

# GORST CREEK WATERSHED PLAN

## Advisory Committee Meeting January 16, 2013 Meeting Notes

### ATTENDANCE

All members were present as listed below unless otherwise noted

- **City of Bremerton** Elected and Appointed Officials: Mayor Patty Lent, City Councilmember Jim McDonald, Planning Commission Chair, Greg Jose
  - Bremerton Staff: Andrea Spencer, Community Development Director, Allison Daniels, City Planner; Chal Martin, Director, Public Works & Utilities Department, Tom Knuckey, City Engineer
- **Kitsap County** Elected and Appointed Officials: Board of County Commissioner Charlotte Garrido, Planning Commissioner Linda Rowe
  - Kitsap County Staff: Eric Baker, Special Projects Division Manager, Katrina Knutson, Senior Planner, Community Development Department
- **Suquamish Tribe** Officials and Staff: Rob Purser(absent), Fisheries Director at Suquamish Tribe, Allison O'Sullivan, Biologist, Suquamish Tribe

Also in attendance were members of the consultant team, Bill Webb, Project Manager, AECOM, and Lisa Grueter, Land Use & SEPA Lead, BERK.

### OVERVIEW

The Advisory Committee met at the Bremerton City Hall Mayor's Conference Room to discuss the following agenda:

- Welcome & Introductions
- Project Overview, Advisory Committee Role, and Schedule
- Background Information – Watershed Analysis and Early Public Outreach
- Gorst Subarea Draft Vision & Preliminary Land Use Alternatives
- Next Steps

Allison Daniels, City Planner, Eric Baker, Kitsap County Special Projects Manager, and consultant team members Bill Webb and Lisa Grueter gave a presentation, and Advisory Committee members discussed questions and provided direction on key questions, noted below.

### GORST'S ROLE & FUTURE

#### Question: What is Gorst's Role?

- Is Gorst a neighborhood? Is there more than one neighborhood?

- Is Gorst a commercial center? Does Gorst serve the neighborhood? The Bremerton community? The Region?

### **Question: What is Gorst's Future?**

- In 20 years, what could / should Gorst become?
- *What Gorst should not be?*

### **Discussion**

- Local input is vital
- Gorst has more than one neighborhood; it has both regional commercial and residential uses.
- Gorst is a commercial center
- Gorst serves the county and city
- Gorst is a gateway
- Look at a larger area. What do you have? SKIA is industrial. Greater employment = need for mixed use.
- Like mixed use
- Recognize regional arterials
- Secondary roads – a good concept to allow development on interior away from major roads
- Clarify mixed use versus design (not Disney-fied). Like horizontal mixed use concept, does not have to be vertical mixed use design.
- Rental v. owner (tenure) – provide data.

## **ALTERNATIVES – ADVISORY COMMITTEE INPUT**

### **Question: Do we have the right range of alternatives to move forward to the public & SEPA process?**

### **Discussion**

- Reduction in intensity on water
- Navy concern- waterward of railroad tracks
- Port-acquired some land for restoration
- Two separate issues
  - property undeveloped
  - private already developed
- Effect on tax base if moving/altering uses?
- Trail in buffer—Clear Creek
- Residential in mine supported—continues pattern from the north
- Services— proximity to existing development

- Range of alternatives is good—address shoreline
- Could fit TDR—another tool (see incentives below)
- Transportation—will study
- Add goal—reduce collisions and improve safety

## DEVELOPMENT & INCENTIVES

### Question: What land uses would you like to see –

- More of?
- Less of?

### Question: What scale do you envision?

- Waterfront?
- Elsewhere?
- What is an appropriate range of incentives for Gorst?

### Question: What range of incentives is appropriate to facilitate desired growth and improve water quality and habitat?

Items to consider -

- Amount of Development: for example, building heights, densities
- Development standards: for example, parking, impervious surfaces
- Permit processing: for example, building permit fees

### Discussion

- Greater heights—6 stories is expensive due to construction (liquefaction)
- Don't have six stories on waterfront—set it further back, graduated back
  - Better soils
  - Better views above on mine site
  - Density and clustering—allow greater heights with a cluster
- Under-building parking
  - Creates “more community”
  - Use incentives
- Incentives
  - Look at SKIA for lessons
    - What would someone use to make it real?
  - TDR—follow county process. Monitor, but don't study TDR.
    - Will TDR help or compete with other desired benefits desired with incentives?

- Planned Action
  - Facilitate development
  - Meet mitigation
  - Meet code
- Waterfront
  - Reduce planned action boundaries or require enhanced standards (e.g. no reduction of buffers; restoration)

## NEXT STEPS

### **Question: Do we have the right range of alternatives to move forward to the public & SEPA process?**

- Range of alternatives is good—address shoreline
- Have the conversation with the public and planning commissions at upcoming meetings

### **Attachments**

Power Point Presentation – January 16, 2013

Advisory Committee Packet – December 21, 2012

**GORST CREEK  
WATERSHED PLAN  
ADVISORY COMMITTEE MEETING**

January 16, 2013



AGENDA	
▪ Welcome	2:30
▪ Project Overview, AC Role & Schedule	2:45
▪ Background Information	3:00
▪ Gorst Draft Vision & Prelim Alternatives	3:15
▪ Next Steps	4:15
▪ Adjourn	4:30

**Project Overview,  
Advisory Committee Role,  
and Schedule**

**MEETING PURPOSE**

- Convene Advisory Committee to
  - Share information, and
  - Obtain direction on Gorst Watershed Plan Guiding Principles, Vision, and Key Questions
  - Authorize *range* of UGA Land Use Alternatives



**PURPOSE OF PLANNING EFFORT**

- To plan the future of the area over the next 20-30 years by defining the land use options
- To protect water quality, habitat and fish while fostering economic development
- To establish areas for development, restoration and protection based on science
- To develop a long-range capital improvement plan to provide for future utility services, public services and transportation needs
- To make Gorst a place where people want to live, shop and recreate

**PRODUCTS**

- Watershed Characterization
- Land Use Plan & Development Regulations
- Stormwater Plan
- Capital Improvement & Corrective Action Plan
- Outreach & Information Transfer Plan



### PROJECT PARTNERS

- City of Bremerton
- Kitsap County
- The Suquamish Tribe
- Kitsap County Heath District
- Port of Bremerton
- Puget Sound Partnership
- USEPA
- Washington Department of Fish and Wildlife
- Washington Department of Ecology
- Sustainable Bremerton
- West Sound Watershed Council
- City of Port Orchard

### ADVISORY COMMITTEE ROLE

- Guide development of the Gorst Watershed Plan, Gorst Subarea Plan & Planned Action
  - Review products
  - Address conflicts or challenges
  - Make recommendations about next steps in the process

**GORST CREEK WATERSHED PLAN SCHEDULE 2012 - 2013**

The chart shows a timeline from 2012 to 2013. Key tasks include: Land Use, Development & Infrastructure Review; Public Meetings #1-#5; Draft and Final Plans; and Public Meetings #6-#8. A green star icon is present at the bottom right of the chart area.

**SCHEDULE**

Goal is to be completed by January 1st 2014

Current focus is defining vision of the land use plan

Next step is to develop and evaluate alternatives using an Environmental Impact Statement (EIS)

The Gorst subarea plan would address UGA land uses, services & annexation

## Background Information - Watershed Analysis and Early Public Outreach

**STUDY AREA**

Entire Watershed vs. Urban Growth Area

Part Bremerton, Part County, Part Port Orchard

Boundaries are based on Hydrology—NOT Jurisdiction

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**GORST WATERSHED ASSESSMENT UNITS**

The map shows various assessment units across the watershed, with a legend on the right detailing different categories like 'Watershed Designation', 'Land Use', and 'Habitat'.

