



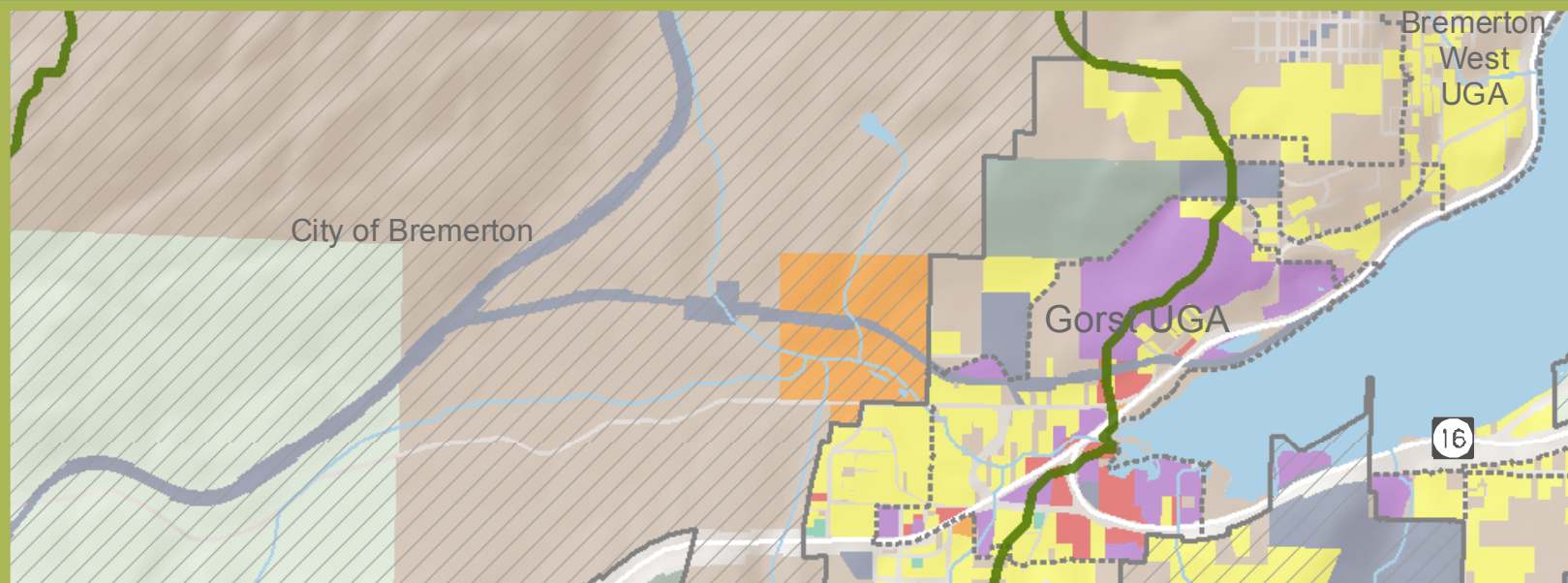
KITSAP COUNTY



CITY OF BREMERTON

Volume 2: Final Gorst Planned Action Environmental Impact Statement

October 2013



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VOLUME 2: GORST PLANNED ACTION ENVIRONMENTAL IMPACT STATEMENT FINAL

Part of a three-volume plan for Gorst

Volume 1: Gorst Creek Watershed Characterization & Framework Plan (under separate cover)

Volume 2: Gorst Planned Action Environmental Impact Statement (this document)

Volume 3: Gorst Subarea Plan (under separate cover)

October 2013

Prepared for
City of Bremerton
Department of Community Development
Bremerton, Washington

Prepared by

Seattle, Washington

This Final Environmental Impact Statement (EIS) has been prepared in compliance with the State Environmental Policy Act (SEPA) of 1971, as amended (Chapter 43.21C, Revised Code of Washington [RCW]); the SEPA Rules, effective April 4, 1984, as amended (Chapter 197-11, Washington Administrative Code [WAC]); and Bremerton SEPA Rules (Bremerton Municipal Code [BMC]) Chapter 20.04 State Environmental Policy Act, which implement SEPA.

This Final EIS has been prepared for the purpose of review and comment by members of the public, stakeholder groups, and federal, state, and local agencies. Preparation of this document is the responsibility of the City of Bremerton's Department of Community Development in consultation with Kitsap County. This Final EIS is not an authorization for an action, nor does it constitute a decision or recommendation for an action; in its final form, it will accompany the Proposed Action and will be considered in making the final decision for the Proposed Action.

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October 8, 2013

Subject: Gorst Final Planned Action Environmental Impact Statement (EIS)

Dear Reader:

The City of Bremerton and Kitsap County, in partnership with other state, federal, and tribal agencies, has developed a 20-year plan for the future of Gorst. The purpose of this cooperative planning effort has been to develop a land use plan that is based on the ecological values and functions of the Gorst Creek Watershed in southeast Kitsap County. The preparation of a plan of this nature required significant up-front environmental analysis and careful consideration of the effects that land use decisions would have on the environment.

There are three documents that have been prepared for Gorst, and though they can be read separately, each document relies on the information contained in the others:

Volume 1. Gorst Creek Watershed Characterization & Framework Plan (under separate cover)

Based on the results of a Watershed Characterization Study prepared in 2012 studying water flow and habitat, the Gorst Creek Watershed Characterization & Framework Plan guides water quality, habitat, and land use plans and activities across the 6,570-acre watershed. The Gorst Creek Watershed Characterization & Framework Plan provides a common set of goals, policies, and best management practices (BMPs) intended for adoption and implementation by the City of Bremerton, which governs a majority of the watershed in its city limits, and by Kitsap County, which governs unincorporated lands comprising over one-third of the watershed.

Volume 2. Gorst Planned Action EIS (this document)

The Gorst EIS is an informational document that provides the City of Bremerton, Kitsap County, members of the public, and other agencies with environmental information, an evaluation of alternatives, and potential mitigation measures to minimize environmental impacts. The EIS allows the City of Bremerton and Kitsap County to consider designating a planned action for some or all of the Gorst Urban Growth Area (UGA). Designating a planned action streamlines environmental review for development proposals consistent with EIS mitigation measures that are adopted in a planned action ordinance.

Volume 3. Gorst Subarea Plan (under separate cover)

The Gorst Subarea Plan is a comprehensive 20-year plan that establishes the general patterns for future land use, transportation and other infrastructure needs in Gorst. The purpose of this plan is to provide greater detail, guidance and predictability to future development within the Gorst UGA, while also protecting the environment. The UGA is currently under the jurisdiction of Kitsap County and assigned to the City of Bremerton as an annexation area, and the Subarea Plan will be adopted jointly by both jurisdictions. The Gorst Subarea Plan and implementing zoning are anticipated to serve as pre-annexation planning and zoning pursuant to RCW 35.13.177.

EIS Alternatives and Environmental Topics

The watershed land use pattern is expected to remain similar to adopted plans, but the UGA land use pattern is expected to change to match the following alternative visions:

- Alternative 1 (No Action) – Gorst is a relatively small highway-oriented commercial and industrial center.
- Alternative 2 – Gorst is a well-designed regional commercial center.
- Alternative 3 – Gorst becomes a complete community.
- Preferred Alternative – Gorst becomes a complete and sustainable community.

The Final EIS is an informational document that provides the City of Bremerton, Kitsap County, members of the public, and other agencies with environmental information, an evaluation of the proposed plans and alternatives, and potential mitigation measures to minimize environmental impacts. The Draft EIS issued on June 10, 2013 analyzed the No Action Alternative (Alternative 1), e.g. continuation of the City's and County's current Comprehensive Plans and development regulations applicable to the Gorst Creek Watershed and Gorst UGA. The Draft EIS also addressed two Action Alternatives (Alternatives 2 and 3) that vary land use patterns, particularly in the Gorst UGA; these alternatives consider increasing residential development and enhancing commercial development while promoting environmental restoration and protection. Following a 45-day comment period regarding the Draft EIS between June 10 and July 24, 2013, the City has prepared the Final EIS to respond to comments received regarding the Draft EIS along with clarifications and corrections. A Preferred Alternative is also addressed in the Final EIS and is in the range of the Draft EIS alternatives.

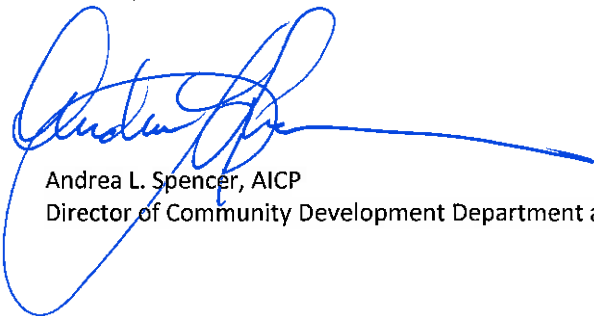
For each alternative, the EIS evaluates current conditions, potential impacts, and mitigation measures for the following topics: Natural Environment (geology/soils, water resources, air quality, and plants and animals), Noise, Hazardous Materials, Land Use Patterns, Socioeconomics, Aesthetics, Cultural Resources, Transportation, Public Services and Utilities, and Relationship to Plans and Policies.

While the Watershed Characterization & Framework Plan will provide for enhanced environmental protection and restoration throughout the watershed and UGA, the Gorst Subarea Plan would allow increased redevelopment of the Gorst UGA to a more intensive commercial, residential, or mixed use character consistent with the vision of the alternatives. The key environmental issues facing decision makers are potential increases in growth and associated air and greenhouse gas (GHG) emissions, conversion of land use patterns, changes to visual character, need for stormwater and transportation infrastructure investments, and increased demand for public services and utilities.

A Preferred Alternative Gorst Creek Watershed Characterization & Framework Plan and Preferred Alternative Gorst Subarea Plan have been prepared as staff drafts and are expected to be reviewed and amended by the City and County Planning Commissions, Bremerton City Council and Kitsap County Board of Commissioners in fall 2013. Please see <http://www.gorstwatershed.com> and <http://www.co.kitsap.wa.us> for public meetings and comment opportunities.

You may review the City of Bremerton's website for more information at www.gorstwatershed.com. If you desire clarification or have questions please contact Allison Daniels at Allison.Daniels@ci.bremerton.wa.us or 360-473-5845.

Sincerely,

A handwritten signature in blue ink, appearing to read "Andrea L. Spencer", with a long horizontal flourish extending to the right.

Andrea L. Spencer, AICP
Director of Community Development Department and SEPA Responsible Official

FACT SHEET

Project Title

Gorst Creek Watershed Characterization & Framework Plan, Gorst Subarea Plan, and Gorst Planned Action

Proposed Action and Alternatives

The City of Bremerton, in partnership with Kitsap County and other state, federal, and tribal agencies, is planning the future of the Gorst Creek Watershed and Gorst Urban Growth Area (UGA). These coordinated efforts are intended to:

- Make Gorst a place where people want to live, shop and recreate,
- Protect water quality, habitat and fish while fostering economic development,
- Identify areas for development, restoration, and protection based on science,
- Adopt a land use plan for Gorst, and
- Implement a long-range capital improvement plan to provide for future utility services, public services, and transportation needs.

Products of the planning effort to date include a proposed Gorst Creek Watershed Characterization & Framework Plan for the approximately 6,570-acre watershed as a whole and a proposed Gorst Subarea Plan for the 335-acre Gorst UGA. The Final Gorst Planned Action Environmental Impact Statement (Final EIS) completes the Draft EIS. The EIS evaluates possible environmental impacts of three draft alternatives and a preferred alternative developed following public review.

In addition to these plans and development regulations, the City of Bremerton and Kitsap County are considering designating a planned action for some or all of the Gorst UGA. A planned action provides more detailed environmental analysis during an area-wide planning stage rather than at the project permit review stage. Designating a planned action, streamlines environmental review for development proposals and ensures they are consistent with EIS mitigation measures that are adopted in a planned action ordinance.

To illustrate a range of possible futures in Gorst, the following alternatives have been evaluated in the proposed Gorst Subarea Plan and this Final EIS:

- Alternative 1 (No Action) – Gorst is a relatively small highway-oriented commercial and industrial center.
- Alternative 2 – Gorst is a well-designed regional commercial center.
- Alternative 3 – Gorst becomes a complete community.
- Preferred Alternative – Gorst becomes a complete and sustainable community.

Alternative 1 is a required alternative under the State Environmental Policy Act (SEPA). It represents a continuation of the current Comprehensive Plan and regulations. Action alternatives represent a range of land use, growth, policies, and regulations and were developed as part of a public outreach process. These alternatives are discussed more fully in Chapter 2.

Proponent

The City of Bremerton and Kitsap County

Tentative Date of Implementation

December 2013

Lead Agency

City of Bremerton

Responsible Official

Andrea L. Spencer, AICP
Director, Department of Community Development
City of Bremerton

Contact Person

Allison Daniels
City Planner
City of Bremerton
Community Development Department
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Allison.Daniels@ci.bremerton.wa.us
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Licenses or Permits Required

Adoption of a Gorst Creek Watershed Characterization & Framework Plan, Gorst Subarea Plan, and Planned Action Ordinance by the City of Bremerton City Council and Kitsap County Board of County Commissioners (BOCC).

Recommendations to the City of Bremerton City Council and BOCC will be made by the City of Bremerton and Kitsap County Planning Commissions, respectively.

In addition, the Washington State Department of Commerce reviewed proposed comprehensive plan and development regulation amendments during a 60-day review period prior to adoption. The Puget Sound Regional Council reviews comprehensive plan amendments for consistency with regional plans.

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Draft EIS Date of Issuance

June 10, 2013

Draft EIS Public Comment Opportunities

The Draft EIS was the subject of a written comment period from June 10, 2013 to July 24, 2013, by 5:00 PM.

The City of Bremerton and Kitsap County also held five meetings during the comment period at which comments were able to be submitted.

Final EIS Date of Issuance

October 8, 2013

Date of Final Action

December 2013

Prior Environmental Review

An inventory was developed for the study area in August 2011. A Watershed Characterization Study has been prepared in conjunction with the Washington State Departments of Ecology (Ecology) and Fish and Wildlife (WDFW) to evaluate water quality and habitat issues as they relate to land use planning. The watershed characterization was updated concurrently with this Final EIS. These documents are available at the City of Bremerton's website <http://www.gorstwatershed.com/>.

The City of Bremerton prepared the South Kitsap Industrial Area (SKIA) Subarea Plan and Planned Action EIS in 2012. A small portion of the SKIA area lies in the watershed.

In addition, Kitsap County recently completed the Kitsap County UGA Sizing and Composition Remand Final EIS (August 2012), which addressed the Gorst UGA and other UGAs. It contains analysis relevant to the "No Action" alternative.

Where appropriate, information from these prior environmental documents was used in preparing this EIS.

Location of Background Data

You may review the City of Bremerton's website for more information at <http://www.gorstwatershed.com/>. If you desire clarification or have questions, please contact Allison Daniels at Allison.Daniels@ci.bremerton.wa.us or 360-473-5845.

Final EIS Purchase Price

This Final EIS is available for review at Bremerton City Hall: 345 6th Street, Suite 600, Bremerton, WA 98337. The Final EIS is posted on the City of Bremerton's website at <http://www.gorstwatershed.com/>. Compact disks are available for purchase at Bremerton City Hall. Cost at the time of this writing is \$2.00.

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Appendices

Appendix A – Gorst Watershed Assessment Update

Appendix B – Gorst Area Traffic Volumes

Acronyms

ACM	asbestos containing materials
AU	assessment unit
BMC	Bremerton Municipal Code
BMPs	best management practices
BOCC	Board of County Commissioners
CAO	Critical Areas Ordinance
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFP	Capital Facilities Plan
CNG	Cascade Natural Gas Corporation
CO ₂	carbon dioxide
COBD	City of Bainbridge Island Disposal
County	Kitsap County
CPP	Countywide Planning Policies
CUL	city utility lands
CWA	Clean Water Act
dba	A-weighted
DNR	Washington State Department of Natural Resources
Draft EIS	Draft Environmental Impact Statement
Ecology	Department of Ecology
EMS	emergency medical services
EPA	U.S. Environmental Protection Agency
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
Final EIS	Final Environmental Impact Statement
FPZ	fire protection zone
GHG	greenhouse gas
GMA	Growth Management Act
HSS	Highway of Statewide Significance
HVAC	heating, ventilation, and air conditioning
HUC	Hydrologic Unit Code
JARPA	Joint Aquatic Resources Permit Application
KCC	Kitsap County Code
KPHD	Kitsap Public Health District
LID	low impact development
LOS	level of service
MTCA	Model Toxics Control Act
NPDES	National Pollutant Discharge Elimination System
OFM	Office of Financial Management

GORST PLANNED ACTION EIS | TABLE OF CONTENTS

OSPI	Office of the Superintendent of Public Instruction
PROS	Parks, Recreation, and Open Space
PSE	Puget Sound Energy
RAGF	Recycling & Garbage Facility
RCRA	Resource Conservation and Recovery Act
RCW	Revised Code of Washington
REET	Real Estate Excise Tax
SEPA	State Environmental Policy Act
SKFR	South Kitsap Fire and Rescue
SKIA	South Kitsap Industrial Area
SKSD	South Kitsap School District
SMAQMD	Sacramento Metropolitan Air Quality Management District
SR	State Route
SUSTAIN	System for Urban Stormwater Treatment and Analysis Integration
SWMMWW	Stormwater Management Manual for Western Washington
SWOT	strengths, weaknesses, opportunities, and threats
TAZ	Transportation Analysis Zones
TCPs	Traditional Cultural Properties
THPO	Tribal Historic Preservation Officers
UGA	Urban Growth Area
USDA	United States Department of Agriculture
UST	Underground Storage Tanks
V/C	Volume-to-Capacity Ratio
VMT	vehicle miles traveled
WAC	Washington Administrative Code
WDFW	Washington Department of Fish and Wildlife
WRIA	Water Resource Inventory Area
WSDOT	Washington State Department of Transportation

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1.0 SUMMARY

The City of Bremerton, in partnership with Kitsap County, has developed proposed Gorst Creek Watershed and Gorst Urban Growth Area (UGA) plans and tested alternatives. This Final Environmental Impact Statement (Final EIS) completes the environmental review process by providing responses to comments received regarding the Draft EIS along with clarifications and corrections. A Preferred Alternative is addressed in this Final EIS and is in the range of the Draft EIS alternatives. References to the Final EIS are to this document, whereas references to the EIS include both the Draft EIS and the Final EIS.

This Final EIS includes the following chapters and appendices.

- Chapter 1.0 summarizes significant impacts, mitigation measures, and significant unavoidable adverse impacts evaluated in this EIS for the Gorst Watershed and Gorst UGA. Text that has been inserted or deleted since the Draft EIS is shown in strikeout or underline format.
- Chapter 2.0 describes the alternatives studied in the Draft EIS and the Preferred Alternative studied in this Final EIS.
- Chapter 3.0 presents a programmatic analysis of the Preferred Alternative and its similarities to the Draft EIS alternatives as well as features that incorporate mitigation measures recommended in the Draft EIS.
- Chapter 4.0 provides clarifications and corrections to the Draft EIS.
- Chapter 5.0 provides responses to comments received during the 45-day comment period for the Draft EIS spanning June 10 to July 24, 2013.
- Chapter 6.0 provides references cited in this document.
- Chapter 7.0 provides a distribution list of agencies and individuals sent a notice of availability ~~of~~ for this document.
- Appendix A presents an update to the Gorst Creek Watershed Characterization Study.
- Appendix B presents traffic volume data for the alternatives studied in the Draft and Final EIS.

With the exception of Chapter 1.0 Summary and Chapter 2.0 Alternatives, this Final EIS does not repeat the entire contents of the Draft EIS, and both documents should be considered together.

1.1 Purpose of Proposed Action

The City of Bremerton, in partnership with Kitsap County and other state, federal, and tribal agencies, is planning the future of the Gorst Creek Watershed and UGA. These coordinated efforts are intended to:

- Make Gorst a place where people want to live, shop and recreate,
- Protect water quality, habitat and fish while fostering economic development,
- Identify areas for development, restoration and protection based on science,
- Adopt a land use plan for Gorst, and
- Implement a long-range capital improvement plan to provide for future utility services, public services and transportation needs.

Products of the planning effort to date include a Draft and Preferred Gorst Creek Watershed Characterization & Framework Plan for the approximately 6,000~~570~~-acre watershed as a whole and a Draft and Preferred Gorst Subarea Plan for the Gorst UGA. This ~~Draft-Final~~ EIS evaluates possible environmental impacts of the Preferred

Alternative and compares the Preferred Alternative to the draft ~~plans and~~ alternatives. In addition to these plans and development regulations, the City of Bremerton and Kitsap County are considering designating a planned action for some or all of the Gorst UGA. A planned action provides more detailed environmental analysis during an area-wide planning stage rather than at the project permit review stage. Designating a planned action, streamlines environmental review for development proposals and ensures they are consistent with EIS mitigation measures that are adopted in a planned action ordinance.

To illustrate a range of possible futures in Gorst, the following alternatives are evaluated in the Draft and Preferred Gorst Subarea Plan and this ~~Draft-Final~~ EIS:

- Alternative 1 (No Action) – Gorst is a relatively small highway-oriented commercial and industrial center
- Alternative 2 – Gorst is a well-designed regional commercial center
- Alternative 3 – Gorst becomes a complete community
- Preferred Alternative: Gorst becomes a complete and sustainable community.

Alternative 1 is a required alternative under the State Environmental Policy Act (SEPA). It represents a continuation of the current Comprehensive Plan and regulations. Action alternatives represent a range of land use, growth, policies, and regulations and were developed as part of a public outreach process. These alternatives are discussed more fully in this Chapter in Section 1.4 and in Chapter 2.

1.2 State Environmental Policy Act Process

SEPA (Chapter 43.21C Revised Code of Washington [RCW]) requires government officials to consider the environmental consequences of actions they are about to take and better or less damaging ways to accomplish these proposals. The officials must consider whether the proposal will have a probable significant adverse environmental impact on the natural and built environments.

The ~~Draft~~ EIS is an informational document that provides the City of Bremerton, Kitsap County, members of the public, and other agencies with environmental information, an evaluation of alternatives, and potential mitigation measures to minimize environmental impacts. This ~~Draft~~ EIS is being made available to the City of Bremerton and Kitsap County decision makers, other agencies, and the public for review and comment (see Fact Sheet). Following the comment period, the City of Bremerton, in consultation with Kitsap County, will has prepared a Final EIS that responds to comments and describes a preferred alternative ~~that may be~~ similar to a Draft EIS Alternative 3 or is and is in the range of the studied alternatives.

The ~~Draft~~ EIS considers potential environmental impacts in Gorst Creek Watershed and Gorst UGA study area at a programmatic level of detail. The adoption of comprehensive plans or other long-range planning activities such as a subarea plan is classified by SEPA as a nonproject (i.e., programmatic) action. A nonproject action is defined as an action that is broader than a single site-specific project, and involves decisions on policies, plans, and programs. An EIS for a nonproject proposal does not require site-specific analyses; instead, the EIS discusses impacts and alternatives appropriate to the scope of the nonproject proposal and to the level of planning for the proposal (Washington Administrative Code [WAC] 197-11-442). The process used to determine the scope of this EIS is found in the Draft EIS Appendix A Scoping Summary.

Further, portions of the study area that are considered for a planned action are highlighted, and sufficient analysis and mitigation measures are proposed to allow future project expedited environmental review when consistent with planned action ordinance thresholds and mitigation measures.

Planned Action

The City of Bremerton and Kitsap County propose to designate the Gorst UGA as a planned action, pursuant to SEPA and implementing rules.¹ According to WAC 197-11-164, a planned action is defined as a project that has the following characteristics:

- is designated a planned action by ordinance,
- has had significant environmental impacts addressed in an EIS,
- has been prepared in conjunction with a comprehensive plan, subarea plan, master planned development, a phased project, or with subsequent or implementing projects of any of these categories,
- has had project level significant impacts adequately addressed in an EIS unless the impacts are specifically deferred for consideration at the project level pursuant to certain criteria specified in the law,
- is located within a UGA,
- is not an essential public facility, as defined in RCW 36.70A.200, unless an essential public facility is accessory to or part of a residential, office, school, commercial, recreational, service, or industrial development that is designated a planned action under this subsection, and
- is consistent with a comprehensive plan or subarea plan adopted under [the Growth Management Act \(GMA\)](#).

Review of a planned action is intended to be simpler and more focused than for other projects. If the planned action ordinance is adopted, the City or County would follow the applicable procedures contained in the ordinance to determine if the proposed project impacts are consistent with the Planned Action EIS. When a permit application and environmental checklist are submitted for a project that is being proposed as a planned action project, the City or County must first verify the following:

- The project meets the description of any project(s) designated as a planned action by ordinance or resolution.
- The probable significant adverse environmental impacts were adequately addressed in the EIS.
- The project includes any conditions or mitigation measures outlined in the ordinance or resolution.

If the project meets the above requirements, the project qualifies as a planned action project and a SEPA threshold determination is not required. However, the following actions (i.e., the permit process) are still applicable as described more fully in Chapter 2:

- The project must continue through the City's or County's permit process pursuant to any notices and other requirements contained in the City's or County's development regulations.
- The project must still be analyzed for consistency with the zoning and development regulations.
- Designation of a planned action project does not limit the City or County from using other authority (e.g., a conditional use permit) to place conditions on a project. The City or County may still use applicable laws or regulations to impose conditions on a project qualifying as a planned action project.
- Public notice for a planned action project is tied to the underlying permit. If notice is otherwise required for the underlying permit, then the notice will indicate that the project qualifies as a planned action.

¹ Another option is to have some land use and environmental standards (for example, the Planned Action Ordinance) become effective only upon annexation to encourage annexation, which is a Growth Management goal reflected in Kitsap County's assignment of the UGA to the City.

The manner in which the City or County would monitor the development levels approved in the Planned Action Area would likely be as follows:

- Determine if the proposed land uses are within categories of land use studied in the EIS.
- Establish the maximum development potential within the Planned Action Area as reviewed in the EIS. Development potential can be expressed in terms of total vehicle trips, square feet of development, or other methods.
- As specific development is proposed, deduct from the Planned Action Area's development potential. The planned action ordinance would establish how methods of measuring projected development capacity relate to one another if more than one method is used.

Draft EIS Appendix B Draft Planned Action Ordinance contains a draft of the planned action ordinance including the information on the draft process and the parameters used to determine consistency with EIS assumptions. A complete Planned Action Ordinance will be developed for consideration by the City and County legislative bodies in fall 2013. Refer to the project website for additional information on available documents and public meetings (see Fact Sheet for project website).

Prior Environmental Review

An inventory was developed for the study area in August 2011. A Watershed Characterization Study has been prepared in conjunction with the Washington State Departments of Ecology (Ecology) and WDFW and Fish and Wildlife (WDFW) to evaluate water quality and habitat related issues as they relate to land use planning. The watershed characterization was updated concurrently with this Final EIS. These documents are available at the City of Bremerton's website www.gorstwatershed.com.

The City of Bremerton prepared the South Kitsap Industrial Area (SKIA) Subarea Plan and Planned Action EIS in 2012. A small portion of the SKIA area lies in the watershed.

In addition, Kitsap County recently completed the Kitsap County UGA Sizing and Composition Remand Final EIS (August 2012) which addressed the Gorst UGA and other UGAs. It contains analysis relevant to the "No Action" alternative.

Where appropriate, information from these prior environmental documents was used in the preparation of this EIS.

1.3 Public Involvement

The City of Bremerton and Kitsap County have created a variety of opportunities for public and agency input into the Watershed Characterization & Framework Plan, Gorst Subarea Plan, and Planned Action EIS. Key efforts are described below:

- The City of Bremerton's **website**, located at: <http://www.gorstwatershed.com/>, includes information about the project, links to draft products, and a comment form.
- An **Advisory Committee**, composed of representatives from Bremerton Planning Commission, City of Bremerton Council, Bremerton Mayor, Kitsap County Planning Commission, Kitsap Board of County Commissioners (BOCC), and Suquamish Tribal Council, represents the interests of their respective bodies and convenes at key project milestones to address issues and concerns for the Gorst Creek Watershed Plan.
- An extensive group of agencies, organizations, and individuals are partnering to fund and develop the plan, and are working together as **Project Partners** to steer the project, including: City of Bremerton, Kitsap County, United State Environmental Protection Agency (EPA), Ecology and WDFW, Suquamish Tribe, Port of Bremerton, ~~Kitsap County Health District~~, Kitsap County Public Health District, Sustainable Bremerton, West Sound Watershed Council and Gorst property owners, Pat and Cheryl Lockhart.

- **Scoping comment period and workshop.** Public and agency comment was solicited by the City of Bremerton as lead agency in a 21-day written scoping period from October 15 to November 5, 2012. A scoping summary is provided in [Draft EIS Appendix A Scoping Summary](#).
- **Preliminary alternatives workshop.** At a February 12, 2013 workshop, the City of Bremerton and Kitsap County asked public input about preliminary land use alternatives that should be evaluated in a draft subarea plan and EIS.
- **Legislative meetings.** On February 19, 2013, the Bremerton Planning Commission and Kitsap County Planning Commission met separately at their regular meetings to review the preliminary alternatives. [In June and July, the Planning Commission met to give preliminary direction on a preferred alternative \(see below\).](#) Additional Planning Commission, City of Bremerton City Council, and Kitsap County BOCC meetings are planned later in the process to ~~help identify a preferred alternative,~~ refine and deliberate on the framework and subarea plans, and consider a planned action ordinance. A project schedule is available at <http://www.gorstwatershed.com/>.
- **Draft EIS Comment Period.** ~~This The~~ Draft EIS ~~allows-allowed~~ for a 45-day public comment period (see Fact Sheet) from June 10 to July 24, 2013 during which time the City of Bremerton ~~will-accepted~~ written comments regarding the alternatives and environmental impacts and mitigation measures. Five public meetings were held during the comment period including a meeting in Gorst and two City and County Planning Commission meetings.
 - Plan & EIS Overview: Kitsap County Planning Commission, June 18, 9:00 am
 - Plan & EIS Overview: City of Bremerton Planning Commission, June 18, 5:30 pm
 - Preferred Alternative Community Workshop, Gorst, June 20, 5:00 pm, Family Worship Center at 3649 W. Frontage Road
 - Preferred Alternative Input: Kitsap County Planning Commission July 16, 9:00 am
 - Preferred Alternative Input: City of Bremerton Planning Commission July 16, 5:30 pm

The City of Bremerton ~~will issue a~~has issued this Final EIS providing responses to comments and ~~may address~~addressing a Preferred Alternative. The Preferred Alternative ~~may include~~s elements from one or more alternative studied in ~~this the~~ Draft EIS.

1.4 Proposed Action, Alternatives, and Objectives

Objectives

SEPA requires a statement of objectives that addresses the purpose and need for the proposal. The proposal objectives for the future of Gorst can be found in the Guiding Principles listed in the Draft [and Preferred](#) Watershed Characterization & Framework Plan and Gorst Subarea Plan. These Guiding Principles are listed in Table 1-1 *Watershed Characterization & Framework Plan and Gorst Subarea Plan Guiding Principles*.

Table 1-1

Watershed Characterization & Framework Plan and Gorst Subarea Plan Guiding Principles

Community Vision & Economic Development

Make Gorst a place where people want to live, shop and recreate.

Facilitate development of economically valued land.¹

Recognize environmental restoration as a tool that can support the local economy.¹

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 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.

Reduce collisions and improve safety.

Note: ¹ Such as by establishing land use plans that offer business and housing opportunities, and capital plans that incentivize shoreline reclamation and amenities such as open space and recreation, community design, and streetscapes.

Proposed Action and Alternatives

~~This~~ The Draft EIS ~~evaluates~~ evaluated three alternatives that set a range of land use patterns and mix of residential and employment growth:

- Alternative 1 – Gorst is a relatively small highway-oriented commercial and industrial center. This is a SEPA-required alternative. It represents No Action and continuing with the current Comprehensive Plan.
- Alternative 2 – Gorst is a well-designed regional commercial center.
- Alternative 3 - Gorst becomes a complete community.

The Final EIS studies a Preferred Alternative in the range of these alternatives:

- Preferred Alternative: Gorst becomes a complete and sustainable community.

Each alternative proposes a different mix of land use, growth, policies, and regulations described below.

Alternative 1 – No Action, Current Plan: Gorst is a relatively small highway-oriented commercial and industrial center

The No Action Alternative would retain current Kitsap County and City of Bremerton Comprehensive Plans. The Watershed Characterization & Framework Plan would not be adopted. New low impact development (LID) and stormwater standards would not be adopted throughout the watershed; however, some portions of the watershed are already subject to National Pollutant Discharge Elimination System (NPDES) standards that are intended to reduce water quality impacts and promote improved stormwater management.

Reflecting the current Comprehensive Plan vision for the Gorst UGA, Gorst would be a relatively small highway-oriented commercial and industrial center. Within the UGA, Alternative 1 would allow greater employment growth

of 742 jobs and a smaller population growth of 82 persons over the next 20-30 years. No planned action ordinance would be adopted.

No new capital facility improvements, stormwater, or habitat regulations would be implemented beyond adopted Capital Facility Plans.

Alternative 2 – Gorst is a well-designed regional commercial center

Under Alternative 2, the Watershed Characterization & Framework Plan would be adopted. While rural land use and zoning would be retained, amended LID and stormwater standards would be applied throughout the watershed.

Under Alternative 2, the Gorst UGA is envisioned as a regional commercial corridor along the waterfront providing locations for the Bremerton community and Kitsap County residents to shop. Gateway and boulevard treatments, shoreline access, green infrastructure, and habitat best management practices (BMPs) would provide for a more well designed sustainable development pattern. More medium density clustered residential development would occur in the northwest portion of the UGA, and infill single-family residential development would occur in the western portion of the UGA.

Alternative 2 would allow a moderate increase in employment of 606 jobs and a more substantial increase in residents of 985 persons. A Planned Action would be designated for most of the UGA except waterward of State Route (SR) 16 and SR 3, along Sinclair Inlet.

Capital facility improvements and amended stormwater and habitat regulations would be implemented.

Alternative 3 - Gorst becomes a complete community

Under Alternative 3, the Watershed Characterization & Framework Plan would be adopted along with LID and stormwater standards throughout the watershed. Under Alternative 3, the Gorst UGA would be guided by a Subarea Plan intended to ensure Gorst evolves into a complete community with places to live, play, shop, and work, in a waterfront setting. Mixed uses would ~~be~~ predominate. Along the waterfront a lower intensity commercial land use pattern develops with smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat. Central Gorst allows more intensive regional commercial, office, hotel, and mixed use residential developments. Small-scale mixed use neighborhoods lie along West Belfair Valley Road and West Frone RoadDrive. Clustered development occurs along Gorst Creek. A residential neighborhood along Sherman Heights Road provides a range of detached and attached residential choices in clustered patterns and small-scale, neighborhood-serving commercial uses. Alternative 3 supports less job growth than ~~the other studied alternatives~~ Alternatives 1 and 2 at 333 jobs but would have slightly more jobs than the Preferred Alternative. Alternative 3 would have~~but~~ the highest population growth at 1,082 persons. A Planned Action would be designated for the whole UGA.

Capital facility improvements and amended stormwater and habitat regulations would be implemented.

Preferred Alternative - Gorst becomes a complete and sustainable community

The Preferred Alternative proposes a vision of Gorst as a community offering homes, jobs, and recreation in an environmentally sustainable setting. The Preferred Alternative is most similar to Alternative 3. Under the Preferred Alternative, the Watershed Characterization & Framework Plan would be adopted along with LID and stormwater standards throughout the watershed. Under the Preferred Alternative, the Gorst UGA would be guided by a Subarea Plan intended to ensure Gorst evolves into a complete community with places to live, play, shop, and work, in a waterfront setting. Mixed uses would predominate. Along the waterfront, a lower intensity commercial land use pattern would develop with smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat.

Distinct from Alternatives 2 and 3, compact building development minimizes impervious areas in the Gorst Creek floodplain, extending a low intensity development pattern from the Sinclair Inlet waterfront to the floodplain. This pattern in the floodplain draws on a mitigation measure suggested in the Draft EIS to reduce impacts to water resources.

Central Gorst allows more intensive regional commercial, office, hotel, and mixed use residential developments; in the triangle surrounded by the state highways, an area would continue as a single purpose commercial corridor zone, whereas elsewhere in Central Gorst, mixed use development could occur.

Small-scale mixed use neighborhoods would lie along West Belfair Valley Road and West Frone Drive. Clustered development occurs along Gorst Creek. A residential neighborhood along Sherman Heights Road provide a range of detached and attached residential choices in clustered patterns and small-scale, neighborhood-serving commercial uses. The Preferred Alternative support less job growth than the other studied alternatives at 298 jobs and population growth that is similar to but less than Alternative 3 at 1,060 persons. A Planned Action would be designated for the whole UGA.

Capital facility improvements and amended stormwater and habitat regulations would be implemented.

Each alternative is further described in Chapter 2.

1.5 Major Issues, Significant Areas of Controversy and Uncertainty, and Issues to be Resolved

Major issues and issues to be resolved include:

- The selection-review of a preferred land use alternative for the Gorst UGA and development of implementing zoning and environmental regulations to address recommendations of the Gorst Creek Watershed Characterization & Framework Plan and Gorst Subarea Plan.
- The provision of infrastructure, public services, and utilities to accommodate growth, create a more walkable and connected community, mitigate stormwater and flooding conditions, and transition from County governance to City governance over time.
- The need to reallocate population through amendments to the Countywide Planning Policies, recognizing new growth capacity in the Gorst UGA with action alternatives.

1.6 Summary of Impacts and Mitigation Measures

Impacts Common to All Alternatives

This section describes impacts found to be similar among all studied Alternatives 1, 2, and 3 and the Preferred Alternative.

Geology/Soils

Watershed. Creation of impervious surface would result in a long-term loss of soil functions within affected areas, and could lead to increased surface water runoff and erosion of soils in adjacent areas. Removal of trees and other vegetation within these areas could also lead to reduced infiltration and erosion of exposed soils from affected sites. Additionally, use of heavy equipment for clearing and construction activities could result in compaction of soils. Given that geologic hazards and unstable soil conditions occur throughout the watershed, future development would have the potential to impact slope stability.

Gorst UGA. Under all alternatives, most impacts to soils would occur within the Gorst UGA, where the majority of planned development would be focused. Potential impacts associated with construction activities within the UGA would be similar to those described for the watershed, although creation of new impervious surface would be a smaller factor in the UGA. The potential for loss of soil through erosion, soil compaction, and soil contamination

would be present, all of which would have the potential to be minimized, to varying degrees by pertinent plans and BMPs.

Planned development within the UGA would potentially result in a long-term loss of soil functions over a small area if currently undeveloped areas are developed in the future. It is expected that the total area of impervious surface could increase within the UGA, leading to increased soil erosion. Future development within the UGA would have the potential to impact slope stability in steep areas.

Water Resources

Watershed. The Gorst-Parish floodplain complex is subject to frequent flooding. Anticipated population growth and subsequent development upstream of this location would likely increase the amount of untreated surface water, peak runoff flows, and sedimentation. Flooding in the Gorst-Parish floodplain complex has been identified as priority and would eventually be addressed. Because economic development and population growth in the watershed would occur under all project alternatives, effects would be similar and considered minor impacts on water resources.

Gorst UGA. Under all alternatives, construction activities within the UGA would have the potential to impact water resources caused by site demolition or construction (water turbidity, debris in the water, etc.), similar to those described in Section 3.1 *Geology/Soils*. Overall, construction activities would result in short-term minor impacts on water resources.

Air Quality

Current air quality regulations would prevent new developments and commercial facilities within the Gorst study area from generating unacceptable air pollutant emissions that would affect nearby areas during construction or operation. Because all of the alternatives would increase population, commercial space, and industrial space in the Gorst study area above existing conditions, the air pollutant emissions generated within the Gorst study area are expected to increase. Similarly, regional vehicle miles traveled (VMT) by vehicles used by Gorst residents and those who work in Gorst would also increase in the Gorst study area, along with the tailpipe emissions generated by those vehicles. However, the VMT generated by the new homes and businesses in the Gorst study area would be a small fraction of the overall VMT generated within Kitsap County, so it is unlikely that any of the alternatives would significantly affect regional air quality.

Plants and Animals

Watershed. New construction in rural areas would result in removal of terrestrial habitats, which could injure and/or displace common species of wildlife. Migratory birds could be affected, particularly by construction that occurs during the breeding season. Under all alternatives, regulations to protect sensitive species would help prevent impacts to these species during the construction process. Depending on where it occurs, new construction in the watershed could also affect wildlife habitat connectivity through fragmentation or interruption of existing wildlife corridors.

Noise associated with construction activities in the watershed would likely disturb terrestrial wildlife species, particularly in rural areas where baseline noise levels are low. Noise disturbance would constitute a short-term impact, lasting only as long as the construction activities, with lower levels of noise associated with residential uses once construction is completed. Wildlife could adapt to the noise or leave the area. The greatest risk for adverse effects would be during breeding periods, when noise could impact nesting/breeding success.

Construction activities adjacent to stream channels, other bodies of water, and wetlands would have the potential to affect these habitats and the species that occur in them, including listed and sensitive fish species. Additionally, stormwater runoff from the developed sites could potentially impact aquatic habitats including creeks that support salmon species.

Gorst UGA. Under all alternatives, development of the remaining privately held open space within the Gorst UGA is planned or likely to occur. Such development would decrease the amount of vegetated area, including areas with wildlife habitat value, such as the block of forestland on the mine property. This reduction in wildlife habitat would remove populations of some common wildlife species, or force them to move to undeveloped areas nearby. In some cases, newly developed areas would support urban wildlife species such as rats, raccoons, and gray squirrels. It is anticipated that some migratory birds would be impacted as a result of loss of undeveloped habitat, particularly for activities that occur during the breeding season.

In areas that are currently developed, noise associated with future redevelopment activities would be short term, lasting only for the duration of construction activities in a given location. Some habitat removal could occur, even on developed sites, but in most cases these sites would receive new landscaping that provides the same level of wildlife habitat value. In certain areas, construction activities could disturb wildlife in nearby undeveloped areas, potentially causing some stress to individuals or interfering with nesting or breeding for a limited number of animals. These effects would be minimized to baseline levels once the construction is completed. Terrestrial sensitive species and their habitats within the UGA, such as the bald eagle territory along the shoreline of the Sinclair Inlet and the osprey nest near Alexander Lake should be protected from long-term harm, and disturbance to these species minimized, under applicable Critical Area Ordinance (CAO) regulations. However, some disturbance to these species is likely to occur as a result of nearby construction work.

Construction activities adjacent to stream channels, other bodies of water, and wetlands would have the potential to affect these habitats and the species that occur in them, including listed and sensitive fish species. Additionally, stormwater runoff from the developed sites could potentially impact aquatic habitats, including the creeks that support salmon species, and Sinclair Inlet, which supports numerous sensitive anadromous and marine species. As discussed for the watershed, stormwater plans, BMPs, and [Spill Prevention Control and Countermeasure](#) plans would help minimize impacts to aquatic habitats to varying degrees.

Noise

Watershed. Development in the watershed, outside of the Gorst UGA, may involve construction activity near existing residences, temporarily increasing noise levels. Development in the watershed would result in increases in future traffic volumes on highways and local roads outside of the UGA, resulting in higher ambient noise levels from moving and idling vehicles. Potential noise impacts on sensitive receivers would vary with distance from the roadway.

Gorst UGA. Potential noise impacts associated with construction activities within the UGA would be similar to those described for the watershed. However, because construction activity would be concentrated over a smaller area, and multiple construction activities may occur simultaneously or in overlapping timeframes in the same general area, residences and other noise sensitive receptors within the Gorst UGA would likely experience temporary increases in noise levels from construction more often and for longer periods of time, and construction noise levels may be higher.

Development both within and outside of the UGA would result in increases in future traffic volumes on highways and local roads within the UGA, resulting in higher ambient noise levels from moving and idling vehicles. Potential noise impacts on sensitive receivers would vary with distance from the roadway. Modeled future daily traffic volumes and PM peak hour vehicles on study area roads are similar under all alternatives, and are estimated to increase by less than 35 percent over existing (2010) volumes. Based on the modeled data, traffic noise would be expected to increase by less than three [decibels A-weighted](#) dB(A), a change that is barely perceptible to the average human ear.

Land use within the Gorst UGA under all alternatives would include residential and commercial use to varying degrees. New commercial development would likely occur near existing or future residences and other sensitive receivers.

Hazardous Materials

Watershed. Under all alternatives, development and redevelopment would occur within portions of the Gorst Creek Watershed. Three sites in the watershed outside of the Gorst UGA are currently releasing hazardous materials to the environment, although it is assumed that some level of cleanup of these sites would occur in the future under all of the alternatives. Redevelopment of these sites would likely include construction activities that could disturb contaminated areas, exposing workers, soil, groundwater, and/or surface water to hazardous materials. Additionally, construction activities elsewhere in the watershed could expose new contamination not previously documented, which would provide opportunities for remediation. Demolition of existing structures under any of the alternatives could be associated with risks to workers from exposure to lead-based paint and/or asbestos containing materials (ACMs).

Gorst UGA. One Reasonably Predictable and seven Substantially Contaminated Sites have been identified within the Gorst UGA. Many of these sites are currently undergoing cleanup or remedial actions, and it is likely that cleanup actions would continue into the future under all of the alternatives. However, since many sites in the UGA are currently documented as storing hazardous substances or waste, it is likely that additional contaminated sites will be discovered in the future. As discussed for the watershed, there would be risks associated with exposures or releases of hazardous materials during redevelopment activities, including disturbance of contaminated soil, demolition of buildings with lead-based paint or ACMs, and use/storage of hazardous materials at construction sites.

Land Use Patterns

Under all alternatives, additional growth is anticipated in the Gorst UGA. Vacant land would, over time, be developed for commercial, residential, recreational, or industrial use, as allowed by the land use and zoning districts adopted under ~~that each~~ alternative. Properties occupied by nonconforming uses would eventually be redeveloped in a manner consistent with adopted zoning, and new development and redevelopment would also entail the eventual modification or demolition of some existing structures, as well as the construction of new buildings, which could cause temporary construction-related impacts, such as increased levels of noise, fugitive dust, and vehicle traffic.

Socio-Economics

Watershed. Outside the Gorst UGA, it is not expected there will be any differences for the Gorst Creek Watershed in terms of population and employment growth between the alternatives. Population growth will most likely occur on rural lots in the areas designated Rural Residential and Urban Reserve in the southern part of the watershed. Both designations limit development to relatively low densities. Rural Residential allows one dwelling unit per five acres and Urban Reserve allows one unit per 10 acres. Commercial and employment growth will most likely occur within parts of SKIA and Bremerton in the watershed. Impacts from the large increase in jobs in SKIA are addressed in the SKIA Subarea Plan and EIS.

Gorst UGA. Under all alternatives, additional growth is anticipated in the Gorst UGA. The number and composition of people and housing varies considerably by alternative. See Table 1-2 *Comparison Matrix of Impacts*.

Aesthetics

Watershed. Impacts to the visual character of the City Utility Lands (CUL), SKIA, and McCormick Woods would be minimal for all alternatives as they would be managed based on present zoning and adopted plans under all alternatives.

Cultural Resources

Watershed. Impacts that can adversely affect important cultural resources include anything that might significantly destroy or alter the important features of a cultural resource. Direct and indirect effects to cultural

resources can result from human activities or natural events. Under all alternatives, development would occur throughout the Gorst Creek watershed, to varying degrees as allowed by zoning and applicable regulations.

Gorst UGA. Potential impacts associated with development and construction activities within the UGA would be similar to those described for the watershed. The potential for loss of significant cultural resources would be present, including archaeological sites, historic built environment resources, and traditional cultural properties (TCPs), all of which would have the potential to be minimized, to varying degrees by conducting preconstruction cultural resources inventories and evaluations within the High Probability Areas and implementing mitigation measures.

Transportation

Daily trips and daily vehicle miles are very similar for all ~~three~~studied alternatives. See Table 1-2 *Comparison Matrix of Impacts*.

Fire Protection and Emergency Medical Service (EMS)

Watershed. No land use changes are proposed for the Gorst Creek watershed outside the Gorst UGA. Growth would occur based on adopted plans, which already have been accounted for in County and City of Bremerton Comprehensive Plans and associated capital facility plans. Updated stormwater and habitat regulations in this area are not anticipated to have any effect on the demand for fire protection and EMS. Therefore, no significant impacts to these services are anticipated under any of the alternatives that aren't already accounted for in existing planning documents.

Law Enforcement

Watershed. No land use changes are proposed for the Gorst Creek watershed outside the Gorst UGA. Updated stormwater and habitat regulations in this area are not anticipated to have any effect on the demand for police protection. Therefore, no significant impacts to law enforcement services are anticipated under any of the alternatives that aren't already accounted for in existing planning documents.

Schools

Watershed. No land use changes are proposed for the Gorst Creek watershed outside the Gorst UGA beyond already adopted Comprehensive Plans. Updated stormwater and habitat regulations in this area are not anticipated to have any effect on the number of students in the South Kitsap School District (SKSD).

Gorst UGA. Annexation by Bremerton of the Gorst UGA would not change the district boundaries for children living in Gorst. The alternatives will affect SKSD by increasing residential development, and consequently the number of students enrolled in SKSD. Under all alternatives, the number of students generated is fairly minimal and should not increase demand much beyond that addressed in the Preferred Alternative adopted in the 2012 *Kitsap County UGA Sizing and Composition Remand Final Supplemental Environmental Impact Statement*.

Parks, Recreation, and Open Space

Watershed. No land use changes are proposed for the Gorst Creek watershed outside the Gorst UGA beyond adopted Comprehensive Plans. Updated stormwater and habitat regulations in this area are not anticipated to have any effect on the demand for parks, recreation, and open space. Therefore, no significant impacts to these services are anticipated under any of the alternatives.

Gorst UGA

County Impacts. If the Gorst UGA remains in the County, all alternatives would result in a marginal increase in demand for County park and recreation facilities. The specific facilities impacted or the geographic need for new facilities would depend in part on the location of growth, which will vary by alternative.

Per Kitsap County Code (KCC) Chapters 410.110.020 and 410.110.210, the County collects a parks impact fee for each new housing unit developed in unincorporated areas. Impact fee revenues are directed toward park planning, land acquisition, site improvements, construction and engineering, mitigation costs, and capital equipment. New development under the alternatives would also generate revenue from Real Estate Excise Tax (REET), which can be used for any type of capital project in the County. A portion of increased tax revenues could be used to fund acquisition and development of new parks and recreation facilities, as well as operation and maintenance of new and existing facilities under all alternatives.

City of Bremerton Impacts. If the City of Bremerton were to annex the Gorst UGA, the current population and projected population growth within the UGA would drive some additional demand for Parks services. While the City of Bremerton does not charge a parks impact fee to offset the demand from new development, the City of Bremerton could require that any master planned development include park or open space land for its residents.

Libraries

Under all alternatives, population growth in the Gorst Creek watershed and within the Gorst UGA would increase demand for library services in proportion to the population growth anticipated. Impacts of each alternative are summarized in Table 1-2 *Comparison Matrix of Impacts*.

Power

Under all alternatives, population growth in the Gorst Creek watershed and within the Gorst UGA would increase demand for power in proportion to the population growth anticipated. Impacts of each alternative are summarized in Table 1-2 *Comparison Matrix of Impacts*.

Solid Waste

Watershed. No land use changes are proposed for the Gorst Creek watershed outside the Gorst UGA. Updated stormwater and habitat regulations in this area are not anticipated to have significant effects on solid waste management needs in this area.

Gorst UGA. Since solid waste service is provided on a regional level, impacts to the service provider (Waste Management) and management organization are nearly identical whether or not Gorst is annexed by the City of Bremerton.

The additional population capacity generated under the three alternatives would marginally increase demand for solid waste capacity. The County, through contracts with private haulers, will continue to be able to provide solid waste management for an increased population regardless of the alternative ultimately chosen. The County would have adequate time to plan for landfill capacity for solid waste generation under all alternatives, and the County's current contracted landfill location is expected to have sufficient capacity through 2025-2035 and beyond if a new or extended contract is enacted.

Water, Wastewater, and Stormwater

Watershed. Over the next 20 to 30 years, jobs would substantially increase from 264 to 2,305 primarily due to economic development in the SKIA. The added jobs in the SKIA area would be subject the SKIA Subarea Plan. Population growth is projected to increase from 1,810 to 2,659. These changes in the watershed would increase demand in utilities services. The capital facility plans (CFPs) for the specific growth areas in the watershed would ensure adequate utility services matched the new demand and reduce the potential for disruption of utility services.

Gorst UGA. Under all alternatives, construction activities within the UGA would have the potential to impact utilities. Depending on the scale, construction projects would likely result in short-term disruptions of service. Scale and intensity of construction projects would vary by alternative.

Under all alternatives, it is anticipated that the Gorst UGA would be annexed to the City of Bremerton, resulting in a transition from County to City governance.

Under all alternatives, the water (drinking) and wastewater systems have the capacity to accommodate anticipated growth. However, only the projected growth for no action (Alternative 1) is accounted for in the Kitsap County CFP. Both action alternatives (Alternatives 2 and 3) and the Preferred Alternative propose development at the mine site and would require an evaluation of drinking water and wastewater capital improvements which are described under the respective alternative in Table 1-2 *Comparison Matrix of Impacts*.

Telecommunications

Under all alternatives, demand for cable television, phone, internet, and other telecommunications services would increase in response to population growth. Additional growth in the Gorst Creek watershed and Gorst UGA would require installation of additional infrastructure, installed as development occurs. Compared to the regional customer bases of each of the service providers, the growth anticipated in the Gorst area is relatively small and unlikely to have any significant impact on provision of telecommunication services in Kitsap County.

Relationship to Plans and Policies

The Preferred Alternative corrects the northern Gorst Creek Watershed boundary based on public input and agency evaluation; this is applicable to all studied alternatives. The County should apply the corrected boundary in future watershed planning updates for the adjacent Chico Creek Watershed.

All alternatives would maintain adopted land use plans in the watershed, which maintains consistency with current Kitsap County and City of Bremerton plans. All alternatives also maintain present UGA boundaries, allowing for consistency with Growth Management Act (GMA) provisions regarding UGA sizing. Last each alternative has been developed and reviewed during public outreach opportunities as identified in Section 2.0 *Alternatives*.

Matrix of Impacts by Alternative

Table 1-2 *Comparison Matrix of Impacts* provides a summary of impacts by alternative based on the analysis of Draft and Final EIS Chapter 3.0 *Affected Environment, Significant Impacts, and Mitigation Measures*. Impacts are presented without the context of the affected environment and are significantly abbreviated. For the full context, Draft EIS Chapter 3.0 should be consulted for Alternatives 1, 2, and 3. Final EIS Chapter 3.0 should be consulted for the Preferred Alternative.

Table 1-2
Comparison Matrix of Impacts

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
Geology/Soils				
Watershed	Development within the watershed would continue to be haphazard, and despite existing regulations and guidance, soil erosion within the watershed may increase as a result of new development.	On a watershed scale, planned improvements to stormwater facilities, stream restoration, and protection of key recharge/ discharge/ storage areas, if implemented, would help to minimize the impacts of new development and associated erosion, and would likely result in a reduction in flooding and export of soils from the watershed.	Similar to Alternative 2.	<u>Similar to Alternative 2.</u>
Gorst UGA	Creation of impervious surface would result in the loss of soils on up to 41 net acres, as well as the functions that they provide (e.g., ability to support native plant species and other vegetation, and infiltration of water), and could contribute to increased erosion of soils.	<p>Development on currently undeveloped parcels would result in the long-term loss of soils and their functions on up to 70 net acres; though the alternative does recognize public park/open space areas. Creation of new impervious surface could contribute to increased erosion of soils.</p> <p>Construction on the mine site could require substantial mitigation, including project design to minimize impacts to soils and geologic resources.</p>	<p>Developable land would equal about 69 net acres. This alternative includes the same amount of open space as Alternative 2, as well as Low Intensity Waterfront, which reduces impervious surfaces and promotes shoreline reclamation and open space. Therefore some soil functions would be retained within the developable land.</p> <p>Potential impacts associated with the mine site would be similar to Alternative 2.</p>	<p><u>Developable land would equal about 66 net acres. The Preferred Alternative includes the same mapped open space as Alternatives 2 and 3. It not only provides for the Low Intensity Waterfront designation, reducing impervious area and incentivizing shoreline reclamation, it extends that concept to the Gorst Creek floodplain in the Low Intensity Mixed Use designation. Therefore some soil functions would be retained within the developable land.</u></p> <p><u>Potential impacts associated with the mine site would be similar to Alternative 2.</u></p>

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
Water Resources				
Water Quality and Flooding	Commercial areas would likely be redeveloped on the previously disturbed impervious surface without water quality treatment and would continue to impact floodplains and the shoreline. Incremental restoration and potential water quality treatment would occur on waters that are 303(d) listed.	Overall, Alternative 2 would have a minor effect on water resources from short-term construction related impacts and moderate effects from long-term development continued development of high density commercial areas along the shoreline. The long-term effects of the commercial development may be offset by implementation of the adopted-proposed Watershed Characterization & Framework Plan. Due to greater scrutiny of permits in floodplains and due to the listing of fish species, the developability of the Gorst Creek floodplain area for intensive commercial uses is expected to be challenging.	Similar to Alternative 2.	<u>Similar to Alternative 2. However, this alternative implements a Draft EIS mitigation measure that extends the concept of less impervious area and incentives for restoration in the Low Intensity Mixed Use designation applicable in the Gorst Creek floodplain.</u>
Air Quality				
Emissions from Vehicle Travel (<u>in Vehicle Miles Traveled [VMT]</u>) due to Gorst UGA Growth	Alternative 1 would produce 29,067 daily VMT, which would contribute less than one percent (0.4%) of the Kitsap County regional VMT forecast for 2035.	Alternative 2 would produce 49,350 daily VMT (0.7%) less than one percent of the Kitsap County VMT forecast for 2035.	Alternative 3 would produce 45,707 daily VMT (0.7%) less than one percent of the Kitsap County VMT forecast for 2035.	<u>Cumulatively with both countywide and Gorst growth, the Preferred Alternative shows less countywide VMT in 2035 than the other alternatives (see Final EIS Section 3.11).</u>

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
Gorst UGA Emission increase, metric tons CO ₂ -equivalent per year compared to existing conditions	7,474	14,371	12,922	<u>Under the Preferred Alternative, the projected housing capacity is 2% less than Alternative 3 and the projected employment capacity is 11% less than Alternative 3. Therefore the level of air quality impacts is expected to be lower than under Alternative 3.</u>
Soil Carbon <u>Green House Gas (GHG)</u> Emissions Based on Removal of Existing Vegetation, metric tons CO ₂ -equivalent per year	120	237	237	<u>Alternative 3 would have similar impacts as Alternatives 2 and 3, though it would disturb slightly fewer acres of developable land than the other action alternatives.</u>
Plants and Animals				
Land and habitat disturbance: UGA	Undeveloped land on approximately 41 net acres in parcels, or less than one percent of the total area of the Gorst watershed, would be developed in the future. There is a minimal amount of high quality wildlife habitat in the UGA.	Approximately 70 net acres, or one percent of the total area of the Gorst watershed, would be developed in the future which could affect wildlife habitat through permanent or short-term loss. Parks, recreation areas, and other open spaces would be expected to provide more wildlife habitat. Subarea Plan and Watershed Framework Plan policies and BMPs would be applied and help offset impacts.	Similar to Alternative 2, though 69 net parcel acres would be disturbed.	<u>Similar to Alternative 2, about 66 net parcel acres would be disturbed.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Impervious area and water quality: UGA	Creation of new impervious surface in the UGA could occur under this alternative, which would exacerbate water quality issues associated with stormwater. However, adoption of the <u>low impact development (LID)</u> guidance manual would avoid new impacts though not address existing stormwater issues. Existing fish passage barriers would continue. No new standards promoting BMPs would apply.	While impervious surfaces could be added, the new Stormwater Management Plan, Watershed Characterization & Framework Plan, and Gorst Subarea Plan would include efforts to minimize impervious surface in developed/ redeveloped areas, improve stormwater facilities, restore degraded stream channels, and protect key recharge/discharge/ storage areas. All of these features would benefit aquatic species within the watershed and UGA by reducing impacts to water quality.	Similar to Alternative 2. Additionally, the Low Intensity Waterfront, would allow commercial uses with smaller amounts of impervious area and there would be incentives for shoreline reclamation. This zoning would potentially result in the highest quality wildlife habitat within the southeast portion of the UGA. However, it is expected that urban wildlife and common species would still predominate.	<u>Similar to Alternatives 2 and 3. The Preferred Alternative would also extend the lower intensity pattern from the marine waterfront to the Gorst Creek floodplain. Similar to Alternative 3, the Preferred Alternative would potentially result in the highest quality wildlife habitat in the southeast portion of the UGA, but would also have the potential to enhance habitat in the Gorst floodplain to a greater degree. However, it is expected that urban wildlife and common species would still predominate.</u>
Noise				
Transportation and Operation Noise	Land uses under Alternative 1 would include urban industrial uses, including heavy industrial. However, residential land uses under Alternative 1 would cover only 13 percent of the total UGA and the overall number of existing and future sensitive receivers that could potentially experience noise impacts is much smaller than under Alternatives 2 and 3. Regardless, new commercial and industrial operations could occur near existing or new residences and other sensitive receivers, and operations could cause noise	Residential land uses under Alternative 2 would cover 49 percent of the UGA, increasing the overall number of existing and new sensitive receivers that could potentially be affected by noise from new commercial operations. While residential land uses under Alternative 2 are zoned separately from commercial zones, new commercial operations could occur near existing or new residences and other sensitive receivers, and operations could cause noise levels to exceed the Kitsap County's and City of Bremerton's noise ordinance.	Under Alternative 3, areas zoned as Gorst Mixed Use would likely include residential uses located above or in very close proximity to commercial uses, and in areas served by public transit along major roadways. This development pattern increases the potential for operational noise levels associated with commercial development to exceed noise thresholds in the Kitsap County's and City of Bremerton's noise ordinance and impact nearby sensitive receivers.	<u>Similar to Alternative 3.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
	levels to exceed Kitsap County's and the City of Bremerton's noise ordinance.			
Hazardous Materials				
Contamination and Exposure	Non-residential land uses would make up 87 percent of the land area in the UGA. The potential for contamination of soil and water from land uses would likely be greatest under this land use breakdown, as compared to the action alternatives. Redevelopment of industrial or commercial properties to residential uses would also have an associated risk of human exposure to contaminants.	Under this alternative, the land use breakdown within the UGA would not include an industrial component. The potential for contamination of soil and water from future land uses would be lower under Alternative 2 than under Alternative 1. Implementation of the Watershed Characterization & Framework Plan and Gorst Subarea Plan would help address flooding and stormwater infiltration issues throughout the watershed, which would help minimize the amount of flooding onto developed areas and associated movement of hazardous materials in surface water.	Similar to Alternative 2.	<u>Similar to Alternative 2.</u>
Land Use Patterns				
Land Use Patterns	Land use patterns would remain similar to existing conditions. Current zoning would promote a gradual transition toward more commercial development in the Gorst UGA.	Land use patterns in the Gorst UGA would transition away from industrial uses to a greater proportion of commercial and residential uses. New land use designations and zoning would take effect along Sinclair Inlet, causing existing industrial uses to	Changes in land use patterns would be subtle due to implementation of mixed-use zoning. Industrial uses would transition to commercial, residential, office, or mixed-use development.	<u>Similar to Alternative 3.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
		eventually redevelop as commercial uses or open space as dictated by the subarea plan.		
Lands Use Compatibility	Because the Gorst UGA contains a large amount of residential development within commercially-zoned areas, some temporary incompatibilities may arise as new commercial development occurs adjacent to existing residential uses.	Some temporary incompatibilities could arise as new commercial development occurs adjacent to existing residential uses. In locations where residences are adjacent to industrial uses, the transition of these properties to commercial use may improve compatibility.	Commercial development would be designed for a mixed-use environment with associated design guidelines, thereby reducing the potential for incompatibilities with existing residential development or other sensitive uses. In locations where residences are adjacent to industrial uses, the transition of these properties to commercial use may improve compatibility.	Similar to Alternative 3. The Industrial property north of the railroad and west of the mine site would be more compatible with the railroad itself and with the utility yard to the east.
Socio-Economics				
Population and employment growth	The limited residential growth and lack of change in land use regulations make it likely that any change in the local economy will be a continuation of the current character with some larger scale and/or more intense commercial uses that cater to the regional market and pass through traffic. The additional employees in the community during the day would spur demand for some retail establishments, such as lunch and coffee spots.	The additional residential growth and ability for larger scale commercial uses could lead to the establishment of new businesses and change of current businesses to larger scale ones. The addition of almost 1,000 residents would likely increase the demand for small scale retail uses, especially convenience items and food services. The additional residents and employees in Gorst would increase the need for infrastructure, open space, and amenities, especially at the mine	The additional residential growth, the allowance of more types and intensity of commercial uses throughout the UGA, and better access to open space and recreational facilities could make the area more attractive for more types of commercial uses. This may lead to the establishment of new businesses and business types that do not currently exist in the area. The addition of almost 1,100 residents would likely increase the demand for small scale retail	Similar to Alternative 3.

