



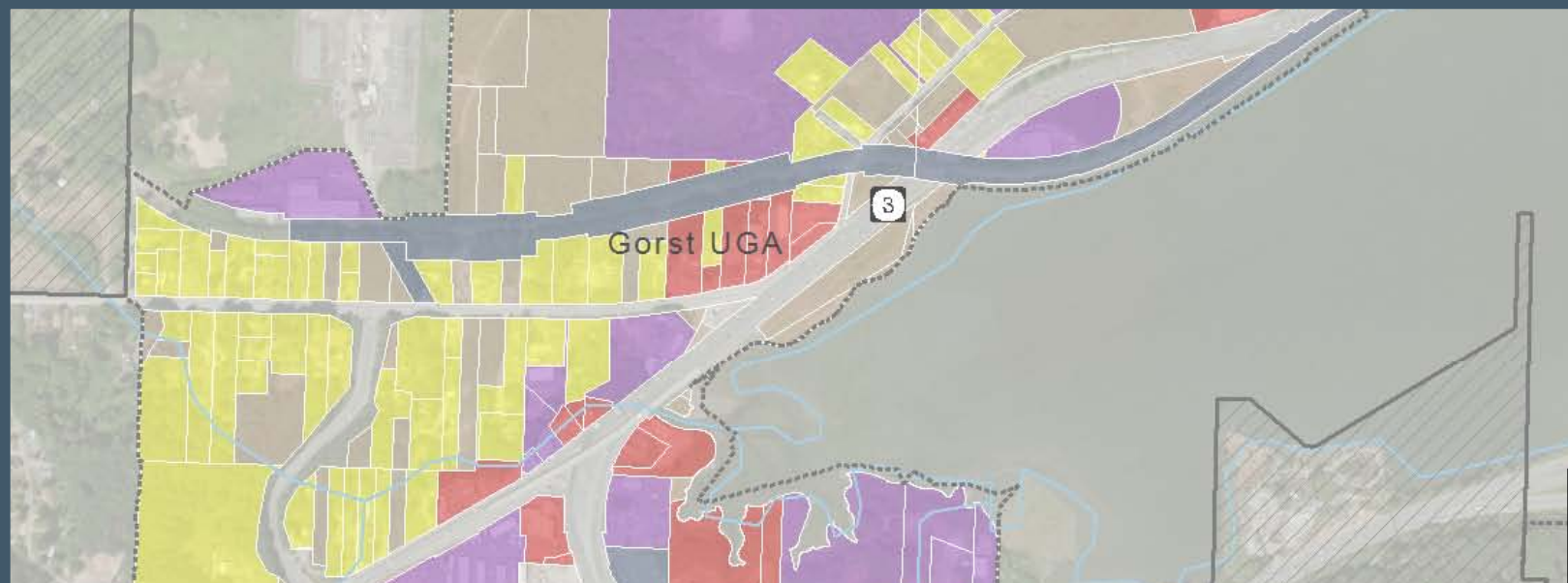
KITSAP COUNTY



CITY OF BREMERTON

# Volume 3: Draft Gorst Subarea Plan

June 2013



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# VOLUME 3. GORST SUBAREA PLAN

*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 (under separate cover)

Volume 3. Gorst Subarea Plan (this plan)

## **PREPARED FOR:**

City of Bremerton, lead agency  
Kitsap County

June 2013

## **CREDITS**

### **Advisory Committee**

Patty Lent, Mayor, City of Bremerton

Charlotte Garrido, Kitsap County Commissioner

Jim McDonald, Bremerton City Council Representative

Rob Purser, Suquamish Tribe Representative

Greg Jose, Bremerton Planning Commission Representative

Linda Rowe, Kitsap County Planning Commissioner Representative

### **Project Partners**

In addition to City of Bremerton, Kitsap County, and Suquamish Tribe staff below, following are Project Partners representatives:

Michelle Wilcox, US EPA

Jeffry Rodin, USEPA

Dr. Dino Marshalonis, USEPA

Lynn Wall, US Navy

Steven Stanley, WDOE

Mindy Roberts, WDOE

Ann Dettelbach, WDOE

Tim Quinn, WDFW

Theresa Nation, WDFW

George Wilhere, WDFW

Fred Salisbury, Port of Bremerton

Jan Brower, Kitsap County Health Department

Grant Holdcroft, Kitsap County Health Department

Kathleen Peters, West Sound Watersheds Council

Shawn Dinkuhn, Sustainable Bremerton

Pat & Cheryl Lockhart, Private Property Owner

Gary Anderson, Property Owner Representative

### **City of Bremerton Staff**

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

Allison Daniels, Bremerton City Planner

Chal Martin, Director, Department of Public Works

Tom Knuckey, Bremerton City Engineer

### **Kitsap County Staff**

Eric Baker, Manager, Special Projects Division, Kitsap County Commissioner's Office

David Greetham, Environmental Planner, Community Development Department

Katrina Knutson, Senior Planner, Community Development Department

### **Suquamish Tribe Staff**

Alison O'Sullivan, Biologist, Suquamish Tribe

### **Consultant Team**

Bill Webb, Project Manager, AECOM

Geoff Appel, AICP, LEED AP, Urban Design, AECOM

Rex Meyer PE, Stormwater/CIP, AECOM

Lisa Grueter, AICP, Manager, Land Use Planning & SEPA Lead, BERK

Kevin Gifford, Analyst, BERK

Erik Rundell, Analyst, BERK

Jennifer Thomas, Senior Wetland Scientist, Parametrix

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# 1. INTRODUCTION AND PURPOSE

## Overview

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 (see Figure 1). 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 6,000-acre watershed. The Gorst Creek Watershed Characterization & Framework Plan provides a common set of goals, policies, and best management practices intended for adoption and implementation by the City of Bremerton, which governs nearly two-thirds 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 Environmental Impact Statement** (under separate cover)

The Gorst Planned Action Environmental Impact Statement (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 Gorst EIS analyzes 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 Urban Growth Area (UGA). The EIS also addresses 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. The Gorst EIS allows the City of Bremerton and Kitsap County to consider designating a planned action for some or all of the Gorst UGA. Designating a planned action streamlines environmental review for development proposals consistent with EIS mitigation measures that are adopted in a planned action ordinance.

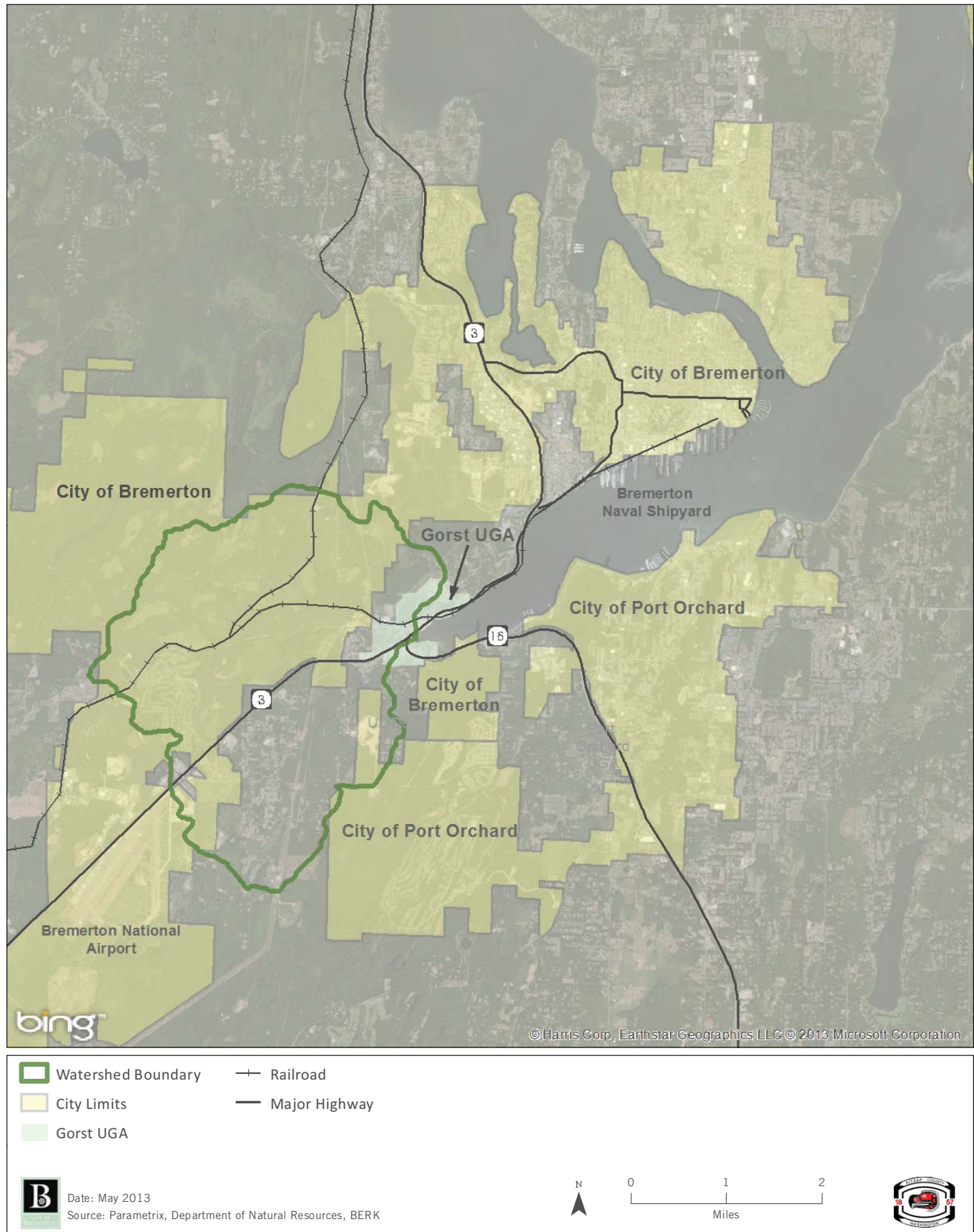
### **Volume 3. Gorst Subarea Plan** (this document)

This 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.

While the Gorst Creek Watershed Characterization & Framework Plan referred to above analyzed the entire 6,000 acre Gorst Creek Watershed, this Subarea Plan is intended only to address the future vision and development regulations for the Gorst UGA, which is approximately 335 acres in size. The UGA is currently under the jurisdiction of Kitsap County and assigned to the City of Bremerton as an annexation area, and this Subarea Plan will be adopted jointly by both jurisdictions.

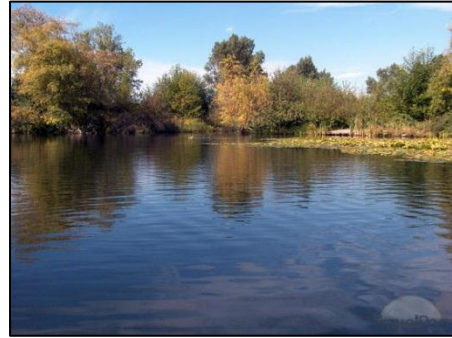


**FIGURE 1. GORST WATERSHED AND GORST UGA VICINITY MAP**



## The Importance of Gorst

The Gorst community is located on Sinclair Inlet between Bremerton and Port Orchard (see Figure 1). Two highways converge in Gorst, SR 3 and SR 16. A railroad also traverses the area and connects the Puget Sound Naval Shipyard with the Bangor submarine facility and the Port of Shelton. Through Gorst, county residents, commuters, and military personnel travel to major job centers in the County including Downtown Bremerton and the Puget Sound Naval Shipyard, Bremerton National Airport and associated South Kitsap Industrial Area, and others. From the north at Navy Yard City, State Route 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.



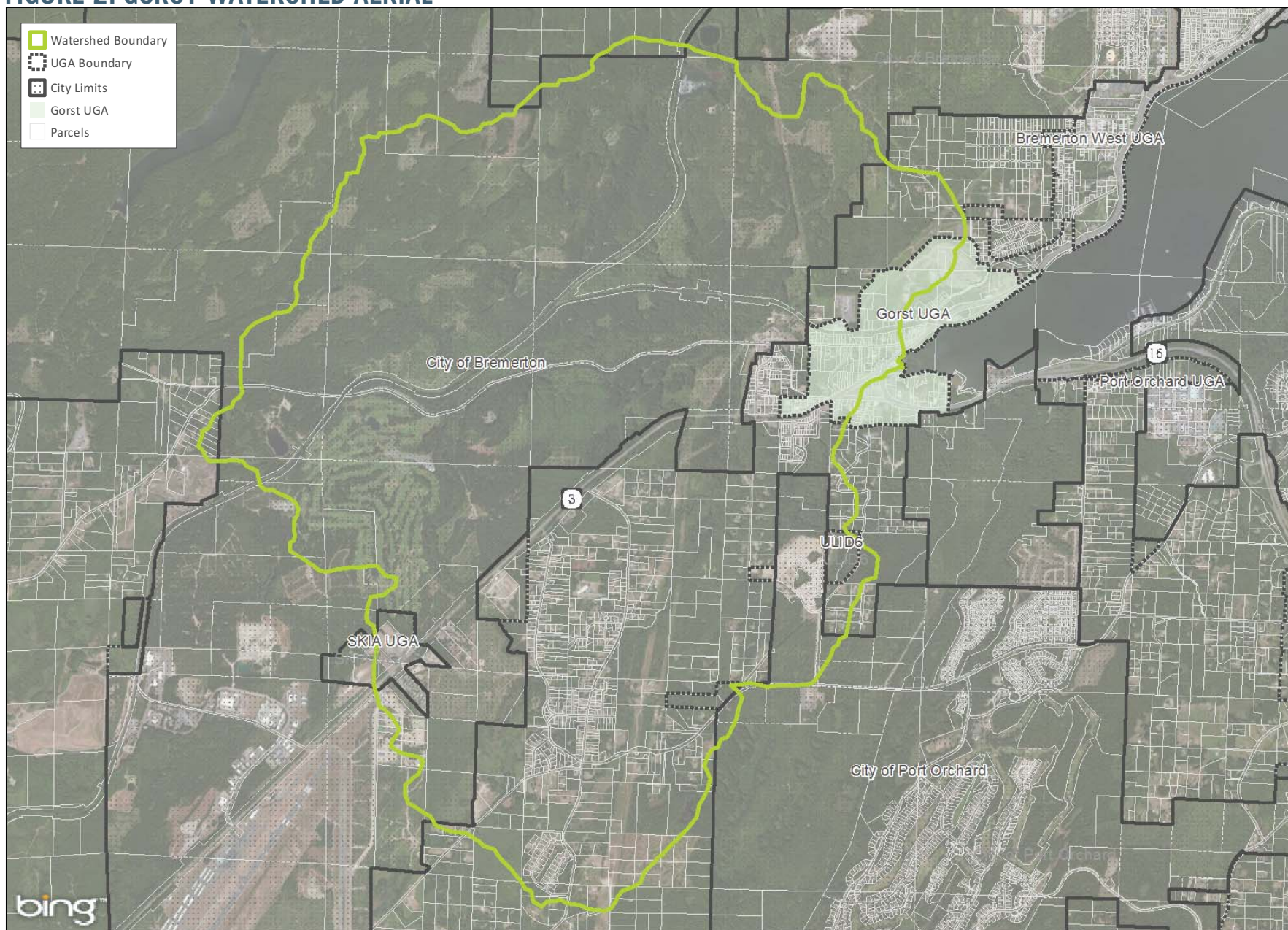
In addition to being strategically located between major population and job centers in Kitsap County, the Gorst area contains regionally significant environmental resources. The 6,000-acre Gorst Creek Watershed (see Figure 2) is diverse with thousands of acres of intact forest land, miles of streams and acres of wetlands. The forested area that comprises the north and central portion of the Gorst Creek Watershed is publicly owned, and lies within a contiguous area that also contains Green Mountain and Tahuya State Forest. Taken together, this area comprises the largest open-space block in the Puget Trough Ecoregion of the Puget Sound Basin. The estuary (Sinclair Inlet) supports shellfish, waterfowl, shorebirds, great blue herons, and bald eagles. 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. Gorst Creek supports a fish hatchery managed by the Suquamish Tribe and Washington State Department of Fish and Wildlife.