**WATERSHED CHARACTERIZATION**

- Evaluated critical habitat areas
- Evaluated critical areas for water quality processes
- Overlaid these areas to define areas of protection, restoration, and development

### STORMWATER STUDIES

- Reviewing locations of drainage deficiencies
- Developing stormwater actions & strategies
- All alternatives will need to address



### SCOPING: VISION FOR THE FUTURE OF GORST

#### Scoping Process Results October-November 2012

- Written Comments
- Business Outreach
- Tribal Outreach
- Public Workshop



### SCOPING PERIOD

- ~14 written comment letters/emails
- Key topics
  - Traffic
  - Stormwater
  - Land use
  - Trails



### TRIBAL OUTREACH BUSINESS INTERVIEWS

- Tribal Coordination: Key Issues
  - Ensure restoration is considered as an economic development activity
  - Address fish passage
  - Address trails
  - Ensure cultural resources are evaluated - area has an historic site
- Business Interviews
  - Informal
  - Focus - land use and traffic

### PUBLIC WORKSHOP

- October 29, 2012
- ~37 residents & service providers
- Open house and small group discussion
- Questionnaires
- One-on-one discussions
- See summary for SWOT & other comments



### Gorst Subarea Draft Vision & Preliminary Land Use Alternatives

## WHAT WOULD THE PLAN LOOK LIKE?

- **Watershed Framework Plan**
  - Guiding Principles
  - Watershed Characterization
    - Areas of development, restoration & protection
  - Planning Coordination – City, County, Tribe
- **Gorst Subarea Plan**
  - UGA Vision
  - Land Use Plan & Policies
  - Zoning & Urban Design Standards
  - Water Quality & Habitat Standards
  - Capital Improvement Plans

Evaluated in  
Planned Action EIS

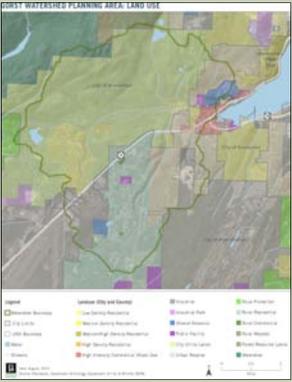
## DRAFT GUIDING PRINCIPLES

**Community Vision & Economic Development**  
 Make Gorst a place to stop  
 Facilitate development of economically valued land  
 Recognize environmental restoration as a tool that can support the local economy

**Development Pattern**  
 Identify and prioritize land that can be more intensely developed with less environmental consequences  
 Promote green infrastructure for both new and existing facilities, such as by identifying areas to target for stormwater retrofits  
 Support development incentives and evaluate options such as off-site mitigation, mitigation banking, and other tools where appropriate

**Environmental Protection**  
 Identify and protect critical areas  
 Prioritize areas to be protected and restored  
 Protect and enhance water quality/quantity for fish and wildlife habitat as well as for human use  
 Promote shoreline reclamation

**Urban Design, Land Use & Transportation**  
 Create a cohesive and attractive urban character in the Gorst urban growth area (UGA) such as by improving building design, and creating and enhancing public spaces such as parks, trails, pedestrian corridors and streetscapes  
 Allow an environmentally sustainable pattern of forestry, low density residential, small scale employment, and recreation uses in the rural areas of watershed  
 Improve transportation mode choices including transit, bicycle, pedestrian, and auto, recognizing local as well as regional travel needs  
 Promote interpretive art, signage, and public spaces that recognize cultural history and environmental features



**LAND USE**  
Current Land Use Plan

Identifies County and City adopted land use designations in place today

Aside from Gorst UGA – other land use changes not anticipated

## KEY QUESTIONS

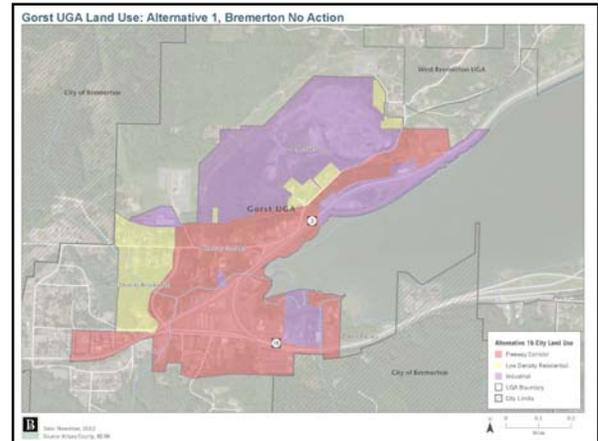
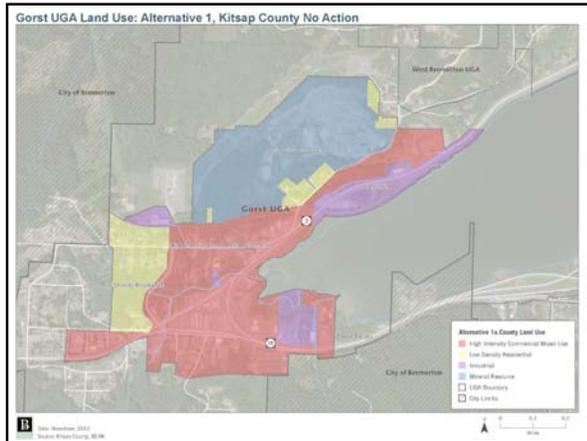
- **What is Gorst's Role?**
  - Is Gorst a neighborhood? Is there more than one neighborhood?
  - Is Gorst a commercial center? Does Gorst serve the neighborhood? The Bremerton community? The Region?

## KEY QUESTIONS

- **What is Gorst's Future?**
  - In 20 years, what could / should Gorst become?
  - What Gorst should *not* be?

## ALTERNATIVE 1 VISION

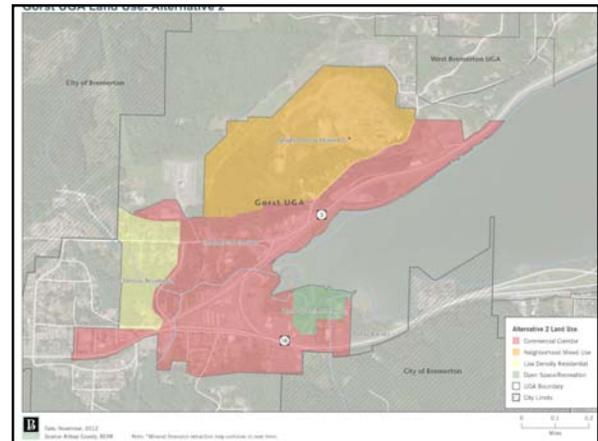
**The Gorst UGA is a relatively small highway-oriented commercial and industrial center.**



## PRELIMINARY ALTERNATIVE 2 - VISION

**Gorst is a well-designed Regional Commercial Center**

Gorst is a regional commercial corridor along the waterfront providing locations for the Bremerton community and Kitsap County residents to shop for major purchases such as autos, home furnishings, and other goods and services. Gateway treatments, boulevard style streetscape improvements, and access improvements invite the community to Gorst and allow convenient travel to regional businesses. Shoreline public access is emphasized along Sinclair Inlet and portions of Gorst Creek connecting to a regional non-motorized trail network. Along the west and north boundaries of the UGA are low and medium density residential neighborhoods and small scale commercial uses providing daily conveniences. The development pattern includes a range of low-scale detached and attached residential choices in traditional and clustered development patterns. A comprehensive watershed plan guides development and provides land use, green infrastructure, and habitat best management practices in the UGA and watershed.



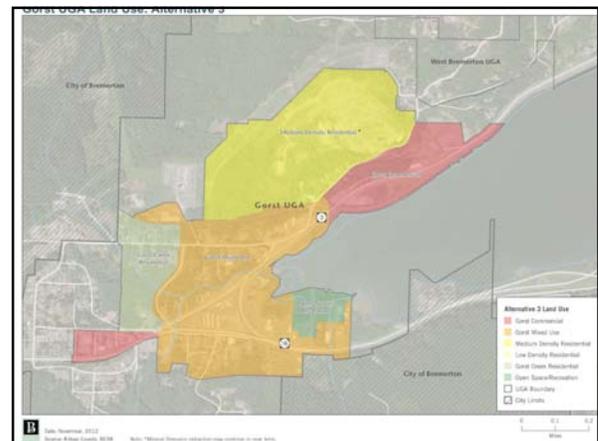
## PRELIMINARY ALTERNATIVE 3 - VISION

**Gorst becomes a Complete Community**

As the South Kitsap Industrial Area grows as an employment center, and demand increases for housing such as along Sinclair Heights Road, Gorst evolves into a complete community with places to live, play, shop, and work, in a waterfront setting. Gorst also serves as a community-wide demonstration of low-impact development techniques to create a sustainable, compact and enduring place. Views, cultural resources, critical areas are protected and enhanced through a coordinated watershed development, restoration, and protection plan and best management practices.

