

(DRAFT) AGENDA

Virtual Meeting – Bremerton Planning Commission
(Subject to PC approval)
July 20, 2020
5:30 P.M.

Join Zoom Meeting

<https://us02web.zoom.us/j/88182977879?pwd=b0F4UC8xWmJYS2JUUzdyL045d2ZEQT09>

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- I. CALL TO ORDER
 - II. CLERK CONFIRMATION OF QUORUM
 - III. CHAIR CALL FOR MODIFICATIONS TO AGENDA
 - IV. APPROVAL OF MINUTES: June 15, 2020 meeting

V. PUBLIC MEETING

A. **Call to the Public:** Public comments on any item not on tonight's agenda

B. **Public Hearing:**

- 1. Subarea plan and Planned Action ordinance for the Eastside Employment Center (newly named Harrison Village).

C. **Workshop:**

- 1. Zoning Code Amendments: Discussion on adopting Boundary Line adjustment ordinance.

VI. BUSINESS MEETING

A. **Chair Report:** Nick Wofford

B. **Director Report:** Andrea Spencer

C. **Old Business:**

D. **New Business:**

VII. **ADJOURNMENT:** The next regular meeting of the Planning Commission is
Monday, September 21, 2020

Note: August 17, 2020 meeting is CANCELLED
Planning Commission meeting packets are available on-line at
<http://www.BremertonWA.gov/AgendaCenter/Planning-Commission-4>

DRAFT

Subject July 20, 2020 Approval

CITY OF BREMERTON

PLANNING COMMISSION MINUTES OF REMOTE MEETING (Via Zoom) June 15, 2020

CALL TO ORDER:

Chair Wofford called the regular meeting of the Bremerton Planning Commission to order at 5:30 p.m.

ROLL CALL

Commissioners Present

Chair Wofford
Vice Chair Tift
Commissioner Coughlin
Commissioner Mosiman
Commissioner Pedersen
Commissioner Rich

Staff Present

Andrea Spencer, Director, Department of Community Development
Allison Satter, Senior Planner, Department of Community Development
Sarah Lynam, DCD Project Assistant, Department of Community Development

Others Present

Lisa Grueter, Berk Consulting
Radhika Nair, Berk Consulting

Commissioners Excused

Quorum Certified

APPROVAL OF AGENDA

The agenda was approved unanimously.

APPROVAL OF MINUTES

VICE CHAIR TIFT MOVED TO APPROVE THE MINUTES OF MAY 18, 2020 AS PRESENTED. COMMISSIONER MOSIMAN SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

PUBLIC MEETING

Call to the Public (public comments on any item not on the agenda)

Chair Wofford asked if there were any comments from citizens. Seeing none, he closed the public portion of the meeting.

Public Hearing: Eastside Employment Center Subarea Plan and Planned Action Ordinance (PAO) Environmental Impact Statement (EIS)

Ms. Satter introduced the topic and reviewed the agenda for the public hearing on the draft Eastside Employment Center (ECC) Subarea Plan and the accompanying draft PAO EIS. During the hearing, staff is seeking input from both the public and the Commission on both documents. The Commission will not be asked to make a recommendation following the hearing, but staff would like them to provide general direction to incorporate into the next copy of the draft documents. There will be another public hearing in July, and the Planning Commission will be asked to make a recommendation to the City Council at that time. The City Council will conduct its own public hearing and make the final decision. She reviewed the rules and procedures for the public hearing.

Ms. Satter reviewed that public outreach started in June 2019 using a variety of ways to solicit public participation and feedback. During that time, staff also conducted extensive research. All of the information collected throughout these two processes was used to draft the two documents before the Commission for review.

Ms. Nair recalled that, in previous discussions, the Planning Commission and the community indicated a preference for a composite alternative that is more residential focused. There were also requests to consider making lower Wheaton Way an alternate north-south bicycle route through the EEC, to provide more details on how the form-based zoning would work, to address micro-mobility and comfortable connections to transit and walkability in more detail, and to avoid large format retail and low-intensity uses.

Ms. Nair provided a map of the different zoning districts that were identified based on previous feedback. She pointed out that the majority of the ECC is identified as a **Multi-Use Zone**, which is a flexible zone that allows a range of uses. The Harrison Hospital site and the areas just south and north of it is now **High-Density Residential**. **Mixed-Use Zoning** is along the Bridget-to-Bridge Trail (Sheridan Village Shopping Center) and Campbell Way. The Multi-Use Zone encourages both horizontal and vertical mixed use, but in some areas, commercial uses would be required on the ground floor. Along with the base zoning, overlays were also used in a few areas to identify a preference for a certain type of development.

Ms. Nair reviewed the proposed regulatory framework for the subarea plan as follows:

- **Zoning Map and Overlay District**

This section outlines the uses and intent of the various zoning districts. Three overlay districts are proposed in the draft plan:

- The **Multi-Use High-Density Residential Overlay District** was applied to the vacant site at the north end of the subarea. The intent is to maintain the base zoning as Multi-Use, which allows a flexible set of uses, but provide incentives for high-density residential development. Commercial uses over 15,000 square feet in size would be prohibited unless it is part of a mixed-use development.
- The **Multi-Use innovation and Entrepreneurial District Overlay District** located in the center of the subarea encourages small businesses, local production spaces, small business services, light industrial spaces, etc. In this overlay district, the threshold for Business and Occupation Taxes was raised from \$220,000 to \$330,000.
- The **Multi-Use Residential Commercial Core Overlay District**, located at the center of the southern end of the subarea, encourages a mixture of uses that activate the shoreline and the Bridge-to-Bridge Trail. It requires non-residential uses on the ground floor, and certain street frontage requirements would apply, as well.

- **Block Frontage and Street Typology**

This section outlines the standards that guide the look and feel of development when viewed from the street. It addresses how the individual lots should work together to activate the street. Five different street typologies are described in this section, and specific standards are tied to each one.

- **Pedestrian-Oriented Streets** (near the Sheridan Park Community Center and Sheridan Village Shopping Center) emphasize pedestrian-oriented circulation, amenities and attractions.
- **Signature Streets** are similar to Pedestrian-Oriented Streets, but with less emphasis on the ground floor retail uses. The standards ensure that the subarea's high visibility streets are attractive and address building façade, character, landscaping, parking location, sidewalks and streetscape improvements.

- **Shared Use Streets** (Campbell Way) have standards that ensure a low-speed, non-motorized focused street. The idea is that multiple modes of transportation could mix in a pedestrian-oriented environment where there aren't as many restrictions on what happens in the ground floor space.
- **Neighborhood Street Standards** ensure that multi-use and residential areas feature attractive and accessible streetscapes.
- **Signature Street Corner Standards** are intended to highlight prominent intersection corners by prohibiting parking, encouraging access and requiring a prominent architectural element.

- **Dimension and Development Standards**

This section addresses height, floor-area-ratio, setbacks, lot coverage, parking requirements, etc. The standards vary based on the zone.

- **First Floor Height.** For the Center Residential (CR-H), Eastside Mixed-Use and Eastside Multi-Use zones, the minimum height would be 15 feet. The 15-foot height requirement ensures there is enough flexibility for ground floors to convert to different uses, if needed. The minimum ground floor height in the Center Residential-Low (CR-L) zone would be 10 feet. The base height for the CR-H, Eastside Mixed Use and Eastside Multi-Use zones would be 35 feet, and the maximum height would be 65 feet. The base height for the CR-L zone would be 25 feet and the maximum height would be 35 feet. The height standards are comparable to those that are currently in place (80 feet for residential uses and 60 feet for non-residential uses).
- **Floor Area Ratio (FAR).** FAR is a way to regulate the size of buildings. It is the ratio of the total building floor area to the area of the lot. FAR controls the overall bulk of commercial development in the center. As proposed, the minimum FAR for both the Eastside Mixed Use and Eastside Multi-Use zones would be 0.45, and the maximum FAR would be 1.5. The base FAR for the Eastside Mixed Use zone would be 1.0 and the base FAR in the Eastside Multi-Use zone would be 0.75. Different proposals were tested, and 0.45 seemed like a good minimum FAR requirement. Comparing to elsewhere in the City, the FAR in the Downtown Subarea ranges from 1.25 to 3.
- **Density.** For the CR-H zone, minimum density would be 20, base density would be 40 and maximum density would be 60. For the CR-L zone, minimum density would be 6, base density would be 20 and maximum density would be 30. For the Eastside Mixed Use zone, minimum density would be 15, base density would be 40 and maximum density would be 50. For the Eastside Multi-Use zone, minimum density would be 15, base density would be 25 and maximum density would be 40. Given the emphasis on housing, the proposed densities are greater than the current density in the district (between 15 and 20).
- **Setbacks.** Setbacks refer to a required maximum horizontal distance between the finished exterior wall of a structure and the lot line. The maximum setback also applies to the height of a structure up to 15 feet above grade or the height of the building, whichever is less. Where specified, no maximum would apply. As proposed, the front setback in the CR-H and CR-L zones would be 10 feet, the minimum side setback would be 5 feet, the rear setback would be 0, and the transitional setback would be 15 feet. There would be no front or rear setback in the Eastside Mixed Use and Eastside Multi Use zones, and the transitional setback would be 15 feet. The rear setback would be 0 in the Eastside Mixed Use zone and 5 feet in the Eastside Multi-Use zone. Transitional setbacks apply where a higher-density use abuts a lower-density use.
- **Ground Floor Retail.** The proposal reduces the areas where ground floor retail is required in response to feedback from the Commission and the community. As proposed, ground floor retail would only be required in the small Eastside Mixed Use zone.
- **Vehicle and Bicycle Parking.** As proposed, one parking space per unit would be required for residential development, 0.5 space per unit for senior housing development and 0.33 space per unit for assisted living development. Nonresidential development would require a minimum of 1 space per 1,000 gross square feet. The first 3,000 square feet of ground floor commercial space would be exempt from the off-street parking requirements. One space of bicycle parking would be required per 10,000 net square feet for nonresidential uses and 1 space for every 10 dwelling units for residential uses. Remodel, expansion and alteration of existing structures may receive a parking reduction of up to 25% if a common bicycle storage room or other bicycle storage space with convenient access from the street for use by all residents is provided. For residential developments over 10 units, participation in a carshare program that includes dedicated car sharing spaces can receive a parking reduction of up to 20%.

- **Open Space.** As proposed, 100 square feet of open space is required per unit for mixed-use/residential development. There are specific standards for how the open space should be designed to ensure it can be used by residents. A minimum of 48 square feet of private open space would also be required for residential development.

- **Design Guidelines Section.**

This section provides standards that guide the design, pedestrian emphasis and building/architectural character of development. Depending on the nature of the site and the proposed use, not all elements of the Design Guidelines might be applicable.

Ms. Grueter reviewed the proposed incentive program that includes:

- **Green Stormwater Retrofits that provide water quality benefits beyond standard requirements by code.** This incentive would apply to all zones in the subarea and would allow a height, FAR or density increase of up to 50% over the base requirement.
- **Intergenerational housing designed for students and seniors.** This incentive would also apply to all zones and would allow a height, FAR or density increase of up to 100% over the base requirement.
- **Income-restricted units.** This incentive would also apply to all zones and would allow a height, FAR or density increase of up to 50% over the base requirement.
- **Flexible structure or space that features seasonal and temporary activations of public space across a variety of uses that appeal to people of all ages and backgrounds, such as food trucks, parking and outdoor dining areas.** This incentive would apply to the Multi-Use Residential-Commercial Overlay and would allow a height, FAR or density increase of up to 50% over the base requirement.
- **Higher density, multi-unit housing such as apartments, fourplexes, townhomes, or other high-density housing types that support walkability, local-serving retail, and public transportation options.** This incentive would apply to the Multi-Use High-Density Residential Overlay and would allow a height, FAR or density increase of up to 50% over the base requirement.
- **Rental or ownership housing that is affordable to households with incomes between 50% and 80% of the area median income (AMI).** This incentive would apply to the Multi-Use High-Density Residential Overlay and would allow a height, FAR or density increase of up to 50% over the base requirement.
- **Work-live developments designed to accommodate both business and residential uses in the same area.** This incentive would apply to the Multi-Use High-Density Residential Overlay and would allow a height, FAR or density increase of up to 25% over the base requirement.

Ms. Grueter said there are other standards in the code that allow developers to get above the base height by providing structured parking, shoreline frontage, etc. She summarized that by implementing the incentives, the base height, FAR or density of a development could be increased by the percentage indicated in the chart up to the maximum allowed in the zone.

