventory indicate that:

- the majority of ferry use is by those commuting to work, with the vast majority of those commuters being employed by the Puget Sound Naval Shipyard
- commuter use is disproportionately heavy at the morning and evening "rush hours"
- slightly more than half of the ferry users commute daily via the ferry and park at or near the ferry terminal; the remainder are dropped off and picked up or walk to the terminal
- the Downtown and the Annapolis terminals share equal proportions of commuter travel
- commuters indicated that adequate parking space currently exists on the Port Orchard waterfront
- sufficient levels of shorter term parking currently exist for shopping activity during the winter months
- the majority of commuters indicated a willingness to use public transit if it were provided (and provided at convenient and frequent intervals)
- one-way commuter passenger traffic from the ferry system totals approximately 1,600 people per day with Annapolis and Downtown sharing the load equally

The volume and direction of overall pedestrian and vehicular movements to and through the study area are important considerations. Besides being an issue of safety they also contribute to or diminish the overall quality of the use of the area for any reason. The study team has and will continue to coordinate with others responsible for planning and implementing traffic and transit improvements in the study area. With proper coordination this plan will serve as a guide to Kitsap Transit Authority regarding the location of future transit stops, passenger shelters, and van and bus turnouts.
2 THE PROJECTS ...
DESIGN RECOMMENDATIONS
The urban waterfront of Port Orchard, from the western city limit to Annapolis, should be perceived as one integral community resource. This waterfront provides water access, diverse places for economic, social and recreational activities, and exists as a continuous natural feature linking the many upland 'places' together.

In order to illustrate this resource, its importance and potential for the community, and the manner in which it can unify the upland or shoreline development of Port Orchard, this chapter will present two levels of recommendations:

- an OVERVIEW of the project with generalized DESIGN GUIDELINES; and,
- site specific DESIGN RECOMMENDATIONS.

The Guidelines and recommendations are highlighted by graphic translations depicting projects which could be constructed over the next few years.

In order to clearly describe recommendations, the overall project area is segmented into DESIGN DISTRICTS. Each district is defined by either a physiographic feature, a collective image and/or grouping of activities. These districts should prove beneficial as management tools, during implementation. Each district is defined according to physical characteristics and existing and proposed uses. Land use recommendations identify a primary or dominant activity for each district as an intent or direction or the future and do not exclude other existing activities not related to the primary use. The objectives of the recommendations are to encourage a clarification of activity for each district and better elate future uses to the waterfront.
Activity District B

CITY HALL
- highly visible
- Government

Activity District C

SIDNEY HILL
- higher elevation
- significant unique structures
- dominant location
- on a 'bench' of topography
- residential
- religious
- office commercial
- cultural/arts
- residential hotels (bed and breakfast)
- Ancillary Uses: religious/semi-public
  - cultural/arts
  - residential
  - office commercial

Activity District D

COMMERCIAL CORE
- linear building development
- one and two storey buildings
- retail commercial
- adjacent parking area on north side
- primarily on filled tidal lands
- retail/office/service
- financial
- dining/entertainment
- Ancillary Uses: tourism activities
  - community civic and cultural uses
  - open air market
  - festivals

Activity District E

MARINA/WATER EDGE
- open and covered moorage
- sewage treatment facility
- views of Sinclair Inlet and naval shipyard
- rock rip-rap along water edge
- boat moorage
- transportation (ferry)
- parking
- sewage treatment
- public water front access

- marina/water related uses
- visitor facilities
- community, cultural/civic facilities

PRIMARY USE
- Government
- Government
**Design Guidelines**

Design Guidelines which are common to or appropriate for all Design Districts are summarized below as the **FIRST STATEMENT OF ACTION**. These apply to public and private properties and buildings and identify image, circulation, and community-wide waterfront improvements.
1. Public and private properties throughout the downtown and waterfront should be improved through landscaping and improved maintenance.

2. Landscape the project area public thoroughfares with trees, shrubs and ground cover to highlight the following:
   - entrances to the downtown area;
   - specific buildings and groups of buildings of cultural, historical or architectural significance;
   - views to the waterfront; and territorial and Sinclair Inlet views.

3. Unimproved or publicly under-utilized public rights-of-way along the waterfront should be returned to public use, particularly along streams, and where public access can be provided to the waterfront.

4. Building structures throughout the study area should be rehabilitated to meet local building codes.

5. Building structures having significant architectural and/or historical significance should be rehabilitated in a manner reflecting, as much as possible, their original appearance and detail.

6. The Port Orchard downtown core should be renovated as a historic marine center reflecting Port Orchard's history and architectural heritage.

7. The city should integrate revitalization plans with Kitsap Transit regarding platforms and bus circulation routes.

8. The city should expedite the Port Orchard by-pass route as a means of reducing downtown traffic congestion.

9. A pedestrian walkway should be developed along the waterfront, on public and private property, connecting shoreline and upland activity centers.

10. Visual access to the waterfront from upland areas should be protected and enhanced, particularly through public rights-of-way.

11. Waterfront improvements should be prioritized according to: water dependent and water related improvements.
recommendations
by
design district
AREA DESCRIPTION

Approaches to Port Orchard both on Highway no. 160 from the west and Beach Road/Bay Avenue from the east are along the water and are characterized by views of Sinclair Inlet, the City of Bremerton, and the Olympic Mountains. The western entry, Highway no. 160, parallels marina and moorage facilities on the north and wooded, sparcely developed uplands on the south. From Pottery Avenue Blvd. along Bay Street to the Cline Avenue-Kitsap Street intersections, the entry to Port Orchard is highlighted by older wood shingled waterfront structures on pilings, asphalt parking areas, the city government buildings, the Sidney Hotel and some wooded uplands.

Potential assets of the CITY ENTRY DISTRICT include older wood frame, wood shingled waterfront structures with local architectural significance; the Sidney Hotel historical landmark, prominent on Sidney Hill; and one- and two-story Bay Street building facades, commercial in use.

City Entry

Required Actions...

REVITALIZE THE ENTRY TO PORT ORCHARD THROUGH LANDSCAPING, BUILDING RESTORATION AND ENHANCED PEDESTRIAN SPACES.

ENCOURAGE PRIVATE REDEVELOPMENT OF WATERFRONT PROPERTIES WHICH ENHANCE WATER DEPENDENT-RELATED MARINE ACTIVITIES.
DESIGN RECOMMENDATIONS

Visual Entry

Improve the visual entry to downtown through expansion of the walkway system. This should include marine oriented viewing platforms; installation of quality designed entry signs and new pedestrian light standards with banners; provisions of efficiently laid out screened parking areas; and retention of upland wooded areas along the south Bay Street right-of-way.

Restore and safeguard the character and use of the Horlack Transportation buildings west of the Gull Oil property.

Landscape the Bay Street-Cline Avenue-Kitsap Street-Water Street intersection with trees and shrubs to create an arrival-space: an outdoor room framed by trees and existing buildings with views of Sidney Hotel and of Sinclair Inlet. Street trees should be a minimum of 3 1/2 inch caliper at planting. Improve the pedestrian areas within this space with new sidewalks, a clear and safe separation of automobiles and people, new light standards and banners.
Developers of the proposed marina development adjacent to the De Kalb Street waterway should construct an attractive landscaped buffer between parking and public waterways; and design the marina support structures to be architecturally compatible with surrounding older buildings and piers.

Future development of the Gull property adjacent to the De Kalb Street waterway should meet the following criteria:

- Development of a pedestrian walkway along the northern and eastern edges of the site, connecting to Bay Street;

- Cooperative development with the City of Port Orchard and the Port of Bremerton of a covered viewing shelter and visiting boat parking float at the northeast corner of the property;

- Landscaped screening of all parking and service areas from Bay Street and from the waterfront walkway;

- Orientation of new buildings to enhance the idea of a city entry to Port Orchard, including use of setbacks and staggered building configurations.
Water Street

The Water Street right-of-way and boat launch ramp should be upgraded to include a landscaped buffer and raised concrete sidewalk six (6) feet minimum in width. At the intersection of the Water Street walkway and Bay Street, the walkway should be developed as a pedestrian plaza, reclaiming the full extent of the right-of-way. This plaza will then become a design component of the landscaped CITY ENTRY.

Waterfront Re-use

Private landowners should recycle waterfront lands and buildings to enhance and take advantage of the visitor industry growth objectives for downtown by introducing additional dining and entertainment facilities along the water's edge. The building group between the De Kalb Street waterway and Water Street north of Bay Street could be redeveloped as restaurants, drinking and entertainment facilities with ancillary specialty shops. Redevelopment should follow these criteria:

- take advantage of the proximity to the De Kalb Street waterway visitors anchorage, the proposed private marina, the visual impact of the CITY ENTRY, and the Water Street boat ramp;

- recycle the existing wood frame buildings to restore the scale, proportion, material and facades of the buildings as they were when first constructed.

- provide low landscape buffers between the CITY ENTRY and off street parking areas, thus contributing private landscape materials to the public landscape improvements forming the CITY ENTRY image.
ARE DESCRIPTION

The Sidney Hill district is bounded by Prospect street on the west and north, Sidney Street on the east and Kitsap Street on the south. The district is characterized by its higher topographic elevation above Bay Street, the historic Sidney Hotel, a grouping of older quality residential structures along Kitsap Street, the church complex at the intersection of Kitsap and Sidney Streets with its predominant steeple and building form, the Port Orchard Museum, the community library and a private art gallery. Sidney Hill is highly visible from the western approach to the city, from the water and the immediate downtown area.