Along the waterfront are regional commercial, office, hotel, and mixed use residential developments interspersed by trails, parks, and reclaimed shoreline habitat. A secondary circulation network improves business access, creates a pedestrian scale, and provides non-motorized access to waterfront properties.

Small-scale mixed use neighborhoods along West Belfair Road and West Frone Road provide gathering places and daily conveniences for Gorst residents as well as medium density housing as part of horizontal and vertical mixed use development patterns. Along Gorst Creek, a restored riparian corridor is created, made possible in part by development incentives such as cottages, small lot single family, medium density residential and mixed use development. A residential neighborhood along Sinclair Heights Road provides a range of detached and attached residential choices in clustered patterns.



## LAND USES & SCALE

- See Handout
- What land uses would you like to see -
  - More of?
  - Less of?
- What scale do you envision?
  - Waterfront?
  - Elsewhere?



## UGA LAND CAPACITY ANALYSIS

- Rough assessment of development capacity
- Testing different scenarios

Scenario	+ Dwellings	+ Population	+ Jobs
No Action	33	82	742
Other Scenarios	390-925	880-1,920	310-1,080

## INCENTIVES

- **What is an appropriate range of incentives for Gorst?**
- What range of incentives are appropriate to facilitate desired growth and improve water quality and habitat?
- *Items to consider -*
  - Amount of Development: for example, building heights, densities
  - Development standards: for example, parking, impervious surfaces
  - Permit processing: for example, building permit fees

## WHAT IS A PLANNED ACTION?

**Prepare EIS** → **Adopted Planned Action Ordinance** → **Review Planned Action Projects**

**A Planned Action EIS:**

- Is allowed by the State Environmental Policy Act
- Studies proposals in advance, shifts environmental review from the permit review stage to the planning stage.
- Means future proposals would not need additional SEPA review when consistent with the Planned Action EIS assumptions and mitigation measures. However, proposals still go through permit review.
- Can help facilitate private and public investment in the study area.

**Questions:**

Q1 If a project is a Planned Action with no further SEPA environmental review, can the City add additional conditions to the project?  
 A1 Yes, but not for aspects that are addressed by the Planned Action Ordinance, and only if authorized by city regulations.

Q2 How will citizens know about a Planned Action project?  
 A2 Public notice of Planned Action projects is tied to the development review process. If public notice is required, then the notice will indicate that this is a Planned Action project.

**Flowchart:**

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        graph TD
            A[Developer submits application and environmental checklist] --> B[City verifies the following for each proposed project:  
- Is it within the Planned Action area?  
- Is the project within the scope of the Planned Action Ordinance?  
- Are environmental impacts within the scope of the Planned Action EIS?  
- Does it include mitigation measures or conditions outlined in Planned Action Ordinance?]
            B -- NO --> C[Additional environmental review required]
            B -- YES --> D[Standard City permit process]
            C --> D
            