Commissioner Mosiman asked if the proposed incentives are unique to the EEC Subarea Plan or if they are similar to other areas in the City. **Ms. Grueter** said the incentives that were written for the overlays are unique to the subarea, but there are other incentives in the code that allow greater height and/or density for affordable housing, underground parking, etc. **Ms. Satter** added that the Downtown Subarea Plan has an incentive program that allows additional FAR, height etc.

Commissioner Coughlin asked about the rationale for setting FAR at 1.5 as opposed to 3. **Ms. Nair** said it is based on how much the area can accommodate and how much it would compete with the downtown. The idea was that the Downtown Subarea would be the higher absorber of space, and the EEC would be secondary. However, it is not absolutely necessary to establish a maximum FAR. Some cities simply use height, lot coverage and other standards to limit the size of development. Her thinking was that the proposed range of 0.5 to 1.5 fits within the projects the City wants to see that have been permitted in the area. It also fits within the City's overall typology of centers and absorption range. **Commissioner Coughlin** asked for an example of a building in the downtown that has a FAR of 3. **Ms. Satter** agreed to provide some examples.

Commissioner Pedersen asked how the proposed requirements compare to the requirements in other parts of the City. He questioned whether the parking requirements could be lowered. **Ms. Satter** responded that the parking requirement in the downtown core is 0.5 spaces per unit. Beyond that, the residential parking requirement in all of the centers is 1 space per unit.

Because the downtown core has a connection to the ferry, it makes sense that more residents would use mass transit. The proposed nonresidential parking requirement (3,000 square foot exemption) is also comparable to the Downtown Subarea (5,000 square foot exemption), but not quite as relaxed. **Ms. Nair** noted that the proposal also includes a parking reduction of up to 25% if bicycle storage is provided. **Commissioner Pedersen** said he would continue to advocate for lower parking restrictions.

Commissioner Mosiman observed that with a maximum FAR plus an incentive, a building could end up being quite tall, depending on how it is designed. Having just been exposed to the concept in the presentation, it is difficult for him to visualize what it means as far as maximum building height. It would be helpful to have this additional information at the next hearing. **Ms. Nair** explained that the maximum height, even with incentives, would be capped at 65 feet. It may not be possible for a development to reach 1.5 FAR. Height, FAR and lot coverage work together to limit the size of a building, and height will be the most limiting factor. **Commissioner Mosiman** clarified that the incentives cannot increase the building height over the maximum allowed in the zone, and **Ms. Nair** confirmed that is the case. She explained that, using the incentive system, a developer could move between the base and the maximum, but would not be allowed to exceed the maximum.

Ms. Grueter said another component of the draft EEC Subarea Plan is a section on capital investments (stormwater, parks, transportation). The draft plan includes a conceptual plan for a type of stormwater park that could be located towards the southern end of a drainage basin, such as at the triangle property. The proposed zoning would allow for commercial and festival-type uses, but there are limitations associated with underlying utilities. The property is currently used for parking. Another possibility would be a combination of stormwater features and recreation.

Ms. Grueter said another set of potential investments is in street improvements. There are proposed cross sections in the draft plan that identify locations for improvements that are either identified in the subarea plan or already in the Transportation Plan, such as the priority bicycle and pedestrian route on SR303 and Sheridan Avenue. The street improvements would be made via the City's frontage requirements that are already in the code, but they would refer to the subarea plan typologies. New growth could help contribute to the improvements necessary to support growth and level of service (LOS).

Ms. Grueter referred to the proposed PAO EIS process, which is similar to the Puget Sound Industrial Center Subarea Plan. The first step in the process was to establish the PAO EIS boundary, which in this case is the EEC Subarea. The next step is to prepare an EIS and review and adopt a PAO. Once the ordinance is in place, applications that are found to be consistent with the Subarea Plan, the PAO, and the accompanying mitigation measures can be approved without having to repeat the State Environmental Policy Act (SEPA) determination process.

Ms. Grueter said the draft PAO includes eight sections, as well as some important exhibits such as the EEC Subarea Plan Boundaries, the SEPA Checklist, and mitigation documents. The exhibits also include additional mitigation requirements and procedures, as well as applicable regulations and advisory notes that commonly apply to development. She emphasized that the City's code outside of the Subarea Plan (i.e. Shoreline Master Program and Critical Areas Regulations) would still apply.

Ms. Grueter explained that once the City has determined the preferred alternative for the subarea, it will set the level of growth and become like a bank of dwelling units and jobs. It is possible to tradeoff between dwelling units and jobs, provided the traffic trips are accounted for. She noted that traffic trips based on the preferred alternative are yet to be determined because they are waiting to run the model until they get more direction from the Commission.

Ms. Grueter said the mitigation measures in the PAO came directly from the draft EIS, but many of the "shoulds" have been changed to "shalls." Topics address the natural environment; population, employment and housing; land use and aesthetics; transportation; public services and utilities. For transportation, the document links to the City's frontage requirements. It also sets up a process for SEPA mitigation fees that will be finalized once they know the trips for the preferred alternative. As proposed, developers would pay a share of the ultimate cost of the improvements. New development would not be required to pay for the impacts of existing development, only for the additional impacts associated with the new development. They are working on cost estimates and have put some ranges into the draft subarea plan and PAO. Once they are confirmed by the Public Works Department, they can run a model for the preferred alternative, identify the number of trips and develop the per-trip fee. She pointed out that mitigation fees can help the City apply for grants by providing matching funds.

Ms. Grueter referred to the proposed common open space requirement of 100 square feet per dwelling unit and the private open space standard of 48 square feet per dwelling unit. Using the In-Lieu Fee Program, a developer could reduce the amount of common and/or private open space on site by paying a fee-in-lieu to the City. She explained that, under state law, a developer can make voluntary payments using the SEPA process, but the funds must be spent within 5 years. The funds can be used for any park area within the 10-minute walk that provides added capacity.

Ms. Grueter said staff has worked hard to reach out to all the property owners within the subarea. There was a desire for more mixed-use opportunities on the Harrison Hospital site, and the CR-H zone is primarily for housing but also allows for 20,000 square feet of commercial space. Recognizing that site is much larger than some of the other CR-H sites, they could consider a text change to allow up to 40,000 square feet of commercial space on sites over 5 acres in size, but the primary use would still be for high-density residential.

Ms. Grueter said the proposed zoning for the Sheridan Shopping Center and triangle site is for retail, but given the limitations associated with underground utilities, the property owners have suggested a better use might be festivals and outdoor entertainment and food spaces. Another possibility is the stormwater park concept, and the property owner was welcoming of a range of ideas for the property. **Ms. Satter** agreed that the property owner was very interested in further conversations about what this area could become.

Ms. Grueter observed that the area has been called the Eastside Employment Center for some time. As the Commission considers the subarea plan, they should think about how it could be renamed to better reflect the balance between residential and commercial opportunities. **Ms. Satter** recalled that the area was renamed to the Eastside Employment Center in 2016, and before that, it was named the Harrison Employment Center.

Ms. Grueter summarized that the draft EEC Subarea Plan and PAO EIS would be updated based on feedback from the Commission and community and presented for an additional public hearing before the Commission in July. They anticipate the Planning Commission will forward a recommendation to the City Council in July. The City Council will follow a similar process in the fall before making a final decision.

Commissioner Mosiman acknowledged the hard work of the consultant and staff in preparing the detailed and lengthy documents that are currently before the Commission for a public hearing. He asked about the potential risk of streamlining the application process for projects within the subarea that are consistent with the PAO. He was concerned that the City might lose some control of the process. If streamlining the process is a good thing, he asked why it wouldn't apply to the application process for all zones in the City. **Ms. Grueter** said the primary way of streamlining the application process for development within the EEC subarea would be through the PAO. Doing the SEPA work and establishing the mitigation measures upfront creates a level of certainty for developers, adjacent property owners and the community that the proposed project fits within the vision of the EEC Subarea. The City used a similar approach in the Puget Sound Industrial Center Subarea, and it plans to use the process for the Gorst Subarea when it is ultimately annexed into the City. The City has been trying to streamline the process elsewhere, as well, and there are other tools under SEPA that allow cities to raise the threshold exemptions. She cautioned that the City must think carefully when raising the threshold exemptions because if there is a gap in the code, SEPA is a way to help fill that gap by applying a mitigation measure. In order for the City to raise its exemption levels, it must provide some documentation to demonstrate it has strength in its existing codes and a good permit process so there would be no net loss of authority to require good development. **Ms. Satter** added that before adopting a PAO, the City must identify the impacts that are specific to that area. It is a good tool for smaller subarea plans, but would be more difficult to apply citywide. **Director Spencer** commented that a PAO applies to a very limited area after identifying all of the potential impacts and mitigation measures necessary to address them. Rather than eliminating the environmental review process, a PAO does the environmental review upfront, allowing for a wholistic approach rather than one development at a time.

Commissioner Mosiman referred to Section 5 of the EEC Subarea Plan (Zoning and Development Code Standards) and asked how the permissive statements would play out. He noted that Exhibit B-2 in the PAO implies that the mitigation document would cover the permissive statement in the subarea plan. **Ms. Grueter** said the PAO turns the EIS mitigation measures from "shoulds" to "shalls," and it links to the subarea plan in many respects for consistency. She noted that, within the subarea plan itself, there are some intentional "shoulds" and "shalls," and the intent statements give direction when staff is reviewing applications, conditional uses or variances. "Shoulds" and "shalls" are also used in the Street Typology Section to address how buildings interface with the streets and in the Design Guidelines Section where an introductory statement makes it clear that an

applicant shall demonstrate to the Director that the guidelines have been met. The “should” and “shall” statements set forth the City’s intent, and it is up to the applicant to prove they have done all feasible things. She asked the Commission to identify the “shoulds” that might be changed to “shalls” and she will take a closer look and report back. She emphasized that “shalls” are reserved primarily for the dimensional standards, but the Design Guidelines are intended to provide more flexibility because conditions can vary from site to site.

Commissioner Mosiman noted that Exhibit 38 of the EEC Subarea Plan identifies employment numbers of 450 by year 36, yet Page 5 of the PAO shows jobs at 3,275 with no date stated. **Ms. Grueter** said the 450 is a net change figure above existing jobs and is based on the capacity analysis that was done for the Comprehensive Plan. In other places, the existing jobs were added to the future jobs, resulting in a higher number. There are currently over 3,000 jobs in the center. In regards to timing, the no action was tied to the Comprehensive Plan horizon year of 2036, but the action alternatives go out to 2040 to match the City’s current traffic model, as well as the regional transportation model. She agreed to double check to make sure that the numbers have been properly characterized. **Commissioner Mosiman** asked her to particularly address the 450 number.

Commissioner Mosiman pointed out that State Law requires the City to use the park in-lieu funds within 5 years of receiving the payment. However, he is bothered that the PAO states that if there is a delay on the part of the contractor, the City would refund the money. He asked if that provision is part of State Law, as well, or something the City added separately. **Ms. Grueter** agreed to review the State Law to better understand the requirements for refund and report back ahead of the next public hearing. She suggested the Parks Department could consider any capacity increase on any of the sites within the 10-minute walk as fulfilling the need, so there is a long list of projects that could be funded with the in-lieu fees. The projects can come from the Parks Plan, the Comprehensive Plan and/or the EEC Subarea Plan. The idea is to make improvements that add more space for people to recreate, and many of the options are not expensive. **Commissioner Mosiman** said he hopes the City would have many projects within the parks for which the money could be utilized. However, his specific concern is the statement that, if the 5-year period ends and the delay is the contractor’s fault, the money would be returned. This seems to favor the contractor over the City.

Ms. Satter returned to the earlier request for FAR data for buildings in the Downtown Subarea, and said the buildings she researched didn’t have an identified FAR. She said she would provide more direction and examples before the next public hearing.

Chair Wofford opened the public portion of the meeting and invited members of the community to comment.

Jae Evans, Bremerton, asked if the PowerPoint presentation would be available online. **Ms. Satter** said she would post the presentation on the City’s website by Wednesday afternoon. The specific online address is www.bremertonwa.gov/eastsidecenter. She also invited citizens to contact her via email. **Mr. Evans** asked if a video recording of the Zoom meeting would also be made available to the public, and **Ms. Lynam** indicated that both an audio and video recording of the meeting would also be posted on the City’s website.