Sidney Hill

Required Actions...

ESTABLISH SIDNEY HILL AS A HISTORIC DISTRICT.

ENCOURAGE VISITOR RELATED RESIDENTIAL AND ARTS AND CRAFTS USES TO DEVELOP WITHIN THE SIDNEY HILL AREA, COMPLEMENTING EXISTING RESIDENTIAL USES, THE SIDNEY HOTEL, AND THE ARTS AND CULTURAL FACILITIES ALREADY IN EXISTENCE.
Visual Character

Private lands and buildings should be maintained and upgraded in a manner which retains the scale and materials of the existing older structures.

Due to the prominent location of SIDNEY HILL regarding views of the city, private landowners should enhance existing landscapes in a manner creating a distinct Sidney Hill image.

The City of Port Orchard should upgrade, in a phased and timely manner, Prospect Street, Bank Street, and Frederick Street with textured paving materials, landscaping, and lighting fixtures appropriate with the architectural period of the Sidney Hotel. This area is prominent both physiographically and as a key in the local visitor industry.

Hill-Climb and "Fort Hill" Lookout

A walkway and stairs connecting SIDNEY HILL (and the Sidney Hotel) to the waterfront via Bay Street and the South Kitsap Bank property should be developed with public and private sector cooperation. A public right-of-way exists along the bank between Bay Street and the waterfront, designated as Orchard Street. The Sidney Hill lookout, historic "Fort Hill", should be developed by the city on public right-of-way. The lookout should include the following:

- a pedestrian platform for viewing,

- an authentic naval cannon for ceremonial use; historically, the cannon from the Russian ship (Polytovski) occupied this site and once gave a twenty-one gun salute to U.S. naval ships entering the Inlet.

- an information sign indicating location, significant places of interest, and physical elements comprising the view shed (such as mountain peaks, battleships).

The City of Port Orchard in cooperation with Chevron, Inc. should develop the SIDNEY HILL walkway and hill-climb along the northeast boundary of the Chevron property. Peninsula Tire building owners could participate regarding appropriate wall graphics and highlight lighting.

This sketch portrays the Sidney Hill-climb and a recycled Peninsula Glass building complete with trim paint and new sign.
AREA DESCRIPTION

The commercial core of Port Orchard extends along both sides of Bay Street between Cline Avenue and Seattle Street. The core area or downtown is bounded on the north by Sinclair Inlet; on the south by a steep bluff, the base of which is located immediately to the rear of the southside Bay Street buildings; to the east by a point of land at which the bluff meets the Inlet; and on the west by a similar condition of topography and Sinclair Inlet in the vicinity of Pottery Avenue Blvd. The building pattern is a double loaded corridor configuration oriented east to west. Open space consisting of filled tidalflats forms the core area waterfront and is presently utilized for port and downtown parking.

Required Action...

THE DOWNTOWN COMMERCIAL CORE SHOULD BE REVITALIZED INTO A HISTORIC MARINE-ORIENTED CENTER WHICH IS THE FOCUS OF PORT ORCHARD'S COMMERCIAL AND COMMUNITY ACTIVITIES.
Building Facades

Within the Bay Street shopping district, two significant building facades have emerged as the dominant or most apparent architecture representing Port Orchard's downtown. The first, the Bay Street facades themselves, are characterized by a streetscape architecture with white stucco-faced one- and two-story wood framed buildings and a dark brown wood picket style marquee running the length of Bay Street between Frederick and Harrison Streets. The second facade exists along the rear of the north Bay Street buildings and is oriented toward the city and port parking lots, the passenger ferry terminal and Sinclair Inlet. These facades are characterized by a mixture of building shapes, setbacks, materials, colors and styles.

The existing height, width, parapet design, cornice and fascia elements of over 50% of the Bay Street buildings reflect 1914 to 1930 period architecture. In order to improve the overall image of the downtown district, refurbishing each of these facade types will be necessary; renovation and remodelling can be achieved through planned and cost-effective steps.

This section acknowledges the difficulties for the individual property owner of financing and implementing architectural restoration and rehabilitation of older buildings. With respect and appreciation for past rehabilitation efforts, these recommendations seek to define a longer term architecturally relevant image for Port Orchard which is achievable through local and private initiative.

In order to accomplish this, the following recommendations are put forth within the context of short, intermediate, and long term project scheduling and financing.

- preferably in groups of two or more facades, reemphasize the parapet wall construction of each building, highlighting the applicable cornice and fascia design, original siding material and window trim details;

- as a short term application, paint the parapet walls, door and window trim with bright highlight colors reflecting the proportion and architectural lines of the original details;

- retain the marquee with the following alterations:
  - paint the marquee a lighter color;

The Bay Street buildings, both north and south side, require substantial exterior code rehabilitation to improve both their physical and economic lives. Roofing materials, siding replacement and painting, window replacement, foundation repair are all necessary on many of the Bay Street buildings with particular emphasis on south Bay Street.

The southside Bay Street buildings for the most part rely on Bay Street for shopper access, advertising, and service. Continued use of Bay Street for deliveries and shopper access will continue. The logistics of delivery hour coordination with store hours and prime parking demand can be developed to alleviate significant problems.

The northside Bay Street buildings have delivery and employee access from the northside, relieving somewhat the service vehicle pressures from Bay Street. Design proposals will retain the service access along the northside and incorporate it into new development and transit recommendations.
Bay Street North

While a return to a historic image is a critical recommendation for Bay Street South, Bay Street North, historically the rear side of the buildings, requires a different, even novel, yet related approach. Recommendations for Bay Street north include:

- regardless of approach, Bay Street North rehabilitation should be complementary to the Bay Street South program. In that context, its design image should reflect the historical architectural building elements found along both sides of Bay Street.

- due to its evolved "rear door" image, and viewed in terms of its increased visibility to the waterfront, marina, cruise ships, etc., a contemporary approach to a new facade treatment with expanded shopper protection and convenience is justified. Two options to provide this contemporary yet historically reflective design treatment are demonstrated below:

  - A facade marquee, designed to reflect the parapet walls, windows and materials of Bay Street; many options are possible and serious design review should accompany the professionally designed facade marquee.

  - Marquee extensions, designed perpendicular to the existing facade to provide covered and semi-enclosed pedestrian areas connecting the parking lots to the shop entrances; these marquee extensions, coupled with parking lot landscaping, will soften the chaotic facade treatment along the water side of Bay Street North.

Both options may occur in tandem or they may occur as separate options.

Parking Lot Landscaping

Regardless of the architectural treatment of the Bay Street North buildings, an immediate and high impact project to revitalize the open parking lot is a landscape effort which includes trees, shrubs and ground cover at appropriate locations. Planted in such a manner to reduce view blockage of the water, the trees and other landscape elements will provide an attractive 'from the water' view of Port Orchard.
City Center Plaza

As a means of restructuring the interior of the downtown core in a manner which may increase its economic vitality and physical sense of "place", a community plaza or towncenter is recommended immediately north of the Bay Street shops between Sidney and Harrison Streets. This 'City Center Plaza' is located on private property and is designed to maximize the land area between the former post office building, the liquor store and the northside Bay Street buildings.

The City Center Plaza becomes a focal point around which the farmers market, the South Kitsap Transit Authority bus-stops, the Bay Street Shops service road and festival facilities all can be integrated. The space is designed as a multi-purpose use area containing both permanent and temporary structures. The overall objective of the City Center Plaza is to organize and restructure the open space in that area for increased economic and community benefits without sacrificing valuable parking and service facilities.

View West
FESTIVAL-MARKET AREA
Criteria for development of the City Center Plaza include:

- **Use**
  - A farmers market, flexible and informal in operation;
  - Flea market, auctions and antique sales;
  - Festival activities such as music, dancing, exhibits, displays;
  - Art shows, fashion shows, outdoor luncheons and banquets catered by local restaurants;
  - Performing arts, including regularly scheduled and visitor-oriented showings. A local theme play could be developed, utilizing local history and personalities, as a special feature for marine related tour packages.

- **Configuration and structures**
  - Farmers market booth area is a linear space, east to west, and has two basic functions: 1) booth area for the farmers market; and, 2) parking during non-market hours for employee and merchant use.
  - Two options are recommended for a climate protected multiuse structure: 1) a seasonally erected tent or fabric structure, of quality design, which is erected in the spring and dismantled in the fall; for use by festival activity groups, auctions, musical groups and could contain space for temporary as well as permanent seating areas; 2) a permanent structure, semi-enclosed for use year round. This structure should be designed as a flexible facility, with wall systems capable of being opened to the outdoors to expand the capacity.
Transit Options-Impacts

In April 1983, Kitsap Transit began operation, serving in part the Port Orchard community. The impact of the transit authority routes and facilities on the downtown core district is substantial.

In order to take advantage of this service, the following recommendations are included for incorporation into the downtown core district plan:

- as an intermediate measure, the plan will accommodate a turn-around at the northern terminus of Sidney Avenue and incorporate landscaping into the turn around facility,

- each of the transit-platform locations and maneuvering routes through the downtown impact the CITY CENTER PLAZA - FARMERS MARKET area and the Bay Street North service road; consequently the CITY CENTER PLAZA should adjust to the transit facilities in a manner similar to the following options:

A covered pedestrian walkway connecting the transit stop and the ferry terminal could greatly enhance passenger comfort and, possibly, ridership attraction. A pedestrian viewing platform and passenger drop-off/pick-up area could accompany the covered walk along the water's edge.
AREA DESCRIPTION

The MARINA-WATER EDGE district extends along the downtown tidelands between Seattle Street east to Pottery Avenue; and, in a north-south direction, from the harbor line to the rear of the northside Bay Street buildings. This district is characterized by extensive boat moorage facilities on the water and upland paved parking areas.

inlet view  →  grandstand  →  unique ships  →  exhibit

bay st walk

Required Action...