```

## KEY QUESTIONS

- Do we have the right range of alternatives to move forward to the public & SEPA process?

## Next Steps

## UPCOMING PUBLIC MEETINGS

- Share Preliminary Visions & Land Use Alternatives
  - February 5 – Kitsap County Planning Commission
  - February 12 – Public Open House
  - February 19 – Bremerton Planning Commission
- Next AC Meeting – Spring 2013
  - Review Draft Plan & Draft EIS





# MEMORANDUM

**DATE:** December 21, 2012

**TO:** Gorst Creek Watershed Advisory Committee

**FROM:** Allison Daniels, City Planner, Bremerton Community Development Department,  
[Allison.Daniels@ci.bremerton.wa.us](mailto:Allison.Daniels@ci.bremerton.wa.us), 360-473-5845

**RE:** Advisory Committee Meeting and Preliminary Alternatives for Gorst

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## MEETING PURPOSE

The purpose of the January 16, 2013 meeting of the Gorst Creek Watershed Advisory Committee is to:

- Discuss the purpose of the Gorst Creek Watershed project and the role of the Advisory Committee
- Share environmental information about the Gorst Creek Watershed including the Gorst Urban Growth Area (UGA)
- Summarize public input collected during a scoping process
- Present preliminary land use visions and alternatives for the Gorst UGA and obtain direction from the Advisory Committee on:
  - Whether there is an appropriate range of alternatives to study in an environmental impact statement (EIS)
  - Authorize sharing alternatives with the public at upcoming planning commission meetings and a public workshop over January and February 2013

## PROJECT OVERVIEW

The City of Bremerton, in partnership with Kitsap County and other state, federal, and tribal agencies, is in the process of preparing a proposed Gorst Creek Watershed Plan, including a framework plan for the watershed as a whole and a subarea plan for the Gorst UGA. Also under preparation are implementing land use and environmental regulations. It is also anticipated that a capital facilities plan (CFP) will be prepared to support the Gorst Subarea Plan<sup>1</sup> and to implement infrastructure. The City is considering designating a planned action for the Gorst UGA to facilitate development consistent with assumptions and mitigation in an environmental impact statement (EIS). The plan and regulations will undergo public review and refinement through late 2013.

The planning efforts in the Gorst Creek Watershed and Gorst Urban Growth Area (UGA) are intended to:

- To plan the future of the Gorst area over the next 20-30 years by defining the land use options,
- To protect water quality, habitat and fish while fostering economic development,

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<sup>1</sup> The CFP will primarily support the Gorst Subarea Plan. However, there may be improvements identified for the watershed, e.g. related to fish passage.

- To establish areas for development, restoration and protection based on science,
- To develop a long-range capital improvement plan to provide for future utility services, public services and transportation needs, and
- To make Gorst a place where people want to live, shop and recreate.

The Gorst Creek Watershed and Gorst UGA together comprise the study area, and encompass over 6,000 acres in the southwestern portion of Kitsap County.

- About 3,597 acres are within Bremerton city limits.
- The unincorporated Gorst UGA is approximately 335 gross acres in area (about half of which are in the watershed study area).
- Approximately 178 acres are in the McCormick Woods area of the City of Port Orchard.
- The balance of the watershed, about 1,941 acres, consists of Rural unincorporated land.

The planning effort is funded through the US Environmental Protection Agency's Watershed Management Assistance Program Grant and from the participation of Gorst government agencies, regional stakeholders, and property owners.

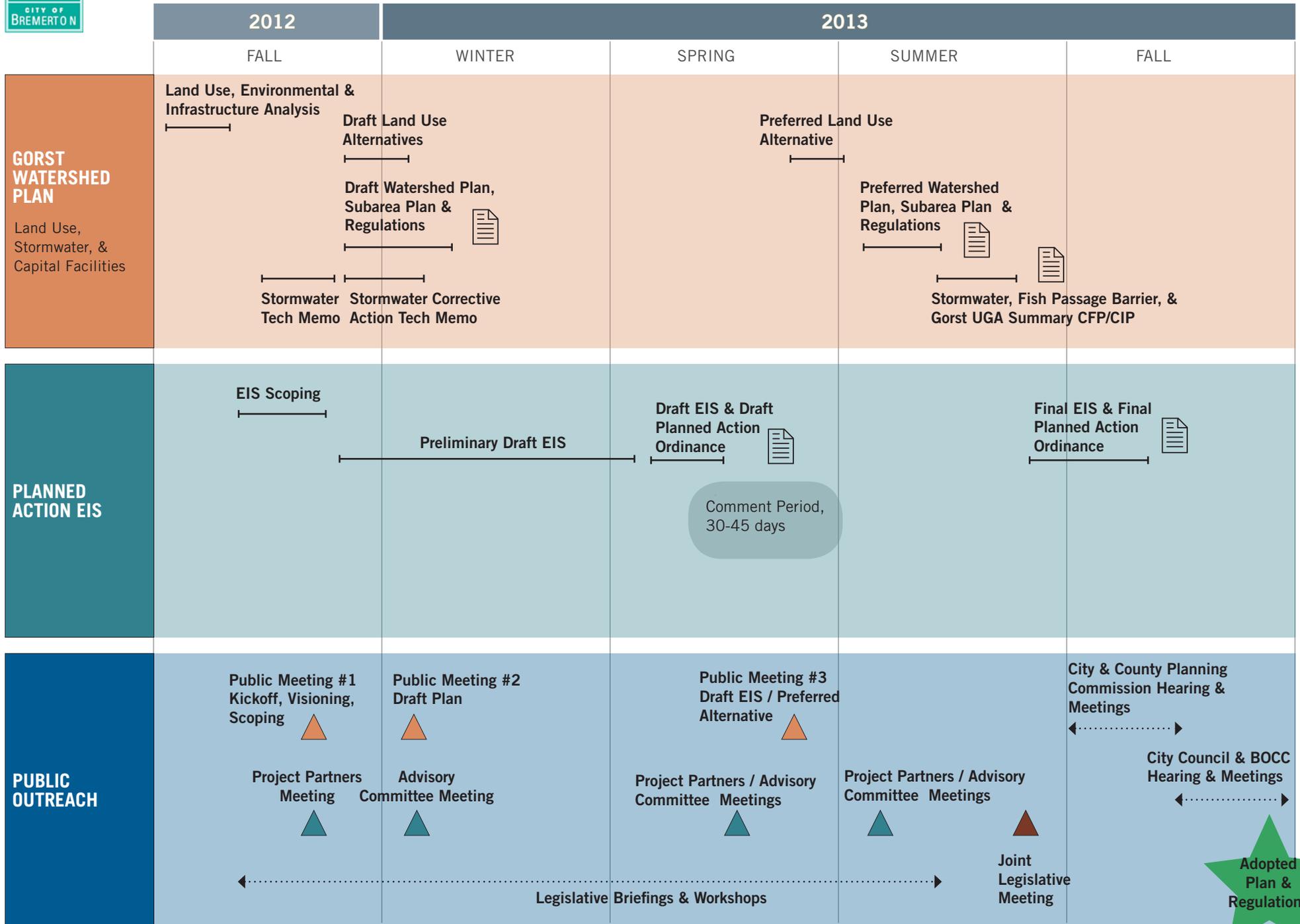
## **ADVISORY COMMITTEE REPRESENTATION AND SCHEDULE**

An Advisory Committee composed of representatives from Bremerton Planning Commission, Bremerton City Council, Bremerton Mayor, Kitsap County Planning Commission, Kitsap County Board of County Commissioners, and Suquamish Tribal Council will represent the interests of their respective bodies and convene at key project milestones to address issues and concerns for Gorst Creek Watershed Plan.

The attached schedule indicates that alternatives are to be developed in the first quarter of 2013, followed by a Draft Watershed and Subarea Plan and EIS in the second quarter, selection of a Preferred Alternative in the third quarter, and legislative review in the fourth quarter. The Advisory Committee will meet about quarterly at key milestones per the schedule.



# GORST CREEK WATERSHED PLAN SCHEDULE 2012 - 2013





# **GORST CREEK WATERSHED COMPREHENSIVE PLAN**

## **Plan and Regulatory Outline**

### **I. WATERSHED**

- A. Introduction and Purpose**
- B. Planning Process & Public Involvement**
- C. Watershed Characterization**
  - 1. Summary of Watershed Assessment**
  - 2. Watershed Recommendations**
- D. Planning Concepts**
  - 1. Watershed Protection, Restoration and Development Zones**
  - 2. SWOT**
  - 3. Guiding Principles**

### **II. GORST UGA**

- A. Vision Statement**
- B. Goals and Policies**
- C. Land Use Plan**
- D. Urban Design Concepts**
- E. Annexation and Service Delivery Strategies**
- F. Best Management Practices/Permit Pathways**
- G. Development Regulations & Design Guidelines**

### **III. COUNTY RURAL LANDS**

- A. Vision Statement**
- B. Goals and Policies**

**C. Land Use Plan**

Assumption: Generally retain current land use designations

**D. Urban Design Concepts**

Possible concepts: Rural residential clustering and low impact development, incentives for restoration

**E. Best Management Practices/Permit Pathways**

**F. Development Regulations & Design Guidelines**

DRAFT

# CODE OUTLINES

## City and County Code Outlines

### CITY CODE OUTLINE

Discuss format: Traditional Code or Hybrid Traditional with Form Based Code elements?