Prior to modern land use and environmental standards, development in Gorst has occurred haphazardly. There is commercial development along shorelines and state routes and residences along secondary roads. Past development has had environmental impacts to both the saltwater shoreline as well as the creek drainages within the watershed. There has been little revitalization in Gorst over the decades, which is likely due to a lack of sewer infrastructure and traffic congestion (see Figure 3 for UGA development patterns).



**FIGURE 2. GORST WATERSHED AERIAL**



Date: May 2013  
Source: Kitsap County Assessor 2012, WA State Department of Ecology, BERK

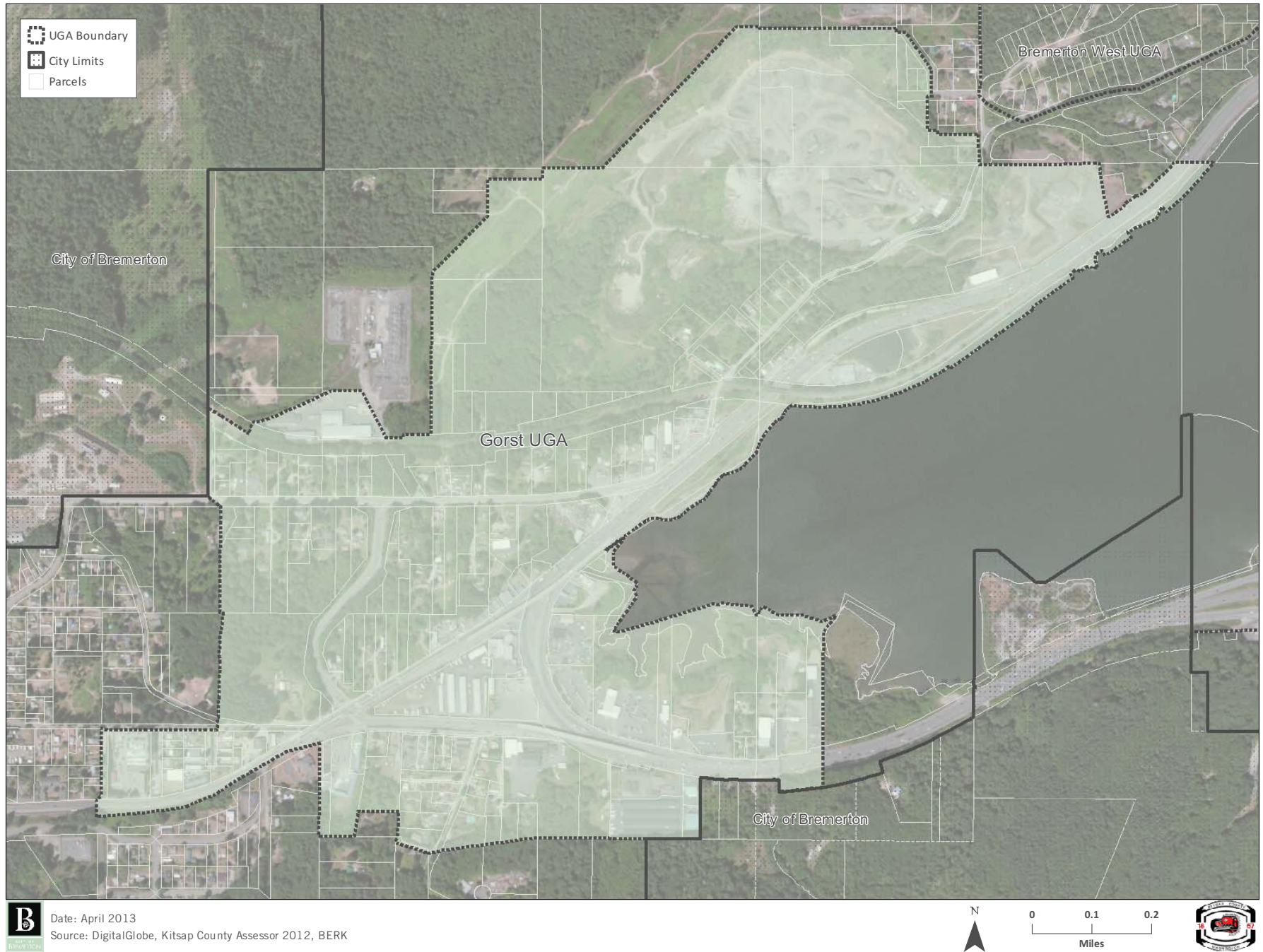


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**FIGURE 3. GORST UGA AERIAL**



Recently agencies have been addressing issues within Gorst: In 2010 the City of Bremerton, in coordination with Kitsap County, installed sewers in the Gorst UGA to reduce water quality contamination of Sinclair Inlet partially caused by failing septic systems. The United States Environmental Protection Agency (USEPA) and Kitsap County have invested resources to reclaim brownfields, which restored nearly 3,000 lineal feet of important saltwater shoreline and increased the recreation opportunities within Sinclair Inlet.

Though there has been some progress in improving Gorst, there is more to be accomplished. Gorst Creek does not meet all federal and state water quality standards. Fish passage barriers impede salmonids throughout the watershed. There is lowland flooding in the watershed, particularly in the UGA, as a result of upland deforestation. Traffic congestion hampers businesses, residents, and travelers.

Due to the importance of the Gorst area both environmentally and economically this interagency planning effort was undertaken. In particular, this Gorst Subarea Plan will help:

- Establish the 20 year vision for the Gorst UGA,
- Protect water quality, habitat, and fish while fostering economic development,
- Establish areas for development, restoration and protection based on science, and
- Provide a long-range capital facilities plan for future utility services, public services, and transportation needs.

## Gorst UGA Governance

Gorst is dominated by a highway corridor, and from this corridor the uses in the area appear to be only commercial activities. However, off the corridor there is a small long-standing residential community, named for the Gorst family that settled there in 1888. Over one hundred years later, Kitsap County designated the most densely developed area of Gorst as an “urban growth area” (UGA). As a UGA, it is expected that the area will be annexed to the City of Bremerton. The Kitsap Countywide Planning Policies call for joint planning for UGA’s and the need to recognize unique community needs in subarea plans. The Gorst subarea plan is the first joint planning effort for a subarea plan between the City of Bremerton and Kitsap County, and it will be considered for adoption by both jurisdictions.

## What does the future hold for Gorst?

With the presence of memorable views of Puget Sound, the recent availability of sewers, the promise of recreation opportunities on public lands along Sinclair Inlet, presence of fish and wildlife at the estuary, the potential for commercial economic growth, and opportunities to add housing and new residents, **Gorst is poised to become a more desirable place where people want to live, shop, and recreate.**



Given Gorst’s assets, its assorted commercial and residential pattern, and the potential to accommodate new growth, the question is asked: “What can Gorst become?” This Subarea Plan and its associated EIS examine three alternatives for the future of the Gorst UGA:

- Vision 1: A small highway-oriented commercial and industrial center.
- Vision 2: A well-designed Regional Commercial Center.
- Vision 3: A Complete Community.

These three visions test *a range* of land use and growth options in the UGA. Following extensive public outreach and comment opportunities, members of the public and City and County decision makers will help select a preferred vision. The preferred vision may be consistent with one of the above visions or may be a “mix and match” of various features. The final “vision” selected will be the basis for the Final Gorst Subarea Plan and Final EIS expected by December 2013. See Chapter 3 for additional information on the planning process.

## 2. COORDINATED WATERSHED PLANNING

This Gorst Subarea Plan relies on scientific analysis of the watershed through a Watershed Characterization Study. See Volume 1, Gorst Creek Watershed Characterization & Framework Plan, for the full study.

Local agencies, such as the City of Bremerton and Kitsap County, are responsible for land use planning and protection within the Gorst Watershed. The intent of watershed characterization is to inform future land use development with the combined analysis of water flow and habitat. Watershed characterization, an analytical framework developed by the Washington State Department of Ecology (Ecology), provides the basis for understanding the relative value of assessment units for water flow processes, water quality, and habitat within the Gorst Creek Watershed (Puget Sound Characterization, Stanley et al, in preparation, Ecology Publication #11-06-016 April 16, 2012).

Based on assessment results for individual water flow components (delivery, storage, recharge, and discharge) and sediment process, as well as habit functions, assessment units (AUs) were grouped into patterns that identify zones for restoration, protection, and development. See Figure 4.

The **Protection Zone** supports recharge, discharge and storage processes which are critical to sustaining a natural range of flows in Gorst Creek, including adequate low flows during summer and fall. The unique properties of the Gorst Creek recessional outwash deposits are a principal factor in this high rating for hydrologic importance. Because recharge and discharge processes are sensitive to development and would be significantly degraded by impervious surfaces, buildings, roads, and drainage infrastructure, such development should be restricted in this zone. The Protection Zone largely applies to forested lands owned by the City, which are highly important as a connected large open space providing habitat for many species.

The **Restoration Zone** primarily supports water storage processes and some recharge/discharge processes. This zone may be appropriate for development, but different actions should be taken to protect water process functions. Restoration actions in the estuary could restore some wildlife habitat. Priority actions of greatest benefit to fish and wildlife should be assessed at a finer scale, looking at existing ecological processes that affect the estuary, and attempting to restore ecological structure and function at site-specific locations, given the degraded condition of the estuarine shoreline and nearshore processes overall.

The **Development Zone** is suited for the highest intensity development (such as high density residential or commercial) provided appropriate measures for protecting streams, wetlands, and water quality are followed.

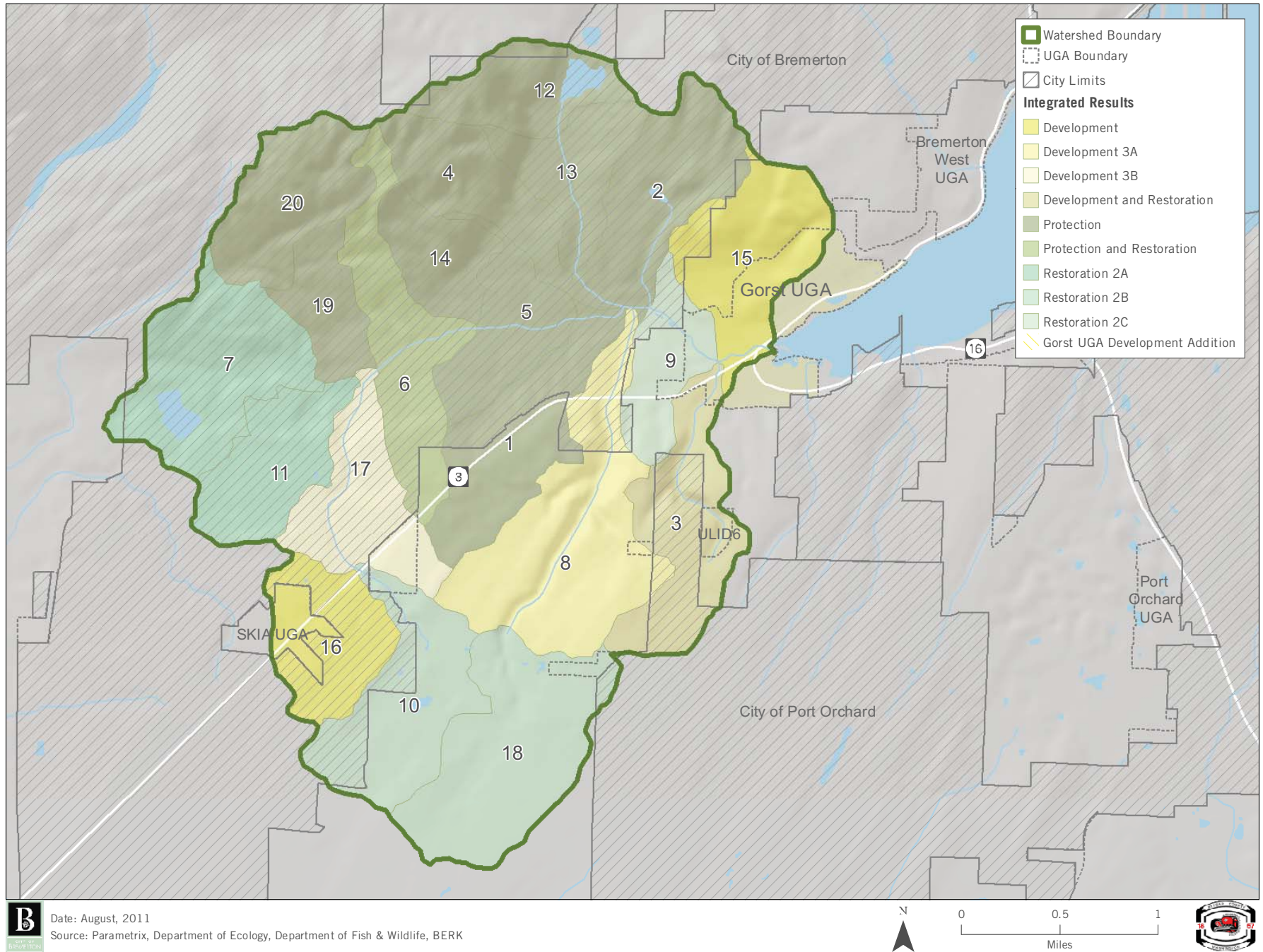
### What is a Watershed?

