PORT ORCHARD CITY PARKS PLAN

CHAPTER 3. PARKS AND RECREATION OVERVIEW

3.1 Summary of Demands, Needs, & Gap Analysis

The recreational needs of any jurisdiction not only changes as the population changes, but also with evolving types of recreation. It is difficult to quantify the evolving needs of a community in order to make a real effort in meeting the needs and expectations of the community. However, the tables below are an attempt to quantify those needs and expectations using past values and projecting the needs into the future. Appendix D provides the data and detailed calculations that comprised the basis for the Demands and Gap analysis.

3.1.1 Overview

Determination, in this plan, of the demand and need for parks, recreation, open space lands and facilities was a two-fold process that first examined historical levels of services based on city populations, and then extrapolated needs based on current and future population that is expected and accepted by the Growth Management Hearings Board in the Kitsap County Comprehensive Plan.

Although this plan highlights some deficiencies in the current and future Level of Service (LOS), the very nature of the examination of historical data provides a baseline LOS that can be used to insure that, at a minimum, the City meets the LOS expected by the citizens. Augmentation to parks and recreation services are likely to occur because of changing needs of the citizenry and the types of recreation requested. Sources for requested augmentation could be from active users groups, or by electronic surveys that occur on a regular basis.

Under the requirements of the Growth Management Act (GMA), needs must be expressed relative to LOS. For parks and open space, levels of service are measured in acres of land for each thousand people being served. Shoreline levels of service is measured in miles of shoreline; trails in miles of trail per thousand people; and recreational facilities in units (ballfields, gyms, pools etc) per thousand people. Existing levels of service are determined by dividing the
number of acres, miles, ball fields, etc. by the number of people in the City, and dividing that number by 1,000. If it has been determined that the existing facilities are inadequate, it can be projected that a high level of service would likely meet the identified need. All of the data for the Demand & Gap analysis is provided in Appendix D. The information below is a summary of historical trends and the most recent analysis of Parks and Recreation levels of service provided.

**TABLE 1: COMPARISON OF RECREATIONAL STANDARDS**

<table>
<thead>
<tr>
<th></th>
<th>QUANTITY REQUIRED 2000</th>
<th>QUANTITY ON HAND 2000 (7,488 pop.)</th>
<th>QUANTITY REQUIRED 2008 (8,350 pop.)</th>
<th>QUANTITY REQUIRED 2011 (11,144 pop.)</th>
<th>QUANTITY ON HAND 2011 (11,144 pop.)</th>
<th>NATIONAL AND CITY STANDARDS*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Park</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3 ****</td>
<td>10</td>
<td>1-2 ac/1,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 park/3,500</td>
</tr>
<tr>
<td>Community Park</td>
<td>1</td>
<td>1</td>
<td>1 (2)</td>
<td>1</td>
<td>3</td>
<td>5-8 ac/1,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 park/8,000</td>
</tr>
<tr>
<td>Baseball Diamond</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>15</td>
<td>1/5,000</td>
</tr>
<tr>
<td>Softball Diamond</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>15</td>
<td>1/5,000</td>
</tr>
<tr>
<td>Soccer Field</td>
<td>1</td>
<td>0 (2)</td>
<td>1</td>
<td>1</td>
<td>5</td>
<td>1/10,000</td>
</tr>
<tr>
<td>Football Field</td>
<td>1</td>
<td>0 (1)</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>1/20,000</td>
</tr>
<tr>
<td>Tennis Court</td>
<td>4</td>
<td>4 (6)</td>
<td>3</td>
<td>5</td>
<td>11</td>
<td>1/1,000</td>
</tr>
<tr>
<td>Bicycle Path</td>
<td>3.7 mi</td>
<td>0</td>
<td>4.6 mi</td>
<td>5.5 mi</td>
<td>0</td>
<td>.5 mile/1,000</td>
</tr>
<tr>
<td>Basketball Court</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>6</td>
<td>1/5,000</td>
</tr>
<tr>
<td>Picnic Area</td>
<td>2.1 ac</td>
<td>2 ac</td>
<td>2.6 ac</td>
<td>3</td>
<td></td>
<td>1 ac/3,500</td>
</tr>
<tr>
<td>Boat Launch</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>29</td>
<td>1/3,000</td>
</tr>
<tr>
<td>Trails</td>
<td>11.2mi</td>
<td>0</td>
<td>13.7 mi</td>
<td>17 mi</td>
<td>3.93</td>
<td>1.5 mi/1,000</td>
</tr>
</tbody>
</table>

* The standards are derived from the recommended standards provided by the Inter-Agency Committee for Outdoor Recreation and those used by Kitsap County.
Facility not owned by City but available to public.