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
		<p>site.</p> <p>These changes would likely change the character of the local economy by adding some smaller scale businesses that support the new residents as well as the potential for larger scale and/or more intensive businesses, which could displace some of the existing businesses and uses with highway access.</p>	<p>uses similar to Alternative 2. In addition, better access to opens space and recreation, a better connection to the waterfront, and the associated view add value to these sites, which make them more attractive to certain commercial and recreational uses. Under this situation, the character of the local economy has the potential to be different from what it is today.</p>	
Aesthetics				
Visual Character	<p>Watershed development may incorporate fewer BMPs that retain vegetation and natural features.</p> <p>New development along the highway corridors would continue a pattern of low rise development with large areas of impervious surfaces.</p> <p>Some existing, low density residential uses would be displaced by more intensely developed commercial uses of a substantially different character.</p>	<p>Future development within the watershed would result in less vegetation clearing, fewer impervious surfaces, and a more natural visual character than what would be expected under Alternative 1.</p> <p>Implementation of Alternative 2 would result in substantial changes to the present visual character of the UGA. Areas of existing low-density residential uses would be converted to more intense commercial development, and the mine site would be converted from its present resource extraction use to a residential neighborhood.</p> <p>New Gorst Subarea Plan policies and urban design concepts would result in new design guidelines</p>	<p>The impacts of Alternative 3 are similar to those of Alternative 2 in terms of the extent of overall change in visual character from the present condition to a more compactly developed urban center, the potential for conflicts during the transition from current conditions to future build out, and the overall positive effect of new design policies and concepts.</p> <p>Within mixed use areas, the greater amount of residential may ease some of the potential transition conflicts in currently residential areas.</p> <p>The Low Intensity Waterfront zone would have the effect of transitioning this area from</p>	<p><u>The impacts of the Preferred Alternative are similar to those of Alternatives 2 and 3 in terms of the extent of overall change in visual character from the present condition to a more compactly developed urban center, the potential for conflicts during the transition from current conditions to future build out, and the overall positive effect of new design policies and concepts.</u></p> <p><u>Similar to Alternative 3, within mixed use areas, the greater amount of residential may ease some of the potential transition conflicts in currently residential areas.</u></p> <p><u>Similar to Alternative 3, the Preferred Alternative proposes a Low Intensity Waterfront zone</u></p>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
		that mitigate many of the negative aesthetic qualities frequently associated with the Gorst UGA.	its current condition to one more characterized by low impact commercial development with less impervious area, greater shoreline setbacks, more vegetation, and more public access.	<u>waterward of SR 3 and SR 16. This same low intensity pattern with less impervious area, more habitat enhancement, and selective public access would be promoted along Gorst Creek with the Low Intensity Mixed Use zone, unique to this alternative and based on Draft EIS mitigation measures.</u>
Building Height, Bulk, and Scale: Gorst UGA	In those areas of existing low density residential or undeveloped land that are identified for commercial and mixed uses, the potential exists for negative impacts related to building height, bulk, and scale as these areas transition from residential to commercial during the course of the plan horizon.	Similar to Alternative 1, some conflicts of scale may occur as areas currently occupied by low-density residential uses transition to more intensely developed commercial uses. Subarea Plan policies and design concepts should mitigate much of this conflict by encouraging a more consistent building-street relationship and avoiding the often haphazard nature of development that currently characterizes much of the UGA.	Similar to Alternative 2.	<u>Similar to Alternative 2.</u>
Views: Gorst UGA	Views of Sinclair Inlet may be negatively affected as waterfront areas are more intensely developed with commercial and industrial uses. Given the extent of development already present, however, these impacts are not expected to be significant.	Similar to Alternative 1 some localized view impacts may occur as sites develop; however, these impacts are not expected to be significant. Development of the mine site as a residential neighborhood would have positive (for new site users) and negative (due to clearing) view impacts.	Similar to Alternative 2.	<u>Similar to Alternative 2.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
Cultural Resources				
Construction, Operations, Indirect, and Cumulative Impacts: Gorst UGA	Development and associated construction activities would result in ground disturbance within 41 net developable acres, and could contribute to increased disturbance to known and undocumented archaeological sites, historic built environment resources, and TCPs.	New development on currently undeveloped parcels has the potential to impact significant cultural resources on up to 70 net developable acres, which is greater than that under Alternative 1.	The area of net developable land identified for Alternative 3 is approximately 69 acres, roughly the same as under Alternative 2, but greater than under Alternative 1.	<u>The area of developable land identified for the Preferred Alternative is approximately 66 acres, which is roughly the same as under Alternatives 2 and 3, but greater than under Alternative 1.</u>
Transportation				
Daily Vehicle Trips: Countywide (and Attributed to Alternatives 2 and 3)	884,937	887,760 (+2,823)	886,968 (+2,031)	<u>886,781 (+1,844)</u>
Countywide Model Daily Vehicle Miles of Travel (VMT)	6,602,656	6,615,322	6,604,458	<u>6,602,500</u>
Deficient County Roadway Segments	5.6	5.6	5.6	<u>5.6</u>
Projected State Highway Deficiencies by 2035 (Length of deficient segments)	1.87	1.87	1.66	<u>1.66</u>
Countywide Model Daily Transit Person Trips by 2035	14,467	14,495	14,533	<u>14,540</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Fire Protection and Emergency Services				
South Kitsap Fire and Rescue (SKFR)	Gorst UGA population would increase by 82 residents under Alternative 1. SKFR's existing facilities will allow it to meet its level of service (LOS) through 2035.	Gorst UGA population would increase by 985 residents under Alternative 2. SKFR's existing facilities will allow it to meet its LOS through 2035.	Gorst UGA population would increase by 1,082 residents under Alternative 3. SKFR's existing facilities will effectively allow it to meet its LOS through 2035.	<u>The estimated 1,060 additional residents would have minimal impact on the LOS for SKFR. SKFR's existing facilities will effectively allow it to meet its LOS through 2035.</u>
Bremerton Fire Department	Annexing Gorst UGA would increase population served by 304 people, which would not be expected to impact fire and EMS services.	Annexing Gorst UGA would increase population served by 1,207 people, which would not be expected to impact fire and EMS services.	Annexing Gorst UGA would increase population served by 1,304 people, which would not be expected to impact fire and EMS services.	<u>Annexing Gorst UGA would increase population served by 1,282 people, which would not be expected to impact fire and EMS services.</u>
Law Enforcement				
Kitsap County Sheriff's Office	An estimated 82 additional residents from growth in the Gorst UGA under Alternative 1 would have minimal impact on LOS. The County is estimated to need 1 additional work release bed.	An estimated 985 additional residents from growth in the Gorst UGA under Alternative 2 would have minimal impact on LOS. The County is estimated to need 2 additional work release beds.	An estimated 1,082 additional residents from growth in the Gorst UGA under Alternative 3 would have minimal impact on LOS. The County is estimated to need 2 additional work release beds and one county jail bed.	<u>Similar to Alternative 3 except the population increase is 1,060.</u>
Bremerton Police Department	Annexation of 304 additional residents and increased geography by the City would require an estimated increase in police service of about 0.5 commissioned officers.	Annexation of 1,207 additional residents and increased geography by the City would require an estimated increase in police service of about 2.2 commissioned officers.	Annexation of 1,304 additional residents and increased geography by the City would require an estimated increase in police service of about 2.4 commissioned officers.	<u>Similar to Alternative 3 except the population increase is 1,282.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Schools				
South Kitsap School District <u>(SKSD)</u>	Alternative 1 has the lowest enrollment projections of all alternatives. The District is estimated to have a deficiency of about 2,200 students in 2035.	Alternative 2 has the second lowest enrollment projections of all alternatives. The District is estimated to have a deficiency of about 2,400 students in 2035.	Alternative 3 has the highest enrollment projections of all alternatives. The District is estimated to have a deficiency of about 2,430 students in 2035.	<u>Similar to Alternative 3 except by 2035, SKSD is estimated to have a deficit of about 2,425 student spaces under the Preferred Alternative.</u>
Parks, Recreation and Open Space				
Kitsap County Parks and Recreation	The County will be able to meet its adopted LOS through 2035 under Alternative 1.	Under Alternative 2, growth of 985 residents in the Gorst UGA would drive estimated additional need of 31 open space acres, 8 regional park acres, and 7 community park acres.	Under Alternative 3, growth of 1,082 residents in the Gorst UGA would drive estimated additional need of 37 open space acres, 9 regional park acres, 1 heritage park acre, and 8 community park acres.	<u>Similar to Alternative 3, except the population increase is 1,060 and one less acre of open space would be needed. Thus, additional need would be 36 open space acres, 9 regional park acres, 1 heritage park acre, and 8 community park acres.</u>
Bremerton Parks and Recreation	Under Alternative 1, the City would need an estimated additional 1 open space acre and 2 regional park acres.	Under Alternative 2, the City would need an estimated additional 2 open space acres, 17 regional park acres, and 1 local park acre.	Under Alternative 3, the City would need an estimated additional 3 open space acres, 20 regional park acres, and 2 local park acres.	<u>Under the Preferred Alternative, the City would need an estimated additional 3 open space acres, 19 regional park acres, and 2 local park acres.</u>
Libraries				
Annual Circulation per Capita	The No Action Alternative would increase population by 82 residents. Effects on countywide demand for circulation items would be negligible.	Alternative 2 would add 985 residents. To maintain existing levels of service, an additional 8,816 items in annual circulation would be required.	Alternative 3 would add 1,082 residents. To maintain existing levels of service, an additional 9,684 items in annual circulation would be required.	<u>Under the Preferred Alternative, 1,060 residents would be added. To maintain existing levels of service, this increase in population would require an additional 8,753 items in annual circulation would be needed.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Facility Square Footage per Capita	The No Action Alternative would increase population by 82 residents. Effects on countywide demand for facility space would be negligible.	Alternative 2 would add 985 residents. To maintain existing levels of service, an additional 345 square feet of facility space would be required. The Downtown Bremerton and Port Orchard libraries are most likely to be directly affected.	Alternative 3 would add 1,082 residents. To maintain existing levels of service, an additional 379 square feet of facility space would be required. The Downtown Bremerton and Port Orchard libraries are most likely to be directly affected.	<u>The Preferred Alternative would add 1,060 residents. To maintain existing levels of service an additional 342 square feet of library facility space would be required. The Downtown Bremerton and Port Orchard libraries are most likely to be directly affected.</u>
Power				
Demand for Electricity and Natural Gas	The No Action Alternative would increase population by 82 residents and 742 jobs. Effects on countywide demand for power would be negligible.	Alternative 2 would increase population by 985 residents and 606 jobs. Demand for power would increase, and additional distribution infrastructure would be installed as development occurs. The growth anticipated is relatively small and is unlikely to have significant impacts on regional provision of power.	Alternative 3 would increase population by 1,082 residents and 333 jobs. Demand for power would increase, and additional distribution infrastructure would be installed as development occurs. The growth anticipated is relatively small and is unlikely to have significant impacts on regional provision of power.	<u>The Preferred Alternative, would add 1,060 residents and 298 jobs in Gorst. Demand for power would increase, and additional distribution infrastructure would be installed as development occurs. The growth anticipated is relatively small and is unlikely to have significant impacts on regional provision of power.</u>
Solid Waste				
Countywide Demand	Alternative 1 has the least population growth and therefore less demand than other alternatives. The County has adequate solid waste capacity under all alternatives.	Alternative 2 has the second highest population projection, and therefore higher demand than Alternative 1 but lower demand than Alternative 3. The County has adequate solid waste capacity under all alternatives.	Alternative 3 has the highest population projections and therefore the highest demand for solid waste capacity. The County has adequate solid waste capacity under all alternatives.	<u>Impacts would be similar to Alternative 3, but would be slightly reduced with 2% fewer residents and 11% fewer jobs.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
Water, Wastewater and Stormwater				
Water	Growth in the Gorst UGA would be served by current water service providers, which have adequate capacity for growth.	<p>The Gorst UGA would be served by current water service providers, which have adequate water source capacity for growth. New development at the mine site would require developer installed improvements for adequate distribution of drinking water.</p> <p>Adoption of the Watershed Characterization & Framework Plan would provide a directive for enhancing and protecting water for human use to residents of the UGA.</p>	Similar to Alternative 2.	<u>Similar to Alternative 2.</u>
Wastewater	Wastewater deficiencies were addressed following the installation of the collection system in 2010. However, given the gradual increase in demand, extension of service would be needed for new development.	<p>Projected growth is not accounted for in the Kitsap County CFP. In general an extension of sewer mains and improvement to existing pump stations may be required for the proposed Medium Density Residential area in the mine area.</p> <p>The proposed new residential area would require developer installed improvements to the wastewater system to accommodate new growth</p>	Similar to Alternative 2.	<u>Similar to Alternative 2.</u>
Stormwater	New stormwater standards would not be adopted, and deficiencies would continue to be unresolved. However, Kitsap County's CFP would	Current deficiencies in stormwater conveyance would be resolved. Stormwater management on proposed new development and redevelopment	Similar to Alternative 2, but the estimated impervious acres are slightly higher at 59 <u>69</u> acres.	<u>Similar to Alternative 2, except buildable acres where impervious surfaces could be added are slightly lower at 66 acres.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	<u>Preferred Alternative</u>
	eventual incorporate measures for addressing deficiencies. Runoff during storm events would continue to cause sheet flow over roads and discharge directly to streams and water bodies including Gorst Creek and Sinclair Inlet. The increase in development, particularly from commercial development would also likely increase impervious surfaces to about 51.3 acres.	would follow the Watershed Characterization & Framework Plan and result in reduced stormwater runoff. Compilation of watershed data and use of the hydrology and hydraulic modeling would also assist in identify priority areas and optimize investment of stormwater facilities. However, for a conservative analysis in this EIS, a comparison of impervious area shows an increase in impervious area over the Alternative 1 No Action option due to the added development of the mine site at 68 acres.		
Telecommunications				
Demand for Telecommunication Service	See Impacts Common to All Alternatives	See Impacts Common to All Alternatives	See Impacts Common to All Alternatives	<u>See Impacts Common to All Alternatives</u>
Relationship to Plans and Policies				
GMA Planning Goals	Alternative 1 meets GMA goals for economic and housing growth in urban areas, supported by transportation and public facility improvements. Alternative 1 would apply shoreline and critical area regulations.	Alternative 2 meets GMA goals for economic and housing growth in urban areas, supported by transportation and public facility improvements. Alternative 2 would apply shoreline and critical area regulations. Alternative 2 would further meet the intent of GMA goals for open space and environmental protection.	Similar to Alternative 2.	<u>Similar to Alternatives 2 and 3. The Preferred Alternative would further meet the intent of GMA goals for open space and environmental protection. It extends the low intensity concept from the marine shoreline to the Gorst Creek floodplain.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Countywide Population Forecasts	Alternative 1 is consistent with <u>Countywide Planning Policy (CPP)</u> allocations.	Alternative 2 assumes greater population allocations than found in the CPPs.	Alternative 3 assumes greater population allocations than found in the CPPs.	<u>Similar to Alternatives 2 and 3, the Preferred Alternative assumes greater population allocations than found in the CPPs.</u>
Countywide Planning Policies Vision 2040 Transportation 2040	Alternative 1 would be consistent by focusing growth in UGAs and offering employment and housing opportunities.	<p>Alternative 2 would be consistent by focusing growth in UGAs and offering employment and housing opportunities.</p> <p>Alternative 2 would promote joint City-County planning for an assigned UGA consistent with CPPs. All facilities and services are addressed in this EIS are consistent with CPP guidance for joint planning and service transition.</p> <p>Alternatives 2 and 3 use a science-based and landscape level approach to identifying areas of protection, restoration, and development with BMPs to protect water processes and habitat.</p>	<p>Same as Alternative 2.</p> <p>In terms of reducing congestion, the mixed use pattern and lower commercial growth in Alternative 3 provides less congestion and may in the future provide more support to transit use.</p>	<u>Same as Alternatives 2 and 3.</u>

Topic	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Kitsap County and Bremerton Comprehensive Plans	<p>The watershed would be protected through standard natural environment policies of the County and City of Bremerton Comprehensive Plans.</p> <p>Alternative 1 (No Action) would continue current plans and regulations which are consistent with each other – the City of Bremerton shows Kitsap County land use designations in its assigned UGAs and has pre-designated zones that most closely match County zones.</p>	<p>This alternative meets County land use policies that assign the Gorst UGA to Bremerton and that promote joint planning with UGA Management Agreements.</p> <p>This alternative promotes Gorst as the southern gateway to the City of Bremerton, a concept in the City of Bremerton’s Comprehensive Plan.</p> <p>This alternative meets City of Bremerton policies that support subarea planning for different types of centers in the community</p>	Same as Alternative 2.	Same as Alternative 2.
Shoreline Master Program and Critical Areas	<p>Both the County and City have locally adopted new Shoreline Master Programs that require Ecology approval prior to their being effective. These pending Shoreline Master Programs primarily differ with respect to shoreline buffers on Gorst Creek.</p>	<p>The adoption of the Gorst Subarea Plan is an opportunity to develop joint standards for stream and shoreline protection.</p> <p>Appendix D <i>Shoreline Buffer Comparison & Options</i> provides options for common shorelines standards along Gorst Creek to achieve some of the Watershed Characterization Study BMPs. These options could be considered as the final Subarea Plan is developed around a preferred alternative.</p>	Same as Alternative 2.	The Preferred Subarea Plan adapts one of the shoreline buffer options (Gorst Creek Management Overlay, modified to apply should the City annex the UGA) from the Draft EIS Appendix D Shoreline Buffer Comparison & Options to provide for compatibility of standards. The proposed Gorst Creek Management Overlay would encourage enhancement and restoration of the creek.

Summary of Mitigation Measures

This section summarizes three types of mitigation measures for each environmental topic:

- Existing plan policies or concepts under Alternative 1 or features of the proposed Watershed Characterization & Framework Plan, Gorst Subarea Plan under Alternatives 2 and 3 [and the Preferred Alternative](#) – that serve as mitigation.
- Applicable regulations and commitments at the federal, state, and local level that would mitigate impacts.
- Other potential mitigation that could modify current or proposed plans or regulations.

For the full text, consult [the Draft EIS](#) Chapter 3.0, *Affected Environment, Significant Impacts, and Mitigation Measures*.

Geology/Soils

Incorporated Plan Features

New plans that would be implemented under Alternatives 2 and 3 [and the Preferred Alternative](#) include features that would serve as mitigation for potential impacts to soils and geologic resources. Implementing regulations associated with the Gorst Subarea Plan, and Gorst Creek Watershed Characterization & Framework Plan would incorporate the suggested management measures shown in Table 2-8 *Integrated Watershed Processes and Habitat Results and Management Measures*.

Possible plan features that would serve as mitigation for potential impacts to soil include the following:

- Minimization of new development in certain areas.
- Limiting logging activities and maintain appropriate zoning in areas with high sediment export.
- Implementation of measures to reduce erosion and sediment export in areas identified for future development (e.g., buffers, setbacks from steep slopes, reduction of overland flow through infiltration).
- Restoration of cleared/degraded areas.
- Implementation of stormwater retrofits to reduce impervious surface.

Additionally, capital facility improvements have been recommended for addressing stormwater deficiencies and flooding issues. Implementation of these improvements would help reduce soil erosion and loss of soil from the watershed. Based on policies in the proposed Draft [Preferred](#) Gorst Subarea Plan and Draft [Preferred](#) Gorst Creek Watershed Characterization & Framework Plan, implementing regulations could include a zero stormwater discharge requirement [where circumstances allow \(recurrence interval, percent total rainfall, etc.\)](#) limiting direct and untreated stormwater [discharges](#) and a requirement that future development incorporate a series of LID measures to infiltrate or detain runoff.

Applicable Regulations and Commitments

- Kitsap County CAO
- City of Bremerton CAO
- KCC Chapter 12, Stormwater Drainage, and Kitsap County Stormwater Design Manual.
- [Bremerton Municipal Code \(BMC\)](#) Chapter 15, Stormwater Management Manual for Western Washington (SWMMWW) and LID Guidance Manual.
- [International Building Code as adopted by Kitsap County and City of Bremerton](#)

Other Potential Mitigation Measures

No additional mitigation measures are proposed for soil and geologic resources.

Water Resources

Incorporated Plan Features

Features of the Watershed Characterization & Framework Plan and Gorst Subarea Plan that serve as mitigation for potential impacts on water resources include the following concepts found in Guiding Principles and Goals and Policies:

- Identify and protect critical areas such as floodplains along Gorst Creek.
- Prioritize areas for restoration that would improve water quality.
- Protect and enhance water quality/quantity.
- Promote shoreline reclamation.

Additionally, capital facility improvements have been recommended to address runoff from impervious surfaces and flood-prone areas.

The Preferred Alternative incorporates a recommended mitigation to allow mixed uses on smaller impervious footprints in the Gorst Creek corridor and floodplain similar to the Low Intensity Waterfront designation, recognizing the convergence of critical areas and difficulties of development in the floodplain. This replaces portions of Gorst Mixed Use in Alternative 3.

Applicable Regulations and Commitments

Surface water quality standards are implemented through the Clean Water Act ([CWA](#)) Section 401 certifications, water quality modifications, and compliance with the standards in Chapter 90.48 RCW and WAC 173-201A. Applications for water quality related permits include the Joint Aquatic Resources Permit Application (JARPA) process, and the NPDES permits. In addition there are shoreline and critical area regulations applied by the City and County. As a result of the National Marine Fisheries Services' (2008) biological opinion regarding Federal Emergency Management Agency flood management, future development in the 100-year floodplain of study area streams, such as Gorst Creek, will require avoidance or mitigation to address loss of habitat function associated with that development.

Other Potential Mitigation Measures

Other potential mitigation measures could include the following:

- During construction, future projects will need to comply with all construction-related stormwater requirements, including temporary erosion and sediment control, and development and implementation of a stormwater pollution and spill prevention plan.
- The project-specific design will determine the necessary permanent, long-term water quality treatment requirements, necessary for all vehicle-accessible areas and redevelopments. Large areas of landscaping or lawn, unless strict policies on pesticide and fertilizer use are adopted, will also be subject to water quality treatment requirements.
- No specific water quality treatment method is proposed at this point, but it is likely that treatment would consist of various LID systems to the extent feasible. Additional erosion protection improvements may be needed at project outfalls because of increased peak runoff rates caused by an increase in impervious surface.

- If Gorst Subarea Plan policies and BMPs are implemented with corresponding development regulations there would be incentives for the removal of existing impervious areas and smaller new impervious footprints. Implementation of these types of incentives and standards could result in beneficial effects on water resources.

The concept of allowing commercial or mixed uses on smaller impervious footprints could be extended to the Gorst Creek corridor and floodplain similar to the Low Intensity Waterfront designation, recognizing the convergence of critical areas and the difficulties of development in the floodplain. This would replace portions of Commercial Corridor in Alternative 2 and Gorst Mixed Use in Alternative 3. See the discussion of the Preferred Alternative above in the Incorporated Plan Features section.

Air Quality

Incorporated Plan Features

The Gorst Subarea Plan includes policies promoting compact development as well as a policy on adapting to sea level rise. It also includes policies promoting incentives for increased heights and densities, increased landscaping, and energy reduction that could encourage GHG reduction. In addition Kitsap County and City of Bremerton Comprehensive Plans include additional land use and transportation goals that would encourage GHG reduction.

Applicable Regulations and Commitments

- National Ambient Air Quality Standards
- State Ambient Air Quality Standards
- Puget Sound Clean Air Agency State Outdoor Burning Regulations per Washington Clean Air Act ~~at~~in Chapter 70.94.743 RCW
- Puget Sound Clean Air Agency Regulations related to construction and operation including industrial and commercial air pollutant sources
- State of Washington GHG Reduction Limits
- City of Bremerton SKIA Subarea Plan: A subarea plan for SKIA was adopted in 2012. A portion of the Gorst Watershed is located within the SKIA subarea. The SKIA subarea plan contains development incentives and requirements to ensure sustainable development and reduce GHG emissions.
- Kitsap County Energy Efficiency and Conservation Plan: In 2011, ~~the~~ Kitsap County developed an Energy Efficiency and Conservation Plan, which is focused on achieving greater energy efficiency and reducing GHG emissions. The plan outlines a list of recommendations that once implemented, would serve to increase energy efficiency and reduce GHGs.

Other Potential Mitigation Measures

Construction Emission Control

Kitsap County and the City of Bremerton should require all construction contractors to implement air quality control plans for construction activities in the Gorst study area. See Draft EIS Section 3.3 *Air Quality* for more information.

GHG Reduction Measures

Washington State has established GHG reductions with 2020 (1990 levels), 2035 (20 percent reduction below 1990), and 2050 (50 percent reduction below 1990) limits and adopted requirements for capital investments, an energy strategy, and VMT reduction targets. However, neither Ecology nor EPA has adopted numerical GHG emissions standards, GHG reduction requirements, or numerical GHG significance thresholds that direct local

government land use development actions. It is the City of Bremerton's and Kitsap County's responsibility to implement its GHG reduction requirements for new developments.

Table 3.3-8 *Potential GHG Reduction Mitigation Measures* in [Draft EIS](#) Section 3.3 *Air Quality* lists a variety of mitigation measures that could reduce GHG emissions caused by transportation facilities, building construction, space heating, and electricity usage (Ecology 2008). The table lists potential GHG reduction measures and indicates where the emission reductions might occur. Kitsap County and the City of Bremerton could require development applicants to consider the reduction measures shown in [Draft EIS](#) Table 3.3-8 *Potential GHG Reduction Mitigation Measures* for their projects. Kitsap County and the City of Bremerton can incorporate potential GHG reduction measures through its goals, policies, or regulations, including the proposed Planned Action Ordinance.

In addition, ~~additional-other~~ vehicle trip reduction measures and land-use-related GHG reduction measures have been published by various air quality agencies. For example, [Draft EIS](#) Table 3.3-9 *SMAQMD² Recommended Measures for Land Use Emission Reductions* lists the emission reduction measures developed by SMAQMD, 2010. The table lists SMAQMD's estimated "mitigation points" value, where each point value corresponds to the percent reduction in emissions. For example, a mitigation point value of 1.0 corresponds to a one percent reduction in land-use-related emissions. SMAQMD developed this table to quantify reductions in criteria pollutant emissions, but the listed measures would also generally reduce GHG emissions. This table could also be used as a source of potential GHG reduction measures that could be implemented in goals, policies, or regulations, including the proposed Planned Action Ordinance.

Plants and Animals

Incorporated Plan Features

New plans that would be implemented under Alternatives 2 and 3 [and the Preferred Alternative](#) include features that would serve as mitigation for impacts to plants and animals within the study area. Regulation amendments would incorporate the suggested management measures shown in Table 2-8 *Integrated Watershed Processes and Habitat Results and Management Measures*.

Possible plan features that would serve as mitigation for potential impacts to plants and animals include the policies and BMPs that address:

- Minimizing new development and maintaining forest cover in areas that have high wildlife habitat value.
- Maintaining appropriate zoning to protect areas with high wildlife habitat value.
- Restoring areas with high habitat value or a high potential to provide salmon refugia.
- Implementing measures to reduce erosion and sediment export in areas identified for future development (e.g., buffers, setbacks from steep slopes, reduction of overland flow through infiltration).

Capital facility improvements may include removal or repair of culverts and other fish passage blockages that restrict the movement of fish upstream. Other improvements would address stormwater deficiencies and flooding issues, which would help reduce associated water quality impacts and improve aquatic habitats.

[The Preferred Subarea Plan adapts one of the shoreline buffer options \(Gorst Creek Management Overlay, modified to apply should the City annex the UGA\) from the Draft EIS Appendix D *Shoreline Buffer Comparison & Options to provide for compatibility of standards. The proposed Gorst Creek Management Overlay would encourage enhancement and restoration of the creek.*](#)

Applicable Regulations and Commitments

- City of Bremerton Comprehensive Plan – Environment Chapter

² Sacramento Metropolitan Air Quality Management District

- Kitsap County Comprehensive Plan – Natural Systems Chapter
- Kitsap County CAO
- City of Bremerton CAO
- Kitsap County Shoreline Master Program
- City of Bremerton Shoreline Master Program
- Federal regulations that pertain to the protection of plants and animals and their habitat include the Endangered Species Act, CWA, Migratory Bird Treaty Act, and the Marine Mammal Protection Act.

Other Potential Mitigation Measures

- Consider wildlife corridors and connectivity when designing and permitting new developments within the Gorst Creek Watershed.
- Implement clearing of vegetation and construction activities outside the breeding period for sensitive bird species and migratory birds, as feasible.
- Consider applying common shoreline standards, such as one of the shoreline buffer options in this Draft EIS Appendix D *Shoreline Buffer Comparison & Options* or another similar option to provide for compatibility of shoreline buffer standards, particularly for Gorst Creek. [See the discussion of the Preferred Alternative under the Incorporated Plan Features, for example.](#)

Noise

Incorporated Plan Features

Under Alternative 3 [and the Preferred Alternative](#), the proposed balance of residential and commercial uses would reduce future traffic congestion on state routes compared to Alternatives 1 and 2 which have about the same level of congestion. Please see Section 3.11 *Transportation*.

Applicable Regulations and Commitments

- BMC Chapter 6.32 (Noise Levels) establishes limits on noise levels and durations of noise crossing property boundaries with the City of Bremerton.
- KCC Chapter 10.28 (Noise) establishes limits on noise levels and durations of noise crossing property boundaries within the unincorporated areas of Kitsap County.
- The [Federal Highway Administration](#) (FHWA) has adopted criteria for evaluating noise impacts associated with federally funded highway projects, and for determining whether such impacts are sufficient to justify funding of noise abatement. These criteria are specified in the Code of Federal Regulations (23 CFR 772), Procedures for Abatement of Highway Traffic Noise and Construction Noise. [The Washington State Department of Transportation](#) (WSDOT) has adopted the FHWA Noise Abatement Criteria for evaluating noise impacts and determining whether such impacts are sufficient to justify funding of noise abatement for roadway improvement projects with state funding. Any roadway improvements that would occur within the study area that would use state or federal funding would be subject to State and/or FHWA policies and procedures for evaluating traffic noise impacts and noise abatement. In cases where no state or federal funding is involved, the WSDOT and FHWA protocols are not applicable.

Other Potential Mitigation Measures

[Draft EIS](#) Section 3.5 *Noise* provides potential mitigation measures regarding site planning, noise barriers, and building construction that are summarized below:

- Proper site planning to reduce noise impacts should be considered for all noise sensitive developments.

- Noise barriers such as walls and earthen berms are commonly used to mitigate noise from ground transportation, commercial and industrial sources. Noise barriers can be used to reduce the noise level both outdoors and indoors.
- The location of a building on its site, the arrangement of rooms, and the location of doors and windows all have a bearing on interior noise control.

The following mitigation measures are general and programmatic in nature, and may be further refined in project-specific SEPA documents applicable in the watershed or applied in the Planned Action Ordinance in the UGA.

- Revise the Noise Ordinance and condition development proposals to achieve the following:
 - Provide hourly and maximum property line noise level limits for all major zoning districts defined in the Zoning Ordinance.
 - Limit the hours of deliveries to commercial, mixed use, and industrial uses adjacent to residential and other noise sensitive land uses.
 - Limit the hours of operation for commercial and retail to limit noise intrusion into nearby residential and other noise sensitive land uses.
 - Limit noise levels generated by commercial and industrial uses.
 - Limit outdoor industrial activities or operations to control excessive noise at adjacent residential properties.
 - Limit the hours of operation of high noise-generating industrial equipment.
 - Limit the hours of operation for refuse vehicles and parking lot sweepers if their activity results in an excessive noise level that adversely affects adjacent residential uses.
 - Require the placement of loading and unloading areas so that commercial buildings shield nearby residential land uses from noise generated by loading dock and delivery activities. If necessary, additional sound barriers shall be constructed on the commercial sites to protect nearby noise sensitive uses.
 - Require the placement of all commercial heating, ventilation, and air conditioning (HVAC) machinery to be placed within mechanical equipment rooms wherever possible. (Equipment manufacturer's specifications for venting and access to outside air shall be maintained.)
 - Require the provision of localized noise barriers or rooftop parapets around HVAC, cooling towers, and mechanical equipment so that line-of-sight to the noise source from the property line of the noise sensitive receptors is blocked. (Equipment manufacturer's specifications for venting and access to outside air shall be maintained.)

In project-specific SEPA documents applicable in the watershed or through the Planned Action Ordinance in the UGA, ~~the~~ Kitsap County and City of Bremerton should require construction contractors to implement the following measures during construction activities through contract provisions and/or conditions of approval as appropriate:

- Construction equipment shall be properly maintained per manufacturers' specifications and fitted with the best available noise suppression devices (e.g., mufflers, silencers, wraps).
- Construction operations and related activities associated with the project shall comply with the operational hours outlined in the Kitsap County or City of Bremerton Noise Ordinance.
- Construction equipment shall not be idled for extended periods of time in the vicinity of noise sensitive receptors.
- Locate fixed and/or stationary construction equipment as far as possible from noise sensitive receptors (e.g., generators, compressors, rock crushers, cement mixers).

- Shroud or shield all impact tools, and muffle or shield all intake and exhaust ports on powered construction equipment.

Where feasible, temporary barriers shall be placed as close to the noise source or as close to the receptor as possible and break the line of sight between the source and receptor where modeled levels exceed applicable standards. See [Draft EIS](#) Section 3.5 *Noise* for additional details.

Hazardous Materials

Incorporated Plan Features

The Watershed Characterization & Framework Plan and Gorst Subarea Plan do not contain features that are specific to hazardous materials. However, features of both plans would have the indirect benefit of reducing risks of exposure to hazardous materials over the long term. Regardless of the [Draft EIS action and use](#) alternative selected, the Gorst UGA would no longer have the urban industrial designation, meaning that new developments would have a lower potential for releases of hazardous materials than some current land uses. [The Preferred Alternative maintains only one industrial designation for an isolated property north of the railroad and west of the mine site, which already contains a forest products industrial operation.](#)

Features of the Watershed Characterization & Framework Plan and Gorst Subarea Plan that would minimize flooding and increase infiltration of stormwater would help reduce risks of surface water contamination by reducing the likelihood that flood water or stormwater would run onto contaminated sites such as the Bremerton Auto Wrecking Landfill. These stormwater features are discussed in detail in [Draft EIS](#) Section 3.2 *Water Resources*.

Applicable Regulations and Commitments

Federal hazardous material and waste laws and regulations would be applicable to hazardous substances used, stored, or generated by the project. Applicable federal laws include the [Resource Conservation and Recovery Act \(RCRA\)](#); Hazardous and Solid Waste Amendments; [Comprehensive Environmental Response, Compensation, and Liability Act \(CERCLA\)](#) (aka Superfund); and Superfund Amendments and Reauthorization Act. Pursuant to regulations promulgated under Section 102 of CERCLA, as amended, release of a reportable quantity of a hazardous substance to the environment in a 24-hour period must be reported to the National Response Center (40 CFR Part 302). Similarly, Washington [State](#) hazardous material and waste laws and regulations would be applicable to hazardous substances used, stored, and generated by the project. The Model Toxics Control Act (~~mobile source air toxics~~) requires reporting of a release of any hazardous substance within 90 days of the release (or within 24 hours for releases from an [underground storage tank \(UST\)](#); WAC 173-340-300). Cleanup activities at contaminated sites are conducted under the [Model Toxics Control Act \(MTCA\)](#) and disposal of contaminated materials are conducted under ~~the~~ RCRA.

Demolition of older facilities may require asbestos and lead-based paint mitigation. Under the Washington [State](#) Department of Safety and Health asbestos standards (WAC 296-62, 296-65, and 296-155), thermal system insulation (pipe lagging, boiler insulation, etc.), surfacing materials (spray-on acoustical plasters, troweled on plaster coatings, etc.), and flooring materials (vinyl tile, sheet goods, etc.) are all presumed to contain asbestos in buildings built before 1981 unless these materials are shown not to contain asbestos by a certified contractor. Demolition of asbestos in the project area is regulated by the Puget Sound Clean Air Agency (Article 4: Asbestos Control Standards) and requires an asbestos survey, a notification of demolition, verification that all asbestos was properly removed, and proper disposal of the ~~ACM~~ [asbestos-containing materials](#).

The Washington State Department of Commerce (WAC 365-230); regulates certification, accreditation, enforcement and compliance for firms and individuals to use lead-safe work practices when working on pre-1978 homes or child-occupied facilities. The regulations apply to training and certification requirements for individuals and firms and to accreditation requirements for training programs.

Other Potential Mitigation Measures

The following general mitigation measures would minimize or eliminate construction impacts within the Study Area and could be incorporated into the Planned Action Ordinance:

- Since encountering unreported spills or unreported underground fuel tanks is a risk when performing construction, require contractors to provide hazardous materials awareness training to all grading and excavation crews on how to identify any suspected contaminated soil or groundwater, and how to alert supervisors in the event of suspected contaminated material. Signs of potential contaminated soil include stained soil, odors, oily sheen, or the presence of debris.
- Require contractors to implement a contingency plan to identify, segregate, and dispose of hazardous waste in full accordance with the MTCA.
- Require contractors to develop and implement the Stormwater Pollution Prevention Plan, BMPs, and other permit conditions to minimize the potential for a release of hazardous materials to soil, groundwater, or surface water during construction.
- Require contractors to follow careful construction practices to protect against hazardous materials spills from routine equipment operation during construction; prepare and maintain a current spill prevention, control, and countermeasure plan, and have an individual on site designated as an emergency coordinator; and understand and use proper hazardous materials storage and handling procedures and emergency procedures, including proper spill notification and response requirements.
- Require contractors to identify all ACM and lead-based paint in structures prior to demolition activities in accordance with 24 CFR Part 35. If ACM or lead-based paint is identified, appropriately trained and licensed personnel would contain, remove, and properly dispose of the ACM and/or lead-based paint material according to federal and state regulations prior to demolition of the affected area.
- If warranted, require contractors to conduct additional studies to locate undocumented USTs and fuel lines before construction of specific development projects (areas of concern include current and former commercial and residential structures) and will permanently decommission and properly remove USTs from project sites before commencing general construction activities.

The following general mitigation measure would minimize or eliminate operational impacts within the Study Area and could be incorporated into the Planned Action Ordinance:

- Require applicants for development on properties identified as having potential for contamination to conduct a thorough site assessment. If contamination is discovered, then require the applicant to comply with all state and federal regulations for contaminated sites.

Land Use Patterns

Incorporated Plan Features

Adoption of the Watershed Characterization & Framework Plan and the Gorst Subarea Plan are part of ~~both~~all action alternatives. Adoption of these two plans would include the following:

- Alternatives 2 and 3 and the Preferred Alternative would include implementation of new capital facility and urban design improvements, such as streetscape improvements and trails.
- Alternatives 2 and 3 and the Preferred Alternative would include adoption of new policies promoting amended stormwater and habitat regulations throughout the Gorst Creek watershed.
- Alternatives 2 and 3 and the Preferred Alternative would include policies and urban design concepts that would improve the landscape, streetscape, and site design of developments.

- As described above, the land use designations proposed for Alternative 3 and the Preferred Alternative would guide development toward a predominantly horizontal or vertical mixed-use pattern. Associated development regulations and design guidelines in the subarea plan would ensure that incompatibilities between more intense uses and less intense uses are minimized.

Applicable Regulations and Commitments

In addition to the new stormwater regulations that would be applied to the Gorst Creek watershed and the design guidelines and development regulations that would be applied to the Gorst UGA, the following regulations and commitments would help mitigate impacts regarding land use compatibility throughout the watershed study area.

- BMC Chapter 20.50, Landscaping
- BMC Title 20, Land Use
- BMC 20.14, Critical Areas
- KCC 17.382 – Density, Dimensions, and Design
- KCC 17.385 – Landscaping
- KCC Title 19 – CAO

Other Potential Mitigation Measures

Adoption of implementing zoning and urban design regulations to fulfill the Draft/Preferred Gorst Subarea Plan policies would help mitigate changes to land use patterns and compatibility. ~~It is anticipated that s~~Such regulations would be prepared with a Preferred Alternative; see the Relationship to Plans and Policies section.

Socio-Economics

Incorporated Plan Features

Under Alternative 2 and Alternative 3 and the Preferred Alternative, the Watershed Characterization & Framework Plan and the Gorst Subarea Plan would be adopted. The adoption of these plans includes specific features that help mitigate for the impact of additional people and economic activity within the watershed. Features of the plans include:

- Implementation of new capital facility improvements and urban design improvements.
- Adoption of amended stormwater and habitat regulations throughout the Gorst Creek watershed.
- The creation of new land use designations, development regulations and design guidelines in Alternative 3 and the Preferred Alternative to minimized impacts of development, especially in environmentally sensitive areas.

Applicable Regulations and Commitments

In addition to the incorporated plan features, the following regulations and commitments would help mitigate impacts of additional people, activity, and development within the watershed and UGA. Below are listed key sections of Kitsap County's code and Comprehensive Plan.

- KCC 17.382 – Density, Dimensions, and Design
- KCC 17.385 – Landscaping
- KCC Title 19 – CAO
- Kitsap County Capital Facility Plan, an appendix to the Comprehensive Plan

Corollary chapters of the BMC and Comprehensive Plan include:

- BMC Title 20, Division III. Zoning, with development standards in each zone as well as general and specific standards for particular uses
- Chapter 20.50, Landscaping
- BMC Chapter 20.14, Critical Areas
- Bremerton City Services Element of Comprehensive Plan

Other Potential Mitigation Measures

None.

Aesthetics

Incorporated Plan Features

Watershed

The Gorst Creek Watershed Framework & Characterization Plan identifies areas for protection, restoration, and development. The effects of these actions on aesthetics relate to the maintenance of a more natural or rural visual character, the maintenance of vegetation cover, and the minimization of impervious areas.

Areas of protection are to be managed for the maintenance of forest cover, limited clearing, and minimal impervious surfaces. Areas identified for protection include the CUL and other forested areas in the north central portion of the watershed.

Areas of restoration would promote the re-establishment of habitat, including forest cover, riparian areas, and wetlands. Areas of restoration include the Gold Mountain Golf Club in the western portion of the watershed, and rural residential areas along Sunnyslope Road and to the west of the Gorst UGA. Existing development would remain in these areas, but new regulations would gradually increase native habitat.

Areas of development are considered to be suitable for growth, but would implement measures to control erosion and promote infiltration. Clustered development and LID would be encouraged for new development in these areas. Clustered development allows for the permitted density of a proposed development to be located on a smaller portion of a site, while requiring that the remainder portion be kept in a natural state.

LID is a method of land development that seeks to mimic pre-development hydrology through the use of clustering, retaining native vegetation, and minimizing impervious surfaces, among other measures.

Identified areas of development include the SKIA area and adjacent areas, and the currently developed areas of the Gorst UGA and the McCormick Woods area of the City of Port Orchard. SKIA would be subject to its recently adopted design guidelines. McCormick Woods is a master planned development subject to a development agreement. The Gorst UGA would have its own design guidelines in the Subarea Plan as further described below.

Gorst UGA

The Gorst Subarea Plan projects growth for the UGA that differ for each alternative. These growth projections would affect aesthetics within the UGA as a result of differences in the extent of development expected within the UGA, the mix of development types expected (e.g., residential versus commercial), and the density of development expected (e.g., medium density residential versus low density residential). The primary means of implementation would be zoning and development regulations that determine allowed and prohibited uses and establish minimum and maximum densities.

Applicable Regulations and Commitments

Current regulations and policies that may affect the aesthetic characteristics of the watershed and UGA include Kitsap County and City of Bremerton comprehensive plans, shoreline master programs, critical area regulations,

and zoning and development regulations, including those addressing landscaping, lighting, signage, and project review procedures. Following is a list of some of the applicable regulations and policies.

Kitsap County

- 2012 Comprehensive Plan
- KCC Title 16 Land Division and Development
- KCC Title 17 Zoning
- KCC Title 19 CAO
- KCC Title 21 Land Use Development and Procedures
- Shoreline Master Program (2013 updated draft adopted by Kitsap County, currently in review by Ecology) – also codified as KCC Title 22

City of Bremerton

- 2004 Comprehensive Plan
- BMC Title 20 Land Use Shoreline Master Program (update adopted by City of Bremerton, currently in review by Ecology) – part of BMC Title 20 Land Use, Chapter 16

Other Potential Mitigation Measures

~~Once a Preferred Alternative is selected~~The Preferred Subarea Plan includes development and design regulations ~~would be prepared and are anticipated to that~~ address:

- Allowed and prohibited uses/development types
- Minimum and maximum density
- Building height
- Building setbacks
- Maximum lot coverage
- Maximum impervious area
- Critical area buffers

In addition, other City or County regulations such as those governing signage, lighting, and landscaping would apply.

~~Future-d~~Design guidelines developed with the Preferred Alternative ~~would likely~~ establish discretionary review of future development proposals focusing on the design of the public realm and those portions of private development sites that directly affect the public realm. The design guidelines are intended to promote walkability, complete streets, identifiable character, the efficient and coordinated use of land and infrastructure, and LID. Accordingly, the design guidelines may address:

- Streetscape guidelines
- Site planning guidelines

The streetscape guidelines apply to the design of public rights-of-way. Streetscape guidelines would address:

- Design of the roadway, including width of travel, bicycle, and parking lanes
- Design of the curb zone, which includes street trees and other amenities and infrastructure
- The sidewalk

- The transitional zone, which is the area between the sidewalk and edge of right-of-way
- Building frontage elements such as the provision of weather protection where buildings abut the right-of-way

The streetscape guidelines could vary based on type of roadway.

The site planning guidelines associated with the Preferred Alternative ~~would likely~~ address the design of individual building sites with regard to several aspects, including:

- Building orientation, including the location of entrances
- Building façade, including street-facing windows, building articulation, and blank wall limitations
- Parking and vehicular access, including location of parking, curb cuts, shared parking, and pedestrian accessibility

Cultural Resources

Incorporated Plan Features

The Draft/Preferred Watershed Characterization & Framework Plan proposes the following Guiding Principle and Policy:

- Promote interpretive art, signage, and public spaces that recognize cultural history and environmental features
- Celebrate cultural history in the watershed through interpretive displays and events. Protect sensitive cultural resources from disturbance.

Applicable Regulations and Commitments

Federal and state laws would apply as listed in Draft EIS Section 3.10 *Cultural Resources*, “Regulatory Context” section.

Kitsap County and the City of Bremerton have adopted historic preservation regulations to promote a special tax valuation to promote historic site rehabilitation and preservation and protect important archaeological and historic sites. Additional County and City regulations include:

- Kitsap County recently approved (January 2013) a shoreline master program undergoing Ecology review. It includes several measures designed to protect cultural resources including that “all Tribal Historic Preservation Officers (THPOs) for tribes with jurisdiction will be provided the opportunity to review and comment on all development proposals in the Kitsap County shoreline jurisdiction, both terrestrial and aquatic, in order to ensure all known or potential archaeological sites, TCP and Traditional Cultural Landscapes are acknowledged, properly surveyed and adequately protected.” In addition, “sites with known or potential archaeological resources, as determined pursuant to the resources listed at the beginning of this section, shall require a site inspection by a professional archaeologist” and “work on sites with identified archaeological resources shall not re-commence until authorized by the Department of Archaeology and Historic Preservation through an Archaeological Excavation and Removal Permit, which may condition development permits.”
- KCC 18.12.020, Eligible lands. The Open Space Act (Chapter 84.34 RCW) describes lands ~~which that~~ may be considered for current use assessment as open space. Kitsap County has refined this definition to a prioritized list of lands ~~which that~~ may be eligible for enrollment in the open space taxation program within the unincorporated area of Kitsap County. Kitsap County provides for the preservation of any land area, the preservation of which in its present use would preserve historic sites.

- Bremerton has recently adopted a Shoreline Master Program that would, when approved by Ecology, include several protective measures including “a site assessment by a qualified professional archaeologist or historic preservation professional and ensure review by qualified parties including the Washington State Department of Archaeology and Historic Preservation, and the Suquamish Tribe Archaeology and Historic Preservation Program” for properties with known cultural resources and “stop work” orders on any newly discovered cultural features with a requirement for notification of the State and tribes and an assessment.

Other Potential Mitigation Measures

A cultural resources study should be conducted at the applicant’s expense for specific projects within High Probability Areas ([Draft EIS](#) Table 3.10-6 *Cultural Resources Mitigation Measures*) to determine if archaeological sites, TCPs, or historic built environment resources are present that may be significant. This should include but is not limited to background research, consultation with appropriate Tribes and interested parties, field study, and reporting. A desktop review of existing background information regarding cultural resources should be conducted at a minimum for projects within Moderate Probability Areas to determine if resources older than 50 years are present requiring evaluation and/or additional field studies. [Draft EIS](#) Table 3.10-6 *Cultural Resources Mitigation Measures* identifies the potential mitigation measures for significant cultural resources and when they should be completed.

Transportation

Incorporated Plan Features

All alternatives would implement City of Bremerton and County Comprehensive Plan Transportation Elements including adopted policies regarding levels of service, concurrency, TDM, etc.

The Gorst Creek Watershed Characterization & Framework Plan and Gorst Subarea Plan include the following policies that would address transportation impacts:

- Manage land use and growth to avoid increases in traffic congestion, and create opportunities for improvements to existing congestion. Managing land use is largely fulfilled with Alternative 3 and the Preferred Alternative. A policy focused on improvements is included in the Preferred Plans: work with federal, state, and local agencies to implement transportation improvements to manage congestion.
- Improve safety and circulation, and improve transportation mode choices including transit, bicycle, pedestrian, and automobiles.
- Encourage improved Kitsap Transit service such as added park and ride facilities.
- Design roads to incorporate gateway treatments, boulevard style streetscape improvements, and access improvements to invite the community to Gorst and allow convenient travel to regional businesses.

In addition, applicable to Alternatives 2 and 3 and the Preferred Alternative, the Gorst Subarea Plan also identifies areas where connectivity improvements for non-motorized travel should be considered.

Applicable Regulations and Commitments

Current adopted County or City of Bremerton regulations or programs as described in the [Draft EIS](#) Affected Environment of Section 3.11 *Transportation*.

Other Potential Mitigation Measures

Belfair Road is projected to be operationally deficient prior to 2035. This roadway was identified in the Kitsap County UGA Remand SEIS as needing widening from 2 to 4 lanes. All of the other County roadways within the Gorst Sub Area have capacity to support the additional traffic associated with all three alternatives.

Due to the lack of capacity on SR 3 and SR 16 within the center of Gorst as well as a variety of merging and diverging movements, any new developments or redevelopments should be designed to direct traffic either north (Sherman Heights) or west (Sam Christopherson Avenue or Belfair Valley Road) of the SR 3/ SR 16 junction.

While access to the north via Sherman Heights Road does not provide the most direct route to Werner Avenue and SR 3, this corridor (including Sherman Heights Road, Kent Avenue, 3rd Avenue and Union Avenue) should be evaluated for spot intersection improvements to make this route and attractive route for traffic originating in the Gorst UGA to head north to avoid having to access SR 3 in central Gorst.

While Werner road is north of the Gorst UGA, this roadway is considered an important route for Gorst UGA traffic to access SR 3. The Werner Road corridor between Union Avenue and SR 3 should be evaluated as part of traffic impact analysis reports prepared for new development in order to optimize the traffic flow on this corridor.

To address increased pedestrian demand between the proposed residential areas and the waterfront commercial and recreational^{al} land uses associated with Alternatives 2 and 3 and the Preferred Alternative, consideration should be made to construct grade-separated pedestrian overpasses that would connect ~~the both~~ the residential and walkable commercial areas that are on both sides of SR 3 and SR 16. The exact location(s) of these overpasses need to be determined in conjunction with any proposed highway improvements in this area.

Fire Protection and EMS

Incorporated Plan Features

- The County CFP determines LOS standards for fire protection/EMS. Future needs and costs can be determined based on these standards. Under the CFP, the County fire and rescue districts would continue to improve fire protection efficiency by focusing on eliminating overlapping responsibilities and system inefficiencies, as well as coordinating service provision with population growth.
- From the County perspective, the No Action Alternative levels of growth are already accounted for in existing planning documents due to the adoption of the 2012 Final Kitsap County Comprehensive Plan and CFP.
- Alternatives 2 and 3 and the Preferred Alternative focus growth and concentrate densities, allowing for improved efficiency of service, such as potentially lower response times.

Applicable Regulations and Commitments

- New development would be required to meet City of Bremerton and County codes, as well as International Fire Code and International Building Code regulations, regarding the provision of fire hydrants, fire flow, alarm systems, sprinklers, and emergency vehicle access.
- As described in the Kitsap County CFP (Kitsap County 2012b) fire protection districts in Kitsap County have entered into agreements with the Washington State Department of Natural Resources (DNR) to jointly fight fires on state-owned land and private forestland.

Other Potential Mitigation Measures

- If the City of Bremerton experiences unexpected demand needs due to annexation of Gorst, the City of Bremerton could work with SKFR to develop a Mutual Aid Agreement to serve the Gorst UGA area. This agreement could include information on sharing levy revenues generated within the Gorst UGA boundaries.

Law Enforcement

Incorporated Plan Features

- Alternatives 2 and 3 and the Preferred Alternative focus growth and concentrate densities, allowing for improved efficiency of service. Creating a more compact development pattern allows for smaller patrol areas and faster response times.

- If urban areas are annexed into adjoining cities or incorporated into new cities, patrol-related functions may be assumed by the cities, while joint use of some facilities (e.g., jails) could be retained at the County level.

Applicable Regulations and Commitments

- Police departments and the Sheriff's Office are maintained primarily through the general fund, which is funded through sales and property tax revenues. The increased tax base associated with increased population and development would increase tax revenues and bonding potential, providing additional funding for law enforcement services and facilities.

Other Potential Mitigation Measures

- In order to address future deficiencies, the Kitsap County Sheriff's Office could choose to adjust their LOS standards to reflect the likely service levels in 2035, given estimated population growth and planned facilities.
- The City of Bremerton and County could pursue implementation of mutual aid agreements if increasing Gorst population impacts levels of service.

Schools

Incorporated Plan Features

- The County's regular review of the CFP in coordination with the school districts should allow for ongoing long-range planning for educational services.

Applicable Regulations and Commitments

- School districts are required to plan for growth over time by regularly updating their six-year capital improvement program.
- Adopted school impact mitigation fees would be collected for new residential development within Gorst if it remains in unincorporated Kitsap County.

Other Potential Mitigation Measures

- To address enrollment changes on an ongoing basis, prior to reaching the level of demand that would necessitate construction of a new facility; districts can use portable classrooms to temporarily meet growth demands. Portables can be funded by impact fees paid by residential developers.
- The County, cities, and school districts could work together to identify potential sites for new school development in areas where higher amounts of growth are planned.

Parks, Recreation, and Open Space

Incorporated Plan Features

- Gorst Alternatives 2 and 3 and the Preferred Alternative show County-purchased Open Space/Recreation land along Sinclair Inlet. The property on the south shore could allow for some recreation activities consistent with environmental limitations. Property on the north shore is inaccessible but provides open space and environmental protection.
- **Kitsap County.** The County's 2012 Parks, Recreation, and Open Space (PROS) Plan sets forth strategies, goals, and objectives for development and management of parks, open space, and recreational facilities for a 5-year planning period.

- **Acquisition.** The County plans to acquire new trails, shoreline, and open space as part of the Parks Plan. One of its highest priorities is a partnership to acquire 7,000 acres known as the Kitsap Forest and Bay Project, which would effectively double the County's current park ownership and allow the County to meet all of its LOS standards in the next 20+ years with this increase in Open Space. This potential acquisition is not included in this analysis because the details have not been finalized and therefore it is not included in the Parks Capital Facilities Plan.
- **Partnerships.** In cases where the County has identified a need and has determined they will not be able to provide adequate capacity to meet demand, they will work to partner with other agencies to meet the demand. Partner agencies can assist with acquisition, funding upgrades, and providing technical expertise.
- **City of Bremerton.** The City has also developed a PROS Plan that aims to refine and improve its LOS standards going forward. Under this Plan, the City would create LOS standards that are geographically based in order to better measure how accessible parks are to residents. If the City adopts this Plan, it should review its LOS standards in relation to the location of the Gorst UGA to ensure its residents are being adequately served.

Applicable Regulations and Commitments

- **Kitsap County.** Impact fees are applied to all new housing developments. Fees could be reassessed to reflect increased costs of land for park acquisition, or increased impacts within areas of significant intensification such as the Silverdale or Port Orchard UGAs.

Other Potential Mitigation Measures

- **Kitsap County.** The County could adopt updated Base LOS targets that will accommodate the ~~eventual~~ preferred alternative's growth in the Gorst UGA through 2035. This would involve changing the Base LOS for open space, regional parks, community parks, and potentially heritage parks, depending on the adopted alternative. The County would not need to adjust levels of service for shoreline access or trails.
- **City of Bremerton.** The City could require that master planned developments within the Gorst UGA provide parks and/or open space as part of the development in order to serve the residents of that development and offset the need for the City to acquire and develop additional facilities.

Libraries

Incorporated Plan Features

None.

Applicable Regulations and Commitments

- With additional development and population in the Gorst UGA, property tax revenues, which are the primary source of funding for the Kitsap Regional Library, would increase over time. These additional revenues could be used to purchase additional circulation materials for the Downtown Bremerton and Port Orchard libraries to offset the additional demand generated by growth.

Other Potential Mitigation Measures

- The Kitsap Regional Library could partner with the Cities of Bremerton and Port Orchard to acquire additional circulation materials or expand their local branches to accommodate growth in Gorst.
- The Kitsap Regional Library could increase the amount of circulation materials and services that are available online to reduce demand for physical library space and offset new growth in Gorst.

Power

Incorporated Plan Features

- Mixed-use and clustered development is encouraged in select areas under Alternative 3 and the Preferred Alternative, and ~~both Alternatives 2 and 3~~ all action alternatives would result in increased residential density over existing conditions. Providing power to higher-density and cluster development is often more efficient than provision of power to low-density development.

Applicable Regulations and Commitments

- All future development of energy resources and transmission facilities would be required to comply with federal and state laws, the regulations of the Northwest Power Planning Council, and the Washington Utilities and Transportation Commission (WUTC).

Other Potential Mitigation Measures

- As development permits are issued for future development in the Gorst UGA, either by Kitsap County or the City of Bremerton, Puget Sound Energy and Cascade Natural Gas should be advised of large development or redevelopment projects and allowed to provide input on their ability to adequately serve the project.

Solid Waste

Incorporated Plan Features

- Focusing growth in existing UGAs and cities where solid waste services already exist would reduce impacts related to providing curbside pickup for added population and promote more curbside customers. There would also be less need for additional Recycling & Garbage Facilities (RAGFs).

Applicable Regulations and Commitments

- Coordination and monitoring at transfer facilities and RAGFs would be ongoing to ensure adequate solid waste capacity. Service levels for curbside collection as outlined in the CFP would continue or improve to encourage recycling.

Other Potential Mitigation Measures

- Based on available landfill capacity at the County's current contracted landfill location a new or extended contract could be enacted to provide landfill capacity well beyond the 2025-2035 planning horizon.

Water, Wastewater, and Stormwater

Incorporated Plan Features

All alternatives including the No Action would be subject to NPDES programs and rules. Continued application of County and City NPDES programs and stormwater manuals (which incorporated LID) will help reduce impacts.

Features of the Gorst Creek Watershed Characterization & Framework Plan and Gorst Subarea Plan that serve as mitigation include the following:

- Implement tailored stormwater standards for the Gorst Creek Watershed, including LID standards in areas of development, restoration and protection.
- Wherever practicable, new development and redevelopment should incorporate LID measures such as infiltration. Where impractical, stormwater detention may be allowed.
- Minimize clearing and promote stormwater management in the upper and middle portions of the watershed to reduce impacts to the lower watershed.
- Promote green infrastructure for both new and existing facilities, such as by identifying areas to target for stormwater retrofits.

- Allow zero direct and untreated discharge to streams and marine water bodies in association with development and redevelopment where circumstances allow (recurrence interval, percent total rainfall, etc.).

Additionally, capital facility improvements have been recommended measures for addressing stormwater deficiencies. Implementation of these improvements could result in beneficial effects on stormwater and indirectly protect drinking water and wastewater facilities by reducing flood-prone damage and erosion.

Applicable Regulations and Commitments

Applicable regulations and commitments include the following:

- *Safe Drinking Water Act*. Sets national primary drinking water standards. The act includes the designation of sole source aquifers. The 1996 amendment identifies source water protection.
- *CWA*. Regulates discharge of stormwater from certain industries and municipalities. NPDES permit or water quality discharge permit. The EPA delegated the Department of Ecology as the authority to implement these permits in Washington State.
- *Drinking Water Regulations Chapter 70.116 RCW*. Directs the Washington State Department of Health to assure safe and reliable drinking water and protect drinking wells.
- *Washington State Water Pollution Control Act Chapter 90.48 RCW*. Regulates various source control activities related to sediment management.
- *City of Bremerton Comprehensive Wastewater Plan and Updates*. Ensures adequate existing and future wastewater capacity.
- *City of Bremerton Stormwater Management Program*. Summarizes the actions to be taken by the City of Bremerton to fulfill its obligations as listed in the NPDES Phase II Municipal Stormwater Permit.
- *City of Bremerton BMC Chapter 15, Stormwater, SWMMWW and LID Guidance Manual*. Regulates ~~for~~ stormwater management associated with new development and redevelopment.
- *Kitsap County 20-year wastewater facility plan*. Ensures adequate existing and future wastewater capacity.
- *Kitsap County Surface and Stormwater Management Program*. Protects people, property and natural resources by reducing flooding and stormwater runoff, conserving groundwater, restoring fish habitat, and preventing stormwater pollution.
- *KCC Chapter 12, Stormwater Drainage, and Kitsap County Stormwater Design Manual*. Regulates ~~for~~ stormwater management associated with construction.
- Any future development would need to comply with applicable utility franchises and permits.

Other Potential Mitigation Measures

Other potential mitigation measures could include the following:

- Evaluate the effect of ~~for~~ proposed utility relocations on other nearby utility infrastructure.
- Determine the exact location and depth of utilities and work with individual utility providers to verify the location.
- Complete utility relocation or modification, where feasible, prior to project-specific construction to reduce operational risks and reduce any potential disruption of service.
- Sewer lines will need to be extended to provide service to remaining areas unsuitable for onsite septic service treatment, and will be required for new urban growth in the Gorst UGA.

Telecommunications

Incorporated Plan Features

- Mixed-use and clustered development is encouraged in select areas under Alternative 3 and the Preferred Alternative, and ~~both Alternatives 2 and 3~~ all action alternatives would result in increased residential density over existing conditions. Providing wired communication services to higher-density and cluster development is often more efficient than provision to low-density development.

Applicable Regulations and Commitments

- Future construction of telecommunications infrastructure would be required to comply with federal and state laws, including the regulations of the FCC; the provisions of the Cable Television Consumer Protection and Competition Act, as appropriate; the regulations of the BMC; and the KCC.

Other Potential Mitigation Measures

- Encourage co-location of telecommunications facilities wherever appropriate and undergrounding of infrastructure to minimize aesthetic impacts.
- Encourage the use of appropriate site landscaping to screen telecommunications equipment from surrounding properties and the public realm.

Relationship to Plans and Policies

Incorporated Plan Features

The Watershed Characterization & Framework Plan and Gorst Subarea Plan provide a common set of plans and policies to ensure consistent and coordinated planning between the City of Bremerton, Kitsap County, and the Suquamish Tribe.

The Preferred Subarea Plan adapts one of the shoreline buffer options (Gorst Creek Management Overlay, modified to apply should the City annex the UGA) from the Draft EIS Appendix D Shoreline Buffer Comparison & Options to provide for compatibility of standards. The proposed Gorst Creek Management Overlay would encourage enhancement and restoration of the creek.

Applicable Regulations and Commitments

- In order to ensure consistency with GMA requirements, the City of Bremerton and Kitsap County will submit the Gorst plans to the Washington State Department of Commerce for review and comment prior to adoption.
- As part of preparing a preferred plan ~~is prepared~~, the City of Bremerton and County ~~will have~~ prepared a land capacity analysis prior to legislative adoption, reflected in the Preferred Gorst Subarea Plan and this Final EIS.

Other Potential Mitigation Measures

- The County and City of Bremerton could work with ~~KRCC~~ the Kitsap Regional Coordinating Council to reallocate population from undersized UGAs to Gorst to match Alternatives 2 or 3 or Preferred Alternative population levels. This could be accomplished prior to the County and City of Bremerton's GMA required 2016 Comprehensive Plan Update. Until that time, the mineral resources designation could remain while the mine is still in active operation, thus not allowing residential growth until population targets are reallocated.
- The final Subarea Plan prepared for the preferred alternative could include coordinated shoreline and critical area standards. See EIS Appendix D *Shoreline Buffer Comparison & Options* for a description of options. See also the Incorporated Plan Features section above.
- The Preferred Alternative corrects the northern Gorst Creek Watershed boundary based on public input and agency evaluation; this boundary revision is applicable to all studied alternatives. The County should apply the corrected boundary in future watershed planning updates for the adjacent Chico Creek Watershed.

1.7 Significant Unavoidable Adverse Impacts

This section summarizes conclusions for each topic and indicates if there are residual impacts that are significant, unavoidable, and adverse despite the application of mitigation measures.

Geology/Soils

Under all of the alternatives, future development would lead to the loss of currently undeveloped soils within the UGA, which will eliminate their ability to support other uses. The area of land that is currently undeveloped but would be available for development ranges from 41 to 70 acres, depending on the alternative, plus land modified in existing or future rights of way or on lands for public purposes. While the total acreage of soil lost is likely to be less than the acreage of developable acres, it would constitute an unavoidable adverse impact.

Under all alternatives, loss of soil from the watershed is likely to continue to occur as a result of flooding and stormwater runoff. Over the long term, these impacts would be greatest under Alternative 1, and lower under Alternatives 2 and 3 and the Preferred Alternative.

Non-renewable mineral resources would continue to be extracted from the study area on an indefinite basis under Alternative 1, and on an interim basis under Alternatives 2 and 3 and the Preferred Alternative. This ongoing extraction would constitute a long-term loss of these resources, although the materials would be used for commercial purposes as intended by the GMA.

Water Resources

Under all alternatives, the Gorst Creek watershed and the Gorst UGA would experience additional population and employment growth. Development in the Gorst Creek UGA, ~~is-as~~ anticipated under the alternatives, and would result in no significant unavoidable adverse impacts on water resources. All alternatives would have a minor effect on water resources from short-term construction related impacts. As previously described, Alternative 1 would have long-term moderate impacts on water resources. ~~Both~~ Alternatives 2 and 3 and the Preferred Alternative would provide long-term beneficial effects on water resources from adoption and implementation of the Watershed Characterization & Framework Plan. Alternative 3 and the Preferred Alternative provides the greatest ecological benefit by establishing a low intensity waterfront along the shoreline of Sinclair Inlet that would, as redevelopment occurs, partially restore natural hydrology along that portion of the shoreline. Further, the Preferred Alternative extends this low intensity concept to the Gorst Creek floodplain.

Air Quality

No significant unavoidable adverse impacts on regional or local air quality are anticipated. Temporary, localized dust and odor impacts could occur during the construction activities. The regulations and mitigation measures described above are adequate to mitigate any adverse impacts anticipated to occur as a result of Gorst study area growth increases.

Plants and Animals

Most of the forested watershed is owned by the City of Bremerton and managed for very limited forestry and utility activities (see Draft EIS Section 3.14 *Relationship to Plans and Policies*). Further no land use or zoning changes are proposed in the watershed outside of the Gorst UGA. As such, large scale changes to wildlife habitat there are not anticipated under any alternative. One area designated for protection in the Watershed Characterization Study south of SR 3 (Assessment Unit 1) is zoned for Rural Residential uses by Kitsap County. Under Alternative 1, no added protective measures are considered and there could be a loss of forest cover that could displace wildlife. Under Alternatives 2 and 3 and the Preferred Alternative, added measures such as LID requirements and clustering could mitigate that potential impact.

New impervious surfaces and cutting of trees would occur under all the alternatives, particularly in the Gorst UGA, but also on Rural Residential lands in the watershed, contributing to stormwater runoff, flooding, and

sedimentation of surface water resources, which would impact aquatic species that occur within the watershed and UGA. These impacts would be greatest under Alternative 1, but reduced under Alternatives 2 and 3 and the Preferred Alternative as capital improvements to the stormwater system and BMPs to reduce erosion and sediment export would be implemented.

Noise

At the comprehensive planning level, implementation of the mitigation measures described above would avoid and/or reduce potential noise impacts to less than significant. If project-level impacts are identified as subsequent projects are proposed, specific mitigation measures would be required to meet Kitsap County and City of Bremerton noise limits.

Hazardous Materials

Under all of the alternatives future redevelopment of contaminated sites would presumably occur, potentially resulting in the release of hazardous materials to soil, groundwater, and surface water, or exposure of workers and the public to these materials. Most of these potential impacts would occur within the UGA, at industrial sites.

Contaminants from existing sites within the study area could continue to be transported off of these sites as a result of stormwater and flooding issues. Such movement of contaminants would continue to impact surface water, groundwater, and soil resources within the study area. These impacts would be greatest under Alternative 1, and lower under Alternatives 2 and 3 and the Preferred Alternative, which would address stormwater and flooding issues in the UGA as well as limit future land clearing in areas of protection in the watershed.