A watershed, or basin, is all the land that drains to the same body of water, such as a lake or river. Smaller watersheds become part of larger watersheds, as streams feed into rivers, and rivers flow into oceans.

~Washington Department of Ecology, Working for Washington's future: Healthy Watersheds, Healthy People, May 2008



**FIGURE 4. GORST CREEK WATERSHED CHARACTERIZATION - INTEGRATED RESULTS**





Generally, the Watershed Characterization Study recommends protection of 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, subject to existing protection measures and best management practices. A map of integrated water processes and habitat assessments is included in Figure 4.

Figure 5 provides a close up view of the watershed AUs in the Gorst UGA. The Gorst UGA is generally recommended for “Development” in Assessment Unit (AU) 15, though to the west is an area of “Restoration” in AU 9. Also, a small area to the southwest is recommended for “Development and Restoration” in AU 3.

There are two areas in the Gorst UGA to the north and south of Sinclair Inlet unaddressed in the Watershed Characterization Study as they are associated with the marine shoreline. These territories are highly disturbed with high amounts of clearing and impervious surfaces, are generally developed with commercial, residential, or mining operations, and are served with sewers, roads, and stormwater facilities.

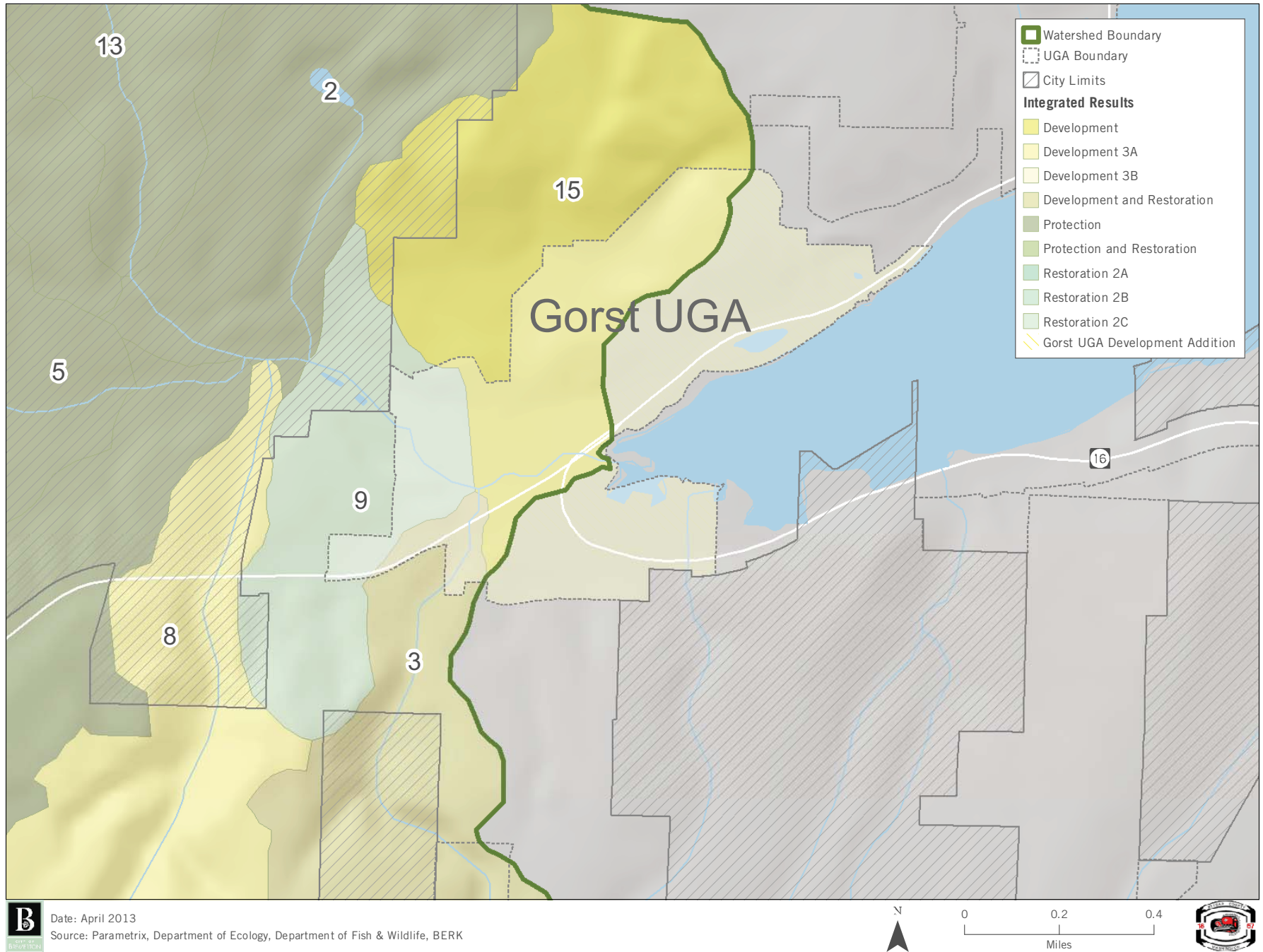
Figure 5 extends the “Development” designation of AU 15 since the two highly disturbed areas are likely to see more development

The recommendations of the Watershed Characterization Study relevant to the Gorst UGA include:

- Area of Development (AU 15): 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.
- Area of Restoration (AU 9): 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). 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.
- Area of Development & Restoration (AU 3): 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).

This Gorst Subarea Plan applies recommendations from the Watershed Characterization Study focusing primarily on the Gorst UGA supported by a more sustainable land use vision and standards as well as capital facility and stormwater improvements. For example, the Gorst Subarea Plan identifies areas along Gorst Creek for residential uses designed with low impact development techniques.

**FIGURE 5. WATERSHED CHARACTERIZATION RESULTS - GORST UGA VICINITY**



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



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### 3. GORST PLANNING & OUTREACH PROCESS

The opportunity to leverage assets and overcome challenges is not a chance that many communities are provided. Fortunately, the United States Environmental Protection Agency (US EPA) awarded a Watershed Management Assistance Program Grant to the City of Bremerton for the purposes of improving the future of Gorst through an inter-agency planning effort. Bremerton is working in partnership with Kitsap County, the Suquamish Tribe, and many other agency partners and stakeholders to achieve the following:

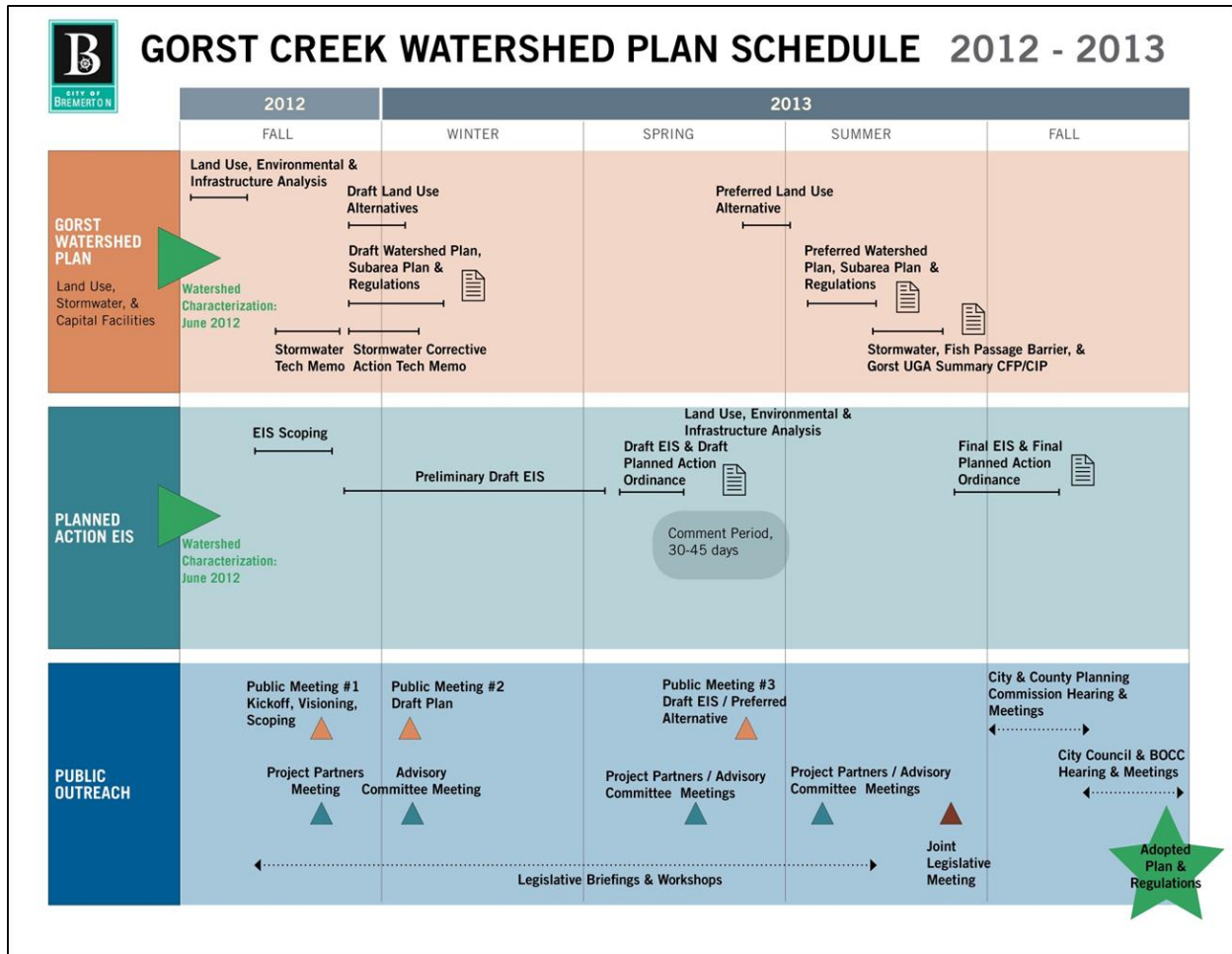
- Make Gorst a place where people want to live, shop and recreate,
- Protect water quality, habitat and fish while fostering economic development,
- Identify areas for development, restoration and protection based on science,
- Adopt a land use plan for Gorst, and
- Implement a long-range capital improvement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

Gorst watershed and subarea planning began in 2011 and continues through 2013 using the following steps:

1. Characterizing the Watershed (see Volume 1)
2. Developing Guiding Principles and Policies for Planning (see Volume 1 for the Watershed and this subarea plan Volume 3 for Gorst UGA)
3. Preparing Draft Plans for Land Use, Stormwater and Capital Facilities, focusing on the Gorst UGA (this Volume 3)
4. Evaluating Draft Plans and Alternatives in a Draft Environmental Impact Statement (EIS) (see Volume 2)
5. Developing a Preferred Plan and Final EIS (following a robust public comment opportunity)
6. Deliberating with legislative bodies at the City of Bremerton, Kitsap County, and Suquamish Tribe
7. Adopting the Plan

Public and agency engagement opportunities are provided at each step. This Gorst Subarea Plan (Step 3) was developed through coordinated efforts to engage the general public, public agencies and stakeholders, and elected and appointed officials. See Figure 6 displaying the planning and outreach process. Major outreach efforts are described below.

Figure 6. Planning Process and Outreach Events



Source: BERK

## Project Partners

Gorst Creek Watershed Characterization and planning has benefited from the knowledge and expertise of agencies, organizations and individuals partnering to steer the technical analysis associated with the project, including:

United States Environmental Protection Agency  
Washington State Department of Ecology  
City of Bremerton  
Kitsap County  
Port of Bremerton  
Sustainable Bremerton

Suquamish Tribe  
Washington State Department of Fish and Wildlife  
City of Port Orchard  
Kitsap County Health District  
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 (see Volume 1).

## Advisory Committee

An Advisory Committee, composed of representatives from Bremerton Planning Commission, Bremerton City Council, Bremerton Mayor, Kitsap County Planning Commission, Kitsap County Board of County Commissioners, and Suquamish Tribal Council, 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 and provided direction on the range of Gorst UGA land use alternatives as well as overall watershed guiding principles. More meetings are planned in the spring and fall of 2013 as a set of preferred plans are developed.

## General Public Outreach

The City of Bremerton and partner Kitsap County have provided education and solicited citizen and agency input on the Gorst Creek Watershed Planning efforts. Each effort is described below.

**Website.** The City of Bremerton has established a project website <http://www.gorstwatershed.com/>. It includes information about the project, links to draft products, and a comment form.

**Scoping comment period and workshop.** Public, tribal, and agency comments were solicited by the City as lead agency in a 21-day written scoping period from October 15 to November 5, 2012. The City also held a public meeting on October 29, 2012 to ask about the vision for Gorst and about the EIS scope. 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 and County also sent these documents by email to lists of persons interested in planning issues in the city and 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. About 37 persons participated in the scoping meeting and 14 persons or agencies submitted comments. A meeting exercise identified strengths, weaknesses, opportunities and threats. Below are some particular strengths and opportunities identified by citizens in Gorst:

Strengths	Opportunities
<b>Central access,</b> accessibility to highway, connected to rest of the County, Bremerton, Port Orchard	<b>Businesses and Places:</b> More inviting businesses, local-serving, places people stop
<b>Views</b> of the mountains and Sound	<b>Transportation:</b> Sidewalks, local trails and intra-county trails, bus to Bremerton ferry dock, frontage road (increase flow, spread of through traffic)
<b>New sewer</b>	<b>Parks, Open Space, and Recreation:</b> Waterfront access/trail/park, beach/water access and signage, kayak launching point, more public land/park space
<b>Extensive shoreline</b>	<b>Beautification:</b> Tree preservation, litter cleanup
<b>Nature, Habitat, and Wildlife:</b> Wooded and forested, “green”; “blue” water, creek, inlet; wildlife, Eagles, deer, seals, etc.	

**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 county and city planning efforts. An article was published in the Kitsap Sun on February 7, 2013. The workshop focused on land use alternatives and growth in the Gorst UGA.<sup>1</sup> Around 35-40 persons attended and provided input on the range of alternatives under consideration for the Gorst UGA. As a result of input, the alternatives were refined for study in the EIS.

<sup>1</sup> Apart from the UGA, land use and zoning are not anticipated to change in the overall watershed, through some low impact development and stormwater standards may be applied in both urban and rural areas.





**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. Additional Planning Commission, City Council, and Board of County Commissioner 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.

**Draft Plan and Draft EIS Comment Period.** The City of Bremerton as lead agency has established a public comment period during which time public comments are encouraged regarding the Draft Watershed Characterization & Framework Plan, Gorst EIS, and Gorst Subarea Plan (see <http://www.gorstwatershed.com/> for more information on how to provide comments). A series of public meetings are planned including a meeting in Gorst and two City and County Planning Commission meetings.