DEVELOP A MARINE EVENTS FACILITY WITH SPECIAL MOORAGE ON THE WATERFRONT AS A SIGNIFICANT FORT-BOATING ATTRACTION.

LIMIT DEVELOPMENT WITHIN THIS AREA TO LOW INTENSITY USES AND RESTRICTED VEHICULAR ACCESS.
Marina

- in the event of future marina expansion by the Port of Bremerton, allocate Water Street and Port Street as potential access points for boaters; Water Street would be a priority access point.
- accommodate future marina expansion to the west of the existing marina;
- develop a unique ships moorage facility between the existing ferry terminal and Seattle Street; criteria for this facility should include:
  - a floating breakwall/visitors dock;
  - public access to the floats;
  - potential commercial cruise ship docking area;
  - suitable square footage on the floats for small gatherings of people, i.e. tours.

Waterfront Walkway

The downtown waterfront walkway should extend along the entire downtown water edge from Port Street east to the Seattle Street right-of-way. Characteristics of this walkway include:

- minimum six foot wide raised wooden walk and wooden guardrail;
- pedestrian view area at Port Street;
- viewing tower with telescope on the roof of the former sewage treatment facility;
- expanded boardwalk waiting area at the ferry dock;
- pedestrian lighting, benches, information signs and landscaping;
- gangway access points for the proposed unique ships moorage area and cruise ship dock.

Connections To Waterfront

The waterfront walkway is connected to Bay Street and adjacent uplands by the following pedestrian way:

- Port Street right-of-way: maintain the right-of-way as a parking area integrated with a protected pedestrian walkway; the surface of the parking area can be pedestrian in appearance, utilizing textured surfaces. A pedestrian-only protected viewing area should be established at the water's edge in conjunction with the waterfront walkway. Special features such as wooden bollards, telescopes, and a flagpole with colorful windsock would add to the use and attractiveness of the space.

- the Orchard Street right-of-way should connect the Sidney Hill-Climb to the waterfront; landscaping and surface treatment will highlight, identify and separate this walk from the parking area.
- Sidney Avenue sidewalks should be extended to the waterfront with greater emphasis placed on the east side of the street; this side should be incorporated with the farmers market area and specialty shop complex (former post office building) sidewalks. Landscaping again should be an integral part of the sidewalk extensions to 'soften' the parking lot impact.
- Harrison Street walkway from Bay Street to the new service road immediately south of the liquor store building should be improved.
Marine Events Facility

In order to maximize the use of the waterfront, its views and recreation potential, a community facility should be developed on the waterfront capable of serving a diverse group of uses. Criteria for this Marine Events Facility should include:

- **Uses**
  - outdoor public seating:
  - senior citizens activity area, enclosed:
  - connection to the waterfront walkway:
    - including, ramp and stair access to the upper Bay Street level:
  - multi-purpose room for the performing arts, civic meetings and exhibits, art shows, dances and festival activities:
  - outdoor exhibit area: the upper level deck at the Bay Street grade should be utilized for outdoor and seasonally covered exhibit space, having good visibility from the waterfront level and Bay Street.
- Configuration

- the maximum height of the facility should not exceed the height of Bay Street;
- pedestrian ramps should be provided to the upper levels of the facility from the lower parking lot;
- access from Bay Street should be provided to the upper exhibit and viewing level;
- the building's west and north faces should be stepped down from the Bay Street level to the water and parking lot, respectively;

- Orientation

- outdoor seating areas or grandstands should be oriented north to the water and west towards the parking area;
- senior citizens center could be oriented to the east, with access to the waterfront walkway and separated from the westerly parking areas;
AREA DESCRIPTION

The waterfront district which extends from the Seattle Street right-of-way to the Rockwell Street right-of-way is primarily residential in use. A high bank between Bay Street and the actual building structures along the water coupled with a high bluff to the south of Bay Street create difficult vehicle and pedestrian access to waterfront lands. The limitation of buildable lands, sight lines for oncoming traffic also reduce the potential for intensive use of this land.

Development Limit

- establish a maximum limit of residential units for this area based in part on the number of vehicles such units would generate;
- establish a safe pedestrian walkway along the full length of the district which is physically separated from the paved surface of Bay Street and its shoulders;
- maintain existing landscaping materials, particularly large trees, to buffer residential development from Bay Street traffic noise; traffic noise will remain a problem for this area and can not be completely alleviated through landscaping;
- future long term use of this area offers the following potential:
  - open space community oriented, waterfront passive park facilities;
  - continued low density residential development.
ARMS DESCRIPTION

The district extends from Rockwell Street to Blackjack Creek between Bay Street and the waterfront. It is characterized by general commercial and automobile dealerships, with smaller commercial and residential structures surrounded by vacant land. Vehicular access is from Bay Street into adjacent parking areas. Service access for the small commercial plaza is on the waterfront side, and on the Blackjack Creek side for Howe Motors. Vehicular storage, both for parking purposes and inventory stockpiles is a dominant feature of the district.

Land for future development exists along the waterfront immediately east of Rockwell Street.

Waterfront Walkway

Private landowners should cooperatively develop a segment of the waterfront walkway recommended to connect downtown to West Bay and beyond. Design recommendations include:

- a waterfront walkway, emphasizing waterfront access;
- low screening of service and storage related building and site functions from the waterfront and walkway.

Highway Commercial

Required Action...

IMPROVE THE APPEARANCE OF THE COMMERCIAL DEVELOPMENT AND ADJACENT PARKING WITH PRIVATE AND PUBLIC LANDSCAPING TREATMENT.

PRIVATE LANDOWNERS SHOULD CONTRIBUTE MONIES OR LAND FOR THE WATERFRONT TRAIL.

Landscape

In order to improve the attractiveness of this area while retaining visual access from Bay Street to the automobile dealership and commercial plaza, the plan recommends public and private joint landscape efforts of the Bay Street right-of-way with street trees. Private property owners should provide landscaping around and within parking areas, particularly along Blackjack Creek and the waterfront.

WALKING BIKE TRAIL

TRAIL
AREA DESCRIPTION

The WEST BAY DISTRICT is defined by Blackjack Creek, Bay Avenue and Sinclair Inlet. The area historically has been developed on filled tidelands at the mouth of Blackjack Creek. Dominating the district is the West Bay Shopping Plaza containing small shops, a drug store and a restaurant. Service access for the complex is on the Sinclair Inlet side. A parking lot and bank facility complete the use of the land. The street intersection to the south of the complex is a major crossroads problem of the commercial core compounded by a narrow bridge across the creek. Both the West Bay Shopping Plaza on the east side of the creek and Howe Motors to the west utilize Blackjack Creek right-of-way.

West Bay

Required Action...

IMPROVE THE APPEARANCE OF THE COMMERCIAL DEVELOPMENT AND ADJACENT PARKING WITH PRIVATE AND PUBLIC LANDSCAPING TREATMENT.

PRIVATE LANDOWNERS SHOULD CONTRIBUTE MONIES OR LAND FOR THE WATERFRONT TRAIL.
Blackjack Creek

Blackjack Creek is one of two major drainage ravines in the project area for the upland bluff area of the city. The creek is a significant fish habitat area, providing spawning areas for salmon and trout. In addition to its ecological value, the creek offers an attractive community amenity among the commercial land use activity surrounding it. The creek is a strong visual connection between upland neighborhoods and Sinclair Inlet, making the creek a community wide asset as a waterfront attraction and special feature.

Recommendations for the creek are as follows:

- Improve and enhance the water quality of Blackjack Creek to a level satisfactory with its fish habitat function and State of Washington standards;
- Maintain and enhance the creek corridor as a natural and passive open space area;
- Abutting uses should divert parking lot runoff and other contaminants away from the creek drainage;
- Landscape buffers should be planted between the creek corridor and abutting uses;
- A walkway should be developed along both sides of Blackjack Creek which connects Bay Street to the waterfront walkway;
- A pedestrian bridge should be constructed over the creek to provide a safe, attractive crossover.

Viewing Shelter

A viewing shelter, constructed out over the water along the waterfront walkway, would provide an excellent and protected viewpoint of the Inlet and the naval shipyard. In addition, it would provide an interim rest stop for walkers, particularly the elderly, walking from the Veterans Home to downtown.
Waterfront Walkway

A buffered and screened waterfront walkway should be developed along the waters edge from Blackjack Creek east to Bay Avenue. The walkway should be screened and landscaped and the existing seeded areas should be expanded to create a passive, neighborhood oriented small scale waterfront park. New trees should be added to existing trees to establish a natural canopy along the water. No significant view blockage would occur.

The pedestrian walkway system from the high school and upper neighborhoods would then be connected to the waterfront.
3 THE NEXT STEP...
STRATEGY & IMPLEMENTATION
No list of project improvements, policy recommendations, budgeted items, or program approaches will automatically create results. The recommended projects can only proceed with community support, downtown business initiative, private investment, and City financial assistance, support, and leadership. The City must know how these projects will become real and the strategy must include how the City will organize itself for action and how the projects will be financed.

