

PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

CITY OF PORT ORCHARD COMPREHENSIVE PLAN

August 12, 2016



BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.¹ This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of Port Orchard, adopted by the city on June 14, 2016. PSRC last certified the City of Port Orchard's comprehensive plan in May 2012. PSRC staff reviewed the updated 2016 comprehensive plan and coordinated with city staff in the development of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the City of Port Orchard comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

The Puget Sound Regional Council certifies that the transportation-related provisions in the City of Port Orchard 2016 comprehensive plan update conform to the Growth Management Act and are consistent with the multicounty planning policies and the regional transportation plan.

The remainder of this report contains a summary of the PSRC review of the City of Port Orchard comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and

¹ The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

Local Comprehensive Plan Checklist, is listed in high-level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the city is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

Part I: Conformity with Growth Management Act Transportation Planning Requirements

SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

Land use assumptions and forecasts of travel demand that are internally consistent and consistent with growth targets.

Service and facility needs, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

Financing and investments, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

Intergovernmental coordination with neighboring cities, counties, and regional and state agencies.

Demand management, including programs to implement the Commute Trip Reduction Act.

Pedestrian and bicycle planning, including project funding and capital investments, education, and safety.

Land uses adjacent to airports, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The City of Port Orchard's comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions.

Highlights include:

- ☑ The plan encourages development of an efficient multimodal transportation system by requiring new development and redevelopment to incorporate transit, pedestrian and other nonmotorized transportation improvements, including bus shelters and/or pullouts, sidewalks, pathways, crosswalks, and bicycle lanes (Goal 1 and policy TR-3).
- ☑ Goal 16 and policies TR-68-72 direct the city to design and implement enforcement and education programs that promote the safety of people walking and bicycling through strategies such as promoting bike to school/work days, designating a street safety officer, and distributing route and safety information about walking and bicycling facilities.

- ☑ Policy TR-17 calls for the city to monitor the success of the Transportation Demand Management (TDM) and Commute Trip Reduction Program (CTR) for the City of Port Orchard and the entire South Kitsap Area in coordination with Kitsap County.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with Growth Management Act transportation planning requirements.

Part II: Consistency with Regional Plans and Policies

OVERVIEW

This section discusses consistency with the multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region’s long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region’s residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. A description of how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040 is contained in Chapter 1.

Environment

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

Stewardship, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

Earth and habitat, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

Water quality, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

Air quality and climate change, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Port Orchard comprehensive plan addresses the environmental policy topics in VISION 2040. Highlights include:

- ☑ Goal NS-2 and policies NS-5 and LU-21 direct the city to protect water quality, including removing barriers to low-impact development in zoning, subdivision, and street regulations and encouraging the minimization of impervious surface areas in development. Policy NS-7 requires native vegetation buffers along streams, marine and freshwater shorelines and wetlands to protect the functions and values of those surface waters.
- ☑ Goals NS-10-13 and policies NS-45-60 protect the biological diversity of Puget Sound through strategies such as documenting natural resources, maintaining effective development regulations, maximizing habitat quality and connectivity, and coordinating with other jurisdictions, agencies and organizations.

- ☑ Policy PK-3 in the plan directs the city to distribute parks and open spaces throughout the city, but particularly focus new facilities in or near local centers and underserved areas.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the environment.

Development Patterns – Including the Regional Growth Strategy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

Urban areas, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

Centers, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

Unincorporated urban areas, including policies that advance annexation and orderly transition of governance.

Resource lands, including identification of steps to limit development.

Regional design, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

Health and active living, addressing healthy environment, physical activity and well-being, and safety.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- ☑ PSRC commends the city for including policy LU-7 which directs the city to monitor the rate of residential, light industrial and commercial growth against the 20-year targets established in the Countywide Planning Policies, as a basis for better aligning growth over time with the Regional Growth Strategy. If growth appears to deviate from a rate that complies with these targets, the policy calls for reasonable measures such as reducing/increasing adopted transportation levels of service, reducing/increasing impact fees, or accelerating/delaying projects within the city's Capital Improvement Program.
- ☑ The plan focuses on developing and supporting local centers, which are intended to provide opportunities for residents, jobs, stores, services, and open spaces to be located in close proximity, reduce the reliance on cars for shopping and commuting, and offer better access to daily wants and needs (Goals 9-20 and Policies CN-1-24).
- ☑ Policy LU-22 in the plan promotes local food security and public health through enabling the establishment of urban agriculture, community gardens, farmers markets, and food production and distribution infrastructure.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on development patterns.