** Neighborhood parks are defined as those which can serve a general neighborhood and are in close proximity, walking distance, to a residential area. In the City, neighborhood parks are Central Playfield, Givens Park, and Paul Powers, Jr. Park.

*** Community parks are defined as larger parks which can serve several neighborhoods which would be 1 to 2 miles from it. The community park would be a destination and would not necessarily be easily accessible by walking. Community parks would be Van Zee Park, Veterans Memorial Park, and the South Kitsap Community Park.

**** The neighborhood parks are not located to allow each neighborhood to have its own park within safe walking distance.

**TABLE 2: TOTAL PARK AREA REQUIREMENTS**

<table>
<thead>
<tr>
<th>TIME PERIOD</th>
<th>POPULATION</th>
<th>ACRES REQUIRED @ 8.6 acres per 1000</th>
<th>ACRES AVAILABLE</th>
<th>SURPLUS OR (DEFICIENCY)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current as of 2011</td>
<td>11,144</td>
<td>95.84</td>
<td>492.69</td>
<td>396.85 Acres surplus</td>
</tr>
<tr>
<td>6 year growth 2012-2017</td>
<td>+ 2,973</td>
<td>25.56</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Estimated population growth</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subtotal as of 2017</td>
<td>14,117</td>
<td>121.40</td>
<td>492.69</td>
<td>371.29 Acres surplus</td>
</tr>
<tr>
<td>Growth to 20th year</td>
<td>+6,441</td>
<td>55.39</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Estimated population growth</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subtotal as of 2030</td>
<td>20,558</td>
<td>176.79</td>
<td>492.69</td>
<td>315.89 Acres surplus</td>
</tr>
</tbody>
</table>

This table shows the needs for the total park area within City limits. It does not address the issue of isolated neighborhoods which are in need of recreational facilities within a defined walking distance, but address total acreages only. The numerical analysis indicates that the City shows a surplus with the analysis of facilities owned by other public agencies and private facilities to offset any proposed deficient in total park area. The goal of the City is to increase joint
utilization of public facilities as we move into the future. The city citizens also have the County's 48 acre Veteran's Memorial Park and the South Kitsap and Coulter Creek regional park acreages available to them. These additional acres provide the community with additional total park acreage that has not been included within the Parks and Recreation service area nor within the Demands and Gap Analysis. Appendix D illustrates the differences in the calculations that may occur between the city-owned facilities, the city-owned in addition to the other public agencies facilities, and then finally the city-owned, other public agency, and privately-owned facilities in the planning area.

3.1.2 Incorporation of Public Input and Involvement

Ultimately, it is the end users that should have the greatest impacts on the city parks. Although planning staff and elected and appointed officials can influence park creation and uses, the most important aspect of the parks should be determined by the citizenry. The park system, including goals and policies, must be a reflection of the wants and desires of it's' residents. Clubs, groups, and families must be contacted periodically to evaluate of the park system is meeting the need of the stakeholders.

What is your favorite recreational activity?

![Pie chart showing favorite recreational activities]

Appendix G: Excerpt from Port Orchard Parks Survey (Question 8)

From time to time it will be necessary to bend this park plan meet the emerging recreation trends either through amendments to the plan or creating more specific sub plans when appropriate. Appendix G contains survey results and
public comment that have been incorporated into this document and into this analysis.

### 3.1.3 Review of Historic & Emerging Recreation Trends

The City historically has maintained a consistent level of service for parks and recreation that has been relatively constant requiring few changes in park design for changing types of uses. There have been five usage types that have been requested by the public: baseball, football, basket ball, tennis and more recently soccer. Emerging trends have revised the list to include disc golf, fitness facilities and trail paths for environmental learning. The stress levels of modern society now require places where citizens have a chance to slow down in order to reflect and enjoy the natural environment. Urbanization is currently in competition for scarce resources and places that are set aside for immersing the soul in the natural environment.

As the built environment begins to intrude into the few green spaces left within the urban area, it is more important than ever to create parks where citizens can find a respite from daily activities.

