4. GUIDING PRINCIPLES, GOALS & POLICIES

Guiding Principles

Guiding Principles give direction on 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\(^2\) land.
Recognize environmental restoration as a tool that can support the local economy.\(^2\)

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.

\(^2\) 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 land use plan as well as zoning, environmental regulations, and capital plans for Gorst.

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 2-2). 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. See Chapters 8 and 9 for incentives.

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. See Chapters 8 and 9 for incentives.

Policy UGA-3. Coordinate County and City shoreline regulations and restoration plans along Gorst Creek and Sinclair Inlet to provide adequate protection and incorporate best management practices based on the Watershed Characterization Study. (*)

- Upon annexation, the City shall apply its Shoreline Master Program to Sinclair Inlet and Gorst Creek. In addition, the City shall apply a Gorst Creek Management Zone Overlay recognizing the habitat requirements of listed fish species, the current degraded buffer conditions, and tailored approaches to implement best management practices and incentives for restoration.

- Prior to annexation, Kitsap County may consider City marine shoreline buffers and the Gorst Creek Management Zone Overlay as a means to mitigate negative impacts when reviewing site specific land use applications, such as variances.

Discussion: As of 2013, 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. Volume 2, Gorst EIS, provided an analysis of options to coordinate County and City shoreline and critical areas regulations. Based on the options considered and comments received, Chapter 8 provides a Gorst Creek Management Overlay applicable upon City annexation and for County consideration prior to annexation.
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 equivalent or 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. See Chapters 8 and 9 for incentives.

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 no additional 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 mitigation measure to be implemented through a Planned Action Ordinance that would require public and private applicants along the Sinclair Inlet to conduct a sea-level rise adaptation analysis.

Policy UGA-12. In 2014, the City of Bremerton and Kitsap County shall consider SUSTAIN model analysis to develop means and methods to implement the most effective low impact development standards in the Gorst Urban Growth Area and Gorst Creek Watershed. The results shall be considered for adoption through resolutions or ordinances consistent with agency procedures.
Land Use, Economic Development & Community Design

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

Discussion: See Chapters 8, 9, and 10 regarding permitted uses, densities, heights, setbacks, development coverage, landscaping, building placement, street frontage, and other topics.

Policy UGA-13. 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-14. 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-15. Allow horizontal and vertical mixed use development to offer greater business and housing choices and live-work arrangements.

Policy UGA-16. 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.

Discussion: This policy is implemented through standards, guidelines, and incentives in Chapters 8, 9, and 10.

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. Until such time as population is available for allocation to Gorst to support mine site redevelopment following reclamation, the mineral resource overlay will continue.

Discussion: See Chapter 5, Land Use Plan. In 2013, several parcels currently zoned by Kitsap County for industrial use are identified for mixed uses in the preferred alternative plan. 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. The primary capacity for residential growth is anticipated to be the current quarry on Sherman Heights Road designated as a mineral resource and with industrial zoning. Reclamation permit information indicates that active mining could be complete during the 20-year period of the Gorst Subarea Plan. Over the 20-year planning period, when mineral extraction ceases and reclamation occurs, residential uses could be desirable. First, the property is a relatively large site located near job centers (e.g. Naval Shipyard and SKIA). Second, sewer service is available in the immediate vicinity. Third, with the gravel mine’s location along Sherman Heights Road and with views of Sinclair Bay, residential uses may be attractive (demonstrated in nearby Sinclair Heights development).

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. Work with federal, state, and local agencies to implement transportation improvements to manage congestion. (*)
Discussion: The Gorst Subarea Plan Preferred Alternative results in a mix of residential and commercial uses that is shown in the Volume 2 Gorst Planned Action EIS as avoiding an increase in congestion on state routes in Gorst. Traffic and congestion will continue to be monitored, and future development will be subject to City and County transportation impact analysis and concurrency requirements.

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.


Discussion: Based on the Gorst Creek Watershed Characterization Study recommendations, stormwater standards are a focus of regulations in Chapters 8 and 9.

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. Consider annexation of the Gorst UGA to the City in the near term.

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: Encouraging annexations is a GMA goal reflected in Kitsap County’s assignment of the Gorst UGA to the City of Bremerton.
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.