**ORGANIZATION**

It was noted during the early planning stages of this effort that the business community was composed of many individuals with strong commitment to the downtown and with a strong sense of civic pride. Several informal committees have existed in recent years that have accomplished the job when needed, on special events, particular projects, and problems that would develop at random. However, specific organization is lacking for the comprehensive improvement of the business district and waterfront, and the City Council requires representation or involvement in the informal groups that do exist. Things happen, and they do happen, but on an ad hoc basis. The nature of the projects being proposed in this document requires a continuing and sustained City and business combined effort if results are to be achieved.

Here are three basic approaches that could be used to insure that the necessary leadership and cooperation is maintained, involving both the City and the business community. Of the three approaches, no one in and of itself will guarantee success; however, one particular approach would strengthen the communication and continuity so necessary for implementation. Each approach should be assessed and understood by the community. They are:

**OPTION A: Voluntary Downtown Improvement Committee**

Under this approach, those individuals most interested in a particular project or projects would organize themselves on a voluntary basis and take responsibility for getting the job done. The informal nature and high degree of personal commitment that typically accompanies this approach can lead to prompt results, as evidenced by the various special event programs that now occur in Port Orchard. On the other hand, the long-term effectiveness of this approach seems to be limited by the energy levels of the members of the committees and the difficulty in maintaining a committee structure. As a volunteer effort, it is not unusual to find that individual interest ebbs and flows, making continuity difficult. In addition, more expensive and complex issues can remain neglected. Communication and coordination can be hampered because it is not certain exactly who is responsible for what, and who is involved in a particular project.

Volunteers can and should do a substantial part of the proposed program, and their use should be further encouraged. However, the limits of such efforts should also be recognized.

**OPTION B: Downtown Development Task Force**

Under this option, a task force would be established by the Mayor with recommendations on appointments coming from the City Council, the Chamber of Commerce, and the downtown business community, particularly the informal groups now operating. Working in conjunction with the Planning Commission, the task force would be responsible for recommending priorities and policies of the City Council, as well as taking an active role in developing programs for implementation.

Such a task force would consist of both property owners and local business operators, as well as representatives from local business, civic groups, the Port, and service clubs. The chairperson of this group is of particular importance, and ideally should be an individual with unlimited drive and commitment, and the ability to talk and listen effectively to a wide range of interests and perceptions in the community.

Given the substantial amount of personal time and effort that would be required, it is usually recommended that a professional staff person be assigned to work with the task force. This would assure not only that cost and attention would be directed toward the improvement program, but also that necessary technical information and support would be available to the task force.
The staff person would be responsible for a wide range of activities, including: acting as secretary to the task force; assisting local businesses and merchants in promoting activities; planning, developing, designing, and implementing redevelopment projects; and researching and securing local, state, and federal manpower and financial resources.

This staff person can be obtained by adding to the assignments of an existing City staff person, such as the City Public Works Supervisor; adding a new staff person to handle these and other, planning and development actions; or securing professional services under contract from individuals or firms with experience in downtown redevelopment planning, design, and management.

The task force approach is usually effective in the beginning phases of the program when extensive involvement is needed. Because of its wide membership, it can be somewhat cumbersome in implementation phases of a program.

Because of this, it is able to receive funds and can direct management aspects of the program. It differs only slightly from a private corporation in its powers and abilities and, of course, would be set up as a nonprofit entity. This more formal body would have a high profile, be task oriented, and would work closely with the City and the Port. This body is the recommended approach for action.

**MANAGEMENT**

A plan is no better than the ultimate management of its direction, and the implementation of its recommendations. Management of a plan does not just happen, but occurs on a regular basis by an individual or individuals whose responsibilities are clear. If the City and business community pursue the third organizational approach recommended, it is important that individuals from the staff and the elected body of the City, as well as the leadership of the commission or committee, closely coordinate activities.

In addition, professional services may also be required as part of the project team to manage the proposed projects. Coordination of the various state, federal, and local financial resources is a must. The City should develop an improvement program budget for one particular project only after considering budgets and financial resources for all the projects that are part of the total redevelopment program. Scheduling, dollar availability, appropriate use of a particular funding source, and difficulty in obtaining the funds and financial management all must be considered in preparing the downtown capital improvement program. It is recommended that a management team emerge from representatives of the commission, the City, and whatever professional services need to be retained by the City for the implementation of this program.

**FINANCIAL PLAN**

Plans, if they are to be realized, cost money. While many things can be done by volunteer effort, and the business community must reach into its pockets for its own reinvestment of its facilities, public financing or the use of public financing mechanisms must be explored and achieved if many of the recommendations in this program are to become fact. Financing mechanisms
available to assist the business people and the City government in revitalizing the commercial and waterfront district must be explored and utilized.

What follows is a brief description of those local, state, and federal sources currently available that may help achieve this goal. While federal resources are becoming increasingly scarce, the City should assume that there is help to be achieved in this area. It is true that private development financing primarily must come from private investment or entrepreneurial resources, while public improvements will increasingly derive from assessment or taxation devices with assistance from the federal and state governments. But public financial assistance is available; and, in many cases, can be a significant aspect of an improvement program.

**FEDERAL FINANCIAL ASSISTANCE**

The purpose of this section is to describe the various funding tools that are available to the City to improve the downtown community. This section will describe only the programs that are available and practical in the context of the City of Port Orchard's Improvement Program.

The section is intended as a summary only.

**Public Sector Project Component**

E Economic Development Administration, Public Works Assistance Program:

Many communities within an economic development district are eligible to participate in the Economic Development Administration Public Works Assistance Programs and other EDA funding. Most of these programs direct funding towards such projects as:

A Making land suitable for industrial or commercial use, or providing utilities, access, and site preparation.

B Building facilities and providing equipment for job training programs.

C Improving public facilities at airports and harbors.

D Providing a very poor community with a basic infrastructure that is a prerequisite to initiating or stimulating economic development.

E Renovating inner city buildings for special development purposes.

F Building or improving publicly-owned recreational facilities to build up the area's tourism.

G Improving the appearance of efficiency of public facilities in run-down, congested areas.

These types of projects are evaluated by the amount and quality of the benefits that can be expected from the federal investment. In many cases, Economic Development Administration funds can be used as a mechanism for improving the vitality and competitiveness of the business district. However, it must be noted that a commercial or waterfront project may have a lower degree of profitability for funding than an industrial project. The Economic Development Administration program may be used to construct streets, sewers, water lines, and other necessary public facilities directed towards improving economic development opportunities. The program has financed downtown and waterfront improvement programs in other communities around the state and the nation. While the Economic Development Administration has been slated for elimination in recent years by the national government and its future is uncertain, it does manage each year to receive a budget, and continue to engage in funding development improvement programs.

**Bureau of Outdoor Recreation:**

The Bureau of Outdoor Recreation, Department of the Interior, now referred to as Heritage Conservation and Recreation Services (HCRA) is an available resource for various elements of the proposed program for Port Orchard. Small parks, pedestrian amenities, trails, and other such items can be assisted on a 50/50 matching basis. The availability of funds should be pursued with the State of Washington, as in most cases the State of Washington Interagency Committee for Outdoor Recreation manages and disburses the funds. The City should have an improved parks and recreation plan on file with the State Interagency Committee for Outdoor Recreation, and this document should be submitted to them for its inclusion within approvable projects in the City of Port Orchard. Recent projects funded by the Interagency Committee for Outdoor Recreation include waterfront improvements, riverfront parks, swimming
pools, bike paths, play fields, trail systems, and other general parks and recreation improvements.

Private Sector Project Component

Small Business Administration 7A Loan Guarantee Program:

The Small Business Administration's 7A Loan Guarantee Program can provide assistance to small businesses in obtaining financing in capital, fixed asset acquisition (including equipment, land, and buildings), and leasehold improvements. Working capital includes acquisition of inventory, financing receivables, and reducing trade debt. The SBA 7A Program guarantees up to 90% of a loan made by a commercial lending institution. The business must contribute some equity, the amount varying with the project and lender's requirements.

For-profit businesses, particularly those who are unable to obtain conventional financing, can receive this loan guarantee assistance. A small business, for this purpose, is defined as a retail, service, and construction business whose sales do not exceed $2,000,000; a wholesale industry whose sales do not exceed $9.15 million; or a manufacturing industry whose employees do not exceed 250 people.

The program allows real estate loans of up to 25 years and working capital loans of up to 7 years. The rate for an SBA 7A guaranteed loan may not exceed the prime rate by more than 2.75%. Loans may be for either a fixed or variable rate. Collateral may include personal assets; mortgages on commercial land, buildings, or equipment; or assignment of receivables.

Small Business Administration 503 Loan Program:

The SBA 503 Loan Program is a fixed asset financing mechanism which offers small businesses fixed interest loans at below market rates. The purpose of the program is to stimulate local investment, and to create new or save existing jobs. Loan proceeds can be used for building construction or acquisition and rehabilitation, leasehold improvements, and machinery and equipment. Not more than 5% of the total project cost can be financed by the SBA, the maximum being $500,000. The business must provide a minimum of 10% equity contribution, and a private financing source, usually a conventional lender, provides the remaining funds.

The program is available to small businesses planning an expansion or relocation. The SBA size criteria for a small business in this instance is broad: Any business qualifies whose net worth is less than $6,000,000 and whose profits after taxes are under $2,000,000 for the previous two years. Businesses with a three-year track record are desirable, but not mandatory. There are no limitations on the personal net worth of the business owners. The 503 Program is limited to owners/users; developers do not qualify for loans under this program.