### 3.1.4 Analysis Results

Determination, in this plan, of the demand and need for parks, recreation, open space lands and facilities was a two-fold process that first examined historical levels of services based on city populations and then extrapolated needs based on current and future population that is expected and accepted by the Kitsap Regional Coordinating Council and in the Port Orchard Comprehensive Plan. The questions, data, and results of the Port Orchard Parks Survey are located in Appendix G: Port Orchard Parks Survey Data and Public Comment.

Extra care was taken to assure that the city park properties inventory was conducted and that facilities were properly classified, so that an accurate inventory of each classification category could be achieved. Upon conducting this analysis, some of the properties were reexamined to more accurately represent their characteristics. Along with proper classification, significant effort was made to update the property data. Site visits were conducted to verify current facility status.

The methodology and City of Port Orchard parks data, including the detailed analysis regarding the Inventory of the existing parks and recreation facilities is provided in Appendix D: Port Orchard Demands & Needs Analysis. This Inventory of existing facilities was then compared to the National Standards, and Washington State municipal averages for provision of parks and recreation facilities (Refer to Appendix B: Definitions, Standards, & Guidelines). The Demands and Needs analysis was then compared for the City of Port Orchard, in combination with other public agencies and private facilities provided to the public to determine the level of service provided to the community and to assist in identifying the needs and areas for improvement. Analysis also included creation
of graphic maps of the existing parks service areas and the walkable radius from those areas. The results of the graphic analysis indicated a need for an additional community park in the future as the population increases and development continues to occur at the intersection of Sidney and Sedgwick Drive. Refer to Appendix D: Port Orchard Demands & Needs Analysis.

This information from the analysis, combined with the results of the Port Orchard Parks Survey were considered and incorporated into the priorities for projects below, in this chapter, and additionally to have influence into the Parks Action Plan Matrix (Refer to Appendix C: Parks Action Plan Matrix).

Appendix G: Excerpt from Port Orchard Parks Survey (Question 7)
3.2 Definitions and Standards

While developing the 2011 plan update, an extensive analysis of current park property was conducted to ensure that it was classified into the proper park classifications. The City of Port Orchard has a wide variety of properties that are maintained by city staff, and they typically fall into one of the main park classifications identified below.

**Pocket Parks.** are an important tool for allowing new development to provide recreational opportunities for residents and most importantly providing a close, safe place for children. Generally, in new developments, home owners associations become the responsible entities for maintenance and park upkeep. Pocket Parks currently have no minimum standards for size and amenities but should be large enough to meet the needs of the residents.

**Neighborhood Parks.** Neighborhood parks are generally no more than 10 acres in size, depending on a variety of factors including need, location and opportunity, and should meet a minimum size of 1.5 acres in size when possible. These parks are intended to serve residential areas within walking distance (up to ½-mile radius) of the park site and should be geographically distributed throughout the community. Access is mostly pedestrian, and park sites should be located so that persons living within the service area will not have to cross a major arterial street to get to the site. Developed neighborhood parks typically include amenities such as pedestrian paths and trails, picnic tables, play equipment, play fields, sports courts, landscaping and irrigation.

While no service standard previously existed for neighborhood parks, this Plan proposes a combined acreage standard for developed neighborhood and community parks to emphasize their importance within Port Orchard’s system. The proposed standard is 2 acres per 1,000 residents. School grounds in the Port Orchard urban area are intended to play a role in its overall park system, with regard to service standards or parkland distribution. The opportunity to cooperatively incorporate existing infrastructure within school sites that may offer an open field or play equipment, while addressing that certain daytime access may be restricted by school use and limited for security concerns. Additionally, typical after school scheduling places a priority on school-based athletics. The opportunities for coordination on these issues is paramount for the community to most efficiently utilize the resources available for recreation.

**Community Parks.** Community parks are generally more than 10 acres in size, depending on a variety of factors including need, location and opportunity, and should meet a minimum size of 1.5 acres in size when possible. These parks are intended to serve residential areas within walking distance (up to ½-mile radius) of the park site and should be geographically distributed throughout the community. Access is mostly pedestrian, and park sites should be located so that persons living within the service area will not have to cross a major arterial street to get to the site. Developed neighborhood parks typically include amenities such
as pedestrian paths and trails, picnic tables, play equipment, play fields, sports courts, landscaping and irrigation.