**Intent**

**Permitted Uses**

**Conditional Uses**

**Development Standards**

**Design Standards**

**Parking Requirements**

**Landscaping Requirements**

**Sign Standards**

### COUNTY CODE OUTLINE

**Purpose**

**Uses (amend use matrix as needed)**

**Height Regulation (amend development standards as needed)**

**Lot Requirements (amend development standards as needed)**

**Signs**

**Off-street Parking and Loading**

**Landscaping**

**Other Provisions**



# GORST SUBAREA PLAN

## Alternative Gorst Visions

Kitsap County's Comprehensive Plan envisions the Gorst Urban Growth Area (UGA) as a "relatively small highway-oriented commercial and industrial center." Bremerton's citywide land use concept is one of walkable residential neighborhoods with access to focal points and centers with concentrated and planned mixed-use development areas. This document identifies 1) key decision-maker questions; 2) Gorst conditions, strengths and opportunities; and 3) draft visions that correspond to Preliminary Land Use Alternatives 1, 2, and 3.

### KEY DECISION-MAKER QUESTIONS

Based on the scoping process and a review of current County and City plans, project staff have identified the following questions for decision-maker input to help craft land use alternatives.

#### What is Gorst's Role?

- Is Gorst a neighborhood? Is there more than one neighborhood?
- Is Gorst a commercial center? Does Gorst serve the neighborhood? The Bremerton community? The Region?

#### What is Gorst's Future?

- In 20 years, what could / should Gorst become? *For example -*
  - A commercial center that promotes economically viable regional commercial uses that benefit from regional traffic patterns?
  - A complete neighborhood, with places to work, play, and live, where residents actively participate in Bremerton?
  - A place with a coordinated development pattern that demonstrates best management practices for land use, traffic congestion management, green infrastructure, and habitat protection and restoration?
  - What else?
- What Gorst should *not* be: *For example -*
  - A focus of industrial uses that compete with SKIA
  - A rival for Downtown-scale waterfront development
  - A place where traffic congestion worsens beyond "no action" levels
  - A place that succumbs to regional traffic with no opportunity to provide an economically sound and environmentally sensitive development pattern that manages congestion
  - Anything else?

#### What is an appropriate range of incentives for Gorst?

Opportunities for growth provide opportunities to implement best management practices in terms of land use, restoration, and protection. The Gorst Subarea Plan can test a range of practices and incentives to achieve the Gorst vision(s).

- What range of incentives are appropriate to facilitate desired growth and improve water quality and habitat?  
*Items to consider -*
  - Amount of Development: for example, building heights, densities
  - Development standards: for example, parking, impervious surfaces

- Permit processing: for example, building permit fees

As an example, within the Gorst UGA base development standards could allow three story commercial mixed use development provided that a basic set of zoning, urban design, critical area protection, and infrastructure levels of service are met. However, if an applicant wanted to build a five or six-story development, an enhanced set of habitat and green infrastructure standards could be applied such as a wider/enhanced buffer from shorelines or critical areas or an allowance for offsite mitigation and additional restoration in other portions of the watershed.

## CURRENT CONDITIONS

- **Development has occurred over time in a rather haphazard pattern.** Regional commercial uses lie along Sinclair Inlet, such as a Subaru dealer and Mattress Ranch. Institutional uses can be found along State Route 3 such as a fire station and a church. Older service shops, storage, and light industrial are found in central Gorst close to highways. Single family residences lie along West Belfair Road and other secondary roads.
- **SR 3 and SR 16 carry significant amounts of regional traffic during peak hours.** From the north at Navy Yard City, SR 3 carries 44,000 Annual Average Daily Traffic (AADT), increasing to 73,000 AADT north of Gorst, and continuing on SR 16 to Port Orchard with 43,000 AADT. At Sam Christopherson Road SR 3 carries 67,000 AADT. The SR 3 signalized intersection with SR 16 Spur/Sam Christopherson Road operates at an overall rating of LOS E, and contains multiple movements that operate at LOS E or F.
- **Gorst Creek Provides significant fish habitat.** Gorst Creek estuary is a major passageway and nursery for Puget Sound Chinook, Coho, and Chum salmon, along with Steelhead, and Sea-Run Cutthroat trout. The Suquamish Tribe co-manages a hatchery on Gorst Creek with Washington State.
- **Water Quality is impaired.** Historically, Gorst Creek has not met fecal coliform standards; sewers were recently installed to address this water quality concern. Commercial and industrial activities have maximized impervious pavement resulting in pollutant runoff directly into adjacent receiving waters.

## CHANGING CONDITIONS

- **Sewers and Redevelopment:** Sewers are anticipated to make the developed land in the Gorst UGA more viable for redevelopment.
- **Traffic and Commercial Development:** Heavy traffic may be attractive for future commercial development, with high volumes of traffic creating an economically desirable location.
- **Future Reclaimed Mine:** Over the next 20 years, the current mine operation may complete extraction and reclaim the site which could allow for new uses such as a planned residential development due to its location near job centers (e.g. Naval Shipyard and SKIA), sewer availability, and views of Sinclair Inlet.
- **Mixed Use Potential:** Gorst has typically served as a commercial center for auto-oriented uses. However, County commercial zoning allows the possibility of residential development, and, in fact, some commercially zoned lands contain residential uses, e.g. along West Belfair Valley Road. Mixed uses (especially horizontal) and multifamily residential development could be encouraged in some UGA locations.