The 503 Program is one which involves the SBA and a private lending source. The private lending source generally is a bank, although seller financing is an option. The rate charged on the private loan is set by the private lender and may be fixed, variable, or floating. The term is set by the lender, subject to a ten-year minimum.

The SBA loan is subordinated to the private loan and is offered at an interest rate of .625% over the U.S. Treasury bond rate. The rate fluctuates with the market and is set once a month for loans that are closed in that month. When a loan is closed, the rate is fixed and remains constant over the life of the loan. The loan's term is tied to the life of the asset and is either 15, 20, or 25 years.

Internal Revenue Service:

The Internal Revenue Service is identified as a resource in preparing funding strategies available for downtown programs because of specific portions of IRS law that provide investment incentives. Specifically, investment tax credits (ITC's) help stimulate the investment decisions regarding rehabilitation of commercial and rental property structures.

A 10% investment tax credit is provided for rehabilitation expenditures for all types of businesses and productive buildings. Eligible buildings include factories, warehouses, hotels, and retail and wholesale stores. Only the rehabilitation expenditures, not the
acquisition costs, are eligible and, if more than 25% of exterior walls are replaced, the expenditures will not qualify. In addition, the building must have been in use for at least 20 years and the cost must be incurred at least 20 years after the last rehabilita-
tion was completed. The credit is available for qualified expenditures incurred after October 31, 1978.

In addition, the Act amends the Internal Revenue Code to make it clear that expendi-
tures with respect to which the five-year amortization is elected under Section 191 (Rehabilitation of Certified Historic Struc-
tures) will be recaptured in accordance with the provisions applicable to Section 1250 property (real property), rather than provi-
sions applicable to Section 1245 property (personal property). This means that only depre-
ciation in excess of straight-line depreciation is recaptured. The Act, how-
ever, makes such excess depreciation a tax reference item. Further, the Act makes it clear that long-term leases of historic structures may claim the five-year amortiza-
tion, if they incur rehabilitation expenses and comply with various technical aspects of the historic structure definition. These elements of investment tax credits and Revenue Act provisions present available resources and positive cash-flow benefits to businesses involved in rehabilitation or improvements of existing structures. These elements of the Revenue Code deserve attention and research by businesspeople in the community and their particular accountants and auditors.

Locally Initiated Mechanisms

Parking and Business Improvement Areas (SBIA):

In order to aid economic development and to facilitate business cooperation, Washington State law (RCW 35.87A) authorizes all counties and all incorporated cities and towns to establish Parking and Business Improvement Areas for the following purposes:

A The acquisition, construction, or mainte-
nance of parking facilities for the benefit of the area.

B The decoration of any public place in the
area.

C Promotion of public events which are to take place in public places in the area.

D Furnishing of music in any public place in
the area.

E Providing professional management, plan-
ing, and promotion for the area, including the management and promotion of retail trade activities in the area.

In order to assist in the cost of achieving these purposes, cities are authorized to levy special assessments on all businesses within the area specifically benefitted by the parking and business improvement assessment. The city, in accordance with the special provisions of the statute authority, may issue and sell revenue bonds for some of the costs involved in the parking and business improvement area.

To initiate such a process in the establish-
ment of an area, a petition must contain the following:

1 A description of the boundaries of the
proposed area;

2 The proposed uses and projects to which
proposed special assessments and revenues
shall be put, and the total estimated cost
thereof;

3 The estimated rate of levy of special
assessments with a proposed breakdown by
class of business and the assessment
classification to be used.

The initiating petition shall also contain the signatures of persons who operate busi-
esses in the proposed area which will pay 50% of the proposed special assessments.

The city, after receiving a valid initiation
petition or after passage of an initiation
resolution, shall adopt a resolution of
intention to establish such an area. The
resolution shall state the time and place of
hearings to be held by legislative authority
to consider establishment of an area. It
shall state all the information contained in
the initiation petition or initiating resolu-
tion regarding boundaries, projects and uses,
and estimated rates of assessment.

In establishing the special assessments, the
law has been amended to clarify alternatives available to the program. The legislative
authority establishing such assessments may make a reasonable classification of busi-
esses, giving consideration to various
factors such as business and occupation taxes imposed, square footage of the businesses, number of employees, gross sales, or other reasonable factors relating to the benefit received, including the degree of benefit received from parking.

The bill also elaborated on the purposes served by the previous amendments and refined, without limiting the scope of, permissible purposes to be served by the business improvement area assessment district. Specifically, it added for clarification that assessments could aid general economic development and facilitate merchant and business cooperation which assists trade through "providing professional management, planning, and promotion of the area, including the management and promotion of retail trade activities in the area."

The legislative authority of each city shall have sole discretion as to how the revenue derived from the special assessment is to be used within the scope of that purpose. However, the legislative authority can also appoint existing advisory boards or commissions to make recommendations as to issues, or the legislative authority, such as the City of Port Orchard, could create a new advisory board or commission for such purposes.

Local Improvement Districts:

Local Improvement Districts are widely used in the State of Washington to provide for public improvements, particularly streets, sewers, and water programs. A local improvement district is formed and assessments are applied to the property owners for the cost of the improvements, based on the amount of benefits they receive from the improvements. Often these improvements are done on a footage basis; i.e., the amount of property frontage in the case of the street improvement, or the direct cost of the water lines or sewer lines that serve the project on a pro rata basis.

In complex situations, often several assessment roles are developed based on a formula that attempts to determine a particular property's benefit from the public improvement. One example is the construction of parking lots, the cost of those lots, and the distance of the parking lots from individual property and the nature of the property being served.

A local improvement district was formed to provide the initial marquee improvement in the City of Port Orchard over a dozen years ago. A special assessment was added to each individual's tax liability in an amount ranging from $200 to $400 annually for the construction of this improvement to visually unify the downtown businesses on the main thoroughfare. As this initial local improvement district to aid the downtown is near completion in the payment of the initial revenue obligation, the property owners may again want to consider this technique in financing some of the improvements in the area.

Chapter 35.43 in the Revised Code of Washington establishes authority for local improvement districts and the requirements for initiating the above proceedings. Authority generally includes the construction, reconstruction, repair, or renewed landscaping relative to the following:

1 Alleys, avenues, boulevards, lanes, park drives, parkways, public places, public squares, public streets, their grading, regrading, planking, replanking, paving, repaving, macadamizing, remacadamizing, graveling, regraveling, piling, repilling, capping, recapping, or other improvements; if the management and control of park drives, parkways, and boulevards is vested in a board of park commissioners, the plans and specifications for the improvement must be approved by the park commissioners before their adoption;

2 Auxiliary water systems;

3 Auditoriums, field houses, gymnasiums, swimming pools, or other recreation or playground facilities or structures;

4 Bridges, culverts, and trestles and approaches thereto;

5 Bulkheads and retaining walls;

6 Dikes and embankments;

7 Drains, sewers, and sewer appurtenances which as to trunk sewers shall include as nearly as possible all the territory which can be drained through the trunk sewer and subsewers connected thereto;

8 Escalators or moving sidewalks, together with the expense of operation and maintenance;
9 Parks and playgrounds;
10 Sidewalks, curbing, and crosswalks;
11 Street lighting systems, together with the expense of furnishing electrical energy, maintenance, and operation;
12 Underground utilities, transmission lines;
13 Water mains, hydrants, and appurtenances which as to trunk water mains shall include as nearly as possible all the territory in the zone or district to which water may be distributed from the trunk line mains through lateral service and distribution mains and services;
14 Fences, culverts, siphons, or coverings or any other feasible safeguards along, in place of, or over open canals or ditches to protect the public from hazards thereof;
15 Road beds, trackage, signalization, storage facilities for rolling stock, overhead and underground wiring, and any other stationary equipment reasonably necessary for the operation of electrified public streetcar lines.

Section 35.43.070 specifies action on petition or resolution for such an ordinance to establish an LID. A local improvement may be ordered only by an ordinance of the City or Town Council, pursuant to either resolution or petition therefor. The ordinance must receive the affirmative vote of at least the majority of the members of the Council. Charters of cities of the first class may prescribe further limitations. In cities and towns other than cities of the first class, the ordinance must receive the affirmative vote of at least two-thirds of the members of the Council if, prior to its passage, written objections to its enactments are filed with the City Clerk by or on behalf of the owners of the majority of the linear frontage of the improvement and of the area within limits of the proposed improvement district.

STATE FINANCIAL ASSISTANCE

State Department of Commerce and Economic Development, Community Economic Revitalization Board (CERB)

The Community Economic Revitalization Board is an independent commission established by the State of Washington legislature, and served by the staff of the Department of Commerce and Economic Development. It provides low interest loans through municipalities for public improvements necessary to stimulate private investment and job creation. Established by the legislature in 1982 as the successor to the Economic Assistance Authority, the Board is able to respond fairly rapidly in providing low interest loans relating to specific project actions.

Guidelines for evaluating proposed projects include number of short-term and long-term jobs; related public and private investment; economic conditions and unemployment in the community; project feasibility; ability of applicant to repay loan; and value to local economically disadvantaged groups. The City is the official applicant, although the Port could qualify.

Washington State Community Development Block Grant Program:

The Washington State Community Development Block Grant Program assists in the development and maintenance of strong, independent communities by providing funding for local housing, economic development, public facilities, and comprehensive projects which benefit low and moderate income citizens, eliminate or prevent slums and blight, or resolve problems which pose an immediate threat to public health and safety.