Mr. Evans asked if the Shoreline Master Program regulations would still apply to the properties along the Shoreline. He also asked if development along Wheaton Way and Lebo Boulevard would still be required to do street improvements given that improvements have already been done in that area. Lastly, he questioned why the Mixed-Use zone in the southern portion of the subarea along Wheaton Way wasn’t continued down to create more mandatory retail space. **Ms. Satter** responded that the properties along the shoreline would still have to comply with the Shoreline Master Program. The Shoreline Master Program will be updated by June of 2020, and the changes associated with the EEC Subarea Plan will be incorporated, if adopted. **Ms. Grueter** added that they are looking at requiring street improvements on Wheaton Way going north from the Sheridan Village Shopping Center to add the climbing lane. They are not looking to require more improvements on Lebo Boulevard or lower Wheaton Way where improvements have recently been made. The only exception would be the corner treatments, which address how the buildings relate to the street. The frontage requirements would focus on areas that haven’t already been improved. **Ms. Satter** said the Multi-Use Residential-Commercial Core Overlay was applied to a more focused area because it is the flat area in the core of the EEC. There was discussion of extending the overlay, and a larger area is zoned for multi-use where mixed-use residential/commercial, stand-alone residential and stand-alone commercial development would all be allowed. She noted that recent land use approvals for multifamily residential development have already been issued for properties outside of the overlay area. **Ms. Nair** pointed out that, while the Multi-Use zone doesn’t require retail space on the

ground floor, it does require a minimum ground floor height of 15 feet. She cautioned that requiring retail over too large of an area would limit the choices the market has.

Jim McDonald, Bremerton, noted that some of the prohibited uses include heavy industry and manufacturing, and he would like the plan to clarify that light manufacturing would not be prohibited. He recalled the Commission previously expressed interest in having flexibility in the plan. He said he also likes the proposed change that would raise the maximum size of commercial space in the Harrison Hospital area from 20,000 square feet to 40,000 square feet. He noted that, as proposed, outdoor/mini storage would be prohibited. There isn't a lot of storage in the Bremerton, and the City has been doing a better job of allowing storage as secondary uses. He would like to see this flexibility extended to the EEC Subarea with applicable design standards in place. While he understands the concern of allowing warehouse uses, perhaps it could be allowed on a limited basis if associated with a business. Lastly, he said he doesn't support the proposed realignment of Wheaton Way. It seems like a costly change. The property to the west of Wheaton Way is already developed, so he doesn't see a need to divide the road. The property owner could decide to create an access road at some point in the future. He noted that the Cherry Avenue/Sheridan Road intersection was not addressed in the plan. Exhibit 30 noted that a signal would be required in that area if it is employment focused. He said he supports the study that suggests a roundabout on SR303, but it won't address the traffic going north, which is already a problem.

Chair Wofford closed the public comment portion of the hearing.

Ms. Nair responded that light manufacturing would be allowed in the subarea, and language could be added to make it clear. **Ms. Satter** agreed. However, opportunities for outdoor storage associated with light manufacturing uses would be very limited. She said staff supports increasing the maximum size limitation at the Harrison Hospital site to 40,000, and they are interested in hearing the Commissioners' thoughts. She explained that the Public Works Department has already tried to obtain funding opportunities to realign Wheaton Way, and the goal is to have it line up with Spruce Avenue. Before the Warren Avenue Bridge was constructed, that section of Wheaton Way provided access to the north. Currently, no left turn is allowed onto Wheaton Way when coming out of the center. She reported that the City is currently working on a study of the SR303 Corridor, and a roundabout might fix the problem and the realignment might not be necessary. The Public Works Department wants the realignment to be included as part of the proposal, and she agreed to verify and obtain additional documentation prior to the next Public Hearing.

Ms. Grueter said the Public Works Department is concerned about having enough distance between Sheridan Road and SR303 and Wheaton Way. She added that the preferred alternative must be run through the model to see if it necessary to have a signal at the intersection of Cherry Avenue and Sheridan Road to support the growth anticipated in the preferred plan. She agreed to take a closer look and report back. She invited the Commissioners to comment on how the T intersection on Wheaton Way could be accomplished. For example, the road could be a developer requirement, and the land from the old alignment could be vacated. It could also be funded via mitigation fees to the extent that the road supports new growth.

Director Spencer said they found that mini storage is not a good economic driver for the City, and each of the Centers are supposed to be places for either jobs or housing growth. Mini storage facilities take up a lot of land resources in places where there can be more active units that are economic positive for the City and lead to walkability. She cautioned against allowing mini storage within the EEC Subarea. However, one exception might be similar to mini storage in downtown that is located in the basement of a multifamily development and accessed from the alley.

Vice Chair Tift asked if staff has indication of what the Harrison Hospital property will look like going forward. **Ms. Satter** said she has heard varying options. The hospital could give a completely bare slate for new construction, but she's also heard there may be some interest in reusing the hospital building. The plan has to accommodate both options.

Vice Chair Tift observed that the old East High School Property along Wheaton Way could be a real gym as a park. He asked if there are plans for this property. **Director Spencer** said she and the Mayor have had conversations with the school district officials, and they are not currently interested in moving forward with an alternate plan for that site. They want to hang onto this property in case they need to build a new school.

Ms. Satter asked if the Commission is supportive of the draft EEC Subarea Plan and PAO as currently drafted. She particularly asked for feedback on increasing the maximum size of commercial development on the Harrison Hospital site from 20,000 to 40,000 square feet. She also asked for comments about the preferred name for the subarea.

Chair Wofford expressed his belief that Eastside Employment Center is not very descriptive of the vision outlined in the proposed plan. He recommended that Sheridan Center would be a more appropriate name. The Sheridan Community Center is located within the subarea, and the Wheaton/Sheridan Center is located directly to the north

Commissioner Coughlin pointed out that CHI Franciscan is saying they are going to rename the former Harrison Hospital at the new complex in Silverdale to St. Michael. From a philanthropic standpoint, he recalled that one of the conditions of the existing hospital was to have the name “Harrison” attached to it. Perhaps it would be appropriate to call it the “Harrison Housing and Employment Center.”

Marc Islam, Bremerton, suggested the name “Sheridan Village,” which would help denote the residential focus.

Commissioners Pedersen indicated support for using Harrison in the new name for the subarea. **Vice Chair Tift** also supported using Harrison in the subarea’s name. Since the area grew in support of the hospital. Perpetuating that name would be a good idea. **Commissioner Mosiman** agreed it is important for an area to acknowledge its history, and he would support renaming the subarea using the Harrison name, as well. **Ms. Lynam** noted that the Commission also received a comment via the question/answer feature on Zoom from **Jaе Evans** saying that he liked the name Harrison Village for continuity. **Commissioner Rich** agreed that “Eastside” is too general and “Harrison” would be more appropriate.

The Commissioners voiced support for changing the name to Harrison Village Center. They also voiced support for increasing the maximum commercial square footage allowed on the Harrison Hospital Property, which is proposed to be zoned Residential High Center (multifamily with ground floor commercial space) from 20,000 to 40,000 square feet.

Ms. Satter summarized that the draft subarea plan and PAO would be updated per the Commission’s direction and presented for an additional public hearing on July 20th. Staff would also provide the additional information and examples the Commission requested.

Chair Wofford closed the public hearing.

BUSINESS MEETING

Chair Report

Chair Wofford thanked the staff and consultant for their good work preparing the draft documents for public hearing and for their thorough presentation.

Director Report

Director Spencer thanked the Commissioners for their hard work preparing for the public hearing, which has been more difficult to do remotely.

Director Spencer reported that staff continues to work remotely, and she doesn’t know what the future holds at this point. She believes Kitsap County will apply to move to Phase 3 soon, which allows some limited opening of government offices. However, telecommuting will still be encouraged, and the Mayor’s school of thought is that staff will continue working remotely. She asked the Commissioners to share their preferences for the July 20th meeting if Kitsap County moves to Phase 3 prior to that date. The City Attorney has indicated that Zoom meetings would still be allowed, but they would need to figure out a way to have a public terminal at the government center if OPMA requires it.

Chair Wofford said he would prefer to continue with Zoom meetings. He noted that there appears to be more citizen participation in the remote meetings. Eleven citizens participated in the meeting, which is above average. **Vice Chair Tift** said he would rather the Commission meet in person, but he would be willing to continue the Zoom meetings if that is the

Commission's consensus. **Director Spencer** said she would prefer in-person meetings, too, but she agreed that they have received good public engagement using the remote format. One of the citizens participating in the meeting requested that the City offer a Zoom option even after the Commission starts meeting in person again, and **Chair Wofford** asked staff to look into that option. The majority of the Commissioners indicated a preference for continuing the Zoom meetings for July.

Old Business

There was no old business.

New Business

There was no new business.

ADJOURNMENT

The meeting was adjourned at p.m.

Respectively Submitted by:

Andrea L. Spencer, AICP
Executive Secretary

Nick Wofford, Chair
Planning Commission

**CITY OF BREMERTON, WASHINGTON
PLANNING COMMISSION AGENDA ITEM**

AGENDA TITLE:	Public Hearing on the Harrison Village’s Center Subarea Plan & Planned Action EIS
DEPARTMENT:	Department of Community Development
PRESENTED BY:	Allison Satter, Planning Manager, Allison.Satter@ci.bremerton.wa.us (360)473-5845

EXECUTIVE SUMMARY

The City currently has an 80+ acre area that is currently known as the Eastside Employment Center and it is the current location of Harrison Hospital in Bremerton. The City received an allocation from the Washington State Legislature in the Capital Budget to support the economic revitalization of this Center (area around Harrison Medical Center). The City desires to ensure that this Center remain an economically vital center with both jobs and housing as Harrison Medical Center transitions to Silverdale.

Products of the planning effort include a Subarea Plan and a Planned Action Environmental Impact Statement (EIS) evaluates possible environmental impacts of the plans and alternatives.

A Subarea Plan is developed to provide a more coordinated, efficient and effective structure for neighborhood planning. With Harrison Hospital leaving the area, the Subarea Plan will help provide vision and direction for this area.

A planned action has been prepared based on the EIS and provides more detailed environmental analysis during an areawide planning stage rather than at the project permit review stage. Designating a planned action streamlines environmental review for development proposals consistent with EIS mitigation measures that are adopted in a planned action ordinance. Planned actions would be allowed if they meet or exceed proposed land use and environmental performance standards. This tool has been used elsewhere by local governments in Washington State, including Bremerton (e.g. for Puget Sound Industrial Center-Bremerton).

The Commission conducted a Public Hearing in June to gather feedback and consider the preferred alternative. In June, it was discussed to re-name this center to Harrison Village, which has been implemented in the draft documents. This month, the Commission will be conducting a public hearing and developing a recommendation to the City Council as part of the adoption process.

MOTION FOR CONSIDERATION

Move to recommend that the City Council adopt the Center of Harrison Village Subarea Plan, and associated Planned Action Ordinance, as shown in Attachment I and II, based on the findings and conclusions in Attachment II.

OPTIONS

1. Formulate a recommendation to the City Council for adoption of the Preferred Harrison Village's Center Subarea Plan, and Draft Planned Action Ordinance.
2. Continue the public hearing on the above items to a future date for additional review.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission conduct a public hearing on the proposed Draft Preferred Harrison Village's Center Subarea Plan (Attachment I), and Draft Planned Action Ordinance (Attachment II), consider public testimony, deliberate, and forward a recommendation to the City Council for adoption, including a text amendment to Chapter 20.92 of Title 20 Zoning Code to remove the existing development regulations within this section entitled: Employment Center.

ATTACHMENTS

- Attachment I: Draft Harrison Village's Center Subarea Plan
- Attachment II: Draft Planned Action Ordinance Center of Harrison Village
- Attachment III: Findings and Conclusions

These draft documents can also be located at www.BremertonWa.gov/EastsideCenter in addition to the City of Bremerton Planning Commission website.

SUBAREA PLAN OVERVIEW AND CHANGES

The City of Bremerton has developed a 20-year plan for the future of the Harrison Village Center (earlier known as the Eastside Employment Center). The Planning Commission first received a Draft Subarea Plan on March 6, 2020 identifying three alternatives and evaluated in the Draft EIS. Following the Planning Commission providing direction in April 2020 on a preferred land use concept, a first hearing draft Subarea Plan was circulated on June 9, 2020 for the Hearing on June 15, 2020. The Planning Commission provided more direction on the plan code and preferred land use concept. An overview of the revised Subarea Plan issued on July 13, 2020 for the hearing on July 20, 2020, and changes since June 9, 2020 are described below.

Harrison Village Center Subarea Plan

The Center Subarea Plan for Harrison Village is a comprehensive 20-year plan that establishes the general patterns for future land use, transportation and other infrastructure needs in the area. The purpose of this plan is to provide greater detail, guidance, and predictability to future development within the Center.