- **Low-Impact Development:** To meet federal and state water quality standards, it will be important to establish a science-based land use plan and associated low-impact development (LID) code requirements, in order to promote native vegetation retention and planting, protect water processes, and protect and improve habitat functions not fully protected under current regulations.

## STRENGTHS & OPPORTUNITIES IN GORST

Based on a scoping process a number of strengths, weaknesses, opportunities & threats/challenges were identified. Many of each are noted in the conditions above. Below are some particular strengths and opportunities identified by citizens in Gorst.

### Strengths

**Central access**, accessibility to highway, connected to rest of the County, Bremerton, Port Orchard

**Views** of the mountains and Sound

**New sewer**

**Extensive shoreline**

**Nature, Habitat, and Wildlife:** Wooded and forested, “green”; “blue” water, creek, inlet; wildlife, Eagles, deer, seals, etc.

### Opportunities

**Businesses and Places:** More inviting businesses, local-serving, places people stop

**Transportation:** Sidewalks, local trails and intra-county trails, bus to Bremerton ferry dock, frontage road (increase flow, spread of through traffic)

**Parks, Open Space, and Recreation:** Waterfront access/trail/park, beach/water access and signage, kayak launching point, more public land/park space

**Beautification:** Tree preservation, litter cleanup

## GORST – DRAFT GUIDING PRINCIPLES

Following are draft guiding principles that would steer the Gorst Subarea Plan similar to those presented at the scoping meeting.

### **Community Vision & Economic Development**

Make Gorst a place to stop

Facilitate development of economically valued land

Recognize environmental restoration as a tool that can support the local economy

### **Development Pattern**

Identify and prioritize land that can be more intensely developed with less environmental consequences

Promote green infrastructure for both new and existing facilities, such as by identifying areas to target for stormwater retrofits

Support development incentives and evaluate options such as off-site mitigation, mitigation banking, and other tools where appropriate

### **Environmental Protection**

Identify and protect critical areas

Prioritize areas to be protected and restored

Protect and enhance water quality/quantity for fish and wildlife habitat as well as for human use

Promote shoreline reclamation

### **Urban Design, Land Use & Transportation**

Create a cohesive and attractive urban character in the Gorst urban growth area (UGA) such as by improving building design, and creating and enhancing public spaces such as parks, trails, pedestrian corridors and streetscapes

Allow an environmentally sustainable pattern of forestry, low density residential, small scale employment, and recreation uses in the rural areas of watershed

Improve transportation mode choices including transit, bicycle, pedestrian, and autos, recognizing local as well as regional travel needs

Promote interpretive art, signage, and public spaces that recognize cultural history and environmental features

## DRAFT ALTERNATIVE VISION STATEMENTS

A set of land use alternatives will be tested in a planned action environmental impact statement (EIS). Following are a range of visions and associated land use plans and designations for consideration.

- While the No Action Alternative is required to be studied by the State Environmental Policy Act (SEPA) other alternatives can be studied that present a range of options.
- Do the alternatives below create a range of future options that represent appropriate alternative futures for Gorst? Should other options be considered?

### **Alternative 1 No Action Vision – Kitsap County Comprehensive Plan**

The Gorst UGA is a relatively small highway-oriented commercial and industrial center.

### **Alternative 2 Vision – Gorst is a well-designed Regional Commercial Center**

Gorst is a regional commercial corridor along the waterfront providing locations for the Bremerton community and Kitsap County residents to shop for major purchases such as autos, home furnishings, and other goods and services. Gateway treatments, boulevard style streetscape improvements, and access improvements invite the community to Gorst and allow convenient travel to regional businesses. Shoreline public access is emphasized along Sinclair Inlet and portions of Gorst Creek connecting to a regional non-motorized trail network. Along the west and north boundaries of the UGA are low and medium density residential neighborhoods and small scale commercial uses providing daily conveniences. The development pattern includes a range of low-scale detached and attached residential choices in traditional and clustered development patterns. A comprehensive watershed plan guides development and provides land use, green infrastructure, and habitat best management practices in the UGA and watershed.

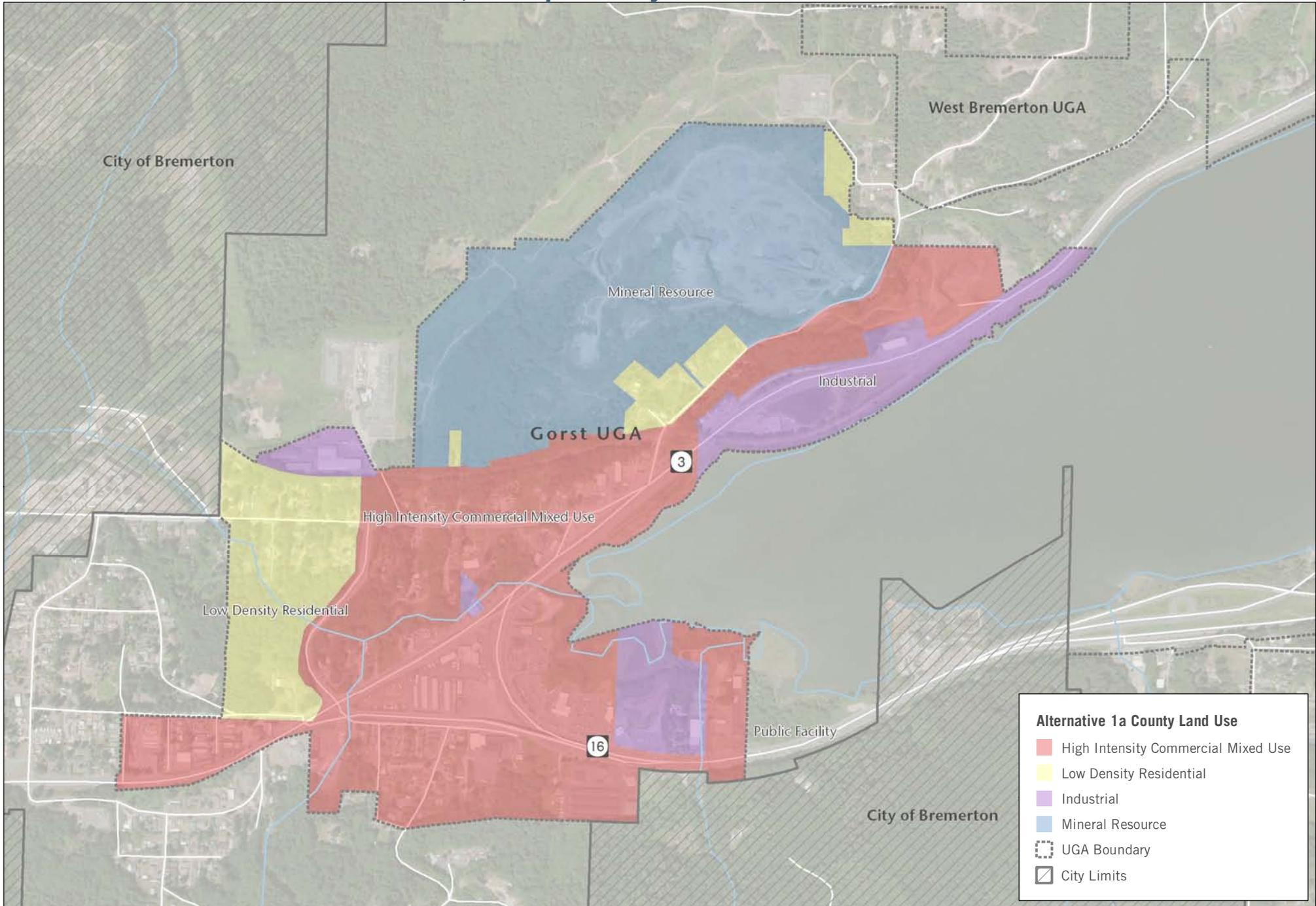
### **Alternative 3 Vision – Gorst becomes a Complete Community**

As the South Kitsap Industrial Area grows as an employment center, and demand increases for housing such as along Sinclair Heights Road, Gorst evolves into a complete community with places to live, play, shop, and work, in a waterfront setting. Gorst also serves as a community-wide demonstration of low-impact development techniques to create a sustainable, compact and enduring place. Views, cultural resources, critical areas are protected and enhanced through a coordinated watershed development, restoration, and protection plan and best management practices.

Along the waterfront are regional commercial, office, hotel, and mixed use residential developments interspersed by trails, parks, and reclaimed shoreline habitat. A secondary circulation network improves business access, creates a pedestrian scale, and provides non-motorized access to waterfront properties.

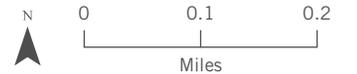