The State of Washington's Community Development Block Grant Program is a successor to the Department of Housing and Urban Development's Entitlement and Small City Community Development Program, itself a successor to the Urban Redevelopment Program launched by the Housing Act of 1949. Activities assisted include:

1 Acquisition of property;
2 Construction, reconstruction, installation of public works facilities and cited other improvements;
3 Code enforcement in deteriorating areas;
4 Clearance, demolition, removal, and rehabilitation of building improvements, including interim assistance and financing public or private acquisition for public rehabilitation;
5 Rehabilitation of privately owned properties, including renovation of closed school buildings.

6 Special projects directed to the removal of material and architectural barriers which restrict the mobility and accessibility of elderly and handicapped persons;

7 Disposition of any real property acquired pursuant to the program;

8 Provisions of public services;

9 Payment of nonfederal shares required in connection with other federal grant and aid programs undertaken as part of activities assisted under this title;

10 Activities which are carried out by public or private nonprofit entities, including acquisition of real property; acquisition, construction, reconstruction, rehabilitation, or installation of public facilities, site improvements, and utilities, and commercial or industrial buildings or structures and other commercial or industrial property improvements and planning;

11 Grants to neighborhood based nonprofit organizations, local development corporations, or entities organized under Section 301D of the Small Business Investment Act of 1958 to carry out a neighborhood revitalization or community economic development or energy conservation project in furtherance of the objectives of Section 101C; and

12 Provisions of assistance to private, for-profit entities when the assistance is necessary or appropriate to carry out an economic development project.

Applications can be either single purpose or comprehensive ones which include a variety of activities whose sum is greater than the impacts of the individual activities, and can be single or multi-year in nature. Funding is on an annualized basis, with the next funding cycle to include the receipt of applications October 1 of 1983.

Applicants are evaluated on the basis of City need, project strategy, project results, and benefit to low and moderate income individuals. The City is the applicant for any project.

The attached financing plan and suggested program identifies particular financial strategy approaches to the recommended projects.

All the above program opportunities are appropriate for specific portions of the downtown program. Each must be analyzed in context of the entire plan.


This act (Public Law 97-34) creates significant new incentives to encourage the preservation and reuse of historic buildings. The law basically repeals the existing preservation tax incentives and replaces them with a 25 percent investment tax credit. It also replaces the traditional system of depreciating real property over its useful life with an accelerated cost recovery system allowing investments to be recovered in 15 years. The new law also repeals the demolition provision enacted in the Tax Reform Act of 1976 that denied accelerated depreciation for a building constructed on the site of a demolished historic building. Federal income tax deductions are denied for demolition costs or losses associated with historic buildings.

Administration.

- National Park Service (NPS)
- U.S. Department of the Interior
- Internal Revenue Service (IRS)
- U.S. Department of Treasury
Highlights.

- Only "qualified" rehabilitation is eligible and qualification should be determined prior to commencing work;
- effective 1 January 1982;
- tax credits are as follows:
  - 15% for structures at least 30 years old;
  - 20% for structures at least 40 years old;
  - 25% for certified historic structures;
- conditions for qualifications:
  - structure has been substantially rehabilitated;
  - structure was in use prior to beginning the rehabilitation;
  - the building retains at least 75% of the existing external walls;

The ITC (Investment Tax Credit) is deducted from the amount of taxes owed in contrast to a deduction, which reduces a taxpayer's income subject to tax.

Eligibility for ITC includes the following:

ITC is available to both depreciable non-residential and residential buildings;

significant incentives exist for rental housing in historic buildings;

owner-occupied taxpayer's certified building can take ITC for income-producing part of building;

the rehabilitation expenditures must exceed the great of 1) the taxpayer's cost of the building plus capital improvements less depreciation (adjusted basis in property); 2) or $5,000, within a 24-month period;

1 60-month period to meet rehabilitation test allowed when completion is set in stages based on architectural plans completed before the rehabilitation begins;

in the case of certified historic structures, the ITC can be deducted from taxes owed and, the entire cost of rehabilitation can be depreciated. When coupled with the additional 5-percent credit, the tax savings are substantial.

Recapture:

- if a rehabilitated building is held more than 5 years after rehabilitation there is no recapture of ITC;
- if a rehabilitated building is disposed of less than one year after going in service, all of ITC is recaptured.

<table>
<thead>
<tr>
<th>Years Held</th>
<th>% Recaptured</th>
</tr>
</thead>
<tbody>
<tr>
<td>less than 1 yr.</td>
<td>100</td>
</tr>
<tr>
<td>1-2 yrs.</td>
<td>80</td>
</tr>
<tr>
<td>2-3 yrs.</td>
<td>60</td>
</tr>
<tr>
<td>3-4 yrs.</td>
<td>40</td>
</tr>
<tr>
<td>4-5 yrs.</td>
<td>20</td>
</tr>
<tr>
<td>5 or more</td>
<td>0</td>
</tr>
</tbody>
</table>

Who gets the ITC?

- owner(s) of eligible buildings;

  an owner when a building is leased and used by a tax exempt organization or governmental unit such as the University of Alaska;

  a lessee when lessee incurs costs, the rehabilitation is complete and the remaining term of lease is not less than 15 years.

Tax Preference

taxpayer investors in the rehabilitation are not subject to a minimum tax penalty;

coupled with Straight-line Depreciation, ITC for qualified rehabilitation eliminates recapture program associated with earlier tax incentives;
EXAMPLE 1: OFFICE & APARTMENT BUILDING

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acquisition Cost</td>
<td>$150,000</td>
</tr>
<tr>
<td>Land</td>
<td>$40,000</td>
</tr>
<tr>
<td>Building</td>
<td>$110,000</td>
</tr>
<tr>
<td>Rehabilitation expenses</td>
<td>125,000</td>
</tr>
<tr>
<td>1st year cost recovery</td>
<td>15,667</td>
</tr>
<tr>
<td>($110,000 + $125,000) - 15 years</td>
<td></td>
</tr>
<tr>
<td>1983 tax liability (based on adjusted gross income over cost recovery &amp; other deductions)</td>
<td>30,000</td>
</tr>
<tr>
<td>25 percent ITC</td>
<td>31,250</td>
</tr>
<tr>
<td>$125,000 x 25 percent</td>
<td></td>
</tr>
<tr>
<td>ITC limit in 1983</td>
<td>29,500</td>
</tr>
<tr>
<td>$30,000 - $25,000 = $5,000.</td>
<td></td>
</tr>
<tr>
<td>$25,000 plus (90 percent x 5,000) = 29,500</td>
<td></td>
</tr>
<tr>
<td>ITC carried back to 1980</td>
<td>1,750</td>
</tr>
<tr>
<td>$31,250 - $29,500</td>
<td></td>
</tr>
<tr>
<td>Sales after 4 years</td>
<td>350,000</td>
</tr>
<tr>
<td>Cost recovery deductions over 4 years ($15,667 x 4 years)</td>
<td>62,668</td>
</tr>
<tr>
<td>Adjusted basis of building + land</td>
<td>212,332</td>
</tr>
<tr>
<td>($150,000 + $125,000) - $62,668</td>
<td></td>
</tr>
<tr>
<td>Net profit for tax purposes</td>
<td>137,668</td>
</tr>
<tr>
<td>$350,000 - $212,332</td>
<td></td>
</tr>
<tr>
<td>Capital gains tax at 20 percent</td>
<td>27,534</td>
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<tr>
<td>$137,668 x 20 percent</td>
<td></td>
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<tr>
<td>Taxes paid due to recapture of ITC</td>
<td>6,250</td>
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<tr>
<td>$31,250 x 20 percent</td>
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</table>


EXAMPLE 2: HIGHRISE BUILDING

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
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<tbody>
<tr>
<td>Acquisition Cost</td>
<td>$1,200,000</td>
</tr>
<tr>
<td>Land</td>
<td>$600,000</td>
</tr>
<tr>
<td>Building</td>
<td>600,000</td>
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<tr>
<td>Rehabilitation costs</td>
<td>1,500,000</td>
</tr>
<tr>
<td>Limited partners (120 @ $10,000)</td>
<td>1,200,000</td>
</tr>
<tr>
<td>Total project costs</td>
<td>2,700,000</td>
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<tr>
<td>1982 ITC (Total)</td>
<td>375,000</td>
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<tr>
<td>1982 ITC for limited partners</td>
<td>367,500</td>
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<tr>
<td>($1.5 million x 25 percent) x 98 percent</td>
<td></td>
</tr>
<tr>
<td>1982 Deduction for easement donation for limited partners: $600,000 x 98 percent</td>
<td>568,000</td>
</tr>
<tr>
<td>Limited partner's tax treatment</td>
<td></td>
</tr>
<tr>
<td>ITC</td>
<td>3,063</td>
</tr>
<tr>
<td>$367,500 - 120</td>
<td></td>
</tr>
<tr>
<td>Tax savings due to ITC</td>
<td></td>
</tr>
<tr>
<td>Easement donation deduction</td>
<td>4,900</td>
</tr>
<tr>
<td>$588,000 - 120</td>
<td></td>
</tr>
<tr>
<td>Tax savings due to easement donation: $4,900 x 50 percent bracket</td>
<td>2,450</td>
</tr>
<tr>
<td>Total Tax Savings 1st year</td>
<td></td>
</tr>
<tr>
<td>$3,063 + ($4,900 x 50 percent)</td>
<td></td>
</tr>
<tr>
<td>Reduction in $1,200,000 Basis attributable to gift of $600,000 easement</td>
<td></td>
</tr>
<tr>
<td>Adjustment Basis &quot;Before&quot; easement gift: Land</td>
<td>600,000</td>
</tr>
<tr>
<td>Buildings</td>
<td>600,000</td>
</tr>
<tr>
<td>Adjustment Basis &quot;After&quot; easement gift: Land</td>
<td>200,000</td>
</tr>
<tr>
<td>Buildings</td>
<td>400,000</td>
</tr>
</tbody>
</table>

Standards for Rehabilitation

In the words of the 1981 law, "consistent with the historic character" of the structure and the district in which it is located.