The Center Subarea Plan Harrison Village, which was provided to Planning Commission in the June 15, 2020 Hearing, is a detailed planning document that fits within the framework of the Bremerton Comprehensive Plan. The intent of the Subarea Plan is to provide guidance for development in a manner that is easily implemented, not overly burdensome, ensures flexibility, and provides development incentives for housing and sustainability. The underlying theme of encouraging compact, connected and walkable development patterns and building design elements is woven throughout the document.

A listing of each chapter follows:

Center Subarea Plan Harrison Village

1. Introduction
2. Vision & Guidance Framework
3. Urban Design Concepts
4. Land Use Plan
5. Eastside Center Zoning & Development Regulations
6. Block Frontage and Urban Design Framework Development Standards
7. Design Guidelines
8. Infrastructure Investments
9. References
10. Appendices
 - Alternatives and Land Use Comparisons
 - Comprehensive Plan Amendments
 - Preliminary Concept for New Park with Stormwater Features at Lebo Blvd and Campbell Way

The City proposes to include the Center Subarea Plan for Harrison Village in the Bremerton Comprehensive Plan and Zoning Code (Title 20) by amendment. This plan would take effect upon adoption.

Related consistency amendments to the Comprehensive Plan and Municipal Code include but not limited to:

- The Comprehensive Plan Land Use Map would be amended to replace Employment Center with a designation called “Subarea Plan”.
- Goals and Policies in Land Use Element would be amended to refer to Subarea Plan Goals and Policies. See Chapter 2 Vision & Guidance Framework.
- Infrastructure and park concepts would be integrated into the Comprehensive Plan Community Services Appendix and eventually into functional plans.
- The City’s Noise Provisions (BMC 6.32.010(c)) would be updated to reference this plan
- BMC 20.92 Employment Center would be repealed as the Subarea Plan supersedes it.

Changes to Documents from June's Planning Commission Hearing:

Since the time June 15, 2020 hearing, several changes were made to the Subarea Plan to respond to Planning Commission direction as well as for clarity and accuracy.

Of particular interest, City staff and consultants reformatted Chapter 5 to be briefer by summarizing allowed use information in a table. The intent of the zoning regulations is the same as what was presented in the June 9 Draft Eastside Employment Center Subarea Plan for the June 15, 2020 Hearing, but the chapter is more compact.

In addition, the name of the Center has been updated to 'Harrison Village,' to reflect public input and Planning Commission direction.

Substantive changes from the June 9 version of the subarea plan include:

- Center Residential High: Increased maximum allowed height to 75' to reflect existing zoning for residential uses and increased allowed commercial are from 20,000 SF to 40,000 SF.
- Edited street section of Callahan Drive to align with the SR 303 project's preferred alternative.
- Eliminated the higher B & O tax exemption threshold for ground floor micro enterprises and small businesses engaged in production activities. Instead, this section promotes the City's existing small business exemption.

Public Process:

The City of Bremerton website for this project, www.BremertonWA.gov/EastsideCenter, is the main information access point between Staff and the public. The site provides information on project status, meeting dates, published documents and analysis, contact information and other key information.

Outreach to the public and agencies were accomplished through the following steps (see Chapter 2 of the Center Subarea Plan and Findings in **Attachment III**):

Public Comments:

Public comment since summer 2019 is documented in [April 20, 2020 Planning Commission packet](#) that followed the close of the Draft EIS Comment Period on April 6, 2020; these will be included in the Final EIS. Further, Chapter 4 of the Harrison Village Subarea Plan documents the selection of a Preferred Alternative.

Planned Action Ordinance

In addition to the subarea plan, the City has prepared a Draft **Planned Action Ordinance**, which is included as **Attachment II**. Similar to the Subarea Plan process, a Draft Planned Action Ordinance framework was included in the March 6, 2020 Draft EIS. For the June 15, 2020 hearing, a more complete draft with mitigation measures drawn from the Draft EIS was presented. With a greater understanding of infrastructure needs and costs, a revised Draft Planned Action Ordinance has been prepared for the July 20, 2020 hearing in Attachment II. It is based on the Preferred Alternative developed with the Planning Commission, and is in the range of the Draft EIS Alternatives. A Planned Action Ordinance:

- Is allowed by the State Environmental Policy Act (SEPA).
- Studies the environmental impact of proposed development in a designated subarea within the City's Urban Growth Area.
- Identifies the type and amount of development (e.g., housing units, vehicle trips).

- Shifts environmental review from the permit review stage to the planning stage.
- Means future proposals would not need additional SEPA review when consistent with the Planned Action EIS assumptions and mitigation measures. However, proposals still go through permit review.
- Can help facilitate private and public investment in the study area.

The Draft Planned Action Ordinance (PAO) includes the following sections:

- **Recitals:** The recitals identify facts and procedures the City followed in developing the PAO.
- **Purpose.** The overall purposes are to streamline and expedite the land use permit review process in the PAO and ensure that environmental analysis, land use plans, development regulations, City codes and ordinances together with the mitigation measures in the Planned Action EIS mitigate environmental impacts.
- **Findings:** The findings indicate the PAO meets the criteria in SEPA Rules.
- **Procedures and Criteria for Evaluating and Determining Planned Action Projects within Planned Action Area:** This section establishes thresholds for growth, land use, and transportation. This section also establishes criteria by which the City would review planned action applications.
 - The PAO would facilitate an increase in 2,080 dwellings. Building space would change over time and result in 2,770 jobs, change from health and medical service focused to other jobs that allow for commercial and light industrial that fit in a residential mixed use environment and promote entrepreneurial business development.
 - Transportation plans, codes, and mitigation would support an increase in pm peak hour trips of 1,972, about 316 above No Action levels.
- **Monitoring and Review:** Establishes a review process to monitor the progress of the Planned Action. At least in 5 years the City would review the PAO for continuing relevance of the Planned Action assumptions and findings with respect to environmental conditions in the Planned Action Area, the impacts of development, and required mitigation measures.
- **Exhibit A:** Identifies the boundary of the Planned Action Area, the whole Harrison Village Center.
- **Exhibit B:** Identifies Planned Action EIS Mitigation Measures that apply to new development. SEPA Mitigation Fees are addressed for Transportation. Advisory notes on applicable codes and are also provided. A custom SEPA Checklist form is included.

This Ordinance would be adopted by the City and apply to proposals wishing to qualify as planned actions in the Harrison Village Subarea. It would take effect upon adoption.

FLOOR AREA RATIO (FAR)

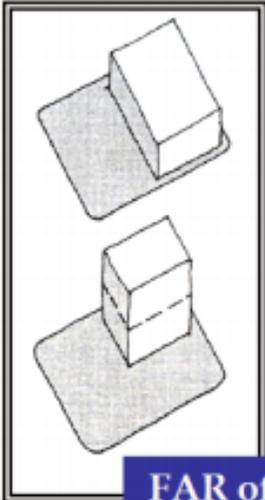
In addition to requiring minimum and maximum standards for heights, setbacks, impervious coverage standards for development, the Harrison Village Subarea Plan is proposing a Floor Area Ratio to also be used. At the June 15, 2020 Public Hearing, the Planning Commission expressed concerns of not being able to visualize Floor Area Ratio. This section of the Staff Report will hopefully provide insight to this Planning tool.

Floor area ratio (FAR) is the measurement of a building's floor area in relation to the size of the lot/parcel that the building is located on. FAR is expressed as a decimal number and is derived by dividing the total area of the building by the total area of the parcel (building area ÷ lot area = FAR). FAR is an effective way to calculate the bulk or mass of building volume on a development site, and is often used in conjunction with other development standards such as building heights, lot coverage and lot area to encourage a community's desired arrangement and form of development. In this context, higher FARs indicates greater building volume. The following picture is different examples of what the FAR would be for a development.

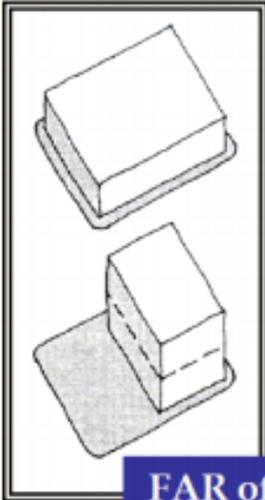
FLOOR AREA RATIO (FAR): DEFINED

Floor Area Ratio (FAR) is a measure of development density.
Higher FARs equate to more dense development of a parcel.

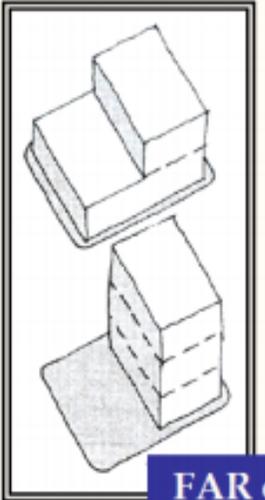
Floor Area Ratio = $\frac{\text{Building Space Square Footage}}{\text{Land Square Footage}}$



FAR of 0.5



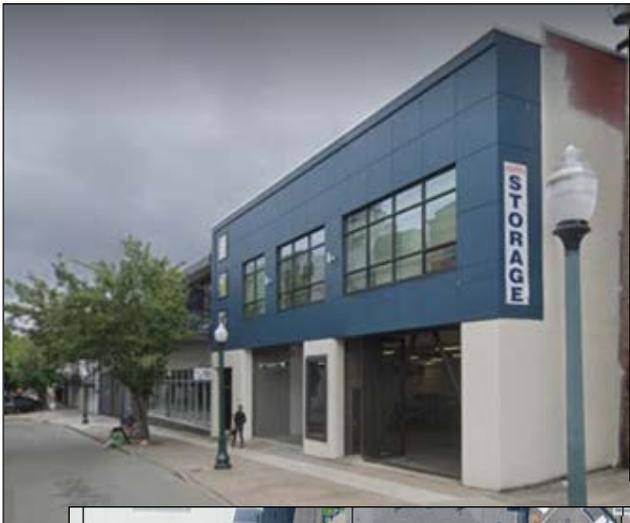
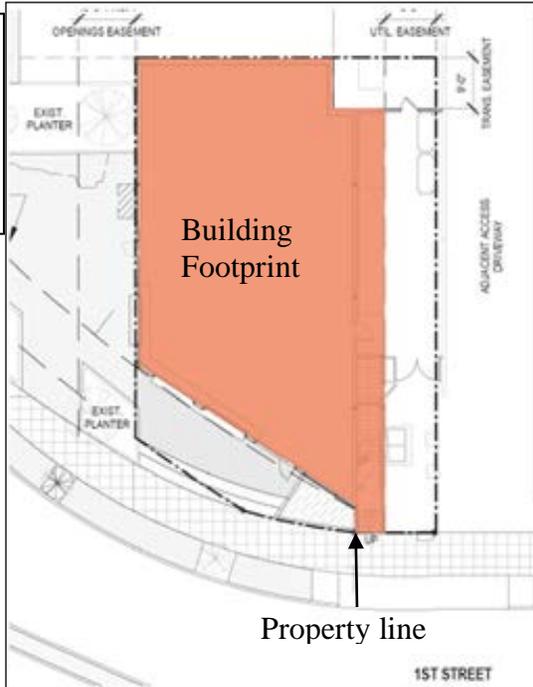
FAR of 1.0



FAR of 1.5

To help illustrate the FAR, the following is a few examples in Downtown Bremerton and what their FAR is on their Site:

Chung's Restaurant – 242 1st Bremerton
Site Size = 0.10 acres (4,202 sqft)
Net Building Square Footage = 4,862 sqft
FAR = 1.16
Required to have above 1 FAR but below 3.25 FAR



B'Flat Apartments and Axe & Arrow Restaurant – 238 4th Street
Site Size = 0.65 acres (~28,314 sqft)
Net Building Square Footage = ~39,400 sqft (*not including parking area)
FAR = 1.39
Required to have above 1 FAR but below 3.25 FAR



ENVIRONMENTAL REVIEW

SEPA:

Adoption of development regulations and amendments to the Comprehensive Plan require evaluation of environment impacts through the State Environmental Policy Act (SEPA) process. The City issued a SEPA Determination of Significance (DS) on the Harrison Village planning documents on September 26, 2019 and a second notice on October 21, 2019 to expand scoping concluding the comment period on November 15, 2019. No scoping comments were received. The DS requires statutory notice, review and appeal periods, which the City completed.

The determination that this proposal is likely to have a significant adverse impact on the environment resulted in the preparation of an environmental impact statement (EIS) as outlined below.