Small-scale mixed use neighborhoods along West Belfair Road and West Frone Road provide gathering places and daily conveniences for Gorst residents as well as medium density housing as part of horizontal and vertical mixed use development patterns. Along Gorst Creek, a restored riparian corridor is created, made possible in part by development incentives such as cottages, small lot single family, medium density residential and mixed use development. A residential neighborhood along Sinclair Heights Road provides a range of detached and attached residential choices in clustered patterns.

# Gorst UGA Land Use: Alternative 1, Kitsap County No Action

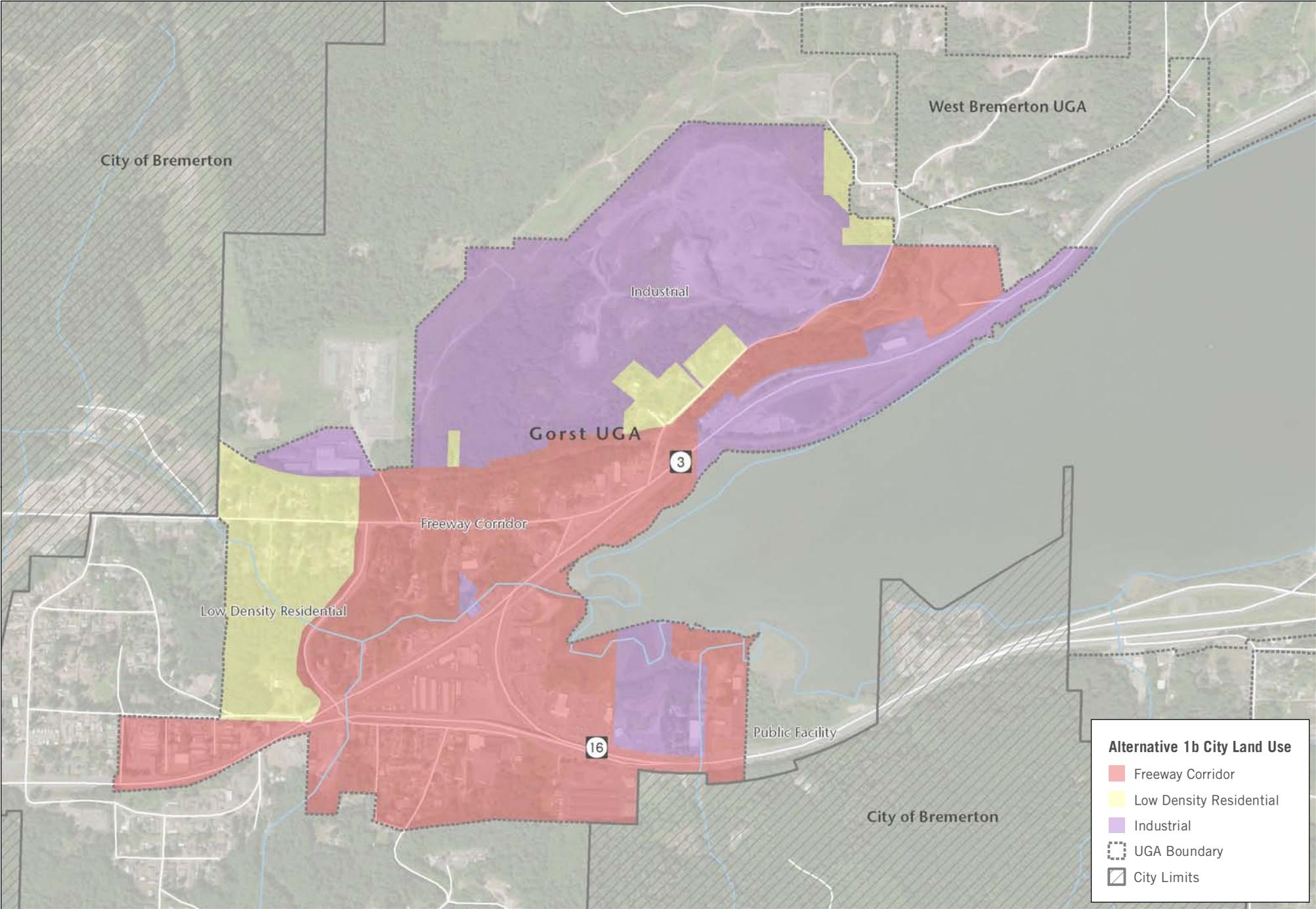


**Alternative 1a County Land Use**

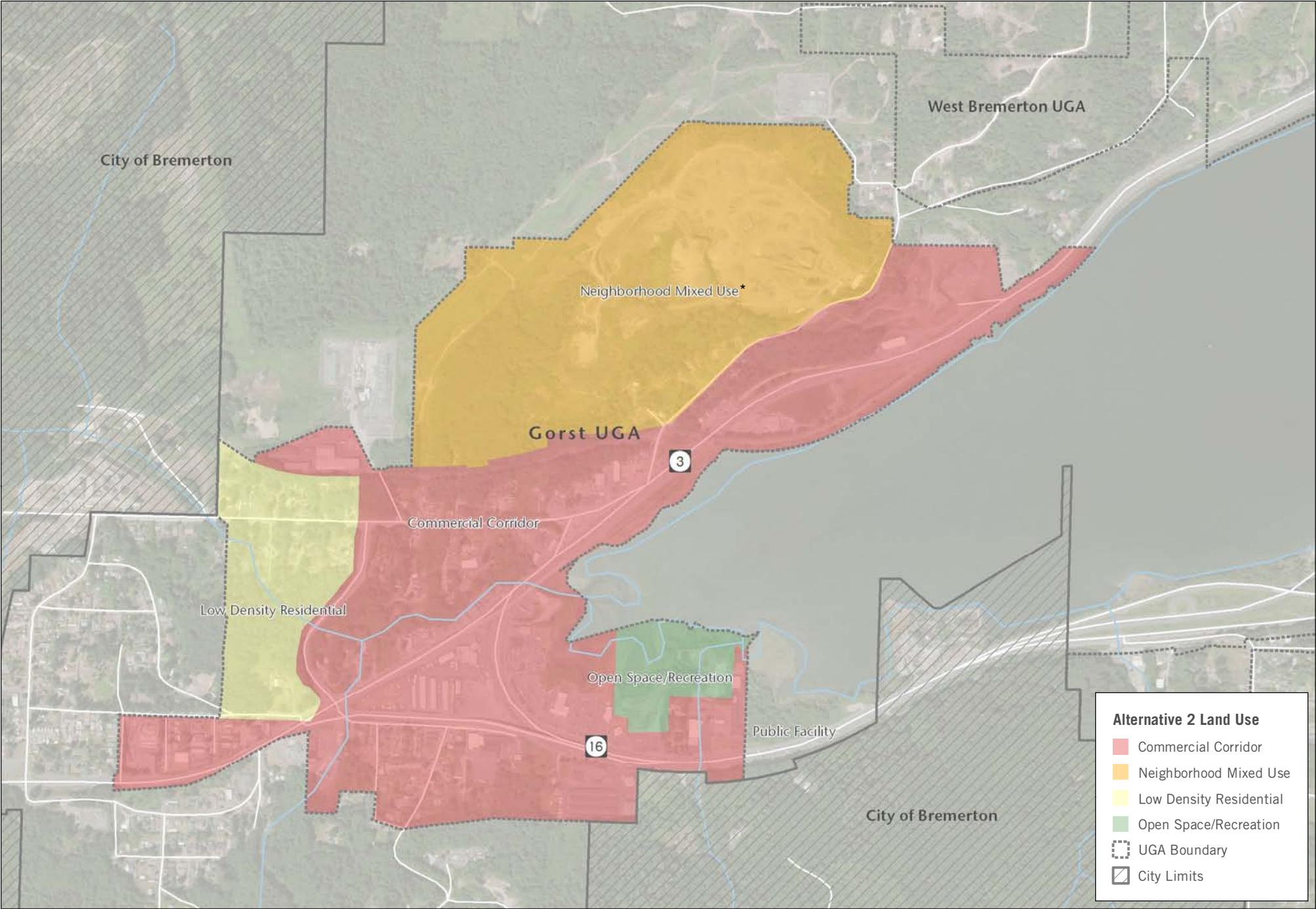
- High Intensity Commercial Mixed Use
- Low Density Residential
- Industrial
- Mineral Resource
- UGA Boundary
- City Limits



# Gorst UGA Land Use: Alternative 1, Bremerton No Action

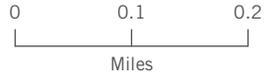


# Gorst UGA Land Use: Alternative 2



**Alternative 2 Land Use**

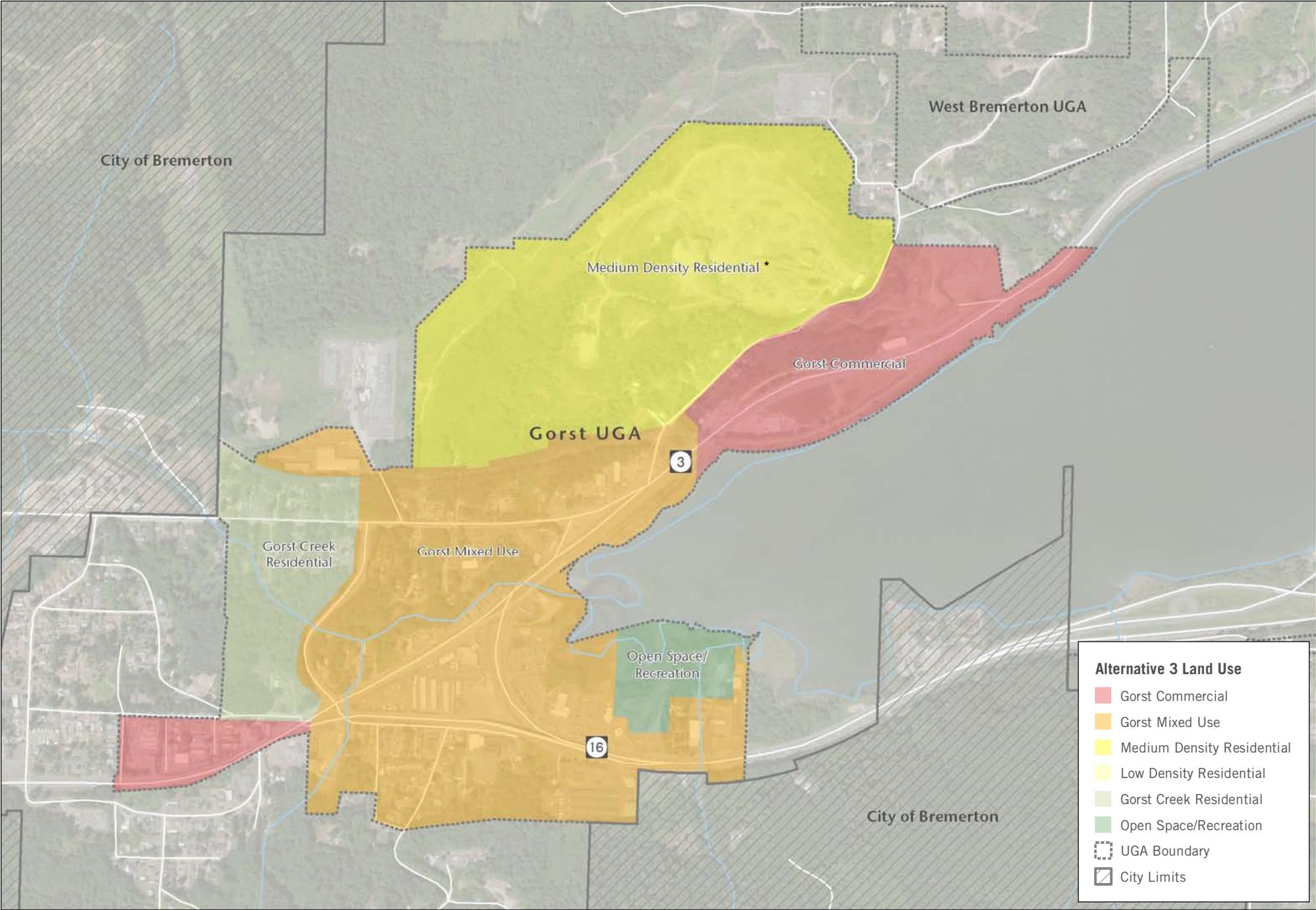
- Commercial Corridor
- Neighborhood Mixed Use
- Low Density Residential
- Open Space/Recreation
- UGA Boundary
- City Limits



Date: November, 2012  
Source: Kitsap County, BERK

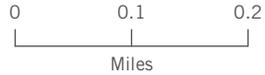
Note: \*Mineral Resource extraction may continue in near term.

# Gorst UGA Land Use: Alternative 3



**Alternative 3 Land Use**

- Gorst Commercial
- Gorst Mixed Use
- Medium Density Residential
- Low Density Residential
- Gorst Creek Residential
- Open Space/Recreation
- UGA Boundary
- City Limits



# GORST SUBAREA PLAN

## Alternative Land Use Designations

### ALTERNATIVE 1 NO ACTION DESIGNATIONS

#### Kitsap County

##### Urban High-Intensity Commercial/Mixed Use

This designation primarily focuses on larger commercial centers, including commercial uses that require large sites and draw customers at the community and regional scale. Examples of commercial uses appropriate to this designation include but are not limited to superstores, department stores, automotive parts and sales, home improvement stores, hotels and motels, and restaurants. Mixed use developments incorporating residential units are also appropriate in this designation. Zones that implement the Urban High-Intensity Commercial/Mixed Use designation include: Highway Tourist Commercial, Regional Commercial, and Mixed Use.

##### Mineral Resource Overlay

The intent of the Mineral Resource Overlay is to protect sand, gravel, and rock deposits identified as significant. Commercial quality deposits should be recognized as non-renewable resources and managed accordingly.

##### Urban Industrial

This designation includes both industrial and business uses, such as light manufacturing, hi-tech, warehousing, bio-tech, park-like business, 4-year educational institutions, equipment and vehicle repair, as well as heavy industrial activities and those requiring access to major transportation corridors. Zones that implement the Urban Industrial designation include: Business Center, Business Park, Industrial, and Airport.

##### Urban Low-Density Residential

This designation primarily focuses on single-family dwellings but also may include innovative types such as clustered housing. It also includes regulated environmentally critical areas within the UGAs and other areas identified for low-density urban development. Zones that implement the Urban Low-Density Residential designation include: Urban Restricted Residential, Illahee Greenbelt Zone, Urban Low Residential, and Urban Cluster Residential and Senior Living Homestead.

#### Bremerton

The City of Bremerton has pre-designated lands with equivalent designations as Kitsap County.

##### Freeway Corridor

Height: None specified

Structure Type: Medium to large scale commercial structures

Character: High intensity commercial activities including large retail structures; activities that include intense outdoor sales, and automobile related retailing; region serving/automobile oriented hotels and restaurants

Location: Adjacent to freeways

Policy direction: Provide appropriate locations for larger scale commercial uses.

##### Industrial

Height: None specified

Structure Type: Industrial

Character: Large scale and heavy industrial uses; the district focuses on providing efficient, highly accessible, sites for industry

Location: as mapped primarily in western region of the City

Policy direction:

Provide appropriate locations for large scale and/or heavy industries in a manner that reduces impact to the community while addressing industrial users needs for easy access, large sites, and locations that do not cause conflicts with residential and other less intense use areas.

### **Low Density Residential**

Density: 5-10 units per acre

Height: Low rise, not to exceed 3 stories

Structure Type: Detached single family housing (unless PUD) includes zero lot-line

Character: Compatible with surrounding neighborhood

Location: Where predominant today, covering most areas of the City

Policy direction:

Protect the character of single family neighborhoods by infilling at compatible densities and focusing higher intensity land uses in designated centers and corridors.

## **ALTERNATIVE 2 DESIGNATIONS**

### **Commercial Corridor**

The commercial corridor designation provides locations for high intensity commercial uses serving the entire community while preserving maritime views, forested areas, and buffering impacts to adjacent residential areas.

The corridor accommodates access to businesses by automobile while also creating a pedestrian-friendly, transit-supporting corridor. (See row 2 of Alternative 3 chart for commercial images.)

### **Neighborhood Mixed Use**

This district promotes low and medium density housing including detached single family, attached single family, cottages, townhomes, and accessory dwelling units. Developments are accomplished in an environmentally sustainable pattern, such as clustering, low impact development techniques, energy conservation, and similar methods. Small scale commercial uses that serve local residences are allowed. Public and private open spaces are also promoted. (See row 3 of Alternative 3 image chart.)