(1) Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building, structure or site and its environment, or to use a property for its originally intended purpose.

(2) The distinguishing original qualities or character of a building, structure or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

(3) All buildings, structures and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.

(4) Changes that may have taken place in the course of time are evidence of the history and development of a building structure or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

(5) Distinctive stylistic features or examples of skilled craftsmanship that characterize a building, structure or site shall be treated with sensitivity.

(6) Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplication of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

(7) The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

(8) Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any project.

(9) Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.

(10) Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

The Secretary of the Interior's Standards for Evaluating Structures within Registered Historic Districts.

The NPS uses the "Standards for Evaluating Structures within Registered Historic Districts" to determine whether a structure within a registered historic district is of historic significance to the district. The SHPO also uses these standards to make certification recommendations to the NPS.

(1) A structure contributing to the historic significance of a district is one which by location, design, setting, materials, workmanship, feeling and association adds to the district's sense of time and place and historical development.

(2) A structure not contributing to the historic significance of a district is one that detracts from the district's sense of time and place and historical development; or one where the integrity of the original design or individual architectural features or spaces have been irretrievably lost; or one where physical deterioration and/or structural damage has made it not reasonably feasible to rehabilitate the building.

(3) Ordinarily structures that have been built within the past 50 years shall not be considered eligible unless a strong justification concerning their historical or architectural merit is given or the historical attributes of the district are considered to be less than 50 years old.
PORT OF CALL PACKAGE

Puget Sound Port of Call Cruise

The potential is significant for an in-sound commercial cruise ship package which would make scheduled visits to a number of Puget Sound waterfront communities.

This section describes the basic concepts and strategy regarding the nature and packaging requirements of such a cruise tour.

Objective

Develop a regularly scheduled cruise ship "bed and breakfast" tour package utilizing a select number of Puget Sound waterfront communities as a new economic and cultural function for those communities.

Concept

1 Establish a Puget Sound route for a cruise ship(s) which permits a minimum of one day/one night visits to approximately five ports of call;

2 Cooperating "bed and breakfast" establishments within each port will provide accommodations for the vessel's passengers;

3 Time will be allotted for day time excursions within each community, providing the opportunity for shopping, dining and entertainment.

4 Cultural and local festival activities will be coordinated with the cruise ship schedules to provide a number of the following:
   a) Country Western Music Festival
   b) Fathoms of Fun Festival
   c) Local drama group's performance(s) relative to the local history (short three-act play depicting humorous aspects of 1890 Sidney-Port Orchard life styles)
   d) Functions sponsored by local merchants and chamber of commerce
   e) Other attractive activities.

Interested Cruise Ships

- Virginia V Steamer Foundation
  - Fishermen's Terminal
  - Vessel Length: 125 feet
  - Capacity: 325
  - Mr. Stevenson
  - (206) 624-9119

- Harbor Tours
  - Pier 56
  - Goodtime I
    - Vessel Length: 87 feet
    - Capacity: (460) 350 comfortably
  - Goodtime II
    - Capacity: (496) 350 comfortably
  - Goodtime III
    - Capacity: (400) 150 comfortably
  - Lynn or Alice Campbell
  - (206) 623-1445

- Grayline Tour Wholesaler
  - Charter, Seattle
  - Vessel Dimensions: 65 feet long, 25 feet wide, 10 feet draw
  - Maximum capacity: 250 theatre style
  - Capable of serving dinners on board, and coordination with on-shore activities
  - Shelly Paganelli
  - (206) 343-2013

These groups were interviewed based on the fact that the vessels do not have on-board sleeping accommodations.

Potential Route

- Leave Seattle Friday evening
  - Cruise Puget Sound with possible stops at:
    - Blake Island (salmon bake)
    - Gig Harbor
  - Dock at Port Orchard on Friday evening
  - Utilize Port Orchard's "bed and breakfast" facilities overnight with planned activities downtown (performing arts)
  - Leave Port Orchard for Poulsbo Saturday afternoon
  - Cruise Sinclair Inlet and the Naval Shipyard facilities; Dyes Inlet
  - Dock at Poulsbo Saturday evening, staying overnight at the Fiord House and Manor Fern Inn "bed and breakfast" facilities and enjoy the bakery and waterfront park on Sunday morning
  - Leave Poulsbo Sunday afternoon
  - Cruise Puget Sound Inlets, cruise by Kingston and Hansville
Dock at Port Gamble Sunday evening, stay overnight in the old residences, tour the building complex and enjoy a catered dinner; Monday morning would include a tour of the mill, now one of the most advanced computer-laser operated facilities in the country yet housed in a National Historic Trust structure.

- Leave Port Gamble Monday afternoon
- Cruise Admiralty Inlet, passing by Marrowstone Island, Fort Flagler State Park, Lower Hadlock and Fort Worden State Park.

- Dock at Port Townsend on Monday evening
- Enjoy Port Townsend entertainment and dining establishments, stay overnight at the James House and the Quimper Inn; tour Port Townsend's historic district Tuesday.

- Leave Port Townsend Tuesday afternoon
- Cruise the Strait of Juan De Fuca along Whidbey Island north through Deception Pass and through Saratoga Passage to Coupeville.

- Leave Coupeville Wednesday afternoon and arrive back in Seattle on Wednesday evening. End of tour.

Although this cruise is hypothetical, it does describe the potential of the many and diversified Puget Sound communities. Port Gamble, owned by Pope and Talbot, Inc., is presently studying the town for additional use as a conference and visitor center. Coupeville is presently improving their waterfront resulting from the same available waterfront resources and economic needs as Port Orchard. The potential exists for strong mutually beneficial coordination between Port Orchard and these Puget Sound ports-of-call.

Unique Vessels

Unique Ship Display and Moorage Facility

The display of historic and/or unique naval vessels within a new moorage facility is an important component of the Marine Events Facility. In order to accomplish this display and moorage facility, the following sponsoring organization requirements and tasks need to be addressed.

A. Display Items (Navy Vessels)

Two sources of donated items pertinent to the Port Orchard Waterfront Marine Event Facility include:

1. Federal Surplus Personal Property Donation Programs.

2. Department of the Navy, Naval Sea Systems Command captured or obsolete vessels.

FEDERAL SURPLUS PERSONAL PROPERTY DONATION PROGRAMS

Eligible Recipients

- Public agencies including states, their political subdivisions (such as cities);
- Nonprofit educational and public health organizations (including museums and libraries);
- Nonprofit and Public Programs for the elderly (organizations receiving funds appropriated under the Older Americans Act of 1965, the Social Security Act, or the Economic Opportunity Act of 1964);
- Educational activities of special interest to the Armed Services (Red
Cross, Scouts, United Service Organizations, Inc., Little League Baseball, etc.);
- Public airports.

Contact
Washington Surplus Property Section
6858 South 190th Street
Kent, WA 98031
(206) 872-6446

DEPARTMENT OF THE NAVY, NAVAL SEA SYSTEMS COMMAND.

Eligible Recipients
- Municipal corporations
- Soldiers Monument Associations
- An incorporated museum, operated and maintained for educational purposes only, whose charter denies it the right to operate for a profit
- A post of the American Legion
- A local unit of any other recognized war veterans' association.

Navy Vessel Requests:
Request for information about the donation or loan of U.S. Navy vessels for use as memorials should be directed to:
- Commander, Naval Sea Systems Command, ATTN: NSEA/CODG, Department of the Navy, Washington, D.C. 20360. These donations are covered by Statute 10 U.S.C. 7308 which provides that vessels concerned must be obsolete or condemned.

PROCEDURES
Donations of combat equipment for display are made at no expense to the Government. The cost of handling, demilitarization, and transportation must be paid by the requesting organization. The method of transportation may be chosen by the receiving organization if such choice is economically advantageous and if the item does not exceed weight or measurement limitations established by State Highway Departments. Donors are required to comply with Title VI of Civil Rights Act of 1964.

When a suitable unit of combat equipment can be made available, the requester is supplied with the following information:
- Description of the specific item, to include measurements.
- Cost for mandatory demilitarization, which the recipient must pay before the work will be done by the storing installation. Demilitarization renders the equipment completely ineffectual as a lethal weapon, and makes movable parts stationary. This process, in the interest of human safety, is performed in accordance with specific rules established for each type of item.
- Estimation of the shipping weight, in order that a recipient may compute transportation costs.
- Description of necessary documentation. This includes signed copies of "Assurance of Compliance" with Title VI of the Civil Rights Act of 1964; copy of organization charter, a certificate stating that the property is being acquired for the donee's use and that when the property is no longer required by the donee, disposition instructions will be requested from the original donating activity. Requests from incorporated museums operated and maintained for educational purposes only must be accompanied by a certification of exemption from taxation under the Internal Revenue Code, along with a certification that they are maintained for educational purposes only.
- The item is reserved for 30 days, during which time the requester may reject or accept the item. Acceptance is indicated by forwarding to the donating agency the certificates provided at the time equipment is offered, properly completed by organization officers. Rejection is indicated by letter forwarded prior to the end of the 30-day reservation period. In the event a written acceptance or rejection reply is not received during the 30-day reservation period, the request for donation will be cancelled and returned to the requester.
- If a suitable unit of combat equipment cannot be made available on receipt of the application for donation, the request for donation will remain valid for a period of 60 days. Exception is made to requests for donations processed by the U.S. Army Armament Material Readiness Command which will remain valid for a period of one year.
Those that cannot be honored within this time frame will be cancelled and returned to the requester.