Contaminated sites would be avoided during project design when possible. Implementing the mitigation approaches described above would reduce adverse effects on human health and the environment.

Land Use Patterns

Under all alternatives, the Gorst Creek watershed in general, and the Gorst UGA in particular, would experience additional growth in population and employment. Vacant land in the Gorst UGA is anticipated to be developed, and some existing properties would be redeveloped over time. While the overall land use pattern in the area would be irreversibly changed, anticipated impacts can be mitigated with design and development standards.

Socio-Economics

Population, employment, and housing will increase under any of the alternatives reviewed, to different degrees. Alternative 2 and Alternative 3 have the most growth in population and Alternatives 1 and 2 have the most growth in employment. The Preferred Alternative is most similar to Alternative 3, but has slightly less population growth; it also has the smallest amount of commercial growth of the alternatives studied. Additional growth in any of the scenarios will increase the demand for the development of housing and commercial uses. The additional growth will also result in secondary impacts on the natural and built environments and to the demand for utilities and public services, which is addressed in the appropriate sections of this EIS. Regarding the character of the local economy, ~~there are~~ no potentially significantly adverse impacts are identified ~~from~~ as a result of the anticipated growth in population and employment.

Aesthetics

New development and redevelopment would result in changes to the current aesthetic conditions of the study area under all alternatives. The significance of visual impacts on the study area depends in large part on the values of those viewing the changes as well as the overall character and quality of the architectural and urban design features incorporated into future development.

Under all alternatives, temporary character and shading impacts would result from different building heights between adjacent properties as development of individual sites occurs. Currently, most properties in the study area are at low rise scales and have not developed to the extent allowed under present zoning. In some cases, the

action alternatives would allow greater heights than present zoning. Impacts would diminish as redevelopment becomes more widespread throughout the study area. Existing and potential development regulations regarding height limits, setbacks, and screening would mitigate for such impacts.

The overall aesthetic character of the study area would change under all alternatives as development and redevelopment occurs. All alternatives would be subject to mitigation measures in the form of policies, development regulations, and design standards that will mitigate for potentially adverse aesthetic impacts or result in a positive change to the aesthetic character of the study area. Therefore, no significant unavoidable adverse impacts on aesthetics are anticipated.

Cultural Resources

The impacts on cultural resources caused by new development associated with all studied alternatives could be significant and unavoidable, depending on the nature and proximity of the proposed development project. Implementation of mitigation measures would identify potential impacts on cultural resources and reduce them to a less than significant level ([see Draft EIS Table 3.10-6 Cultural Resources Mitigation Measures](#)).

Transportation

Implementation of any of the growth alternatives would result in increased traffic within the Gorst UGA and networks in south Kitsap County and Bremerton, with the lowest increase occurring under Alternative 3 [and the Preferred Alternative](#) and- greater increases under Alternatives 1 and 2 (however, Alternative 2 is no greater than Alternative 1 No Action in terms of State Route congestion). Due to the large volume of regional "pass through" traffic that uses both SR 3 and SR 16, all ~~three-studied~~ alternatives contribute a relatively small amount to cumulative volumes on state routes. While WSDOT has long-range plans to address capacity on SR 3, the amount of widening of this roadway will be limited by the presence of Sinclair Inlet on the east side of the roadway, a steep hillside on the west side of the roadway and a railway crossing with abutments that limit widening.

Fire Protection and EMS

Future population growth and development will continue to increase the need for fire protection/EMS services under any studied alternative, and particularly the action alternatives. With mitigation, significant, unavoidable adverse impacts would not be anticipated.

Law Enforcement

Future population growth and development will continue to increase the need for law enforcement services and facilities under all alternatives. With mitigation, significant, unavoidable adverse impacts would not be anticipated.

Schools

The demand for school services and facilities will increase as new development occurs and the number of families with school-aged children increases. With mitigation, significant, unavoidable adverse impacts would not be anticipated.

Parks, Recreation, and Open Space

With the increase in population and urbanization of the [Gorst Creek](#) Watershed and UGA under any of the alternatives, and particularly the action alternatives, there would be greater demand for parks, recreational facilities, and programs. To avoid impacts, the County and City could work with other agencies and regularly monitor population growth, service levels, and demand to bring supply and demand into balance; this can be accomplished with regular CFP updates as appropriate.

Neighborhoods surrounding existing, new, or expanded parks would experience more activity in the form of vehicles and pedestrians. Cost for acquiring parks is expected to rise with the increased demand for urban land in the UGA over time.

Libraries

As population increases within the watershed and Gorst UGA, the demand for library services will also increase. The library system as a whole will experience increased demand as more people require greater collections of materials and other resources. With advanced coordination between the Library District, Kitsap County, and City of Bremerton; significant, unavoidable, adverse impacts are not anticipated.

Power

Population and employment growth under all studied alternatives, and particularly the action alternatives, will increase demands for energy that in turn will increase the need for additional facilities. Planning efforts to manage growth should reduce the demand and/or accommodate growth in a coordinated fashion than would otherwise occur.

Solid Waste

Future population growth and development would continue to increase the amount of solid waste generated in the county under any alternative, especially the action alternatives. With Solid Waste Management Plans, regularly updated as appropriate, no significant unavoidable adverse impacts are anticipated.

Water, Wastewater, and Stormwater

Under all alternatives, the Gorst Creek Watershed and the Gorst UGA would experience additional population and employment growth. Development in the Gorst Creek UGA is anticipated under the alternatives and comprehensive planning, as well as review of project specific development utility permits, would result in no significant unavoidable adverse impacts on water, wastewater, and stormwater.

Future project construction associated with any of the project alternatives could cause temporary service interruptions to existing utilities. Under ~~the~~ Alternative 1, the long-term higher frequency of maintenance on aging utility infrastructure and untreated stormwater discharging directly to fish-bearing streams, estuarine wetlands, and tidally influence waters is considered a moderate impact. Both Alternative 2 and 3 and the Preferred Alternative would have beneficial effects on stormwater management ~~from-through~~ adoption of the Watershed Characterization & Framework Plan.

Telecommunications

Population and employment growth under all studied alternatives will increase demands for telecommunications that in turn will increase the need for additional facilities. Planning efforts to manage growth should reduce the demand and/or accommodate growth in a coordinated fashion than would otherwise occur.

Relationship to Plans and Policies

With implementation of mitigation measures, no significant unavoidable adverse impacts are anticipated with regards to future plan consistency under any of the alternatives.

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2.0 ALTERNATIVES

This chapter presents the Draft Environmental Impact Statement (EIS) Alternatives and the Preferred Alternative developed following the 45-day comment period from June 10 to July 24, 2013 and studied in this Final EIS. The description of the Preferred Alternative, as well as updates to the Draft EIS, are shown in track changes.

2.1 Introduction

The City of Bremerton, in partnership with Kitsap County and other state, federal, and tribal agencies, is planning the future of the Gorst Creek Watershed and Gorst Urban Growth Area (UGA). These coordinated efforts are intended to:

- Make Gorst a place where people want to live, shop, and recreate,
- Protect water quality, habitat and fish while fostering economic development,
- Identify areas for development, restoration, and protection based on science,
- Adopt a land use plan for Gorst, and
- Implement a long-range capital improvement plan to provide for future utility services, public services, and transportation needs.

Products of the planning effort to date include a Draft and Preferred Gorst Creek Watershed Characterization & Framework Plan for the approximately 6,000570-acre watershed as a whole and a Draft and Preferred Gorst Subarea Plan for the 335-acre Gorst UGA. This Draft-Final EIS evaluates possible environmental impacts of the Preferred Alternative and compares the Preferred Alternative to the draft plans and alternatives. In addition to these plans and development regulations, the City of Bremerton and Kitsap County are considering designating a planned action for some or all of the Gorst UGA. A planned action provides more detailed environmental analysis during an area-wide planning stage rather than at the project permit review stage. Designating a planned action, streamlines environmental review for development proposals and ensures they are consistent with EIS mitigation measures that are adopted in a planned action ordinance.

To illustrate a range of possible futures in Gorst, the following alternatives are evaluated in the Draft and Preferred Gorst Subarea Plans and this Draft-Final EIS:

- Alternative 1 (No Action) – Gorst is a relatively small highway-oriented commercial and industrial center
- Alternative 2 – Gorst is a well-designed regional commercial center
- Alternative 3 – Gorst becomes a complete community
- Preferred Alternative – Gorst becomes a complete and sustainable community.

Alternative 1 is a required alternative under the State Environmental Policy Act (SEPA). It represents a continuation of the current Comprehensive Plan and regulations. Action alternatives represent a range of land use, growth, policies, and regulations and were developed as part of a public outreach process. These alternatives are discussed more fully in this Chapter.

2.2 Background

Study Area

The Gorst Creek Watershed (Figure 2-1 *Gorst Creek Watershed Aerial*) and Gorst UGA (Figure 2-2 *Gorst UGA*) together comprise the study area, and encompass over ~~6,000~~6,570 acres in the southwestern portion of Kitsap County.

- About ~~3,707~~3,597 acres comprise the Bremerton city limits.
- The unincorporated Gorst UGA is approximately 335 gross acres in area (about half of which are in the watershed).
- The unincorporated South Kitsap Industrial Area UGA is about 104 acres (most is annexed and part of the city limits above).
- Approximately 178 acres are in the McCormick Woods area of the City of Port Orchard, and another 42 acres of unincorporated UGA is assigned to Port Orchard (1%).
- The balance of the watershed, about ~~2,205~~2,941 acres, consists of rural unincorporated land.

Current Conditions

The approximately ~~6,000~~6,570-acre Gorst Creek Watershed³ is diverse with thousands of acres of intact forest land, miles of streams and acres of wetlands, recreation at the Gold ~~Creek~~ Mountain Golf Course and Jarstad Park, as well as regional commercial uses along State Route (SR) 3 and 16, and unincorporated rural residential in between.

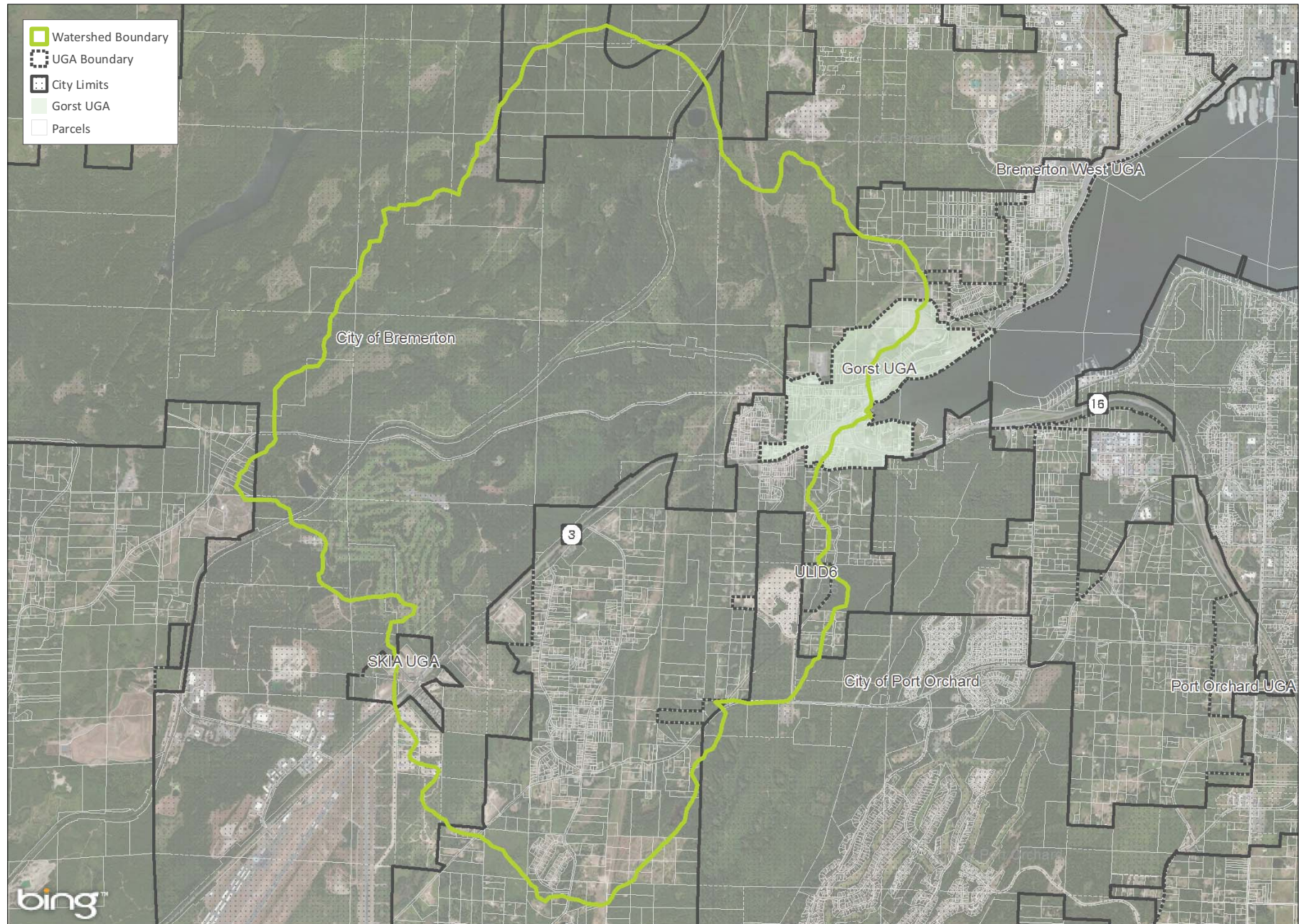
The Gorst Creek Watershed feeds the headwaters of Sinclair Inlet in the Puget Sound. While the overall watershed is largely undeveloped and forested, existing development is concentrated in the downstream areas around the mouth of Gorst Creek and along the shoreline of Sinclair Inlet. The Gorst Creek 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 and the Washington State Department of Fish and Wildlife (WDFW) co-manage a hatchery rearing facility on Gorst Creek. The Tribe takes an active role in managing the natural resources within the watershed.

Having sub-optimal land use and environmental regulations for decades, development in the Gorst UGA, and especially along the Sinclair Inlet shoreline has occurred haphazardly. Upland residential development and associated clearing and lack of stormwater management have impacted water quantity and quality in the lowlands. Commercial and industrial activities have maximized impervious pavement resulting in pollutant runoff directly into adjacent receiving waters.

Historically, Gorst Creek has not met fecal coliform standards. Sewers were recently installed to address water quality concerns associated with fecal coliform. The seven fecal coliform hot spots found by Kitsap Public Health were corrected by the new sewer service. Sewers are also anticipated to make the developed land in the Gorst UGA more viable for redevelopment. Likewise, heavy traffic on State Routes 3 and 16 impacts the natural and built environments, but also may be attractive for future commercial development, with high volumes of traffic creating an economically desirable location.

³ About 6,410 acres lie in the in watershed. The total 6,570 acres includes about 160 acres of the Gorst UGA that lies outside the watershed but along Sinclair Inlet.

FIGURE 2-1 GORST CREEK WATERSHED AERIAL



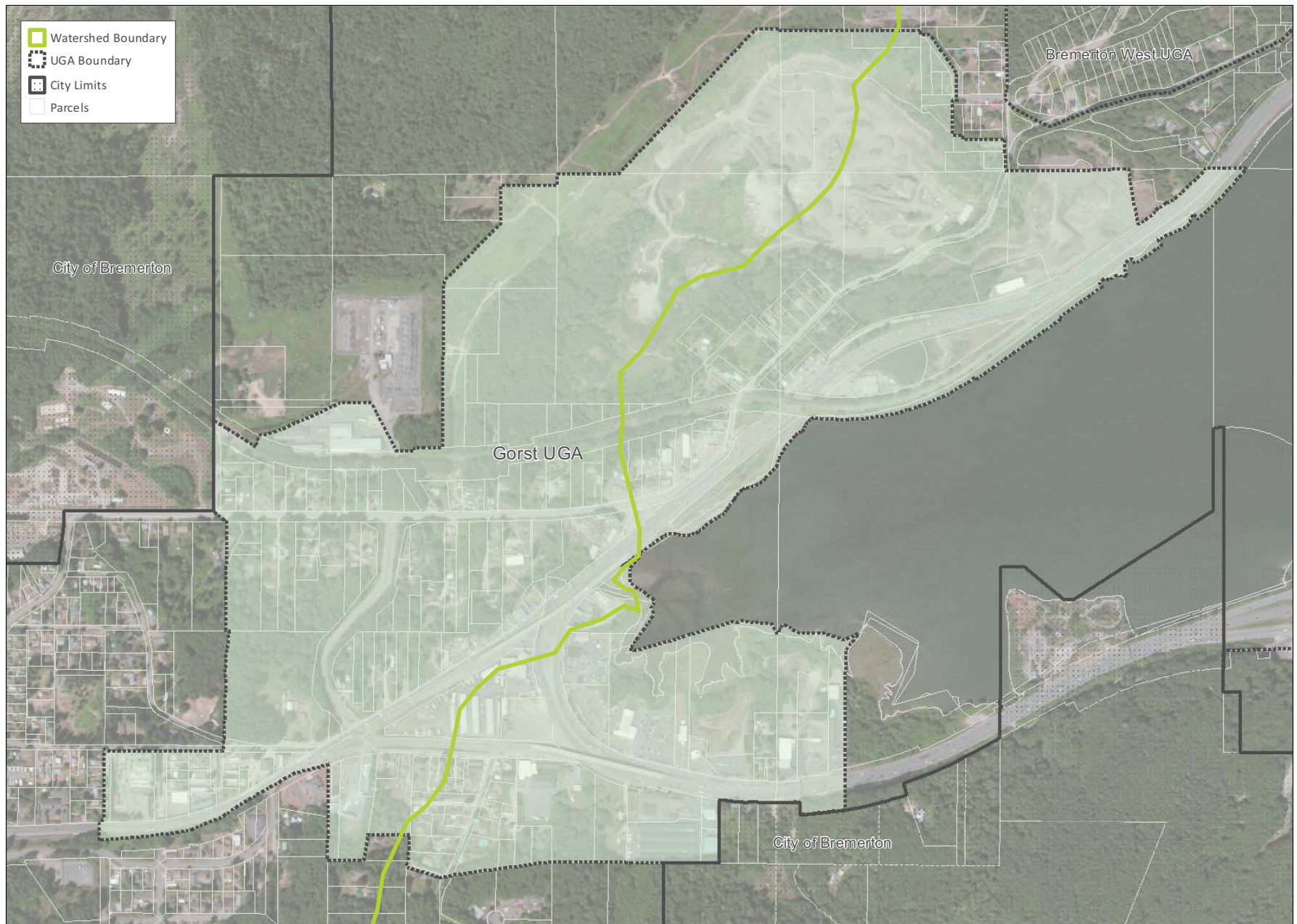
Date: September 2013

Source: Kitsap County Assessor 2012, WA State Department of Ecology, BERK



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FIGURE 2-2 GORST URBAN GROWTH AREA



Date: April 2013
Source: DigitalGlobe, Kitsap County Assessor 2012, BERK



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Gorst Watershed Characterization & Framework Plan

The Watershed Characterization & Framework Plan is intended to promote environmentally and economically sustainable development in the Gorst Creek Watershed. The Draft [and Preferred](#) Watershed Characterization & Framework Plan describes watershed conditions and objectives regarding appropriate places for development, restoration, and protection. The Draft [and Preferred](#) Watershed Characterization & Framework Plan also identifies common goals for stormwater, habitat, and land uses. Both Kitsap County and [the](#) City of Bremerton intend to adopt the Watershed Characterization & Framework Plan [following legislative review](#).

No UGA boundaries are proposed for change. Also no rural land use and zoning are proposed for change. However, the Draft [and Preferred](#) Watershed Characterization & Framework Plan includes proposed goals addressing stormwater and LID measures. Kitsap County would implement the goals in the watershed through code amendments. Similarly, the City of Bremerton would apply stormwater management and LID measures in the watershed primarily on [City utility lands \(CULs\)](#).

Within the existing Gorst UGA boundaries, however, land use patterns *are* proposed for change through different land use alternatives described below under the Gorst Subarea Plan.

Gorst Subarea Plan

The City of Bremerton and Kitsap County have been developing a subarea plan to more directly and fully address future land use, urban design, stormwater, transportation, habitat protection, and other activities in the Gorst UGA. A subarea plan is an optional element of a comprehensive plan allowed under the [Growth Management Act \(GMA\)](#). Subarea plans apply to smaller focused areas than the comprehensive plan, which addresses the whole City of Bremerton or Kitsap County and its assigned unincorporated UGAs. Subarea plans are typically more detailed than a comprehensive plan and often establish specific visions, goals, policies, land use plans, design guidelines, zoning, infrastructure and public service needs, and other development regulations.

The Bremerton Comprehensive Plan includes several subarea plans for Downtown, Manette, [South Kitsap Industrial Area \(SKIA\)](#), and several other locations; the City of Bremerton is now considering a subarea plan for the Gorst UGA to facilitate coordinated Kitsap County-City of Bremerton planning and to anticipate a smooth transition from Kitsap County to City governance at the time of annexation, anticipated in the future.

Similarly, Kitsap County has a Comprehensive Plan including subarea plans for different urban and rural communities, such as Port Orchard/South Kitsap, Silverdale, Kingston, and other locations. Kitsap County intends to concurrently adopt the Gorst Subarea Plan, within its own Comprehensive Plan context.

Key components of the [Draft Preferred](#) Gorst Subarea plan include:

- Vision Statement
- Guiding Principles, Goals, and Policies addressing land use, environment, stormwater and flooding, public services, and annexation
- Land Use Plan
- Urban Design Concepts

~~Once a~~ preferred alternative ~~is has been~~ developed as described later in this Chapter, [and](#) the Draft Subarea Plan ~~will be has been~~ revised to reflect the preferred vision and land use plan, and new development regulations, design guidelines, and a capital facilities plan ~~(CFP) will be prepared~~.

2.3 Public Review

The City of Bremerton and Kitsap County have created a variety of opportunities for public and agency input into the Watershed Characterization & Framework Plan, Gorst Subarea Plan, and Planned Action EIS. Key efforts are described below:

- The City of Bremerton's **website**, located at: <http://www.gorstwatershed.com/>, includes information about the project, links to draft products, and a comment form.
- An **Advisory Committee**, composed of representatives from [the](#) Bremerton Planning Commission, City of Bremerton Council, Bremerton Mayor, Kitsap County Planning Commission, Kitsap County, the [Board of County Commissioners \(BOCC\)](#), and Suquamish Tribal Council, represents the interests of their respective bodies and convenes at key project milestones to address issues and concerns for Gorst Creek Watershed Plan. In January 2013, the Advisory Committee reviewed preliminary alternatives and provided direction and advice on the range of alternatives. The Advisory Committee suggested addressing road safety in guiding principles. Also, as a result of Advisory Committee input, the preliminary alternatives were modified to show a lower intensity commercial designation along the waterfront (Alternative 3) and to identify an area that would not be subject to the planned action (areas waterward of highways in Alternative 2). These amended alternatives were then vetted at a public workshop and Planning Commission meetings. [In June 2013, the Advisory Committee reviewed the Draft Plans and Draft EIS that evaluated the range of alternatives. In August 2013, the Advisory Committee provided direction on a preferred plan for the Gorst UGA and was briefed on public comments regarding the Draft EIS and related Gorst documents.](#)~~More meetings are planned in the spring and fall of 2013 as a set of preferred plans are developed.~~
- An extensive group of agencies, organizations, and individuals are partnering to develop the plan, and working together as **Project Partners** to steer the project, including:

United States Environmental Protection Agency (EPA)

[Washington State Department of Ecology \(Ecology\)](#)

City of Bremerton

Kitsap County

Port of Bremerton

Sustainable Bremerton

Suquamish Tribe

Washington State Department of Fish and Wildlife
[\(WDFW\)](#)

City of Port Orchard

~~Kitsap County Health District~~ [Kitsap Public Health District \(KCHDPHD\)](#)

West Sound Watershed Council

Gorst property owners, Pat and Cheryl Lockhart

Project partners have met several times to discuss analysis methods and review technical documents such as the Watershed Characterization Study.

- **Scoping comment period and workshop.** Public and agency comment was solicited by the City of Bremerton as lead agency in a 21-day written scoping period from October 15 to November 5, 2012. Scoping notices and a meeting announcement were sent by mail to each property owner in the Gorst UGA, and to a list of federal, state, and local agencies and tribes. The City of Bremerton and Kitsap County also sent these documents by email to lists of persons interested in planning issues in the City of Bremerton and Kitsap County. The scoping notice was published in the Kitsap Sun on October 15, 2012 to notify any other persons having an interest in the project. The City of Bremerton, in coordination with ~~the~~ Kitsap County, also held a public meeting on October 29, 2012 to ask about the vision for Gorst and about the EIS scope. A table exercise asking participants to identify Gorst's strengths, weaknesses, opportunities, and threats (SWOT) was conducted. A scoping summary is provided in [Draft EIS Appendix A Scoping Summary](#).

- **Preliminary alternatives workshop.** At a February 12, 2013 workshop, the City of Bremerton and Kitsap County asked public input about preliminary land use alternatives that should be evaluated in a Draft Subarea Plan and EIS. A postcard meeting announcement was sent by mail to each property owner in the Gorst UGA. A flier was emailed to persons who had participated in prior Gorst scoping events in fall 2012, and also to persons indicating a general interest in Kitsap County and City of Bremerton planning efforts. An article was published in the Kitsap Sun on February 7, 2013. As a result of the public workshop input, the preliminary alternatives were modified for analysis, including further emphasizing mixed uses in Alternative 3, further extending low density residential along Gorst Creek in both Alternatives 2 and 3, and recognizing additional Kitsap County-owned property as open space/recreation on the north side of Sinclair Inlet in both Alternatives 2 and 3.
- **Legislative meetings.** On February 19, 2013, the Bremerton Planning Commission and Kitsap County Planning Commission met separately at their regular meetings to review the preliminary alternatives. In June and July the Planning Commission met to give preliminary direction on a preferred alternative (see below). Additional Planning Commission, City of Bremerton Council, and Kitsap County BOCC meetings are planned later in the process to ~~help identify a preferred alternative,~~ refine and deliberate on the framework and subarea plans, and consider a planned action ordinance. A project schedule is available at <http://www.gorstwatershed.com/>.
- **Draft EIS Comment Period.** ~~This The~~ Draft EIS ~~allows-allowed~~ for a 45-day public comment period (see Fact Sheet) from June 10 to July 24, 2013 during which time the City of Bremerton ~~will-accepted~~ written comments regarding the alternatives and environmental impacts and mitigation measures. Five public meetings were held during the comment period, including a meeting in Gorst and two City and County Planning Commission meetings.
 - Plan & EIS Overview: Kitsap County Planning Commission, June 18, 9:00 am
 - Plan & EIS Overview: City of Bremerton Planning Commission, June 18, 5:30 pm
 - Preferred Alternative Community Workshop, Gorst, June 20, 5:00 pm, Family Worship Center at 3649 W. Frontage Road
 - Preferred Alternative Input: Kitsap County Planning Commission July 16, 9:00 am
 - Preferred Alternative Input: City of Bremerton Planning Commission July 16, 5:30 pm

The City of Bremerton ~~will issue a~~ has issued this Final EIS providing responses to comments and ~~may address~~ addressing a Preferred Alternative. The Preferred Alternative ~~may include~~ includes elements from one or more alternative studied in ~~this-the~~ Draft EIS.

2.4 Proposal Objectives

SEPA requires a statement of objectives that address the purpose and need for the proposal. The proposal objectives for the future of Gorst can be found in the Draft [and Preferred](#) Watershed Characterization & Framework Plan and Gorst Subarea Plan Guiding Principles. These are listed in Table 2-1 *Watershed Characterization & Framework Plan and Gorst Subarea Plan Guiding Principles*.

Table 2-1
Watershed Characterization & Framework Plan and Gorst Subarea Plan Guiding Principles

Community Vision & Economic Development
Make Gorst a place where people want to live, shop and recreate.
Facilitate development of economically valued land. ¹
Recognize environmental restoration as a tool that can support the local economy ¹
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 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.
Reduce collisions and improve safety.
Note: ¹ Such as by establishing land use plans that offer business and housing opportunities, and capital plans that incentivize shoreline reclamation and amenities such as open space and recreation, community design, and streetscapes.

2.5 Study Alternatives

~~This The~~ Draft EIS ~~evaluates~~ evaluated three alternatives that set a range of land use patterns and mix of residential and employment growth:

- Alternative 1 – Gorst is a relatively small highway-oriented commercial and industrial center. This is a SEPA-required alternative. It represents No Action and continuing with the current Comprehensive Plan.
- Alternative 2 – Gorst is a well-designed regional commercial center.
- Alternative 3 - Gorst becomes a complete community.

The Final EIS studies a Preferred Alternative in the range of these alternatives:

- Preferred Alternative: Gorst becomes a complete and sustainable community.

Each alternative proposes a different mix of land use, growth, policies, and regulations described below.

Alternative 1 – No Action, Current Plan: Gorst is a relatively small highway-oriented commercial and industrial center

The No Action Alternative would retain current Kitsap County and City of Bremerton Comprehensive Plans. The Watershed Characterization & Framework Plan would not be adopted. New LID and stormwater standards would not be adopted throughout the watershed; however, portions of the watershed would continue to be subject to NPDES standards that are intended to reduce water quality impacts and promote improved stormwater management.

Reflecting the current Comprehensive Plan vision for the Gorst UGA, Gorst would be a relatively small highway-oriented commercial and industrial center. Within the UGA, Alternative 1 would allow greater employment growth of 742 jobs and a smaller population growth of 82 persons over the next 20-30 years. No planned action ordinance would be adopted.

No new capital facility improvements, stormwater, or habitat regulations would be implemented beyond adopted Capital Facility Plans.

Alternative 2 – Gorst is a well-designed regional commercial center

Under Alternative 2, the Watershed Characterization & Framework Plan would be adopted. While rural land use and zoning would be retained, amended LID and stormwater standards would be applied throughout the watershed.

Under Alternative 2, the Gorst UGA is envisioned as a regional commercial corridor along the waterfront providing locations for the Bremerton community and Kitsap County residents to shop. Gateway and boulevard treatments, shoreline access, green infrastructure, and habitat best management practices (BMPs) would provide for a more well designed sustainable development pattern. More medium density clustered residential development would occur in the northwest portion of the UGA, and infill single-family residential development would occur in the western portion of the UGA.

Alternative 2 would allow a moderate increase in employment of 606 jobs and a more substantial increase in residents of 985 persons. A Planned Action would be designated for most of the UGA except waterward of SR 16 and SR 3, along Sinclair Inlet.

Capital facility improvements and amended stormwater and habitat regulations would be implemented.

Alternative 3 – Gorst becomes a complete community

Under Alternative 3, the Watershed Characterization & Framework Plan would be adopted along with LID and stormwater standards throughout the watershed. Under Alternative 3, the Gorst UGA would be guided by a

Subarea Plan intended to ensure Gorst evolves into a complete community with places to live, play, shop, and work, in a waterfront setting. Mixed uses would ~~be~~ predominate. Along the waterfront a lower intensity commercial land use pattern develops with smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat. Central Gorst allows more intensive regional commercial, office, hotel, and mixed use residential developments. Small-scale mixed use neighborhoods lie along West Belfair ~~Valley Road~~ and West Frone ~~Road~~~~Drive~~. Clustered development occurs along Gorst Creek. A residential neighborhood along Sherman Heights Road provides a range of detached and attached residential choices in clustered patterns and small-scale, neighborhood-serving commercial uses. Alternative 3 supports less job growth than ~~the other studied alternatives~~Alternatives 1 and 2 at 333 jobs and would have slightly more jobs than the Preferred Alternative. Alternative 3 would have ~~but~~ the highest population growth at 1,082 persons. A Planned Action would be designated for the whole UGA.

Capital facility improvements and amended stormwater and habitat regulations would be implemented.

Preferred Alternative - Gorst becomes a complete and sustainable community

The Preferred Alternative proposes a vision of Gorst as a community offering homes, jobs, and recreation in an environmentally sustainable setting. The Preferred Alternative is most similar to Alternative 3. Under the Preferred Alternative, the Watershed Characterization & Framework Plan would be adopted along with LID and stormwater standards throughout the watershed. Also, the Gorst UGA would be guided by a Subarea Plan intended to ensure Gorst evolves into a complete community with places to live, play, shop, and work, in a waterfront setting. Mixed uses would predominate. Along the waterfront a lower intensity commercial land use pattern would develop with smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat.

Distinct from Alternatives 2 and 3, compact building development would minimize impervious areas in the Gorst Creek floodplain extending a low intensity development pattern from the Sinclair Inlet waterfront to the Gorst Creek floodplain. Establishing this pattern in the floodplain would integrate a mitigation measure suggested in the Draft EIS to reduce impacts to water resources.

Central Gorst would allow more intensive regional commercial, office, hotel, and mixed use residential developments; in the triangle surrounded by the state highways, an area would continue as a single purpose commercial corridor zone whereas elsewhere in Central Gorst, mixed use development could occur.

Small-scale mixed use neighborhoods would lie along West Belfair Valley Road and West Frone Road. Clustered development would occur along Gorst Creek. A residential neighborhood along Sherman Heights Road would provide a range of detached and attached residential choices in clustered patterns and small-scale, neighborhood-serving commercial uses. The Preferred Alternative would support less job growth than the other studied alternatives at 298 jobs and it would have population growth that is similar to but less than Alternative 3 at 1,060 persons. A Planned Action would be designated for the whole UGA.

Capital facility improvements and amended stormwater and habitat regulations would be implemented.

Each alternative is further described and compared below.

Watershed Land Use

Three urban areas are included in the study area:

1. Bremerton City Limits, including areas known as the City of Bremerton Utility Lands (CUL) and the SKIA.
2. The Port Orchard City Limits, encompassing a master planned community called McCormick Woods.
3. The Gorst UGA, including unincorporated land assigned to the City of Bremerton UGA.

Bremerton's CUL are owned by the City of Bremerton and are for low intensity forestry purposes. City of Bremerton zoning shows the following intended activities [in Bremerton Municipal Code \(BMC\)](#) 20.96.010: *"The intent of the CUL zone is to preserve resource-related functions of land, and to protect watersheds and timberlands. The CUL zone is also intended to ensure healthy forest cover and provide habitat for wildlife. The zone will accommodate some limited commercial and recreational activities, which adhere to a high standard of environmental BMPs, and LID."* No change is proposed in the designation of CUL.

The SKIA area is subject to its own subarea plan, recently adopted by the City of Bremerton in 2012. The area is planned as industrial. The SKIA Subarea Plan encourages development to occur in a sustainable, energy efficient and environmentally protective manner. The Gorst Creek Watershed Characterization & Framework Plan assumes that the SKIA Plan will be implemented.

In 2012, the City of Port Orchard annexed the McCormick Woods land ~~in~~, with the exception of three parcels newly added by Kitsap County, as a UGA territory in August 2012. These three parcels are for public use purposes and are likely to be annexed soon by the City of Port Orchard. With an already approved residential master plan, no further change in land use is anticipated in the Gorst Creek Watershed Characterization & Framework Plan.

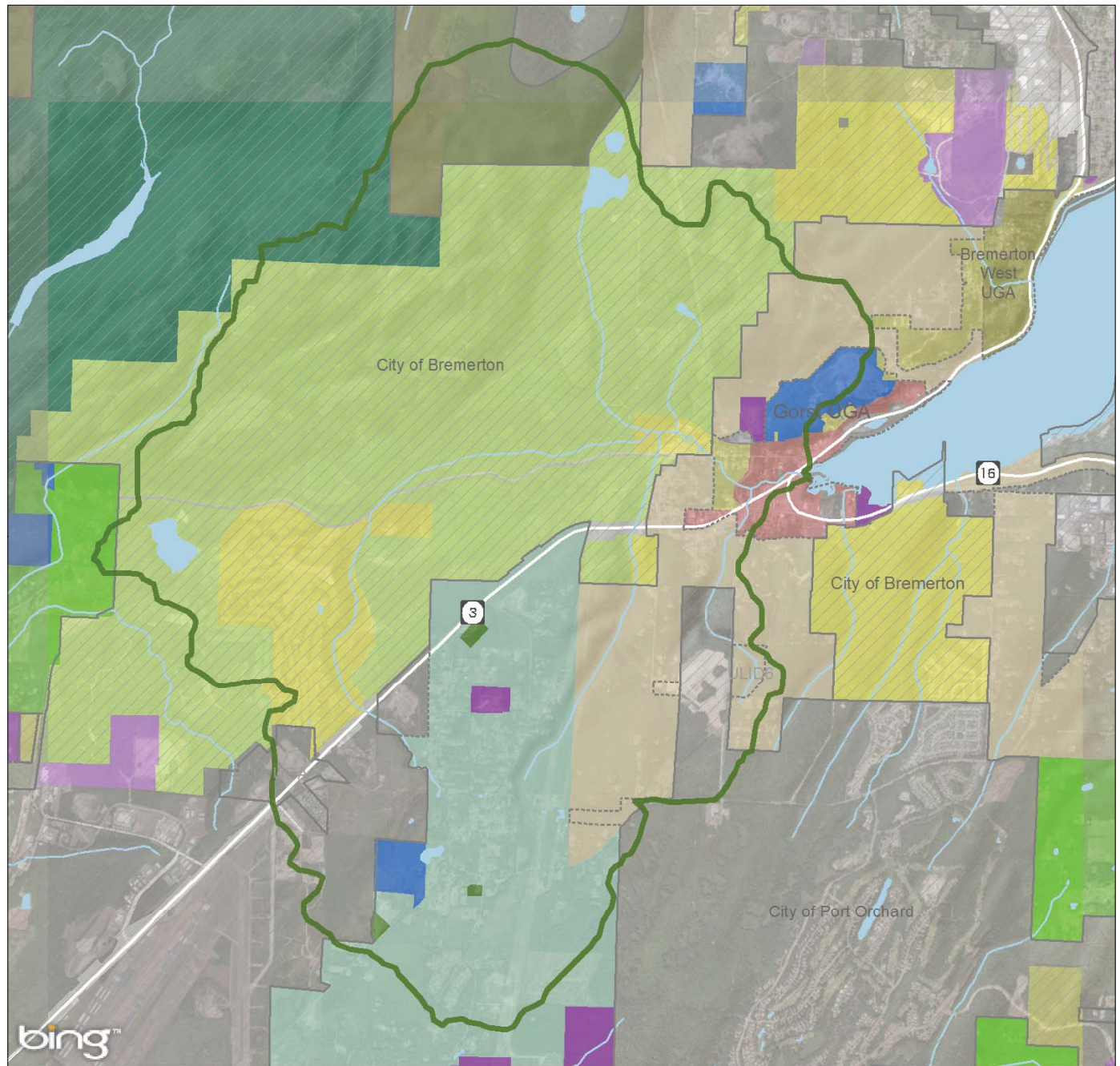
Around the Gorst UGA "Urban Reserve" designations would be primary locations for any future UGA boundary increases, but in the meantime allow rural densities. The balance of the study area is largely Rural Residential.

The Gorst UGA has been identified by Kitsap County as predominantly a commercial area. It contains a mine designated in the Comprehensive Plan as Mineral Resource, and zoned as Industrial.

Apart from the Gorst UGA described below, under all alternatives, the planned land use in the Gorst Creek Watershed would remain the same. See Figure 2-3 *Gorst Watershed Planning Area Land Use*.

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FIGURE 2-3 GORST WATERSHED PLANNING AREA: LAND USE



Legend

- Watershed Boundary
- City Limits
- UGA Boundary
- Water
- Streams

Landuse (City and County)

- Low Density Residential
- Medium Density Residential
- Medium/High Density Residential
- High Density Residential
- High Intensity Commercial Mixed Use

Industrial

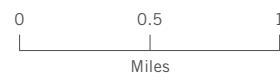
- Industrial
- Industrial Park
- Mineral Resource
- Public Facility
- City Utility Lands
- Urban Reserve

Rural Protection

- Rural Protection
- Rural Residential
- Rural Commercial
- Rural Wooded
- Forest Resource Lands
- Watershed



Date: October 2013
Source: Kitsap County, City of Bremerton, BERK



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Gorst UGA Land Use

The Gorst UGA contains about 335 gross acres including streets and public rights of way, or about ~~281~~ 267 acres in parcels. Each alternative proposes an urban land use pattern with variable amounts of commercial and residential uses (see Table 2-2 *Land Use Acres Comparison (Total Parcel Acres by Zone)*). The total parcel acres for the Preferred Alternative is less than the Draft EIS alternatives because the railroad right of way was inadvertently treated as a parcel in the original alternatives analysis. For a more even comparison, reviewing the percentages of each category is appropriate. Alternative 1 focuses on commercial, mineral, and industrial uses (combined 87 percent) and less on residential uses (13 percent). Alternative 2 provides a nearly balanced amount of residential (49 percent) and commercial (46 percent) acres with recognition of Kitsap County-purchased property for open space (6 percent). ~~Last~~, Alternative 3 provides a more mixed use pattern of different commercial and residential intensities (about 75 percent combined) and some single-purpose designations (residential 11 percent, low-intensity waterfront commercial 9 percent) and open space (six percent). The Preferred Alternative is similar to Alternative 3 with the greatest focus on mixed uses (72%), some single purpose residential and commercial designations (23% total) as well as open space (5%; though mapped to same extent as Alternitives 2 and 3).

Table 2-2
Land Use Acres Comparison (Total Parcel Acres by Zone)

Zone	Acres	Percent
Alternative 1		
High Intensity Commercial Mixed Use	121.9	43
Mineral Resource	96.3	34
Low Density Residential	35.3	13
Industrial	27.2	10
TOTAL	280.7	100
Alternative 2		
Commercial Corridor	127.8	46
Medium Density Residential	105.4	38
Low Density Residential	31.6	11
Open Space/Recreation	16.0	6
TOTAL	280.7	100
Alternative 3		
Neighborhood Mixed Use	105.4	38
Gorst Mixed Use	103.3	37
Gorst Creek Residential	31.6	11
Low Intensity Waterfront	24.5	9
Open Space/Recreation	16.0	6
TOTAL	280.7	100
<u>Preferred Alternative</u>		
<u>Neighborhood Mixed Use</u>	<u>105.8</u>	<u>40</u>
<u>Gorst Mixed Use</u>	<u>70.3</u>	<u>26</u>
<u>Low Intensity Waterfront</u>	<u>21.4</u>	<u>8</u>
<u>Low Intensity Mixed Use</u>	<u>14.9</u>	<u>6</u>
<u>Commercial Corridor</u>	<u>6.8</u>	<u>3</u>
<u>Industrial</u>	<u>3.3</u>	<u>1</u>
<u>Gorst Creek Residential</u>	<u>30.4</u>	<u>11</u>
<u>Open Space/Recreation</u>	<u>13.6</u>	<u>5</u>
<u>TOTAL</u>	<u>266.6</u>	<u>100</u>

Source: Kitsap County 2012; BERK

Alternative 1 Future Land Use

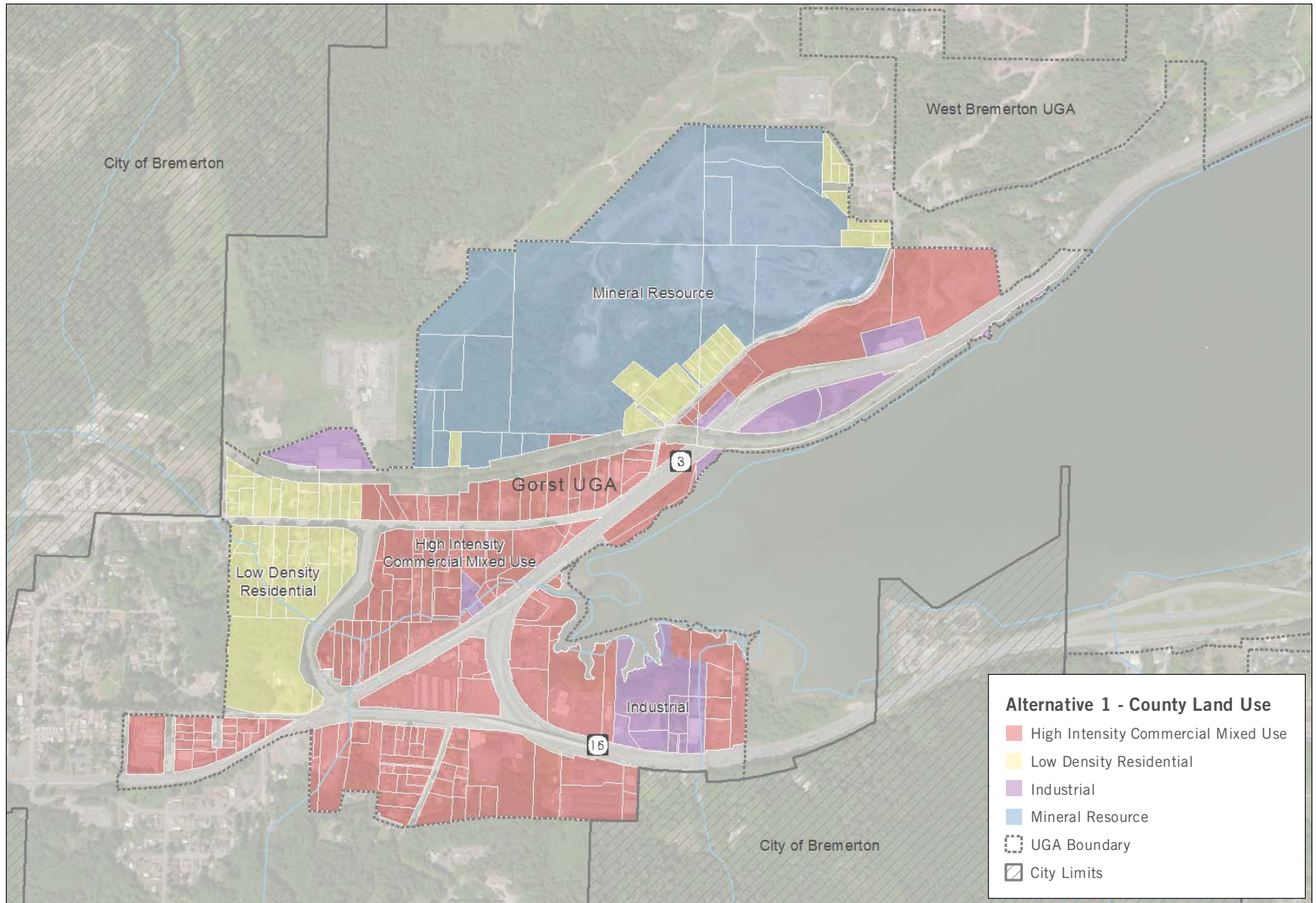
Alternative 1 retains the Kitsap County vision with Gorst being a relatively small highway-oriented commercial and industrial center. The land use plan is shown in Figure 2-4 *Gorst UGA Land Use: Alternative 1 - Kitsap County No Action*. A description of the designations is shown in Table 2-3 *Alternative 1 Land Use Designation Descriptions*. A pie chart showing the amount of land in each designation is provided in Figure 2-5 *Alternative 1 Percentage of Land in Each Land Use Designation*. *Alternative 1 Percentage of Land in Each Land Use Designation*. The current land use designations focus on commercial activities (Urban High Intensity Commercial/Mixed Use). Another large area along Sherman Heights would be retained in mineral resource lands. A smaller area in the western UGA is planned for residential use. A few parcels along the state routes or railroad are planned for industrial use.

Table 2-3
Alternative 1 Land Use Designation Descriptions

	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.

Source: Kitsap County 2012

FIGURE 2-4 GORST UGA LAND USE: ALTERNATIVE 1 - KITSAP COUNTY NO ACTION



Date: May 2013
Source: Kitsap County, BERK

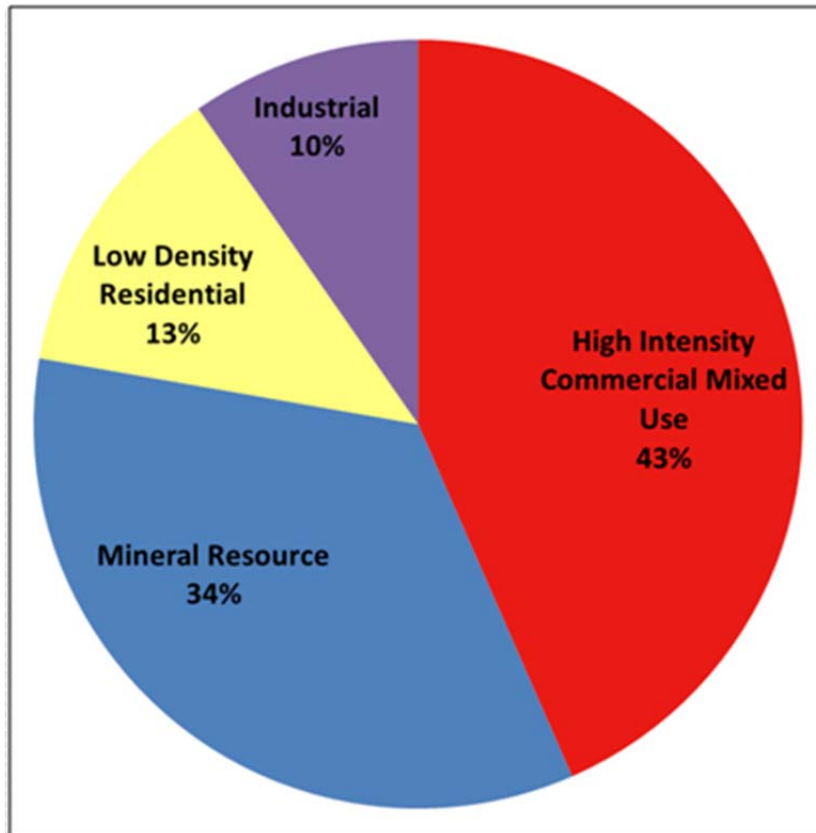


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Figure 2-5
Alternative 1 Percentage of Land in Each Land Use Designation



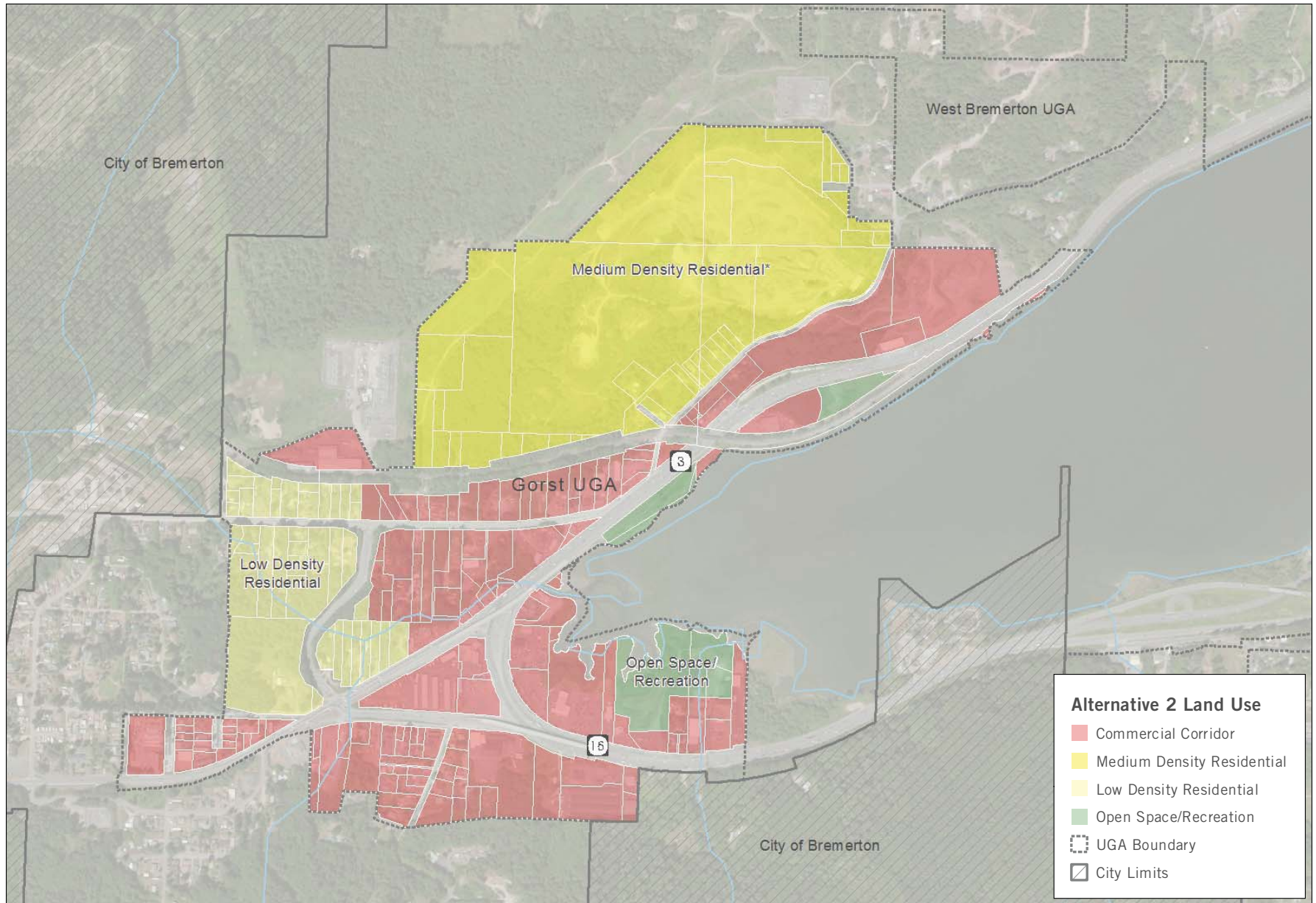
Alternative 2 Future Land Use

Alternative 2 promotes Gorst as a well-designed regional commercial center serving Kitsap County:

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 BMPs in the UGA and watershed.

Figure 2-6 Gorst UGA Land Use: Alternative 2 illustrates the land use pattern, and Table 2-4 Alternative 2 Land Use Designation Descriptions provides the land use/zoning categories. Figure 2-7 Alternative 2 Percentage of Land in Each Land Use/Zoning Designation shows the percentage of land in each land use/zoning classification.

FIGURE 2-6 GORST UGA LAND USE: ALTERNATIVE 2



Date: May 2013
Source: Kitsap County, BERK

* Note: Mineral resource extraction may continue in near term.



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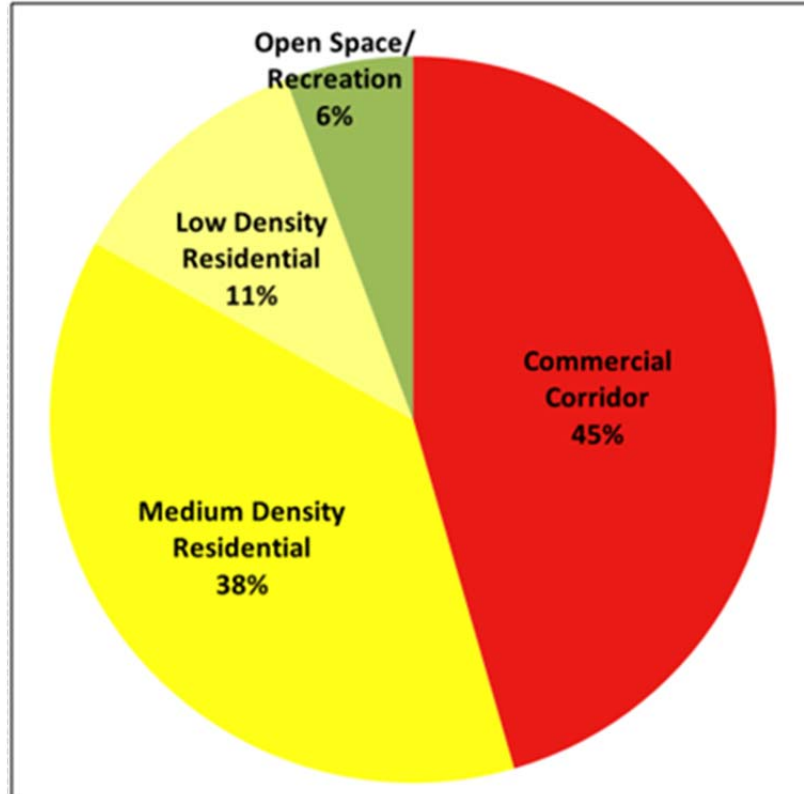
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Table 2-4
Alternative 2 Land Use Designation Descriptions

	<p>Commercial Corridor</p> <p>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. A planned action would not apply waterward of SR 16 and SR 3, along Sinclair Inlet.</p>
	<p>Medium Density Residential</p> <p>This district promotes a variety of attached and detached low and medium density housing including detached single family, attached single family, cottages, small scale flats, townhomes, and accessory dwelling units. Developments are designed in an environmentally sustainable pattern, such as through clustering, LID techniques, energy conservation, and similar methods.</p>
	<p>Low Density Residential</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>Open Space/Recreation</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>

Source: City of Bremerton and Kitsap County, Draft Gorst Subarea Plan, June 2013

Figure 2-7
Alternative 2 Percentage of Land in Each Land Use/Zoning Designation



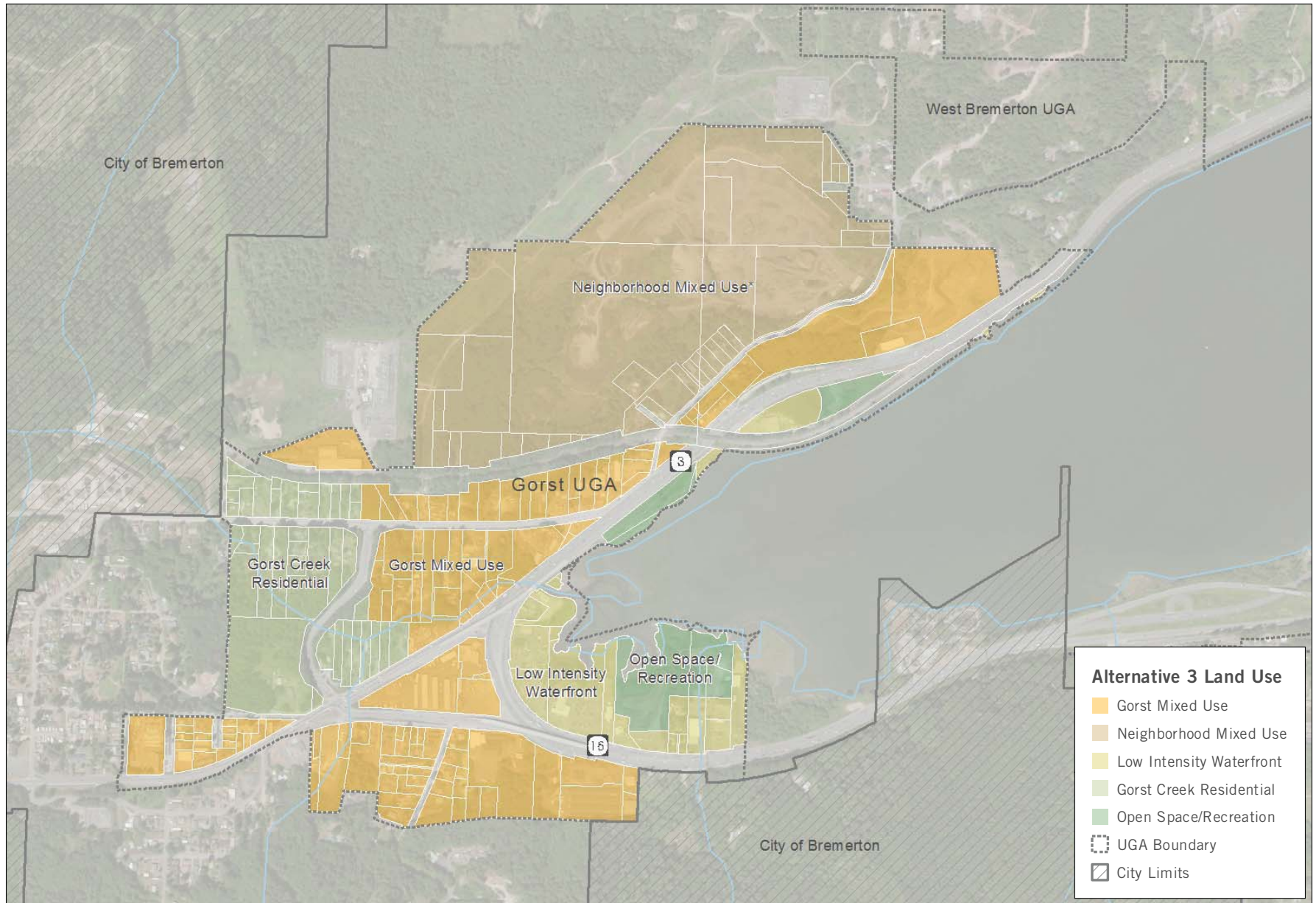
Alternative 3 Future Land Use

Alternative 3 proposes a vision of Gorst as a community offering homes, jobs, and recreation in an environmentally sustainable setting. The alternative promotes a mix of uses and a wider range of residential dwelling options:

As the SKIA grows as an employment center, and demand increases for housing such as along Sherman 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 BMPs. Along the waterfront a lower intensity land use pattern emerges with commercial uses occurring on smaller impervious footprints 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. Central Gorst allows more intensive regional commercial, office, hotel, and mixed use residential developments. 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 Sherman Heights Road provides a range of detached and attached residential choices in clustered patterns and small-scale, neighborhood-serving commercial uses.

The future land use map is shown in Figure 2-8 *Gorst UGA Land Use: Alternative 3* and accompanying designations are shown in Table 2-5 *Alternative 3 Future Land Use Designation Descriptions*. Figure 2-9 *Alternative 3 Percentage of Land Use/Zoning Designations* shows the percentage of each land use/zoning designation associated with Alternative 3.

FIGURE 2-8 GORST UGA LAND USE: ALTERNATIVE 3



Date: May 2013
Source: Kitsap County, BERK

* Note: Mineral resource extraction may continue in near term.



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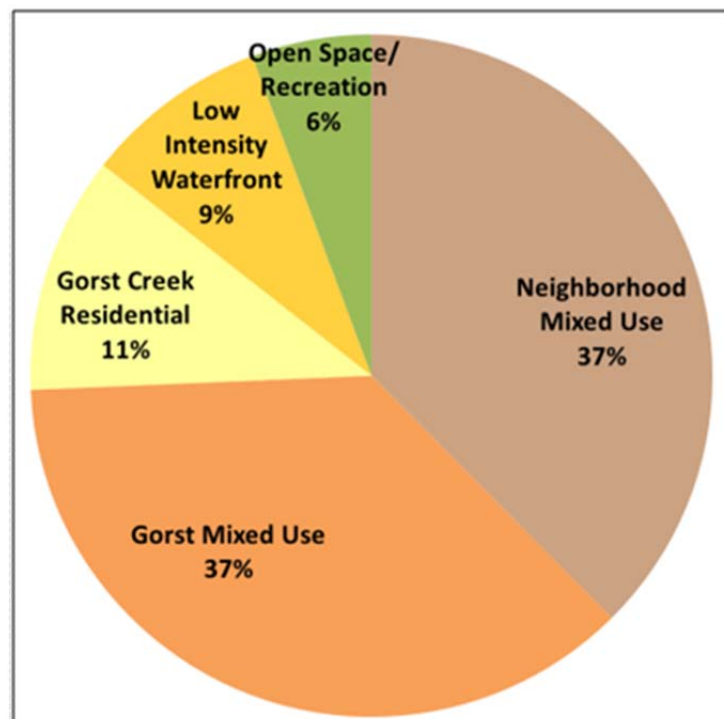
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Table 2-5
Alternative 3 Future Land Use Designation Descriptions

	<p>Low Intensity Waterfront</p> <p>The low intensity waterfront district allows commercial uses to serve the traveling public in a development pattern that reduces impervious surfaces, promotes shoreline reclamation and open space, promotes landscape and streetscape improvements, promotes pedestrian safety and comfort, and improves vehicular access. Commercial uses would occur on smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat. New residential uses are restricted.</p>
	<p>Gorst Mixed Use</p> <p>The Gorst Mixed Use district promotes mixed uses – retail, hotel, office, services, residential – in horizontal or small scale vertical patterns-- and regional commercial uses designed to maximize shoreline views and allow streamside public access where appropriate. A more intensive development pattern is found in Central Gorst 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>Neighborhood Mixed Use</p> <p>This district promotes low and medium density housing including detached single family, attached single family, cottages, townhomes, small scale flats, and accessory dwelling units. Developments are accomplished in an environmentally sustainable pattern, such as clustering, LID techniques, energy conservation, and similar methods. Small scale commercial uses that serve local residences are allowed. Public and private open spaces are also promoted.</p>
	<p>Gorst Creek Residential</p> <p>Gorst Creek Residential district applies to low density residential and large lot residential areas along Gorst Creek, where LID and riparian and wetland zone protection are priorities. Clustered development patterns and incentives for stream restoration are promoted.</p>
	<p>Open Space/Recreation</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>

Source: City of Bremerton and Kitsap County, Draft Gorst Subarea Plan, June 2013

Figure 2-9
Alternative 3 Percentage of Land Use/Zoning Designations



Preferred Vision: Gorst becomes a complete and sustainable community

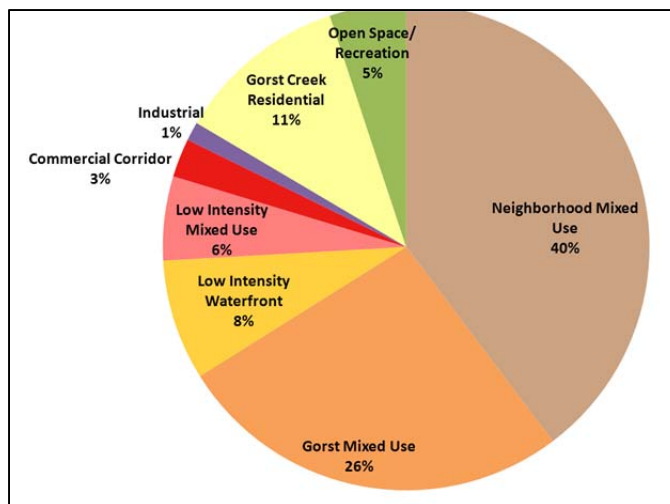
The Preferred Alternative proposes a vision of Gorst as a community offering homes, jobs, and recreation in an environmentally sustainable setting. The Preferred Alternative would be implemented by the zoning designations illustrated in Figure 2-9A, and described on Table 2-5A. The Preferred vision promotes a mix of uses and a wider range of residential dwelling options as follows:

As the South Kitsap Industrial Area grows as an employment center, and demand increases for housing such as along Sherman 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, and critical areas are protected and enhanced through a coordinated watershed development, restoration, and protection plan and best management practices.

Along the waterfront, a lower intensity land use pattern emerges with commercial uses occurring on smaller impervious footprints 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. Central Gorst allows more intensive regional commercial, office, hotel, and mixed use residential developments.