### **Low Density Residential**

The intent of the low density residential designation is to accommodate single-family housing by infilling at a range of lot sizes consistent with urban growth patterns. Some attached single-family housing may be appropriate when responding to sensitive areas or with innovative design. Residential development at higher densities is encouraged at the edge of designated centers. (See row 4 of Alternative 3 image chart.)

### **Open Space/Recreation**

The Open Space/Recreation designation allows for active and passive parks, recreation, and open space facilities. Secondary uses include accessory commercial such as concessions, recreation equipment rental, and other small-scale facilities that support and enhance public access and recreation. (See row 6 of Alternative 3 image chart.)

### Alternative 3: Draft Land Use Definitions

Notes: The illustrations are meant to help define scale and types of land uses. The Gorst Subarea Plan will establish design standards focusing on streetscapes and site design rather than architectural styles.

<p><b>1. Gorst Mixed Use</b></p> <p>The Gorst Mixed Use district promotes vertical and horizontal mixed uses – retail, hotel, office, services, residential -- and regional commercial uses developed in a pattern that promotes shoreline restoration, maximizes views, and provides for shoreline and streamside public access where appropriate.</p> <p>A more intensive development pattern is found along the Sinclair Inlet waterfront and a less intensive pattern is found on Gorst Creek, West Belfair Road, Sam Christopherson Road West, and West Frontage Road/ West Frone Drive.</p> <p><i>Waterfront</i></p> <p>Base Height 3 stories                  Maximum height 6 stories                  Base Density XX du/ac                  Maximum Density – Unlimited – guided by height and coverage                  Base lot coverage XX%                  Maximum lot coverage XX%</p> <p><i>Neighborhoods</i></p> <p>Base Height 2 stories                  Maximum Height 4 stories                  Minimum Density XX du/ac                  Maximum Density XX du/ac                  Base lot coverage XX%                  Maximum lot coverage XX%</p>	 <p>Acres: 0.8, Units: 18, Density: 43,                  Commercial: 18,000 SF, 4-5 Stories, Open Space: 50%</p>	 <p>Acres: 4.3, Units: 180, Density: 42,                  Commercial: 22,000 SF, 3-4 Stories</p>	 <p>Acres: 4.8, Units: 180, Density 38,                  Commercial: 10,000 SF, 2-5 Stories</p>	 <p>Acres: 0.2, Units: 8, Density: 37,                  3 Stories</p>	 <p>Acre: 97, Units: 1,000, Density: 22,                  Commercial: 1.5 Million SF,                  2-7 Stories, Open Space: 52%</p>
	Low Impact Mixed Use Development	Pedestrian Oriented Vertical Mixed Use	Horizontal Mixed Use	Live Work Condominium Units	Mixed Use Waterfront Development
	 <p>4 Story Hotel</p>	 <p>1-3 Story Auto Mall and Technical School</p>	 <p>Acre 0.4, Commercial: 38,000 SF, 4 Stories</p>		 <p>Acres: 3.44, Units: 40, Density: 12, 2 Stories</p>
Regional Commercial – Hotel	Regional Commercial – Low Impact Auto Mall	Office	Live Work Townhomes	Townhomes	

<p><b>2. Gorst Commercial</b></p> <p>The district applies to areas that provide commercial uses to serve the traveling public, including along major traffic corridors in urban areas and at highway interchanges, and for commercial establishments requiring large sites. This designation also recognizes small scale light industrial and offices as secondary uses. Site planning promoting coordinated landscape treatments, pedestrian safety and comfort as well as directed vehicular access are features of new development and substantial redevelopment.</p> <p>Base Height 2 stories          Maximum Height 4 stories          Base lot coverage XX%          Maximum lot coverage XX%</p>					
	Retail Centers	Stand-Alone Retail	Auto Service	Services and Office	Secondary Use – Light Industrial
<p><b>3. Medium Density Residential</b></p> <p>This district promotes a variety of attached and detached low and medium density housing including detached single family, attached single family, cottages, townhomes, and accessory dwelling units. Developments are designed in an environmentally sustainable pattern, such as through clustering, low impact development techniques, energy conservation, and similar methods.</p> <p>Maximum Height 35 feet          Density Minimum 5 du/ac          Density Maximum 20 du/ac</p>	 <p>14 units, Medium Density</p>			 <p>1 detached accessory dwelling unit</p>	 <p>0.53 acres</p>
	Townhomes	Residential on Green Space	Single Family Homes on Alleys	Accessory Dwelling Unit	Playground

<p><b>4. Low Density Residential</b></p> <p>The intent of the low density residential designation is to accommodate single-family housing by infilling at a range of lot sizes consistent with urban growth patterns. Some attached single-family housing may be appropriate when responding to sensitive areas or with innovative design. Residential development at higher densities is encouraged at the edge of designated centers.</p> <p>Maximum Height 35 feet Density Minimum: 5 du/ac Density Maximum: 10 du/ac</p>				
<p><b>5. Gorst Creek Residential</b></p> <p>Gorst Creek Residential district applies to low density residential and large lot residential areas along Gorst Creek, where low impact development and riparian and wetland zone protection are priorities. Clustered development patterns and incentives for stream restoration are promoted.</p> <p>Maximum Height 35 feet Base Density 1-5 du/ac Density Maximum 10 du/ac (clusters)</p>		 <p>Acres: 1.1, Density: 7, with Open Space</p>		
<p><b>6. Open Space/Recreation</b></p> <p>The Open Space/Recreation designation allows for active and passive parks, recreation, and open space facilities. Secondary uses include accessory commercial such as concessions, recreation equipment rental, and other small-scale facilities that support and enhance public access and recreation.</p> <p>Maximum Height 35 feet</p>				
	<p>Natural Open Space</p>	<p>Boardwalk Wetlands</p>	<p>Soft Shore Boat Launch</p>	<p>Boat House and Concession Stand</p>