While no service standard previously existed for neighborhood parks, this Plan proposes a combined acreage standard for developed neighborhood and community parks to emphasize their importance within the park and recreation system. The proposed standard is 8.6 acres per 1,000 residents.

**Greenspaces and Open Space Corridors.** Greenspaces and open space corridors provide visual and psychological relief from man-made development within the urban area. Open space corridors are typically long, relatively narrow lands that follow roads, creeks, and other natural or transportation corridors. These corridors may protect environmentally-sensitive areas and provide wildlife habitat. Greenspaces and open space corridors are acquired with the intent of limited or no development and may offer limited accessibility or public recreation utility, such as a wetland property.

**Natural Areas.** Natural areas provide amenities for passive recreation, such as trails, benches and environmental interpretive panels. Public access via rustic trails within these areas is important to provide passive recreational opportunities, as appropriate with resource protection and environmental regulations. The selection of natural area sites is based on a variety of criteria, including linkage to or through other open spaces, public facilities, relation to existing parks in the area, the need to preserve a site’s natural features, and the size and quality of the open space. The primary difference between a site classified as “natural area” and a “greenspace” is that the area is intended to remain in a natural state, while also providing passive recreation opportunities. It is acquired or retained as a site of unique environmental quality (i.e., extensive wooded hillside or ravine).

**Trails.** Hiking, walking and cycling trails are in strong demand by residents of Port Orchard. A trail may exist within a publicly acquired open space corridor or right-of-way or along railroad lines or utility corridors defined by drainage areas, topographical changes, wooded areas or vegetation patterns that can link schools, libraries or commercial areas with parks. The trail should be sufficiently wide enough to accommodate the intended type of trail user(s), preserve the features through which the trail is traveling and buffer adjacent land use activities. Trails may be developed in conjunction with various recreational activities, such as jogging, nature study and historic observation. They may be a separate facility, such as a fitness trail, or a connected element of a larger facility, such as a greenway trail. Surfaces will vary with location and use. Provisions for parking, consistent signage and interpretive markers may also be included in trail development. In order to provide an appealing, safe, accessible, economical and diverse trail system, trail standards and classifications should be developed and may be based on the following:
Chapter 3: Parks & Recreation Overview

- **Regional Trail**: Paved, shared-use, long distance linear trail corridors for the exclusive use of pedestrians, bicycles, and other approved trail users. Regional trails are typically 112’-14’ wide with a 2’ wide shoulder on both sides. An example of a regional trail would be the Bay Street Pedestrian Path / Mosquito Fleet Trail.

- **Community Trail**: Paved, shared-use trails typically found within community parks or linking park facilities. Community trails are typically 8’-10’ wide. The paths within Evergreen Park are examples of community trails.

- **Rustic Trail**: Earthen or soft-surface trails with limited horizontal clearances and challenging grades and obstacles. Providing accessibility and regular facility maintenance are issues typical of this type of trail. Rustic trails vary in width and surfacing. The trails of the East Park Nature Area are rustic trails.

- **Water Trail**: Navigable non-motorized and motorized waterways appropriate for canoe, kayak, and other boating. Providing launch facilities and non-motorized boat access points are important considerations in water trails.

**Bike Routes and Sidewalks.** Typically associated with the transportation system, these linear paths are heavily used within urban areas and should be included in trail planning efforts. (See City of Port Orchard Transportation Plan - Non-Motorized element for additional information.)

3.3 Priorities and Relation to Action Plan

In general, a city’s capital improvement plan, or for this document, the Parks Action Plan Matrix, is the planning document that will allow the City to budget its resources to allow it to meet the goals and objectives for municipal parks. The emphasis of the next six years for municipal parks is to maintain what currently exists while slowly expanding to meet future needs. Significant improvements caused by expanding population should be funded as land use actions allow higher population densities.

Maintenance of existing facilities would be funded by annual budget expenditures. As the city’s park system is expanded to meet the growing need for parks and open space, the need for additional maintenance and operation funds will be required to maintain additional facilities or improvements to the current system. Adjustments to the Parks Department Budget are recommended on an annual basis. Additional maintenance and operation expenses need to be considered and planned for as this functional plan is executed.
Both the analysis and the public survey results indicate a shortage of walkable paths, bicycle paths, and trails exists within the City of Port Orchard. Opportunities should be sought to develop trails within large park areas. However, in order to meet the needs of the community for nine miles of trails, this action item has to be part of the Residential Street Paving Program. As the major residential streets are paved, wide shoulders or sidewalks need to be included in the work. In addition, the City needs to try to provide a safe waterfront walking area along Sinclair Inlet. Safe walking areas along the major residential streets in Port Orchard can be coordinated with the paths of Kitsap County to create one continuous walking/bicycle circuit. An excellent example of a continuous walking path is the proposed Kitsap County Mosquito Fleet Bicycle Trail system, which will go along Sinclair Inlet.