- Upon receipt of the above-mentioned supporting certificates, and upon payment for handling and demilitarization, shipping orders are prepared to supply the equipment. When the demilitarization has been accomplished, the item will be shipped by rail or truck transport, as indicated, with all transportation charges collectable upon delivery. If it is intended that the material be picked up by truck, the shipping installation will advise the recipient when the item is ready for pickup.

- Applications for donations of surplus property submitted by a post (or other local unit) of recognized veterans' organizations shall include the written approval of its National Headquarters.

Special Moorage

B. Moorage Facilities
The Port Orchard Waterfront Revitalization Project recommends the planning and construction of a special moorage facility to be associated with the activities of the Marine Events Facility.

The U.S. Army Corps of Engineers is authorized under Section 107 of the River and Harbors Act of 1960 to provide assistance for the planning and construction of general navigation features for facilities which demonstrate, through their use, an economic benefit to the area and country. The navigational features eligible for U.S. Army Corps involvement include:

- Floating breakwaters
- Dredging (for access and entrance channels).

Overall Criteria
- Project demonstrates economic benefit to community;
- Recreational boating;
- Demonstrates a need for expansion of existing moorage facilities;
- Moorage type includes permanent slips as well as transient and/or display moorage;

- Capacity is at least 100 slips, based on cost benefit analysis by U.S. Army Corps of Engineers;
- Sponsoring agency defines the type of boats, slip length, and slip width.

Contact
Frank Urabeck
Bureau Chief
Navigation and Construction Planning Section
U.S. Army Corps of Engineers
Seattle, WA
(Additional contact: Andy Mayer, Architect-Planner)

The Next Step...for the City
- Submit a letter to the Bureau Chief, referencing the discussion between Ron Kasprisin and Frank Urabeck concerning the Port Orchard unique ship moorage facility requesting:
  - Assistance from the U.S. Army Corps of Engineers regarding Section 107 of the 1960 Rivers and Harbor Act.
  - And, provide information about the proposed project (number of permanent slips, length, width, amenities for floats (benches, fish cleaning areas, lighting, trash receptacles, information signs)).

- Set up an appointment between the City of Port Orchard, the Port of Bremerton and the U.S. Army Corps of Engineers to arrange for:
  - A reconnaissance study to determine ball park costs including local sponsor costs;
  - Schedule for the second phase, more detailed study. The U.S. Army Corps of Engineers will conduct a federal benefit-cost ratio analysis prior to undertaking the second level detailed study.
City Of Port Orchard: Recommended Project Phasing And Financial Plan

**Phase I**

1983 - 1984 Project Packaging  
1984 Detailed Design  
1984 Project Construction

This plan recommends that a Port Orchard Development Commission be established to assume significant responsibility for project development and management.

**Responsibilities:**

- **FR** = Private  
- **CITY**  
- **PORT**  
- **SC** = Service Clubs  
- **ST** = State  
- **PODC** = Port Orchard Development Commission

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>RESPONSIBILITIES</th>
<th>ESTIMATED COST</th>
<th>POTENTIAL FINANCING SOURCES</th>
<th>AVAILABILITY</th>
<th>GENERAL CRITERIA AND REQUIREMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Walkway (Bay Street)</td>
<td>CITY/PODC</td>
<td>$13,000</td>
<td>Interagency Committee/Community Economic Revitalization Board, LID</td>
<td>Annual Basis</td>
<td>Recreation, Public Works, Jobs, Private Investment</td>
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<tr>
<td>2. DeKalb Street</td>
<td>CITY/PORT</td>
<td>$20,000</td>
<td>Interagency Committee/Community Economic Revitalization Board, LID</td>
<td>Annual Basis</td>
<td>Recreation, Public Works, Jobs, Private Investment</td>
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<tr>
<td>4. Bay Street</td>
<td>CITY/PODC/SC</td>
<td>$5,000</td>
<td>Interagency Committee/Community Economic Revitalization Board, LID</td>
<td>Annual Basis</td>
<td>Recreation, Public Works, Jobs, Private Investment</td>
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<tr>
<td>7. Waterfront Pavilion</td>
<td>PORT/CITY</td>
<td>$600,000</td>
<td>Economic Development Administration/State Community Development Block Grant Program/Port</td>
<td>Annual Basis</td>
<td>Public Works, Economic Development, Jobs, Private Investment, &amp; Low &amp; Moderate Income</td>
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<td>7a. Grandstand &amp; Roof</td>
<td>PORT/CITY</td>
<td>$300,000</td>
<td>Port/Economic Development Administration/State CDBG</td>
<td>Annual Basis</td>
<td>Public Works, Economic Development, Jobs, Private Investment, &amp; Low &amp; Moderate Income</td>
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<td>No.</td>
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<td>Cost</td>
<td>Source</td>
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<td>------</td>
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<tr>
<td>9.</td>
<td>Boardwalk/Guardrails</td>
<td>CITY/STATE</td>
<td>$6,000</td>
<td>Interagency Committee</td>
<td>Annual Basis</td>
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<td>10.</td>
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<td>CITY/PODC</td>
<td>$1,500</td>
<td>Interagency Committee</td>
<td>Annual Basis</td>
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<tr>
<td>10a.</td>
<td>Private Trail</td>
<td>PR</td>
<td>$9,000</td>
<td>Property Owners/LID</td>
<td>At Local Initiative</td>
</tr>
<tr>
<td>11.</td>
<td>Sidewalk</td>
<td>PR</td>
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<td>Property Owners/LID</td>
<td>At Local Initiative</td>
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<tr>
<td>11a.</td>
<td>Landscaping</td>
<td>PR</td>
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</tr>
<tr>
<td>12.</td>
<td>Boardwalk</td>
<td>CITY/PODC</td>
<td>$21,600</td>
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</tr>
<tr>
<td>12a.</td>
<td>Shelter</td>
<td>CITY/PODC</td>
<td>$15,000</td>
<td>Federal Revenue Sharing</td>
<td>At Local Initiative</td>
</tr>
<tr>
<td>13.</td>
<td>Bridge</td>
<td>CITY/PODC</td>
<td>$28,000</td>
<td>Federal Revenue Sharing/Economic Development Administration</td>
<td>At Local Initiative</td>
</tr>
<tr>
<td>14.</td>
<td>Trail</td>
<td>CITY/PODC</td>
<td>$9,000</td>
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<td>Annual Basis</td>
</tr>
<tr>
<td>15.</td>
<td>Pavement</td>
<td>PR</td>
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<td>15a.</td>
<td>Structure</td>
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<tr>
<td>15b.</td>
<td>Tent</td>
<td>PR</td>
<td>$25,000</td>
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<tr>
<td>16.</td>
<td>New Facade &amp; Sidewalk</td>
<td>PR</td>
<td>$60,000</td>
<td>Local Improvement District</td>
<td>At Local Initiative</td>
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<tr>
<td>19.</td>
<td>City Entry</td>
<td>CITY/SC</td>
<td>$8,000</td>
<td>Federal Revenue Sharing/City Funds</td>
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<tr>
<td>20.</td>
<td>Banners</td>
<td>SC</td>
<td>$3,000</td>
<td>Merchants</td>
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**Phase II**

- **1984 - 1985** Project Packaging
- **1985** Detailed Design
- **1985** Project Construction

<table>
<thead>
<tr>
<th>No.</th>
<th>Project</th>
<th>City/Port/PODC</th>
<th>Cost</th>
<th>Source</th>
<th>Funding Basis</th>
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</thead>
<tbody>
<tr>
<td>1.</td>
<td>New Moorage</td>
<td>CITY/PORT/PODC</td>
<td>$144,000</td>
<td>Port</td>
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<td>7.</td>
<td>Hill Climb</td>
<td>PR/CITY/PODC</td>
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<td>Interagency Committee</td>
<td>Annual Basis</td>
</tr>
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<td></td>
<td>Description</td>
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<td>Amount</td>
<td>Funding Source</td>
<td>Funding Basis</td>
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<td>21.</td>
<td>New Light Standards</td>
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<td>$8,000</td>
<td>City General or Street Funds</td>
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<td>22.</td>
<td>Orchard Street Walkway</td>
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<td>23.</td>
<td>Frederick Street Walkway</td>
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<td>24.</td>
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<td>25.</td>
<td>Harrison Street Walkway</td>
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<td>26.</td>
<td>&quot;Fort Hill&quot; Lookout</td>
<td>CITY/PODC</td>
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**Phase III**

1985 - 1986 Project Packaging
1986 Detailed Design
1986 Project Construction

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
<th>Responsible Body</th>
<th>Amount</th>
<th>Funding Source</th>
<th>Funding Basis</th>
<th>Budget Constraints</th>
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<tbody>
<tr>
<td>5.</td>
<td>Port Street</td>
<td>CITY/PODC</td>
<td>$30,000</td>
<td>Interagency Committee/Community Economic Revitalization Board, LID</td>
<td>Annual Basis</td>
<td>Recreation, Public Works, Jobs, Private Investment</td>
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<td>18.</td>
<td>Texture Street</td>
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<td>Local Improvement District/Street Funds</td>
<td>At Local Initiative</td>
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