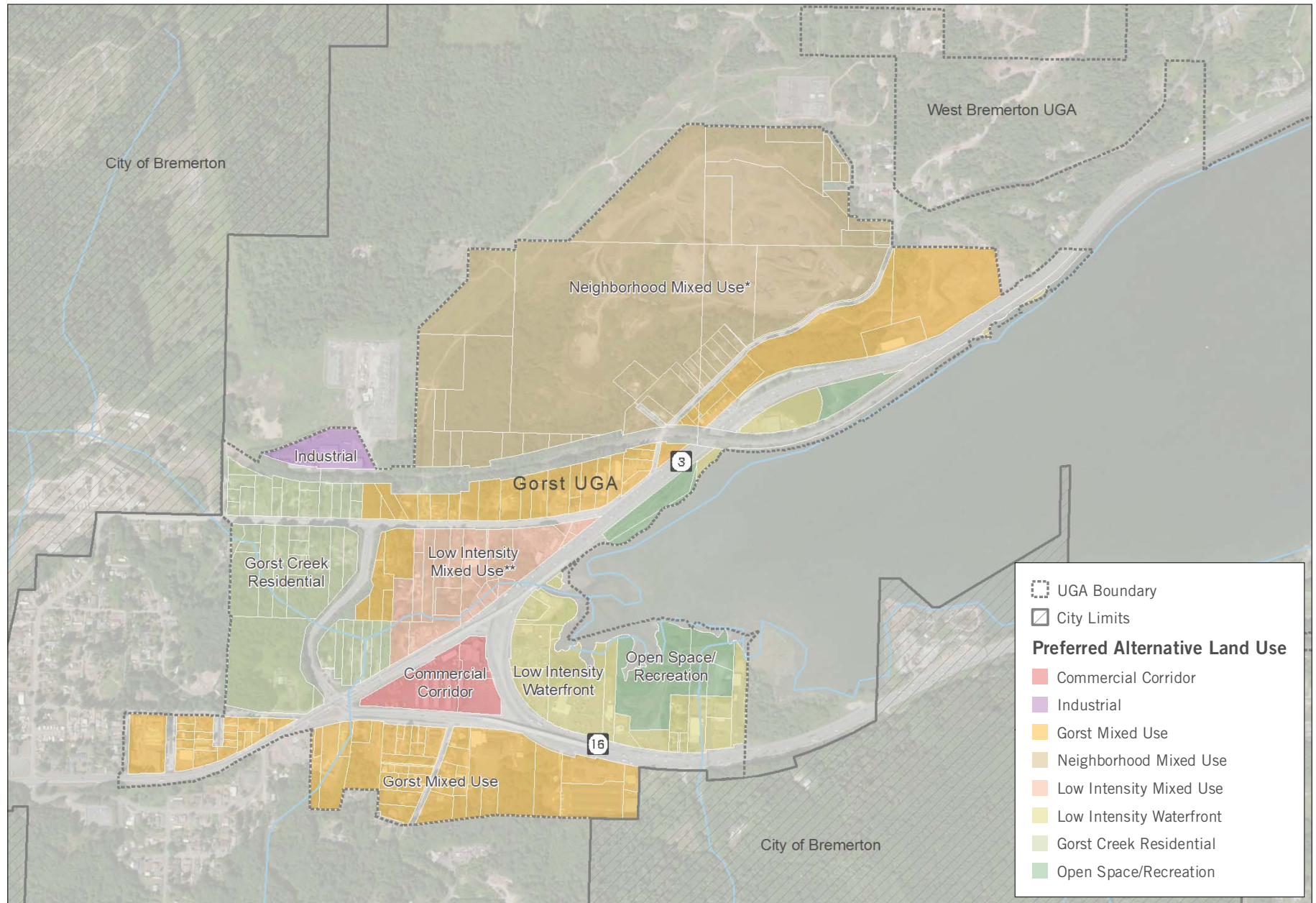
Small-scale mixed use neighborhoods along West Belfair Valley Road and West Frone Drive provide gathering places and daily conveniences for Gorst residents as well as medium density housing as part of horizontal and vertical mixed use development patterns. Along Gorst Creek, a native riparian corridor is created and the stream bed is restored, made possible in part by development incentives such as cottages, small lot single family, medium density residential and mixed use development. Compact building development minimizes impervious areas in the Gorst Creek floodplain extending a low intensity development pattern from the Sinclair Inlet waterfront.

Following mine reclamation, a residential neighborhood along Sherman Heights Road provides a range of detached and attached residential choices in clustered patterns and small-scale, neighborhood-serving commercial uses.



**Figure 2-9A Preferred Alternative:
Future Land Use/Zoning Designations (%)**

FIGURE 2-9B PREFERRED ALTERNATIVE: FUTURE LAND USE MAP



Date: August 2013
Source: Kitsap County, BERK

* Note: Mineral resource extraction may continue in near term.

** Note: This zone is similar to Low Intensity Waterfront, except that residential development is allowed.



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Table 2-5A. Preferred Alternative: Land Use & Zoning Designations

Preferred Alternative Future Land Use Designation Descriptions	
	<u>Low Intensity Waterfront</u> The Low Intensity Waterfront (LIW) district allows commercial uses to serve the traveling public in a development pattern that reduces impervious surfaces, promotes shoreline reclamation and open space, promotes landscape and streetscape improvements, promotes pedestrian safety and comfort, and improves vehicular access. Commercial uses would occur on smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat. New residential uses are restricted.
	<u>Low Intensity Mixed Use</u> The Low Intensity Mixed Use (LIMU) district promotes mixed uses – retail, hotel, office, services, residential – in horizontal or small scale vertical patterns and regional commercial uses designed to maximize shoreline views and allow streamside public access where appropriate. A less intensive pattern is found on Gorst Creek and West Belfair Valley Road. A new development pattern reduces impervious surfaces, promotes creek restoration, promotes landscape and streetscape improvements, promotes pedestrian safety and comfort, and improves vehicular access.
	<u>Gorst Mixed Use</u> The Gorst Mixed Use (GMU) district promotes mixed uses – retail, hotel, office, services, residential – in horizontal or small scale vertical patterns-- and regional commercial uses designed to maximize shoreline views and allow streamside public access where appropriate. A more intensive development pattern is found in Central Gorst and a less intensive pattern is found on West Belfair Valley Road, Sam Christopherson Road West, and West Frontage Road/ West Frone Drive.
	<u>Neighborhood Mixed Use</u> The Neighborhood Mixed Use (NMU) district promotes low and medium density housing including detached single family, attached single family, cottages, townhomes, small scale flats, 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.
	<u>Commercial Corridor</u> The Commercial Corridor (CC) 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.
	<u>Industrial</u> The Industrial (I) designation accommodates light and heavy industrial uses in locations where there is limited interaction with residential uses. Uses include large-scale and/or heavy industries in a manner that reduces impact to the community while meeting industry's needs for easy access, large sites, and locations that do not cause conflicts with residential and other less intense use areas.
	<u>Gorst Creek Residential</u> The Gorst Creek Residential (GCR) 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.
	<u>Open Space/Recreation</u> The Open Space/Recreation (OSR) 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.

Source: City of Bremerton and Kitsap County, Preferred Gorst Subarea Plan, September 2013

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Future Growth

As of 2010, there are approximately 222 persons in the Gorst UGA and 1,810 persons in the remainder of the watershed. There are about 237 jobs in The Gorst UGA and roughly 264 jobs in the rest of the watershed, primarily in SKIA.

Excluding the Gorst UGA, which is separately addressed below, the employment and residential growth in the watershed would be from SKIA as well as subdivision of rural residential lots. See Table 2-6 *Watershed Population and Employment 2010 and 2035, Excluding Gorst UGA*.

Table 2-6
Watershed Population and Employment 2010 and 2035, Excluding Gorst UGA

Year	2010	2035
Population	1,810	2,659
Dwellings	742	1,149
Jobs	264	2,305

Note: Estimates are based on transportation analysis zone estimates approximating watershed boundaries, and thus may include greater growth than the exact boundaries of the watershed, particularly related to jobs. Job increases are largely due to traffic model assumptions regarding SKIA growth. Within the portion of SKIA in the watershed, growth would more likely equal about 600 jobs based on the SKIA Subarea Plan Final EIS (2012) which would mean a future job total in the watershed closer to 865 than 2,305. For conservative analysis purposes, the higher total is studied in this ~~Draft~~ EIS.

Source: BERK 2013

Although the watershed boundaries have been modified to the north to add about 500 acres, the property consists of forested lands in private ownership or in public ownership. No changes to land use designations or zoning are proposed compared to those in the adopted County and City Comprehensive Plans and zoning maps, and thus planned growth in this area is not altered. Additionally, the watershed population and employment figures were calculated based on transportation analysis zones (TAZs) that extend beyond the watershed boundaries already showing a conservative and greater growth than the exact boundaries of the watershed. Therefore, for the purposes of this programmatic EIS, no population and employment adjustments are required as a result of extending the watershed boundaries to the north.

With different land use patterns, each alternative would result in a different level of population and employment growth in the Gorst UGA. See Table 2-7 *Growth Comparison by Gorst UGA Alternative*. These growth estimates would be added to the watershed estimates in Table 2-6 *Watershed Population and Employment 2010 and 2035, Excluding Gorst UGA*. Alternative 1 assumes more employment acres and a smaller residential area, resulting in the greatest employment growth and least residential growth. Alternative 2 has a focus on commercial growth in central Gorst and greater land designated for residential growth along Sherman Heights and Gorst Creek, thus resulting in a moderate amount of employment growth and a greater amount of population growth. ~~Last,~~ Alternative 3, with a greater emphasis on mixed use in central Gorst and greater potential for small scale mixed use providing medium density housing has the greatest amount of population growth and ~~the least amount of a low amount of~~ job growth.

The Preferred Alternative is most similar to Alternative 3 in terms of planned land use:

- The Preferred Alternative has slightly fewer dwellings (12 fewer) because Gorst Mixed Use is reduced and Commercial Corridor is increased compared to Alternative 3
- With fewer dwellings, the Preferred Alternative population growth is a little lower as well (22 fewer).
- The Preferred Alternative has 35 fewer jobs than Alternative 3.

The reason for slightly lower jobs in the Preferred Alternative is due to a correction in buildable acres; at the time the Draft EIS alternatives were studied, the railroad right of way was inadvertently treated as a standard private parcel and considered partially developable leading to slightly overstated jobs.

Table 2-7
Growth Comparison by Gorst UGA Alternative

Alternative	Residential Net Developable Acres	Dwellings	Population	Employment Developable Acres	Jobs
Alternative 1	5.9	33	82	34.7	742
Alternative 2	46.9	538	985	22.8	606
Alternative 3	56.7	597	1082	12.6	333
<u>Preferred Alternative</u>	<u>55.1</u>	<u>585</u>	<u>1060</u>	<u>11.2</u>	<u>298</u>
<u>Preferred Alt. Difference with Alternative 3</u>	<u>-1.6</u>	<u>-12</u>	<u>-22</u>	<u>-1.4</u>	<u>-35</u>
<u>Preferred Alt. % Difference with Alternative 3</u>	<u>-3%</u>	<u>-2%</u>	<u>-2%</u>	<u>-11%</u>	<u>-11%</u>

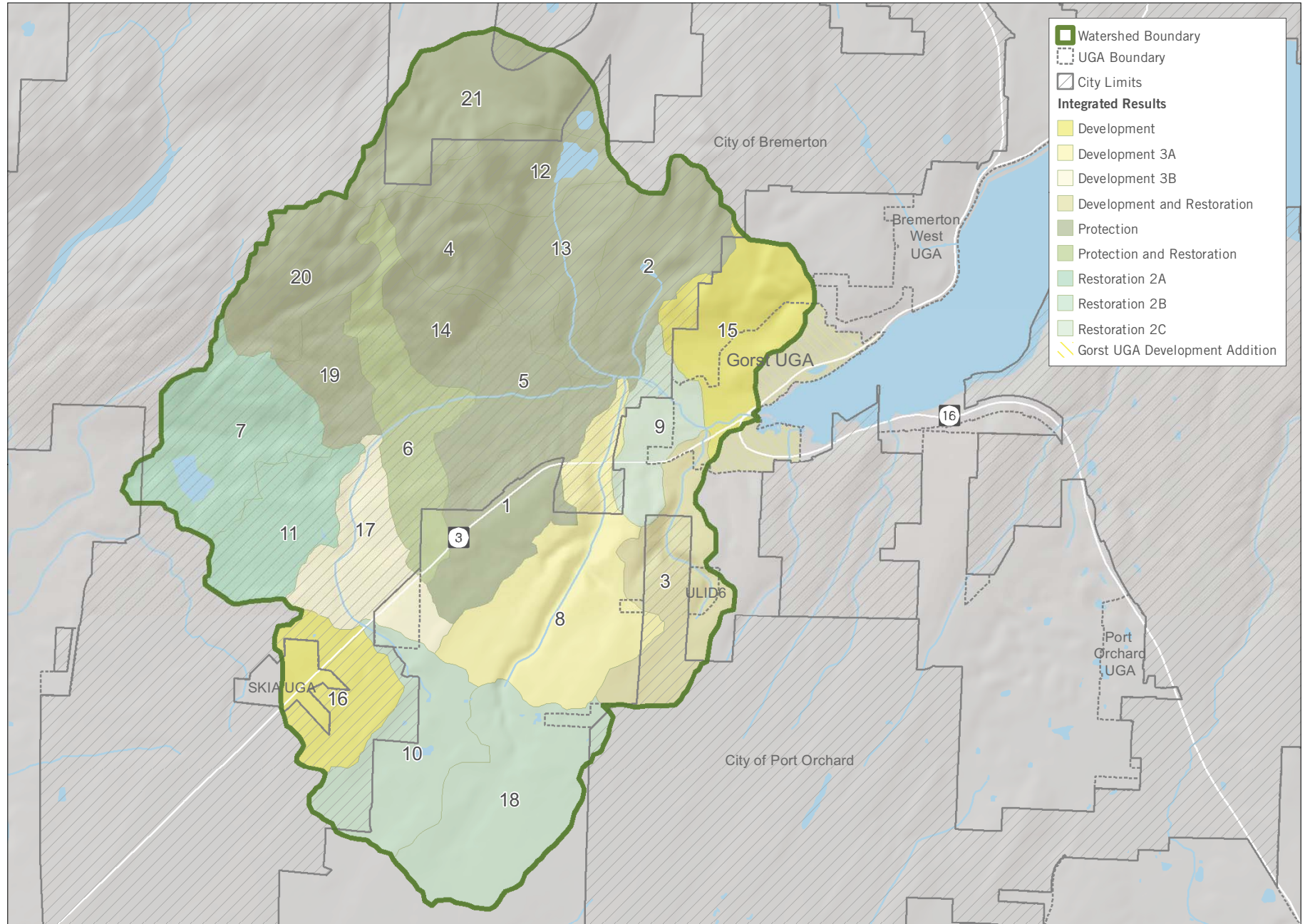
Source: Kitsap County 2012; BERK

Watershed Characterization, Fish Habitat, and Stormwater

The Gorst Creek Watershed Characterization Study analyzes existing conditions of the watershed with respect to water flow and habitat. The Watershed Characterization Study recommendation is to protect the north central portion of the watershed, the tributaries, and the estuary, while allowing for additional growth and development in the south, and southeastern portions of the watershed. See Figure 2-10 *Gorst Watershed Assessment Units: Integrated Results*.

Watershed boundaries used in the 2012 Watershed Characterization Study were based on Washington Department of Fish and Wildlife (WDFW) Salmon and Steelhead Habitat Inventory Assessment Program (SSHAP - 1995) work. As a result of public comment (see Chapter 5) and evaluation by Ecology, WDFW, and City and County professionals, adjustments were made to move the watershed boundary north, and a new assessment unit for Heins Creek was created. The results of the revised assessment have also resulted in a small shift in the management categories of the assessment units (see the Gorst Creek Watershed Characterization & Framework Plan). This has not changed the integrated results of the assessment, which include “protection” management categories for the northern portion of the watershed and restoration and development for the southern portion. See Appendix A.

FIGURE 2-10 GORST WATERSHED ASSESSMENT UNITS: INTEGRATED RESULTS



Date: September 2013

Source: Parametrix, Department of Ecology, Department of Fish & Wildlife, BERK



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Based on the Watershed Characterization Study, the Watershed Characterization & Framework Plan and Gorst Subarea Plan associated with Alternatives 2 and 3 and the Preferred Alternative include land use, habitat, and stormwater regulation amendments. A summary of the intent of regulations is shown by assessment unit (AU) in Table 2-8 *Integrated Watershed Processes and Habitat Results and Management Measures*.

Table 2-8
Integrated Watershed Processes and Habitat Results and Management Measures

AU No.	Integrated Results	Notes and Suggested Management Measures
1	Protection	Important area for groundwater discharge for Gorst Creek; moderate value for habitat due to rural development and roads. Despite lower habitat assessment rating, development should be minimized <u>Development</u> in this area should be designed to its immediate minimize impact upon groundwater discharge processes (roads, ditches), and <u>recharge processes</u> (impervious surfaces alter discharge patterns) <u>and</u> <u>since they support</u> Gorst Creek flows.
2	Protection	Jarstad Creek has the highest salmon refugia score in watershed, so extra measures are needed to protect water flow processes in this AU. Due to high sediment export potential, logging activities should be limited in this AU. Maintain appropriate zoning for protection.
3	Development and Restoration	Relatively high level of degradation. Not rated by salmon refugia study. More appropriate area for moderate density development provided measures are implemented to reduce erosion and sediment export (adequate stream buffers, setbacks, reduced overland flow through infiltration and vegetation cover).
4	Protection	For headwaters AU, the processes are essentially intact, with <u>high importance for groundwater discharge and</u> high habitat value; given these values and high sediment export potential, it is important to maintain forest cover, limit logging activities, and maintain appropriate zoning for protection.
5	Protection	Area has some degradation due to roads, but has extensive slope wetlands and groundwater discharge <u>areas</u> critical to Gorst Creek. <u>Also high importance for surface storage and recharge processes</u> . High habitat and salmon refuge value indicates that this area should be protected from further degradation. Maintain appropriate zoning for protection.
6	Protection and Restoration	<u>Part of the core area (e.g., AUs 1, 2, 4, 5, 6) in northern portion of Gorst Creek Watershed that provides critical groundwater discharge areas critical to Gorst Creek</u> . Southern portion of AU has more clearing of forest and should be restored. Maintain appropriate zoning to protect this area.
7	Restoration 2A	High habitat and salmon refugia scores identify this as a higher priority area to undertake restoration actions. The golf course has degraded many of the storage and slope wetlands and water courses (also on AU 11) <u>which has impacted discharge and storage processes</u> ; a comprehensive restoration program should be developed to restore these areas. Maintain zoning to protect open space, rural nature, and increase forest cover.
8	Development 3A	Area of low importance for water flow processes and moderate for habitat; more appropriate area for moderate to higher density development compared to other AUs within the Gorst Creek Watershed. High sediment export potential requires development measures that reduce erosion through adequate buffers and setbacks (from steep slopes) and reduction of overland flow through infiltration and plantings (LID measures). Clustering may be appropriate in this area in order to minimize potential sediment export impacts.
9	Restoration 2C	Though this area has a low score for habitat and salmon refugia, it is a higher priority for restoration due to generally intact upstream processes (northern half of watershed) <u>and high importance for the storage, recharge, and discharge processes</u> . Channelization, culverts, and reduced riparian cover have degraded stream corridor and discharge processes. A comprehensive program to restore creek corridor should be developed. Effective Impervious surface should be reduced through a stormwater retrofit program.

AU No.	Integrated Results	Notes and Suggested Management Measures
10	Restoration Area 2B	Low habitat value due to impacts from adjoining residential area but high salmon refugia score. Large area of wetlands that play an important role in regulating downstream flow. Wetlands and streams should be protected and restored, with appropriate buffers provided. This is an appropriate area for moderate density development provided clustering approach is used.
11	Restoration Area 2A	High habitat and salmon refugia scores identify this as a priority area to undertake restoration actions. The golf course has degraded many of the wetlands and water courses; a comprehensive restoration program should be developed to restore these areas. Recharge is and discharge are the key processes to restore. Also restore discharge and storage processes.
12	Protection	Same as No. 4 Headwaters AU: processes essentially intact, high habitat value. Maintain Storage process most important. Sediment export potential moderate high: <u>protect wetlands and maintain</u> forest cover and protective zoning <u>to maintain downstream structure and functions and minimize sediment transport</u> .
13	Protection	Same as No. 4 Headwaters AU: processes essentially intact: <u>recharge most important process</u> , high habitat value. Maintain forest cover and protective zoning.
14	Protection	Same as No. 4 Headwaters AU: processes essentially intact: <u>storage, discharge, recharge are all equally important processes, and there is</u> high habitat value. Maintain forest cover and protective zoning.
15	Development	Relatively high level of degradation and low habitat score; more appropriate area for higher density development provided measures are applied to reduce potential sediment export. <u>Recharge processes require restoration</u> .
16	Development	<u>Low importance for all processes</u> . The western edge of this AU is degraded by airport development. It has a moderately high score for salmon refugia, so the AU stream should be adequately protected (appropriate width buffers). More appropriate area for higher density development within the Gorst Creek Watershed, provided that streams and wetlands have adequate buffer protection.
17	Development Area 3B	Although the overall assessment for water flow indicated “development,” this area should receive a higher degree of protection based on AU has moderate-high habitat value. May be an appropriate area for low-to-moderate density development, provided habitat resources (forest, streams, and wetlands) are protected through use of clustering. Landfill in downstream, northern portion of AU has collapsed the culvert-carrying stream, which gives it priority for restoration. <u>Recharge processes require restoration</u> .
18	Restoration Area 2B	Overall, this AU has a low-to-moderate value for water flow processes and habitat, <u>with surface storage having the highest importance</u> . Appropriate area for moderate density development, provided that existing streams and wetlands receive adequate protection and restoration of wetland storage functions where they have been degraded; wetlands will help control <u>potential</u> downstream erosion <u>and sediment transport</u> in AU.8.
19	Protection	Same as No. 4 Headwaters AU: processes essentially intact, high habitat value, <u>with recharge being the most important process</u> . Limit forestry activities given high sediment export potential. Maintain forest cover and protective zoning.
20	Protection	Same as No. 4 Headwaters AU: processes essentially intact, high habitat value, <u>but none of the processes have high importance</u> . Limit forestry activities given high sediment export potential. Maintain forest cover and protective zoning.
<u>21</u>	<u>Protection</u>	<u>Headwaters AU. -Processes essentially intact, high habitat value. -Recharge is the most important process. -High erosion potential. Minimize impervious surfaces and implement BMPs to minimize erosion and transport of sediment downstream.</u>

Source: City of Bremerton 2012 and 2013

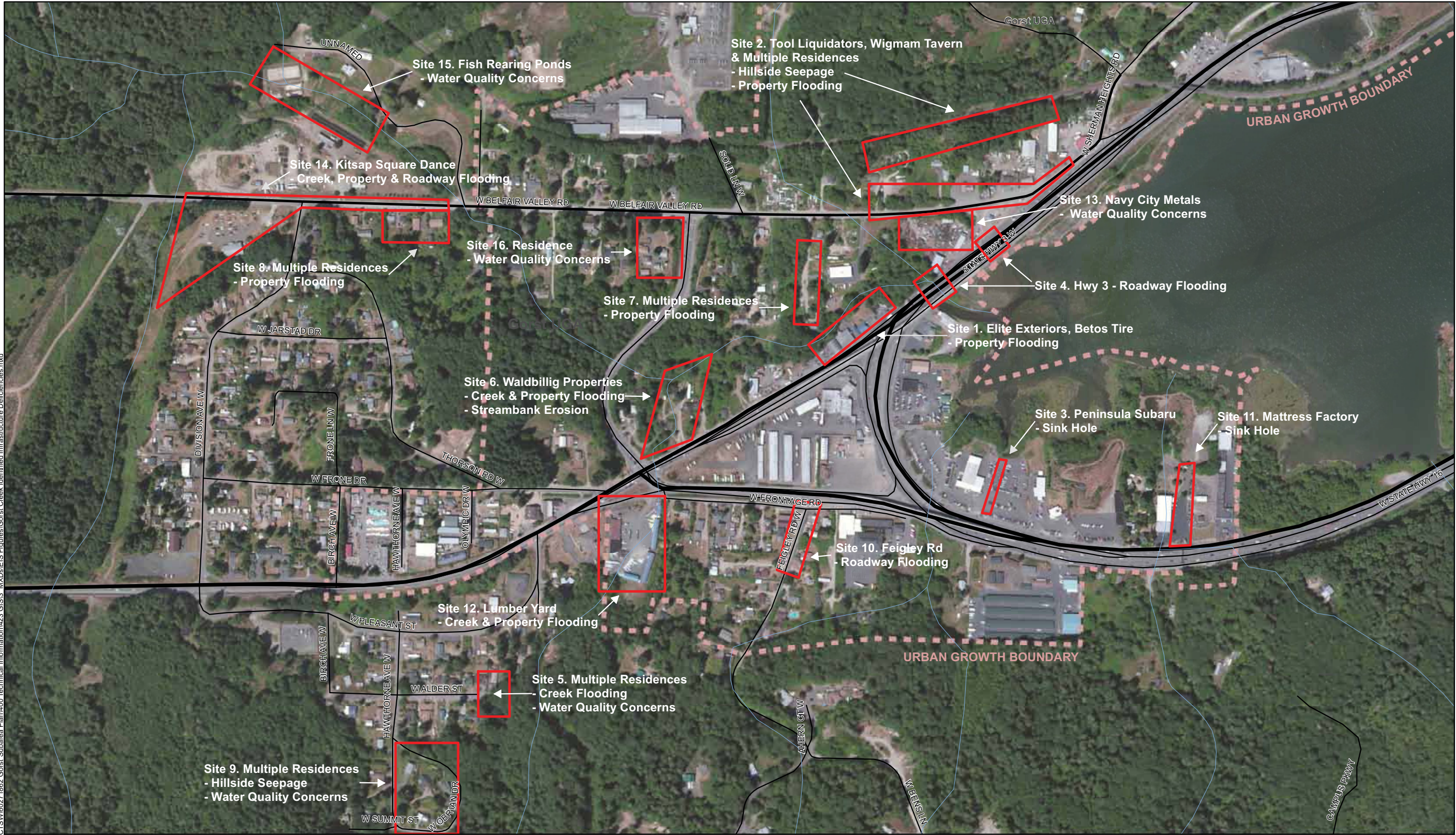
In addition, the Watershed Characterization Study has prompted capital planning intended to address stormwater and flooding deficiencies and fish passage barriers. A map of stormwater improvement locations is shown in Figure 2-11 *Gorst Creek Watershed: Existing Drainage Deficiencies*. Where possible regional stormwater solutions can be considered in County and City capital facility plans. Potential improvements on private property would be the responsibility of the private property owner and would be considered at the time of a development application or other property owner initiative.

A map of fish passage barriers and an example proposed recommended improvement along Parish Creek are shown in Figure 2-12 *Gorst Creek Watershed Planning Area: Fish Passage Barriers* and Figure 2-13 *Proposed Fish Passage Barrier Improvement – Parish Creek*, respectively.

The Preferred Gorst Subarea Plan contains a technical appendix that provides cost estimates for various fish passage and stormwater projects.

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FIGURE 2-11 GORST CREEK WATERSHED: EXISTING DRAINAGE DEFICIENCIES



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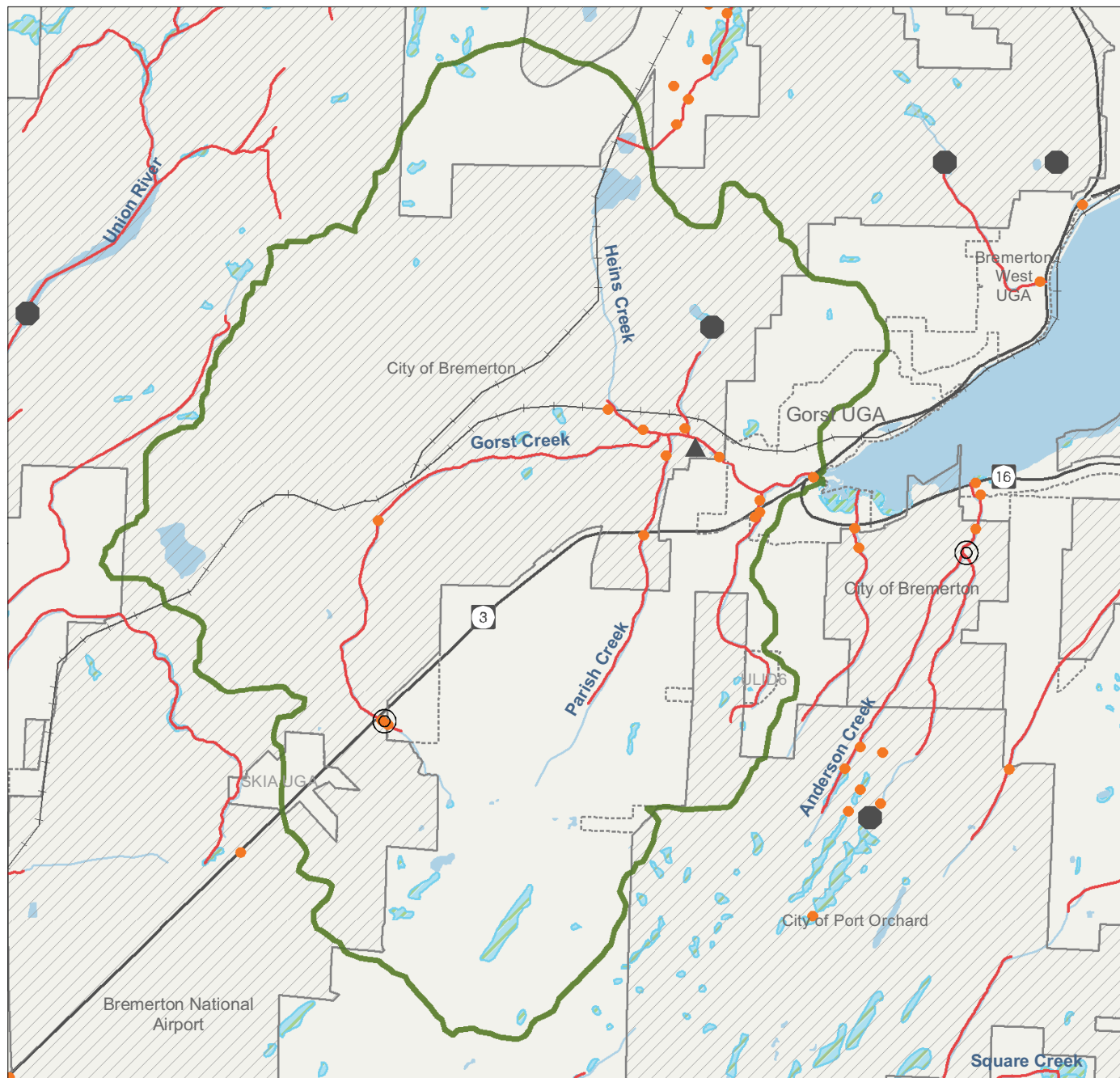
Date: May 2013
Source: AECOM, Department of Ecology, Department of Fish & Wildlife, BERK

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FIGURE 2-12 GORST WATERSHED PLANNING AREA: FISH PASSAGE BARRIERS

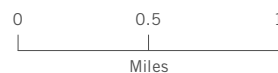


- | | | |
|--------------------|-------------------------------|--------------------|
| Watershed Boundary | Streams | Culvert |
| UGA Boundary | WDFW Documented Fish Presence | Other Fish Barrier |
| City Limits | Hatchery | |
| Water | Dam | |
| Wetland (WDFW/NWI) | | |



Date: September 2013

Source: Parametrix, Department of Natural Resources, Department of Fish and Wildlife, BERK



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FIGURE 2-13 PROPOSED FISH PASSAGE BARRIER IMPROVEMENT - PARISH CREEK



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Planned Action

SEPA provides a planned action process to facilitate proposals in UGAs (WAC 197-11-164 to 172). A planned action provides more detailed environmental analysis during an area wide planning stage rather than at the project permit review stage. Designating a planned action streamlines environmental review for development proposals and ensures they are consistent with EIS mitigation measures that are adopted in a planned action ordinance. Planned actions would be allowed if they meet or exceed proposed land use and environmental performance standards. This tool has been used elsewhere by local governments in Washington State, including Bremerton (e.g. SKIA). The City of Bremerton and Kitsap County are considering designating a planned action for the Gorst UGA.⁴ Some Gorst land use alternatives may vary which areas are included in the planned action (Alternative 2 all areas in UGA except waterward of SR 3 and SR 16; Alternative 3 and the Preferred Alternative all lands in the UGA).

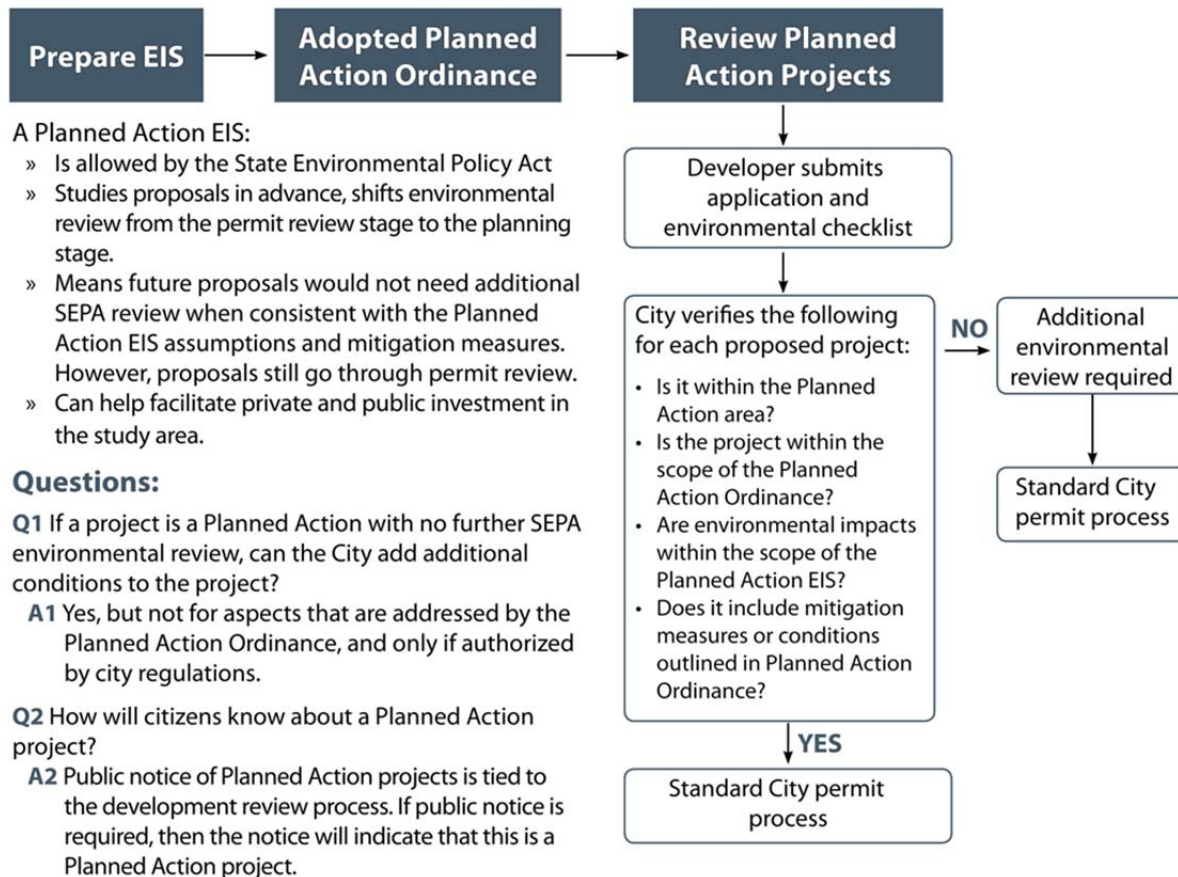
If the planned action ordinance is adopted, the City of Bremerton and Kitsap County would follow the applicable procedures contained in the ordinance to determine if the proposed project impacts are consistent with the Planned Action EIS. When a permit application and environmental checklist are submitted for a project that is being proposed as a planned action project, the City of Bremerton and Kitsap County must first verify the following:

- The project meets the description of any project(s) designated as a planned action by ordinance or resolution.
- The probable significant adverse environmental impacts were adequately addressed in the EIS.
- The project includes any conditions or mitigation measures outlined in the ordinance or resolution.

If the project meets the above requirements, the project qualifies as a planned action project and a SEPA threshold determination is not required. See Figure 2-14 *Planned Action Process*, a flow chart of the Planned Action process. Draft EIS Appendix B *Draft Planned Action Ordinance* contains a draft of the planned action ordinance including the information on the draft process and the parameters used to determine consistency with EIS assumptions. A complete Planned Action Ordinance will be developed for consideration by the City and County legislative bodies in fall 2013. Refer to the project website for additional information on available documents and public meetings (see Fact Sheet for project website).

⁴ Another option is to have some land use and environmental standards (for example, the Planned Action Ordinance) become effective only upon annexation to encourage annexation, which is a Growth Management goal reflected in Kitsap County's assignment of the UGA to the City.

Figure 2-14 Planned Action Process



2.6 Future Alternatives

The intent of the EIS alternatives is to compare natural and built environment impacts and provide that information to decision makers, citizens, and other agencies. ~~It is anticipated that following the Draft EIS comment period; the City of Bremerton in consultation with the Kitsap County, Tribe and other agency partners would consider public comment and developed a Preferred Alternative for study in the Final EIS. The Preferred Alternative could be a mix and match of different features of each Draft EIS Alternative. The final plan that would ultimately be adopted would not be exactly one of the EIS alternatives, but would fall within the range of the alternatives analyzed in the EIS.~~

2.7 Benefits and Disadvantages of Delaying a Proposed Action

The Proposal includes the adoption of a Watershed Characterization & Framework Plan, a new Gorst Subarea Plan, and a planned action ordinance for future development in the Gorst UGA. Delaying implementation of the Proposal would delay the potential impacts identified in this ~~Draft~~ EIS, including potential changes to growth and air emissions, land use patterns, changes to visual character, increased investment in transportation and stormwater infrastructure, and increased demand for public services and utilities.

If the Proposal is not adopted, there would be less incentive for environmental restoration along Sinclair Inlet and Gorst Creek. There would be less redevelopment and a longer pace to change to newer stormwater standards that may benefit water quality. Design guidelines associated with the subarea plan would not be implemented, and the mixed and haphazard character of development patterns could continue.

2.8 Major Issues to Be Resolved

Adoption of the Gorst Subarea Plan would support development and redevelopment of the area to a more intensive commercial, residential, and mixed use character consistent with the vision of the Gorst Subarea Plan, while at the same time promoting environmental protection and enhancement. Key environmental issues facing decision makers include potential increases in growth and associated air and GHG emissions, conversion of land use patterns, changes to visual character, stormwater and transportation infrastructure investments, and increased demand for public services and utilities.

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3.0 AFFECTED ENVIRONMENT, SIGNIFICANT IMPACTS, AND MITIGATION MEASURES

This chapter describes the potential impacts of the Preferred Alternative and compares those impacts to the Draft Environmental Impact Statement (Draft EIS) Alternatives, particularly Alternative 3, the alternative closest to the Preferred Alternative.

Although the Gorst Creek Watershed boundaries have been modified since the issuance of the Draft EIS to add about 500 acres to the north, the property consists of forested lands in private ownership or in public ownership. No changes to land use designations or zoning are proposed compared to the adopted County and City Comprehensive Plans and zoning maps, and thus there is no alteration of planned growth in this area. Therefore, as noted in the Draft EIS, the potential for growth and change in the Gorst Creek Watershed is the same under each alternative studied, including the Preferred Alternative.

As described in Chapter 2, within the Gorst Urban Growth Area (UGA) where land use and zoning changes are proposed, the Preferred Alternative growth level is very similar to Alternative 3. It has slightly fewer dwellings (-12 dwellings), slightly lower population (-22 persons), and slightly lower jobs (-35 jobs).

The Preferred Alternative future land use pattern is very similar to Alternative 3. Both the Preferred Alternative and Alternative 3 propose:

- **Waterfront:** Low Intensity Waterfront is proposed along Sinclair Inlet allowing commercial uses with smaller footprints.
- **Valley Business Area:** Much of the Valley Business Area is in a mixed use pattern.
- **Valley Residential Area:** The Gorst Creek Residential designation would require new development in low impact clusters.
- **Mine Site:** Following mine reclamation, the mine site would have mixed uses with both local services and medium density residential.

Differences between the Preferred Alternative and Alternative 3 include:

- **Gorst Creek Floodplain:** The Low Intensity Mixed Use district is proposed in the Gorst Creek floodplain in place of Gorst Mixed Use to reduce the impacts of future growth in this environmentally sensitive area. The Low Intensity Mixed Use allows mixed uses such as retail, hotel, office, services, residential—in horizontal or small scale vertical patterns—and regional commercial uses designed to maximize shoreline views and allow streamside public access where appropriate. However, the new designation promotes a new development pattern in the floodplain that reduces impervious surfaces, promotes creek restoration, promotes landscape and streetscape improvements, promotes pedestrian safety and comfort, and improves vehicular access. This designation helps fulfill a Draft EIS mitigation measure in the Water Resources analysis which said: *The concept of allowing commercial or mixed uses on smaller impervious footprints could be extended to the Gorst Creek corridor and floodplain similar to Low Intensity Waterfront designation, recognizing the convergence of critical areas and difficulties of development in the floodplain. This would replace portions of Commercial Corridor in Alternative 2 and Gorst Mixed Use in Alternative 3.*
- **Triangle surrounded by State Routes:** A triangular area of land is fronted by State Route (SR) 3 and SR 16 on 3 sides. The Preferred Alternative proposes Commercial Corridor (similar to Alternative 1 and 2) rather than Gorst Mixed Use. With the traffic volumes on the State Routes and the difficulties with local access, it would reflect that, in this location, residential uses may not be as desirable as commercial uses.

- Industrial north of Railroad: Northwest of West Belfair Valley Road and the Railroad and west of the mine site and a Puget Sound Energy utility facility, there is an existing industrial operation. Given the current industrial use, proximity of the railroad, and the isolation of this site from other areas in Gorst, the Preferred Alternative proposes Industrial uses (similar to Alternative 1) in this location instead of Gorst Mixed Use.

The remainder of this chapter describes the potential impacts of the Preferred Alternative covering the following environmental topics that were also addressed in the Draft EIS:

- 3.1. Geology/Soils
- 3.2. Water Resources
- 3.3. Air Quality
- 3.4. Plants and Animals
- 3.5. Noise
- 3.6. Hazardous Materials
- 3.7. Land Use Patterns
- 3.8. Socio-Economics
- 3.9. Aesthetics
- 3.10. Cultural Resources
- 3.11. Transportation
- 3.12 Public Services
 - 3.12.1 Fire Protection and EMS
 - 3.12.2 Law Enforcement
 - 3.12.3 Schools
 - 3.12.4 Parks, Recreation, and Open Space
 - 3.12.5 Libraries
- 3.13 Utilities
 - 3.13.1 Power
 - 3.13.2 Solid Waste
 - 3.13.3 Water, Wastewater, and Stormwater
 - 3.13.4 Telecommunications
- 3.14 Relationship to Plans and Policies

This Chapter focuses on the Preferred Alternative in the Gorst UGA and demonstrates how its impacts are in the range of the Draft EIS Alternatives.

This chapter does not repeat the analysis in the Draft EIS, and the Draft EIS should be consulted for a description of the affected environment and the impacts of the Draft EIS alternatives. A summary comparison of the Preferred Alternative and Draft EIS alternatives, together with a summary of mitigation measures and significant unavoidable adverse impacts is found in Chapter 1 of this Final EIS.

3.1 Geology/Soils

The area of developable land identified for the Preferred Alternative is approximately 66.3 acres, a little less than under Alternatives 2 and 3, but greater than under Alternative 1. In addition to these developable parcel acres, some land would be modified in existing or future rights of way or on lands for public purposes. This alternative includes the same mapped areas of open space as Alternatives 2 and 3, as well as Low Intensity Waterfront, which reduces impervious surfaces and promotes shoreline reclamation and open space. In addition, the Preferred Alternative includes low intensity mixed use in the Gorst Creek floodplain, offering greater opportunity for potential restoration than other alternatives. Therefore some soil functions would be retained within the developable land, much like under Alternatives 2 and 3.

Under this alternative, the area that is currently used for mineral resource extraction would be developed into Neighborhood Mixed Use. As under Alternatives 2 and 3, the geologic hazard area and soils with limitations on building and street development would provide challenges to planned development in this area. Construction activities could require substantial mitigation, including project design to minimize impacts to soils and geologic resources.

Under this alternative, the Gorst Stormwater Management Plan, Gorst Subarea Plan, and Gorst Creek Watershed Characterization & Framework Plan would be implemented, as under Alternatives 2 and 3. Existing regulations and plans to minimize soil erosion, impacts to steep or unstable slopes, and soil contamination would continue to apply, but may be revised in the future based on the recommendations in listed plans, which would be implemented under this alternative. Within the UGA, efforts to minimize impervious surface in developed/redeveloped areas would likely result in an overall reduction in effective impervious surface, particularly along Sinclair Inlet with the Low Intensity Waterfront designation and along Gorst Creek with the Low Intensity Mixed Use, which was implemented to address a mitigation measure in the Draft EIS. The Low Intensity Mixed Use designation is now unique to the Preferred Alternative: *The concept of allowing commercial or mixed uses on smaller impervious footprints could be extended to the Gorst Creek corridor and floodplain similar to Low Intensity Waterfront designation, recognizing the convergence of critical areas and difficulties of development in the floodplain. This would replace portions of Commercial Corridor in Alternative 2 and Gorst Mixed Use in Alternative 3.* On a watershed level, successful implementation of the recommendations within these plans would help minimize any potential erosion increases associated with new watershed development, and would likely reduce flooding and export of soils from the watershed.

3.2 Water Resources

Under the Preferred Alternative (Gorst becomes a complete and sustainable community), the Watershed Characterization & Framework Plan would be adopted, along with LID and stormwater standards. Similar to Alternatives 2 and 3, construction activities associated with the Preferred Alternative could result in minor short-term impacts on water resources. Similar to Alternatives 2 and 3, adoption of the Watershed Characterization & Framework Plan would include a directive for protecting water resource in the UGA. The Preferred Alternative would have less job growth at 298 jobs, the least of the action alternatives. The Preferred Alternative would have a population of about 1,060 persons over the next 20 to 30 years, slightly less than Alternative 3 and more than Alternatives 1 and 2.

Recognizing the greater scrutiny of permits in floodplains and due to the listing of fish species, the ability to develop the Gorst Creek floodplain area for intensive mixed uses is expected to be challenging, and thus the Preferred Alternative incorporates the Low Intensity Mixed Use designation intended to minimize impervious areas. This designation was implemented to address a mitigation measure recommending in the Draft EIS and is now unique to the Preferred Alternative: *The concept of allowing commercial or mixed uses on smaller impervious footprints could be extended to the Gorst Creek corridor and floodplain similar to Low Intensity Waterfront designation, recognizing the convergence of critical areas and difficulties of development in the floodplain. This would replace portions of Commercial Corridor in Alternative 2 and Gorst Mixed Use in Alternative 3.*

The Low Intensity Waterfront and Open Space/Recreation areas along Sinclair Inlet would accommodate new water quality treatment, reduce impervious surface areas, and provide an adequate buffer to the shoreline. The Neighborhood Mixed Use area on the bluffs, which is currently undeveloped but used as mining resources/borrow materials, would impact surface water runoff and alter natural hydrology. However, similar to Alternatives 2 and 3, new designs and development would address potential for flooding, potential need for flow control, and treatment, minimizing impacts on hydrology and water quality.

Also similar to Alternatives 2 and 3, the Preferred Alternative would establish a zero stormwater discharge policy to both streams in the UGA and the estuary where circumstances allow (recurrence interval, percent total rainfall, etc.); if implemented, this policy would require 100 percent infiltration or detention. The SUSTAIN model would be used to optimize and prioritize protection zones.

Overall, the Preferred Alternative would have a minor effect on water resources from both short-term construction related impacts that may involve in-water work and long-term redevelopment of high density commercial areas with mixed use developments. The long-term effects of replacing the existing high density

commercial developments with a Low Intensity Waterfront and Low Intensity Mixed Use along the shoreline and implementation of the adopted Watershed Characterization & Framework Plan would have a beneficial effect on water resources.

3.3 Air Quality

Development under the Preferred Alternative would lead to increases in population and employment throughout the study area and could increase air pollutant emissions from construction activities, commercial activities, and vehicle travel. It could also increase greenhouse gas emissions (GHG) as a result of growth. However, the level of air quality impacts is expected to be lower than under Alternative 3. Under the Preferred Alternative, the projected housing capacity is 2% less than for Alternative 3 and the projected employment capacity is 11% less than for Alternative 3. Further, recognizing the need to adapt to climate change, the Preferred Alternative applies the Low Intensity Waterfront designation along Sinclair Inlet and Low Intensity Mixed Use designation in the Gorst Creek floodplain, to minimize impervious areas in locations that may be affected by sea level rise (see Draft EIS Appendix C *Air Quality GHG Development Reduction Procedures & Sea Level Rise Information*). The Preferred Alternative also includes a draft policy similar to Alternatives 2 and 3 to implement adaptations to address potential effects of sea level rise on Sinclair Inlet properties, such as by accounting for sea level rise in the design of buildings and impervious areas, as well as roadway, flood management, and utility facilities.

3.4 Plants and Animals

Under this alternative, approximately 66 acres, or 1 percent of the total area of the Gorst watershed, would be developed in the future; additionally, existing or future rights of way and lands for public purposes would be disturbed. Therefore, the amount of existing wildlife habitat that would be impacted by development activities in the UGA would be nearly the same as that under Alternatives 2 and 3, and nearly double that under Alternative 1. The total impacted acreage would remain very small, however.

Like Alternatives 2 and 3, the Preferred Alternative includes land zoned as Open Space/Recreation within the UGA. Additionally, similar to Alternative 3, the area surrounding this open space would be zoned as Low Intensity Waterfront, rather than the commercial zoning under Alternative 2; while it would allow commercial uses, the pattern would have smaller amounts of impervious area and would provide incentives for shoreline reclamation. The Preferred Alternative would also extend this lower intensity pattern to the Gorst Creek floodplain. Therefore, out of the action alternatives, the Preferred Alternative would potentially result in the highest quality wildlife habitat within the developed areas of the UGA. However, it is expected that urban wildlife and common species would still predominate.

Like under Alternatives 2 and 3, the Gorst Creek Watershed Characterization & Framework Plan and Gorst Subarea Plan would be implemented under the Preferred Alternative. In addition, stormwater improvement projects would be identified and implemented. Preferred Alternative policies promote compatible shoreline regulations and minimize impervious surfaces, sedimentation, and stormwater runoff associated with future development to minimize associated impacts to habitats and species in Gorst Creek, including listed salmonids. Additionally, the Preferred Subarea Plan adapts one of the shoreline buffer options (Gorst Creek Management Overlay, modified to apply should the City annex the UGA) from the Draft EIS Appendix D *Shoreline Buffer Comparison & Options* to provide for compatibility of standards. The proposed Gorst Creek Management Overlay would encourage enhancement and restoration of the creek.

As the Shoreline Master Program, Watershed Characterization & Framework Plan, Gorst Subarea Plan, and improvements to stormwater facilities would be implemented under this alternative, effects to fish and wildlife associated with implementing these plans would be similar to those discussed for Alternatives 2 and 3. At a landscape scale, protection of fish and wildlife habitats and populations within the watershed would be greater for the Preferred Alternative than under Alternative 1. Some of the proposed policies and plans implemented under the Preferred Alternative would also have the potential to improve existing degraded habitats. Aquatic species,

including listed salmon and steelhead, would receive the greatest amount of benefit from actions under the proposed plans.

3.5 Noise

The overall increase in number of dwellings and population would be slightly greater under the Preferred Alternative than Alternative 2 and slightly less than Alternative 3. The Preferred Alternative would have the lowest increase in employees of any studied alternative.

Construction, traffic, and noise from new commercial operations under the Preferred Alternative would be similar to that for all alternatives (see Chapter 1 for impacts common to all alternatives).

However, similar to Alternative 3, under the Preferred Alternative areas zoned as Gorst Mixed Use or Low Intensity Mixed Use would likely include residential uses located above or in very close proximity to commercial uses, and in areas served by public transit along major roadways. This development pattern increases the potential for operational noise levels associated with commercial development to exceed noise thresholds in the Kitsap County's and City of Bremerton's noise ordinances and impact nearby sensitive receivers. As under all alternatives, the Kitsap County and City of Bremerton would require that all new development meet Kitsap County's and City of Bremerton's daytime and nighttime noise ordinance limits.

3.6 Hazardous Materials

Under the Preferred Alternative, one existing industrial use would be recognized north of the railroad and west of the mine site. Much of the UGA would be zoned as Open Space/Recreation, Low Intensity Waterfront, Low Intensity Mixed Use, or residential. Future land uses in these areas would be expected to have a fairly low associated risk of contamination from hazardous materials. The remainder of the UGA would be zoned as Gorst Mixed Use or Neighborhood Mixed Use. Commercial development would be more diffuse throughout the UGA similar to Alternative 3. Most of the industrial zoning would no longer be present, although existing industrial facilities may continue to operate for many years before they are redeveloped. Hazardous material contamination and risk for contamination associated with these sites would continue to be present, subject to cleanup activities. Overall, the potential for contamination of soil and water from future land uses would likely be low under this alternative, similar to Alternative 3.

Issues associated with movement of hazardous materials carried in stormwater from existing sites would be similar to those under Alternatives 2 and 3. Bremerton Auto Wrecking Landfill would continue to be a site of particular concern, with contaminated waste carried offsite during flooding events. Implementation of the Watershed Characterization & Framework Plan and Gorst Subarea Plan would help address flooding and stormwater infiltration issues throughout the watershed, which would help minimize the amount of flooding onto developed areas and associated movement of hazardous materials in surface water runoff. See also the discussion of the Low Intensity Mixed Use designation applied to the Gorst Creek floodplain in Section 3.3 Water Resources.

3.7 Land Use Patterns

Land Use Patterns

Under the Preferred Alternative, the Gorst Cree Watershed Characterization & Framework Plan would be adopted, and new low impact development and stormwater standards would be applied throughout the watershed, though no significant changes to land use patterns are anticipated outside the Gorst UGA. Within the Gorst UGA, new land use designations and associated zoning would be applied as shown in Chapter 2, Figure 2-9B *Preferred Alternative: Future Land Use Map*. Under the Preferred Alternative, the land use pattern in the Gorst UGA would shift toward a focus on mixed uses and a balance between residences, commercial development, recreation, and the natural environment.

Similar to Alternative 3, the Preferred Alternative would result in relatively subtle changes to the overall land use pattern of the Gorst UGA. Because the proposed land use designations would allow for a broader range of uses to be intermixed than is allowed under current zoning, the Gorst UGA is unlikely to experience the large-scale conversion of residential properties to commercial use (such as south of West Belfair Valley Road), which is anticipated under both Alternatives 1 and 2. Industrial properties in the central and southern portions of the UGA, however, are still anticipated to gradually convert to commercial, office, residential, or a mix of these uses in accordance with the proposed Gorst Mixed Use and Low Intensity Mixed Use designations. Properties along the Sinclair Inlet waterfront would also be redeveloped over time, replacing industrial and high-intensity commercial uses with lower intensity uses featuring reduced impervious cover and integrated shoreline habitat and recreation features.

Similar to Alternative 1, a forest products industrial use north of the railroad would retain an Industrial designation. Also, similar to Alternatives 1 and 2, the triangular area bounded by SR 16 and SR 3 would retain a Commercial classification, reflecting current uses.

Similar to Alternatives 2 and 3, the existing mine site in the northern portion of the UGA would be reclaimed and redeveloped. Similar to Alternative 3, the Preferred Alternative proposes converting the mine to neighborhood-scale mixed use development, featuring low and medium density housing, as well as small commercial uses designed to serve local residents.

Land Use Compatibility

Similar to Alternatives 1, 2, and 3, localized incompatibilities could potentially arise as the Gorst UGA transitions from the current land use pattern to the proposed land use designations. Commercial development occurring under the Preferred Alternative would be designed for a mixed-use environment with associated design guidelines, thereby reducing the potential for incompatibilities with existing residential development or other sensitive uses. Similar to Alternatives 2 and 3, existing incompatibilities could potentially be alleviated as industrial properties adjacent to residences are redeveloped to more compatible uses, such as low-intensity commercial, office, or multi-family residential. The Industrial property north of the railroad and west of the mine site would be more compatible with the railroad itself and with the utility yard to the east.

3.8 Socio-Economics

The Preferred Alternative (Gorst becomes a complete and sustainable community) proposes growth that is very similar to Alternative 3. It has slightly fewer dwellings (-12 dwellings), slightly lower population (-22 persons), and slightly lower jobs (-35 jobs). As with Alternative 3, it proposes an increase in population of over 1,060 residents but has the lowest job growth of the studied alternatives at a 298 job increase.

This alternative would change the land use designations and zoning to allow a mixture of uses not currently allowed. Along the waterfront, a lower intensity commercial land use pattern would develop with smaller impervious footprints interspersed by trails, parks, and reclaimed shoreline habitat. Central Gorst would allow more intensive regional commercial, office, hotel, and mixed use residential developments, except along Gorst Creek floodplain where a low intensity mixed use pattern is proposed similar to Sinclair Inlet. Highway-oriented uses would be less likely, especially along the Sinclair Inlet waterfront because of the zoning changes. Most of the population and housing growth would be accommodated by the redevelopment of the mine site, which would also allow small scale retail uses on the site to serve the local population.

Similar to Alternative 3, the additional residential growth, the allowance of more types and intensity of commercial uses throughout the UGA, and better access to open space and recreational facilities could make the area more attractive for more types of commercial uses. This may lead to the establishment of new businesses and business types that do not currently exist in the area. The addition of almost 1,100 residents would likely increase the demand for small scale retail uses, especially convenience items and food services. In addition, better access to opens space and recreation, a better connection to the waterfront, and the associated view add value to these

sites, which make them more attractive to certain commercial and recreational uses. The broader range of uses allowed may also attract businesses that currently cannot locate in the community, with the accessibility the area has to south Kitsap County. As a result, these businesses would likely be willing to pay more in rent to be located in the area than many of the current businesses, which could lead to the redevelopment of sites over time with higher value and more intense uses. The flexibility in the zoning would also allow residential uses, and residents also value the added amenities and regional access.

Under this situation, the character of the local economy has the potential to be quite different from what it is today. The land use and zoning changes allow the potential for more mixture of residential and commercial uses adjacent to each other. The community may have more small scale businesses that support the new residents. In addition, the potential for more uses may attract new business types, especially those that value the additional amenities of the area and/or regional access it provides. The amenity-oriented businesses would be less dependent on pass by traffic and likely less highway-oriented than many of the current businesses. Those businesses that value the accessibility, such as a hotel/motel or an office building, would still be auto-oriented in nature. However, these businesses would add to the mix and character of businesses currently in the UGA.

3.9 Aesthetics

The Preferred Alternative would support greater population growth than Alternative 2, at 1,060 persons, but less than Alternative 3. The Preferred Alternative would also provide less employment growth, at 298 jobs, similar to Alternative 3. The types of development envisioned in this alternative are similar to Alternative 3, which places a greater emphasis on mixed use development as well as more aggressive LID measures in sensitive areas of the UGA, such as adjacent to Gorst Creek and waterward of SR 3 and SR 16.

The impacts of the Preferred Alternative are similar to those of Alternatives 2 and 3 in terms of the extent of overall change in visual character from the present condition to a more compactly developed urban center, the potential for conflicts during the transition from current conditions to future build out, and the overall positive effect of new design policies and concepts.

Similar to Alternative 3, the Preferred Alternative envisions more residential and less commercial growth, with a greater emphasis on mixed use development. The greater amount of residential growth may ease some of the potential transition conflicts in currently residential areas.

Similar to Alternative 3, the Preferred Alternative proposes a Low Intensity Waterfront zone waterward of SR 3 and SR 16. This would have the effect of transitioning this area from its current condition to one more characterized by low impact commercial development with less impervious area, greater shoreline setbacks, more vegetation, and more public access. As this area is largely built out at present, the transition would occur slowly as parcels redevelop and transition conflicts would likely be minimal. Upon full implementation, the aesthetic effect would be positive as the shoreline would have a more natural aesthetic and there would be more opportunities for public viewing of the shoreline. This same low intensity pattern with less impervious area, more habitat enhancement, and selective public access would be promoted along Gorst Creek with the Low Intensity Mixed Use zone, unique to this alternative and based on Draft EIS mitigation measures (see Sections 3.1 and 3.2 above).

3.10 Cultural Resources

The area of developable land identified for the Preferred Alternative is approximately 66 acres, roughly the same as under Alternatives 2 and 3 which are at 69-70 acres, but greater than under Alternative 1. In addition to these developable parcel acres, some land would be modified in existing or future rights of way or on lands for public purposes. This alternative includes mapped open space similar to Alternatives 2 and 3, as well as Low Intensity Waterfront, which include High Probability Areas for significant cultural resources. In addition, the Preferred Alternative would designate the Gorst Creek floodplain as Low Intensity Mixed Use, which is also an area of High Probability for cultural resources.

Under this alternative, the area that is currently used for mineral resource extraction would be developed into Neighborhood Mixed Use. This area includes large existing mining areas that have drastically altered the landscape and affected the potential for intact archaeological resources to be present at this location. Therefore, construction activities in this area would have limited potential to encounter significant cultural resources.

Given that several areas have been designated as High Probability Areas and significant cultural resources are present within the study area, future development has the potential to impact cultural resources. It is assumed that under the Preferred Alternative, future development projects would receive the appropriate permits, and that avoidance, development standards, and other mitigation measures pertaining to identifying and preserving significant cultural resources would be implemented.

3.11 Transportation

Comparative Analysis

Table 3-1 *Summary of Gorst Area Travel Statistics* summarizes a number of numerical measures that have been defined for the alternatives based upon the Gorst UGA population and employment projections, the proposed land use plan for each alternative, planned infrastructure improvements, and travel demand modeling results. Since the Gorst UGA is a relatively small area compared to the overall county, the Daily Vehicle Trips and Daily Vehicle Miles of Travel shown in the table are for the entire county. The differences between the three alternatives are the result of the varying land use assumptions for the Gorst UGA. Table 3-1 *Summary of Gorst Area Travel Statistics* indicates that the daily trips and daily vehicle miles are very similar for all three alternatives. Alternative 1 results in the fewest trips in 2035 while Alternative 2 generates the most trips. Alternative 2 results in 2,823 more daily trips than Alternative 1 while Alternative 3 produces 2,031 more trips than Alternative 1. Among the action alternatives, the Preferred Alternative generates the least at 1,844 more trips than Alternative 1.

Table 3-1 Summary of Gorst Area Travel Statistics

Category	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Gorst Area Population¹				
Existing (2010)	2,108	2,108	2,108	2,108
2035	3,288	4,191	4,289	4,267
Percent Increase	56	99	103	102
Gorst Area Employment¹				
Existing	786	786	786	786
2035	2,126	1,991	1,718	1,683
Percent Increase	170	153	118	114
Lane-Miles of Gorst Area Roadways²				
Existing	8.16	8.16	8.16	8.16
2035	8.16	8.16	8.16	8.16
Percent Increase	0	0	0	0
Countywide Model Daily Vehicle Trips				
Existing	666,968	666,968	666,968	666,968
2035	884,937	887,760	886,968	886,781
Trips attributed to Gorst Alts		2,823	2,031	1,844
Percent Increase	32.68	33.10	32.98	32.95
Countywide Model Daily Vehicle Miles of Travel (VMT)				
Existing	5,064,708	5,064,708	5,064,708	5,064,708

Category	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
2035	6,602,656	6,615,322	6,604,458	6,602,500
Percent Increase	30.36	30.61	30.40	30.36
Countywide Model Daily Rideshare Vehicle Trips				
Existing	14,854	14,854	14,854	14,854
2035	19,511	19,578	19,560	19,555
Percent Increase	30.35	31.80	31.68	31.64
Countywide Model Daily Transit Person Trips				
Existing	11,309	11,309	11,309	11,309
2035	14,467	14,495	14,533	14,540
Percent Increase	27.92	28.17	28.50	28.57
Countywide Model PM Peak Hour Vehicles				
Existing	64,029	64,029	64,029	64,029
2035	84,954	85,225	85,149	85,131
Trips attributed to Gorst Alts		271	195	177
Percent Increase	32.68	33.10	32.98	32.95

Note: ¹ Based on TAZ encompassing the Gorst UGA. Net differences are due to land use changes in the Gorst UGA.

² Includes functionally classified arterial and collector roadways, does not include State Highways.

³ Kitsap county-wide travel demand model, with updated Gorst area population and employment data, and updated SKIA employment data matching City of Bremerton SKIA Subarea Plan December 2012. Net differences are due to land use changes in the Gorst UGA.

Source: Kitsap County 2013

Table 3--2 *Projected Roadway Segment Deficiencies under Alternatives by 2035* summarizes the lane-miles of deficient roadway segments within the Gorst UGA projected by 2035 under the alternatives studied. As noted earlier in this chapter, a county roadway is considered deficient if the projected volume-to-capacity (V/C) ratio exceeds the County's adopted standards (Draft EIS Table 3.11-6 *V/C Ratio Ranges as they Relate to LOS*).

Table 3-2 *Projected Roadway Segment Deficiencies under Alternatives by 2035* shows that all studied alternatives are projected to have a similar number of deficient lane miles. The projected 2035 volume on Belfair Valley Road between Sam Christopherson Avenue and the UGA limits is expected to increase with all studied alternatives to a point where this section of roadway will be deficient by 2035. It is noted that this section of roadway was identified as needing improvement in the Kitsap County UGA Remand SEIS (Kitsap County 2012a). None of the alternatives are expected to result in a percentage of deficient lane-miles of roadway that exceeds the County concurrency standard of 15 percent when considering either the Gorst UGA or the entire County.

Table 3-2
Projected Roadway Segment Deficiencies under Alternatives by 2035

	Alternative 1	Alternative 2	Alternative 3	Preferred Alternative
Gorst Area Total Deficient Lane-Miles	0.46	0.46	0.46	0.46
Total 2025 Gorst Roadway Lane-Miles	8.16	8.16	8.16	8.16
Percent of Deficient Lane-miles	5.6	5.6	5.6	5.6

Source: Kitsap County 2013

Table 3-3 *Projected State Highway Deficiencies by 2035* summarizes the miles of deficient state highway segments projected by 2035 under each alternative. A county roadway is considered deficient if its operations are projected to exceed adopted highway standards (See Draft EIS Table 3.11-8 *Projected Roadway Segment Deficiencies under Alternatives by 2035*).

This table shows that Alternative 3 will have the least impact on the State Highways within the Gorst UGA in terms of the length of deficient roadway within the Gorst area. Table 3-3 *Projected State Highway Deficiencies by 2035* shows that 1.87 miles of the 2.7 miles of SR 3 that is located in the Gorst Area will be deficient with Alternatives 1 and 2 while 1.66 miles will be deficient with Alternative 3 and the Preferred Alternative. None of the 1.14 miles of SR 16 within the Gorst UGA is projected to be deficient by 2035.

The table shows that 69.25 percent of the state highway miles in Gorst are projected to be deficient under Alternatives 1 and 2 and 61.48 percent are projected to be deficient under Alternative 3 and the Preferred Alternative.