Housing

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

Increased housing production opportunities, including diverse types and styles for all income levels and demographic groups.

Affordable housing needs, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

Regional housing objectives in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- Policy HS-2 supports the development of a variety of housing types, including apartments, townhomes, mixed-use and live-work development, small-lot and zero lot line single-family homes, and manufactured homes, as well as traditional single-family homes, through innovative planning, efficient and effective administration of land and building codes, and, where available, applicable financial assistance.
- Goal 2 and HS-4-8 direct the city to ensure that housing is affordable and available to all socioeconomic levels of Port Orchard residents.
- Goal 3 and HS-9-11 encourage the clustering of new housing developments in designated mixed-use centers where residential uses are co-located with commercial uses.

DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- RCW 36.70A.070(2)) requires comprehensive plans to include an inventory and analysis of existing and projected housing needs and adequate provisions for existing and projected needs of all economic segments of the community. The city's housing element includes a limited needs assessment. It should be expanded to include additional information on special needs housing, housing affordability/cost burden, and projected future housing needs for a variety of income levels. Future work should be done to identify a full range of housing needs as a basis for potential future plan amendments. PSRC's [Housing Element Guide](#) can provide additional guidance in this work. For more tools and strategies to consider, see the PSRC [Housing Innovations Program](#). PSRC staff is also available to provide assistance.

Economy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

Retention and recruitment efforts that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

Equitable benefits and impacts, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

Adequate housing growth in centers through collaboration with the private sector and provision of infrastructure.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the economic provisions of VISION 2040. Highlights include:

- ☑ Goal 1 and policies ED-1-5 encourages the city to support a diversified economy that provides primary living wage jobs for residents.
- ☑ The plan encourages new commercial development to occur within designated centers of activity near housing, multi-modal transportation connections, and urban services (Goal 2 and policies ED-6-10).
- ☑ Goal 3 and policies ED-11-14 promote growth and diversification that maximizes employment and improves the opportunity for residents to both work and live in Port Orchard.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on economic development.

Transportation

SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

Maintenance, management, and safety, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

Support for the regional growth strategy, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

Improved transportation options and mobility, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

Linking land use and transportation, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Port Orchard comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety. It supports the regional growth strategy and provides greater options and mobility. Highlights include:

- ☑ Goal 7 and policies TR-21-27 support increasing transit service for the city as development occurs through providing transit-supporting infrastructure and working with Kitsap Transit.
- ☑ The plan directs the city to create a transit oriented development program with a special focus on the city's approved centers of local importance (Goal 8 and policies TR-28-30).
- ☑ Goals 12 and 13 and policies TR-46-57 promote active transportation by developing a walking and bicycling network for Port Orchard that prioritizes safety, connectivity, convenience, and cost effectiveness.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on transportation.

Public Services

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

Promote more efficient use of existing services, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

Promote renewable energy and alternative energy sources.

Plan for long-term water needs, including conservation, reclamation and reuse.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Port Orchard comprehensive plan update contains policies that address many of the public services provisions of VISION 2040. Highlights include:

- Goal UT-4 and policies UT-25-28 support development of renewable energy projects and technologies and programs to conserve energy.
- Policy CF-49 directs the city to implement and maintain water conservation programs to discourage water waste, promote the prudent use of water resources and support protection of habitat and the environment.

DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comment at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- MPP-PS-9 states: “Serve new development within the urban growth area with sanitary sewer systems or fit it with dry sewers in anticipation of connection to the sewer system. Alternative technology to sewers should only be considered when it can be shown to produce treatment at standards that are equal to or better than the sewer system and where a long-term maintenance plan is in place.” PSRC commends the city for encouraging connection to the sanitary sewer system. Please consider adding a policy to more fully address MPP-PS-9, including standards and the consideration of alternative technologies.

Conclusion

PSRC staff thanks the city for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the city has questions or needs additional information, please contact Erika Harris at 206-464-6360 or eharris@psrc.org.