The City in consultation with Kitsap County will issue a Final EIS providing responses to comments and will address a Preferred Alternative. The Preferred Alternative may include elements from one or more alternative studied in the Draft Subarea Plan and Draft EIS.

## 4. GUIDING PRINCIPLES, GOALS & POLICIES

### Guiding Principles

Guiding Principles give direction on to how to protect water quality, habitat and fish while fostering sustainable and economically viable development. They serve as the foundation on which to build the Gorst Subarea Plan. The Guiding Principles below were developed based on watershed characterization results and reviewed at public workshops, Project Partner meetings, and Advisory Committee meetings.

#### Community Vision & Economic Development

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

Facilitate development of economically valued<sup>2</sup> land.

Recognize environmental restoration as a tool that can support the local economy.<sup>2</sup>

#### Development Pattern

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

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

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

#### Environmental Protection

Identify and protect critical areas.

Prioritize areas to be protected and restored.

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

Promote shoreline reclamation.

#### Urban Design, Land Use & Transportation

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

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

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

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

Reduce collisions and improve safety.



<sup>2</sup> 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.

## Goals and Policies

This section includes goals and policies that would direct specific actions by the City of Bremerton and Kitsap County in the Gorst UGA. The goals and policies are based on the Guiding Principles, Watershed Characterization & Framework Plan (Volume 1), and EIS (Volume 2). The goals and policies are designed to guide the formation of new land use plans as well as zoning, environmental regulations, and capital plans for Gorst.

As described in Chapter 1, the three visions addressed in this Subarea Plan are:

- Vision 1: Gorst is a small highway-oriented commercial and industrial center.  
This is the No Action Kitsap County plan.
- Vision 2: Gorst is a well-designed Regional Commercial Center.
- Vision 3: Gorst is a Complete Community.

The goals and policies in this Chapter would apply to Visions 2 and 3 since Vision 1 is the “no action” option based on current plans. Policies that are similar to those in the Watershed Characterization & Framework Plan are noted with an asterisk (\*). Background information or potential implementation strategies are discussed below selected policies.

### Habitat

#### **Goal UGA-1. Protect and restore fish and wildlife habitat along Gorst Creek and Sinclair Inlet.**

**Policy UGA-1.** Develop a comprehensive program to restore the Gorst Creek Corridor in the UGA.

*Discussion: Preparing a conceptual restoration plan is recommended in best management practices for Assessment Unit 9 (see Figure 5). Such a plan would help guide public and private investments in restoration. Private restoration could occur through an incentive program, such as allowing different densities, height, impervious area, or buffer standards in exchange for creek restoration.*

**Policy UGA-2.** Promote shoreline and habitat restoration along Sinclair Inlet.

*Discussion: Public investment in shoreline restoration has occurred through a prior Sinclair Inlet Restoration project conducted by Kitsap County with an USEPA grant. That effort resulted in brownfield clean up and public acquisition of open space. Private investment in restoration could occur with incentives for height increases, parking area reductions, or other incentives tied to commercial development.*

**Policy UGA-3.** Coordinate County and City shoreline regulations and restoration plans along Gorst Creek and Sinclair Inlet to provide adequate and equivalent protection. (\*)

*Discussion: The City’s shoreline buffer standards for the Sinclair inlet are greater than the County’s, and the County’s buffer standards for Gorst Creek are greater than the City’s. Apart from these more prominent shorelines, the City and County regulate smaller streams and wetlands similarly. See Volume 2, Gorst EIS, which provides an analysis of options to coordinate County and City shoreline and critical areas regulations.*

### Water Quality and Flooding

#### **Goal UGA-2. Improve water quality and reduce flooding in the Gorst UGA.**

**Policy UGA-4.** Require enhanced water quality consistent with the Sinclair Inlet Total Maximum Daily Loads (TMDL) (USEPA 2012) throughout the watershed and UGA. Reduction of impervious surfaces and onsite treatment of stormwater should be required in



accordance with best management practices specified in the 2012 Stormwater Management Manual for Western Washington (Ecology 2012), or its successor, with a preference for infiltration to reduce fecal coliform. (\*)

*Discussion: The policy promotes implementation of water quality standards that address the documented water quality problems in the study area.*

Policy UGA-5. Reduce erosion and sediment export through measures such as adequate stream buffers, setbacks, reduced overland flow through infiltration and vegetation cover.

*Discussion: See the discussion under Policy UGA-3 regarding coordinated regulations.*

Policy UGA-6. Provide incentives and regulations that reduce impervious surfaces, promote natural and distributed stormwater techniques, and incorporate native and naturalized vegetation. (\*)

*Discussion: Incentives such as density or height increases, or parking reductions, or others, could encourage a reduction in existing impervious areas and an increase in low impact development proposals.*

Policy UGA-7. Wherever practicable, require low impact development measures such as infiltration for new development and redevelopment. Where impractical, stormwater detention may be allowed. (\*)

Policy UGA-8. Incorporate low impact development best management practices into new development and redevelopment to mitigate and reduce flood impacts. (\*)

Policy UGA-9. Reduce flood hazards through infrastructure improvements and stormwater management. (\*)

Policy UGA-10. Allow zero direct and untreated discharge to streams and marine water bodies in association with development and redevelopment. Apply vegetation management, clearing and grading, and stormwater rules that minimize erosion and protect water quality and habitat. (\*)

Policy UGA-11. Implement adaptations to address potential effects of sea level rise on Sinclair Inlet properties. These may include, but are not limited to, accounting for sea level rise in the design of buildings and impervious areas, as well as roadway, flood management, and utility facilities.

*Discussion: Based on research conducted by the University of Washington Climate Impacts Group and the Washington Department of Ecology sea level is expected to rise within the Puget Sound between 3 and 22 inches by 2050 and between 6 and 50 inches by 2100. The Gorst EIS, Volume 2, discusses a potential mitigation measure that would require public and private applicants along the Sinclair Inlet to conduct a sea-level rise adaptation analysis.*

## **Land Use, Economic Development & Community Design**

**Goal UGA-3. Create opportunities for well-designed, sustainable commercial and residential growth and development.**

*Discussion: When a preferred alternative is selected the policies below will be implemented through a combination of existing and new zoning regulations and design standards. These regulations would address permitted uses, densities, heights, setbacks, development coverage, landscaping, building placement, street frontage, and other topics.*

- Policy UGA-12. Encourage regional and local serving commercial uses that meet community shopping needs, provide jobs, and enhance the image of Gorst through improved landscaping and site design.
- Policy UGA-13. Through the land use plan and zoning, allow opportunities for single family units, townhouses, and flats to provide a range of housing choices in Gorst.
- Policy UGA-14. Allow horizontal and vertical mixed use development to offer greater business and housing choices and live-work arrangements.
- Policy UGA-15. Ensure zoning and design standards promote development patterns that increase open space and recreation opportunities, reduce impervious areas, and cluster in the least sensitive areas of a property.
- Policy UGA-16. Create incentives for development that promote reclamation, restoration and protection. For example, consider land use, density, building form, parking, permit fee, lot consolidation, or other incentives in exchange for greater buffers, reduced impervious area, or off-site restoration. (\*)
- Policy UGA-17. Apply streetscape, landscape, building, and site design standards for new development in order to promote shoreline views, allow for development compatibility, enhance property values, and reinforce Gorst as the southern gateway to Bremerton.
- Policy UGA-18. Allocate population to the Gorst UGA based on the Gorst Subarea Plan. Ensure allocations are also consistent with Countywide Planning Policies as updated for the 2016 planning cycle.

*Discussion: See Chapter 5, Land Use Plan. Several parcels currently zoned for industrial use are identified for residential or mixed uses in the alternative visions. The current population growth allocation to Gorst is small, and would need to be amended in Countywide Planning Policies to allow for new zoning that would accommodate more residences and population growth.*

## Transportation, Public Services & Utilities

**Goal UGA-4. Provide effective, efficient, and quality capital facilities and public services at the level necessary to meet the Gorst community needs and support allowed growth.**

- Policy UGA-19. Manage land use and growth to avoid increases in traffic congestion, and create opportunities for improvements to existing congestion. (\*)
- Policy UGA-20. Improve safety and circulation, and improve transportation mode choices including transit, bicycle, pedestrian, and automobiles. (\*)
- Policy UGA-21. Encourage improved Kitsap Transit service such as added park and ride facilities.
- Policy UGA-22. 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.
- Policy UGA-23. Encourage public access to the shoreline along Sinclair Inlet and portions of Gorst Creek.

*Discussion: The City and County Shoreline Master Programs promote added public access. Additionally, Chapter 10 provides a conceptual map noting the need for pedestrian improvements across (over) state highways to achieve better connectivity.*

- Policy UGA-24. Require new development to meet Bremerton standards for water and wastewater.
- Policy UGA-25. Require application of stormwater standards in the Final Gorst Subarea Plan.

*Discussion: Based on the Gorst Creek Watershed Characterization Study recommendations, stormwater standards are expected to be a focus of regulations in the Final Subarea Plan.*

- Policy UGA-26. Ensure new developments that create a demand for parks and recreation provide such facilities onsite or contribute their fair share to provision of offsite facilities.
- Policy UGA-27. Facilitate adequate fire and emergency response in the UGA through application of uniform fire and building codes, emergency access standards, roadway congestion management measures, and mutual aid agreements.
- Policy UGA-28. Ensure adequate police services are provided within the UGA to meet Kitsap County Sherriff and Bremerton police department response time and case load objectives.
- Policy UGA-29. Promote crime prevention through environmental design techniques to new development.
- Policy UGA-30. Provide long-range growth assumptions and new development applications to South Kitsap School District to ensure educational services can meet needs of new residents.

## Annexation

### **Goal UGA-5. Facilitate a seamless transition of services from Kitsap County governance to City of Bremerton governance when properties become annexed to the City.**

- Policy UGA-31. Explore the various methods for annexation with the Gorst residents within the planning horizon.

*Discussion: There are petition methods, election methods, and an interlocal agreement method allowed in State law.*

- Policy UGA-32. Conduct a fiscal analysis of annexation to ensure appropriate tiering or phasing of services.

- Policy UGA-33. Prior to and following annexation, implement the Gorst Subarea Plan to provide coordinated land use and environmental standards.

*Discussion: This policy is intended to support joint County and City adoption of the Subarea Plan for consistent planning. Another option is to have some land use and environmental standards 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.*

- Policy UGA-34. Prior to and following annexation, implement the Gorst Subarea Capital Facility Plan. Levels of service should be implemented concurrent with new development.
- Policy UGA-35. Implement capital facility maintenance standards consistent with approved functional plans for transportation, stormwater, parks, and other systems prior to and following annexation.

## 5. LAND USE PLAN

### Overview

Under GMA, Comprehensive Plans and associated subarea plans govern broad land use patterns, which are implemented by more detailed zoning. A land use plan allows counties and cities to:

- Meet goals for economic development and housing,
- Ensure consistent and compatible development,
- Anticipate needed services and infrastructure, and
- Give predictability to property owners and developers to make investments in their homes, businesses and properties.

This Chapter presents the existing land use pattern and three future land use patterns based on the following alternatives:

- Vision 1: Gorst is a small highway-oriented commercial and industrial center. This is the No Action Kitsap County plan.
- Vision 2: Gorst is a well-designed Regional Commercial Center.
- Vision 3: Gorst is a Complete Community.

These alternatives are under review in a Draft EIS available under separate cover (see Volume 2). The future land use for each alternative is presented below, followed by a comparison of growth.

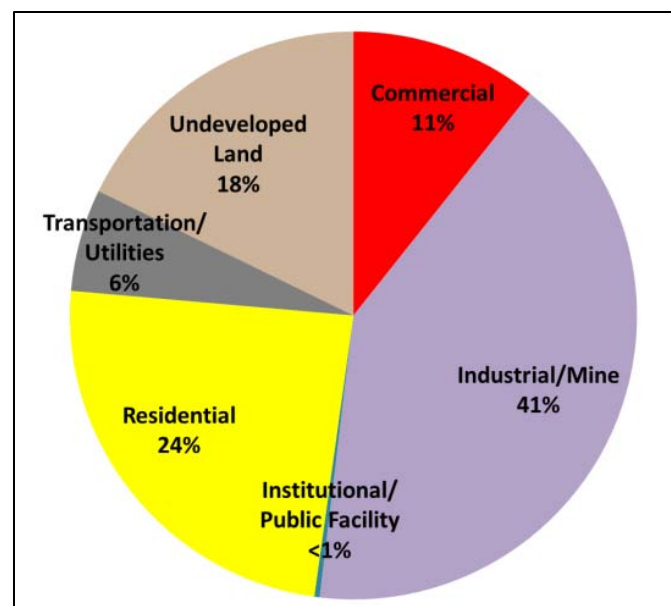
A preferred alternative will be identified after public outreach and comment opportunities on the Draft Subarea Plan and Draft EIS conclude. The preferred alternative may be one of the alternatives studied in this Chapter, or a combination of features of these alternatives. This Chapter will be revised in the Final Gorst Subarea Plan to reflect the selected preferred alternative.