Table 3-3
Projected State Highway Deficiencies by 2035

State Highway	Total Length (miles)	Alternative 1		Alternative 2		Alternative 3		Preferred Alternative	
		Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length
SR 3	2.7	1.87	69.25	1.87	69.25	1.66	61.48	1.66	61.48
SR 16	1.14	0	0	0	0	0	0	0	0
Total	3.84	1.87	48.67	1.87	48.67	1.66	43.22	1.66	43.22

Source: Kitsap County 2013

Preferred Alternative

Similar to Alternative 3, the Preferred Alternative would convert the resource area along Sinclair Heights to residential and allow some mixed use. Under this alternative, an additional 525 households would be added in comparison to Alternative 1, slightly less than with Alternative 3. However, due to the presence of small scale commercial developments near the residential development as well as the inclusion of trails and pedestrian facilities, these additional housing units would actually result in a reduction in the volumes on the local county roadway as compared to Alternative 2. As with Alternatives 2 and 3, the traffic projections for this alternative show that the majority of the trips generated from the new residential developments are directed north toward Werner Road to access employment areas to the north and east while the remaining trips are directed to the southwest and east via Belfair Road and Sam Christopherson Avenue.

The biggest change for the Preferred Alternative is in the type and intensity of commercial developments within the central area of the Gorst UGA. This lower intensity development will result in 444 fewer jobs in the Gorst UGA

as compared with Alternative 1. Based on the combination of lower density commercial and the change in the land use along the waterfront such that would allow access control along SR 3 to be more readily implemented, traffic operations along the state highways is expected to be the least disruptive with the Preferred Alternative compared with the other alternatives.

The inclusion of pedestrian-friendly commercial developments between SR 3 and Sinclair Inlet will result in more pedestrian demand from the residential areas to the waterfront. This increase in demand will create a safety concern for pedestrians crossing the highway at grade.

Intersections

As noted for all alternatives, due to the uncertainty in timing and configuration of the state highway improvements within the Gorst UGA, an intersection analysis was not performed. It is recommended that as land is developed in the future, a traffic impact analysis be prepared for the development that will look at the intersections within the area as well as those intersections outside of the Gorst UGA that could be affected.

3.12 Public Services

Fire Protection and EMS

The Preferred Alternative assumes a 2035 Gorst UGA population of 1,282, which is an increase of 1,060 residents over current population levels, slightly less than Alternative 3, which studied an increase of 1,082 persons.

County Impacts. The estimated 1,060 additional residents would have minimal impact on the level of service (LOS) for South Kitsap Fire and Rescue (SKFR), although the specific need for personnel services, equipment, and facilities would be determined through ongoing planning within SKFR. The County Fire LOS adopted in the 2012 Final Kitsap County Comprehensive Plan CFP will nearly serve all Preferred Alternative growth through 2035, as shown in Table 3-4 *SKFR Projected LOS – Preferred Alternative*.

Table 3-4
SKFR Projected LOS – Preferred Alternative

Time Period	District Service Area Population	Fire Units Needed to Meet LOS standard	Fire Units Available	Net Reserve or (Deficiency)
LOS = 0.36 FIRE UNITS PER 1,000 POPULATION				
2010	72,329	26.0	36.0	10.0
2035 Preferred	100,190	36.1	36.0	(0.1)

Source: SKFR, 2012; Kitsap County Comprehensive Plan Capital Facilities Element, 2012; Washington State Office of Financial Management, 2012; and BERK, 2013

Under this alternative, the current LOS would be deficient by about one-tenth of a fire unit in 2035, similar to Alternative 3. This is a minor discrepancy between the required LOS level and actual service levels that would likely have no impact on actual service to County residents.

City of Bremerton Impacts. If the City of Bremerton were to annex the Gorst UGA before 2035, the current population and the projected growth of 1,060 residents would come under the jurisdiction of the Bremerton Fire Department, for a total population of about 1,282 people over the next 20-30 years. Under the Kitsap County Final SEIS, prepared in 2012 for the Kitsap County UGA Resizing and Composition Remand, the City of Bremerton was estimated to grow by about 14,288 residents without annexing Gorst or any other assigned UGA. A Gorst annexation would only represent about nine percent additional population growth, which would not be expected to affect the level of fire and EMS services in the City of Bremerton.

Since the growth from the Gorst UGA is both small and spread out over time, the City of Bremerton would have adequate time to plan for service changes as population increases impact levels of service. Interim demand needs could be served through mutual aid agreements with SKFR, who currently serves the population.

Fire district fire protection service, equipment and facilities are funded almost exclusively by levies. If annexation occurs, the Bremerton Fire Department would have access to additional revenues and additional services and facilities could be funded by the City of Bremerton's general fund, with revenue from property and other taxes. This revenue increase could partially or fully offset any increased need for services and facilities. Also, if it was determined that it was more efficient to continue to serve the fire and EMS needs of the Gorst UGA from the SKFR Station 16, then the revenues from the annexation and new growth in the area would likely be adequate to support contracted services for this area.

Law Enforcement

The Preferred Alternative assumes a 2035 Gorst UGA population of 1,282, which is an increase of 1,060 residents over current population levels, slightly less than Alternative 3, which studied an increase of 1,082 persons.

County Impacts. The estimated 1,060 additional residents would have minimal impact on the LOS for the Kitsap County Sheriff's Office. The County's will be able to meet nearly all of its adopted LOS standards through 2035 under the Preferred Alternative. LOS impacts for the Preferred Alternative are shown in Table 3-5 *Kitsap County Sheriff's Office Projected LOS – Preferred Alternative*

Table 3-5
Kitsap County Sheriff's Office Projected LOS – Preferred Alternative

Time Period	Population Served	Needed to Meet LOS Standard	Available	Net Reserve or (Deficiency)
SHERIFF OFFICES (LOS = 129 SQUARE FEET PER 1,000 POPULATION)				
2010	168,172	21,694	28,010	6,316
2035 Preferred	217,228	28,022	28,010	(12)
COUNTY JAIL (LOS = 1.43 BEDS PER 1,000 POPULATION)				
2010	251,133	359	472	113
2035 Preferred	330,451	473	472	(1)
WORK RELEASE FACILITY (LOS = 0.15 BEDS PER 1,000 POPULATION)				
2010	251,133	38	48	10
2035 Preferred	330,451	50	48	(2)
JUVENILE FACILITY (LOS = 0.084 BEDS PER 1,000 POPULATION)				
2010	251,133	21	35	14
2035 Preferred	330,451	28	35	7

Source: Kitsap County Sheriff's Office, 2012; Kitsap County Comprehensive Plan Capital Facilities Element; Washington State Office of Financial Management, 2012; and BERK, 2013

The small increase in population growth in the Preferred Alternative drives a few potential needs for additional facilities. The Sheriff Offices LOS would be deficient by about 12 square feet, which is not a meaningful difference from meeting the standard and would not need to be addressed. However, the County should consider adding a couple of work release facility beds and one county jail bed to meet the LOS fully by 2035 under the Preferred Alternative. All results are nearly identical or slightly lower than for Alternative 3.

City of Bremerton Impacts. If the City of Bremerton were to annex the Gorst UGA before 2035, the current population of the Gorst UGA and the projected growth of 1,060 residents would come under the jurisdiction of the Bremerton Police Department, for a total population of about 1,282 people over the next 20-30 years. Under the Kitsap County Final SEIS, prepared in 2012 for the Kitsap County UGA Resizing and Composition Remand, the City

of Bremerton was estimated to grow by about 14,288 residents without annexing Gorst or any other UGA. A Gorst annexation would only represent an approximately nine percent additional population growth increase.

If the annexation were to occur in the relatively near future, the impact on police LOS would be a relatively modest additional need for 0.4 commissioned officers. Under the Preferred Alternative, the additional 1,060 residents would require 1.91 commissioned officers, similar to and slightly lower than Alternative 3. While this level of additional growth would imply the need to add almost 2.4 commissioned police officers at the adopted LOS, the growth from the Gorst UGA is likely to be spread out over time, giving the City of Bremerton adequate time to plan for service changes as population increases impact levels of service. However, the City of Bremerton acknowledges in its 2010 CFP that the City of Bremerton already has a staffing level that is too low, and would generally benefit from increased staffing, especially if the City is required to take on additional geography and population.

The County and City of Bremerton LOS standards are not based on employment growth, but it is likely the caseload could increase due to calls for service related to commercial businesses.

Schools

Table 3-6 *Projected SKSD LOS – Preferred Alternative* summarizes projected capacity for South Kitsap School District (SKSD) in 2035 based on current capacity, planned capacity improvements, and projected enrollment based on household growth. The analysis is shown based on both permanent capacity and capacity including interim facilities. This alternative has a higher level of projected growth than Alternatives 1 and 2, but less than Alternative 3.

Table 3-6
Projected SKSD LOS – Preferred Alternative

Time Period	Student per Household Ratio ¹	Households	Enrollment ²	Perm. Capacity	Net Reserve or (Deficiency)	Total Capacity ³	Net Reserve or (Deficiency)
2011	0.38	25,860	9,742	9,065	(677)	10,834	1,092
<i>Additional Planned Capacity Through 2035</i>				1,900		1,900	
2035 Preferred	0.42	36,205	15,159	10,965	(4,194)	12,734	(2,425)

Note: ¹ This is the effective ratio calculated by applying the multifamily and single family generation rates to growth in those specific types of households.

² October 2011 headcount from OSPI.

³ Includes permanent and interim (portables) facilities.

Source: SKSD, 2012; Washington State OSPI, 2012; Washington State OFM, 2012; and BERK, 2013

By 2035, SKSD is estimated to have a deficit of about 2,425 student spaces under the Preferred Alternative. This is about 232 additional students the District would need to accommodate by 2035, compared to the adopted No Action level of growth.

Parks, Recreation, and Open Space

The Preferred Alternative assumes a 2035 Gorst UGA population of 1,282, which is an increase of 1,060 residents over current population levels, slightly less than Alternative 3, which studied an increase of 1,082 persons.

County Impacts. The growth in the Gorst UGA would drive the following additional needs for parks and recreational services if the Gorst UGA remains unincorporated:

- 36 additional acres of open space. (Shown in Table 3-7 *Kitsap County Open Space LOS Impacts – Preferred Alternative*), one acre less than Alternative 3.
- Nine additional acres of regional parks. (Shown in Table 3-8 *Kitsap County Regional Parks LOS Impacts – Preferred Alternative*), same as Alternative 3.

- One acre of heritage parks (Shown in Table 3-9 *Kitsap County Heritage Parks LOS Impacts – Preferred Alternative*), same as Alternative 3.
- Eight acres of community parks. (Shown in Table 3-10 *Kitsap County Community Parks LOS Impacts – Preferred Alternative*), same as Alternative 3.
- No need for additional shoreline access, or trails, same as all studied alternatives.

Table 3-7
Kitsap County Open Space LOS Impacts – Preferred Alternative

Time Period	Kitsap Countywide Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 57.1 ACRES PER 1,000 POPULATION				
2010	251,133	14,340	18,640	4,300
<i>Additional Planned Capacity through 2035</i>			193	
2035 Preferred	330,451	18,869	18,833	(36)

Source: Kitsap County Comprehensive Plan Capital Facilities Element, 2012; and BERK, 2013

Table 3-8
Kitsap County Regional Parks LOS Impacts – Preferred Alternative

Time Period	Kitsap Countywide Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 8.9 ACRES PER 1,000 POPULATION				
2010	251,133	2,235	2,932	697
<i>Additional Planned Capacity through 2035</i>			0	
2035 Preferred	330,451	2,941	2,932	(9)

Source: Kitsap County Comprehensive Plan Capital Facilities Element, 2012; and BERK, 2013

Table 3-9
Kitsap County Heritage Parks LOS Impacts – Preferred Alternative

Time Period	Kitsap Countywide Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 11.5 ACRES PER 1,000 POPULATION				
2010	251,133	2,888	3,799	911
<i>Additional Planned Capacity through 2035</i>			0	
2035 Preferred	330,451	3,800	3,799	(1)

Source: Kitsap County Comprehensive Plan Capital Facilities Element, 2012; and BERK, 2013

Table 3-10
Kitsap County Community Parks LOS Impacts – Preferred Alternative

Time Period	Kitsap Countywide Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 3.5 ACRES PER 1,000 POPULATION				
2010	251,133	879	1,149	270
<i>Additional Planned Capacity through 2035</i>			0	
2035 Preferred	330,451	1,157	1,149	(8)

Source: Kitsap County Comprehensive Plan Capital Facilities Element, 2012; and BERK, 2013

City of Bremerton Impacts. If the City of Bremerton annexes the Gorst UGA, it would have the following impacts on demand for City of Bremerton parks services as compared to the adopted LOS:

- Additional demand for about three acres of open space by 2035, same as Alternative 3. (Shown in Table 3-11 *City of Bremerton Open Space LOS Impacts – Preferred Alternative*).
- Additional demand for about 19 acres of regional parks by 2035, one acre less than Alternative 3. (Shown in Table 3-12 *City of Bremerton Regional Parks LOS Impacts – Preferred Alternative*).
- Additional demand for about two acres of local parks, same as Alternative 3. (Shown in Table 3-13 *City of Bremerton Local Parks LOS Impacts – Preferred Alternative*).

Table 3-11
City of Bremerton Open Space LOS Impacts – Preferred Alternative

Time Period	City of Bremerton Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 2.21 ACRES PER 1,000 POPULATION				
2010	37,729	83	82	(1)
2035 City w/o Gorst	52,017	115	82	(33)
2035 Preferred	53,299	118	82	(36)

Source: Washington State OFM, 2012; *Bremerton Parks, Recreation, and Open Space Plan*, 2007; *City of Bremerton Comprehensive Plan*, 2010; and BERK, 2013

Table 3-12
City of Bremerton Regional Parks LOS Impacts – Preferred Alternative

Time Period	City of Bremerton Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 14.64 ACRES PER 1,000 POPULATION				
2010	37,729	552	544	(8)
2035 City w/o Gorst	52,017	762	544	(217)
2035 Preferred	53,299	780	544	(236)

Source: Washington State OFM, 2012; *Bremerton Parks, Recreation, and Open Space Plan*, 2007; *City of Bremerton Comprehensive Plan*, 2010; and BERK, 2013

Table 3-13
City of Bremerton Local Parks LOS Impacts – Preferred Alternative

Time Period	City of Bremerton Population	Acres to Meet LOS Standard	Acres Available	Net Reserve or (Deficiency)
LOS = 1.48 ACRES PER 1,000 POPULATION				
2010	37,729	56	52	(4)
2035 City w/o Gorst	52,017	77	52	(25)
2035 Preferred	53,299	79	52	(27)

Source: Washington State OFM, 2012; *Bremerton Parks, Recreation, and Open Space Plan*, 2007; *City of Bremerton Comprehensive Plan*, 2010; and BERK, 2013

Libraries

This analysis assumes the current 2012 circulation per capita and building space per capita ratios would be maintained as the Gorst area grows:

- Annual Circulation per capita 8.95
- Square Footage per capita 0.35

Under the Preferred Alternative, the Gorst UGA would experience greater population growth than under Alternatives 1 or 2 but less than Alternative 3, adding 1060 residents during the planning period. To maintain existing levels of service, this increase in population would require an additional 8,753 items in annual circulation and an additional 342 square feet of library facility space. These results are similar to but less than Alternative 3 and are consistent with the projected population growth.

While this level of growth would not significantly affect the countywide library LOS, it is likely that the Downtown Bremerton and Port Orchard branches would each experience a slight increase in patronage over time. How many of these new residents would make use of the available library resources is unknown, as is the proportion of them who would patronize the Bremerton branch versus the Port Orchard branch, making it difficult to quantify the precise level of impact. The Preferred Alternative would generate growth similar to but less than Alternative 3, and is anticipated to have a greater effect on demand for library services than either the No Action Alternative or Alternative 2.

3.13 Utilities

Power

Under the Preferred Alternative, residential and commercial growth in the Gorst UGA would increase in accordance with the proposed land use designations and zoning, bringing an additional 1,060 residents and 298 jobs to the area. Growth in the UGA would increase demand for electric and natural gas service connections, as well as overall consumption of electricity and natural gas. Neither Puget Sound Energy (PSE) nor Cascade Natural Gas (CNG) has adopted a formal LOS standard, but both utilities conduct ongoing supply planning to ensure adequate service to customers. While the Gorst UGA is already served by both PSE and CNG, the increased number of connections is likely to require the installation of additional transmission and distribution infrastructure or upgrades to existing infrastructure, particularly in previously undeveloped portions of the UGA, such as the existing mine site. This infrastructure would be upgraded or installed at the time new development occurs, and connections would be made at the time of customer request.

While the Preferred Alternative would create a higher residential demand for electric and natural gas service than the No Action Alternative or Alternative 2 and a slightly lower residential demand than Alternative 3, the Preferred Alternative would create the least commercial power demand of the studied alternatives as it has the lowest job

growth. Compared with the size of PSE and CNG's regional customer bases, the growth anticipated in the Gorst UGA under the Preferred Alternative is relatively small and is unlikely to have any significant impacts on the regional provision of electric or natural gas service in Kitsap County.

Solid Waste

The Preferred Alternative growth is slightly lower than for Alternative 3 (the maximum residential alternative), and assumes a 2035 Gorst UGA population of 1,282, which is an increase of 1,060 residents over current population levels and 978 persons more than the No Action level of growth.

Based on a solid waste generation rate of 5 lbs/capita/day and recycling rate of 2 lbs/capita/day, the No Action Alternative produces a countywide total of 301,000 tons of solid waste and 121,000 tons of recycling per year. The Preferred Alternative would add 892 tons of solid waste and 357 tons of recycling per year more than the No Action Alternative (less than 1% change, and slightly less than Alternative 3). These totals could be managed with existing landfill capacity.

Water, Wastewater, and Stormwater

Under the Preferred Alternative, the Watershed Characterization & Framework Plan would be adopted, along with LID and stormwater standards. Similar to Alternatives 2 and 3, construction activities associated with the Preferred Alternative could result in minor short-term disruption of service. Similar to Alternatives 1, 2, and 3, the Gorst UGA would be served by current water service providers, which have adequate water source capacity for growth. New development at the mine site would require developer installed improvements for adequate distribution of drinking water. Similar to Alternatives 2 and 3, adoption of the Watershed Characterization & Framework Plan would ensure a directive for enhancing and protecting water for human use by residents of the UGA. Compared to Alternative 3, the Preferred Alternative supports less job growth at 298 jobs, and slightly less population growth at 1,060 persons over the next 20 to 30 years. This projected growth is not accounted for in the Kitsap County CFP, though it can be amended with the analysis in this EIS and the Gorst Subarea Plan. Preferred Alternative growth would substantially increase demand for wastewater treatment, but similar to Alternatives 2 and 3, the current wastewater system has the capacity to accommodate the anticipated growth. Extension of sewer mains and improvements to existing pump stations may be required for the proposed Neighborhood Mixed Use zone in the mine area. A preliminary analysis of sewer capacity at the mine, where approximately 96 acres currently used for mineral resources would be converted to Neighborhood Mixed Use, results in a projected sanitary flow consistent with the recommended 8-inch diameter system documented in the Kitsap County CFP. This system could accommodate the addition residential population at the mine site. In addition, the proposed new residential area would require developer installed improvements to the wastewater system to accommodate new growth.

Similar to Alternatives 2 and 3, the watershed characterization model identifies the Gorst UGA as a restoration and development zone. The reclassification of industrial areas to open space/recreation provides a greater area than Alternative 1 for stormwater infiltration. Under the Preferred Alternative, reclassification of commercial areas to mixed used development and the extension of low intensity development patterns from the marine shoreline to the Gorst Creek floodplain provide a moderate opportunity to reduce impervious surface and stormwater runoff over that provided under Alternatives 2 and 3. Potential redevelopment across the UGA also provides opportunities for protection of critical areas such as the Gorst-Parish floodplain complex and encourages greater floodplain storage and reduces stormwater runoff.

Overall, the Preferred Alternative would have a minor effect on utilities from short-term construction related disruptions of service and long-term redevelopment of high density commercial areas with mixed use developments. The substantial increase in residential development and population would affect demand on existing utility services. A comparison of impervious area shows an increase in impervious area over the Alternative 1 No Action option, due to the added development of the mine site and mixed use areas, and slightly less than Alternatives 2 and 3 with the correction of buildable land information to remove the railroad right of way. As

described in Section 3.2, the stormwater standards would be stricter, zero direct discharge of untreated stormwater would be allowed, where circumstances allow (recurrence interval, percent total rainfall, etc.), and greater water quality standards would be instituted. The long-term effects of replacing the existing high density commercial developments with a low intensity waterfront along the shoreline and low intensity mixed use on the Gorst Creek floodplain, and implementing the adopted Watershed Characterization & Framework Plan would have a beneficial effect on stormwater management.

Telecommunications

Under the Preferred Alternative, residential and commercial growth in the Gorst UGA would increase in accordance with the proposed land use designations and zoning, bringing an additional 1,060 residents and 298 jobs to the area. Growth in the UGA would increase demand for telecommunications service. The increased demand could potentially require additional infrastructure or upgrades to existing infrastructure, particularly in previously undeveloped portions of the UGA, such as the existing mine site. This infrastructure would be upgraded or installed at the time new development occurs, and connections would be made at the time of customer request.

While the Preferred Alternative would create a higher residential demand for telecommunications service than the No Action Alternative or Alternative 2, it would create the least commercial demand of the studied alternatives. Compared with the size of the regional customer bases for each of the service providers, the anticipated growth in the Gorst UGA is relatively small and is unlikely to have any significant impacts on the regional provision of telecommunication services in Kitsap County.

3.14 Relationship to Plans and Policies

All alternatives would maintain adopted land use plans in the watershed, which maintains consistency with current Kitsap County and City of Bremerton plans. All alternatives also maintain present UGA boundaries, allowing for consistency with GMA provisions regarding UGA sizing. Last, each alternative has been developed and reviewed during public outreach opportunities as identified in Section 2 *Alternatives*. Comparisons of alternatives' consistency with state, regional, and local plans follows.

Watershed Planning

The Preferred Alternative corrects the northern Gorst Creek Watershed boundary based on public input and agency evaluation; this is applicable to all studied alternatives. The County should apply the corrected boundary in future watershed planning updates for the adjacent Chico Creek Watershed.

GMA Planning Goals

Similar to Alternatives 2 and 3, the Preferred Alternative meets GMA goals for economic and housing growth in urban areas, supported by transportation and public facility improvements. The Preferred Alternative would apply shoreline and critical area regulations. The Preferred Alternative would further meet the intent of GMA goals for open space and environmental protection. It extends the low intensity concept from the marine shoreline to the Gorst Creek floodplain. Upon annexation, the City of Bremerton would apply the Gorst Creek Management Overlay concept of riparian protection and incentives for stream enhancement and restoration, adapting an option studied in Draft EIS Appendix D.

Countywide Population Forecasts

Similar to Alternatives 2 and 3, the Preferred Alternative assumes greater population allocations than found in the countywide planning policies (CPPs).

Countywide Planning Policies, Vision 2040 and Transportation 2040

Similar to Alternatives 2 and 3, the Preferred Alternative would be consistent by focusing growth in UGAs and offering employment and housing opportunities.

Similar to Alternatives 2 and 3, the Preferred Alternative would promote joint City-County planning for an assigned UGA consistent with CPPs. All facilities and services addressed in this EIS are consistent with CPP guidance for joint planning and service transition.

Similar to Alternatives 2 and 3, the Preferred Alternative uses a science-based and landscape level approach to identifying areas of protection, restoration, and development with BMPs to protect water processes and habitat. It extends the low intensity concept from the marine shoreline to the Gorst Creek floodplain.

In terms of reducing congestion, the mixed use pattern and lower commercial growth in the Preferred Alternative (similar to Alternative 3) provides less congestion and may in the future provide more support to transit use.

Kitsap County and Bremerton Comprehensive Plans

This alternative meets County land use policies that assign the Gorst UGA to Bremerton and that promote joint planning with UGA management agreements.

This alternative promotes Gorst as the southern gateway to the City of Bremerton, a concept in the City of Bremerton's Comprehensive Plan. This alternative meets City of Bremerton policies that support subarea planning for different types of centers in the community

Shoreline Master Program and Critical Areas

The adoption of the Gorst Subarea Plan is an opportunity to develop joint standards for stream and shoreline protection. The Preferred Subarea Plan adapts one of the shoreline buffer options (Gorst Creek Management Overlay modified to apply should the City annex the UGA) from the Draft EIS Appendix D *Shoreline Buffer Comparison & Options* to provide for compatibility of standards. The proposed Gorst Creek Management Overlay would encourage enhancement and restoration of the creek.

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4.0 CLARIFICATIONS AND CORRECTIONS

4.1 Fact Sheet

The Draft EIS Fact Sheet should be amended as follows to show the extended northern watershed boundary based on public comment and agency evaluation:

Proposed Action and Alternatives

*** Products of the planning effort to date include a Draft Gorst Creek Watershed Characterization & Framework Plan for the approximately 6,570,000-acre watershed as a whole and a Draft Gorst Subarea Plan for the 335-acre Gorst UGA. This Draft Gorst Planned Action Environmental Impact Statement (Draft EIS) evaluates possible environmental impacts of the draft plans and alternatives. ***

4.2 Chapter 1

See Chapter 1 of this Final EIS, which provides clarifications and corrections in track changes.

4.3 Chapter 2

See Chapter 2 of this Final EIS, which provides clarifications and corrections in track changes. In addition, Figures 2-6 and 2-8 were amended in this Final EIS to add a missing note (corresponding to the asterisk on the mine site):

Note: Mineral resource extraction may continue in near term. The following Draft EIS figures were amended in this Final EIS (see Chapter 2) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 2-1 Watershed Aerial
- Figure 2-3 Gorst Land Use
- Figure 2-10 Watershed Assessment Units
- Figure 2-12 Fish Passage Barriers

4.4 Section 3.1: Geology/Soils

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.1-1 Gorst Creek Watershed: Geology.

The following table is amended to add the soil types for the extended northern watershed boundary based on public comment and agency evaluation:

Table 3.1-1
Soil Types in the Gorst Creek Watershed and Gorst UGA, and Their Associated Construction Limitations and Erosion Hazard Potential

Map Unit	Acres in Watershed ¹	Acres in UGA	Constructability of UGA Soils (Limitations for Building and Street Development)	Erodibility/Erosion Hazard
Alderwood Very Gravelly Sandy Loam	1,1 <u>39</u> 09	0	Slight to severe, depending on slope	Slight – less than 15 percent slope; moderate – 15 to 30 percent slope
Kilchis Very Gravelly Sandy Loam	1, <u>338</u> 006	50	Severe (shallow depth to rock)	Moderate to severe (rapid runoff)

Map Unit	Acres in Watershed ¹	Acres in UGA	Constructability of UGA Soils (Limitations for Building and Street Development)	Erodibility/Erosion Hazard
Ragnar Fine Sandy Loam	996 86	33	Slight	Moderate – less than 6 percent slope; severe – greater than 6 percent slope
Harstine Gravelly Sandy Loam	693 737	25	Moderate to severe (wetness)	Slight – less than 15 percent slope; moderate – 15 to 30 percent slope
Schneider Very Gravelly Loam	405 356	0	Severe (steep slopes)	Severe (rapid runoff)
Indianola Loamy Sand	330 2	53	Slight to severe, depending on slope	Slight – less than 6 percent slope; moderate – 6 to 10 percent slope
Kitsap Silt Loam	318 7	28	Moderate to severe (wetness)	Slight – less than 8 percent slope; moderate – 8 to 15 percent slope; severe – greater than 15 percent slope
Dystric Xerothents	249	4	Severe (steep slopes)	High
Indianola-Kitsap Complex	256	5	See information for Indianola and Kitsap map units.	See information for Indianola and Kitsap map units.
Neilton Gravelly Loamy Sand	274 55	0	Slight to severe, depending on slope	Slight
McKenna Gravelly Loam	146 2	0	Severe (ponding)	None (water is ponded)
Kilchis-Shelton Complex	130	0	Severe (shallow depth to rock, wetness, slope)	Severe (very rapid runoff)
Norma Fine Sandy Loam	119	31	Severe (ponding)	Slight
Urban Land-Alderwood Complex (0 to 8 percent slope)	55	55	Slight to moderate (wetness, cemented pan, slope)	Slight; moderate on slopes (slow runoff)
Water	45 9	2	NA	NA
Pits	32	32	NA	NA
Shalcar Muck	14	0	Severe (ponding, low strength)	None to slight (water is ponded)
Tacoma Silt Loam	11	11	Severe (floods, wetness)	None

Note: ¹Watershed refers to the entire Gorst Creek Watershed, inclusive of the UGA.

Source: USDA Soil Conservation Service 1980; USDA Natural Resources Conservation Service 2013a,b

4.5 Section 3.2: Water Resources

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.2-1 Water Resources

The Water Resources affected environment on page 3-12 should be amended as follows to show the extended northern watershed boundary based on public comment and agency evaluation:

Watershed

The Gorst watershed is located in the Kitsap Basin (Water Resource Inventory Area [WRIA] 15) and within the 5th field Hydrologic Unit Code (HUC) 1711001901. Streams in the Gorst Watershed drain to Puget Sound and the Sinclair Inlet and are typical lowland type streams with moderate gradients. Most streams originate from lakes, headwater wetlands, or seepage from groundwater discharge. The watershed is approximately 6,000-570 acres in the southwestern portion of Kitsap County and mostly undeveloped. Approximately 3,000 acres are forested land owned by the City of Bremerton ~~of Bremerton~~ and zoned as CUL. The intent of the CUL zone is to preserve resource-related functions of land, and to protect watersheds and timberlands. Approximately 120 acres are developed (City of Bremerton 2012). A detailed description of land use and zoning is provided in Section 3.7 Land Use Patterns. Although the watershed includes industrial development in the SKIA UGA and scattered rural residences in the Sunnyslope area, most of the development is found in the lower watershed within the Gorst UGA.

On page 3-12, the second paragraph under hydrology and water quality, should be corrected grammatically:

Gorst Creek is approximately four-miles-long and originates in the Sunnyslope area from a headwater wetland complex (southern portion of the watershed). The headwaters of Gorst Creek are generally flat with a relatively narrow riparian buffer that is constrained by rural residences, Sunnyslope Road SW, and SR 3. The middle reach is undeveloped with a riparian buffer in good condition. The lower reach is in the Gorst UGA and described ~~in the~~ below. The Gorst Creek Salmon Rearing Facility, jointly operated with the Suquamish Tribe, WDFW, and Kitsap Poggie Club, is located approximately 0.75 mile upstream from the mouth of Gorst Creek at Sinclair Inlet (City of Bremerton 2011).

On page 3-12, third paragraph under hydrology and water quality, should reflect the study area boundary modification.

Heins Creek ~~is approximately two miles long and originates from~~ flows into Alexander Lake in the northern portion of the watershed. ~~South of Alexander Lake, Heins Creek continues and is~~ relatively straight and drains to Gorst Creek. Heins Lake contributes flow to the Gorst ~~Creek W~~ watershed ~~but is part of the larger basin outside of the study area and not described in the Draft EIS~~. Heins Creek is undeveloped with a riparian buffer that is constrained by a railroad grade. Heins Creek is in good condition (May and Peterson 2003). Jarstad Creek is 1.5-miles-long and also in the north portion of the watershed. The riparian buffer is only disturbed by forest roads and a transmission line corridor. Jarstad Creek has the greatest value for salmon conservation in the watershed (May and Peterson 2003). Parish Creek is 2-miles-long and originates in the southern portion of the watershed in the Sunnyslope area. Parish Creek has a moderately steep gradient and flows north through a ravine eventually draining to Gorst Creek. Parish Creek has flooding issues near the confluence with Gorst Creek related to the culvert under West Belfair Valley Road.

Amend the fourth paragraph on page 3-15 to reflect recent water quality information:

Gorst Creek between river mile 0 and 1.6 does not meet the water quality standards for dissolved oxygen and was placed in Water Quality Assessment Category 5 and Ecology's 303(d) List of Impaired Waters (Ecology 2012). The bacteria water quality standard in Gorst Creek is currently in the Water Quality Assessment Category 4b. Historically, Gorst Creek has not met fecal coliform standards and was placed in Water Quality Assessment Category 5 by the EPA. Ecology reclassified Gorst Creek as Category 4b in 2004 due to Kitsap County's Pollution Surface and Stormwater Management Program. The ~~KCHD-Kitsap Public Health District (KPHD)~~ currently monitors water quality in Gorst Creek from a monitoring station located at the mouth of Gorst Creek. Gorst Creek met the state fecal coliform standard in water years 2009-2010

(October 2009 through September 2010), 2010-2011, and 2011-2012. Cleanup work in the watershed has helped reduce pollution (City of Bremerton 2012).

4.6 Section 3.3: Air Quality

No changes are identified for this section.

4.7 Section 3.4: Plants and Animals

The following table is amended to add the land cover for the extended northern watershed boundary based on public comment and agency evaluation:

Table 3.4-1
Land Cover Types within the Gorst Creek Watershed and the Gorst UGA

Land Cover Type	Acreage in Watershed ¹	Acreage in UGA
Evergreen Forest	3,677,381	4
Mixed Forest	657,38	23
Deciduous Forest	301,290	33
Shrubland	235,44	1
Grasslands, herbaceous	167,1	21
Woody Wetlands	104,95	9
Emergent, Herbaceous Wetlands	45,2	14
Bare Rock	38,4	4
Open Water	15,3	0
Total Undeveloped	5,239,486	109
Developed, Open Space	805,788	50
Developed, Low Intensity	341,35	58
Developed, Medium Intensity	133,29	63
Developed, High Intensity	55	48
Total Developed	1,334,07	219
Total	6,573,472	328

Note: ¹Watershed refers to the entire Gorst Creek Watershed, inclusive of the UGA.

Source: USGS Land Cover Data (Homer et al. 2007)

The following text above Table 3.4-2 on page 3-57 is amended to correct the reference to the rearing facility on Gorst Creek:

Freshwater Habitats – Gorst Creek and its tributaries provide important habitat and refugia for fish populations, including salmon and other anadromous species. Gorst Creek is inhabited by chinook, chum, and coho salmon, steelhead trout, and cutthroat trout. Based on the 2003 Kitsap Salmonid Refugia Report (May and Peterson 2003 in City of Bremerton 2012), Gorst Creek is a class C salmonid refugia, which means that it has been altered from natural conditions and does not fully support native salmonid populations. Among tributaries to Gorst Creek, Jarstad Creek has the greatest value for salmonid conservation. Heins Creek and portions of Gorst Creek also had a relatively high salmonid conservation value, while Parish Creek and Lower Gorst Creek had a relatively low value. Without the influence of the Gorst ~~Creek Fish Hatchery~~Rearing Facility, portions of the watershed would likely classify as Class B refugia, and the watershed has the potential to contribute to the recovery of federally listed salmonid species. Table 3.4-2

Occurrence of Anadromous Fish Species in the Gorst Creek Watershed summarizes documented use of freshwater habitats within the watershed by anadromous fish species.

Text in the second paragraph of Page 3-59 is amended to correct the reference to the Gorst Rearing Facility:

A variety of marine fauna occur in the Sinclair Inlet, including oysters, clams, crabs, mussels, scallops, octopus, and numerous species of fish, including various salmonids, surf smelt, English sole, rock sole, and starry flounder (National Park Service 2011). The Sinclair Inlet provides rearing habitat for juvenile Chinook salmon. The Gorst ~~Creek Hatchery-Rearing Facility~~ has a large influence on the estuary, and ~~hatchery-rearing facility~~ fish make up 40 to 100 percent of the juvenile Chinook ~~salmon~~ in the estuary, depending on the season. In Sinclair Inlet, juvenile Chinook salmon are most abundant near the mouth of Gorst Creek (Fresh et al. 2006 in City of Bremerton 2012).

Text on Page 3-62 is amended to correct the reference to the Gorst Rearing Facility:

Chinook Salmon. Fall Chinook salmon occur in portions of Gorst Creek, Heins Creek, and Parish Creek, as well as in the Sinclair Inlet. Gorst Creek provides known spawning and juvenile rearing habitat, and Heins and Parish creeks provide known spawning habitat (WDFW 2013a). These stretches of stream are mapped as critical habitat for Chinook salmon. Juvenile fish originating in the Gorst ~~Creek Hatchery-Rearing Facility~~ comprise a large proportion of juvenile salmon in the study area, although fish from wild stocks are also present. Juvenile salmon from 14 different watersheds and as far away as the Fraser River in Canada have been documented in the Sinclair Inlet. Designated critical habitat for Chinook salmon occurs within the Gorst UGA, in portions of Gorst Creek, Parish Creek, and Heins Creek

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.4-1 Gorst Creek Watershed: Land Cover

4.8 Section 3.5: Noise

No changes are identified for this section.

4.9 Section 3.6: Hazardous Materials

No changes are identified for this section.

4.10 Section 3.7: Land Use Patterns

The Land Use Patterns affected environment should be amended as follows to show the extended northern watershed boundary based on public comment and agency evaluation:

Watershed

Existing Land Use

The Gorst Creek watershed encompasses approximately ~~6,000~~570 acres in southwestern Kitsap County, of which the majority is undeveloped or engaged in natural resource uses. Approximately 120 acres are developed for commercial, industrial, or residential uses. Most of this development is concentrated near where the creek flows into Sinclair Inlet, within the Gorst UGA. Low to moderate-intensity development is also present in the south-central portion of the watershed in the form of a residential subdivision and some associated commercial and industrial development. Figure 3.7-1 *Gorst Watershed Planning Area: Current Land Use* shows existing land use throughout the Gorst Creek Watershed.

The following Draft EIS figures were amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.7-1 Gorst Watershed Planning Area: Current Land Use
- Figure 3.7-2 Land Cover

The following table is amended with a note to clarify a correction in right of way boundary for the railroad.

Table 3.7-3
Land Use Acres Comparison (Total Parcel Acres by Zone)

Zone	Acres	Percent
Alternative 1		
High Intensity Commercial Mixed Use	121.9	43
Mineral Resource	96.3	34
Low Density Residential	35.3	13
Industrial	27.2	10
TOTAL	280.7	100
Alternative 2		
Commercial Corridor	127.8	46
Medium Density Residential	105.4	38
Low Density Residential	31.6	11
Open Space/Recreation	16.0	6
TOTAL	280.7	100
Alternative 3		
Neighborhood Mixed Use	105.4	38
Gorst Mixed Use	103.3	37
Gorst Creek Residential	31.6	11
Low Intensity Waterfront	24.5	9
Open Space/Recreation	16.0	6
TOTAL	280.7	100

Source: Kitsap County 2012; BERK

Note: The railroad right of way was inadvertently treated as a parcel in the Draft EIS alternatives and slightly overstates the parcel acres by about 14.1 acres. It does not alter the order of magnitude difference among alternatives since the right of way was included in the three Draft EIS Alternatives.

4.11 Section 3.8: Socio-Economics

No changes are identified for this section.

4.12 Section 3.9: Aesthetics

No changes are identified for this section.

4.13 Section 3.10: Cultural Resources

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.10-1 Cultural Probability Map

4.14 Section 3.11: Transportation

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.11 Existing Roadway Map

Amend page 3-157, below Table 3.11-3, to clarify levels of service (LOS) on State Routes:

City of Bremerton Roadways LOS standards are as follows: V=Volume and C= capacity.

- Maintain LOS E or better (v/C less than or equal to 1.0) in the SR 303 (Warren/Wheaton) corridor, Kitsap way (SR 310), Sylvan Way, and the Manette Bridge.
- Maintain LOS D or better (V/C less than or equal to 0.9) on all other arterial streets in the City of Bremerton.

However, while the City identifies the LOS measures above in its Transportation Element, the City also notes that some state routes are subject to different standards: "...WSDOT sets LOS standards for Highways of Statewide Significance (HSS), including State Routes (SR) 304, 310 and 3 in the City of Bremerton." See the discussion below for more information.

WSDOT Standards for HSS Facilities WSDOT sets LOS standards for use in evaluating the performance of HSS facilities based on RCW 47.06.140 (2), which in the Gorst UGA consist of all or portions of SR 3, and SR 16.

Table 3.11-4 *LOS Standards for Highways of Statewide Significance* presents the congestion indices for urban and rural highways (freeway and arterial types) that equate to an urban LOS D and a rural LOS C for peak-hour travel.

The final bullet on page 3-164 is amended as follows to clarify the status of improvements:

- As part of the improvements for the SR16/SR 3 intersection area, WSDOT is in the process of evaluatinghas generally evaluated a number of potential improvements (WSDOT 2012), including whether a roundabout would be feasible at this location to eliminate the existing merging, weaving, and access issues. However, additional study is needed, and there is no funding for additional analysis, or a defined improvement at this time.

The preamble text to Table 3.11-9 is corrected to match the table results.

The table shows that ~~63-69.25~~ percent of the state highway miles in ~~Kitsap CountyGorst~~ are projected to be deficient under Alternatives 1 and 2 and ~~63-61.48~~ percent are projected to be deficient under Alternative 23.

Table 3.11-9
Projected State Highway Deficiencies by 2035

State Highway	Total Length (miles)	Alternative 1		Alternative 2		Alternative 3	
		Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length
SR 3	2.7	1.87	69.25	1.87	69.25	1.66	61.48
SR 16	1.14	0	0	0	0	0	0
Total	3.84	1.87	48.67	1.87	48.67	1.66	43.22

Source: Kitsap County 2013

The analysis of Alternative 2 is corrected to reference households rather than housing units, as it is the unit of measure applied in the transportation model.

Impacts of Alternative 3

Alternative 3 would convert the resource area along Sinclair Heights to residential but with a different mix of residential than Alternative 2. Under this alternative, an additional 536 ~~housing units~~households would be added in comparison to Alternative 1. However due to the presence of small scale commercial developments near the residential development as well as the inclusion of trails and pedestrian facilities, these additional housing units would actually result in a reduction in the volumes on the local county roadway as compared to Alternative 2. As with Alternative 2, the traffic projections for this alternative show that the majority of the trips generated from the new residential developments are directed north toward Werner Road to access employment areas to the north and east while the remaining trips are directed to the southwest and east via Belfair Road and Sam Christopherson Avenue. ***

4.15 Section 3.12: Public Services

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.12-1 Public Facilities

Fire Protection and EMS

The following text is amended to address the extended watershed boundary to the north:

Affected Environment

Watershed

Fire protection and EMS within the Gorst Creek watershed is provided by the Bremerton Fire Department and South Kitsap Fire and Rescue (SKFR). Bremerton Fire Department serves those areas within the corporate limits of the City of Bremerton, and SKFR serves the unincorporated portions of the watershed, as well as the City of Port Orchard and the Bremerton National Airport under contractual agreements.

In the northern part of the watershed that is unincorporated there is no assigned district. As described in the Kitsap County Capital Facility Plan (Kitsap County 2012c), fire protection districts in Kitsap County have entered into agreements with the Washington State Department of Natural Resources (DNR) to jointly fight fires on state-owned land and private forestland. DNR has no responsibility or authority in incorporated areas of the county. Each municipality is responsible for all fires within its boundaries. For the unincorporated lands, DNR and some fire districts have split up fire protection and suppression responsibility through creation of a fire protection zone (FPZ). DNR has protection responsibility for non-structural fires within an FPZ. The fire district protects all other unincorporated areas as well as structures within the FPZ. DNR policy is that they will not fight structure fires. Any structure within a fire district's boundaries is the responsibility of the district. DNR also protects certain state land parcels regardless of location. DNR is a signatory on the countywide mutual aid agreement and will respond when requested.

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.12-2 Fire Stations

The following text is amended to correct an acronym:

Alternative 1

*****City of Bremerton Impacts.** ***Fire district fire protection service, equipment and facilities are funded almost exclusively by levies. If annexation occurs, Bremerton Fire Department would have access to additional revenues and could be funded by the City of Bremerton's general fund, with revenue from property and other taxes. This revenue increase could partially or fully offset any increased need for services and facilities. Alternatively, the City of Bremerton could contract with the SKFR for continued service provision from ~~SKFP~~ SKFR Station 16, which is located just outside the Gorst UGA boundary. In this case there would also likely be sufficient revenues from the area to fund the contracted services.

Alternative 2

*****City of Bremerton Impacts.** ***Fire district fire protection service, equipment and facilities are funded almost exclusively by levies. If annexation occurs, Bremerton Fire Department would have access to additional revenues and could be funded by the City of Bremerton's general fund, with revenue from property and other taxes. This revenue increase could partially or fully offset any increased need for services and facilities. Also, if it was determined that it was more efficient to continue to serve the fire and EMS needs of the Gorst UGA from the ~~SKFR~~ SKFP station 16, then the revenues from the annexation and new growth in the area would likely be adequate to support contracted services for this area.

Alternative 3

*****City of Bremerton Impacts.** ***Fire district fire protection service, equipment and facilities are funded almost exclusively by levies. If annexation occurs, Bremerton Fire Department would have access to additional revenues and could be funded by the City of Bremerton's general fund, with revenue from property and other taxes. This revenue increase could partially or fully offset any increased need for services and facilities. Also, if it was determined that it was more efficient to continue to serve the fire and EMS needs of the Gorst UGA from the ~~SKFR~~ SKFP station 16, then the revenues from the annexation and new growth in the area would likely be adequate to support contracted services for this area.

Law Enforcement

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.12-3 Law Enforcement

Schools

The following paragraphs have small corrections to match tabular comparison in the Draft EIS.

Alternative 2

Table 3.12-16 *Projected SKSD LOS – Alternative 2* summarizes projected capacity for SKSD in 2035 based on current capacity, planned capacity improvements, and projected enrollment based on household growth. The analysis is shown based on both permanent capacity and capacity including interim facilities. This Alternative has a higher level of projected growth than Alternative 1, but less than Alternative ~~2~~3.

Table 3.12-16
Projected SKSD LOS – Alternative 2

Time Period	Student per Household Ratio ¹	House-holds	Enroll-ment ²	Perm. Capacity	Net Reserve or (Deficiency)	Total Capacity ³	Net Reserve or (Deficiency)
2011	0.38	25,860	9,742	9,065	(677)	10,834	1,092
<i>Additional Planned Capacity Through 2035</i>				1,900		1,900	
2035 Alternative 2	0.42	36,158	15,139	10,965	(4,174)	12,734	(2,405)

Note: ¹ This is the effective ratio calculated by applying the multifamily and single family generation rates to growth in those specific types of households.

² October 2011 headcount from OSPI.

³ Includes permanent and interim (portables) facilities.

Source: SKSD, 2012; Washington State OSPI, 2012; Washington State OFM, 2012; and BERK, 2013

By 2035, SKSD is estimated to have a deficit of about 2,400 student spaces under Alternative 2. This is about ~~200-212~~ additional students that the District would need to plan for above the No Action level of growth.

Alternative 3

Table 3.12-17 *Projected SKSD LOS – Alternative 3* summarizes projected capacity for SKSD in 2035 based on current capacity, planned capacity improvements, and projected enrollment based on household growth. The analysis is shown based on both permanent capacity and capacity including interim facilities. This Alternative has a higher level of projected growth than Alternative 1, ~~but less and slightly more~~ than Alternative 2.

Table 3.12-17
Projected SKSD LOS – Alternative 3

Time Period	Student per Household Ratio ¹	House-holds	Enroll-ment ²	Perm. Capacity	Net Reserve or (Deficiency)	Total Capacity ³	Net Reserve or (Deficiency)
2011	0.38	25,860	9,742	9,065	(677)	10,834	1,092
<i>Additional Planned Capacity Through 2035</i>				1,900		1,900	
2035 Alternative 3	0.42	36,217	15,164	10,965	(4,199)	12,734	(2,430)

Note: ¹ This is the effective ratio calculated by applying the multifamily and single family generation rates to growth in those specific types of households.

² October 2011 headcount from OSPI.

³ Includes permanent and interim (portables) facilities.

Source: SKSD, 2012; Washington State OSPI, 2012; Washington State OFM, 2012; and BERK, 2013

By 2035, SKSD is estimated to have a deficit of about 2,430 student spaces under Alternative 3. This is about ~~230-237~~ additional students the District would need to accommodate by 2035, compared to the adopted No Action level of growth.

Parks, Recreation, and Open Space

The following Draft EIS figure was amended in this Final EIS (see end of this Chapter) to show the extended northern watershed boundary based on public comment and agency evaluation:

- Figure 3.12-4 Parks

Libraries

No changes are identified for this section.

4.16 Section 3.13: Utilities

Power

No changes are identified for this section.

Solid Waste

The following corrections are made to match the order of magnitude difference among population growth of the Draft EIS alternatives.

Alternative 2

Alternative 2 models a moderate growth level for the Gorst UGA, higher than under the No Action Alternative but lower than under Alternative 3. Alternative 2 assumes a 2035 Gorst UGA population of 1,207, which is an increase of 985 residents over current population levels and 903 persons above the No Action Alternative.

~~Assuming Based on~~ a solid waste generation rate of 5 lbs/capita/day and recycling rate of 2 lbs/capita/day ~~results in about the No Action Alternative produces a countywide total of~~ 301,000 tons of solid waste and 121,000 tons of recycling per year. Alternative 2 would add 824 tons of solid waste per year and 330 tons of recycling per year to the No Action totals (less than 1% change). These totals could be managed with existing landfill capacity.

Alternative 3

Alternative 3 models the highest growth level for the Gorst UGA, and assumes a 2035 Gorst UGA population of 1,304, which is an increase of 1,082 residents over current population levels and about 1,000 persons more than the No Action Alternative.

~~Assuming Based on~~ a solid waste generation rate of 5 lbs/capita/day and recycling rate of 2 lbs/capita/day ~~results in about the No Action Alternative produces a countywide total of~~ 301,000 tons of solid waste and 121,000 tons of recycling per year. Alternative 3 would add 913 tons of solid waste and 365 tons of recycling per year more than the No Action Alternative (less than 1% change). These totals could be managed with existing landfill capacity.

Water, Wastewater, and Stormwater

A correction in a comparison is made for Alternative 3 in the following paragraph:

Alternative 3

***Similar to Alternative 2, the watershed characterization model identifies the Gorst UGA as a restoration and development zone. The reclassification of industrial areas to open space/recreation provides a greater area than Alternative ~~2-1~~ for stormwater infiltration. The reclassification of commercial areas to mixed used development has moderate opportunity to reduce impervious surface and stormwater runoff but greater than Alternative 2. Potential redevelopment across the UGA also provides s opportunities for protection of critical areas such as the Gorst-Parish floodplain complex and encourages s greater floodplain storage and reduces s stormwater runoff.

Telecommunications

No changes are identified for this section.

4.17 Section 3.14: Relationship to Plans and Policies

The text on page 3-247 below the second bullet is clarified as follows:

Relevant to the Gorst Creek Watershed Framework & Characterization Planning efforts, Kitsap County has a policy supporting coordinated cross-jurisdictional watershed and habitat protection efforts:

Policy NS-52 Work with other government jurisdictions to coordinate watershed management and habitat protection efforts for watersheds and corridors that cross jurisdictional boundaries.

The text on page 3-253 is amended to correct references to the Gorst Rearing Facility:

The Suquamish Tribe

The Suquamish Tribe has control over developments that occur~~s~~ on their reservation lands and are responsible for developing plans to guide that growth. The Suquamish Tribe has usual and accustomed~~ed~~ fishing and hunting areas throughout the county~~z~~, including Gorst. Together with Washington State, the Suquamish Tribe co-manages a hatchery-rearing facility on Gorst Creek and takes an active role in managing the natural resources within the watershed.

The text on page 3-262 is amended to correct references to the Gorst Rearing Facility:

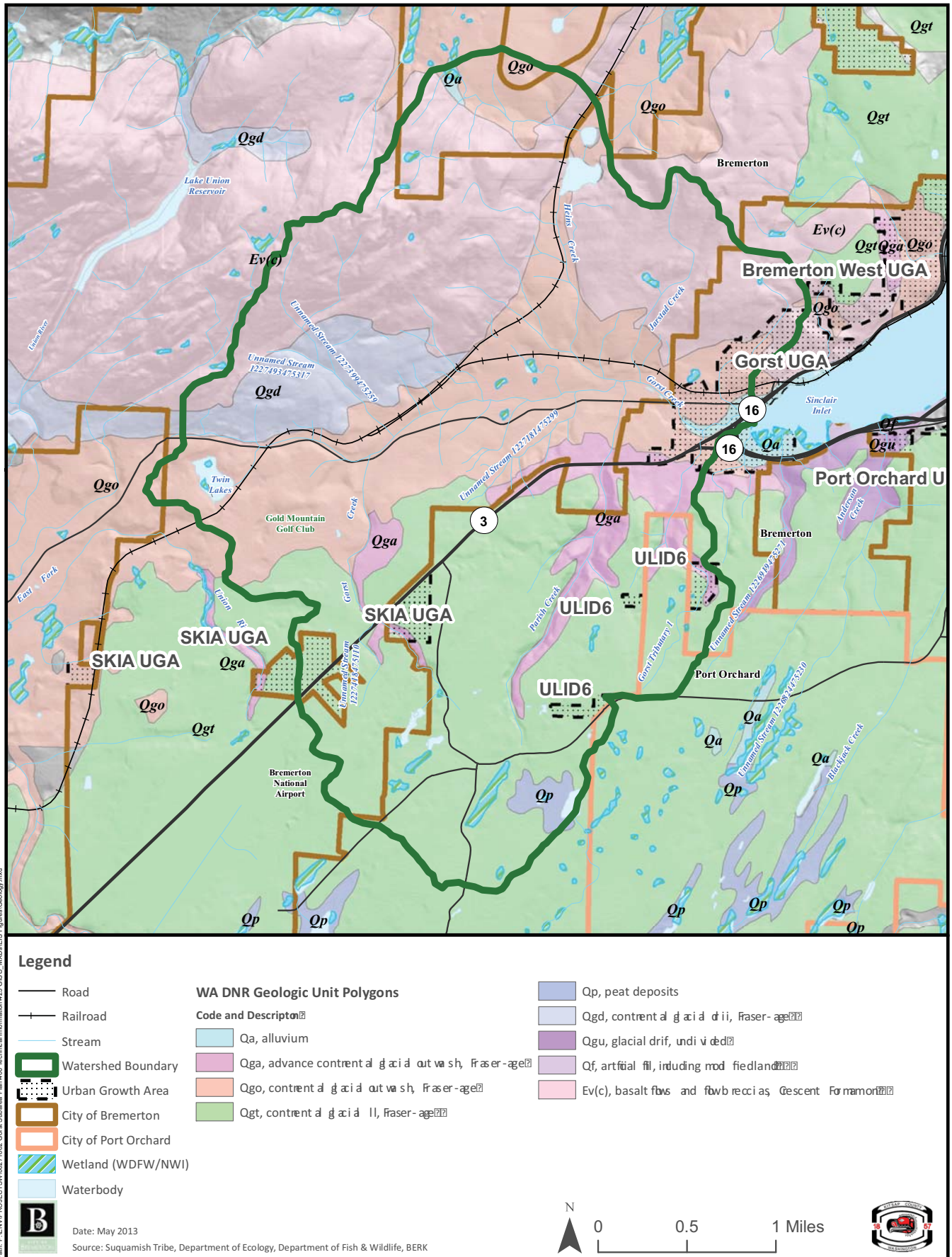
The Suquamish Tribe

The study area includes the Suquamish Tribes usual and accustomed fishing and hunting areas, as well as the Gorst ~~Creek Hatchery~~Rearing Facility. There are also cultural resources important to the tribe in the Gorst UGA and elsewhere.

Alternative 1, No Action, would continue current plans in the watershed. There would be less coordination regarding areas of protection and restoration, such as removal of fish passage barriers.

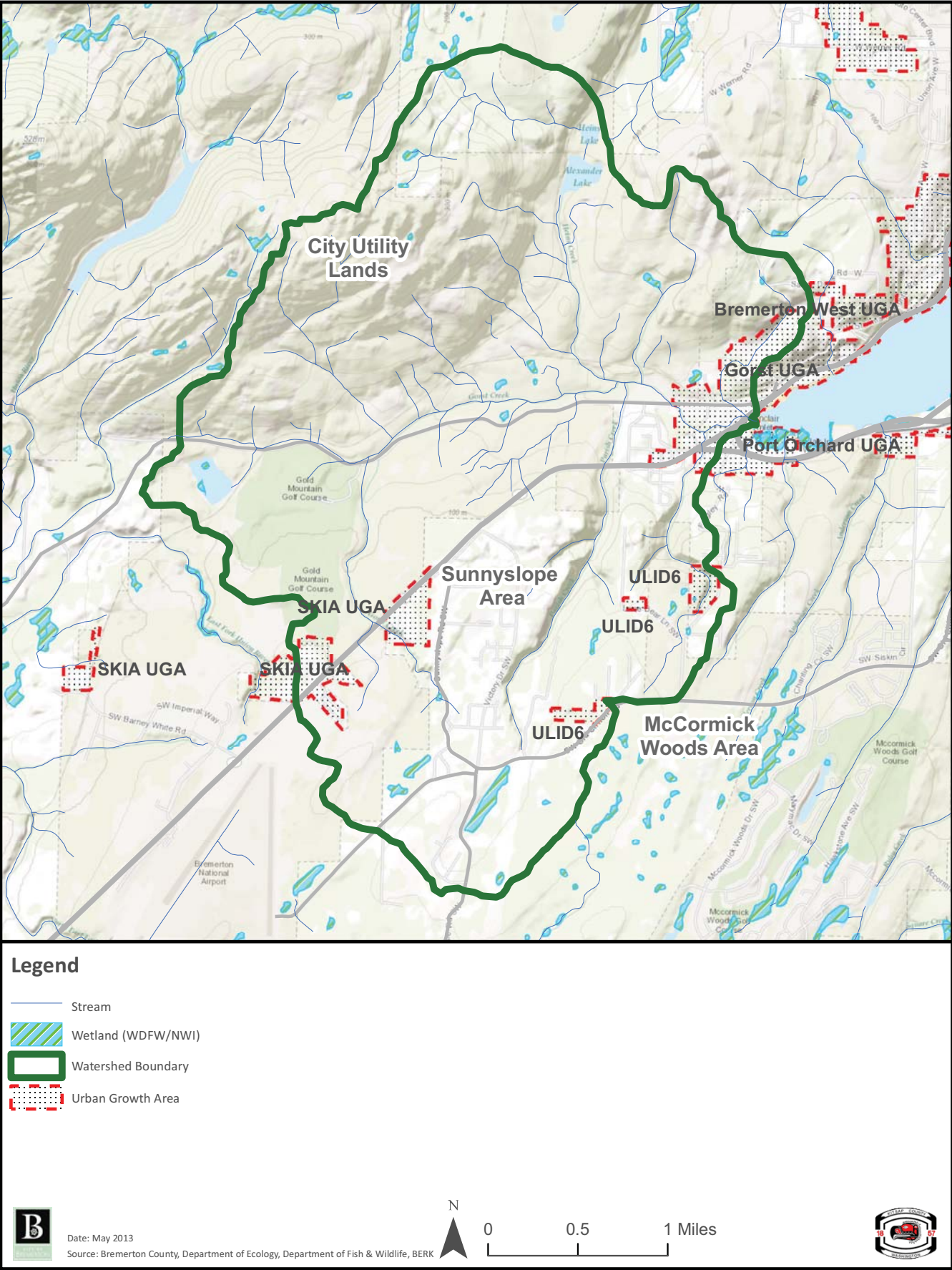
Action alternatives would implement a Watershed Characterization & Framework Plan that could better promote habitat restoration and protection and remove fish passage barriers. The Gorst Subarea Plan would include policies and plans also intended to operationalize BMPs of the watershed characterization.