Environmental Impact Statement (EIS)

The Draft Environmental Impact Statement (EIS) for the Harrison Village Subarea Plan evaluates the probable significant environmental impacts that could occur as a result of future development activities within Harrison Village under a range of EIS Alternatives. Built and Natural Environment impacts associated with the range of alternatives were assessed. Impacts associated with the alternatives were analyzed and appropriate mitigation measures to address significant adverse impacts were identified. The EIS provides decision-makers with relevant information to evaluate the Proposed Action – including the adoption of the Subarea Plan, associated consistency edits with the Comprehensive Plan, and the Planned Action Ordinance. The Draft EIS addressed two action alternatives – a Residential Focus and an Employment Focus Alternative, and the no-action alternative if the Comprehensive Plan/Zoning were carried forward; the Planning Commission preferred alternative will be addressed in the Final EIS and is within the range of the Draft EIS alternatives. The Preferred Alternative is the basis for the Harrison Village Subarea Plan before the Planning Commission.

The EIS is also intended to fulfill SEPA requirements for Planned Action environmental review. According to SEPA, a "Planned Action" is a designation for a project or elements of a project that shifts environmental review from the time a permit application is made to an earlier phase in the process (WAC 197-11-164). The planned action analysis applies to the entire study area and addresses potential impacts and mitigating measures for each of the identified alternatives.

Because future site-specific proposals that qualify under the planned action ordinance would not be subject to future SEPA threshold determinations or public comment on environmental impacts, interested individuals and agencies were given the opportunity to provide comment during the public comment periods during the planned action EIS process.

The Draft EIS was issued on March 6, 2020 and the Final EIS will be issued in Summer 2020. The Draft EIS and the Final EIS are intended to be used in conjunction with one another.

City of Bremerton
Draft July 13, 2020



Center Subarea Plan: Harrison Village

Formerly referred to as the Eastside Employment Center

Prepared by
BERK Consulting
MAKERS
Herrera Environmental
Fehr & Peers
Stowe Development



Note for the Review for the July 2020 Version:

Substantive changes to document since the previous version (released for the June Planning Commission meeting) are noted in tracks in this document. Please see the June version, please visit the Planning Commission website or the general website for this project at: www.BremertonWA.gov/EastsideCenter. Changes to the formatting of certain charts, or sections, are not identified in tracks.

While the preferred name of the Center has been discussed to change it to Harrison Village in most of the text, the maps have not been updated to reflect this change. Prior to City Council public hearing, the preferred name of this center will be throughout the document and throughout all graphics, tables and charts.

The Table of Contents is not shown in track changes, but the sections that have substantive revisions are highlighted in the table for ease of review.

Acknowledgements

Pending

City of Bremerton

Sounding Board

Planning Commission

City Council

Consultant Team

Public

Appreciation

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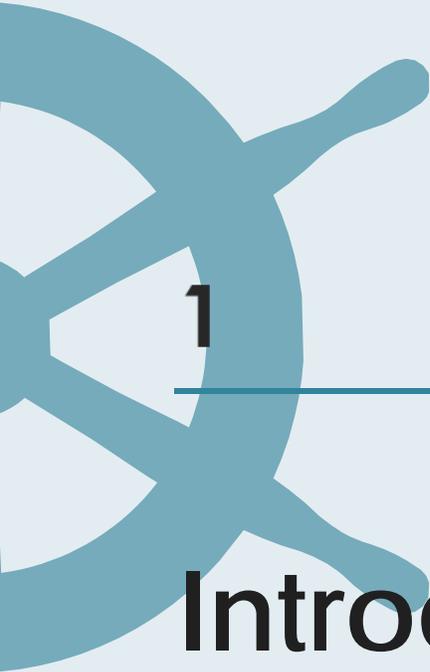
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Introduction

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Background & Purpose

Background

~~The Eastside Employment~~This Center (~~EEC~~) is a long-standing employment center with a medical center, small businesses, housing, and parks and urban forests. Now a key anchor in the center is moving. Harrison Medical Center has been the center of the EEC since its opening in 1965. The Medical Center has been, until recently, the hub of many related medical services in this area. Harrison has begun a transition to a new campus in Silverdale and many of the associated medical uses surrounding their facility in Bremerton are also making this transition. It is expected that the first phase of the Harrison transition will be nearly complete by 2020, with the full departure of the hospital expected to be completed by 2023.

Through this process, the Eastside Employment Center (EEC) has been re-branded to be called Harrison Village (HV). This subarea plan is developed to help support this Center.

The City desires to ensure that the ~~EEC~~HV remains an economically vital center with both jobs and housing. With this goal, the City commissioned the preparation of a subarea plan for the ~~EEC~~HV. The plan builds on past planning efforts and economic and market analysis to describe a vision, land use and design, and action strategies for the ~~EEC~~HV. Upfront environmental review is part of the plan and will help bring about desired change and development.

This ~~Eastside Employment~~ Center Subarea Plan is a comprehensive 20-year plan that establishes the general patterns for future land use, transportation and other infrastructure needs in the area. The purpose of this plan is to provide greater detail, guidance, and predictability to future development within ~~the Eastside Employment~~this Center.

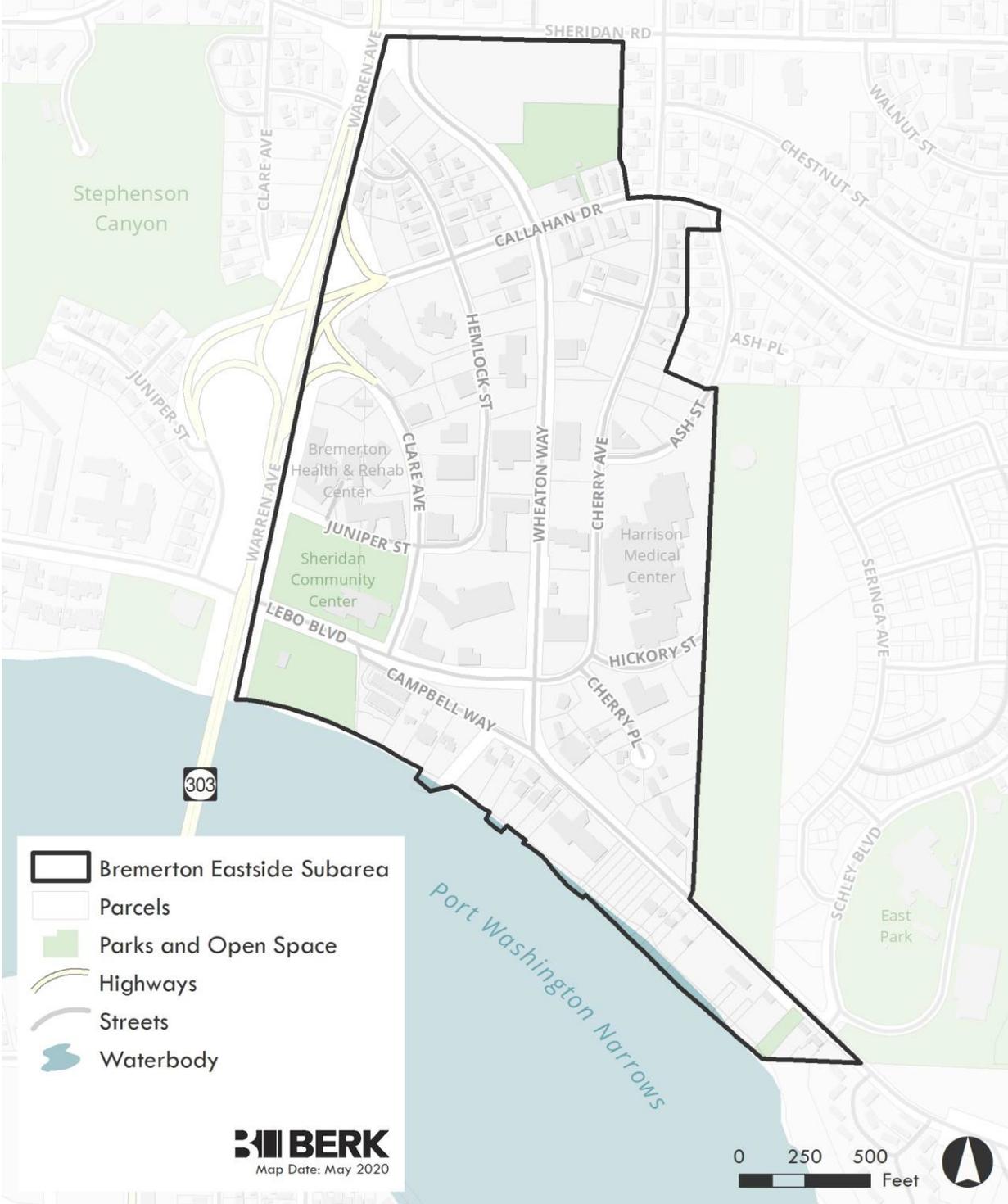
Study Area

The ~~EEC~~HV is approximately 80 acres in size and contains a variety of uses that include single family residential, apartments, commercial, and medical uses. See [Exhibit 1](#). Less than 15% of the land area is undeveloped, though many of the commercial structures are vacant or soon to be vacant.

The Center is well connected to residential neighborhoods to the West and has a large green space to the east. Nearby Olympic College is well known as a talent pipeline for employers offering degree programs that are connected to local employers' workforce needs.

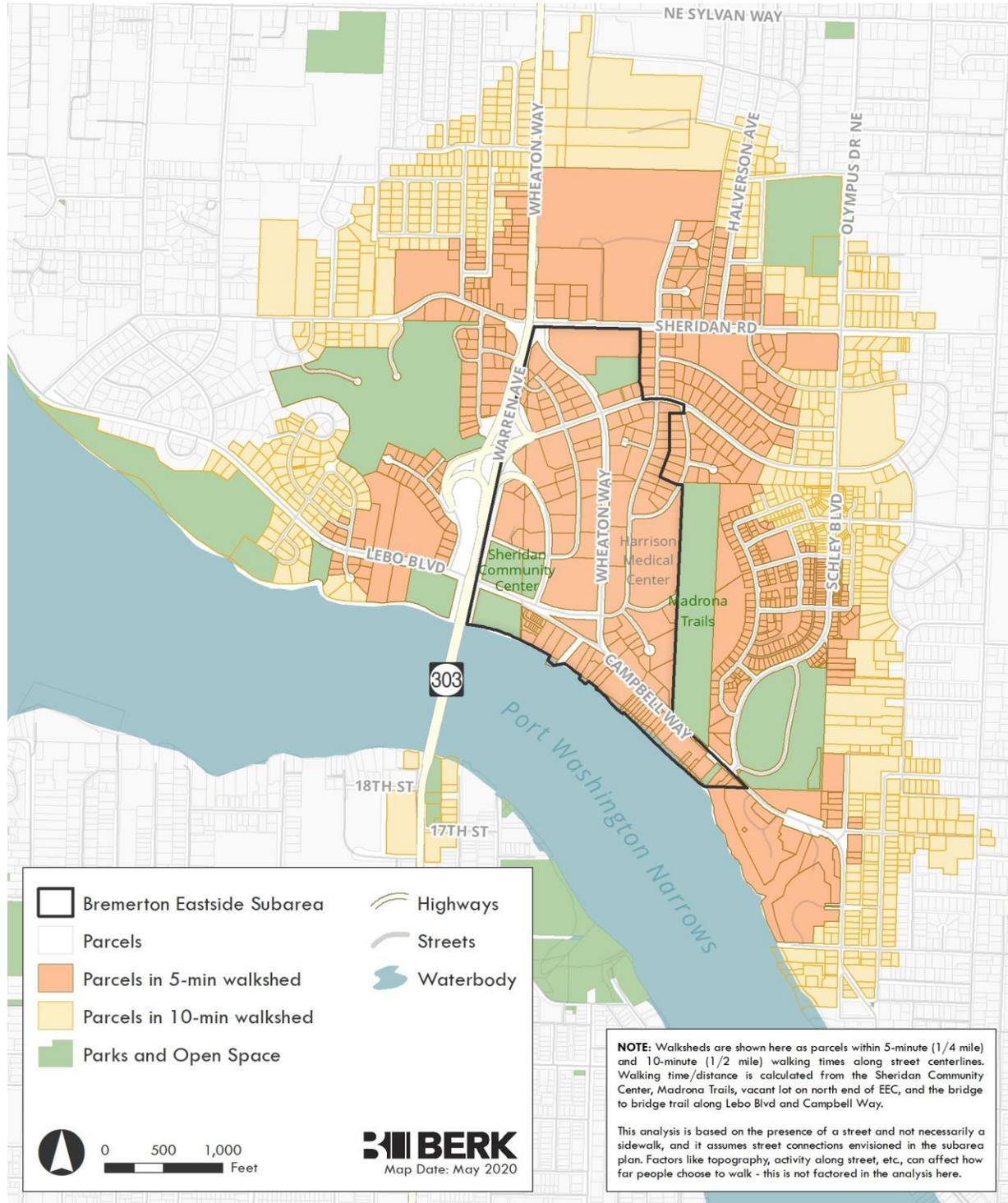
The ~~Eastside Center~~HV is a regional attractor for a range of users inside and outside the center. The map below shows the reach and impact of the center's major attractors such as the Madrona Trails open space in the east, the Bridge to Bridge trail in the south, and the Sheridan Park Community Center in the west. In terms of acreage, roughly 320 net acres or 690 individual parcels are within a five-minute walk of the center. ~~See Exhibit 2~~See Exhibit 2.