### Existing Land Use Pattern

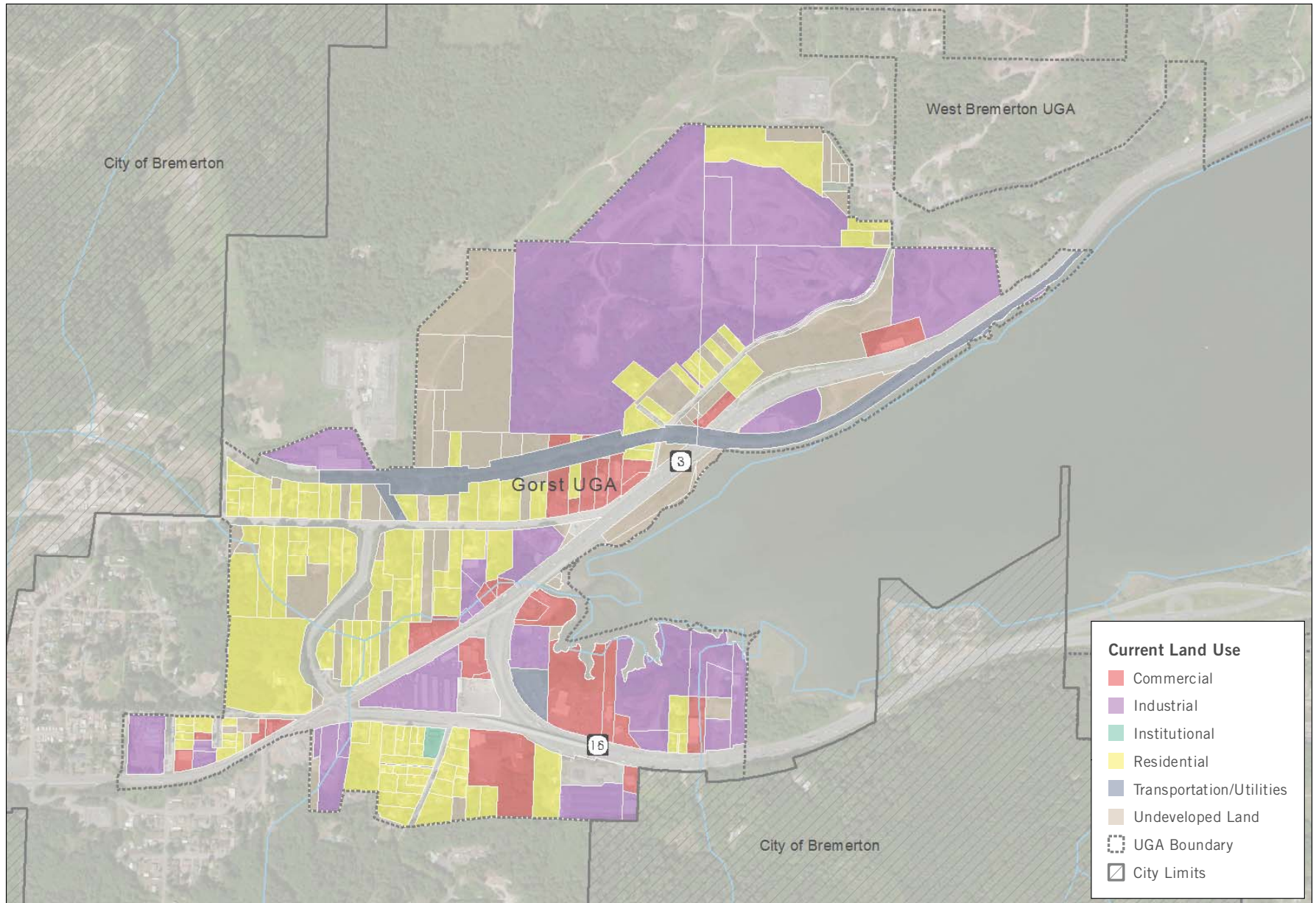
Today, Gorst's development pattern consists of commercial and industrial uses along State Routes 3 and 16, an active mine site (considered industrial) along Sherman Heights Road, and single family residential uses along West Belfair, Sam Christopherson, and West Frone Roads, as well as undeveloped land. See Figure 7 and Figure 8.

Each future vision and land use alternative is described on the following pages.

**Figure 7. Current Use by Assessor Tax Record**



**FIGURE 8. GORST UGA CURRENT LAND USE**



Date: May 2013  
Source: Kitsap County, BERK



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## Vision 1: Continue current Kitsap County and City of Bremerton Plans

Kitsap County's Comprehensive Plan identifies Gorst as:

*A small highway-oriented commercial and industrial center.*

**Figure 9. Vision 1: Current Kitsap County Land Use Designations (%)**

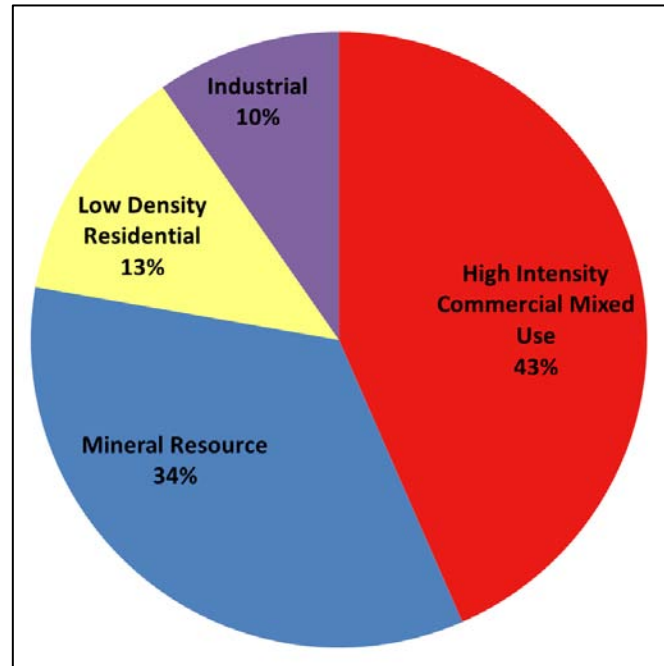


Figure 9 shows the percentage of land by designation. Land use designations are described in Table 1 below and depicted on the map in Figure 10. Most of the land along SR 3 and SR 16 is designated for commercial purposes, even extending westward into current residential areas. A Mineral Resources designation is applied to the active mine. Low Density Residential is designated west of Sam Christopherson Road and along the mine site.

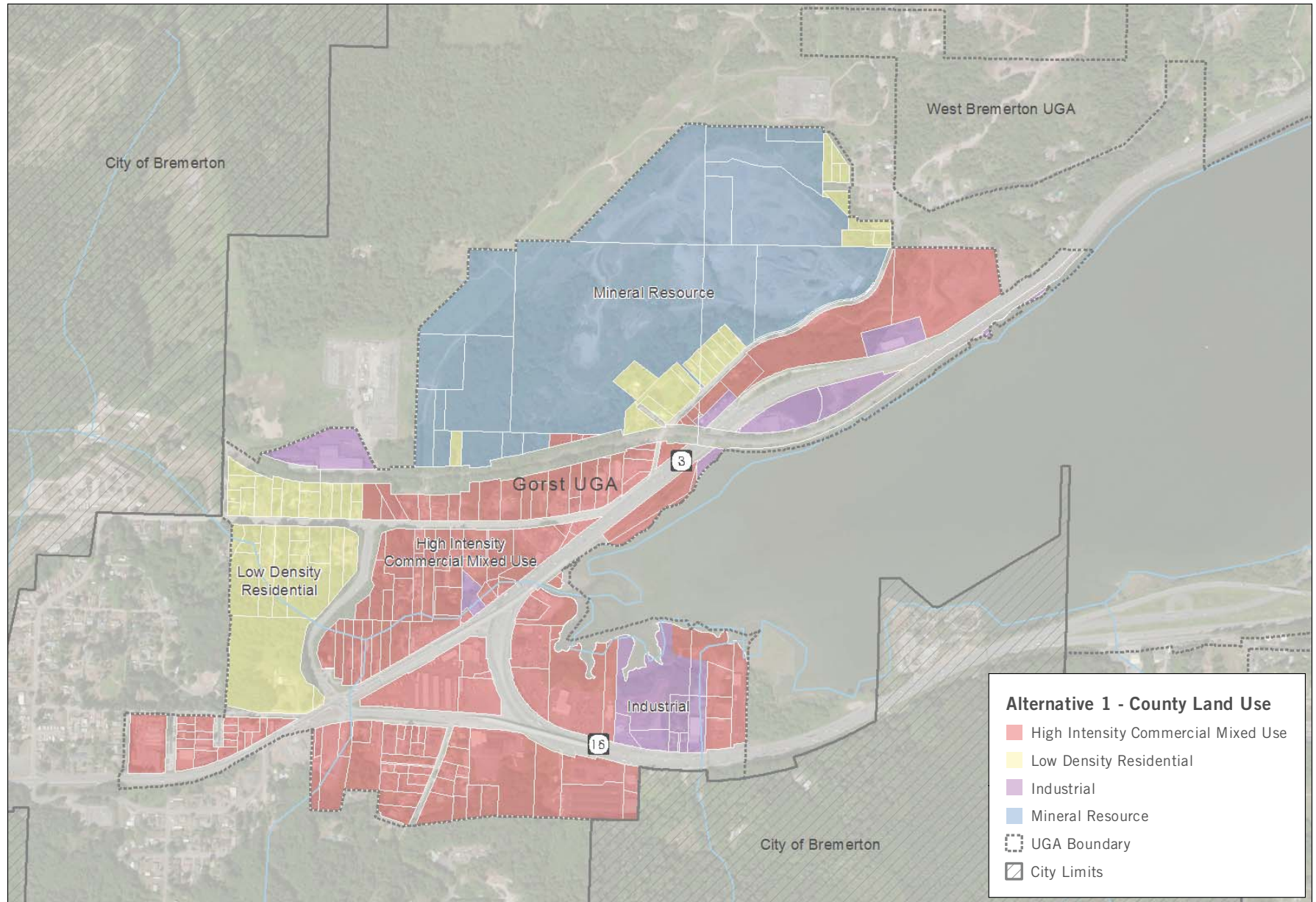
Implementing County zoning is similar to the future land use categories in Figure 10, except that the mine site has an implementing zone of Industrial. The City of Bremerton has adopted pre-zoning designations generally matching the closest City zone to the present County zone.

**Table 1. Vision 1: Land Use Designations Chart**

Alternative 1 Future land Use Designation Descriptions	
	<b>Urban High-Intensity Commercial/Mixed Use</b> 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. (Highway Tourist Commercial zone is applied in Gorst.)
	<b>Mineral Resource Overlay</b> 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.
	<b>Urban Industrial</b> 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. (The Industrial zone is applied in Gorst.)
	<b>Urban Low-Density Residential</b> 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. (In Gorst, the Urban Restricted zone is applied west of Sam Christopherson Road while Low Density Residential is applied along Sherman Heights Road.)

Source: Kitsap County 2012

**FIGURE 10. VISION 1: FUTURE LAND USE MAP**



Date: May 2013  
Source: Kitsap County, BERK



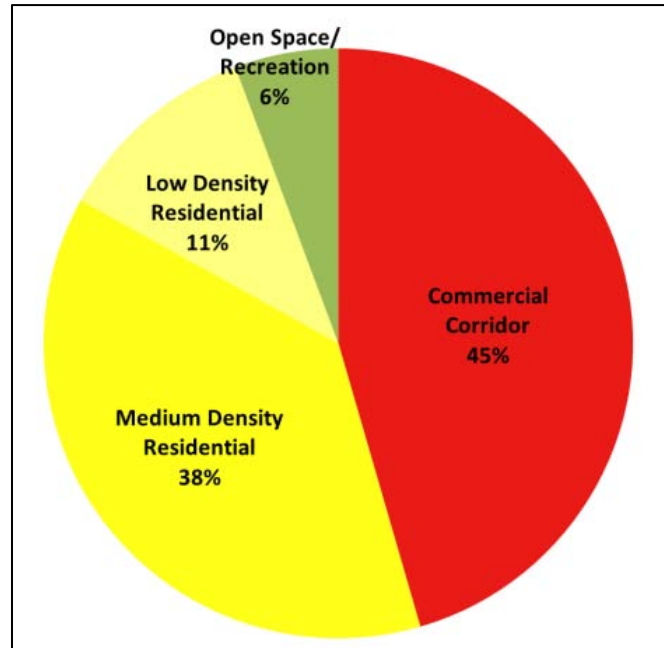
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## Vision 2: Gorst is a well-designed regional commercial center

Vision 2 is based on the idea that Gorst's role in the county is to be a well-designed regional commercial center. Commercial uses are focused in the valley, and new residential uses on the current mine site:

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



**Figure 11. Vision 2: Future Land Use/Zoning Designations (%)**

The Bremerton Comprehensive Plan map will assign a single “subarea” designation, which would be implemented by the zoning districts described in Table 2. Commercial Corridor and Medium Density Residential are most represented as shown in Figure 11 and Figure 12.

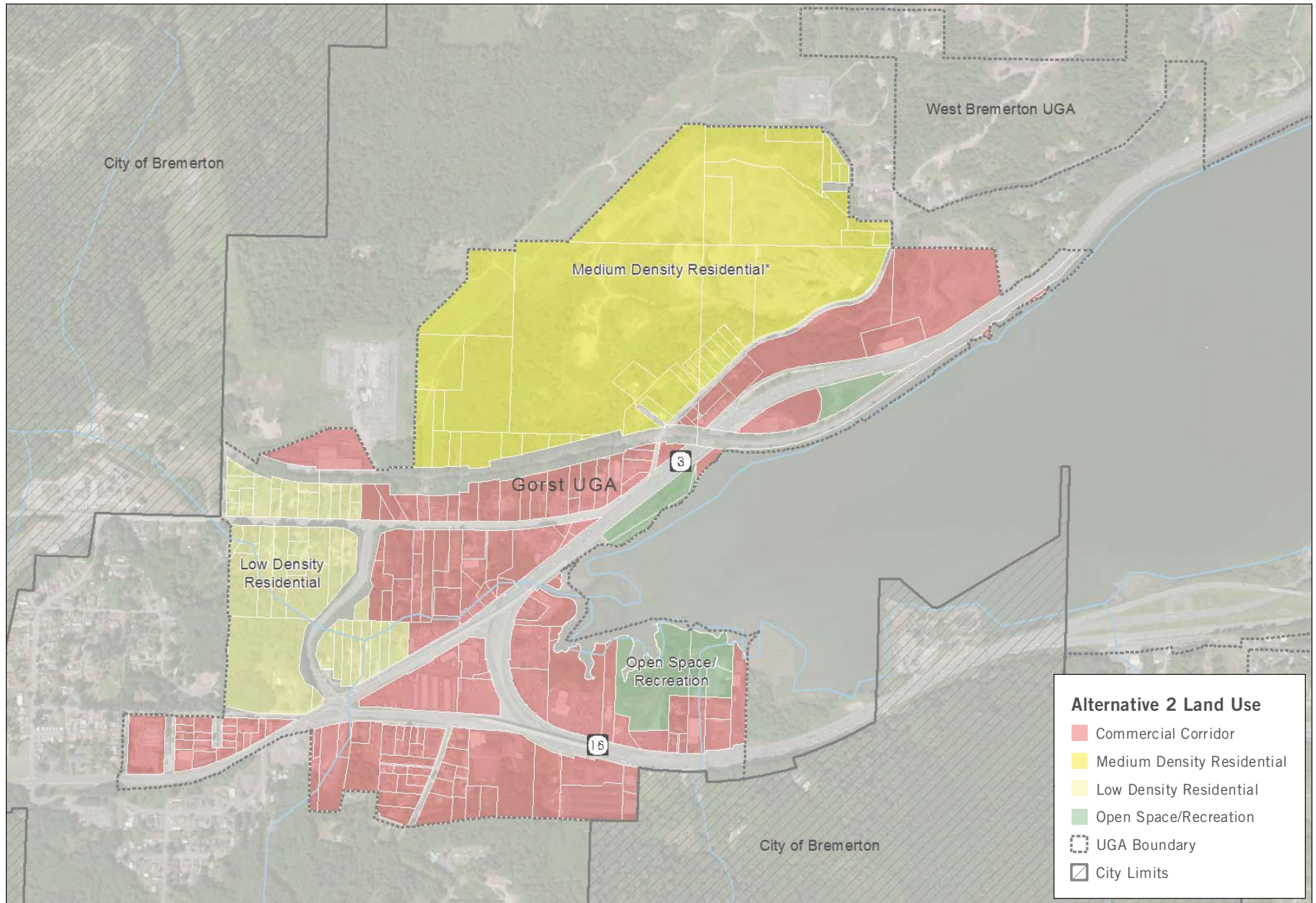
**Table 2. Vision 2: Land Use and Zoning Designations**

Future Land Use and Zoning Designation Descriptions	
<b>Commercial Corridor</b>	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.
<b>Medium Density Residential</b>	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, low impact development techniques, energy conservation, and similar methods.
<b>Low Density Residential</b>	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.
<b>Open Space/Recreation</b>	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.