FIGURE 3.1-1 GORST CREEK WATERSHED: GEOLOGY



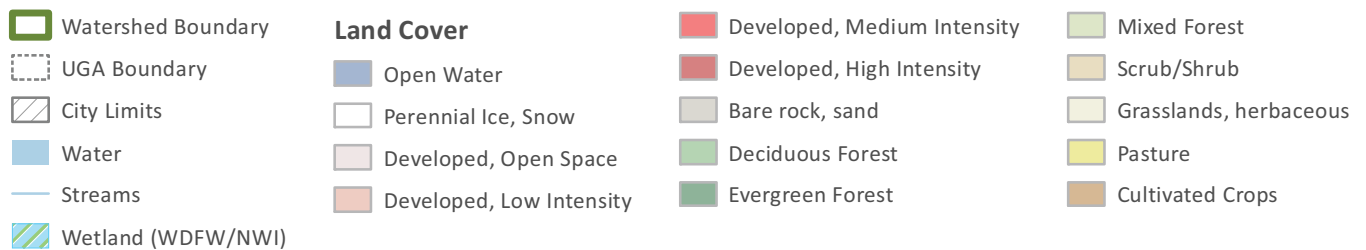
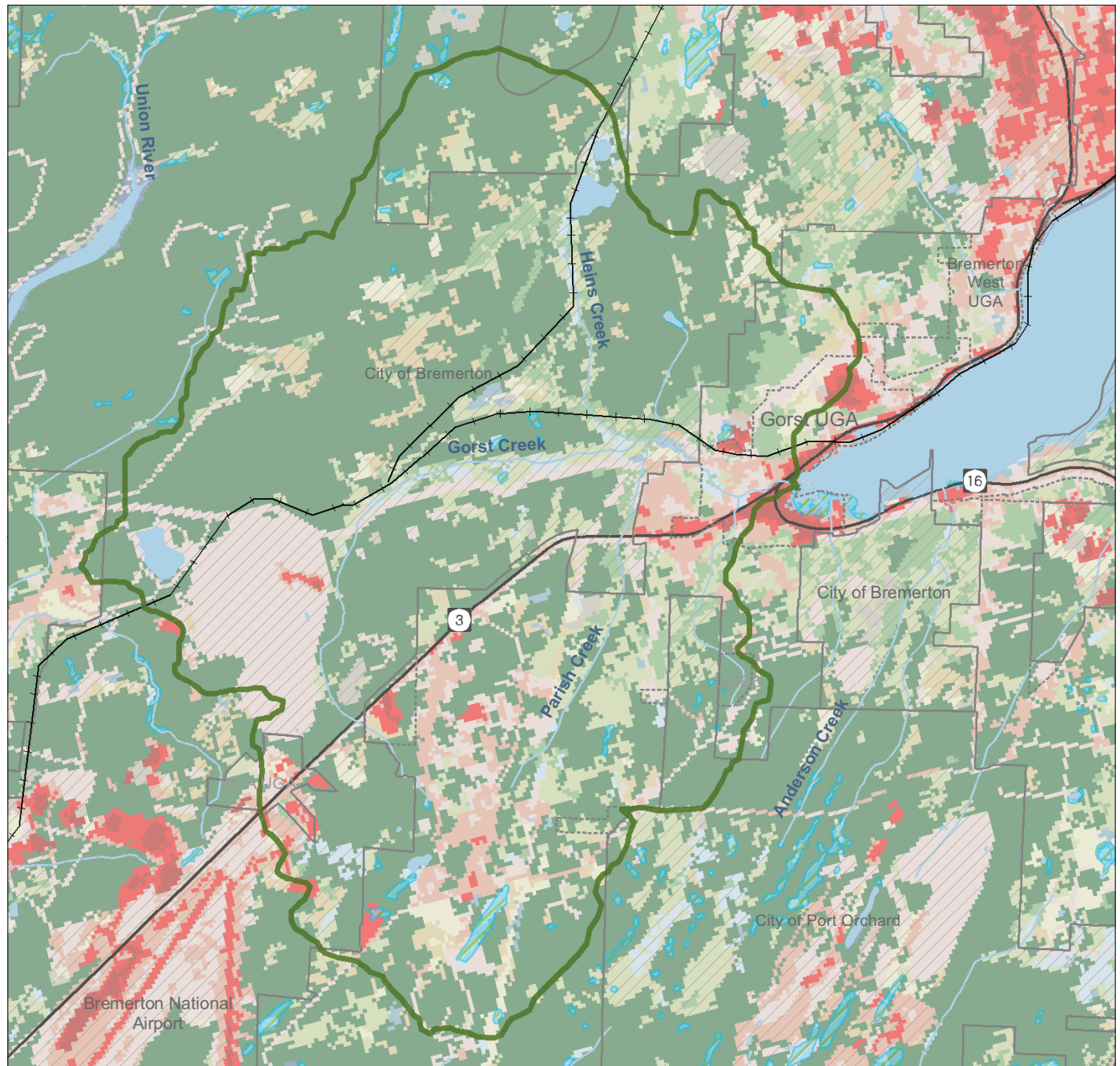
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FIGURE 3.2-1 GORST CREEK WATERSHED: WATER RESOURCES

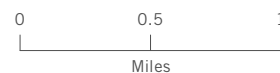


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FIGURE 3.4-1 GORST CREEK WATERSHED: LAND COVER

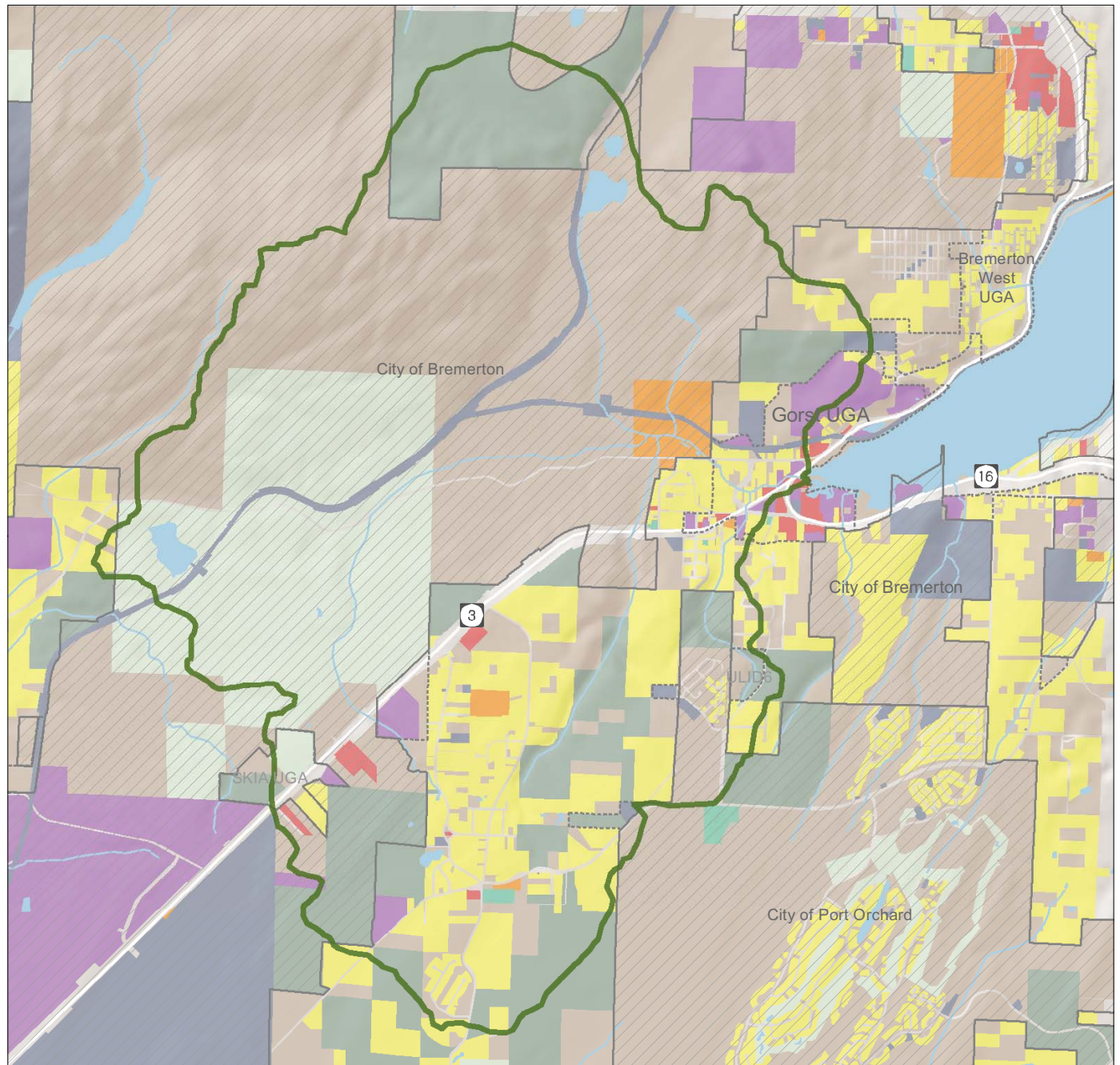


Date: September 2013
Source: Parametrix, Department of Ecology, Department of Fish & Wildlife, USGS, BERK



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FIGURE 3.7-1 GORST WATERSHED PLANNING AREA: CURRENT LAND USE



Legend

- Watershed Boundary
- UGA Boundary
- City Limits
- Water
- Streams

Current Land Use

- Residential
- Commercial
- Recreational
- Institutional
- Industrial
- Transportation/Utilities
- Public Facility
- Forestry
- Undeveloped



Date: September 2013
Source: Kitsap County, BERK

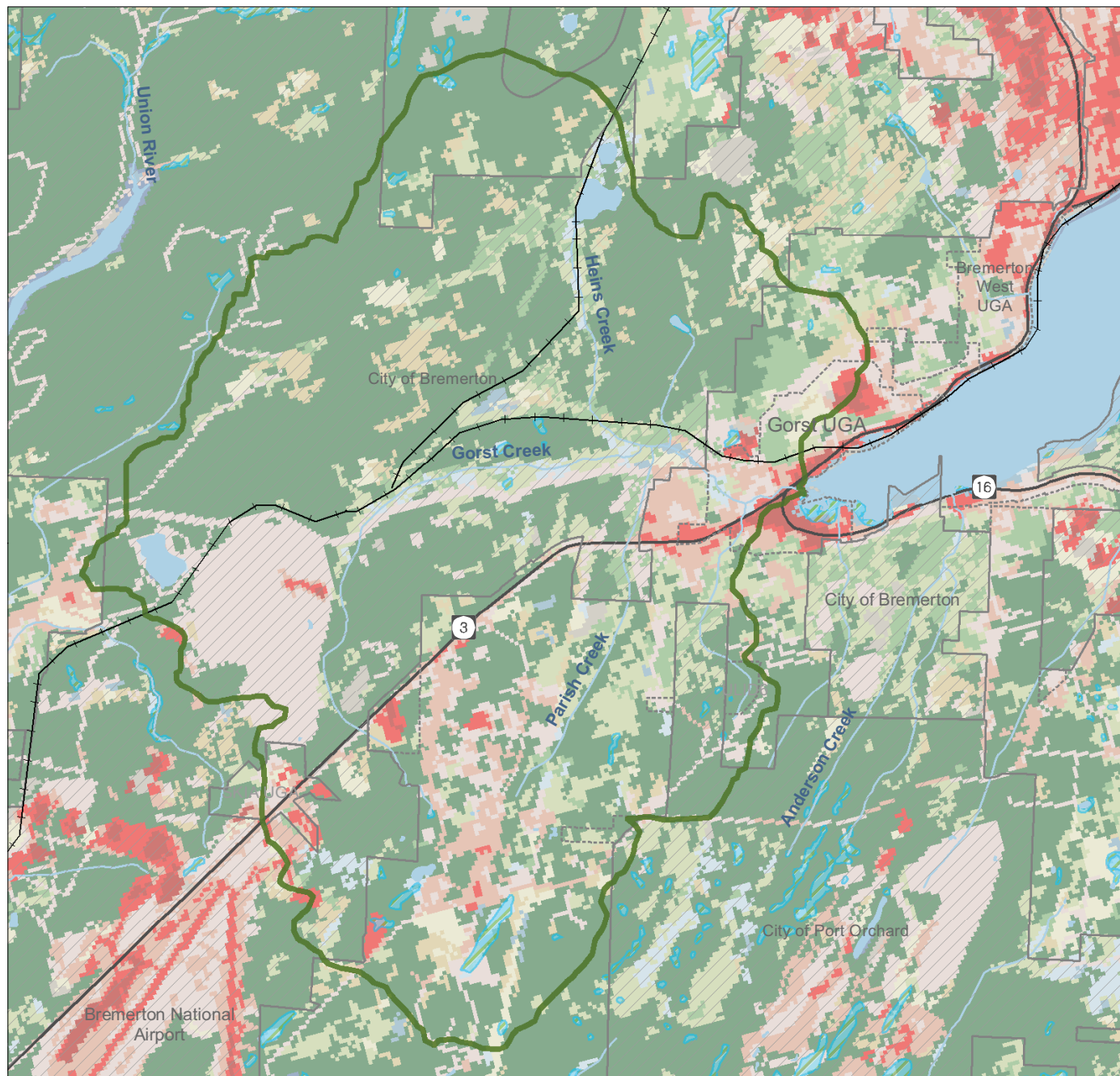


0 0.55 1.1
Miles

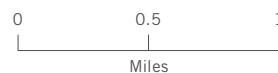


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FIGURE 3.7-2 GORST CREEK WATERSHED: LAND COVER

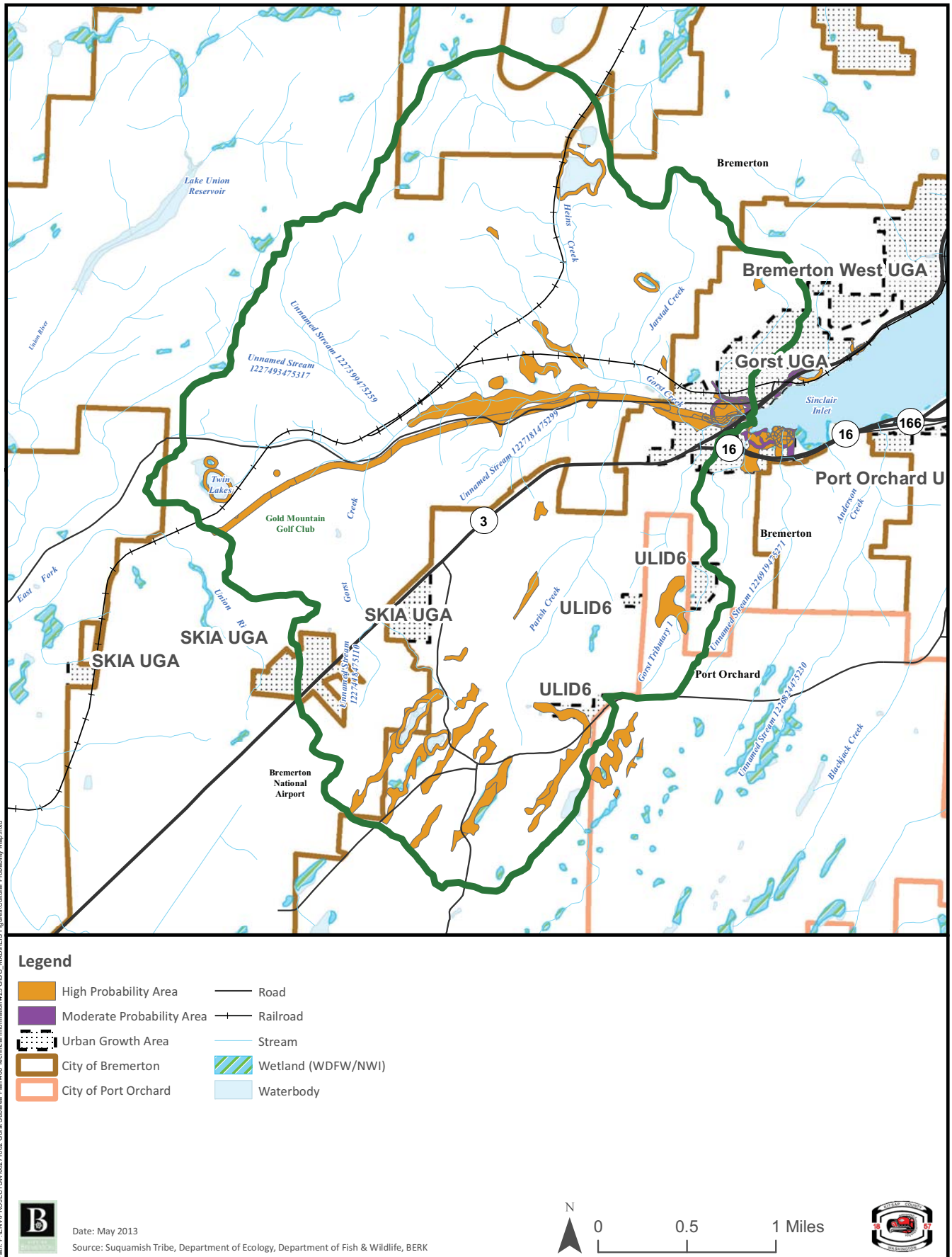


Date: September 2013
Source: Parametrix, Department of Ecology, Department of Fish & Wildlife, USGS, BERK



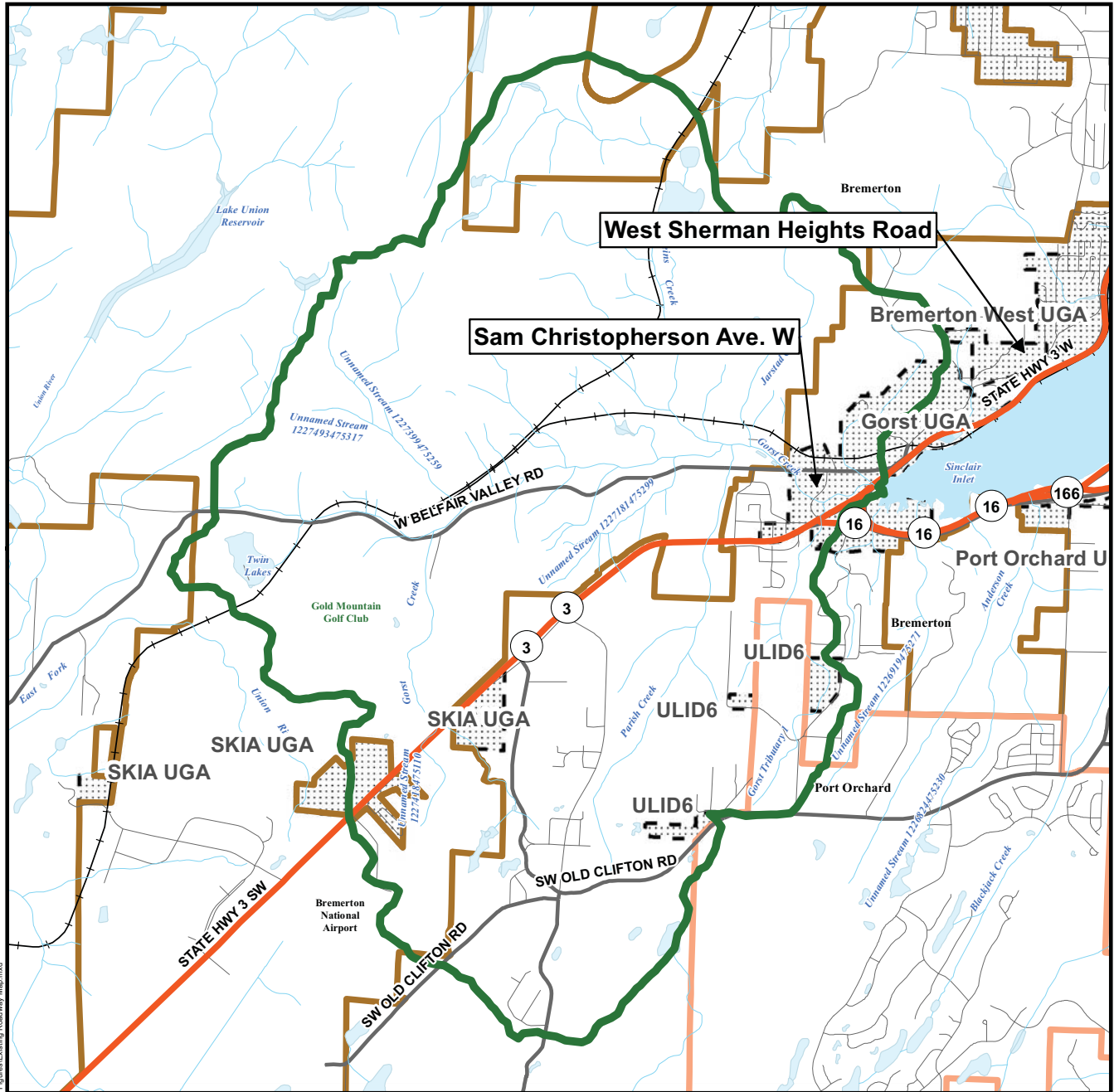
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FIGURE 3.10-1 GORST CREEK WATERSHED: CULTURAL RESOURCES PROBABILITY



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FIGURE 3.11-1 GORST CREEK WATERSHED: EXISTING ROADWAY INVENTORY



Legend

- Watershed Boundary
- State Route
- Urban Growth Area
- Primary Road
- City of Bremerton
- Secondary Road
- City of Port Orchard
- Railroad
- Waterbody
- Stream



Date: May 2013
Source: Kitsap County, Department of Ecology, Department of Fish & Wildlife, BERK

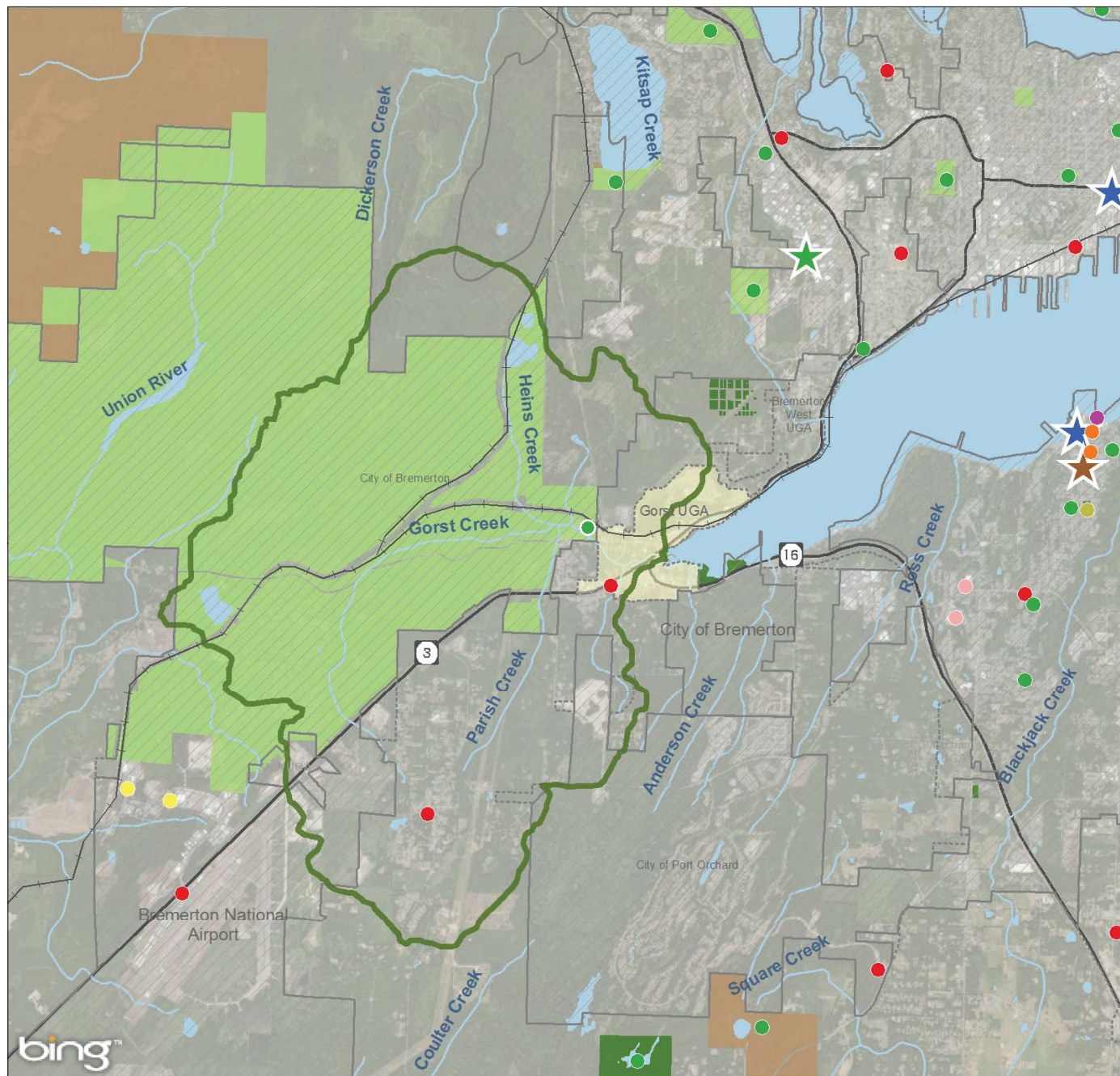


0 0.5 1 Miles



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FIGURE 3.12-1 GORST WATERSHED PLANNING AREA: PUBLIC FACILITIES



- Watershed Boundary
- UGA Boundary
- City Limits
- Water
- Streams

- Community Facilities**
- Community Center
 - Museum
 - Public Library
 - Solid Waste Disposal Facility
 - Urgent Care Clinic
 - Park
 - Fire Station

- Law Enforcement Facilities**
- Police Department
 - Kitsap County Sheriff
 - Washington State Patrol

- Open Space**
- Bremerton
 - Kitsap County
 - State



Date: September 2013
Source: Parametrix, Department of Natural Resources, Department of Fish and Wildlife, BERK

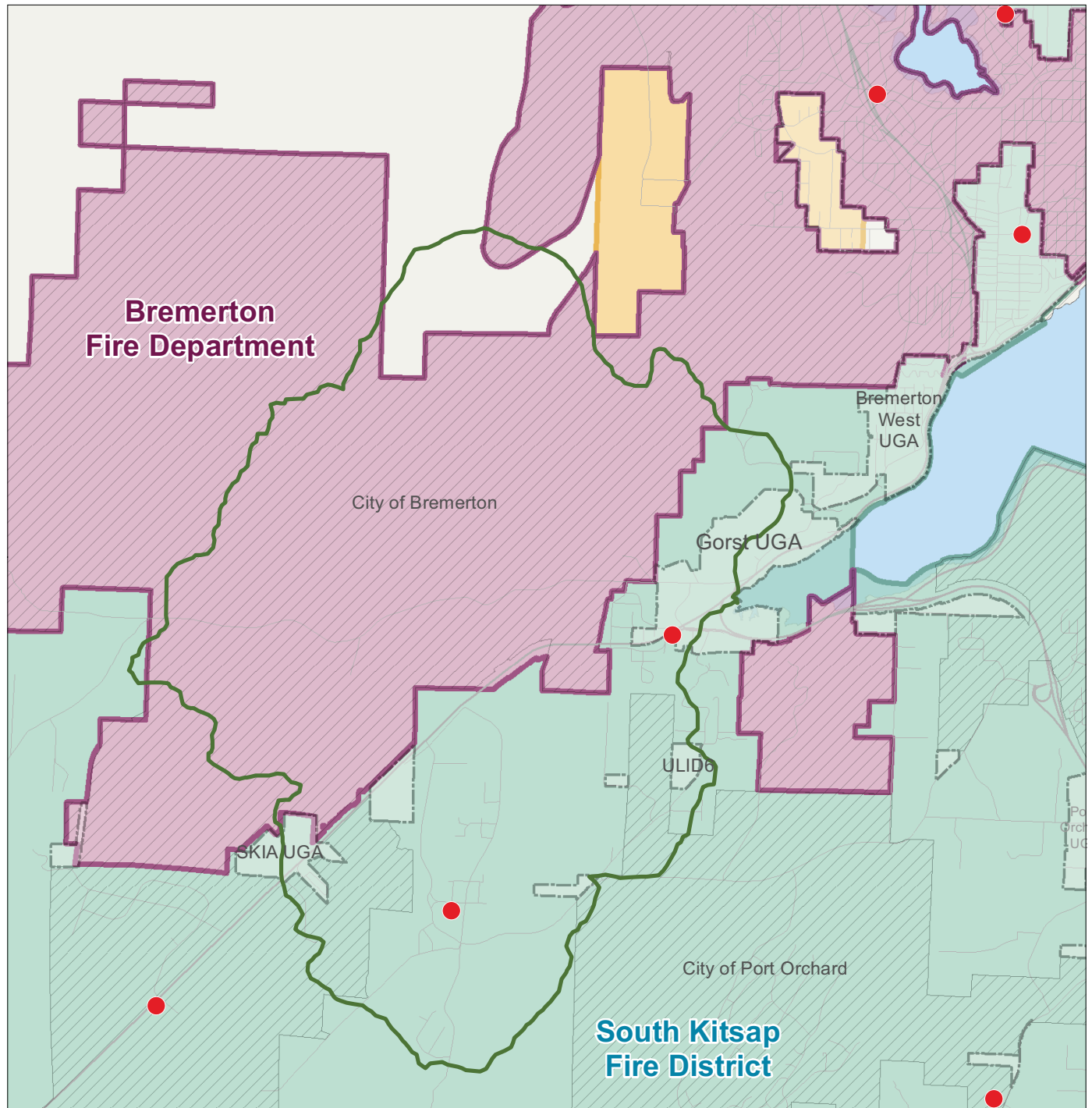


0 1 2
Miles



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FIGURE 3.12-2 GORST CREEK WATERSHED: FIRE STATION MAP



Fire Districts

Central Kitsap

South Kitsap

Bremerton

Fire Stations

Urban Growth Area Boundary

Incorporated City Boundary

Watershed Boundary



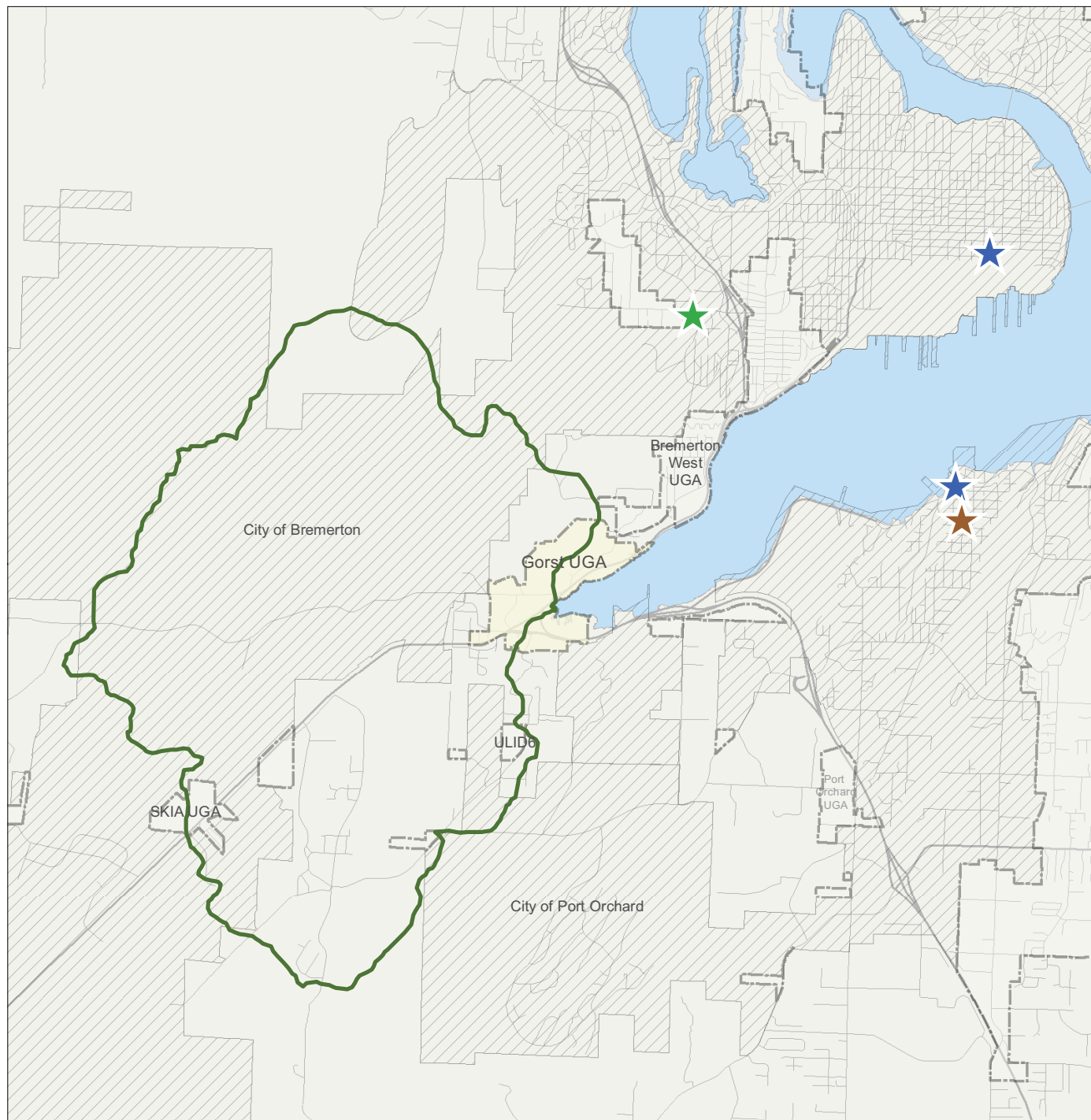
Date: September 2013

Source: Parametrix, Department of Natural Resources, Department of Fish and Wildlife, BERK









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FIGURE 3.12-3 GORST CREEK WATERSHED: LAW ENFORCEMENT FACILITIES MAP



Law Enforcement Facilities

-  Police Department
-  Kitsap County Sheriff
-  Washington State Patrol

-  Urban Growth Area Boundary
-  Incorporated City Boundary
-  Watershed Boundary



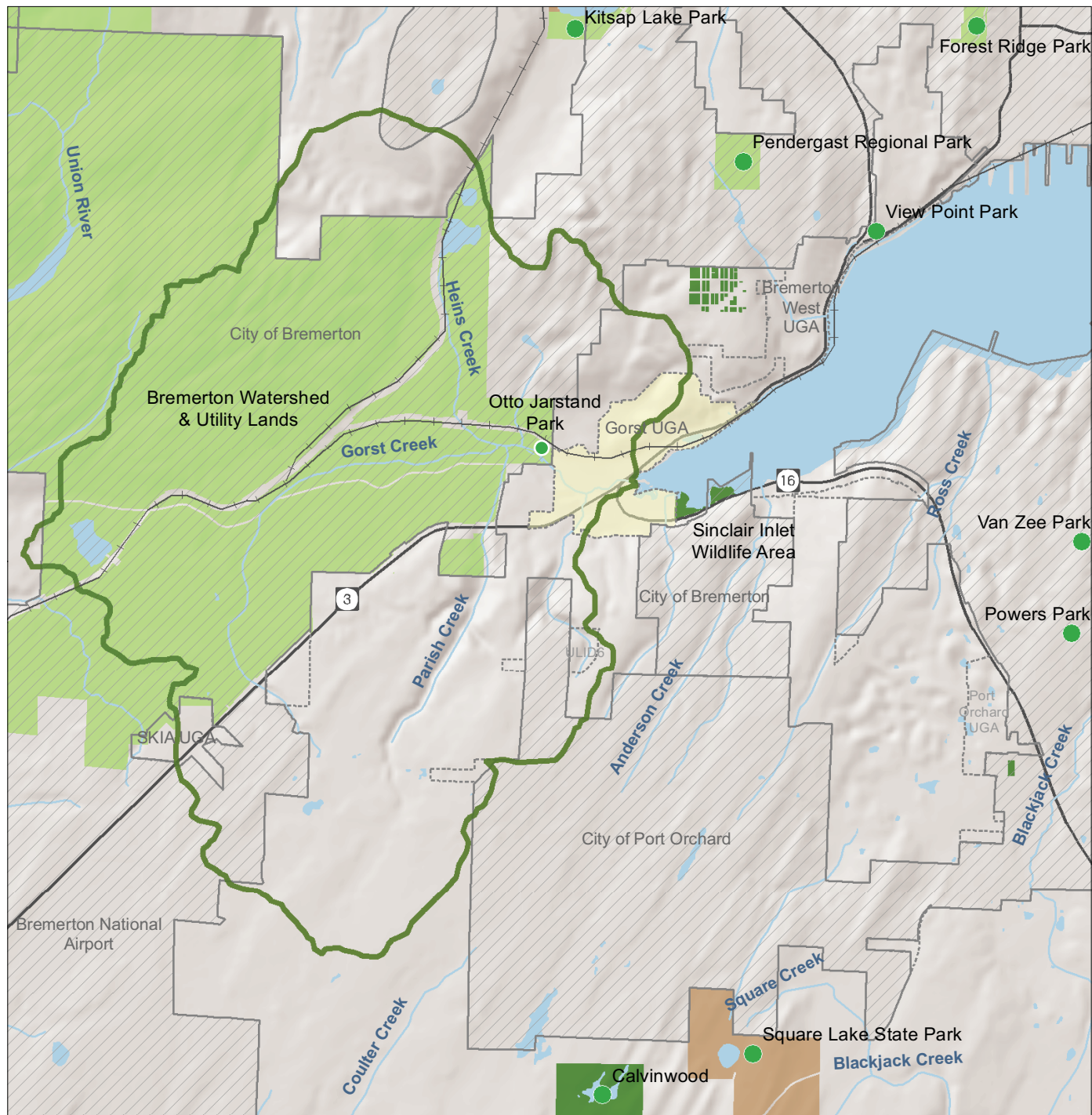
Date: September 2013

Source: Kitsap County Sheriff, Bremerton Police Department, Washington State Patrol, Port Orchard Police Department



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FIGURE 3.12-4 GORST CREEK WATERSHED: PARKS, RECREATION, AND OPEN SPACE



- | | | |
|--------------------|-----------|----------------------------|
| Watershed Boundary | Park | South Kitsap Park District |
| UGA Boundary | Private | Kitsap County |
| City Limits | Bremerton | State |
| Water | | |
| Streams | | |



Date: September 2013

Source: Parametrix, Department of Natural Resources, Department of Fish and Wildlife, BERK



0 0.5 1
Miles



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5.0 RESPONSES TO COMMENTS

This chapter provides responses to public comments made during a 45-day comment period on the Draft EIS between June 10 and July 24, 2013.

5.1 Public Comments

A total of 10 comment letters and four website comment forms were received during the public comment period from government agencies, interest groups, and citizens. In addition, two members of the public spoke at Bremerton Planning Commission meetings in June and July 2013.

Table 5-1 contains a list of the public comments received. Responses to these comments are found in Section 5-2. Comment letters marked to correspond to the responses are provided in Section 5.3.

Table 5-1. List of Commenters

Date	Letter Number	Name	Organization
Letters			
July 23, 2013	1	Allison O'Sullivan, Biologist	Suquamish Tribe
July 23, 2013	2	Dennis Engel, Transportation Training Manager	WSDOT, Olympic Region
July 17, 2013	3	Leslie Banigan, Inspector, Water Pollution Identification and Correction Program	Kitsap Public Health District
June 18, 2013	4	Leslie Banigan, Inspector, Water Pollution Identification and Correction Program	Kitsap Public Health District
June 17, 2013	5	Jack Stanfill, President	Chico Creek Task Force
June 28, 2013	6	Jack Stanfill, President	Chico Creek Task Force
July 24, 2013	7	Shawn Dinkuhn	Sustainable Bremerton
July 18, 2013	8	Doug Engebretson	
July 23, 2013	9	Katherine O'Brien	
July 25, 2013	10	Katherine O'Brien	
Website Comment Forms			
June 10, 2013		Suzi Ramsdell	
June 14, 2013		Deidre McKeel	
July 13, 2013		Julie Jones	
July 24, 2013		Susan Digby	
Bremerton Planning Commission Meeting Comments			
June 18, 2013		Jack Stanfill, President	Chico Creek Task Force
June 18, 2013		Larry Matel	
July 16, 2013		Jack Stanfill, President	Chico Creek Task Force
July 16, 2013		Larry Matel	

5.2 Responses to Comments

This section provides responses to the comments received on the Draft EIS. Comment letters are provided in Section 5.3. Table 5-2 contains responses to comments; the numbering of the comments corresponds to the numbering added to the actual comment letters.

Comments that state an opinion or preference are acknowledged with a response that indicates that the comment is noted and forwarded to the appropriate decision-makers. Comments that ask questions, request clarifications or corrections, or are related to the Draft EIS are provided a response that explains the approach, offers corrections, or provides other appropriate information.

Table 5-2. Comment Letters and Responses

Comment	Response
Alison O' Sullivan, Biologist, Suquamish Tribe, July 23, 2013	
1-1	Thank you for your comment. Corrections to reference the Gorst Rearing Facility are made in Chapter 4 of this Final EIS.
1-2	The Planned Action Ordinance would not replace critical area regulations that would require site-specific review of critical areas such as wetlands. Those wetland regulations would still apply as presently adopted or as amended in the future. Development would not vest to those regulations.
1-3	<p>The City and County intend to notify the tribe of development projects in accordance with state laws and rules and county and city codes.</p> <p>The Draft Planned Action Ordinance in Draft EIS Appendix B includes a provision similar to the SKIA Planned Action Ordinance:</p> <p style="padding-left: 40px;">The decision of the [City's] [County's] SEPA Responsible Official regarding qualification of a project as a Planned Action is a Type 1 decision. The SEPA Responsible Official shall notify the applicant of his/her decision. Notice of the determination shall also be mailed or otherwise verifiably delivered to federal recognized tribal governments and to agencies with jurisdiction over the planned action project, pursuant to Chapter 1, Laws of 2012 (Engrossed Substitute Senate Bill (ESSB) 6406).</p>
1-4	County and City critical area regulations would apply to headwater wetlands and any other type of wetland. In addition, the Watershed Characterization & Framework Plan also promotes wetland restoration efforts in the watershed.
1-5	The Tribe's preference for Alternative 3 is noted and forwarded to decision makers. As described in Final EIS Chapter 2, the Preferred Alternative is similar to Alternative 3.
1-6	The Tribe's request to modify Alternative 3 in the Gorst UGA to reflect less intense uses along the floodplain and headwaters. The Preferred Alternative in this Final EIS applies Low Intensity Mixed Use along the Gorst Creek floodplain recognizing the sensitive areas and listed species. This designation extends the reduced intensity concept of the Low Intensity Waterfront along the marine shoreline to the Gorst Creek floodplain. The Gorst Creek Residential designation on the balance of the stream corridor would require low impact development and clustering as well. Headwater wetlands in the watershed are largely in City Utility Lands that have a limited potential for alteration (see Chapter 2) and on rural lands where the Watershed plan promotes low impact development.
1-7	<p>The Kitsap County Final EIS for the UGA Sizing and Composition Remand (Kitsap County 2012a) found that with implementation of the Kitsap County Preferred Alternative Comprehensive Plan, including growth in the cities, SKIA and Gorst, impervious area would make up between 29.9 percent to 30.9 percent in the larger Sinclair Inlet watershed area; no estimates were available at the Gorst Creek Watershed boundaries only. Since the Gorst Creek Watershed outside of the Gorst UGA is not planned for land use changes, this result will apply to all alternatives for territory outside of the Gorst UGA. See Draft EIS Table 3.13-3 for an estimate of impervious area in the Sinclair Inlet watershed that includes the Gorst Creek Watershed.</p> <p>Please also note that the Preferred Gorst Creek Watershed Characterization & Framework Plan includes proposed monitoring objectives, including an indicator addressing the amount of effective impervious area in the watershed.</p>

Comment	Response
1-8	The Draft and Preferred Gorst Creek Watershed Characterization & Framework Plan and Gorst Subarea Plans propose zero discharge where circumstances allow (recurrence interval, percent total rainfall, etc.) and stringent water quality standards, as well as application of low impact development standards. See the Preferred Gorst Subarea Plan under separate cover for proposed stormwater regulations.
1-9	The comment is noted and forwarded to appropriate decision makers. City and County critical area and shoreline regulations address mitigation sequencing. Those regulations would apply in the Gorst UGA and the watershed.
1-10	Thank you for your review of the buffer options. The comment is noted and forwarded to appropriate decision makers. Additionally, the Preferred Subarea Plan adapts one of the shoreline buffer options (Gorst Creek Management Overlay modified to apply should the City annex the UGA) from the Draft EIS Appendix D <i>Shoreline Buffer Comparison & Options</i> to provide for compatibility of standards. Adaptations include moving some principles from Zone A to Zone B and from Zone B to Zone C as suggested. Native plants are emphasized to a greater degree in the Preferred Gorst Subarea Plan management zone recommendations as suggested (see Gorst Subarea Plan under separate cover). Minimal public access is allowed (perpendicular only; with a spacing requirement; and with a buffer enhancement requirement) to both recognize public access goals of the Shoreline Management Act while ensuring appropriate environmental standards to protect ecological functions.
1-11	The Preferred Gorst Subarea Plan (under separate cover) includes a list of fish passage barrier improvements that would be part of the Gorst Subarea Plan Capital Facility program.
Dennis Engel, Transportation Planning Manager, WSDOT Olympic Region, July 23, 2013	
2-1	<p>Thank you for your comments. It should be noted a transportation model is a planning level tool commonly used by local governments in comprehensive planning efforts; the County used its countywide model in its own Comprehensive Plan Update in 2012 as well as for the Gorst subarea planning efforts. The model is not finely detailed, and does not necessarily include loading points in the ideal locations for smaller area studies. However, at a planning level, volumes, congestion, and mitigation have been determined for an order of magnitude comparison. Additionally, the mitigation measures identify the need for site specific studies. The City and County intend to require project level traffic analysis similar to their current code requirements, and can require such studies in the Planned Action Ordinance.</p> <p>Gorst is not a large residential or commercial community, and the alternatives do test modest mixes of residential and commercial growth. Final EIS Table 3-1 Summary of Gorst Area Travel Statistics (similar to information in Draft EIS Section 3.11 as well) shows that the daily trips attributed to the Gorst alternatives above "no action" range from 1,844 (Preferred Alternative) to 2,823 (Alternative 3) are between 3 and 8% of the average daily trips on the state routes today. 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. These statistics are from WSDOT's Bremerton Economic Development Study (2012).</p>
2-2	Thank you for noting the correct LOS measure for SR 310. The standards are quoted from the City's Transportation Element. However the City's Transportation Element goes on to say "the Washington State Department of Transportation (WSDOT) sets LOS standards for Highways of Statewide Significance (HSS), including State Routes (SR) 304, 310 and 3 in the City of Bremerton. For HSS routes, WSDOT uses an average daily traffic to capacity ratio (ACR) standard, and has adopted a standard of ACR 10 (which approximates to LOS D) for these routes. State law exempts HSS routes from local concurrency regulation." Clarification is made in Final EIS Chapter 4.
2-3	WSDOT's Bremerton Economic Development Study (2012) notes the potential for a roundabout; however, the City and County understand there are no preferred improvements, and that there is no funded plan at this point. See Chapter 4 of this Final EIS for clarifications.
2-4	Thank you for your question. The information in Table 3.11-6 strictly addresses volume/capacity ratios.
2-5	<p>The County's concurrency threshold is countywide and allows up to 15% of total roadways to fail the County's segment LOS. The growth studied in Gorst does not trip concurrency countywide.</p> <p>Based on individual deficiencies with volume/capacity segment LOS standards, the County identifies projects needed to address congestion and meet the County's segment LOS. Projects are then included in the County CFP (Kitsap County 2012b). In the Gorst area, these improvements include:</p> <p>Belfair Valley Rd (W), Mason County Line - Bremerton City Limits Widen to undivided four lanes: 2019-2025</p> <p>Belfair Valley Rd (W), Bremerton City Limits - Sam Christopherson Ave W, Widen to undivided 4 lanes</p> <p>In addition to these projects, the County's CFP also notes the following non-capacity project on Sam Christopherson Road: Sam Christopherson Ave. Arch Bridge #17: Implement bridge scour counter measures to protect bridge footings.</p>

Comment	Response
	Other improvements in South Kitsap county could also improve conditions as indicated in the Draft EIS. Impact fees would be required of new development and go toward different zones across the county to help pay for improvements over time.
2-6	<p>The City and County intend to require project level traffic analysis, and can require such studies in the Planned Action Ordinance (see Response to Comment 2-1).</p> <p>The City and County intend to notify state agencies of development projects in accordance with state laws and rules and county and city codes.</p> <p>The Draft Planned Action Ordinance in Draft EIS Appendix B includes a notification provision similar to the SKIA Planned Action Ordinance:</p> <p style="padding-left: 40px;">The decision of the [City's] [County's] SEPA Responsible Official regarding qualification of a project as a Planned Action is a Type 1 decision. The SEPA Responsible Official shall notify the applicant of his/her decision. Notice of the determination shall also be mailed or otherwise verifiably delivered to federal recognized tribal governments and to agencies with jurisdiction over the planned action project, pursuant to Chapter 1, Laws of 2012 (Engrossed Substitute Senate Bill (ESSB) 6406).</p>
2-7	The volumes and capacities of the Draft EIS Alternatives, and the Preferred Alternative, are included in Final EIS Appendix B. The information was also mailed to WSDOT in fall 2013 as a courtesy. As described in responses 2-1 and 2-6, additional site specific traffic analysis will be required.
2-8	Thank you for your comment. The Preferred Gorst Subarea Plan under separate cover includes design guidelines to encourage appropriate access, and zoning incentives for joint access.
Leslie Banigan, Inspector of the Water Pollution Identification and Correction Program, Kitsap Public Health District, June 17, 2013	
3-1	Thank you for your comments. Changes have been made to the Table of Contents Acronyms list, and references to the agency in Chapters 1 and 2 (in track changes in this Final EIS).
3-2	Comment noted. Future growth will require extension of service as described in Section 3.13 of the Draft and Final EIS. For clarity, a mitigation measure is added into Chapter 1 of this Final EIS.
3-3	The success of the sewer service in alleviating fecal coliform hot spots is added into Chapter 2 of this Final EIS in track changes.
3-4	Comment noted. As development occurs, City and County building codes would be applied including the requirement for a geotechnical study. This is noted in Final EIS Chapter 1 as a regulation and commitment (similar to that stated for the Fire/EMS analysis).
3-5	Comment noted. The status of the water quality testing has been added to Draft EIS Section 3.2 Water Resources. Please see Chapter 4 of this Final EIS.
Leslie Banigan, Inspector of the Water Pollution Identification and Correction Program, Kitsap Public Health District, June 18, 2013	
4-1	Map LU-4 is part of the Gorst Creek Watershed Comprehensive Plan Technical Memo, August 2011, prepared by Parametrix. It was intended to provide draft maps for consideration in the Gorst planning process. The map was not repeated in the Draft EIS. The Draft EIS in Section 3.2, page 3-16 indicates "Sinclair Inlet has a history of poor water quality with commercial shellfish harvesting closed since the 1960s."
Jack Stanfill, President, Chico Creek Task Force, June 17, 2013	
5-1	<p>Thank you for your comments. The Watershed Characterization Study is used to support programmatic/legislative actions such as policies and land use plans as well as development of regulations to apply best management practices. The study has been updated based on the information provided by the commenter, as well as agency evaluation, as noted in response to comment 5-2.</p> <p>Future capital projects may be the subject of grant applications (e.g., fish passage barrier removal and stormwater improvements).</p>
5-2	<p>Thank you for providing information about the watershed. The City has coordinated with the Washington State Department of Ecology (Ecology), the City's Forestry Manager, and other agency staff. As a result of reviewing the comments, Ecology has updated the information regarding the northern watershed boundaries. See Appendix A.</p> <p>The boundaries for the watershed assessment conducted in 2012 were based on the Washington State Department of Fish and Wildlife (WDFW) Salmon and Steelhead Habitat Inventory Assessment Program (SSHIAIP) work in 1995.</p> <p>Because watershed characterization is based on spatial data that approximates stream locations at a scale of 1:24000 and greater, it can be subject to errors, especially in areas that are relatively flat at the</p>

Comment	Response
	<p>headwaters for two or more watersheds. The subject area in question is a large flat saddle, part of which drains north into the Chico Creek Watershed and the other part drains south into the Gorst Creek Watershed. Recent field reconnaissance by the City's Forestry Manager, City Planner, and consultant as well as review of aerials and maps by the Ecology and City staff and consultants determined that the current boundary for the Heins Creek subwatershed was too far south. Upon additional review of topography and discussion with city officials who have expert, long-term knowledge of this area, the Gorst Creek Watershed boundary was moved north and a new assessment unit was created for Heins Creek.</p> <p>The results of the revised Watershed Characterization assessment (see Appendix A of this Final EIS) have also resulted in a small shift in the management categories of the assessment units. This has not changed the integrated results of the assessment, which includes "protection" management categories for the northern portion of the watershed and restoration and development for the southern portion.</p>
5-3	<p>The Gorst Creek Watershed Characterization & Framework Plan does not change the Comprehensive Plan Land Use Map or Zoning for the lands in the watershed outside of the Gorst UGA, and the associated non-project EIS for the Gorst Creek Watershed is not intended to address site-specific proposals in the watershed outside of the Gorst UGA.</p> <p>For example, Ueland operation was the subject of its own project-level EIS under Kitsap County as lead agency. There are approximately 159 project conditions applied to that project. It is a vested project that is allowed to conduct its operation subject to the conditions and in compliance with state and federal water quality laws as well as local regulations. The commenter may contact Kitsap County for any specific questions on this project.</p> <p>Please note, however, should any operation in the watershed/UGA violate the Clean Water Act regulations, the County or City (depending on jurisdiction) would seek enforcement assistance from federal, state, and/or local agencies.</p>
Jack Stanfill, President, Chico Creek Task Force 2, June 28, 2013	
6-1	See response to comment 5-2.
6-2	<p>Bremerton has jurisdiction over most of SKIA having annexed the majority of the territory in 2008 and 2009. A small portion of the SKIA area is in the Gorst watershed and has been studied in the present Gorst planning efforts in 2013. The Bremerton National Airport is not in the Gorst watershed. The SKIA area as a whole was the subject of review originally in a County SKIA Subarea Plan and EIS in 2003, County Comprehensive Plan and EIS in 2006, and following annexation, a City Sustainable SKIA Subarea Plan and EIS in 2012. These plans and EIS documents were reviewed by multiple agencies and offered comment opportunities. SKIA has low impact development standards and greenhouse gas emission reduction incentives in place. No changes for the Gorst EIS are proposed in relationship to the SKIA area.</p>
6-3	<p>See responses to comments 5-2 and 5-3. The Final EIS for the Gorst Creek legislative proposals reflect updated information for the Watershed boundaries. The integrated results of the Watershed Characterization analysis have not changed as a result of adding in the Heins Creek area; protection management categories are still recommended for the northern portion of the watershed and restoration and development are still recommended for the southern portion. No changes to land use or zoning are proposed in the watershed outside of the Gorst UGA. A Supplemental EIS is not warranted.</p>
Shawn Dinkuhn, President, Sustainable Bremerton, July 24, 2013	
7-1	The comment is noted and forwarded to appropriate decision makers.
7-2	The comment is noted and forwarded to appropriate decision makers.
7-3	The comment is noted and forwarded to appropriate decision makers.
7-4	The comment is noted and forwarded to appropriate decision makers. The Preferred Gorst Subarea Plan (under separate cover) addresses incentives for shoreline restoration.
7-5	Preference for Alternative 3 is noted and forwarded to appropriate decision makers. The Preferred Alternative incorporates the suggestion to extend low intensity patterns to the Gorst Creek floodplain. Please see Chapter 2 of this Final EIS.
7-6	The comment is noted and forwarded to appropriate decision makers.
7-7	The comment is noted and forwarded to appropriate decision makers.

Comment	Response
7-8	The comment is noted and forwarded to appropriate decision makers.
7-9	The comment is noted and forwarded to appropriate decision makers. Sustainable Bremerton is on the contact list associated with the Gorst planning effort (see also Chapter 7 for the Final EIS distribution list).
7-10	The comment is noted and forwarded to appropriate decision makers.
Doug Engebretson, June 18, 2013	
8-1	Guiding principles comprehensively address Gorst (see Chapters 1 and 2 of this Final EIS). The Draft and Preferred Gorst Subarea Plans (under separate cover) include policies and plans regarding restoration of habitat, removal of fish passage barriers, and future pedestrian access across state roads.
Katherine O'Brien, July 23, 2013	
9-1	The comment is noted. The Draft and Preferred Gorst Subarea Plans (under separate cover) include a policy encouraging park and ride lots in Gorst.
9-2	The comment is noted and forwarded to appropriate decision makers. The Draft and Preferred Gorst Subarea Plans (under separate cover) include policies promoting improved transportation access.
9-3	The comment is noted and forwarded to appropriate decision makers. The Draft and Preferred Gorst Subarea Plans (under separate cover) include policies and the Preferred Plan includes stormwater rules to promote low impact development techniques. The types and locations of low impact development techniques will be based on site-specific conditions. The Preferred Plan also includes incentives to reduce impervious area.
Katherine O'Brien, July 25, 2013	
10-1	Comment noted. The text is not grammatically correct, and has been modified in Chapter 4 of this Final EIS.
10-2	Comment noted. The highlighted text should reference Alternative 3 not 2. This has been corrected in Chapter 4 of this Final EIS.
10-3	Comment noted. The text regarding Alternative 3 and its effect on schools is corrected in Chapter 4 of this Final EIS.
10-4	Comment noted. The text is not grammatically correct, and has been modified in Chapter 4 of this Final EIS.
10-5	The text is correct in referencing "undersized UGAs" – the discussion means that more population has been allotted to some UGAs than can "fit" in terms of land capacity, and therefore the UGAs are undersized. It may be possible to reassign the excess population allocation to other UGAs such as Gorst.
10-6	The text is correct. There is adequate water supply (gallons per person). In areas of new development such as the future mine site reclamation and redevelopment, infrastructure (e.g., pipe) may need extensions or upgrades.

Table 5-3 presents comments provided through the public website comment form, together with responses.

Table 5-3. Comments and Responses: Gorst Website Comment Form

Comment	Response
Suzi Ramsdell, June 10, 2013	
I don't feel the website is written in a user-friendly manner. I am sure it works great for all those associated with government and related agencies who are working on the project, but to the layman, it seems rather useless. How about a site for the residents and occupants of the area so we can know what is going on?	We apologize that the commenter found the website difficult to read. The home page was intended to be a brief overview of the complex project. Please contact the City of Bremerton City Planner (see Fact Sheet contact information) to ask questions or clarify aspects of the project.
Deidre McKeel, June 14, 2013	
I'm very concerned that the SWOT analysis was not properly weighed in deciding to continue with Gorst as an Urban	Please see Alternative 3 studied in the Draft EIS, which does reduce the level of intensity of development along the

Comment	Response
Growth Area when the water table is so high. It is counter-intuitive to continue with plans to develop a low lying area that would also be susceptible to liquefaction during earthquakes. I believe any plans to continue to develop this area into a regional business district as outlined is an example of group think and impractical to the point of being irresponsible even with low impact development. This needs to go back to the drawing board and realistic considerations be [sic] made to return this area to its natural state especially on the north side of Highway 16.	shoreline given the potential for sea level rise, water table, and geologic conditions, among others. Also the Preferred Alternative studied in this Final EIS applies the low intensity development pattern both along the Sinclair Inlet and Gorst Creek floodplain. While the Subarea Plan will recognize legal uses of property, it is also anticipated to include incentives for shoreline restoration. See the Draft and Preferred Subarea Plans available at the project website (see cover letter).
Julie Jones, July 13, 2013	
One idea to attract people to gorst. If the streets were lined with flowering rhododendrons. People would enjoy driving through In spring [sic]	The comment is noted and forwarded to appropriate decision makers. The Preferred Gorst Subarea Plan (under separate cover) includes design guidelines intended to improve streetscapes.
Susan Digby, July 24, 2013	
<p>I think that there needs to be consideration of moving Hwy 3 and 16 for the following reasons:</p> <p>In the event of a rupture on the Seattle Fault the tsunami is likely to take out the road and there is currently no other alternate route that can handle more than a small amount of traffic. I feel this is important because it is the main access point to the Kitsap peninsula.</p> <p>Even without a tsunami the highway through Gorst becomes impassable with winter storms/high tides. This causes traffic holdups and in effect increases the experienced distance between points on either side of Gorst, eg [sic] between port Orchard and Silverdale.</p> <p>In addition to traffic holdups there is an environmental concern with these highways. Rainwater flushes oils and heavy metals from the road, which is currently the equivalent of 6 lanes wide with the paved median in the center of Gorst, into Puget Sound. Also washed into the Sound is roadside litter. For some reason, perhaps because the state is responsible for road cleaning, the roadside in this area is very littered. I would like to see some measures to reduce the contribution of marine debris from this area.</p>	<p>Comment noted. As described in the Draft EIS transportation analysis, it is difficult to make improvements to the state highways in Gorst where highways abut the railroad used to transport hazardous materials and due to topography.</p> <p>The Preferred Subarea Plan (under separate cover) is anticipated to include regulations and incentives to improve stormwater quality.</p>

Table 5-4. Comments and Responses: Bremerton Planning Commission Meetings

Comment	Response
Jack Stanfill, Public Comments, Bremerton Planning Commission June 18, 2013	
<p>Concern that the upper portion of the Heinz Creek Sub-Basin, six streams, and Heinz Lake were not included in the Gorst Creek Watershed Characterization Report.</p> <p>City is moving forward with studies and a draft subarea plan without having accurate information about the 450 acres of mining property that is located upstream.</p> <p>No one has done a study of the type of heavy metals that will be in the water that flows down the hill. In addition, the new roads that will be constructed in the area may cause additional problems.</p> <p>He suggested that without including these properties, the study is invalid.</p>	Please see responses to Letters 5 and 6.

Comment	Response
Larry Matel, Port Orchard Resident, Bremerton Planning Commission June 18, 2013	
<ul style="list-style-type: none"> Previously the managing engineer for transportation and stormwater for the City of Bremerton's Public Works Department. Pleased to see the progress the staff and consultants have made on putting together the Gorst Creek Watershed and Gorst UGA Plans. The plans will set the tone for development on this side of Puget Sound. There are many opportunities to consider, and one issue that is of particular interest to him is transportation. If the Gorst plans can provide adequate non-motorized connections to not only the shipyard, but downtown Bremerton and Port Orchard, the infrastructure will be second to none and will make the Gorst area a great place for future generations to grow up and prosper. 	<p>The comments are noted and forwarded to the appropriate decision makers. Please see the Draft and Preferred Gorst Subarea Plans for policies and maps regarding multi-modal improvements.</p>
Jack Stanfill, Public Comments, Bremerton Planning Commission July 16, 2013	
<p>Commented that there should be a reclamation permit in place with the Department of Natural Resources for the mine site. He asked how much of the property would be reclaimed and restored, and what the process will be. He suggested that perhaps some trails through the property could be included.</p>	<p>A reclamation permit is required for each mine by the Washington State Department of Natural Resources (DNR). DNR is responsible for ensuring that reclamation follows completion of surface and underground mining. DNR has exclusive authority to regulate mine reclamation and approve reclamation plans. The current DNR permit granted to Kitsap Reclamation Materials Inc. DNR has provided the City with current permit documents that have been transmitted to the commenter. DNR can be contacted for further information:</p> <p>Surface Mining Reclamation Program Division of Geology & Earth Resources Washington State Department of Natural Resources 360-902-1466 tommy.duerr@dnr.wa.gov www.dnr.wa.gov</p> <p>Your comment regarding trails is noted and forwarded to the appropriate decision makers.</p>
Larry Matel, Port Orchard Resident, Bremerton Planning Commission July 16, 2013	
<p>Suggested documents include an executive summary. Similar comments as June 18 meeting.</p>	<p>The comments are noted and forwarded to the appropriate decision makers. The Draft EIS and Final EIS have a summary in Chapter 1.0.</p>

5.3 Comment Letters

This section includes the original comment letters received during public review of the Draft EIS. The letters are marked to correspond to the responses that are provided in Section 5.2.



PHONE (360) 598-3311
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<http://www.suquamish.nsn.us>

THE SUQUAMISH TRIBE

July 23, 2013

PO Box 498 Suquamish, WA 98392-0498

Allison Daniels, City Planner
City of Bremerton Community Development Department
345 6th Street, Suite 600
Bremerton, WA 98337

Re: Draft Gorst Planned Action Environmental Impact Statement (June 2013)
Draft Gorst Watershed Characterization (June 2013)
Draft Gorst Sub-Area Plan (June 2013)

The Suquamish Tribe appreciates the opportunity to provide comment on the Draft Gorst Planned Action Environmental Impact Statement, Gorst Watershed Characterization and Draft Gorst Sub-Area Plan. The Suquamish Tribe has been working cooperatively with the City of Bremerton and stakeholders for considerable time on this project. The Tribe has taken a leadership position in efforts to protect, restore, and enhance the marine waters of Puget Sound to ensure protection of the Tribe's treaty and cultural resources. In 1999 the City of Bremerton was awarded a \$386,000 Salmon Recovery Funding Board (SRFB) grant to remove 750 feet of concrete channel and restore over 1000 feet of meandering stream channel. This was the first SRFB project awarded to East Kitsap WRIA 15. Former Bremerton Mayor Glenn Jarstad has consistently promoted a long-term plan targeting property purchase downstream of this project and restoring the entire lower 0.8 miles of Gorst Creek (Salmonid Habitat Limiting Factors, 2000). The addition of significant amounts of impervious surfaces associated with high density development and associated parking may be in direct conflict with these efforts to restore habitat.

The Suquamish Tribe has traditionally harvested and consumed fish and shellfish from Sinclair Inlet and Gorst Creek and intends to do so in the future. Development decisions should be protective of tribal rights to access and harvest and should not limit or restrict future expression of those rights based on current degraded conditions. We have reviewed the documents provided and have the following comments.

Draft Gorst Planned Action Environmental Impact Statement

Gorst Rearing Facility

There are numerous places throughout the document that refer to the Gorst Rearing Facility as a hatchery. This is incorrect-please revise.

Planned Action EIS

Planned action projects are designated when a county or city can reasonably analyze the site-specific impacts that will occur as a result of the types of projects designated, and can adequately address those impacts in the EIS. A generalized analysis of environmental impacts will not provide enough information to address a project's impacts when it is time for the jurisdiction to issue permits for specific projects proposed as planned action projects. Since wetlands and streams on the entire area within the scope of this EIS have not been delineated it is unclear as to how these specific impacts will be addressed at the time of site development. The Department of Natural Resources hydro layer is based on computer modeling and is similar to the National Wetlands Inventory in the fact that it is a starting point and not a reflection of what is actually out there. The National Wetlands Inventory (NWI), is information derived from aerial photographs. NWI and hydro layer information are preliminary tools and not intended for use as a locators for wetland/stream boundaries, site planning or regulatory management purposes. Streams and wetlands need to be field identified and verified.

1-2

As stated in previous comments the Tribe requests notification of all development projects (including exempt projects) to determine if there are impacts to Tribal treaty cultural **or natural resources**. There has been some initial discussion regarding the appropriate mechanism but this issue still needs to be resolved.

1-3

Alternative 3

All of the proposed alternatives have the potential to impact wetland areas (increasing density and impervious surfaces) that are crucial headwaters to Gorst Creek and/or its associated tributaries. It is important to be aware of the crucial role that remaining headwaters play in supporting existing systems and recovery efforts. Headwater wetlands provide high levels of water quality and quantity, sediment control, nutrients and woody debris for downstream reaches (*Entering the WatershedCast: A New Approach to Save Americas River Ecosystems* by Doppelt et al.). The Tribe prefers Alternative 3 as it better reflects the environmental constraints and identifies and addresses necessary protections for issues potentially affecting the area (for example: sea level rise). Endangered Species (Puget Sound steelhead) are also present within the sub-area. ESA requires that critical habitat for threatened and endangered species be identified and protected. Since there are a number of stream systems within the sub-area that are considered critical habitat for threatened Puget Sound steelhead, it is important to ensure the protection of aquatic functions and structure of these systems. The Tribe would like to see Alternative 3 modified to reflect less intense development along these streams and in the headwater areas.

1-4

1-5

1-6

Stormwater

Numerous studies have demonstrated that development within a watershed is related to degradation of aquatic habitat and impacts salmonid populations. Available technical literature on the environmental effects of urbanization on aquatic resources is clear. Recent studies have shown that salmon and trout habitat is significantly degraded once basin-wide impervious surfaces reach a level of about 10%. Therefore we must avoid, reduce and minimize critical area impacts to the extent possible. The Tribe requests that a determination on the total amount of impervious surfaces that is being planned for in each stream basin and an evaluation of the cumulative effects of the proposed urbanization on these aquatic systems be included.

1-7

The loss of permeable surfaces to impervious surface can result in loss of riparian integrity, sedimentation and stormwater impacts. Stormwater runoff is known to increase the frequency and magnitude of peak flows, reduce base flows, as well as increasing erosion, fine sedimentation, bank instability, and channel incision and scour. Riparian areas are critical to the ecological integrity of all upstream and downstream habitat areas and should be protected by extensive riparian buffers and limitations on development in the adjacent areas. In addition, stormwater needs to be treated for both water quantity as well as water quality. Stormwater facilities should be designed in accordance with the most recent Washington State Department of Ecology Stormwater Management Guidelines, and sited in upland areas.

1-8

Mitigation

According to mitigation sequencing one must first avoid, minimize and then mitigate (in that order). The Tribe would like to see more emphasis put on avoidance.

1-9

Appendix D Shoreline Buffer Comparison and Options

The Tribe does not support buffers less than 50' as they are not protective. As you are aware, buffers provide important protections for maintaining both riparian corridors and shoreline functions. These include removing sediment; removing/providing nutrients; removing contaminants such as fecal coliform bacteria, metals, and other pollutants; providing adjacent upland habitats that are critical to life history needs of many wildlife species; and maintaining habitat connectivity. Literature suggests that maintaining buffer function depends both on the intensity of adjacent land uses and the size of the buffer itself. For example, in a study of wetland buffer effectiveness in King and Snohomish Counties, Cooke (in Castelle et al. 1992. Wetland Buffers: Use and Effectiveness) found that buffers less than 50 feet were prone to significant reduction by human disturbance and that some recently established buffers had been completely removed through clearing of native vegetation. Buffers greater than 50 feet had fewer human impacts. Other studies have shown that trees in narrow buffers are more prone to windthrow, and thus that small buffers cannot maintain functions over time (Pollock and Kennard 1998. A Low-Risk Strategy for Preserving Riparian Buffers Needed to Protect and Restore Salmonid Habitat in Forested Watersheds). The water quality functions of small buffers also degrade over time. To protect the values and functions of both marine and riparian shorelines and be consistent with available science on critical area buffers, the Tribe urges the City of Bremerton to increase the minimum "no touch" buffer size to at least 50 feet. The Tribe prefers a Management Overlay (modified from how it is presented in the document) as it potentially allows for more protective criteria and can potentially combine the best elements from both the city and county codes.

1-10

Table D-3: It is unfortunate that more discussion did not occur in stakeholder meetings regarding the potential proposed Gorst Creek Management overlay. Discussion with environmental resource stakeholders would have been helpful in crafting this language. Considering that buffers less than 50' are not protective Zone A (0-50') needs to be a "no touch" area. Habitat Standards and Impervious text from Zone A needs to be moved to Zone B and thus Zone B text to Zone C and revised as needed.

Non-native trees and other vegetation should not be allowed within wetland or stream buffer areas. Planting native flowers, shrubs, vines, and trees are the best way to restore natural habitats for native birds, insects, mammals, reptiles, amphibians, and fish. Native plants provide native wildlife species with the food, cover, and nesting spots they need in order to thrive. Some exotic plants may provide songbirds with berries or squirrels with seeds, but what do they provide to the flies, beetles, bugs, wasps, bees, spiders, and other creatures that sustain and support food webs? For example, non-native plants may bloom earlier or later than local plants do, missing an opportunity to provide cover or food during critical feeding or migration periods. In addition, non-native plants can interbreed with local natives, which can result in genetic dilution and a hybrid that has reduced vigor or lower survival rate. Non-native species also have very different soil-plant relationships. Soil organisms influence plant communities and are crucial to plant survival and performance. These soil-plant interactions are crucial to maintaining local biodiversity (<http://rspb.royalsocietypublishing.org/content/274/1625/2621.full>).

1-10

Direct access to Gorst Creek (and other critical areas) should not be allowed. Aquatic resources such as wetlands and streams are subject to disturbances that originate in adjacent upland areas. These disturbances result in changes in the biological, chemical and physical properties of wetlands and streams. Aquatic resources may then be exposed to higher levels of noise, light, temperature, pollutant loading, stormwater runoff, invasive species establishment and human activity. A common method for reducing or eliminating impacts to aquatic resources from adjacent land uses is to maintain adequate buffers (*Wetland and Stream Buffer Size Requirements – A Review*, A. J. Castelle, 1994). Pedestrian paths should be minimized to the extent possible and not intrude into wetlands, streams or their associated buffers. If impacts to critical areas and their buffers are unavoidable (and significant supporting information will be requested/required) a mitigation plan will need to be implemented. Unavoidable encroachment must be limited to the outer 25% of the buffer with occasional bends or perpendicular side trails for viewing or access in appropriate areas. Trails should not be placed parallel to the shoreline as it results in an unwarranted increase in impacts. Construction using treated wood should be prohibited.

Gorst Sub-Area Plan

Please include/identify Washington Department of Transportation culverts within the sub-area that are partial/complete barriers to fish and are targeted for correction. This may impact/inform project prioritization of City improvement projects.

1-11

Thank you for the opportunity to comment on the above referenced proposal. The Suquamish Tribe looks forward to continuing to work cooperatively with the City of Bremerton and stakeholders to develop a plan that satisfies the goals of the City as well as protects Tribal treaty reserved resources.

July 23, 2013
Allison Daniels
P a g e | 5

Please keep us informed of project status and any relevant project related actions. If you have questions or concerns please don't hesitate to call 360-394-8447.

Sincerely,

Alison O'Sullivan
Biologist, Suquamish Tribe



**Washington State
Department of Transportation**

Lynn Peterson
Secretary of Transportation

Olympic Region
5720 Capitol Boulevard, Tumwater
P.O. Box 47440
Olympia WA 98504-7440
360-357-2600 / FAX: 360-357-2601
TTY: 1-800-833-6388
www.wsdot.wa.gov

July 23, 2013

Allison Daniels
City Planner
Department of Community Development
345 6th Street, Suite 600
Bremerton, WA 98337

RE: Draft Gorst Planned Action Environmental Impact Statement for the Gorst Creek Watershed and Urban Growth Area

Dear Ms. Daniels;

Thank you for the opportunity to comment on the Draft Gorst Planned Action Environmental Impact Statement for the Gorst Creek Watershed and Urban Growth Area. The Washington State Department of Transportation (WSDOT), as a regional partner in transportation planning, supports your efforts to address local land use and transportation issues that affect the state highways and we thank you for including us in this process. We offer the following comments as the city finalizes its planned action and develops the associated implementation measures.