Exhibit 1. Study Area, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Exhibit 2. Study Area Walkshed, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Creating a Vision

This Subarea Plan and its associated EIS examined alternatives for the future of the Study Area, now called the Eastside Employment Center (EEC), but proposed to ~~be re-named~~ have the ~~Eastside Center (EC)~~ re-named to Harrison Village (HV) to encompass a range of visions. The Draft Plan and Draft EIS reviewed the following alternative visions:

Vision 1: A residential focused center.

- In this scenario, uses in the Center would shift to provide more options for multifamily housing, including apartments and townhomes. A complete neighborhood to support these new residents will be promoted through resident-serving new retail and commercial uses. A small amount of office uses will also be encouraged in the Center to provide live/work options within the neighborhood.
- Housing options in this scenario would include existing assets such as the presence of older adult housing. New and existing housing would be supported with retail, services, and multi-modal investments to build an age-friendly community that meets the needs of a wide variety of households, from young families, single households to older residents.

Vision 2: An employment-focused center.

- In this scenario, the role of the Center in supporting employment uses will continue but will be aligned to future needs after the Harrison Medical Center is relocated. New office development will provide opportunities to attract new businesses.
- Existing businesses and office developments would be retained. Limited residential and retail uses will also be encouraged to support a mix of uses in the Center. Similar to the residential focused center investments in multi modal connections and public spaces would make the Center more pedestrian-friendly.

These two visions tested a range of land use and growth options in the subarea. A Preferred Alternative was identified after public outreach and comment opportunities on the Draft Subarea Plan and Draft EIS concluded in winter 2020. The Preferred Alternative vision is for a residential focused center with diverse, high density housing types for all ages and incomes supported by a commercial core and flexible opportunities for employment-generating uses.

The Draft and Preferred alternatives are compared in a Final EIS. See the Appendix of this Subarea Plan for additional information on the planning process and the alternatives.

Community Engagement

Public Outreach

Ongoing community participation was an essential part of developing the Subarea Plan. The planning process included an economic and market analysis and an integrated SEPA and subarea plan process. In addition, the City led a separate comprehensive study of the SR 303 (Warren/Wheaton) corridor. This study will identify transportation options that improve livability and attract investment to the area along the corridor. Given these plan components and related projects, community involvement strategies were divided into four phases:

- **Phase 1: Building Awareness** focused on building outreach materials and tools to inform the public about upcoming engagement activities and ways to participate.
- **Phase 2: Visioning** focused on soliciting comments and feedback about the community vision through a variety of activities, including open house meetings, online tools, interviews, pop-up events etc.
- **Phase 3: Alternatives and Draft Plan Feedback** provided an opportunity to share the draft subarea plan with the community and gather feedback and comments.
- **Phase 4: Final Plan Feedback** provided opportunities to provide input on the final plan and to close the conversation and the planning process with the release of the final subarea plan and EIS.

Starting in June 2019, the City and consultant team worked to engage a broad range of people in the planning process including those who may be potentially under-represented to gather input. This includes residents with lower incomes, older residents, youth, and residents with special needs. The City and consultant team identified ways to make the public involvement inclusive and hear from a diverse range of people. Strategies that were implemented include:

- Offering multiple ways to engage – web, phone, in-person, and paper tools.
- Design of activities to address key barriers to participation such as using short add-on events to popular community events.
- Leveraging local champions (schools, senior centers, food bank, libraries, faith community, special events).
- Monitoring and adjusting engagement activities throughout the process to target gaps.

Stakeholders included area residents, businesses and property owners, community organizations, public entities and agencies, potential developers and investors, and other interested parties.

Outreach and engagement efforts were extensive and included the following:

Project Webpage

The City of Bremerton has established a project website at www.bremertonwa.gov/eastsidecenter. It includes information about the project, links to draft products, and a comment form.

EIS Scoping

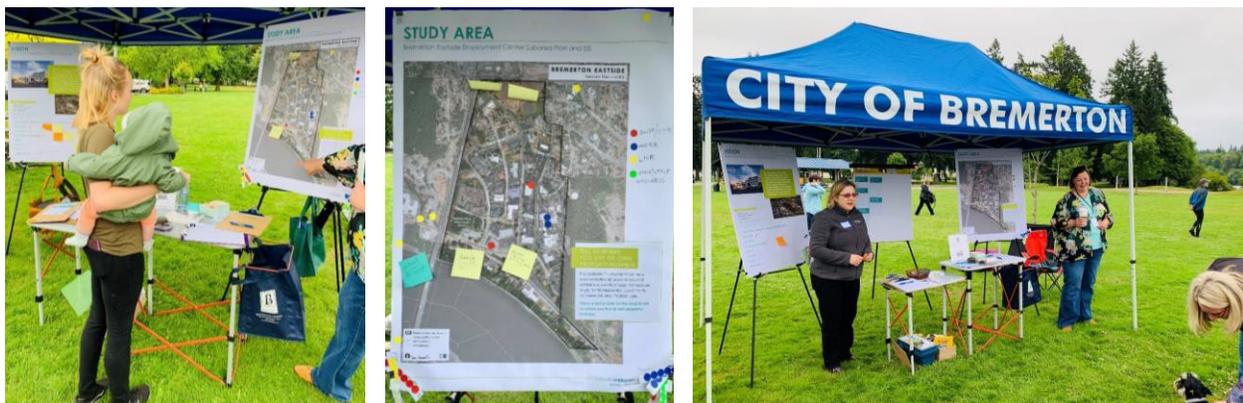
Public, tribal, and agency comments were solicited by the City as lead agency in an extended written scoping period from September 26, 2019 to November 15, 2019. Scoping notices and a meeting announcement were sent by mail to each property owner in the Eastside Employment Center, and to a list of federal, state, and local agencies and tribes. The City also sent these documents by email to lists of persons interested in planning issues in the city. The scoping notice was published in the Kitsap Sun to notify any other persons having an interest in the project.

Stakeholder Interviews

As part of the market analysis and existing conditions analysis, the project team interviewed three stakeholders knowledgeable about the Eastside Employment Center to gather additional insights on the project. The interviewees included property owners, real estate experts and representatives from Naval Base Kitsap.

- Rick Cadwell, The Cadwell Group
- Mark Goldberg, MBG Co.
- Lynn Wall, Naval Base Kitsap

Pop-up Events



Bridging Bremerton

The project team set up a table at this popular community event with informational materials and

boards. This was an opportunity for community members to share ideas for the Eastside Center's future and to learn about the planning process. More than twenty-one people provided input.

Kitsap Library Pop-up

The project team set up a table at this popular location for people to learn about the project and have their say through a quick, fun exercise and a short survey. Roughly twenty-five people participated.



Door to Door Outreach

Project staff conducted door-to-door outreach to local businesses in order to invite local business participation in the conversation. More than fifteen local business owners provided input.

Public Kickoff & Vision Workshop

Similar to the pop-up events, this event was an opportunity for community members to share ideas for the Eastside Employment Center's future and to learn about the planning process. More than twenty people attended this event held at the Sheridan Park Community Center on August 13, 2019.



Online Storymap & Survey

An online Story Map and feedback tool provided another option for the public to learn about the project provide comments. 41 responses were received to the survey.

Preferred Alternatives Workshop

The City will host a one-day design workshop in spring 2020 to engage community members in developing a preferred alternative and community vision plan for the ~~Eastside Employment~~ Center.

Sounding Board Advisory Committee

An Advisory Committee, composed of representatives from Bremerton City Council, Bremerton Mayor, Kitsap Transit, Harrison Hospital, and the US Navy, convened at key project milestones to address issues and concerns for the ~~Eastside Employment Center~~ Subarea Plan for Harrison Village. On November 13, 2019, the Advisory Committee met to review outreach and engagement activities, existing conditions analysis, and provide direction on the range of Eastside Employment Center land use alternatives. In March 2020, the Advisory Committee reviewed the Draft Plans and Draft EIS that evaluated the range of alternatives. The Advisory Committee provided direction on a preferred plan for the ~~Eastside Employment Center~~Harrison Village and was briefed on public comments regarding this plan and related Eastside Employment Center documents.

City Council & Planning Commission

The Bremerton Planning Commission hosted a special meeting on March 16, 2020 with a community open house to discuss the draft EIS followed by a workshop. The Bremerton Planning Commission will forward its recommendations to the City Council in ~~June 2020. The Council is anticipated to take final action in July 2020.~~ [To be updated] Summer 2020 after a June and July Planning Commission Public Hearings. The Council makes the final decision about the Subarea Plan after considering the Planning Commission recommendation.

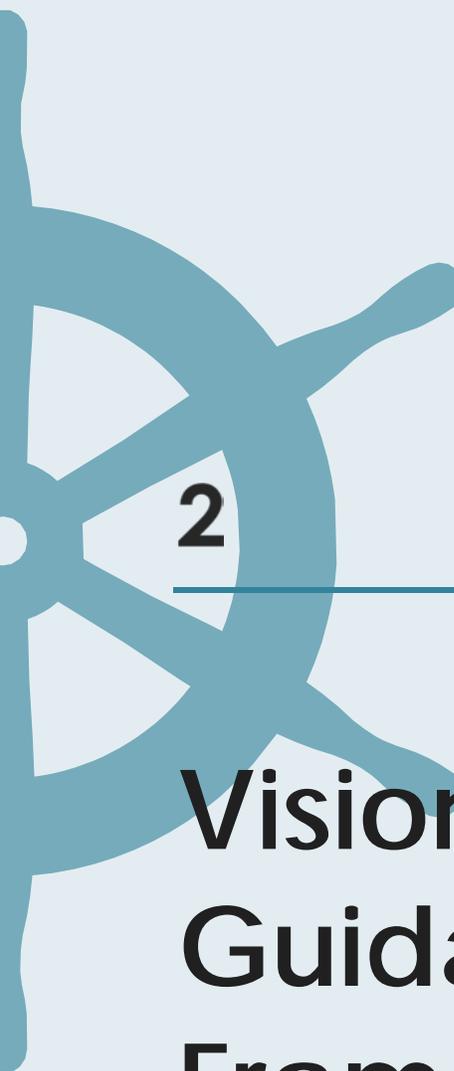
Summary of Input

The following major themes and concerns were heard through the multiple activities of the engagement process.

- **Affordable and diverse housing:** Participants talked about their struggle to find suitable housing in Bremerton. Housing needs included more rental housing, more housing located close to transit, and a variety of housing choices at diverse price points.
- **Services:** Participants expressed their desire to see more services and resources for daily living, such as grocery stores, restaurants, health care, and recreation within or in close proximity to the Eastside Center.
- **Walkability:** Most travel to and from the Eastside Center currently occurs by car. The neighborhood structure of the Eastside Center makes it a challenging environment to walk in. The street network does not follow a typical grid pattern and is limited in locations. Curving roadways and varying topography throughout the Study Area add to challenges facing pedestrians. While most streets in the Eastside Center have sidewalks, their condition varies. Poor sidewalk conditions on streets such as Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive as well as the relative lack of walkable destinations were raised as concerns by several participants.
- **Open space assets:** Participants saw the area's open space assets, especially the Madrona forest and its trails, as distinctive and authentic elements of the character of this area. Many

participants expressed their desire to see better connections between these open assets and to other open spaces such as to Lions Park, Stephenson Canyon, recreational amenities in the Old East Bremerton High School, and to the YMCA.

- **Economic opportunity:** Participants expressed their desire for the Eastside Center to support businesses of all sizes that provide jobs, income, revenue, and a path to economic opportunity. Institutional uses, such as those focused on workforce training, and medical uses, were brought up by many participants as potential uses of the Harrison Hospital site and other vacant lands.
- **Bicycling:** The limited extent of bicycle infrastructure within the Eastside Center (only dedicated bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard) was seen by some residents as a need to be addressed in the future. Better connections to Downtown through a shared use path along the Warren Avenue Bridge, shared use lanes for Cherry Avenue from Wheaton Way to the north, and along Sheridan Road west of SR 303 were seen as high priority needs.