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



**FIGURE 12. VISION 2: FUTURE LAND USE MAP**



Date: May 2013  
Source: Kitsap County, BERK



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Kitsap County would apply future land use designations and zoning districts equivalent to the future Alternative 2 land use and zoning map. The mine site would be applied the County's Urban Medium Comprehensive Plan designation and Medium Density Residential zoning. The Open Space/Recreation designation would be applied a Public land use designation and Parks zoning. Remaining Commercial and Residential designations would be applied designations and zoning similar to Vision 1.

### Vision 3: Gorst is a complete community

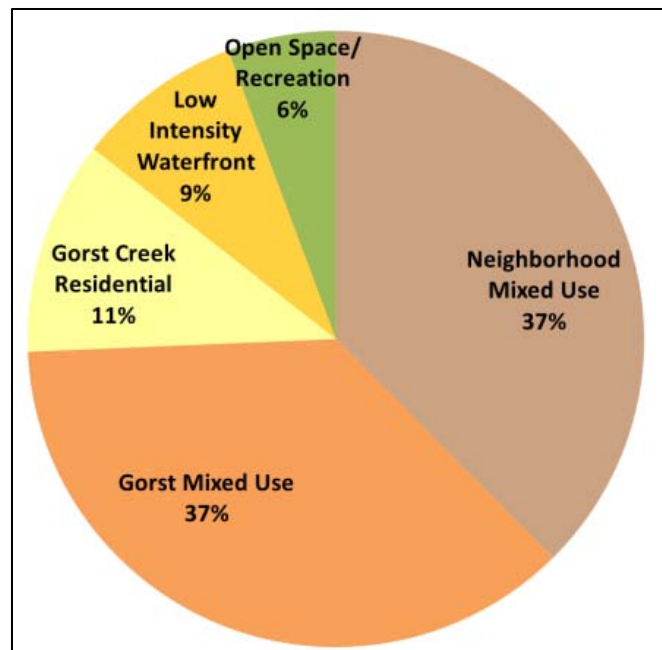
Vision 3 proposes a vision of Gorst as a community offering homes, jobs, and recreation in an environmentally sustainable setting. The alternative promotes a mix of uses and a wider range of residential dwelling options:

*As the 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, 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 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.*

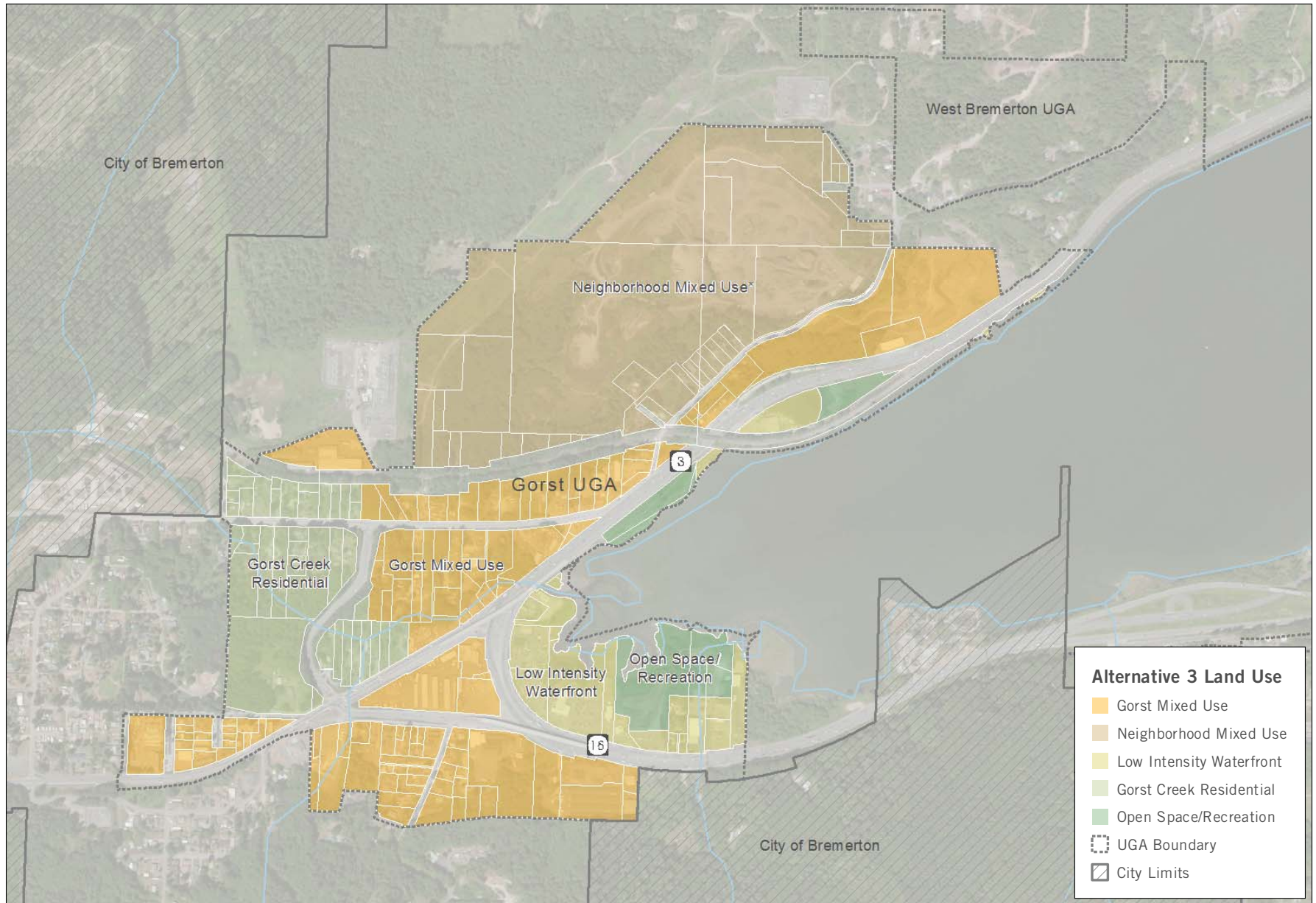


**Figure 13. Vision 3: Future Land Use/Zoning Designations (%)**

The Bremerton Comprehensive Plan map will assign a “subarea” designation to Gorst. This “subarea” designation would be implemented by the zoning designations illustrated in Figure 13, Figure 14, and described on Table 3.



**FIGURE 14. VISION 3: FUTURE LAND USE MAP**



Date: May 2013  
Source: Kitsap County, BERK



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**Table 3. Vision 3: Land Use & Zoning Designations**

<b>Alternative 3 Future Land Use Designation Descriptions</b>	
	<p><b>Low Intensity Waterfront</b></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><b>Gorst Mixed Use</b></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><b>Neighborhood Mixed Use</b></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, 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.</p>
	<p><b>Gorst Creek Residential</b></p> <p>Gorst Creek Residential district applies to low density residential and large lot residential areas along Gorst Creek, where low impact development and riparian and wetland zone protection are priorities. Clustered development patterns and incentives for stream restoration are promoted.</p>
	<p><b>Open Space/Recreation</b></p> <p>The Open Space/Recreation designation allows for active and passive parks, recreation, and open space facilities. Secondary uses include accessory commercial such as concessions, recreation equipment rental, and other small-scale facilities that support and enhance public access and recreation.</p>

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

Kitsap County would apply future land use designations and zoning districts equivalent to the future land use and zoning map. Kitsap County's Urban Medium Residential or Urban Village Center zoning could apply in place of Neighborhood Mixed Use. Kitsap County's Mixed Use Zone could apply where Gorst Mixed Use is shown. Urban Restricted would likely apply where Gorst Creek Residential is shown. The Open Space/Recreation designation would be applied a Parks zone. There is no exact match in Kitsap County zoning districts for the Low Intensity Waterfront; it is possible a commercial zone could be applied with reduced development standards to achieve the intent of the zone for smaller impervious footprints.

## Images and Examples

Based on Visions 2 and 3, the following Image Chart in Figure 15 illustrates the scale and types of land uses by land use and zoning designation. It is not meant to identify preferred architectural styles.

These tables are intended to provide the reader with an indication of the scope and scale of the type of development that is proposed in each of the proposed zoning districts. Once a preferred alternative has been selected, Chapter 8 will contain the regulations to ensure that this development is met.

Figure 15. Land Use and Scale Image Examples





















Alt 2		Alt 3		IMAGES: LAND USE AND SCALE					
Scale		Base Height 2 stories		Maximum Height 4 stories - allowed by reducing impervious area					
	Low Intensity Waterfront								
		Retail with Landscaping	Improved Streetscape	Commercial Site Plan with Reduced Parking and added Plantings	Narrow Footprint Commercial Buildings with Habitat Buffer and Shoreline Protection	Commercial Recreation			
Scale		Base Height 2 stories		Maximum Height 6 stories					
	Gorst Mixed Use								
		Regional Commercial: Retail Center, Hotel	Horizontal Mixed Use – Retail & Apartments	Neighborhood Convenience Retail	Live Work Townhomes	Townhomes			



Figure 15. Land Use and Scale Image Examples - Continued

Alt 2		Alt 3		IMAGES: LAND USE AND SCALE				
Scale		Base Height 2 stories Maximum Height 4 stories						
Commercial Corridor	Gorst Commercial							
		Retail Center	Stand-Alone Retail	Auto Service	Services and Office	Secondary Use – Light Industrial		
Scale		Maximum Height 4 stories Minimum Density 5-8 du/ac Maximum Density 20-24 du/ac						
Medium Density Residential	Neighborhood Mixed Use							
		2-Story, Attached Units on Slope Small Scale Flats with Open Space/Paths	14 units, Medium Density, 2 stories Townhomes	Single Family Homes on Alleys	Detached Accessory Dwelling Unit	0.53 acres Playground		
Scale		Maximum Height 4 stories Minimum Density 5-8 du/ac Maximum Density 20-24 du/ac						
	Neighborhood Mixed							
		Neighborhood Convenience Retail	Live Work Townhomes					

Figure 15. Land Use and Scale Image Examples - Continued

Alt 2		Alt 3		IMAGES: LAND USE AND SCALE			
Scale		Maximum Height 3 stories		Minimum Density 5 du/ac		Maximum Density 10 du/ac	
Low Density Residential							
		Single Family Home		Single Family Home		Accessory Dwelling Unit	
Scale		Maximum Height 3 stories		Minimum Density 1-5 du/ac		Maximum Density 10 du/ac (Clusters)	
Gorst Creek Residential							
		Single Family Home with Rain Garden		Acres: 1.1, Density: 7, with Open Space Cottage Cluster Development		Open Space for Detached Cottages	
Scale		Maximum Height 3 stories					
Open Space/Recreation	Open Space/Recreation						
		Natural Open Space		Boardwalk Wetlands		Soft Shore Boat Launch	
						Boat House and Concession Stand	

## Land Use and Zoning Comparisons

The Gorst UGA contains about 335 gross acres including streets and public rights of way, or about 281 acres in parcels. Each alternative vision and land use plan proposes an urban land use pattern with variable amounts of commercial and residential uses (see Table 4).

- Vision 1 focuses on commercial, mineral, and industrial uses (combined 87%) and less on residential uses (13%).
- Vision 2 provides a nearly balanced amount of residential (49%) and commercial (46%) acres with recognition of County-purchased property for open space (6%).
- Last, Vision 3 provides a more mixed use pattern of different commercial and residential intensities (about 75% combined) and some single-purpose designations (residential 11%, low-intensity waterfront commercial 9%) and open space (6%).

**Table 4. Land Use Acres Comparison  
(Total Parcel Acres by Zone)**

Zone	Acres	Percent
<b>Vision 1: No Action, Gorst is a small highway-oriented commercial and industrial center.</b>		
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%
<b>Vision 2: Gorst is a well-designated Regional Commercial Center</b>		
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%
<b>Vision 3: Gorst becomes a Complete Community</b>		
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



## Growth Estimates

With different land use patterns, each alternative would result in a different level of population and employment growth in the Gorst UGA. See Table 5.

Vision 1 assumes more employment acres and a smaller residential area, resulting in the greatest employment growth and least residential growth. Vision 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, Vision 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 and the least amount of job growth.

Vision 2 and 3 populations would exceed the small population currently allocated to the UGA in the Countywide Planning Policies (CPPs) In 2004 the allocation was 73, but based on a 2012 County land capacity study the allocation is approximately 76 new persons. Vision 1 is slightly higher than the small population allocated in the CPPs. As part of the 2016 GMA Comprehensive Plan update cycles, population would need to be reallocated to the Gorst UGA to accommodate the expected growth under Visions 2 and 3.

**Table 5. Growth Comparison by Gorst UGA Alternative**

Alternative	Residential Net Developable	Dwellings	Population	Employment Developable	Jobs
	Acres			Acres	
Vision 1: No Action, A	5.9	33	82	34.7	742
Vision 2: Well Designed Regional Commercial Center	46.9	538	985	22.8	606
Vision 3: Gorst Becomes a Complete Community	56.7	597	1082	12.6	333

Source: Kitsap County 2012; BERK

## 6. URBAN DESIGN CONCEPTS

### Community Design Overview

The Gorst UGA currently lacks a cohesive design character and is often perceived to be haphazard and unattractive, with heavy traffic congestion and poorly maintained uses. Buildings tend to be low rise and spread out with large setbacks and large impervious areas.

The Guiding Principles for this Subarea Plan intend, in part, to improve the aesthetic character of the UGA and to make the built environment function in a more pedestrian and transit oriented fashion. By implementing modest design standards, significant improvement can be made in these areas.

Following the selection of a preferred alternative, Design Guidelines will be added to the Subarea Plan primarily addressing the design of the public realm, which generally consists of the space within the public right-of-way or other public ownership, as well as the relationship of private development to the public realm. In addition, best practices for Site Design will also be addressed with the preferred alternative. Public realm and site design concepts are described in this chapter.