The following comments are related to Volume 2:

Page 1-43, Transportation and Page 3-174 Significant Unavoidable Adverse Impacts:

Both sections state that "Due to the large volume of regional "pass through" traffic that uses both SR 3 and SR 16, all three alternatives contribute a relatively small amount to cumulative volumes on state routes." Based on the information provided, WSDOT questions this statement State Route (SR) 3 and SR 16 are both currently congested, particularly in the Gorst area and the Kitsap County travel demand model (because of a one hour peak analysis limitation) will redistribute traffic away from our "overcapacity" SR 3 and SR 16 toward the less crowded local network. Instead of redistribution to the local network, you may see an increase in the duration of the peak hour with commuter traffic leaving before or after the model's one hour peak analysis capability. Since no link analysis or origin/destination study was conducted there is no way to determine with certainty where traffic is coming from or going to. A majority of commuter traffic nationwide lives and work within a 25 to 30 minute travel distance per census data. The amount of regional "pass through" traffic is subjective depending upon how each study defines regional verses local traffic.

2-1

Page 3-157, County Roadways:

First bullet mentions maintaining Level of Service (LOS) E or better on SR 303 and SR 310. The LOS standard of E for SR 303 is correct, however, SR 310 is a Highway of Statewide Significance with a LOS D standard. This statement needs to reflect that Kitsap Way (SR 310) LOS standard is D, not E.

2-2

Page 3-164, Planned Future Roadway Improvements:

Last bullet on the page mentions WSDOT is evaluating a roundabout for the SR 16/SR 3 intersection area. WSDOT is not currently evaluating a roundabout for this location; the Bremerton Economic Development Study (BEDS) recommends improvements to SR 3/Sam Christopherson intersection to include providing channelization, signal modifications or replacement with a roundabout based on detailed analysis. No analysis is currently funded.

2-3

Page 3-168, Table 3.11-6, Roadway Segment LOS:

It is unclear what the Percent of Free-Flow Speed (Peak Hour) means within the table. For example, does 33 Percent of Free-Flow Speed (Peak Hour) equate to 67 percent of the posted speed if free-flow is the speed limit? If so, maybe including percent of posted speed could help clarify the table?

2-4

Page 3-170, Roadway Segments:

It states "None of the alternatives are expected to result in a percentage of deficient lane-miles of roadway that exceeds the County concurrency standard of 15 percent when considering either the Gorst UGA or for the entire County." The study notes that Belfair Valley Rd (W) as an assumed transportation improvement needed to meet the adopted Kitsap County roadway segment LOS as shown in the Kitsap County's Capital Facility Plan in the Gorst Vicinity. Is the concurrency standard based upon a roadway segment LOS threshold or a 15% concurrency threshold for a multiple set of Kitsap County roadways?

2-5

Page 3-170, Intersections:

This section notes that no traffic intersection analysis was performed and recommends that as land is developed in the future, a traffic impact analysis will be prepared for the development. Does this mean that a traffic analysis will be conducted on a project-by-projects basis as developments occur? WSDOT would like the opportunity to review and comment on any intersection traffic impact analysis conducted when it becomes available.

2-6

Page 3-170, Impacts on State Facilities:

Table 3.11-9 depicts projected deficiencies to the state highways, what are those deficiencies, is it level of service and if so what is the level of service along transportation system. What and how many segments are failing? WSDOT would like the opportunity to review the analysis that was performed. WSDOT concerns revolve around the impacts of lands use decisions on the state transportation system and mitigation measures identified in a planned action subarea plan and Environmental Impact Statement (EIS); how those measures relate to the state facilities and how they will be implemented. Future development in the Gorst Subarea will have impacts on the state transportation system, in particular SR 3 as noted in Table 3.11-9, which provides

2-7

primary access to the area as well as the region. Since no traffic analysis was conducted, no specific deficiencies have been identified, though we anticipate that impacts that would likely occur at the connection of the state system and the local system, such as the SR 3/Sam Christopherson intersection. The EIS relies on only travel demand model results, other than identifying that traffic will increase on various segments what are the specific impacts to the state system and the anticipated mitigation to address those impacts? Under the planned action process, the city's adoption of a planned action subarea plan and ordinance would exempt future developments from additional review, substituting the case-by-case evaluation that WSDOT normally conducts under SEPA. Therefore WSDOT would require more detailed information as to the transportation impacts and mitigation to the state system. WSDOT's interest is that whatever mitigation and implementation strategy the city takes; it adequately addresses any impacts to the state transportation system.

2-7
cont'd

Page 3-174, Other Potential Mitigation Measures:

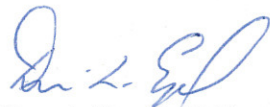
One other potential mitigation measure to consider is stricter access controls within the Gorst area such as reducing the number of access points as well as allowing only right-in and right-out only.

2-8

WSDOT understands that the city is considering development of a planned ordinance to mitigate and facilitate expected growth; WSDOT is supportive of the city's proactive approach and look forward to working with the city on this matter.

Thank you again for the opportunity to comment on the Draft Gorst Planned Action Environmental Impact Statement for the Gorst Creek Watershed and Urban Growth Area and we look forward to continue our working relationship with the city on this matter. If you have any questions please contact Patrick Babineau of my office at 360-357-2675 or babinep@wsdot.wa.gov.

Sincerely,



Dennis Engel, P.E.
Transportation Planning Manager
WSDOT, Olympic Region

cc: Dale Severson, WSDOT Olympic Region Development Services
Leah Bolotin, WSDOT, Urban Planning Office
Yorik Stevens-Wajda, PSRC
Review Team, Commerce

From: Banigan, Leslie leslie.banigan@kitsappublichealth.org
To: Allison Daniels allison.daniels@ci.bremerton.wa.us
Cc: Stuart Whitford stuart.whitford@kitsappublichealth.org
Subject: Gorst Creek Watershed Planning documents
Sent: Mon 6/17/2013 2:08 PM

Hi Allison!

Thanks for forwarding the three volumes of the planning documents for the Gorst area.

We have a few comments:

Please change Kitsap County Health District to Kitsap Public Health District.

3-1

Sewer lines will need to be extended to provide service to remaining areas unsuitable for OSS treatment (Anderson Hill, Cook Road, upper Frone...).

3-2

Seven of the seven fecal coliform hotspots found by Kitsap Public Health were corrected by the new sewer service.

3-3

Some of the land area east of the highway is old fill (south of Heritage Fireplace per Mrs. Winslow - born Skinner).

3-4

Gorst Creek met the state fecal coliform standard in water year 2009-2010 (October 2009 through September 2010), 2010-2011, and 2011-2012.

3-5

Please let me know if you have questions or need additional information.

Leslie Banigan, RS
Inspector, Water Pollution Identification and Correction Program
Kitsap Public Health District
345 6th Street, Suite 300
Bremerton, WA 98337-1866
360-337-5627 office
360-731-2987 mobile
360-475-9210 fax

From: Banigan, Leslie leslie.banigan@kitsappublichealth.org
To: Allison Daniels
Subject: Re: Gorst Creek Watershed Planning documents
Sent: 6/18/2013 2:57 PM

Thanks Allison:

We also noticed that map LU-4 shows shellfish beach along the south shore. That area has been closed to shellfish harvest for some time.

4-1

Leslie Banigan, RS

Inspector, Water Pollution Identification and Correction Program
Kitsap Public Health District
345 6th Street, Suite 300
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Chico Creek Task Force
P.O. Box 4773
Bremerton WA 98312

June 17, 2013

PLANNING COMMISSION EXHIBIT	
DATE:	6/18/2013
SUBMITTED BY:	JACK STANKILL

Questions and concerns about the Gorst Creek Watershed Study

Reference: Gorst Creek Watershed Characterization Report, City of Bremerton, Section 2, first paragraph, "Application of the Watershed Characterization model provides information to support watershed planning for FEDERAL, STATE, AND LOCAL AGENCIES IN THE REGION. THE PRIMARY FOCUS OF THE MODEL PRESENTED IN THIS REPORT IS WATER FLOW. Models to assess water quality and fish wildlife habitat are currently in process.." (Enclosure 1)

Is this information used to apply for federal, state, and local grants?
When will the report on the water quality and habitat be finished?

5-1

THE UPPER HEINZ CREEK SUB-BASIN, SIX STREAMS, AND HEINZ LAKE ARE NOT INCLUDED IN THE GORST CREEK WATERSHED CHARACTERIZATION REPORT.

Reference: Ueland Tree Farm, Kitsap Lake Property, Draft Sub-Basin Assessment, Ueland Tree Farm, LLC.

Section 3. Sub-Basin Assessment,

3.1, Heinz Creek Sub-basin, "The Heinz Creek sub-basin is located in the Gorst Creek watershed, and is comprised of six tributaries that ultimately drain into Heinz Lake. The entire southern portion of the UTF property is within this sub-basin, not including the lake itself. Various wetlands are also associated with this sub-basin. Heinz Lake is connected to Alexander Lake by an intermittent tributary, and Alexander Lake discharges to Heinz Creek which eventually discharges to Gorst Creek and ultimately Sinclair Inlet." (Enclosure 2)

5-2

3.4.6 Heinz Creek

"Heinz Creek and its associated tributaries run through the southern portion of the UTF property and drain into Heinz Lake, which is outside the property boundary. Heinz Lake connects to Alexander Lake via an intermittent stream. Resident fish are present within the lake, but do not extend past the lake itself. Anadromous salmonids do not occur in Heinz Creek due to impassable natural barriers on Heinz Creek below Alexander Lake." (Enclosure 3)

Wetland Delineation and Stream Identification Report, Ueland Tree Farm – Mineral Resource Development, Ueland Tree Farm, LLC.

1.4 Summary of Chico Creek Sub-basin Assessment

"Approximately 1,316 acres of the project site is in the Chico Creek watershed, with the remaining 400 acres of the project site in the Gorst Creek watershed. The project site comprised approximately 7 percent of the Gorst Creek watershed, which covers approximately 5,760 acres." (Enclosure 4)

5-2
cont'd

Enclosure 5: Ueland Tree Farm Map provided by Ueland in appeal hearing. It clearly shows that Heinz Creek begins in the hills above, and between, Quarry A and Quarry B. The quarry haul road will also be enlarged in the Heinz Creek Sub-basin, Gorst Creek Watershed.

Enclosure 6: Transcript of Mark Mauren testimony as to why a new road should not be built in the headwaters of Heinz Creek. This is from the Appeal filed by CCCCWB, December 14, 2009. Mr. Mauren testified about the steep side slopes in the Heins Creek Sub-basin on Ueland property. Mr. Mauren said, "So it's – in order to be able to come off and get to where you enter into the City of Bremerton watershed, you have not only some grade constraints that you have to address, but you also have steep side slopes in there that are 60 to 70 percent that will cause huge cuts in the hillside in order to put in a two-lane road to accommodate future traffic."

Enclosure 7: Ueland Tree Farm Wildlife Corridor Elevation Map, provided by Ueland during 2009 appeal hearing. This is the map that Mr. Mauren referenced during his testimony. The map clearly shows the high elevation and steep slopes in the Heinz Creek Headwaters as he described.

5-3

Acid Mine Runoff (AMR) is not discussed in the EIS that covered the basalt mines and waste that will drain into Heinz Creek and downhill into Sinclair Inlet. We need an open study and discussion about acid drainage in the Gorst Creek Watershed.

Thank you,

**Jack Stanfill,
President, Chico Creek Task Force**

2. WHAT IS WATERSHED CHARACTERIZATION?

Watershed Characterization refers to a GIS-based decision support tool that has been developed for the entire Puget Sound and its contributing drainages by the Washington Department of Ecology (Ecology) and its partner agencies, including the Puget Sound Partnership, Washington Department of Fish and Wildlife, and the Federal Environmental Protection Agency. The model can be scaled to analyze all of the drainages within the Puget Sound, or just one, as in the case of the Gorst Watershed Characterization Report. **Application of the Watershed Characterization model provides information to support watershed planning for federal, state, and local agencies in the region. The primary focus of the model presented in this report is water flow. Models to assess water quality and fish and wildlife habitat are currently in process (Stanley et al. in preparation; Wilhere et al. in preparation).**

The water flow assessment is based on the major watershed-scale hydrologic processes that naturally contribute to and affect stream flows; the subcomponents of the water flow process include an analysis of surface water delivery, storage, discharge, and recharge capacity (Stanley et al, 2010). The watershed characterization framework presumes an understanding of the iterative dynamics between ecosystem process, structure, and function. The underlying assumptions of these concepts are that ecosystems are influenced by the broad physical and chemical fluxes (the driving PROCESSES) of water, nutrients, sediment, heat, and organic material. In turn, these processes (such as river flow) lead to STRUCTURE (such as trees in a floodplain, as well as oxbows that provide off-channel salmonid-rearing habitat) and FUNCTION (habitat formed by both process, in this case river flow, and structure (vegetation and geomorphology) of these environments).

The intent of the water flow assessment is to understand the condition of these water flow processes across a given landscape, and to guide land use development actions so that these watershed-scale processes may be maintained or restored. The watershed therefore defines the unit of analysis for the water flow process. While the watershed characterization model can be run for the entire Puget Sound, it can also be scaled to subareas of interest, such as the Gorst Creek Watershed. Utilizing a different scale allows a user to focus on regionally significant issues (at the Puget Sound scale) or locally significant issues (at the subarea scale, such as the Gorst Watershed, which encompasses a roughly 20-square-mile area).

While fish habitat adapts easily to the scale of watershed analysis, wildlife are not constrained to watersheds. Terrestrial wildlife habitats exist across a landscape irrespective of watershed boundaries. The unit and method of analysis for terrestrial wildlife therefore differ from the approach used to characterize water flow processes.

While the methods and approach for each assessment are described in more detail in this report, the fundamental purpose of both analyses is to inform land use planning questions:

- 1) Where on the landscape should land use management efforts be focused?
- 2) What types of actions will be most effective to restore, protect and conserve?
- 3) Where should more development be sited?

In addition to providing information on water flow processes and fish and wildlife habitat in the Gorst Creek watershed, a separate technical report analyzes baseline stormwater conditions in the watershed. The combined analysis of water flow, habitat, and existing stormwater infrastructure actions are intended to identify areas for protection, and areas for more development, and thus support sustainable development within the Gorst Creek Watershed.

3. SUB-BASIN ASSESSMENT

3.1 SUB-BASIN DESCRIPTIONS

The Chico Creek watershed is divided into five smaller sub-basins based on the major waterways within the watershed and their associated tributaries. These five sub-basins include: Chico, Wildcat, Lost, Dickerson, and Kitsap creeks. The UTF property resides within the Chico, Kitsap, Lost and Dickerson sub-basins, with the majority of the property in the Dickerson sub-basin (Appendix A – Map 2). Each sub-basin is briefly described below.

Chico Creek Sub-basin

The Chico Creek sub-basin is comprised of the Chico Creek mainstem plus three major tributaries up to the confluences of Wildcat, Lost, Dickerson and Kitsap creeks. The mainstem is not included within the bounds of the UTF property; however, one tributary originates in the northern section of the property.

Kitsap Creek Sub-basin

The Kitsap Creek sub-basin includes Kitsap Lake and several unnamed creeks that drain into Kitsap Lake. Only a very small portion of the eastern tip of the UTF property is within the Kitsap Creek sub-basin.

Lost Creek Sub-basin

The Lost Creek sub-basin begins at its confluence with Chico Creek and includes numerous small tributaries. Three of these tributaries originate in the northern section of the UTF property.

Dickerson Creek Sub-basin

The Dickerson Creek sub-basin begins at its confluence with Chico Creek and includes approximately four main tributaries. The UTF property resides almost entirely within the Dickerson sub-basin, which has a relatively high number of wetland areas (Appendix A – Map 9).

Heinz Creek Sub-basin

The Heinz Creek sub-basin is located in the Gorst Creek watershed, and is comprised of six tributaries that ultimately drain into Heinz Lake. The entire southern portion of the UTF property is within this sub-basin, not including the lake itself. Various wetlands are also associated with this sub-basin. Heinz Lake is connected to Alexander Lake by an intermittent tributary, and Alexander Lake discharges to Heinz Creek which eventually discharges to Gorst Creek and ultimately Sinclair Inlet.

3.2 WATER QUALITY

This section describes surface and groundwater quality and potential contaminant sources within the watershed.

3.2.1 Surface Water

The Kitsap County Health District (KCHD) has been collecting water quality data at eight locations in the Chico Creek watershed since 1996 (Figure 3). Four water quality indicators have been used to assess conditions: temperature, turbidity, dissolved oxygen and fecal coliform bacteria. Stream temperature regulates fish metabolism and high temperatures can inhibit growth or cause mortality. Turbidity interferes with feeding ability of salmon (they

Table 3-5. Dickerson Creek Habitat Summary

	Reach 24	Reach 23	Reach 22	Reach 21
Channel Stability	Fair	Good	Excellent	Excellent
Channel Complexity	Good	Good	Excellent	Excellent
Embeddedness	Good	Good	Good	Excellent
Riparian Quality	Poor	Good	Excellent	Excellent
LWD Quality	Fair	Fair	Good	Good
LWD Frequency	Good	Good	Excellent	Excellent

Source: Kitsap County 2002

3.4.6 Heinz Creek

Heinz Creek and its associated tributaries run through the southern portion of the UTF property and drain into Heinz Lake, which is outside the property boundary. Heinz Lake connects to Alexander Lake via an intermittent stream. Resident fish are present within the lake, but do not extend past the lake itself. Anadromous salmonids do not occur in Heinz Creek due to impassable natural barriers on Heinz Creek below Alexander Lake.

3.4.7 Resident Fish Upstream of Natural Barriers on UTF Site

Stream surveys were conducted in 1999 by Port Blakely Tree Farms to determine fish distribution (i.e. all fishes including sculpin and lamprey) and to describe fish habitat for stream segments occurring within existing UTF ownership. These stream segments included Chico, Lost, Dickerson, Heinz, and Kitsap Lake tributaries. Surveys were conducted according to protocols outlined in Washington's Forest Practices Rules (WA-222-16-030).

Data was collected by qualified staff operating under Washington Department of Fish and Wildlife scientific collecting permit #99-089. Protocols included using a backpack electroshocker to electrofish each stream segment to determine fish absence. From the end of fish distribution, the field team sampled a minimum of 12 additional upstream pools (where a pool is defined as equal to 3 feet and greater than 1 foot) to confirm fish absence, or included documentation that fish habitat did not exist. In addition, teams surveyed a minimum of a quarter mile of stream length unless the stream gradient increased and remained above a 20 percent gradient threshold. No fish were observed in any location on the property except for that portion of Dickerson Creek below the natural fish passage barrier at RM 1.2. All water type inspection information was submitted to the Washington Department of Natural Resources (Port Blakely Tree Farms 1999).

3.5 WILDLIFE SPECIES AND HABITAT

Wildlife species common to the watershed include black bear, bobcat, deer, coyote and other mammals typical to conifer forests. Other common species and species of concern include Douglas squirrel, blue grouse, bobcat, pileated woodpecker, great blue heron, red-legged frog, western toad, willow flycatcher, and downy woodpecker (Roberts 2003). A listing of plant and wildlife species that could be expected to be found on the site is provided in Appendix D.

1.4 SUMMARY OF CHICO CREEK SUB-BASIN ASSESSMENT

This Chico Creek Sub-Basin Assessment (Parametrix 2007a) was prepared to assist UTF in developing project plans that reflect natural resource values, and potential limiting factors within the Chico Creek watershed. The purpose of the sub-basin assessment was to review existing watershed data to characterize natural resources, identify existing conditions and describe limiting factors within the property boundaries of the UTF site. The sub-basin assessment identified general parameters that are recommended for use in planning and for design of future projects on the site.

Approximately 1,316 acres of the project site is in the Chico Creek watershed, with the remaining 400 acres of the project site in the Gorst Creek watershed. The 1,316 acres of the project site comprise 12.6 percent of the total Chico Creek watershed. The project site comprises approximately 7 percent of the Gorst Creek watershed, which covers approximately 5,760-acres.

The Chico Creek watershed is divided into five smaller sub-basins: Chico, Wildcat, Lost, Dickerson, and Kitsap creeks. The UTF property resides within the Chico, Kitsap, Lost and Dickerson sub-basins. The UTF property resides almost entirely within the Dickerson sub-basin, which has a relatively high number of wetland areas. The Dickerson Creek sub-basin begins at its confluence with Chico Creek and includes approximately four main tributaries. The Heinz Creek sub-basin is located in the Gorst Creek watershed, and is comprised of six tributaries that ultimately drain into Heinz Lake. The entire southern portion of the UTF property is within this sub-basin, not including the lake itself. Various intermittent streams and wetlands are also associated with this sub-basin. Heinz Lake is connected to Alexander Lake by an intermittent tributary, and Alexander Lake discharges to Heinz Creek which eventually discharges to Gorst Creek and ultimately Sinclair Inlet.

The sub-basin assessment focused on identification of limiting factors within watershed and the boundaries of the UTF site. Limiting factors refer to conditions that lead to a loss or reduction of the environment's fish production potential, excluding harvest or exploitation. They include only those conditions presently considered alterable. Within the Chico basin, major limiting factors consist of seasonal flooding, low summer flows, intermittent debris or beaver dams, and water quality problems in the areas of concentrated land developments and major marine activities of the metropolitan centers.

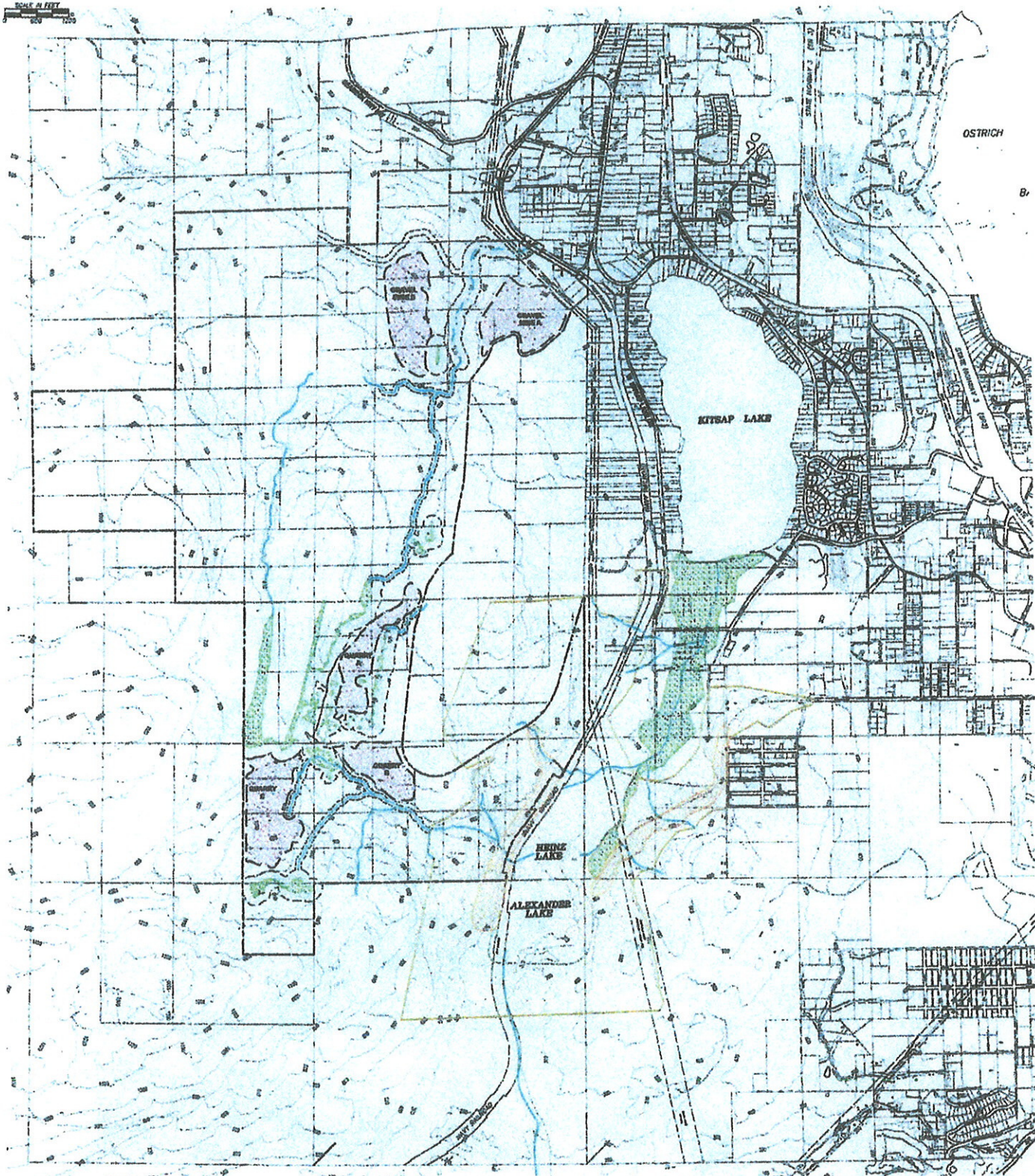
The sub-basin assessment concluded that the primary issues associated with development for the site relate to changes in vegetation and hydrology associated potential impacts to Chico Creek and its tributaries, and wildlife that utilize the site. Project planning and design was therefore recommended to include site-specific studies to characterize critical areas (wetlands, streams, aquifer, recharge areas, wildlife habitat and steep slopes) including location, and function and value, as applicable. This information is then to be combined with the BMP technical guidance, as well as input from stakeholders and regulatory agencies, to guide preparation of development plans that prevent erosion and sedimentation, and maintain current stream flows, temperature and water quality.

1.5 SITE DESCRIPTION

The UTF site is located in Sections 12, 13 24, and 25, Township 24N, Range 1W, and Sections 7, 18 and 19, Township 24N, Range 1E. The project area resides within the Chico and Gorst Creek watersheds with the majority of the property in the Dickerson Creek sub-basin. This sub-basin is located in the Chico Creek watershed (Water Resource Inventory

UELAND TREE FARM

SCALE 1/4" = 100'



LEGEND

- | | |
|-----------------------|---|
| --- PROPERTY BOUNDARY | ■ MINE AREAS |
| --- ACCESS ROADS | ■ WETLANDS |
| --- STREAMS | ■ WATER AREAS |
| --- FENCELINES | ■ PORTLAND BATH (SLOPE) HAZARD (>30% SLOPE) |
| | ■ MODERATE GEOLGIC HAZARD (CRUS SLOPE) |

ENCL. 5

1 maximum adverse grade, meaning going up at 12 percent, and
 2 you want to have a maximum coming down of 18 percent. Both
 3 those routes have grades over 20 percent.

4 So it's -- in order to be able to come off and get
 5 to where you enter into the City of Bremerton watershed, you
 6 have not only some grade constraints that you have to
 7 address, but you also have steep side slopes in there that
 8 are 60 to 70 percent that will cause huge cuts in the
 9 hillside in order to put in a two-lane road to accommodate
 10 future traffic. So I think those two routes, though, have
 11 been used in the past, they were used on a very limited
 12 condition, and I'm sure they had assisted with cats pulling
 13 up or yo-yoing them down the hillside.

14 Last, Mr. Botkin portrayed Chico Creek, Wildcat,

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON
 IN AND FOR KITSAP COUNTY

CONCERNED CITIZENS OF THE CHICO
 CREEK WATER BASIN,

Petitioners,

vs.

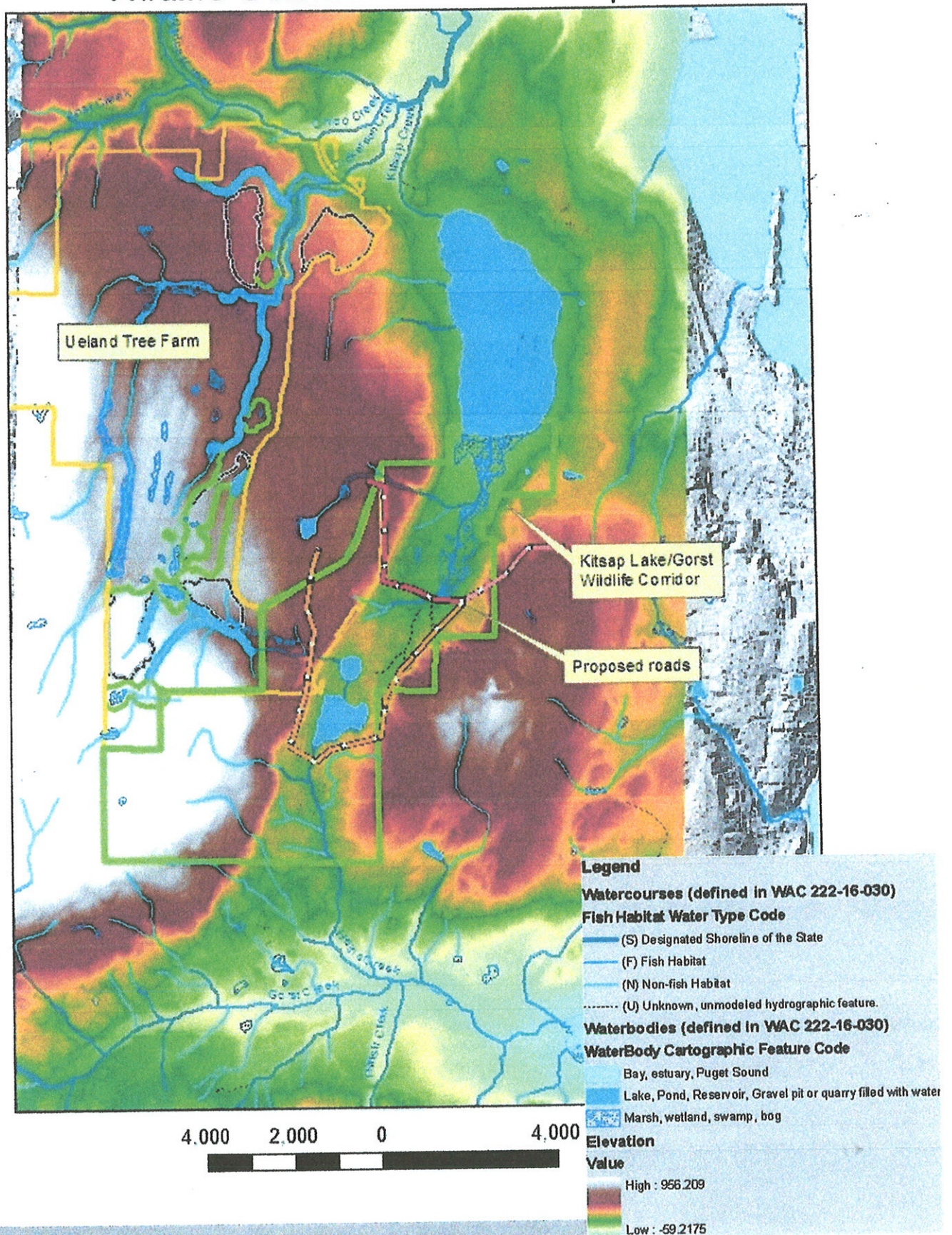
KITSAP COUNTY, CRAIG UELAND and
 UELAND TREE FARM LLC,

Respondents.

Page 51 - MARK MAUREN
 TESTIMONY

No. 10-2-00761-1

Ueland Tree Farm Wildlife Corridor Elevation Map



ENCL. 7

From: Jack Stanfill <jackstanfill@hotmail.com>

Date: June 28, 2013, 10:24:31 PM PDT

To: larry keeton <lkeeton@co.kitsap.wa.us>

Cc: "schwarz.victoria@epa.gov" <schwarz.victoria@epa.gov>, patty lent <patty.lent@ci.bremerton.wa.us>, "rgelder@co.kitsap.wa.us" <rgelder@co.kitsap.wa.us>, ryan <ryan@vancillaw.com>, "cgarrido@co.kitsap.wa.us" <cgarrido@co.kitsap.wa.us>, "chris@pugetsoundkeeper.org" <chris@pugetsoundkeeper.org>, Bob Buck <bobbuck69@gmail.com>, "jwbrown@co.kitsap.wa.us" <jwbrown@co.kitsap.wa.us>, "cdunagan@kitsapsun.com" <cdunagan@kitsapsun.com>, david nelson <david.nelson@kitsapsun.com>, alison <aosullivan@suquamish.nsn.us>, chrisminor <cndminor@msn.com>, calypso <children1st@wavecable.com>, jim <war2hawk@comcast.net>, "Rbrocksmith@HCCC.wa.gov" <rbrocksmith@hccc.wa.gov>, mike <mikesell@wavecable.com>

Subject: Shoreline Study Misinformation

Hello Larry,

I'm concerned there may be a serious error with the new Shoreline Study that the County is doing. It has come to light that apparently nearly 450 acres was left out of Heins Creek headwaters in the Gorst Creek Watershed Characterization Study that may, or may not give false scientific information for planning and grants.

CC
6-1

Upon further review of the Gorst Creek Watershed Study, that the City of Bremerton has the lead, it appears most of the South Kitsap Industrial Area (SKIA) was also excluded from the study, and all of the Bremerton National Airport. I've reviewed several maps in the study, and on one of the maps it does show the SKIA included in the Gorst Creek Watershed. How can the Gorst Creek Watershed study be accurate if scientific information is incorrect?

CC
6-2

The Chico Creek Task Force would be happy to meet with you to discuss our concerns about the Shoreline Study and the Chico Creek Characterization Study. I've cc'e Mayor Lent so she'll also be aware of these concerns. We also wonder how this will affect the future development in the SKIA that was approved for development through an EPA grant in 2010, Climate Showcase Communities Grant. The County was also a party to that.

We believe that with all the environmental scientific mistakes with the Ueland Tree Farm Mineral Resource (UTF) EIS, the Gorst Creek Characterization Study, and the SKIA Climate Showcase Communities Grant study and implementation, that supplemental SEPA, or EIS is warranted for the good of the environment and future of Puget Sound.m

CC
6-3

Thank you,

Jack Stanfill
President, Chico Creek Task Force



July 25, 2013

Allison Daniels, City Planner, City of Bremerton
Community Development Department
345 6th Street, Suite 600
Bremerton, WA 98337

RE: Draft Gorst Planned Action EIS Comments

Dear Ms. Daniels

Sustainable Bremerton would first like to thank you and all of the people and various entities that were involved in the process of creating the Gorst Creek Watershed Characterization & Framework Plan, the Draft Environmental Impact Statement and the Draft Sub-Area Plan. It obviously required a great deal of time and effort and we do appreciate your service to our community.

We understand the objectives of the project to include:

- Plans to make Gorst a place where people want to live, shop and recreate
- To protect the water quality, habitat and fish while fostering economic development
- Identify areas for development, restoration and protection based on science
- Adopt a land use plan for Gorst and
- Implement a long-range capital improvements plan to provide for future utility services, public services and transportation needs.

While the list above includes good ideas that would work in many communities we do question if this is the best list to be applied to Gorst specifically. If we are to be honest, Gorst has a less than flattering reputation. Maybe this is due in part to the popular morning children's show from the past called JP Patches. JP Patches was a clown who lived at the city dump and he had a secret room in the basement where the Ggoorrsstt lived. The Ggoorrsstt was not evil, but he was living in the basement at the city dump. One has to wonder at the ideas many of us grew up with about Gorst. Although this may be a silly example, we should recognize the significance the sense of place has in our everyday lives. It is important to understand people make choices in part based on emotion as to where they live, work and play. In its current state, most would not choose Gorst.

7-1

We would like to recognize the potential in the Gorst area and the opportunity we have to create something that might be of real benefit to the Kitsap Community as a whole. Instead of allowing Gorst to continue as the traffic snarled commercial and industrial zones it is today. We have a unique opportunity to ask for restoration and improvements to a neglected waterfront, its estuary and stream habitats.

7-2

The guiding principles for the project include an item that reads:

"Recognize environmental restoration as a tool that can support the local economy". This idea is one that we are very interested in seeing come to the forefront in the planning conversations. The City of Bremerton's waterfront, when viewed from the public waterfront trail in Port Orchard appears to be fully taken up by the Puget Sound Naval Ship Yard. Bremerton is largely missing the low-bank waterfront and public access to the water that would make our community that much more desirable for visitors and residents. While you are picturing the view of Bremerton from Port Orchard, turn your view to the west, to Gorst, and envision the potential there for a vibrant active waterfront with green space and trails.

7-3

Recently, the Cities of Bremerton and Port Orchard asked a private consultant to make suggestions regarding how the two cities might differentiate themselves from other cities vying for visitor's attention and dollars. We see the potential for the restoration and creation of green spaces in Gorst to tie the two cities of Bremerton and Port Orchard together. Possibly while creating a sense of place for Gorst itself in the creation of new recreational, housing and economic opportunity for all three communities.

7-4

Through the public comment period of this review process there has been clear communication from all participants that the proposed Alternative 3 is the preferred Alternative. We would like to fully explore the ideas expressed in support of Alternative 3 and truly capitalize on the public's expressed desire to see more green space, trails, parks, water access and less development.

Sustainable Bremerton supports the suggestions made by the Kitsap County Commissioners to extend the area in Alt. 3 called "Low Intensity Waterfront" to the area northwest, across Highways 3 and 16 and that about the Gorst Creek. The NOAA maps that were included as appendices to the project information would indicate this would be a more responsible way to allow for low impact development within the area that may see an increase in flooding concerns with the threat of rising sea levels in combination with major storm events.

7-5

It is true that there is a State Highway running through what in another space and time could have been a spectacular waterfront community, but that is what we have. We can plan around the existing site issues that are not likely to go away and not feed into them with more traffic, congestion and frustration by planning for a smaller growth potential in the Gorst area. Some may argue that we are missing the opportunity to provide jobs and we would remind those people that SKIA, a planned industrial/commercial development, is very close to the Gorst area, in fact an easy bicycle commuting distance.

7-6

We would like to explore bold ideas to address the known transportation issues and find opportunities. Perhaps the triangle shaped space at the center of Highways 16 and 3, referred to as the Texaco Triangle, is someday transformed into a Park-and-Ride/Park-and-Play lot. Where commuters could leave a vehicle or leave a bicycle to travel by bus to their final destination. Visitors to the area could park while they explore the surrounding area by foot or by bicycle on trails through the surrounding forests or at the near shore of Sinclair Inlet.

7-7

There are opportunities for partnerships that could yield County-wide benefits that should be explored. As an example of an opportunity for partnership came from Sandra Staples-Bortner, Executive Director for the Great Peninsula Conservancy:

"The Great Peninsula Conservancy potentially would be interested in involvement in protection of the Gorst Creek Watershed if a conservation or restoration component is identified as part of the overall watershed plan. Our expertise is in working with landowners to develop and implement conservation strategies that generally involve either land acquisition, conservation easements, or restoration projects. In all cases, the project has to have significant conservation values (e.g., salmon, wetlands, streams, shoreline, farmland, etc.) that qualify for public grants. While support from GPC's members/donors generally funds our staff, outreach, and overhead, we seek grants for most of the direct costs associated with individual conservation projects. This means our conservation priorities often are shaped by available funding.

7-8

At some point, Scott Pascoe, GPC's Conservation Director, would like to get up to date on the Gorst Creek Watershed plan and look for opportunities for GPC to participate. Please continue to keep us advised of the city/county's progress on the plan".

7-9

Gorst could be a more successful place, a more desirable community. We believe this could happen if Gorst was surrounded by a network of pedestrian and bicycle trails that could take a person into either Bremerton or Port Orchard safely without having to ride on the State Highway. Gorst could be a more successful community if we can agree to plan for low impact development that does not necessarily cater to the highway traveler but instead to those who live and play in the area. We believe Gorst could be a successful community if we scale the allowed commercial developments to encourage a variety of service be located within walking/biking distance to the smaller, low-impact residential developments. We believe Gorst could be a success if we find ways to use its largest perceived negative attribute as an asset for transportation improvements.

7-10

We encourage those responsible for the final outcome of this plan to be bold. Do not plan to accommodate the existing uses and the current conditions. Instead plan for the future that is best for Gorst and for the entire Kitsap Community. Given this opportunity to turn Gorst around, why would we plan for anything less?

Thank you for the opportunity to comment.

Sincerely,
Sustainable Bremerton



Shawn Dinkuhn, President

From: Doug Engebretson dougengebretson@gmail.com
To: Allison Daniels
Subject: Education/ RE: Gorst Watershed
Sent: Tue 6/18/2013 9:47 AM

Good Morning Allison,

I am wondering about the salmon runs in Gorst Creek.

I have been a montessori teacher in Bremerton for 15 years. We take our students to see salmon spawn at Clear Creek, its phenomenal.

Are salmon runs, public access and educational features for future generations considered in this project at all, or is strictly business and transportation?

8-1

I will come to the meeting tonight if you think my concerns could be better addressed there.

Doug Engebretson
teacher

From: Katherine O'Brien kao3@uw.edu

To: Allison Daniels

Subject: Gorst Watershed Planning

Sent: Tue 7/23/2013 4:37 PM

Hi Allison,

Now that I know you received my previous e-mail, I have a couple of comments for you on the Gorst Watershed Planning effort.

Transportation:

I believe additional park and rides, which you have discussed before, would be a good option. They would definitely increase accessibility to public transportation which should increase ridership. Studies I have read, however, state that there is distance decay (i.e. a drop in use as the user gets farther away). Ridership is relatively high within approximately 1.25 miles from the park and ride and lessens as the user's distance from the park and ride increases. Since many commuters will only use public transportation if it does not greatly increase their commuting time, park and ride convenience is necessary. Placement, then, would be the key. A location where drivers would not have to go very far out of their way would need to be found. Gorst could be the perfect location for this.

9-1

Other studies I have read state that for distances over 1 Kilometer (.62 miles) people will choose to drive rather than walk. So placement of public transit locations in the new walkable development located on the mineral resources land would need to be considered to encourage transit use. I assume Kitsap Transit would be the primary on these issues, however.

I would also like to suggest right turn lanes along the highway portion of the Gorst UGA. Although the highway is the jurisdiction of the DOT, promoting right turn lanes I think would be highly beneficial. As it is now, there is already an increase in the number of lanes around the Gorst curve. Providing a right turn lane would allow people access to the businesses in the Gorst UGA without slowing down traffic in the thru lanes. It would also provide a greater distance between pedestrian traffic and the faster moving vehicle lanes, creating a friendlier pedestrian environment. Additional planning would be needed if the state decided to make Hwy 16 six lanes instead of four as discussed in the EIS.

9-2

Building requirements and incentives

As far as requirement for new construction, I believe pervious pavement should be used in the Gorst UGA to reduce the potential for flooding. Although this will not eliminate the problem, combined with other watershed restoration efforts it could have an impact. It may be more expensive, but in the long run it would probably cost less than the damage caused by flooding. Even the Subaru dealer could benefit from this. Perhaps incentives, such as waived/reduced permitting costs or providing an "environmentally friendly" list of businesses on the city website (if permissible), could be put in place for encourage existing businesses to switch over. In the end it comes down to money. The businesses need to feel they will get something out of it and the incentives, along with reducing the flood damage expense, may do the trick.

9-3

I assume many of these points have already been discussed but, if not, I hope my thoughts can be some help.

Sincerely,

Kathy O'Brien

(360) 373-9422

From: Katherine O'Brien kao3@uw.edu
To: Allison Daniels
Subject: Gorst Watershed Documents
Sent: Thu 7/25/2013 11:55 AM

Hi Allison,

In reading the three volumes of the Gorst Watershed documents, I was very impressed. It was very well done and quite thorough. I did see a few items that I thought were worth mentioning, though. I have attached a word document with the word/words in question highlighted and my comments italicized. I hope this is helpful to you.

Also, has anyone considered the potential for light rail between Bremerton and Tacoma? I realize that it is not likely at this point, but as the Kitsap Peninsula grows (which it is predicted to do) and public transit ridership increases, I believe it could be a viable alternative. Perhaps some thought on its potential should be given as planning for the Gorst UGA is done.

Kathy O'Brien
(360) 373-9422

1) Volume 2 pg. 3-12 (pg. 120 of the PDF)

Hydrology and Water Quality

Drainages in the Gorst watershed are relatively smaller in comparison to other watersheds in the region and flows are dependent on precipitation and groundwater contribution, as the drainages do not receive snowmelt from either the Olympic or Cascade Mountains. Major water features in the watershed include two small lakes (Twin and Alexander), several small streams, and an estuary (Sinclair Inlet) (Figure 3.2-1 Gorst Creek Watershed: Water Resources). Sinclair Inlet is described in the Gorst UGA section. Gorst Creek is the primary drainage feature for the watershed and had three major tributaries Heins, Jarstad, and Parish creeks. Gorst Creek is approximately four-miles-long and originates in the Sunnyslope area from a headwater wetland complex (southern portion of the watershed). The headwaters of Gorst Creek are generally flat with a relatively narrow riparian buffer that is constrained by rural residences, Sunnyslope Road SW, and SR 3. The middle reach is undeveloped with a riparian buffer in good condition. The lower reach is in the Gorst UGA and **described in the below**. The Gorst Creek Salmon Rearing Facility, jointly operated with the Suquamish Tribe, WDFW, and Kitsap Poggie Club, is located approximately 0.75 mile upstream from the mouth of Gorst Creek at Sinclair Inlet (City of Bremerton 2011).

(Is there a word missing here or should "in the" be taken out? There is some description of the lower reach on pg. 3-16 (pg. 124 of the PDF). There is most likely more description elsewhere in the document.)

10-1

2) Volume 2 3-201 (pg. 309 of the PDF)

Alternative 2

Table 3.12-16 Projected SKSD LOS – Alternative 2 summarizes projected capacity for SKSD in 2035 based on current capacity, planned capacity improvements, and projected enrollment based on household growth. The analysis is shown based on both permanent capacity and capacity including interim facilities. This Alternative has a higher level of projected growth than Alternative 1, but less than **Alternative 2**.

(Should this be alternative 3?)

10-2

Alternative 3

Table 3.12-17 Projected SKSD LOS – Alternative 3 summarizes projected capacity for SKSD in 2035 based on current capacity, planned capacity improvements, and projected enrollment based on household growth. The analysis is shown based on both permanent capacity and capacity including interim facilities. **This Alternative has a higher level of projected growth than Alternative 1, but less than Alternative 2.**

(Growth in alt 3 is also greater than alt 2.)

10-3

3) Volume 2 Pg. 3-247 (pg. 355 of the PDF)

- Transportation. An efficient, flexible, and coordinated multi-modal transportation system—including roads, bridges and highways, ferries, transit, and non-motorized travel—that provides interconnectivity and mobility for county residents and supports our urban and rural land use pattern.

Relevant to the Gorst Creek Watershed Framework & Characterization **Planning efforts, Kitsap County a policy** supporting coordinated cross-jurisdictional watershed and habitat protection efforts:

(Should this say “has a policy”... “adopted a policy”?)

10-4

4) Volume 2 Page 3-258 (pg. 366 in the PDF)

Kitsap County CPP

All alternatives would be consistent with CPPs by focusing growth in UGAs and offering employment and housing opportunities. Alternatives 2 and 3 would promote joint City-County planning for an assigned UGA consistent with CPPs. All facilities and services are addressed in this Draft EIS consistent with CPP guidance for joint planning and service transition. See Table 3.14-5 Kitsap County CPP Evaluation.

One area of inconsistency for Alternatives 2 and 3 includes population allocations; Alternatives 2 and 3 would substantially increase the capacity for population on the mine site compared to Alternative 1. Kitsap County and the City of Bremerton could work with KRCC to **reallocate population from undersized UGAs** to Gorst to match Alternatives 2 or 3 population levels. This could be accomplished prior to the County and City of Bremerton’s GMA required 2016 Comprehensive Plan Update. Until that time, the mineral resources designation could remain while the mine is still in active operation, thus not allowing residential growth until population targets are reallocated.

(Should this say “oversized”? The section below (Population and Employment Estimates), which comes prior to the above statement in the EIS document, refers to “excess population”)

10-5

Population and Employment Estimates

Volume 2 pg. 3-256 (pg. 364 of the PDF)

Alternatives 2 and 3 assume greater population allocations than found in the CPPs. Consistent with County policies that would allow for exchanges of population, a portion of the **excess population** in East and West Bremerton could be reallocated to Gorst. However, growth allocation modifications may be possible in the upcoming 2014-2016 Comprehensive Plan Update cycle through a regional process with the KRCC.

5) Volume 3 pg. 10-3 (pg.52 of the PDF)

Water System

The Kitsap County CFP (August 2012) coordinates water improvements planned by the County, cities, and special districts. Within the Gorst UGA, the City of Bremerton identified the following improvement:

☐ Project #2 – 36” Transmission Main McKenna Falls to Gorst

Only the projected growth for No Action (Vision 1) is accounted for in Kitsap County CFP. Both action alternatives (Visions 2 and 3) propose development at the mine site and would require an evaluation of drinking water improvements. It is **likely** that service providers have adequate water supply for added growth. New development at the mine site would **require developer installed improvements** for adequate distribution of drinking water.

(Should this read “unlikely”? The statement immediately below states that the site would require improvements for adequate distribution of drinking water. Is that statement only referring to the distribution of water and not the supply of water? Also, will there be a need for water storage at the site?)

10-6

6.0 REFERENCES

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7.0 DISTRIBUTION LIST

The following agencies and individuals were sent a notice of availability, or a compact disk, or a copy of the Final EIS.

7.1 Federal Agencies

Federal Aviation Administration

Naval Base Kitsap

U.S. Environmental Protection Agency

7.2 Tribes

Port Gamble/S'Klallam Tribe

Skokomish Tribe

Squaxin Island Tribe

Suquamish Tribe

7.3 State and Regional Agencies

Puget Sound Partnership

Puget Sound Regional Council

Kitsap Regional Coordinating Council

Washington State Department of Archaeology and Historic Preservation

Washington State Department of Commerce

Washington State Department of Corrections

Washington State Department of Ecology

Washington State Department of Fish and Wildlife

Washington State Department of Health

Washington State Department of Natural Resources

Washington State Department of Social and Health Services

Washington State Department of Transportation

7.4 Local Governments

City of Bremerton City Council

City of Bremerton Planning Commission

City of Port Orchard

Kitsap County Assessor

Kitsap County Board of County Commissioners

Kitsap County Community Development

Kitsap County Parks and Recreation

Kitsap County Planning Commission

Kitsap County Public Works

Kitsap County Sheriff

Kitsap Public Health District

7.5 Services, Utilities, Special Districts, and Transit

Cascade Natural Gas

Kitsap Transit

Port of Bremerton

Puget Sound Energy

South Kitsap Fire and Rescue

South Kitsap School District

Sunnyslope Water District No. 15

7.6 Community Organizations

Kitsap Economic Development Alliance

Sustainable Bremerton

West Sound Watersheds Council

7.7 Newspapers

Bremerton Patriot

Kitsap Sun

7.8 Interested Persons and Stakeholders

Gorst UGA Property Owners

Gorst Community Workshop Participants (October 2012 Scoping and February 2013 Preliminary Alternatives)

Draft EIS commenters (see Chapter 5 of this Final EIS)

Persons interested in planning – City and County email listservs

APPENDIX A

GORST WATERSHED ASSESSMENT – UPDATE

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To: Allison Daniels, City of Bremerton; Lisa Grueter, Berk Consultants; Bill Webb, AECOM Consulting

From: Stephen Stanley, Susan Grigsby and Kelly Slattery; Washington Department of Ecology

RE: Final Revised water flow and water quality assessment for Gorst watershed

August 19, 2013

Introduction

The purpose of this revised assessment was to add a new assessment unit (#21, Heinz Creek), to the northern portion of the Gorst watershed. Based on citizen input during the current comment period for the Gorst Subarea Master Plan EIS, the City and its consultants in conjunction with the County and Department of Ecology determined that a portion of the northern watershed boundary required adjustment. The existing boundaries for the watershed assessment are based on the Department of Fish and Wildlife Salmon and Steelhead Habitat Inventory Assessment Program (SSHIAP - 1995) work.

Because this work is based on spatial data that approximates stream locations at a scale of 1:24000 and greater, it can be subject to errors especially in areas that are relatively flat at the headwaters for two or more watersheds. The subject area in question is a large flat saddle, part of which drains north into the

Chico Creek watershed and the other part south into the Gorst Creek watershed. Recent field work by the City determined that the current boundary for the Heinz Creek sub-watershed was too far south. Upon additional review of topography and discussion with city officials with expert, long term knowledge of this area, the Gorst watershed boundary was moved north and new assessment unit for Heinz Creek was created. This new assessment unit incorporates Heinz Lake, a tributary immediately to the west of the lake and a riparian wetland associated with Heinz Creek (Figure 1 and Figure 2).

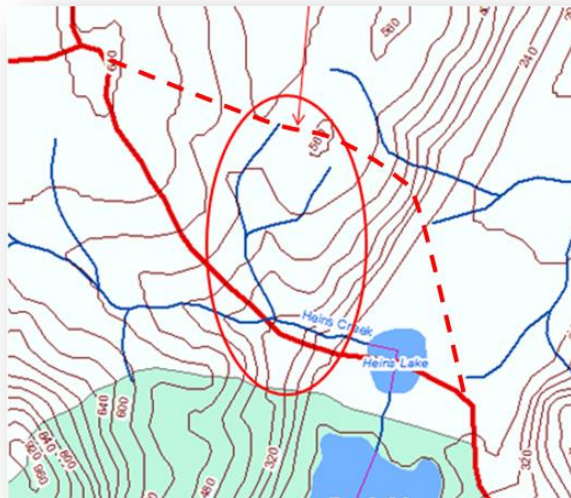
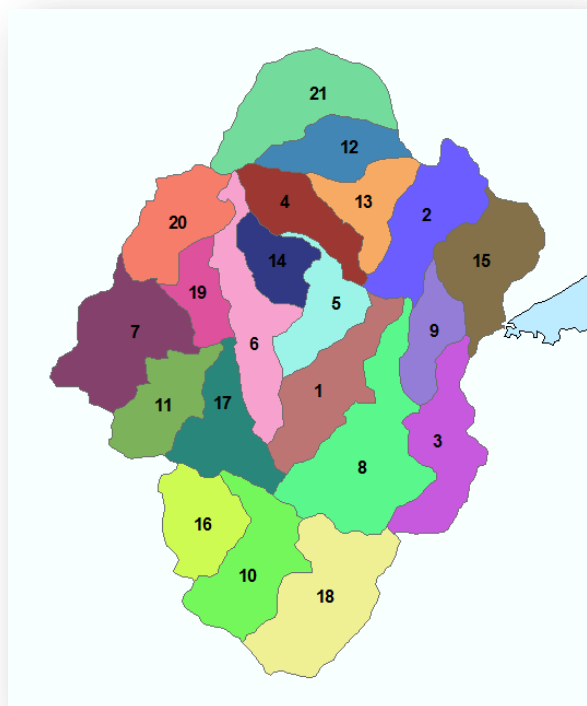


Figure 1 – Boundary adjustment (dotted red line to include Heinz Lake & tributary for Heinz Creek sub-watershed. Gorst Watershed to south in shaded “green” area.

Once the new assessment unit was created the assessment model for water flow and water quality was run the week of July 14th, 2013. The results of the revised assessment are summarized below; these results are an addendum to the watershed assessment produced by Parametrix and not a substitute for the detailed analysis of and recommendations for the overall watershed.

Summary of Assessment Results



The addition of the Heinz Creek assessment unit (AU 21) increased the total number of assessment units to 21. This has two effects on the overall assessment results: 1) slightly increases the size of the quartile bins for models 1 and 2 of the water flow and water quality results; and 2) introduces new data and results against which the other 20 assessment units are evaluated. As a consequence, there can be shifting of ranking of priority for protection, restoration and development. The results for the new Heinz Creek assessment unit are presented below.

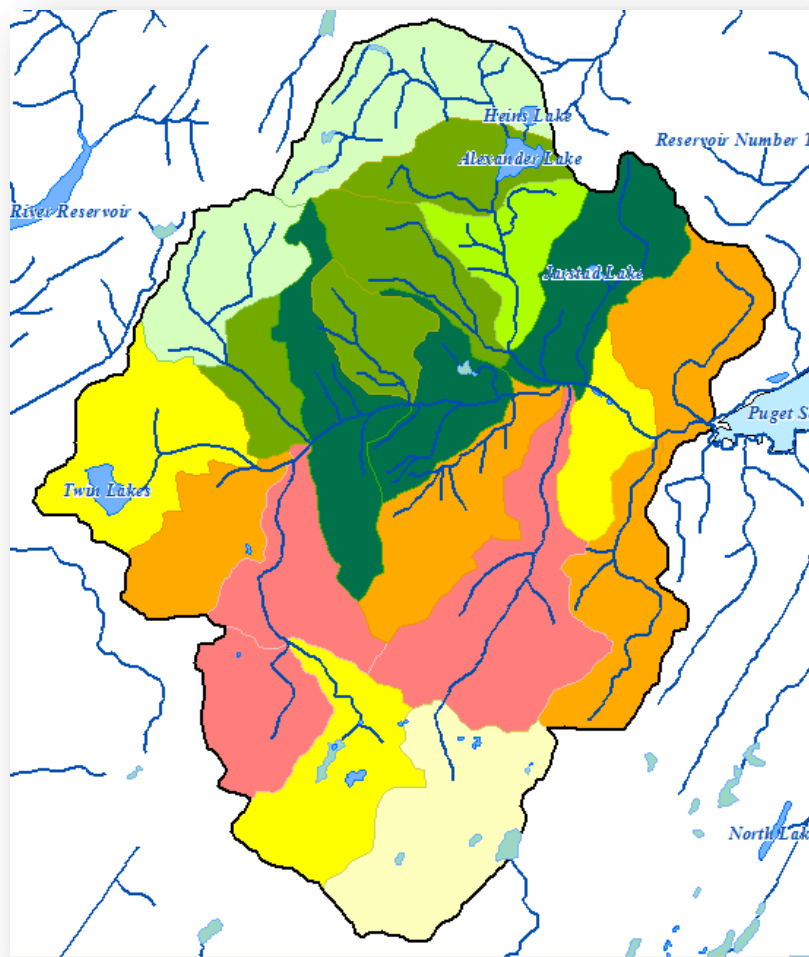
Figure 2. Assessment units for Gorst Watershed Study Area and Heinz Creek Assessment Unit #21

Heinz Creek Results

The overall water flow results indicate that Heinz Creek has a low importance for water flow and a low degree of degradation. This results in a management category of “Conservation” which suggests permitting land use activities that protect and maintain those water flow processes important to this AU.

Recharge is the most important water flow process for the Heinz Creek watershed due to the presence of high permeability deposits. Because Heinz Creek AU is located in the headwaters, its recharge process most likely contributes to and supports areas of downstream discharge which helps maintain low flows in Gorst Creek. Activities which reduce infiltration and recharge, such as buildings and

impervious surfaces should be minimized and located outside of these high permeability deposits. Though not as significant in size, existing areas of storage should also be protected in this AU since surface storage in headwater watersheds have a significant effect on maintaining the normal range of downstream flows (e.g. less flooding and erosion).



The water quality assessments indicate that the Heinz Creek AU has a high potential for export of sediment due to the presence of outwash deposits. Export of sediment from a headwaters AU can have adverse effect on the entire stream ecosystem including reduction in the structural complexity of streams due to alteration of erosion and deposition patterns. Additionally, sediment can clog spawning gravels and negatively affect water quality due to the increased transport of phosphorous and increase in algae blooms. Results also indicate that metals and pathogens could potentially be exported from this AU.



Figure 3. Overall Results for Water Flow Assessment. Results indicate that Heinz Creek AU has a “conservation” management category. This result does not represent the overall integrated result for the assessments, which is presented in Table 1 and Figure 5.

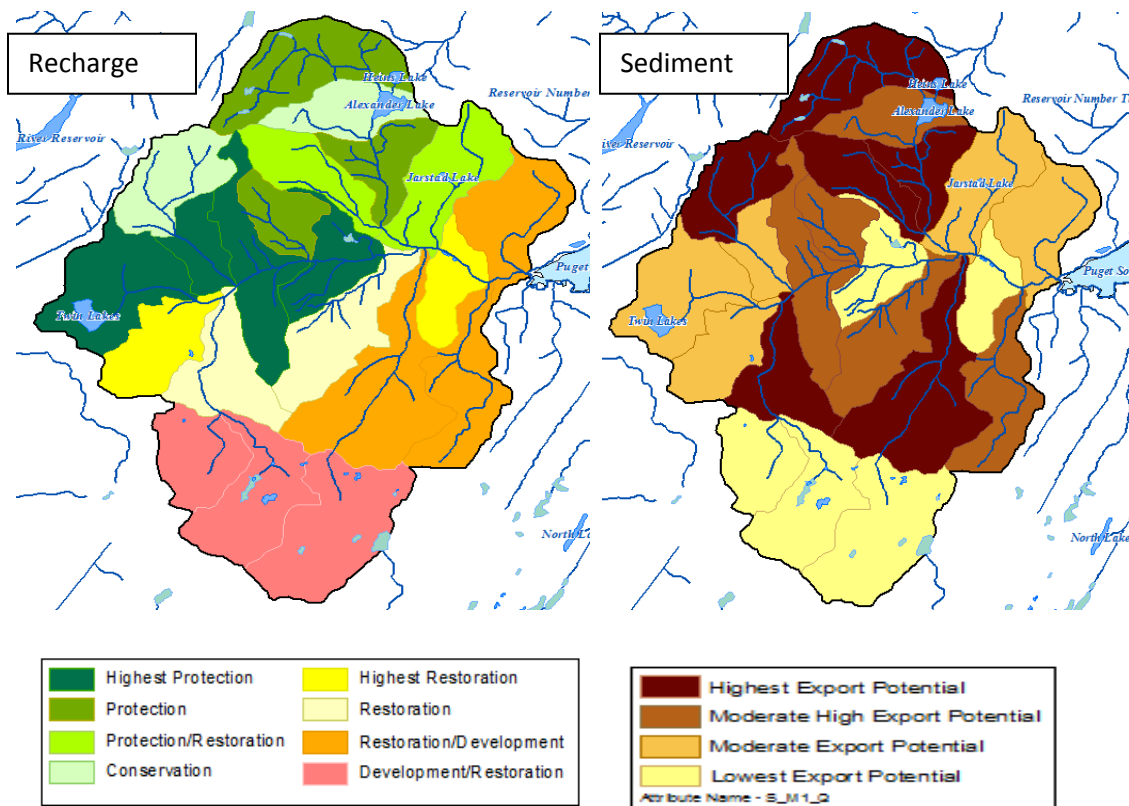


Figure 4. Results for recharge process (left panel) and sediment process (right panel). Results indicate that Heinz Creek has a management category of “protection” and a high export potential for sediment. This would suggest that the existing forest or native cover be maintained (facilitates recharge & minimizes erosion) and areas that retain sediment (wetlands and lakes) be protected.

Because Heinz Creek presently experiences a low level of degradation, recharge is predicted to be high and sediment export low relative to other AUs in the study area. Existing land use features such as native cover and wetlands and lakes play a role in retaining sediment and should be protected. However, given the higher potential for erosion in the Heinz Creek and adjacent AUs (4,14,20) additional finer scale modeling should be conducted to identify the actual degree of potential erosion and transport, the appropriate type and design of future land uses and the necessary best management measures to control any erosion from identified future land uses.

Changes in Overall Assessment for Gorst Watershed

The results of the revised assessment have also resulted in a small shift in the management categories of the assessment units. This has not changed the integrated results of the assessment (table 1 and figure) which includes “protection” management categories for the northern portion of the watershed and restoration and development for the southern portion.

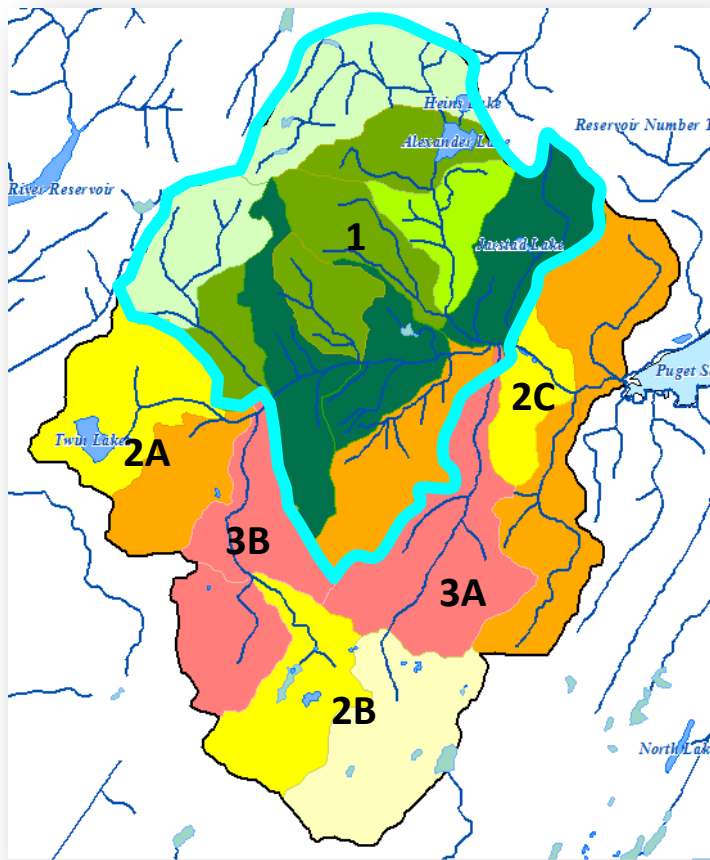
Listings of the key changes in the management categories, prior to integration, for the overall water flow results are as follows:

- 1) AU 13 up from “conservation” to “protection/restoration” category
- 2) AU 14 up from “protection/restoration” to “protection” category
- 3) AU 2 up from “protection” to “highest protection”
- 4) AU 1 down from “conservation” to “restoration/development”

Other changes occurred for the results of the sub models (delivery, storage, recharge and discharge) and water quality models. These results are documented in Appendix A.

Integrated Results

Table 1 and Figure 5 present the final integrated results of the water flow, habitat and sediment models.



1. Protection Zone (Green). This area is key to recharge and discharge processes for Gorst Creek. Permitted uses must preserve forest cover and not result in conversion.

2. Restoration Zone (Yellow). Lower intensity uses.

A – Restore recharge, discharge and delivery processes, limit urban development, maintain in open space uses.

B – Residential uses but protect/restore storage functions of wetlands.

C – Restore recharge/discharge processes using LID measures.

3. Development Zone (Pink & Orange). Moderate to higher intensity urban uses.

A – Protect against erosion & sediment export with adequate setbacks, buffers & vegetation cover. Cluster development.

B – Restore stream corridor; cluster development.

Figure 5. Management Zones for Gorst Watershed. These zones Represent the integration of the water flow, water quality (sediment) and habitat assessments. See Table 1 for the summary of results for each assessment unit.