2

Vision & Guidance Framework

~~Vision-20~~

~~Guiding Principles 21~~

~~Goals & Policies 23~~

Vision 20

Guiding Principles 21

Goals & Policies 23

Vision

The ~~Eastside Center's~~Harrison Village vision and guidance framework grew from ideas shared during the public engagement activities listed above and describe the future that the community aspires to achieve this Center. This Plan lays out policies and actions that will help achieve this vision.

The Subarea Plan envisions redefining the ~~Eastside Employment~~ Center as the ~~Eastside Center~~Harrison Village to reflect the area's mixed-use, residential focus and its location in East Bremerton.

Vision

In 2040, the ~~Eastside Center~~Harrison Village is vibrant and active Center, with commercial, residential, and institutional uses, and development design and intensity that supports walkable streets.

The ~~Eastside Center~~Harrison Village is known for expansive territorial views and is framed by Madrona Trails Park on the east, marine views of Port Washington Narrows on the south, and a newly improved multimodal SR 303 on the west. Wheaton Way and Lebo Boulevard are tree-lined streets with ample sidewalks and pedestrian friendly mixed-use street frontages. It is easy to walk and bike in the neighborhood and reach retail and services at mid-block crossings. Residents, visitors, and employees, find parks, plazas, and commercial nodes at the shoreline and hilltops.

The ~~Eastside Center~~Harrison Village encourages a wide range of commercial uses and diverse housing types within this Center. Flexible development regulations allow a complementary collection of uses to emerge. The presence of increased housing options for a range of incomes and ages, walkable, accessible streets and open spaces and the mix of existing uses with new development ensures that growth in the center has been inclusive. By encouraging a mix of uses and high-quality, walkable development, the center has assured its long-term viability as a quality residential neighborhood with housing for all ages and incomes supported by commercial nodes and waterfront entertainment.

Environmentally sensitive areas have been retained and enhanced and new development is located and constructed to ensure growth is balanced with environmental protection.

Guiding Principles

The following four guiding principles, also summarized in the vision statement, and goals and policies, form the guidance framework for the Eastside Employment Center's future. These principles are intended to guide change, improve the investment climate, and market perception of the area, and create opportunities for employment, housing, retail, and services growth.

Economic Vibrancy

- Provide opportunities for a broad range of economic activities so that the Eastside Employment Center can accommodate both smaller-scale office uses, retail uses, employers, as well as existing and new employment-generating uses.
- Provide opportunities for businesses that create jobs that pay good wages and are accessible to people with all levels of education.

Livability, Health, and Mixed Uses

- Integrate mixed-use development, including a diverse range of housing, and concentrated development in some locations, to create active, lively areas integrated with employment and retail services.
- Invest in amenities and features to support community health, and reflect the growing demand for walkable, amenity-rich places by employers and our residents.
- Support an intergenerational neighborhood with affordable, varied, and quality housing options for all stages of life.
- Coordinate the provision of public space, and neighborhood retail and services, to support residential development.

Connectivity

- Ensure that residents, employees, and visitors of the ~~Eastside Employment~~ Center enjoy access to open space and the ability to walk and bike safely throughout the Center.
- Promote coordinated shoreline access that emphasizes pedestrian amenities, community gathering, and views.
- Improve access to safe, reliable, and frequent transit.

Environmental Stewardship

- Identify and protect critical areas and shoreline ecological function.
- Prioritize areas to be protected and restored.
- Promote green infrastructure for both new and existing facilities.

Coordinated Planning

- Create incentives for new development that fits the vision.
- Plan in coordination with SR 303 Corridor study.
- Fulfill goals of the state legislative appropriation to Bremerton to develop a new vision, plan, regulations, and planned action for the [EGHV](#).
- Support the City's pending Comprehensive Plan Update and the regional growth strategy in Vision 2050 that seek additional housing and jobs in Bremerton, a core city.

Transition over Time

- Encourage a graceful transition of land use to meet center goals as redevelopment occurs over time. Consider market forces, incentives, and other tools to facilitate transitions.
- Provide special provisions to accommodate existing uses that may not be part of the area's long-term envisioned future.

Goals & Policies

This section includes goals and policies for this Center that would direct specific actions by the City of Bremerton in the Eastside Center/Harrison Village. Goals and policies are based on the guidance framework and are designed to guide the land use plan as well as zoning, environmental regulations, and capital plans for the Eastside Center.

Urban Design

The Comprehensive Plan envisions a walkable, connected future for its centers, including the Study Area. However, the Study Area's existing auto-oriented character, limited street systems, large blocks, site sizes, and topography create barriers for walkability. As the Study Area transitions to different uses and a more walkable – potentially even mixed-use environment – foundational changes to its auto-oriented urban form may be necessary.

The Study Area enjoys several assets that can be built upon. These include views, access to open space systems, and connections to established residential areas.

Goal EC-1: The Eastside/Harrison Village is a Center is with a cohesive and accessible neighborhood structure that creates a positive identity for the neighborhood, supports business expansion and investment, strengthens existing neighborhood assets, and improves quality of life.

- **Policy EC-1:** Adopt design guidelines to ensure that future development is aligned with the Subarea Plan's urban design vision, especially related to the creation of an attractive, pedestrian-oriented environment.
- **Policy EC-2:** Consider realigning Wheaton Way north of Callahan Drive to create opportunities for a commercial campus and facilitate traffic movement.
- **Policy EC-3:** Improve streetscape design along Wheaton Way within the Eastside Center/Harrison Village to visually unify the corridor and link potential employment-oriented nodes with "signature" character.
- **Policy EC-4:** Support SR 303 multimodal improvements. Leverage the planned new roundabout as a signature entry feature that provides opportunity to highlight employment nodes in the northern end of the Eastside Center/Harrison Village.
- **Policy EC-5:** Plan for small retail nodes to allow businesses that serve residents and employees.

Land Use & Housing

Zoning in the Study Area allows a wide range of potential uses, including residential, retail, office, and institutional activities.

Currently vacant sites and existing, older buildings offer redevelopment opportunities throughout the Study Area. The hospital-owned parcels (both the parcel with the hospital building and the vacant parcel north of it), the City-owned site across from the Sheridan Community Center, and smaller parcels along Lebo Boulevard and Campbell Way are all potential opportunity sites.

Existing housing consists mainly of apartments and senior housing or care facilities, and those living in the Study Area tend to live alone. The City's Comprehensive Plan focuses new residential growth in centers and anticipates adding 350 dwellings (about 750 people) in the Study Area by 2036. New mixed-use housing or intergenerational housing could change the demographic makeup of the area in the future.

Goal EC-2: The ~~Eastside~~Harrison Village is a Center ~~accommodates~~that shall accommodate a range of development to ensure anticipated citywide growth is focused in Centers.

- **Policy EC-6:** Allow horizontal and vertical mixed-use development to offer greater flexibility in business and housing choices.
- **Policy EC-7:** Allow a range of housing types, including townhomes, apartments, and other multifamily housing formats configured and connected to increase housing diversity and supply.
- **Policy EC-8:** Encourage the development of high-quality office development to bring jobs to the Center.
- **Policy EC-9:** Allow commercial development in the Center to promote the provision of supportive services and amenities for residents, employees, and visitors.
- **Policy EC-10:** Support the transformation of underutilized lands, such as surplus public property, parking lots, or environmentally contaminated lands that are cleaned up, to higher-density, mixed-use development, or amenities, aligned with the vision for the area.
- **Policy EC-11:** Apply Multi-Use Zoning at appropriate locations to provide sites with maximum development flexibility while ensuring new uses are aligned with the Subarea Plan's urban design goals.
- **Policy EC-12:** Ensure land use compatibility by applying a transition area of Low-Density Residential zoning where the Study Area is adjacent to a single-family residential neighborhood.

Goal EC-3: Future development in the ~~Eastside Center~~Harrison Village is inclusive and age-friendly.

- **Policy EC-13:** The ~~Eastside Center~~Harrison Village includes safe, reliable, and user-friendly travel options that increase mobility for a diverse range of households across income, family size and age.
- **Policy EC-14:** Encourage designs for parks and other public spaces, streets, and sidewalks that allow them to be used and enjoyed by people of all ages and abilities.

Goal EC-4: Housing in the Eastside Center meets the needs of a diverse range of people and supports intergenerational living.

- **Policy EC-15:** Encourage a variety of housing and unit types to provide housing that meets the needs of a range of households including families, younger adults, older adults, singles, and couples.
- **Policy EC-16:** Encourage the development of multifamily housing to increase the supply of available housing and to provide more housing options.
- **Policy EC-17:** Continue to allow assisted living and nursing home facilities to accommodate the diverse needs of older adults.
- **Policy EC-18:** Ensure that development standards make it simple and cost-effective to build a variety of housing units that meet the needs of the community.
- **Policy EC-19:** Collaborate with local and regional agencies and stakeholders on strategies to reduce homelessness.
- **Policy EC-20:** Invest in amenities and services that make the ~~Eastside~~-Center an attractive place to live for a variety of households at various income levels and stages in their life.

Goal EC-5: Future development in the ~~Eastside Center~~Harrison Village, is attractive with high quality architectural and urban design.

- **Policy EC-21:** Adopt design standards that address development, including the massing, location and orientation of buildings, connections to public spaces, and streetscapes.
- **Policy EC-22:** Provide opportunities for homeownership by supporting housing that is affordable to households at a variety of incomes and with a variety of needs.
- **Policy EC-23:** Adopt design standards tailored for new development, retrofits, as well as the fit of newer buildings with older, existing development.

Circulation

The Study Area's existing transportation network functions well for transit and vehicle traffic, with all study intersections operating better than the City's LOS standard. There are opportunities to provide more designated pedestrian and bicycle facilities. Increased transportation network connectivity for all modes could be considered to allow more direct and convenient travel between land uses.

Goal EC-6: ~~The Eastside Center~~T Harrison Village connects seamlessly with motorized and non-motorized transportation networks.

- **Policy EC-24:** Create a hierarchy of streets that safely accommodate cars, bicycles, and pedestrians.
- **Policy EC-25:** Plan for future street connections to ensure a complete, continuous, and efficient street network.
- **Policy EC-26:** Develop a network of multi-use trails, sidewalks, and bike lanes that connects important destinations, places, and services people use daily including employment uses, commercial and cultural uses, schools, parks, and transit stops.
- **Policy EC-27:** Ensure that individual developments within the ~~Eastside~~-Center are linked by streets and multi-use trails. Require developments to provide street and trail extensions and

frontage improvements to be designed consistent with Subarea Plan cross sections and city standards.

Goal EC-7: Residents, employees, and visitors of the ~~Eastside Center~~Harrison Village use modes other than single occupant vehicle (SOV).

- **Policy EC-28:** Develop and implement code regulations that ~~require Transportation Management Programs for buildings meeting a minimum size~~improve streetscapes to encourage and support other forms of travel through this center.
- **Policy EC-29:** Develop and implement ~~a Transportation Management Association~~regulations tailored to the ~~Eastside Center's~~ travel characteristics and opportunities.
- ~~Policy EC-30: Encourage~~**Policy EC-30:** Require compliance with the City's Commuter Trip Reduction Program, including encouraging employers or multifamily properties to provide transit passes for employees and residents.
- ~~Policy EC-31: Allow unbundled parking to encourage residents to forgo owning a private vehicle.~~
- ~~Policy EC-32: Develop and implement a program for area wide parking management, including shared parking, time limits, and/or paid parking.~~
- **Policy EC-331:** Support automated or other innovative models of transportation that improve mobility and connections to key destinations for residents, visitors, and employees.

Goal EC-8: ~~Cost-efficient multimodal improvements are made to the Eastside Center~~Center's transportation network.

- **Policy EC-324:** Pursue operational improvements to improve traffic flow before investing in more costly capacity expansion.
- **Policy EC-335:** Prioritize the implementation of non-motorized projects that connect the ~~Eastside Center~~ to nearby neighborhoods and/or make travel within the neighborhoods safer and more convenient.
- **Policy EC-346:** Collaborate with Kitsap Transit to install transit amenities at all ~~Eastside Center~~the Center's stops currently missing shelters and benches.
- **Policy EC-357:** Consider potential pedestrian desire lines as development occurs and implement mid-block connections where feasible.
- **Policy EC-368:** Require appropriate development, including new development, to build frontage improvements consistent with urban design standards.
- **Policy EC-379:** Develop transportation connections supportive of the findings of the SR 303 Corridor Study.