If our City had to concentrate on one park goal, what should it be?

Appendix G: Excerpt from Port Orchard Parks Survey (Question 13)

Although the emphasis is to maintain the park system, the number of parks has to increase to meet the demands of the new population. There is a shortage of park facilities in the Sidney / Sedgwick neighborhood. In the next 20 years, the City will need a minimum of 31 acres for new neighborhood parks and a minimum of 161 acres of community parks to accommodate the minimum needs of the forecast growing population.
### 3.3.1 City Policies Regarding Park Priorities

The priority of needs would be established based upon demands and requirements. A listing of the priorities is as follows:

1. **First priority is for those items demanded by the public which are also defined as an existing need.**
2. **Second priority is for those items which are not identified as a recognized need, but are desired by the public.**
3. **Future needs.**

### 3.3.2 City First Priority Needs

Based upon the Demands and Need analysis and the supporting information from the Port Orchard Parks Survey, the greatest attention was given to changing the Cities’ First Priority Needs. Added items regarding park maintenance, provision of walking and bicycle trails, and an increased emphasis for regular funding were all results of the public survey. (Please Refer to Appendix G: Port Orchard Parks Survey Data and Public Comment).

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**Should the City change its First Priorities?**

- **50.0%** No
- **50.0%** Yes

**Appendix G: Excerpt from Port Orchard Parks Survey (Question 17)**
1. The City needs to consistently allocate a minimum dollar amount for upgrade or repair of playground equipment in existing parks.

2. The City needs to establish a fund to purchase future park property (including implementation of Park Impact Fees).

3. A walkway that can accommodate bicycles needs to be constructed along Bay Street for the full length of the City.

4. City streets should have sidewalks added to the roadway to allow for pedestrian use.

5. The City needs to provide for a park of at 1 ½ to 2 acres to serve the future growth in the vicinity of Planning Areas 1 and 6.

3.3.3 City Second Priority Needs

Appendix G: Excerpt from Port Orchard Parks Survey (Question 19)
Based upon the Demands and Need analysis and the supporting information from the Port Orchard Parks Survey, there was substantial support to maintaining the Cities’ Second Priority Needs. The City has endeavored to pursue these priorities and will continue to undertake measure to implement these priorities as funding allows (Please Refer to Appendix G – Port Orchard Parks Survey Data and Public Comment).

1. **Coordination with road improvement projects should be sought to increase the amount of walking area along the roads.**

2. **The City should seek to coordinate its future projects with Kitsap County and other Public Agency plans.**

3. **Establish projects which would be compatible with the Mosquito Fleet Bicycle Trail.**

### 3.3.4 City Third Priority Needs

Based upon the Demands and Need analysis and the supporting information from the Port Orchard Parks Survey, there was substantial support to maintaining the Cities’ Third Priority Needs. Similar to the Second Priorities, the City will
continue to undertake measure to implement these priorities as funding allows (Please Refer to Appendix G – Port Orchard Parks Survey Data and Public Comment).

1. A viewing deck, trail, or educational area that overlooks Blackjack Creek needs to be constructed.
2. The beach near Westbay Shopping Center should be improved to provide better waterfront access.
3. The City needs to remain aware of opportunities to provide a conference center in the downtown area.

3.4 Projects for Park Planning Horizons

Generally park plans should provide a basic framework for guidance for a period of twenty years with likely amendments occurring every couple of years or as the need arises. This document although comprehensive, is not meant to be an unnecessary hindrance to changes and adjustment that may be necessary. The following recommendations are linked to the twenty year long range planning efforts of the City of Port Orchard and may be further developed as future updates to the Port Orchard Parks Plan occur:

1. A community Park should be developed within the Sidney / Sedgwick corridor area.
2. Pursue cooperation with the YMCA, Boys & Girls Club or similar private agency for development of a regional recreational facility.
3. Extend and connect the Bay Street Pedestrian Path / Mosquito Fleet Trail project from the West City limits to the East City limits.