Table 1. Integrated Water Flow and Fish and Wildlife Assessment Results and Recommended Management Actions

AU No.	Water Flow Assessment Results Synthesized Results: Importance and Degradation Matrix	Sediment Assessment: Export Potential	Local Habitat Assessment Results – Relative Level of Habitat Value	2003 Kitsap Salmon Refugia Report Score (0 to 6.58) (May and Peterson 2003)	Integrated Results	Notes and Suggested Management Measures
1	Overall: Restoration/Development Discharge: Protection Storage: Restoration	Moderate High	Moderate	Moderate Low (6.1)	Protection	Important area for groundwater discharge for Gorst Creek; moderate value for habitat due to rural development and roads., Development in this area should be designed to minimize impact upon groundwater discharge processes (roads, ditches) and recharge processes (impervious surfaces) since they support Gorst Creek flows.
2	Overall: Highest Protection Discharge & Storage: Highest Protection	Moderate	Moderate High	High (6.58)	Protection	Jarstad Creek has the highest salmon refugia score in watershed, so extra measures are needed to protect water flow processes in this AU. Due to high sediment export potential, logging activities should be limited in this AU. Maintain appropriate zoning for protection.
3	Overall: Restoration-Development Surface Storage: Restoration	Moderate High	Moderate Low	No Score	Development and Restoration	Relatively high level of degradation. Not rated by salmon refugia study. More appropriate area for moderate density development provided measures are implemented to reduce erosion and sediment export (adequate stream buffers, setbacks, reduced overland flow through infiltration and vegetation cover).
4	Overall: Protection Discharge: Protection	High	High	Moderate (6.26)	Protection	For headwaters AU, the processes are essentially intact, with high importance for groundwater discharge and high habitat value; given these values and high sediment export potential it is important to maintain forest cover, limit logging activities and maintain appropriate zoning for protection.
5	Overall: Highest Protection Storage, Recharge & Discharge: Highest Protection	Moderate High	Moderate High	Moderate High (6.44)	Protection	Area has some degradation due to roads, but has extensive slope wetlands and groundwater discharge areas critical to Gorst Creek. Also high importance for surface storage and recharge processes. High habitat and salmon refuge value indicates that this area should be protected from further degradation. Maintain appropriate zoning for protection.
6	Overall: Highest Protection Recharge & Discharge: Highest Protection Storage: Protection	Moderate High	Moderate High	Moderate High (6.44)	Protection and Restoration	Part of the core area (e.g. AUs1, 2, 4, 5, 6) in northern portion of Gorst Watershed that provide critical groundwater discharge areas critical to Gorst Creek. Southern portion of AU has more clearing of forest and should be restored. Maintain appropriate zoning to protect this area.
7	Overall: Highest Restoration Surface Storage & Recharge: Highest Protection	Moderate	Moderate High	Moderate High (6.44)	Restoration 2A	High habitat and salmon refugia scores identify this as a higher priority area to undertake restoration actions. The golf course has degraded storage and slope wetlands and water courses (also on AU11) which has impacted discharge and storage processes; a comprehensive restoration program should be

AU No.	Water Flow Assessment Results Synthesized Results: Importance and Degradation Matrix	Sediment Assessment: Export Potential	Local Habitat Assessment Results – Relative Level of Habitat Value	2003 Kitsap Salmon Refugia Report Score (0 to 6.58) (May and Peterson 2003)	Integrated Results	Notes and Suggested Management Measures
	Discharge: Restoration					developed to restore these areas. Maintain zoning to protect open space, rural nature, and increase forest cover.
8	Overall: Development-Restoration Recharge & Discharge: Development-Restoration	High	Moderate	Low (4.69)	Development 3A	Area of low importance for water flow processes and moderate for habitat; more appropriate area for moderate to higher density development compared to other AUs within the Gorst Creek Watershed. High sediment export potential requires development measures that reduce erosions through adequate buffers and setbacks (from steep slopes) and reduction of overland flow through infiltration and plantings (LID measures). Clustering may be appropriate in this area in order to minimize potential sediment export impacts.
9	Overall: Highest Restoration Storage, Recharge, Discharge: Highest Restoration	Low	Low	Low (4.81)	Restoration 2C	Though this area has a low score for habitat and salmon refugia, it is a higher priority for restoration due to generally intact upstream processes (northern half of watershed) and high importance for the storage, recharge and discharge processes. Channelization, culverts, and reduced riparian cover have degraded stream corridor and discharge processes. A comprehensive program to restore creek corridor should be developed. Effective Impervious surface should be reduced through a stormwater retrofit program.

AU No.	Water Flow Assessment Results Synthesized Results: Importance and Degradation Matrix	Sediment Assessment: Export Potential	Local Habitat Assessment Results – Relative Level of Habitat Value	2003 Kitsap Salmon Refugia Report Score (0 to 6.58) (May and Peterson 2003)	Integrated Results	Notes and Suggested Management Measures
10	Overall: Highest Restoration Storage: Highest Restoration	Low	Low	Moderate (6.44) High	Restoration Area 2B	Low habitat value due to impacts from adjoining residential area but high salmon refugia score. Large area of wetlands that play an important role in regulating downstream flow. Wetlands and streams should be protected and restored, with appropriate buffers provided. This is an appropriate area for moderate density development provided clustering approach is used.
11	Overall: Restoration-Development Recharge: Highest Restoration Discharge: Restoration	Low	Moderate High	Moderate (6.44) High	Restoration Area 2A	High habitat and salmon refugia scores identify this as a priority area to undertake restoration actions. The golf course has degraded many of the wetlands and water courses; a comprehensive restoration program should be developed to restore these areas. Recharge and discharge are the key processes to restore. Also restore storage processes.
12	Overall: Protection Storage: Protection	Mod High	High	Moderate (6.26)	Protection	Headwaters AU: processes essentially intact, high habitat value. Storage process most important. Sediment export potential moderate high: protect wetlands and maintain forest cover and protective zoning to maintain downstream structure and functions and minimize sediment transport.
13	Overall: Protection Restoration Recharge: Protection	High	High	Moderate (6.26)	Protection	Headwaters AU: processes essentially intact: recharge most important process. High habitat value. Maintain forest cover and protective zoning.
14	Overall: Protection Storage, Recharge, Discharge: Protection	Mod High	High	Moderate High (6.44)	Protection	Headwaters AU: processes essentially intact; storage, discharge, recharge are all equally important processes. High habitat value. Maintain forest cover and protective zoning.
15	Overall: Restoration Development Discharge: Restoration	Moderate	Moderate	Low (4.69)	Development	Relatively high level of degradation and low habitat score; more appropriate area for higher density development provided measures are applied to reduce potential sediment export. Recharge processes require restoration.
16	Overall: Development Storage, Recharge, Discharge: Development	Low	Low	Moderate (6.44) High	Development	Low importance for all processes. The western edge of this AU is degraded by airport development. It has a moderately high score for salmon refugia, so the AU stream should be adequately protected (appropriate width buffers). More appropriate area for higher density development within the Gorst Creek Watershed, provided that streams and wetlands have adequate buffer protection.
17	Overall: Development- Restoration Recharge: Restoration	High	Moderate High	Moderate (6.44) High	Development Area 3B	Although the overall assessment for water flow indicated "development," AU has moderate-high habitat value. May be an appropriate area for low-to-moderate density development, provided habitat resources (forest, streams, and wetlands) are protected through use of clustering. Landfill in downstream,

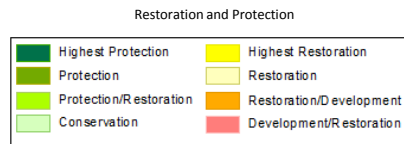
AU No.	Water Flow Assessment Results Synthesized Results: Importance and Degradation Matrix	Sediment Assessment: Export Potential	Local Habitat Assessment Results – Relative Level of Habitat Value	2003 Kitsap Salmon Refugia Report Score (0 to 6.58) (May and Peterson 2003)	Integrated Results	Notes and Suggested Management Measures
						northern portion of AU has collapsed the culvert-carrying stream, which gives it priority for restoration. Recharge processes require restoration.
18	Overall: Restoration Storage: Highest Restoration	Low	Moderate	Low (4.69)	Restoration Area 2B	Overall, this AU has a low-to-moderate value for water flow processes and habitat, with surface storage having the highest importance. Appropriate area for moderate density development, provided that existing streams and wetlands receive adequate protection and restoration of wetland storage functions where they have been degraded; wetlands will help control potential downstream erosion and sediment transport in AU8.
19	Overall: Protection Recharge: Highest Protection Discharge: Protection	Moderate	High	Moderate High (6.44)	Protection	Headwaters AU: processes essentially intact, high habitat value, with recharge being the most important process. Limit forestry activities given high sediment export potential. Maintain forest cover and protective zoning.
20	Overall: Conservation	High	High	Moderate High (6.44)	Protection	Headwaters AU: processes essentially intact, high habitat value, but none of the processes have high importance. Limit forestry activities given high sediment export potential. Maintain forest cover and protective zoning.
21	Overall: Conservation Recharge: Protection	High	High	Moderate High (6.44)	Protection	Headwaters AU. Processes essentially intact, high habitat value. Recharge is the most important process. High erosion potential. Minimize impervious surfaces and implement BMPs to minimize erosion and transport of sediment downstream.

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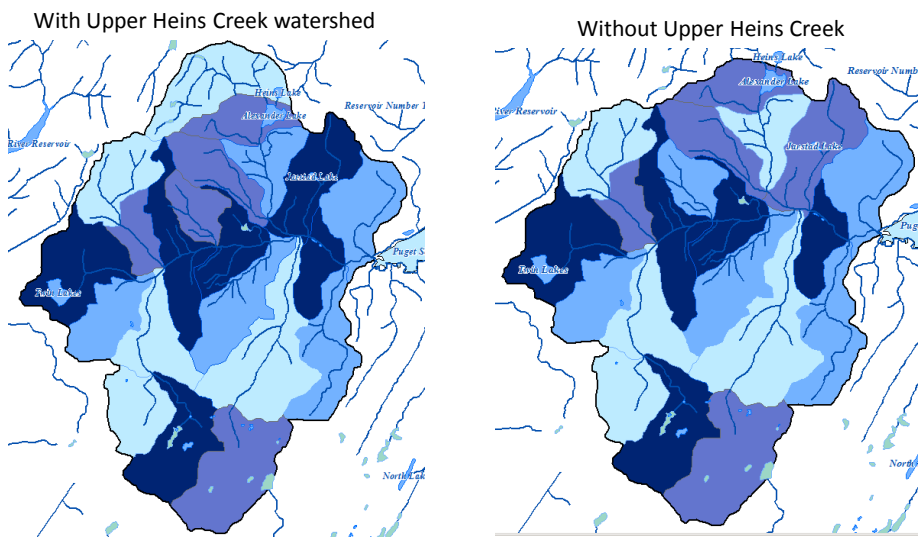
Appendix A – Comparison of Changes Between Previous Assessment of Gorst Watershed and Current Assessment With AU 21, Heinz Creek Included.



WATER FLOW

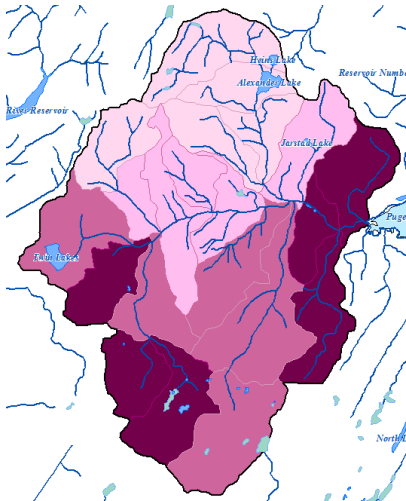


Overall Importance of Water Flow

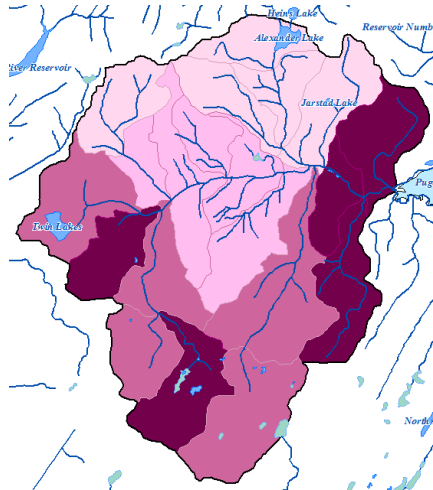


Overall Degradation to Water Flow

With Upper Heins Creek watershed

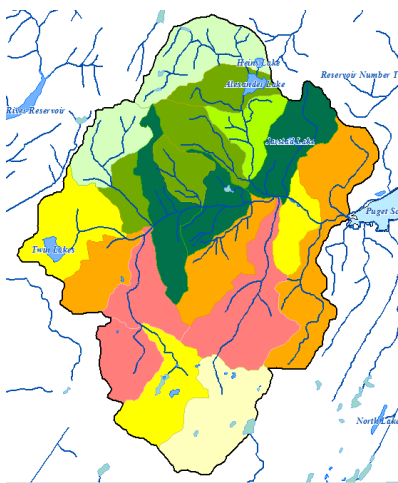


Without Upper Heins Creek

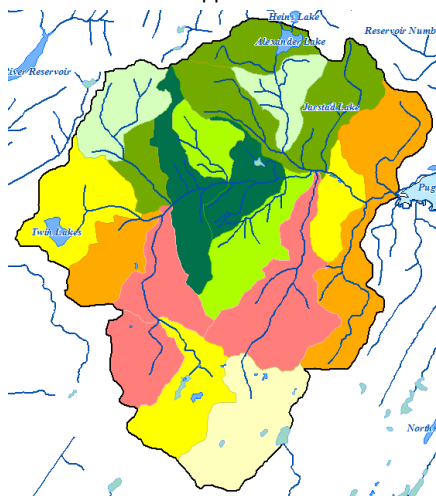


Overall Protection and Restoration for Water Flow

With Upper Heins Creek watershed

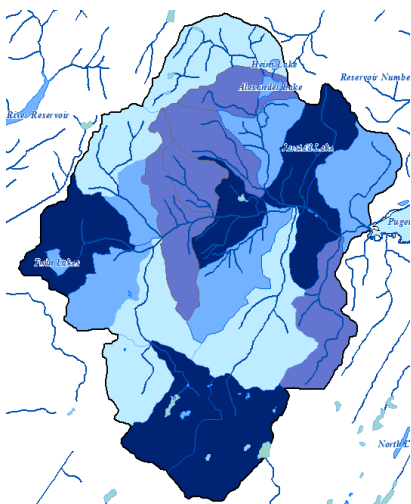


Without Upper Heins Creek

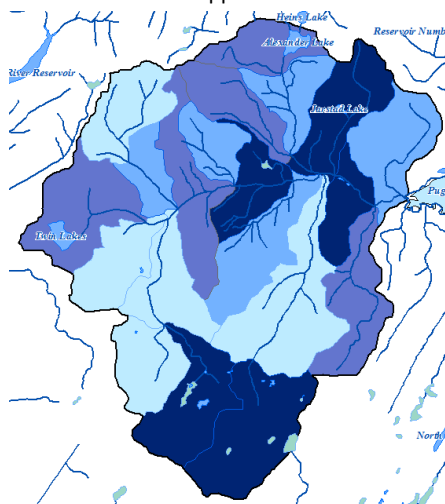


Importance of Surface Storage

With Upper Heins Creek watershed

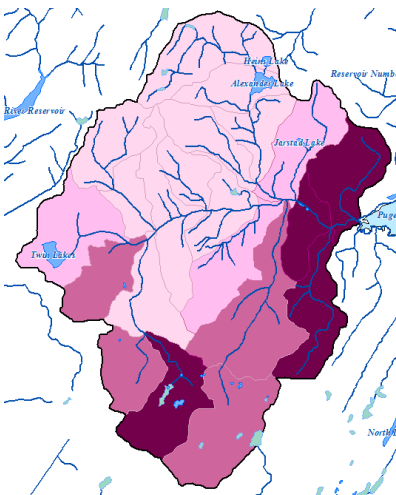


Without Upper Heins Creek

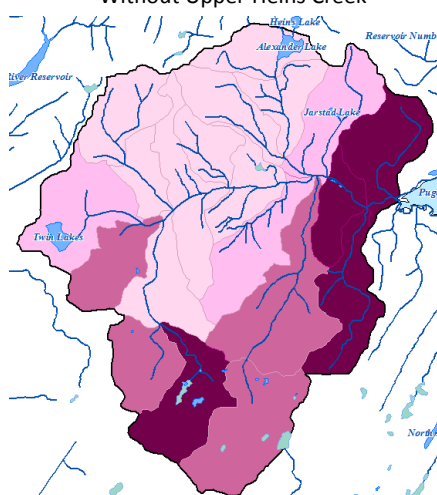


Degradation to Surface Storage

With Upper Heins Creek watershed

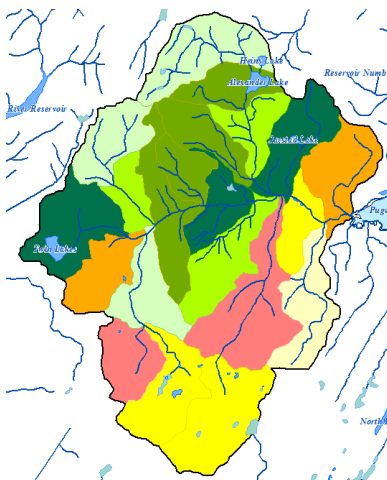


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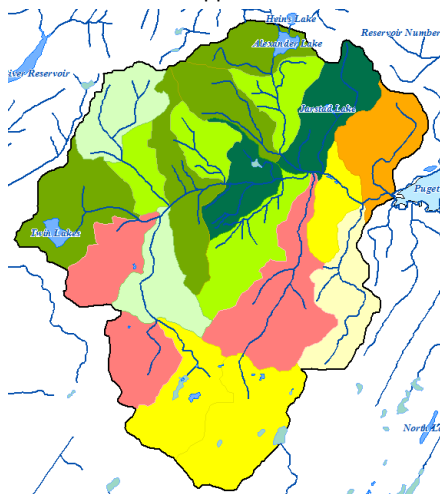


Protection and Restoration for Surface Storage

With Upper Heins Creek watershed

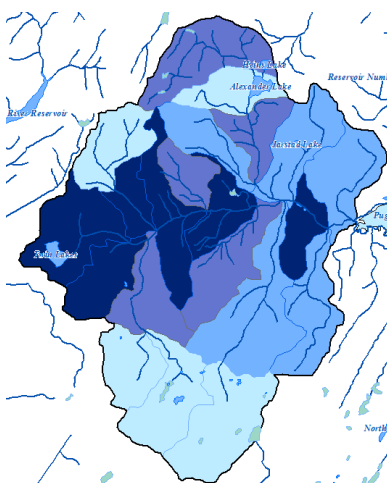


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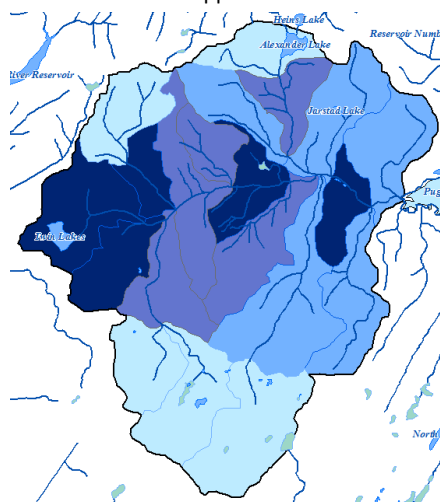


Importance of Recharge

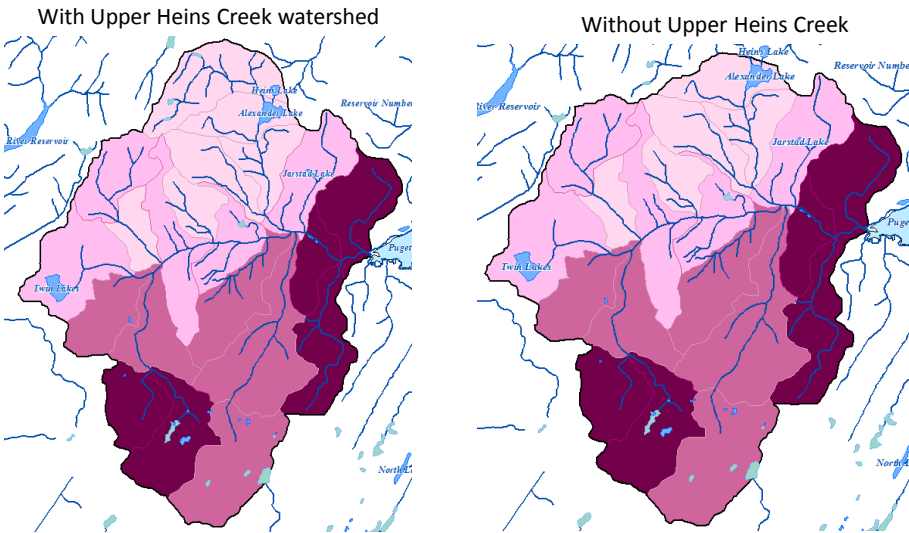
With Upper Heins Creek watershed



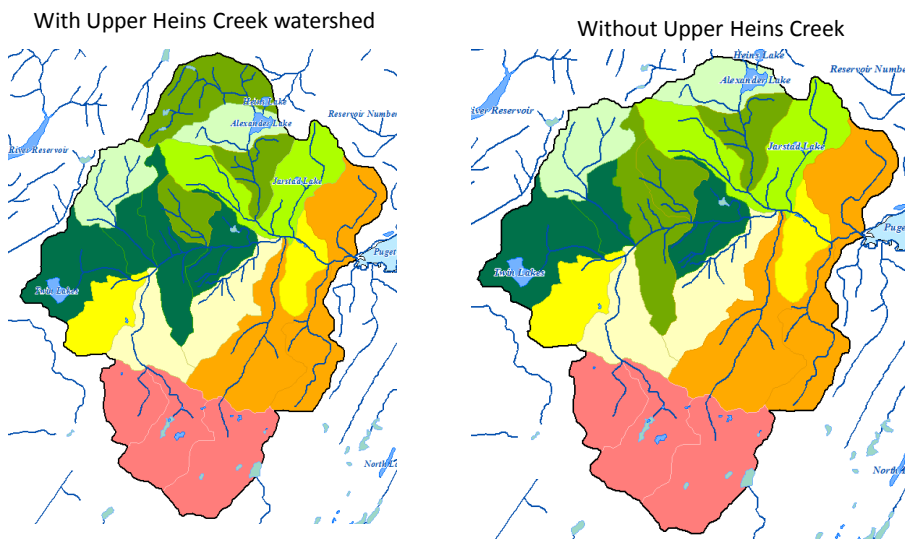
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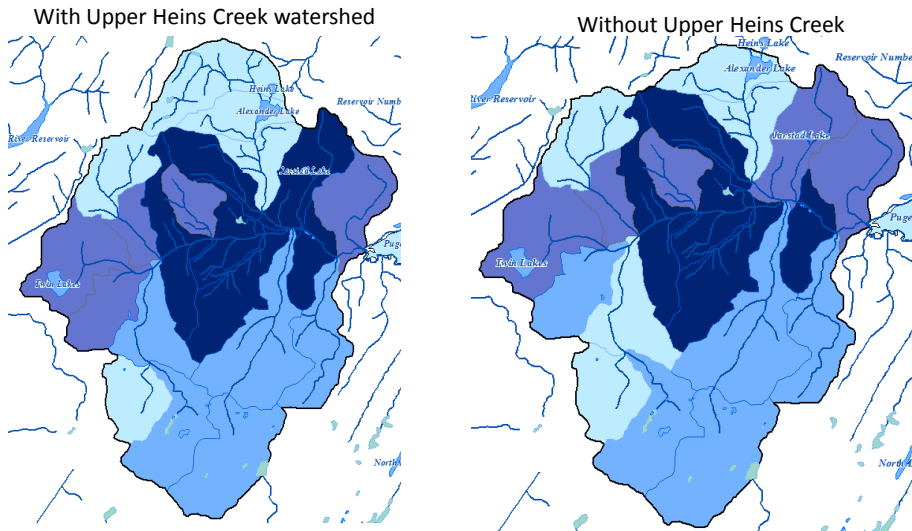
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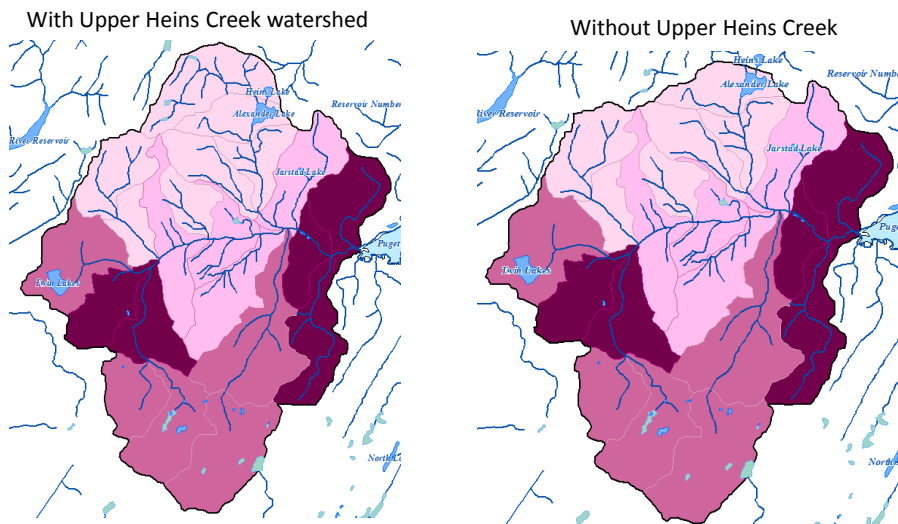
Protection and Restoration for Recharge



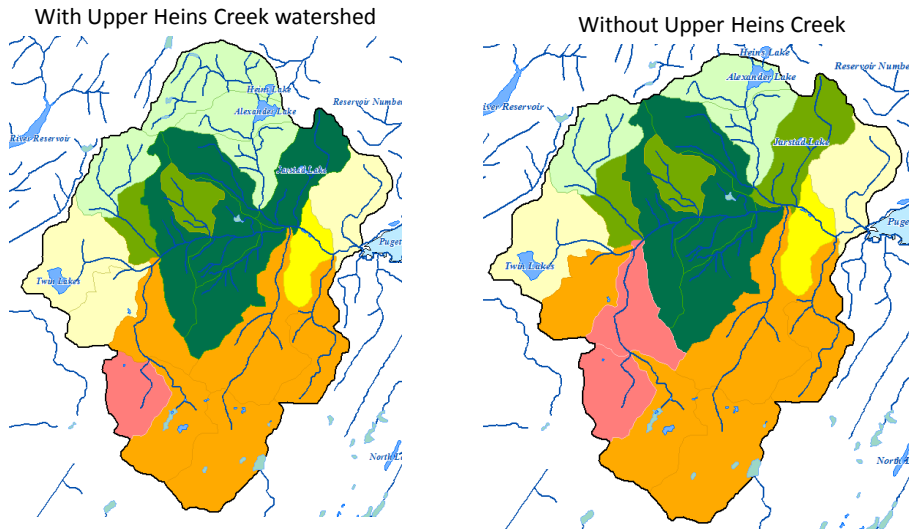
Importance of Discharge



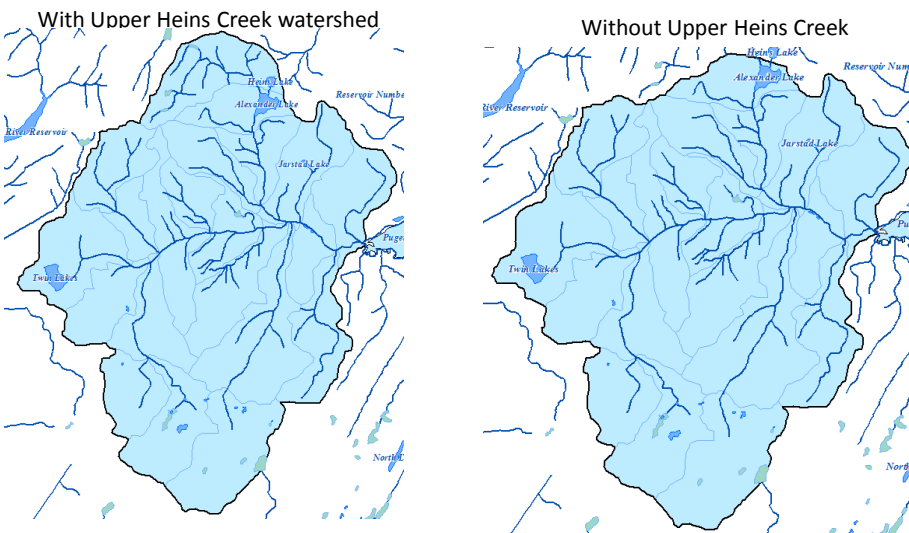
Degradation to Discharge



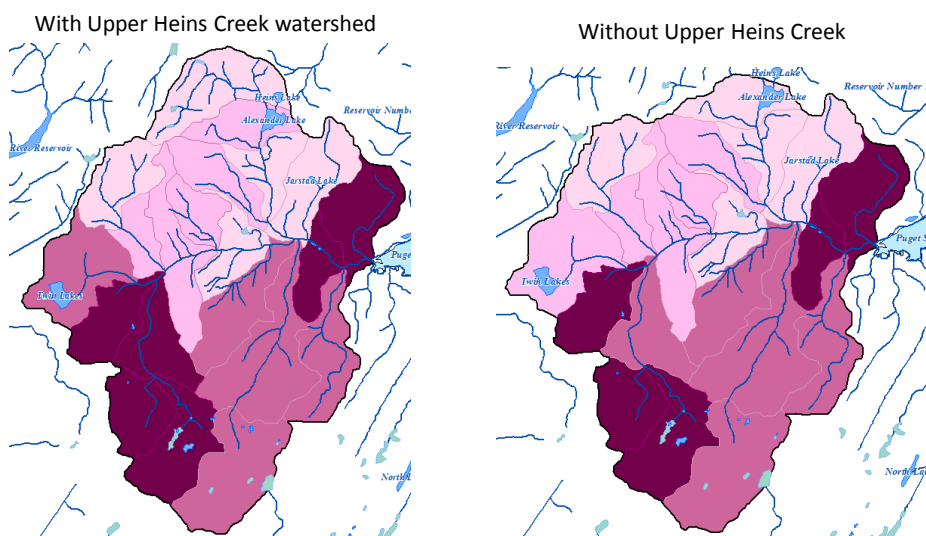
Protection and Restoration for Discharge



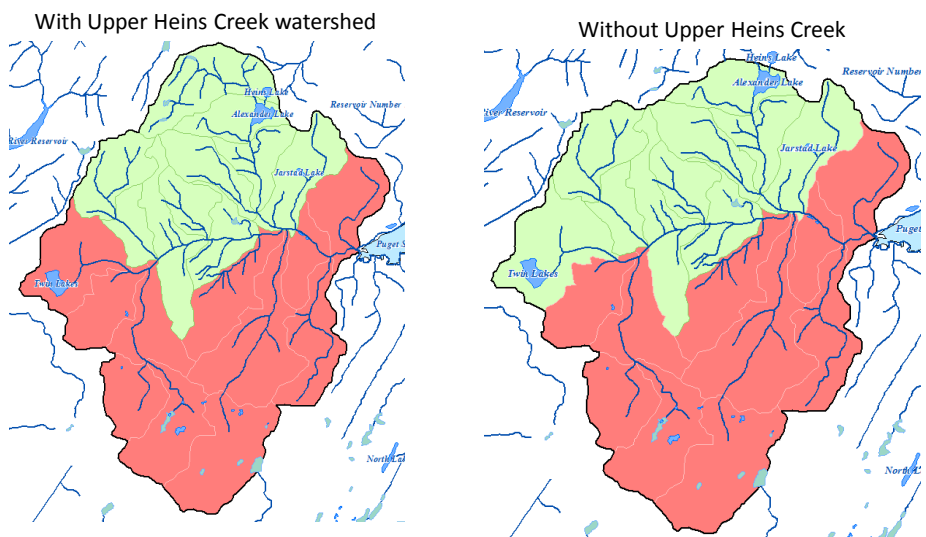
Importance of Delivery

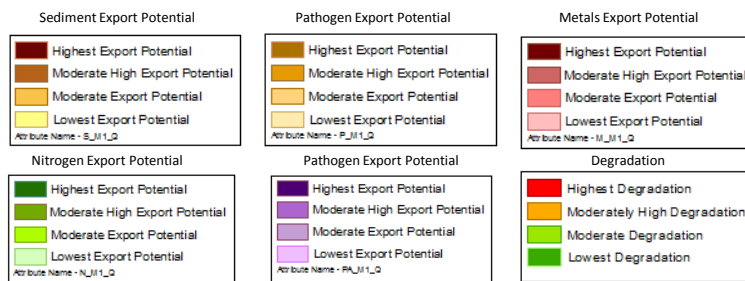


Degradation to Delivery

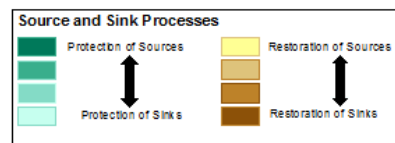


Protection and Restoration for Delivery

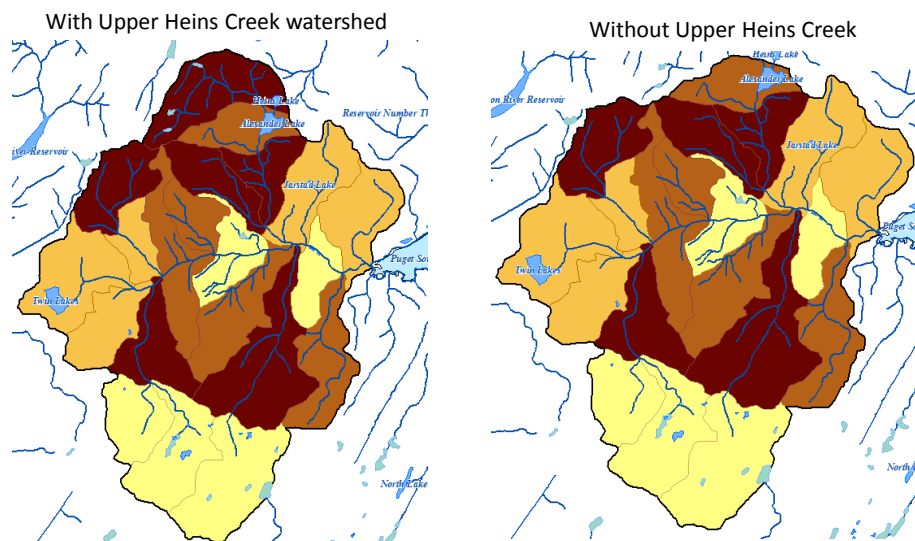




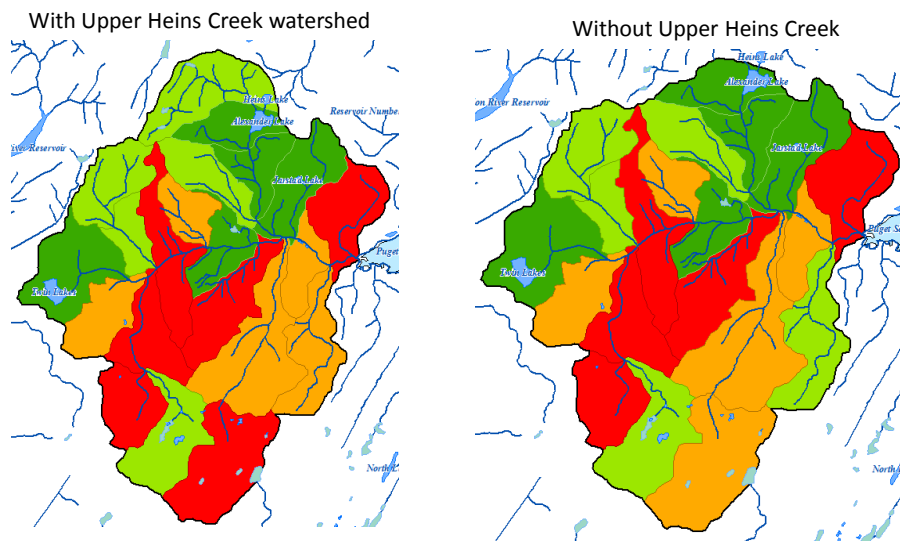
WATER QUALITY



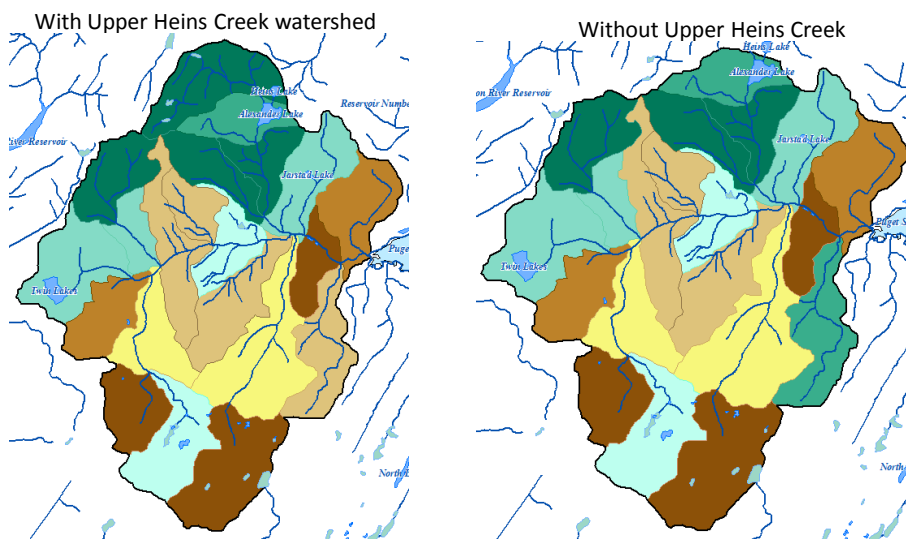
Export Potential for Sediment



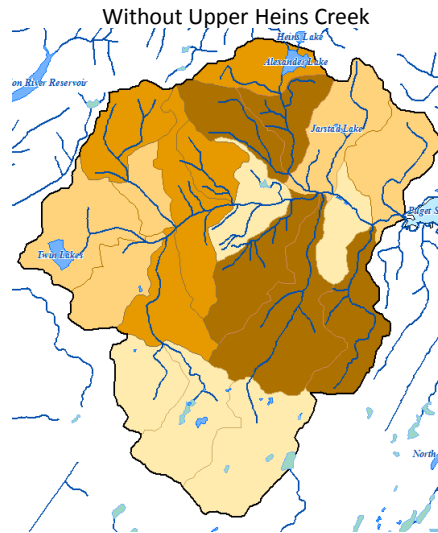
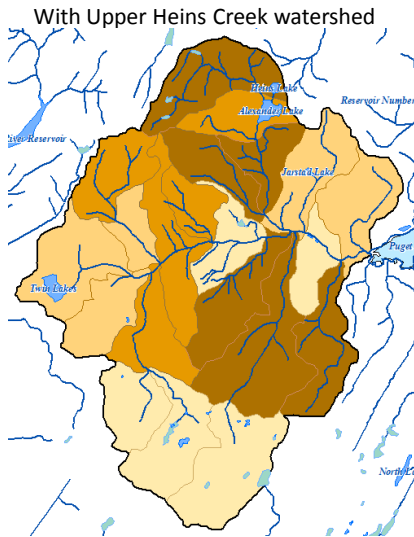
Degradation to Sediment Processes



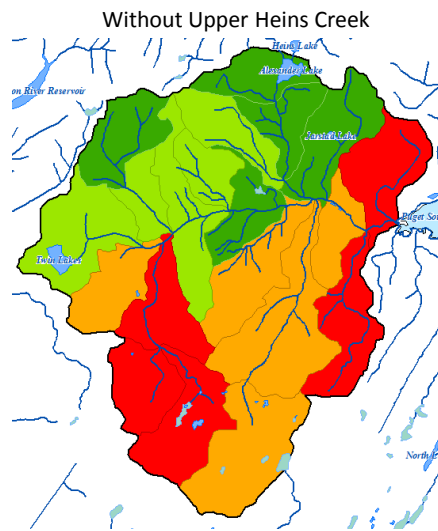
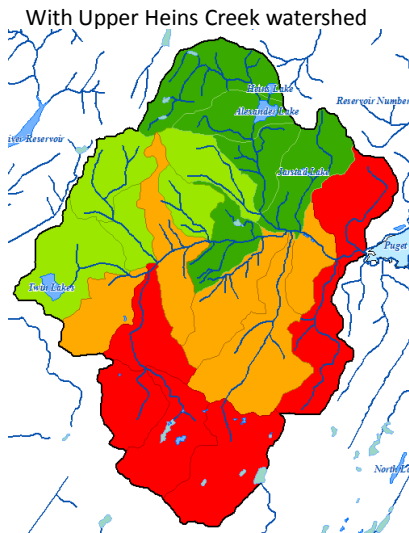
Protection and Restoration of Sediment Processes



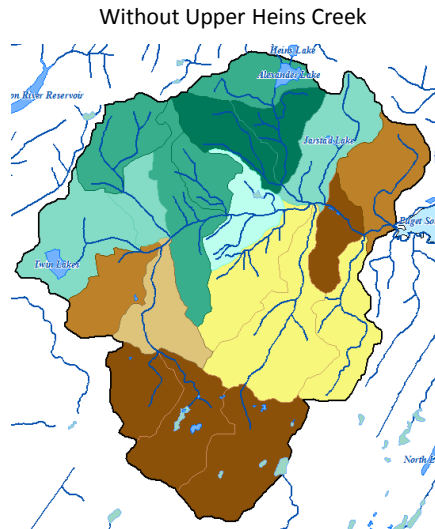
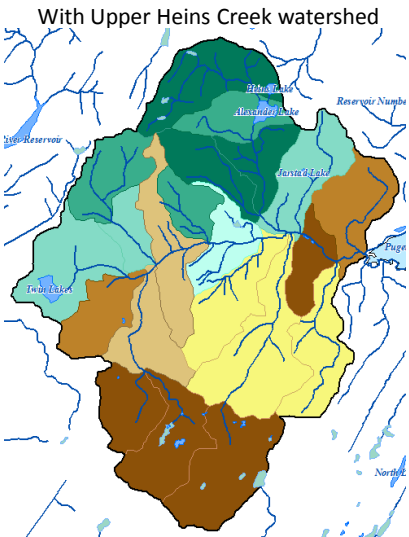
Export Potential for Phosphorus



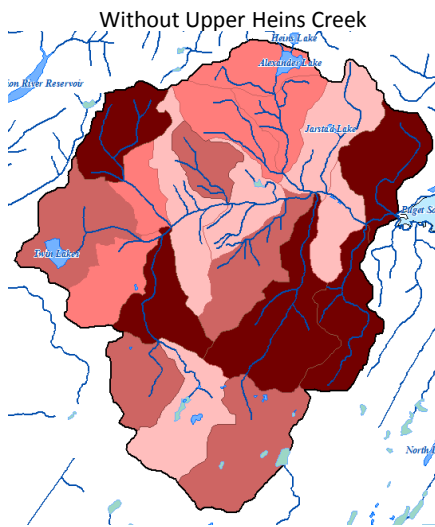
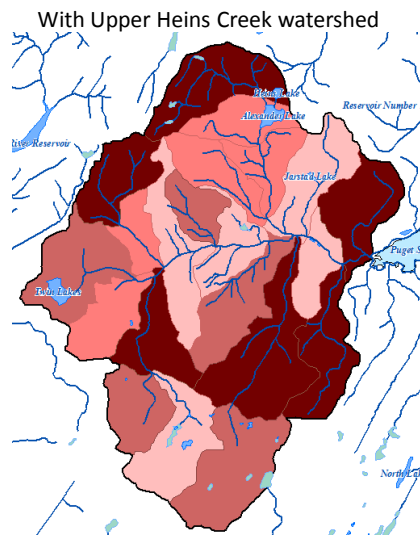
Degradation to Phosphorus Processes



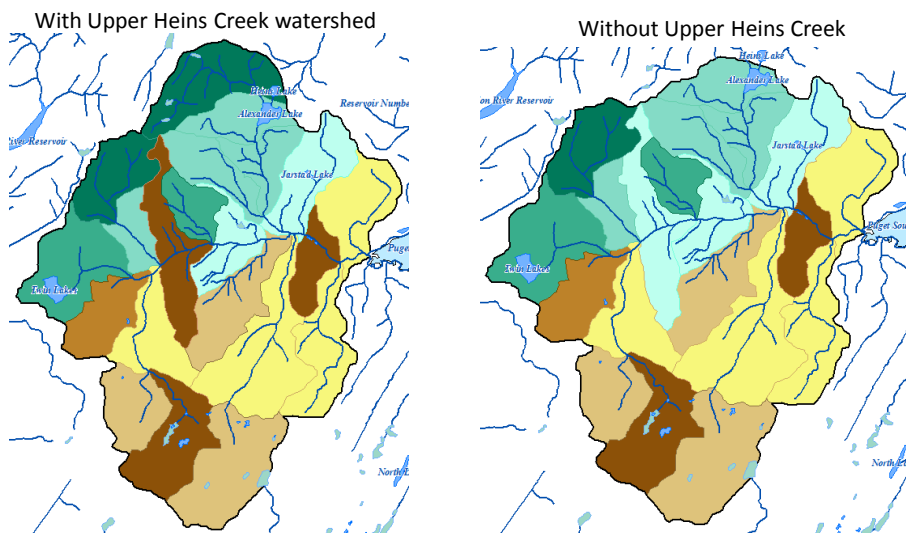
Restoration and Protection of Phosphorus Processes



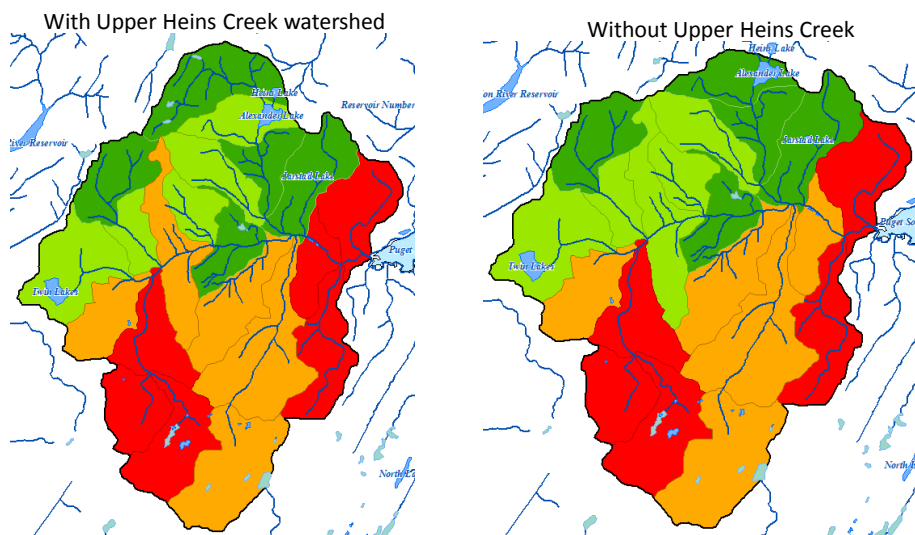
Export Potential for Metals



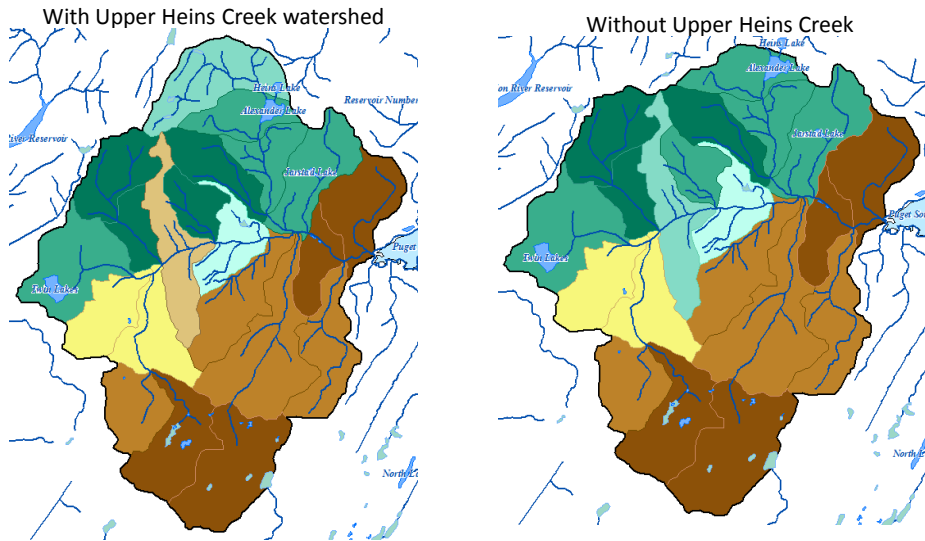
Restoration and Protection of Metal Processes



Degradation to Pathogen Processes



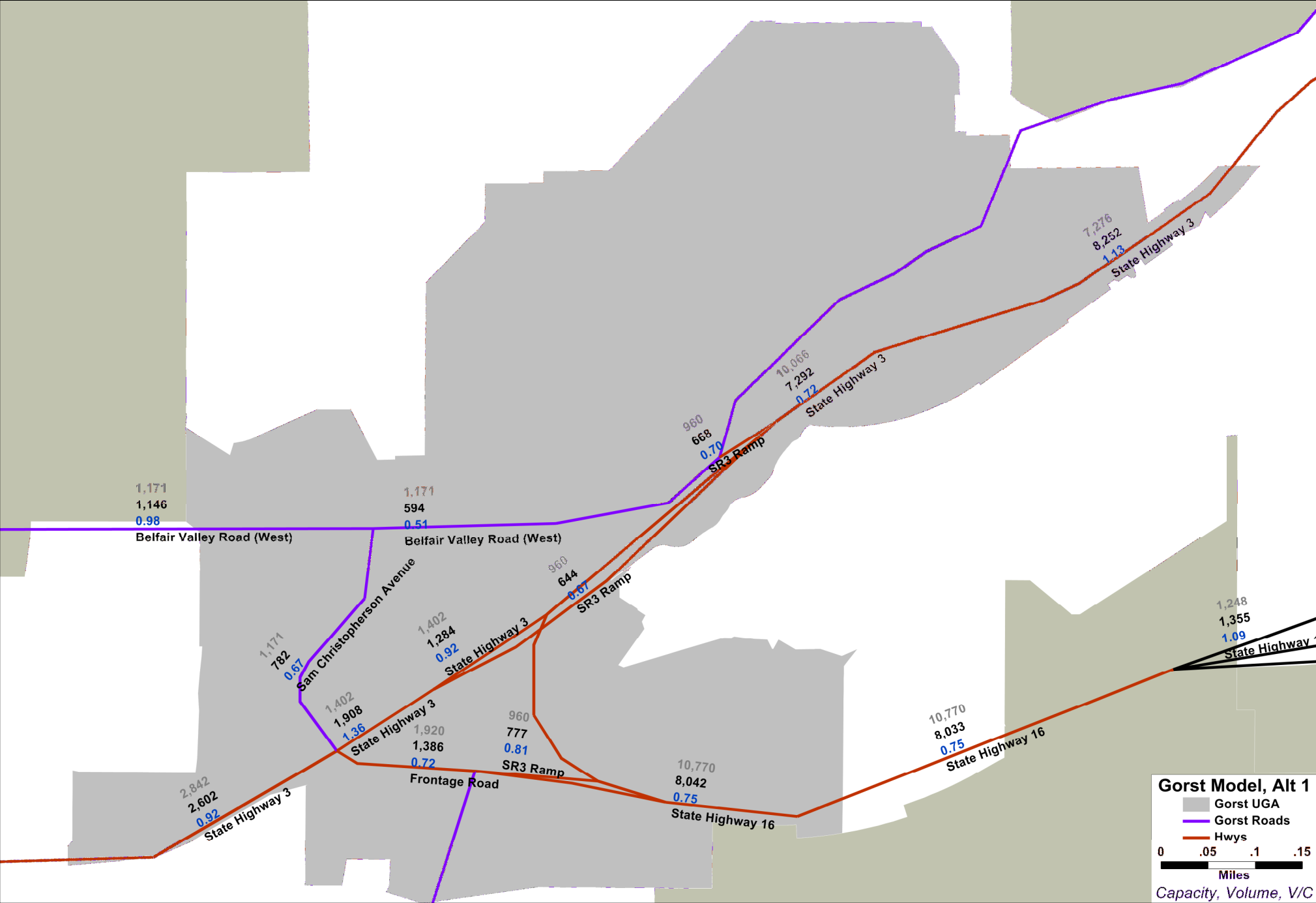
Restoration and Protection of Pathogen Processes

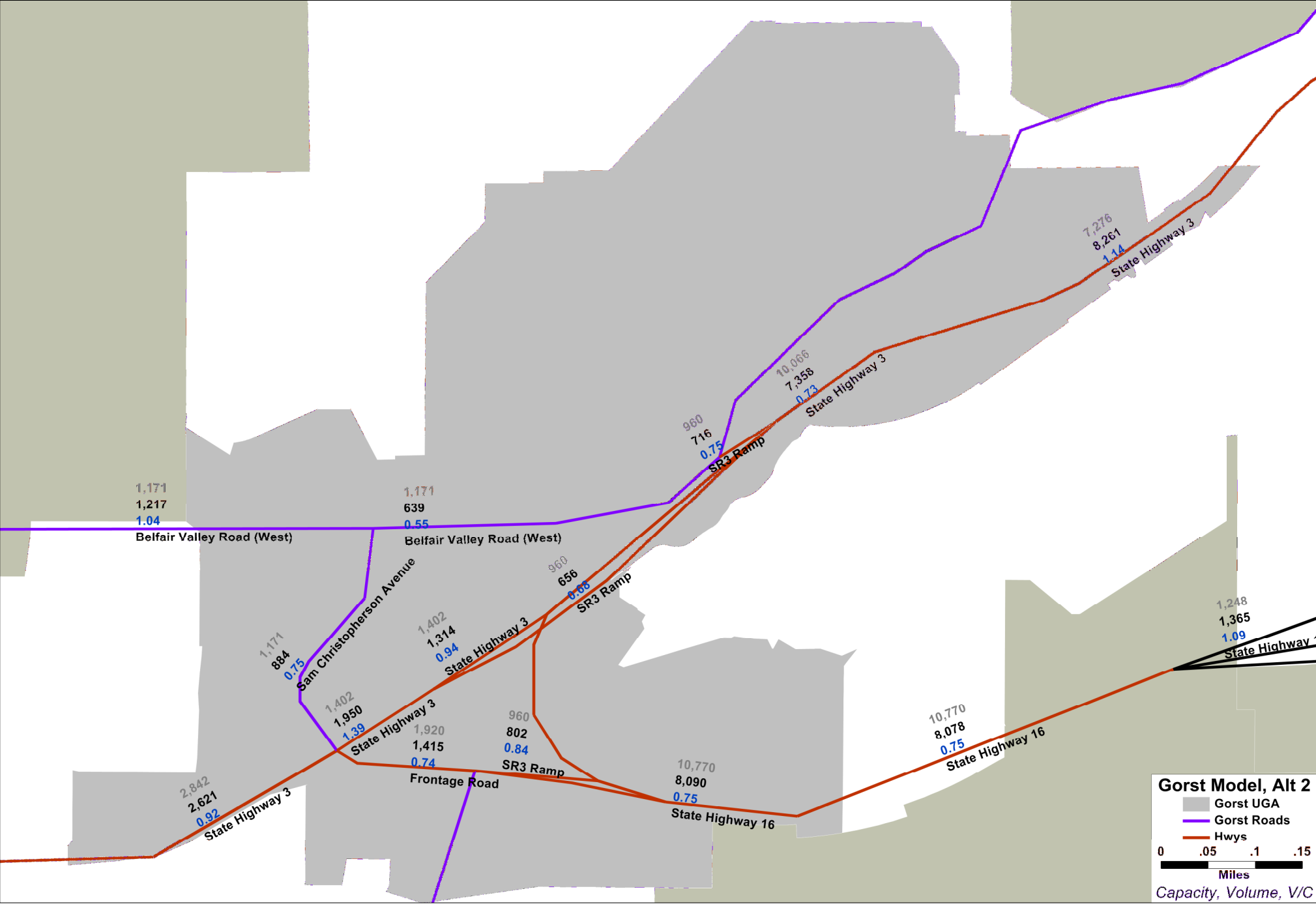


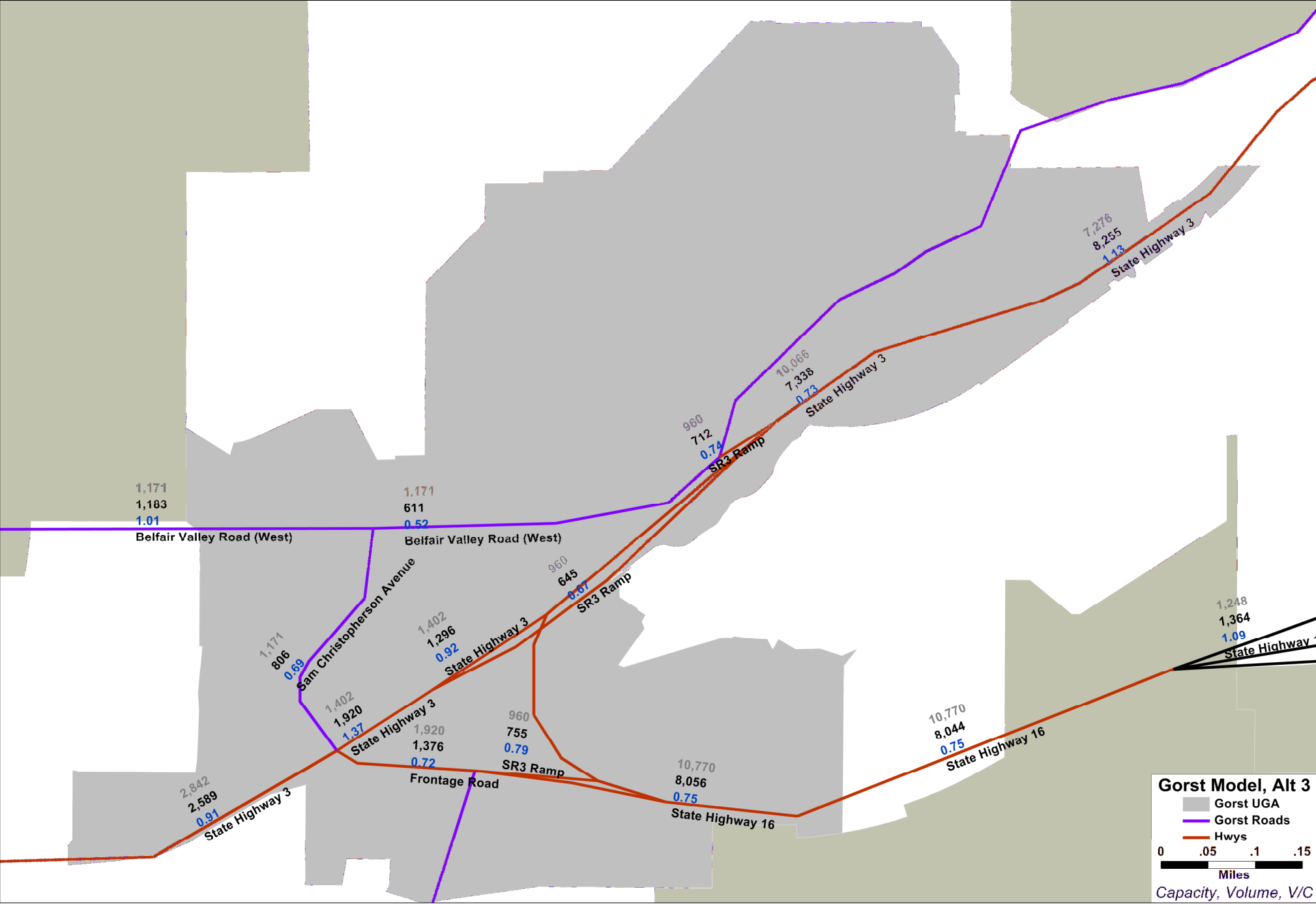
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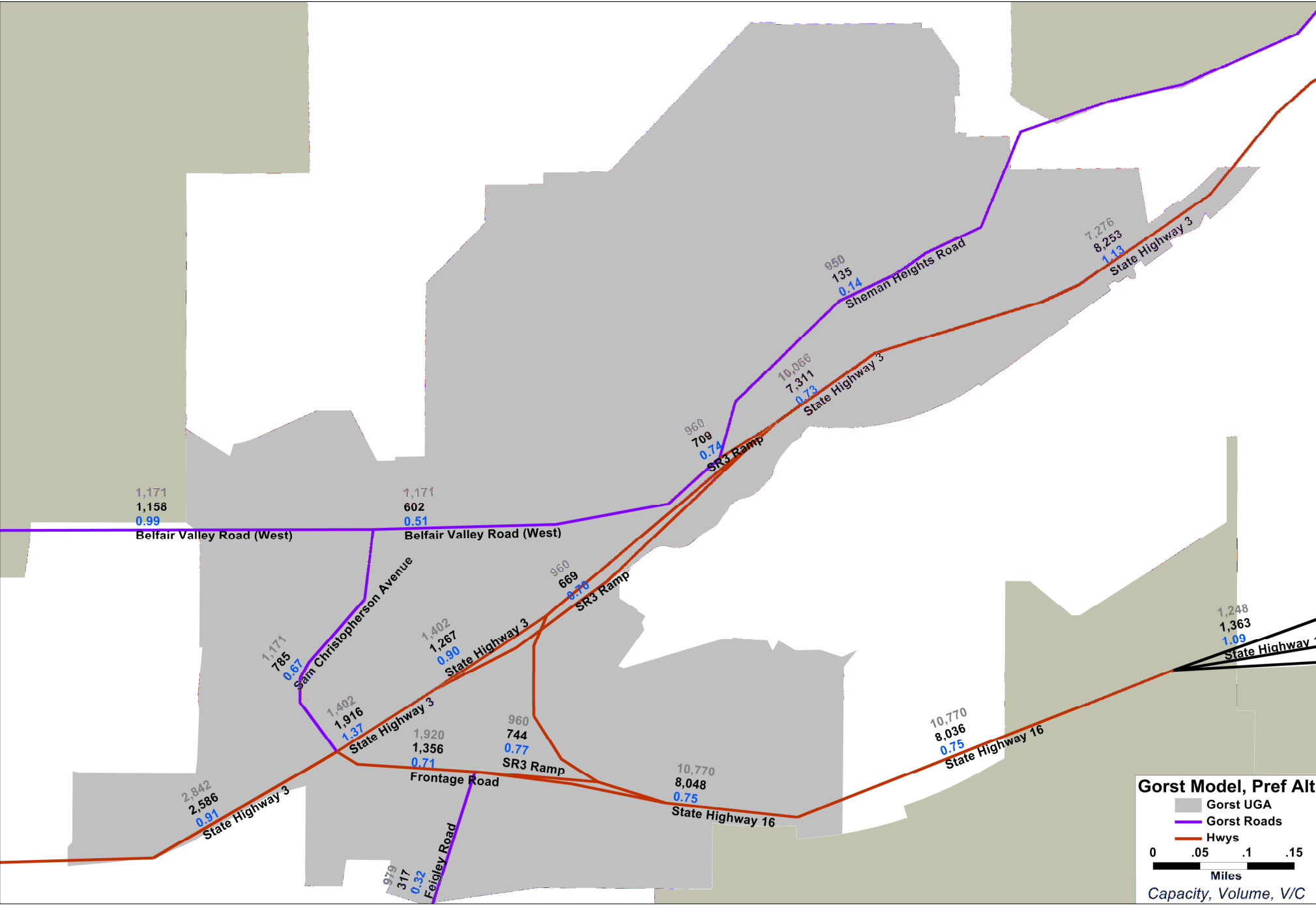
APPENDIX B GORST AREA TRAFFIC VOLUMES

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Gorst Area Roadways, Forecast Volumes & V/C Ratios

Length	Road Name	Cap Hr	A1 Flow	A1 VC	A2 Flow	A2 VC	A3 Flow	A3 VC	PRF Flow	PRF VC
0.22	SR3 Ramp	960	644	0.67	656	0.68	645	0.67	669	0.70
0.30	State Highway 3	10066	7292	0.72	7358	0.73	7338	0.73	7311	0.73
0.22	SR3 Ramp	960	644	0.67	656	0.68	645	0.67	669	0.70
0.07	SR3 Ramp	960	668	0.70	716	0.75	712	0.74	709	0.74
0.99	Sheman Heights Road	950	138	0.15	137	0.14	137	0.14	135	0.14
0.02	State Highway 3	10066	7552	0.75	7630	0.76	7599	0.75	7596	0.75
0.97	State Highway 3	7276	8252	1.13	8261	1.14	8255	1.13	8253	1.13
0.19	Belfair Valley Road (West)	1171	583	0.50	632	0.54	616	0.53	607	0.52
0.19	Belfair Valley Road (West)	1171	594	0.51	639	0.55	611	0.52	602	0.51
0.07	Sam Christopherson Avenue	1171	782	0.67	883	0.75	806	0.69	785	0.67
0.46	Belfair Valley Road (West)	1171	1146	0.98	1217	1.04	1183	1.01	1158	0.99
0.20	Sam Christopherson Avenue	1171	782	0.67	884	0.75	806	0.69	785	0.67
0.12	State Highway 3	1402	1908	1.36	1950	1.39	1920	1.37	1916	1.37
0.14	State Highway 3	1402	1284	0.92	1314	0.94	1296	0.92	1267	0.90
0.11	State Highway 16	9167	7005	0.76	7048	0.77	7041	0.77	7046	0.77
0.10	State Highway 16	9167	7005	0.76	7048	0.77	7040	0.77	7046	0.77
0.13	Frontage Road	960	754	0.79	761	0.79	752	0.78	747	0.78
0.21	SR3 Ramp	960	777	0.81	802	0.84	755	0.79	744	0.77
0.08	State Highway 16	10770	7269	0.67	7316	0.68	7301	0.68	7301	0.68
0.15	Frontage Road	1920	1386	0.72	1415	0.74	1376	0.72	1356	0.71
0.14	State Highway 16	10770	8042	0.75	8090	0.75	8056	0.75	8048	0.75
0.43	State Highway 16	10770	8033	0.75	8078	0.75	8044	0.75	8036	0.75
0.54	Feigley Road	979	340	0.35	340	0.35	324	0.33	317	0.32
0.22	State Highway 3	2842	2602	0.92	2621	0.92	2589	0.91	2586	0.91
0.21	State Highway 3	2842	2602	0.92	2621	0.92	2589	0.91	2586	0.91
0.42	Kent Ave	826	138	0.17	137	0.17	137	0.17	135	0.16
0.08	3rd Avenue	1210	119	0.10	121	0.10	122	0.10	120	0.10
0.36	3rd Avenue	1210	119	0.10	121	0.10	122	0.10	120	0.10
0.25	Union Avenue West	1114	192	0.17	210	0.19	208	0.19	206	0.19
0.12	Union Avenue West	1114	273	0.25	436	0.39	415	0.37	408	0.37
0.20	Union Avenue West	1114	273	0.25	436	0.39	415	0.37	408	0.37

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