*Example of a complete street, which includes space for pedestrians, bicycles, and automobiles.*

The implementation of Design Guidelines in association with a preferred alternative will help achieve several design goals:

- **Walkability** – Ensure a safe, comfortable, and interesting pedestrian environment and prioritize pedestrian accessibility.
- **Complete Streets** – Ensure that streets are supportive of multiple modes of transportation, including walking, bicycling, transit, and automobiles.
- **Identifiable Character** – Create an attractive and functional public realm that identifies Gorst as a unique place. This contrasts with the uncoordinated, and confusing development pattern that often characterizes auto-oriented strip development.
- **Efficient and Coordinated Use of Land and Infrastructure** – Use compact development, shared driveways and parking areas, and consistent street frontage standards to efficiently use land and infrastructure and avoid leftover or “dead” spaces.

### Public Realm Design

The space within public rights-of-ways typically accounts for 25% or more of land area within an urban area. This is also the area over which local governments are able to have the greatest design influence, either by way of direct capital expenditures, or through proportionate street frontage improvement requirements that accompany private development proposals. Public rights-of-way are the areas most commonly seen by the general public and therefore contribute significantly to the perceived character of an area.

The design of the public realm is therefore critical to achieving the desired change in public perception of the Gorst UGA. A common perception of Gorst is that of haphazard development. Streetscape design can create a more cohesive and consistent character. This is not to say that the streetscape or the uses fronting it need to be uniform or lacking individuality, but rather that the presence of a few unifying elements can make a noticeable improvement. For example, ensuring that street trees are planted at regular intervals along all streets, ensuring the presence of paved and connected sidewalks that are separated from the roadway, and ensuring that utilities are placed underground can drastically change a street from seeming haphazard into one that seems livable.

Streetscape design can improve safety, comfort, and function as well, particularly for the goal of creating pedestrian friendly and transit oriented development. There are certain conditions that are prevalent throughout Washington State and the country that discourage pedestrian activity. Such conditions include:

- Lack of or disconnected sidewalks;
- Lack of a buffer between high speed traffic and pedestrians;
- Lack of street trees;
- Lack of shade during the summer or weather protection during the rainy season;
- Large expanses of paved surfaces that often become dusty, littered, and hot;
- Frequent driveways and curb cuts and long crossing distances that endanger pedestrians in high traffic areas; and
- Uninteresting pathways that increase the perception of distance, either through long blank walls, or large setbacks occupied by parking.

Encouraging pedestrian activity is simply a matter of mitigating the conditions noted above, such as by:

- Providing paved, connected sidewalks;
- Buffering pedestrian from traffic through the use of planter strips, street trees, and even on-street parking;
- Weather protection along building frontages;
- Limiting vehicle and pedestrian conflicts;
- Shorter crosswalks; and
- Smaller setbacks with building entrances, windows, and varying facades oriented to the street.



*Example of paved sidewalk, planter strip and street trees.*

## Site Design Best Practices

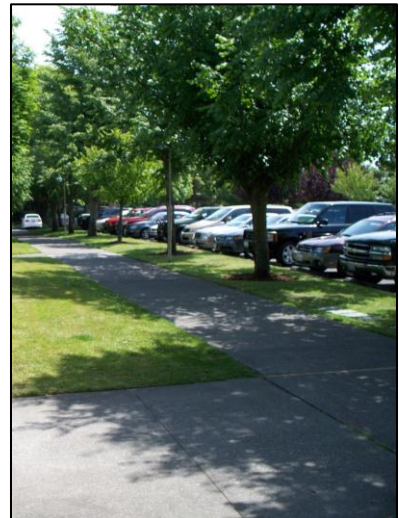
Site design can have a significant effect on the aesthetic character and pedestrian orientation of an area as well. Typical automobile oriented strip development, such as what characterizes much of the Gorst UGA, consists of several common design elements that, while sometimes convenient for automobile access, are less desirable when looked at more comprehensively.

Common design elements of undesirable strip development include:

- Parking located between the building and the street;
- Large parking areas that are rarely fully utilized;
- Unbroken expanses of pavement;
- Lack of clear and safe routes for pedestrians through parking lots, either from cars to the building, or from the street to the building;
- Building entrances oriented to the parking lot and not the street;
- Building entrances not easily identifiable from the street; and
- Large, cluttered signage oriented to passing vehicles and not pedestrians.

A few simple design changes can create a development that appears more orderly, pleasant, and accessible to both pedestrians and vehicles. Such design elements include:

- Placing parking areas to the side or rear of a building where possible;
- Limiting the amount of street frontage that is occupied by parking;
- Pulling the building closer to the street;
- Providing easily identifiable building entrances oriented to the street and connected to the sidewalk;
- Providing pedestrian routes through parking areas, using striping, different paving materials, signage, curbs, and islands;
- Providing landscaping and trees in parking areas to provide visual interest, shade, traffic calming, and for stormwater management;
- Sharing driveways and parking areas with adjacent uses; and
- Reducing impervious area through the use of shared vehicle infrastructure and by properly sizing parking areas.



*Example of pedestrian routes, landscaping, and trees in parking area.*



## 7. BEST MANAGEMENT PRACTICES & INCENTIVES

Establishing a new land use plan for Gorst provides opportunities to implement best management practices and incentives to achieve economically viable development, restoration, and protection.

Best management practices are superior methods or techniques to achieve proper land management and mitigate potential environmental impacts. Typically, these techniques are applied to minimize soil erosion or to achieve water quality standards. The Gorst Creek Watershed Characterization Study (Volume 1) identifies best management practices to reduce soil erosion, protect habitat, and allow for sustainable land use patterns; as a result of the science-based Gorst Creek Watershed Characterization & Framework Plan, several best management practices are recommended as “base” standards, i.e. required for all development, such as low impact development stormwater techniques.

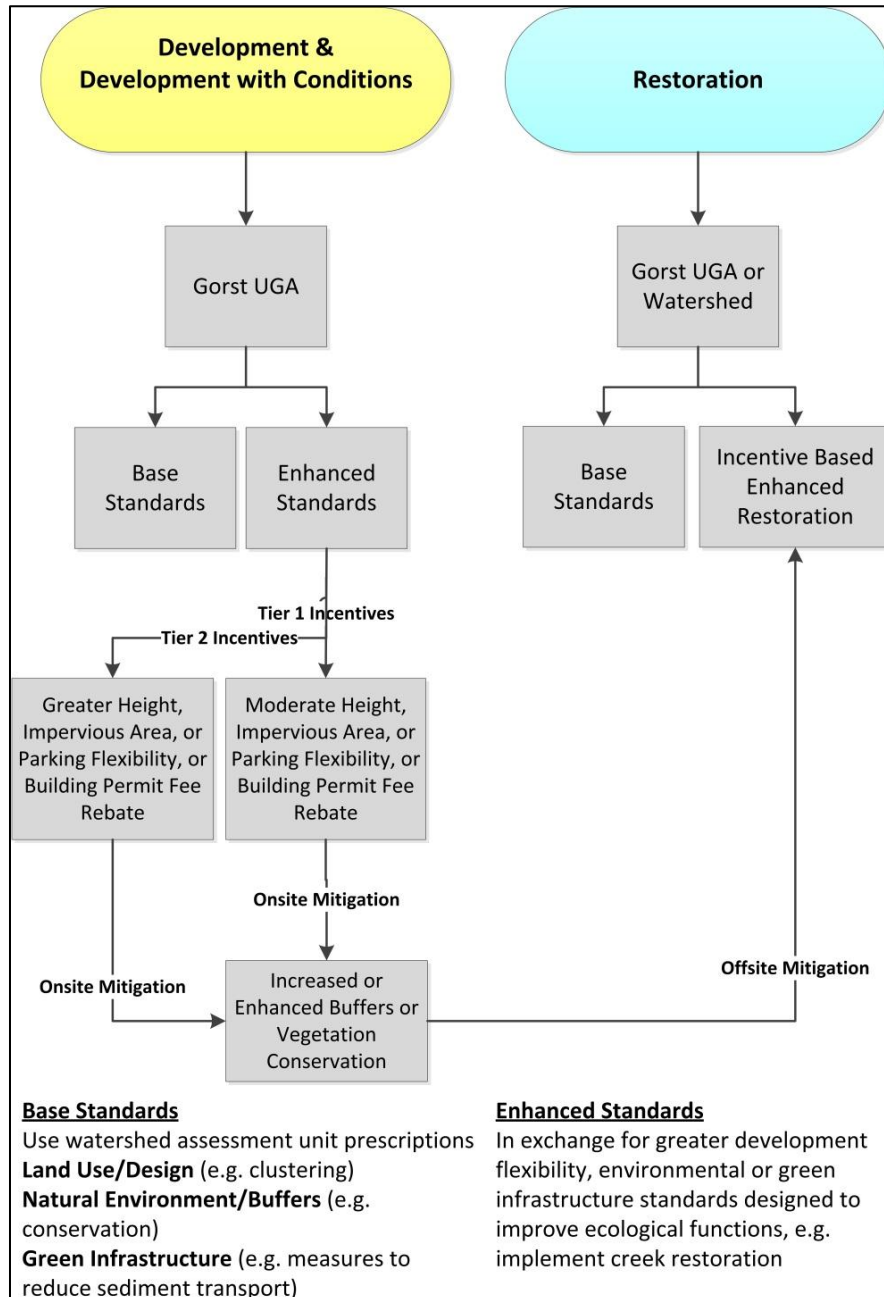
Incentives include a relaxation in development standards or allowances for greater development capacity that are offered to new development in exchange for providing public benefits or amenities. Incentives are not required but are encouraged. Types of incentives could include:

- Amount of Development: for example, increased building heights, increased densities.
- Development Standards: for example, reduced parking, increased impervious surfaces.
- Permit Processing: for example, building permit fee rebates (implemented in SKIA by City of Bremerton), reduced fee for lot line adjustments to consolidate properties.

The desired public benefits or amenities could include enticing a form of development that is less common in an area. In Gorst this could include horizontal mixed use building formats. Other amenities could include shoreline restoration, or added trails, open space, or parks beyond standard requirements.

Figure 16 on the following page shows how an incentive system could work in Gorst using the Watershed Characterization results. In areas of “Development” classified on Figure 5 earlier, an applicant for a development project could just comply with base “best management practice” standards. Alternatively a development could not only comply with base standards but also voluntarily provide enhanced standards or amenities and in exchange earn greater development capacity. For example, base standards could allow two story commercial development provided that a basic set of zoning, urban design, critical area protection, and infrastructure levels of service are met. However, if an applicant wanted to build a four-story development, an enhanced set of land use, habitat and green infrastructure standards could be applied such as a wider/enhanced buffer from shorelines or critical areas or an allowance for offsite mitigation and additional restoration in other portions of the watershed.

Once a preferred alternative is selected, it is anticipated that Chapter 8 in this subarea plan would include a system of base “best management practice” standards and a suite of incentives offering reduced development standards or greater development capacity in exchange for public benefits or amenities that will help achieve a more sustainable and economically viable development pattern.

**Figure 16. Flow Chart – Permit Process and Incentives**

## 8. GORST ZONING & DEVELOPMENT REGULATIONS

This section provides a draft outline of the zoning and development regulations that will be developed to match a preferred alternative in the Final Subarea Plan. Please see Chapter 3 for a description of the planning process.

### **8.010 Purpose**

This section will describe the purpose of the Gorst Zoning & Development regulations. The purpose will be related to the goals and policies in Chapter 4 of the Subarea Plan.

### **8.020 Applicability, Authority, Definitions, and Interpretation**

This section will describe that the zoning and development regulations will apply within the Gorst UGA. It will also indicate which City and County department is to administer the code. Definitions will be provided for key terms that are used in the development code. Rules of interpretation will also be provided.

### **8.030 Zoning Districts**

This section will describe the individual zoning district purposes, similar to the descriptions in Tables 1-3 in Chapter 5 of this Subarea Plan. However, the zoning district purposes will be based on the preferred alternative to be developed following the public outreach and comment period associated with this draft plan.

### **8.040 Allowed and Prohibited Uses**

This section will identify the land uses that are allowed, conditionally allowed, and those that may be prohibited. The allowances will match the intent of the zoning districts above.

### **8.050 Height, Bulk, and Impervious Standards**

While the prior section will address the land uses allowed, this section will address the dimensions of structures by regulating maximum heights, setbacks, and total development coverage. This section together with the Design Guidelines will guide the character of development in Gorst. Additionally, this section will work hand in hand with the incentives program in Section 8.080.

### **8.040 Standard Development Requirements**

This portion of the regulations will set standards that apply across all zones, such as landscaping, parking, and others.

### **8.050 Gorst Creek Environmental Standards**

This section is reserved for any potential Gorst Creek specific environmental standards based on the Watershed Characterization Study or EIS Recommendations.

### **8.060 Sinclair Inlet Environmental Standards**

This section is reserved for any potential Sinclair Inlet specific environmental standards based on the Watershed Characterization Study or EIS Recommendations.

### **8.070 Stormwater Standards**

A focus of the Watershed Characterization Study is on applying improved stormwater standards and low impact development techniques, and that will be addressed in this section.

**8.080 Incentives Program**

As outlined in Chapter 7, this Gorst Planning effort is an opportunity to incentivize new forms of development in Gorst. Incentives include a relaxation in development standards or allowances for greater development capacity that are offered to new development in exchange for providing public benefits or amenities. Incentives are not required but are encouraged. The incentive program is anticipated to incorporate some of the recommendations of the Watershed Characterization Study as well as integrate some relevant provisions of the recently adopted SKIA Subarea Plan (August 2012) that covers a portion of the watershed.



## 9. DESIGN GUIDELINES

As described in Chapter 6, Gorst Subarea Design Guidelines will be prepared for the preferred alternative once selected. The Guidelines will help ensure that future physical development within the Subarea is supportive of the overall Subarea Plan goals. When developed, the Guidelines are anticipated apply primarily to the public realm, which generally consists of the space within the public right-of-way or other public ownership, and the relationship of private development to the public realm. A draft outline is presented below.

### 9.010 Streetscape Guidelines

The Gorst UGA has a variety of roadways including heavily traveled State Routes 3 and 16, streets that serve multiple properties or that connect to larger state routes such as West Belfair Valley Road and West Sam Christopherson Road, and local roads.

The design guidelines will describe each major type of road and provide standards addressing:

- The Roadway, which is the space inside the face of curb or edge of pavement and consists of vehicle travel and turning lanes, bicycle lanes, and parking lanes
- The Street Frontage, which is the space between the curb and the edge of the right-of-way and includes a curb zone, sidewalk, and transitional zone.
- The Building Frontage, which may include portions of a building façade where buildings abut or are adjacent to the right-of-way.
- Intersections, which may include crosswalks or curb bulb-outs.

### 9.020 Site Planning Guidelines

The site planning guidelines will apply to site design with special attention paid to those portions of the site adjacent to the street frontage. The guidelines will not specify architectural styles.

Guidelines will be provided for categories of land uses such as mixed use, commercial, medium density residential, and low density residential development. The kinds of standards that are likely to be addressed for each use include:

- Building Frontage
- Transparency
- Articulation
- Blank Walls
- Parking and garages

## 10. CAPITAL FACILITIES PLAN

### Purpose

Capital facilities such as roads, stormwater, water, sewer and others will be needed to support the land use plan for the Gorst UGA to mitigate the impacts of development and to achieve and maintain adopted standards for levels of service.

Both the City and County have adopted capital facilities plans (CFPs) in association with their current Comprehensive Land Use Plan. Once a preferred alternative is selected a capital facilities plan will be prepared to support it. In the interim, this Chapter 10 Capital Facilities Plan summarizes some of the information found in the Gorst EIS, Volume 2, which analyzes the three land use visions described in Chapter 5, and also describes key planning goals related to capital facilities.

### Transportation

#### Roadways

Results contained in Volume 2 Gorst EIS show very similar future traffic conditions under all studied alternatives. However, Vision 3 would improve congestion on state routes compared to Visions 1 and 2 since Vision 3 reduces jobs and adds housing in a location (Sherman Heights Road) that allow alternative travel routes. Due to the large volume of regional "pass through" traffic that uses both SR 3 and SR 16, all three visions contribute a relatively small amount to cumulative volumes on state routes.

The following improvements to State and County Roadways are assumed to occur by 2035 in the County transportation model and would affect the Gorst UGA:

- SR 3 and SR 304 interchange assume an additional lane is in place on SR 3. WSDOT is currently studying this interchange to finalize the improvements need to this interchange.
- SKIA Connector from Lake Flora Road to SR 3 – New 2 lane roadway

The assumed transportation improvements needed to meet the adopted Kitsap County roadway segment level of service (LOS) as shown in Kitsap County's Capital Facility Plan in the Gorst vicinity include:

- Belfair Valley Rd (W), Mason County Line - Bremerton City Limits Widen to undivided 4 lanes: 2019-2025
- Belfair Valley Rd (W), Bremerton City Limits - Sam Christopherson Ave W, Widen to undivided 4 lanes

These improvements are expected to occur outside of the six year 2013-2018 capital improvement program, but were developed as mitigation measures for the Kitsap County Comprehensive Plan amendments in 2012.

The Washington Department of Transportation Bremerton Economic Development Study has developed a number of transportation improvement projects along SR 3 and SR 16 within the Gorst area. While these projects were not included in the County Transportation model many of them are or will be included in the PSRC Transportation 2040 plan and amendments. Following is a summary of these projects:

- SR 3 from Belfair to Gorst: Widen to four lanes with inside and outside shoulders. Widening will also include improved intersections and access management.
- SR 16/SR 3 from Sedgwick Road Interchange to Loxie Eagans Boulevard Interchange: Widen to provide a six lane, divided, limited access highway with HOV lanes. Improved access management will be included throughout this segment.
- Sam Christopherson Avenue/SR 3: Construct a four lane bridge with shoulders over Sam Christopherson Avenue .
- As part of the improvements for the SR 16/SR 3 intersection area, WSDOT is in the process of evaluating whether a roundabout would be feasible at this location to eliminate the existing merging, weaving, and access issues.

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.

## Nonmotorized Travel

Within the Gorst UGA, there are few areas with formal sidewalks or protected paths since the area was originally developed with rural road standards. As noted in Chapters 4 and 6, some urban design goals for Gorst include enhancing non-motorized travel, improving shoreline access, and promoting walkability and complete streets.

The Mosquito Fleet Trail Master Plan defines in greater detail a project that is both part of the Kitsap County Open Space Plan and the Kitsap County Bicycle Facilities Plan. The basic concept is that of a trail corridor for use by bicyclists and pedestrians that skirts the eastern shoreline of Kitsap County and Bainbridge Island, connecting historic Mosquito Fleet docks along the way. Within Gorst, the opportunity for a shoreline trail along Sinclair Inlet is limited by the location of the railroad used for sensitive military purposes. Thus it is likely that an alternative alignment will be needed. Other options are to provide regional trail connections through Jarstad Park and the Gorst Creek Watershed area. See Figure 17.

While sidewalks can be required for new streets, retrofitting existing streets with pedestrian and bicycle facilities will require coordination by the City of Bremerton, Kitsap County, and WSDOT. A particular challenge is connecting central Gorst with the Sinclair Inlet given heavy vehicular travel on SR 3 and SR 16. A grade separated pedestrian crossing could achieve greater connectivity and shoreline access. See Figure 17.

## Stormwater

The watershed characterization analysis has prompted a capital facility plan intended to address stormwater and flooding deficiencies and fish passage barriers. A map of stormwater improvement locations is shown in Figure 18. Improvements would be needed for all alternative visions 1, 2, and 3. 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.

Additional stormwater modeling would be built after a preferred alternative has been determined from the Draft EIS process. The modeling would optimize the best management practices that could be used

in conjunction with the final land use alternative. The results of the model would provide data to support development of the stormwater plan.

## 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.

## Wastewater System

In 2010, a wastewater (sanitary sewers) collection system was built in the Gorst UGA. Wastewater is conveyed through several 8-inch gravity mains located along W Belfair Valley Road, W Frone Drive, Feigley Road W, SR 3, and SR 16. These mains tie into two sewer pump stations and an 18-inch force main that connects to a wastewater treatment plant on Oyster Bay Avenue in Bremerton. As previously described in Section 3.2 *Water Resources*, Kitsap County Public Health found 7 water quality hotspot areas in the Gorst UGA. After the wastewater collection system was constructed in 2010, 6 of the 7 areas were downgraded to a level of no significance. A total of 125 residences and commercial properties have connected to the Gorst wastewater system as of August 2011. Remaining parcels in the UGA manage wastewater through on-site septic systems. The high ground water and poor draining soils in the area tend to cause septic systems to fail prematurely, resulting in the discharge of untreated sanitary sewage into Gorst Creek and its tributaries (City of Bremerton 2009).

The Kitsap County CFP (August 2012) coordinates wastewater improvements planned by the County, cities, and special districts. Within the Gorst UGA, the City of Bremerton identified the following improvement:

- Project #1 – Pump Station SB 3 (Gorst) Upgrade: 2019-2025 period

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.

In general an extension of sewer mains and improvement to existing pump stations may be required for the proposed development 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 for residential or mixed use purposes results in a projected sanitary flow consistent with the recommended 8-inch diameter system documented in the Kitsap County CFP and could accommodate the additional 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.

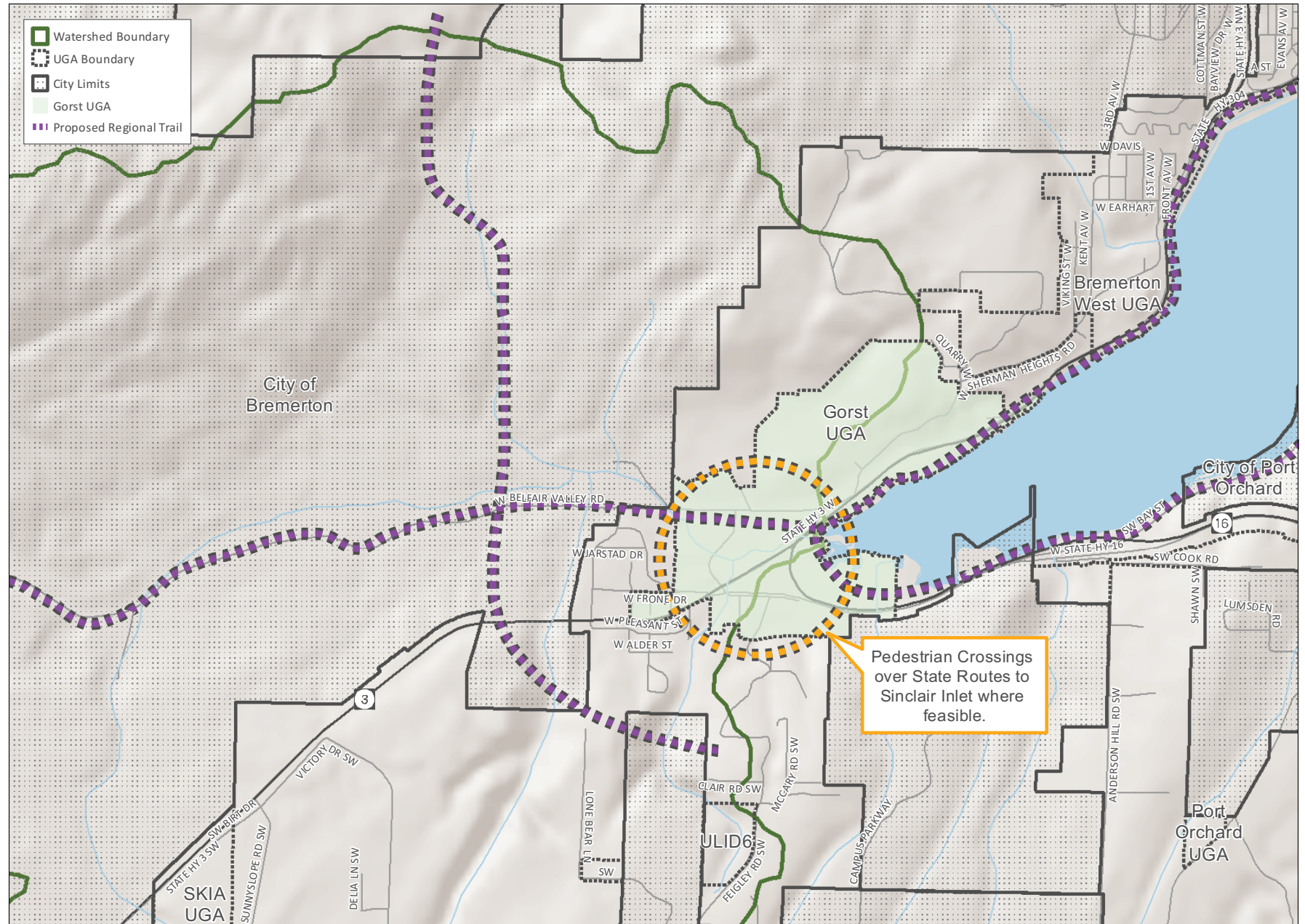
## Other Services

The Gorst EIS, Volume 2, identifies and compares special district, Kitsap County and City of Bremerton levels of service for parks and recreation, law enforcement, and fire suppression/emergency medical



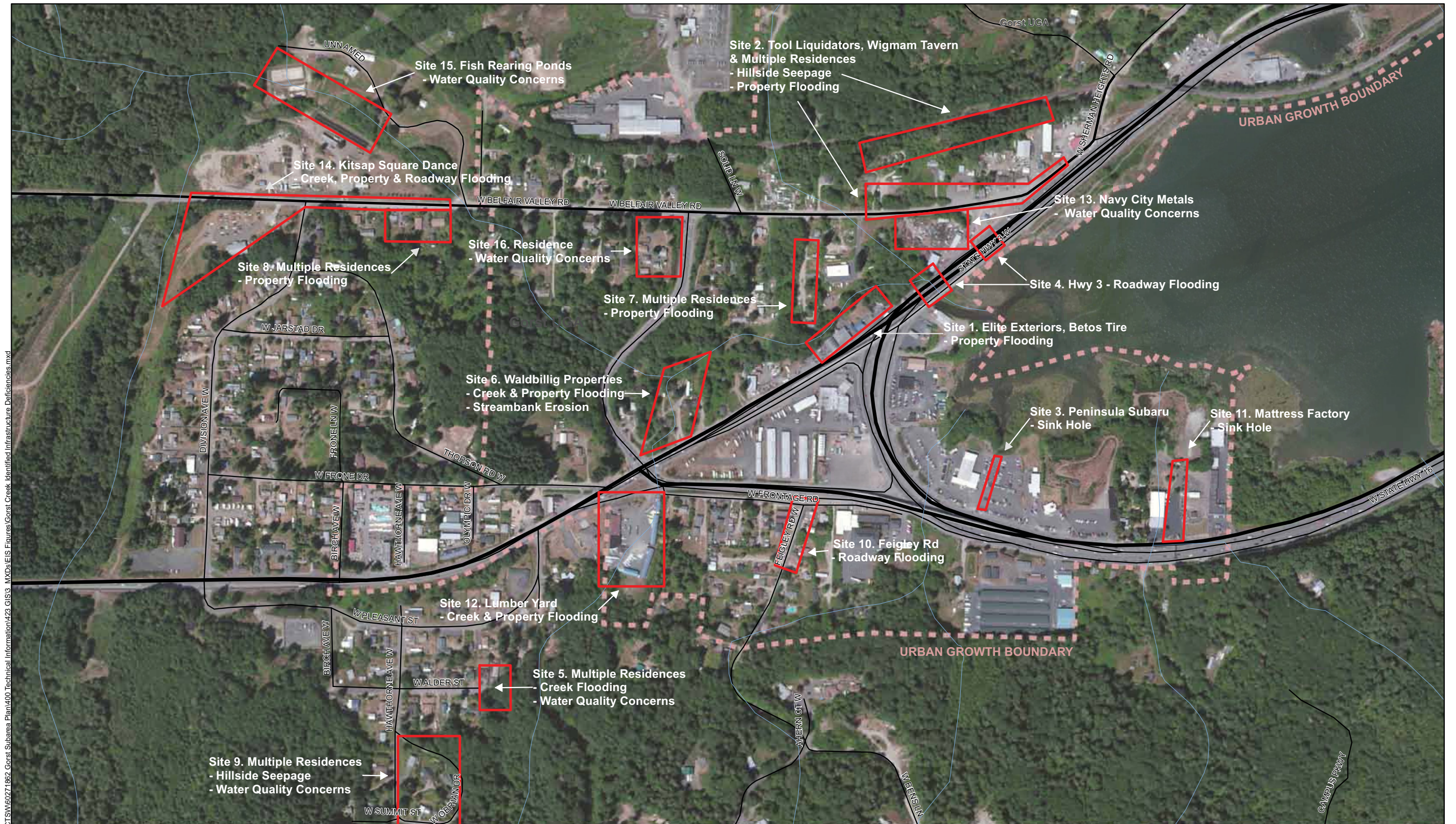
services. As a result of added growth in the UGA under Visions 2 and 3 there would be an increased demand for these services. The EIS identifies mitigation measures to minimize impacts. Additionally, City and County coordination regarding any transition of services due to annexation would entail ensuring appropriate phasing of services.

**FIGURE 17. ROADWAY SYSTEM AND PLANNED NONMOTORIZED CONNECTIONS**





### FIGURE 18. STORMWATER DEFICIENCY AND CAPITAL IMPROVEMENT LOCATIONS





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