Environment

The marine shoreline is a valuable natural resource along the southern boundary of the ~~EC~~Center. Regulations that protect resources in this area will require compliance with all relevant permitting processes. This will add cost and time constraints to proposed development activities with potential to impact regulated resources; however, this development is feasible as long as it complies with those regulations.

Goal EC-9: Environmental stewardship is integrated into the landscape of ~~the Eastside Center~~Harrison Village.

- **Policy EC-4038:** Protect ecological functions and values of the shoreline and critical areas such as fish and wildlife habitat conservation areas, aquifers, and geologic hazards through Shoreline Master Program and critical area regulations.
- **Policy EC-3941:** Require stormwater management that is integrated with or mimics natural systems.

Economic Development

~~Current~~Prior to the adoption of the this Subarea Plan, the Comprehensive Plan designation of the Study Area as an Employment Center (EC) support large-scale employment activities with significant commercial space, with supporting residential and commercial amenities. Mixed-use development is supported.

The relocation of Harrison Hospital would affect a large amount of jobs in the city; this subarea plan focuses on different alternatives to address employment and mixed-use options.

Goal EC-10: A vibrant and diverse employment base in the ~~Eastside Center~~Harrison Village serves both citywide and neighborhood needs and creates opportunities for jobs for city and neighborhood residents.

- **Policy EC-402:** Recruit, grow and retain a wide spectrum of employment opportunities in the Eastside Center.
- **Policy EC-413:** Provide flexibility in use and development standards to allow for a collection of multiple uses that complement each other.
- **Policy EC-424:** Ensure that the Eastside Center includes a variety of housing opportunities and types to provide a broad range of housing choices for a local workforce.

Goal EC-11: ~~The Eastside Center~~Harrison Village benefits from partnerships and collaboration to create holistic strategies for economic development.

- **Policy EC-435:** Collaborate with the Washington State Department of Commerce, the Kitsap Economic Development Alliance, Naval Base Kitsap Bremerton, and local and regional stakeholders to recruit employers and capitalize on any opportunities for development in the ~~Eastside~~Center.
- **Policy EC-446:** Pursue ongoing dialogue with the Harrison Medical Center regarding the types of redevelopment opportunities that will be considered on its property, to ensure that future development and use of the site are consistent with the City's vision.

- **Policy EC-457:** Continue dialogue with Naval Base Kitsap Bremerton to capitalize on any opportunities for off-base uses that would be suitable for the ~~Eastside~~ Center or specifically the Harrison Medical Center site.
- **Policy EC-468:** Pursue proactive approaches to create market opportunities. This could include the following:
 - ~~□~~—Identifying companies with “C-suite officers” that live in Bremerton to highlight marketing opportunities for satellite offices, with access to improved amenities, high quality of life, and lower cost of living.
 - ~~□~~—Identifying other businesses with a regional presence that would be interested in siting new offices in locations with improved affordability and high quality of life.
 - ~~□~~—Working with property owners and venture capital investors on opportunities for business incubators, accelerators, and coworking spaces that can support smaller businesses with growth potential to locate in the neighborhood.
- **Policy EC-479:** Consider providing financial and tax incentives to attract desired development into the neighborhood.
- **Policy EC-5048:** Consider monitoring the execution of subarea planning and implementation and keep the public and stakeholders informed about ongoing progress with the neighborhood.

Goal EC-12: Workforce development programs provide a pipeline of skilled workers to the ~~Eastside Center~~Harrison Village.

- **Policy EC-4951:** Partner with the Olympic College and other local academic institutions to support workforce development, and research and development.

Goal EC-13: ~~The Eastside Center~~Harrison Village enjoys a business climate that encourages development aligned with the Subarea Plan Vision and provides clarity and certainty to developers and property owners.

- **Policy EC-502:** Streamline application, review and approval processes for engineering, building, and planning permits for new development and expansion of existing businesses.

Public Services & Infrastructure

Public Services: Law and safety services are provided by the Bremerton Police Department and Bremerton Fire Department operating from facilities in the ~~downtown~~-area. There are no schools in the Study Area, but several are located nearby and serve it.

About 10% of parcel acres (9.5 acres) in the Study Area offer park, recreation, and open space opportunities. The Study Area is also surrounded by other parks and natural areas, including East Park Nature Area / Madrona Trails, ~~East Park~~, and Sheridan Park. There is an existing gap in Neighborhood Park service area coverage in the Study Area.

Utilities: The City has enough water supply to meet demand beyond 2032, but should continue conservation education efforts to reduce future water demand. Water conservation incentives in the ~~ECHV~~ could also reduce the need for capital improvements to system conveyance.

Redevelopment projects in the ~~ECHV~~ could occur simultaneously with any need for future wastewater system improvements to maximize efficiency. Redevelopment will be required to provide treatment for runoff from pollutant generating impervious surfaces when the size of development exceeds thresholds in the stormwater manual.

Opportunities to address stormwater problems in the Cherry Avenue basin may arise as redevelopment proceeds, such as eliminating stormwater connections to the wastewater system, installing new storm mains to provide adequate stormwater conveyance capacity along Cherry Avenue, reducing peak flow rates, and improving stormwater treatment upstream of the sensitive marine shoreline.

Goal EC-14: Ensure availability of utilities at appropriate levels of service to support the ~~Eastside Center's~~Harrison Village's existing and planned development.

- **Policy EC-513:** Consider opportunities for joint use of utility corridors and facilities as pedestrian facilities, open spaces, and amenities.

Goal EC-15: ~~The Eastside Center~~Harrison Village is efficiently served by public services and infrastructure.

- **Policy EE-524:** Require development to pay its fair share of costs toward infrastructure and public services.
- **Policy EC-535:** Ensure the timing and scale of public investments is balanced with private investments to make sure that the EC is a feasible opportunity for new development.
- **Policy EC-546:** Update City Water, Sewer, & Stormwater comprehensive plans to include growth anticipated in the ~~EC~~Center and ensure that primary public infrastructure planned for.

Goal EC-16: ~~The Eastside Center~~Harrison Village is enhanced with open spaces that adds a focus for the surrounding area, takes advantage of neighborhood assets, and connects to adjacent resources.

- **Policy EC-557:** Explore a shared street along Campbell Way in which both pedestrians, bicycles and low speed vehicles share the roadway.
- **Policy EC-568:** Ensure that all development in the ~~Eastside~~ Center is connected to a network of open spaces.
- **Policy EC-579:** Explore connections to the proposed Bridge to Bridge trail.

- **Policy EC-5860:** Consider ways to leverage a cluster of spaces (undeveloped street ends, underutilized parcels north of and along Campbell Way) along the waterfront into a public space and amenity.
- **Policy EC-6159:** Consider alternative uses for city-owned waterfront property used as a laydown site.
- **Policy EC-602:** Ensure land use compatibility by applying a transition area of Residential Low-Density zoning where the Study Area is adjacent to a single-family residential neighborhood.

Goal EC-17: The stormwater system is planned, constructed, and operated in a way that protects property, public safety, water quality, and enhances the natural environment in and around ~~the Eastside Center~~ Harrison Village.

- **Policy EC-613:** Establish development code and green street standards that make LID/GSI the preferred approach to stormwater management, where feasible, including code that minimizes impervious surfaces, native vegetation loss, and stormwater runoff. Develop standards for lined facilities where infiltration is not feasible or advisable.
- **Policy EC-624:** Encourage [City's Public Works and Parks Departments](#) to collaborate and identify opportunities to partner on projects to locate regional stormwater facilities in parks that provides water quality benefits and enhancements to park function. Require new development to install stormwater treatment for the right of way when building frontage improvements consistent with urban design standards.
- **Policy EC-635:** Complete capital projects to eliminate system deficiencies prior to, or concurrent with, private development.
- **Policy EC-646:** Pursue outside funding, such as water quality improvement grants and loans when appropriate, to leverage City infrastructure investment.

LOW IMPACT DEVELOPMENT (LID) AND GREEN STORMWATER INFRASTRUCTURE (GSI)

- The term low impact development (LID) refers to systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration or use of stormwater to protect water quality and associated aquatic habitat.
- The term green stormwater infrastructure refers to the management of wet weather flows using these processes, and to refer to the patchwork of natural areas that provide habitat, flood protection, cleaner air and cleaner water.
- At both the site and regional scale, LID/GI practices aim to preserve, restore and create green space using soils, vegetation, and rainwater harvest techniques.
- LID is an approach to land development (or re-development) that works with nature to manage stormwater as close to its source as possible. LID employs principles such as preserving and recreating natural landscape features, minimizing effective imperviousness to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product.
- There are many practices that have been used to adhere to these principles such as bioretention facilities, rain gardens, vegetated rooftops, rain barrels and permeable pavements.
- By implementing LID principles and practices, water can be managed in a way that reduces the impact of built areas and promotes the natural movement of water within an ecosystem or watershed. Applied on a broad scale, LID can maintain or restore a watershed's hydrologic and ecological functions. (Source: US EPA)

Goal EC-18: Stormwater management strategies employed by the City promote community health and healthy lifestyle choices within [the EC Harrison Village](#).

- **Policy EC-657:** Apply LID/GSI as the preferred approach for stormwater management on right-of-way improvement projects where feasible.
- **Policy EC-668:** Incentivize green building standards that promote the use of LID/GSI for stormwater management.

Goal EC-19: Water supply to [the EC Harrison Village](#) reliably meets the fire flow and general potable

water demand to support development.

- **Policy EC-679.** Run the water system model to identify deficits in water supply system on the preferred alternative.
- **Policy EC-6870.** Incorporate projects in the water system capital improvement plan as necessary to address any identified deficits and ensure they are accounted for in financial planning.

Goal EC-20: Water use per single family household is maintained below 180 gallons per day on a 3-year average.

- **Policy EC-6971.** Increase water efficiency with standards that require water conserving fixtures such as ultra-low flush toilets and low-flow shower heads and by incentivizing green building standards.
- **Policy EC-702.** Require landscaping to use drought-tolerant native plant species and include water-efficient irrigation when irrigation is used.

Goal EC-21: Businesses are provided industry-specific water efficiency information that can reduce their use.

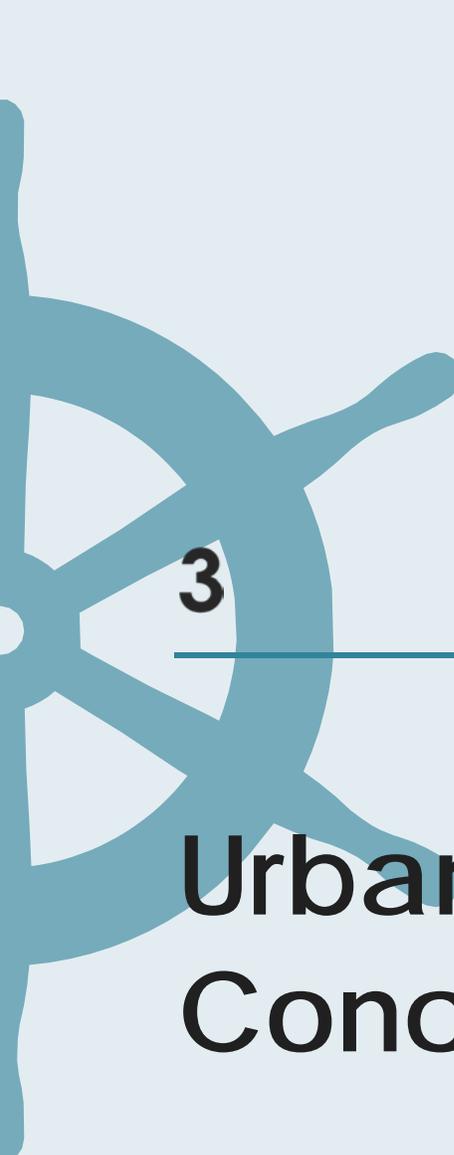
- **Policy EC-713.** Develop and provide educational material to businesses to encourage water efficiency

Goal EC-22: The wastewater system reliably conveys wastewater away from ~~the Eastside Center~~Harrison Village and provides adequate wastewater treatment prior to discharge of effluent to the environment.

- **Policy EC-724.** Utilize the wastewater conveyance system model to identify deficiencies in wastewater conveyance on the preferred alternative.
- **Policy EC-735.** Incorporate projects in the water system capital improvement plan as necessary to address any identified deficiencies and ensure they are accounted for in financial planning.

Goal EC-23: Wastewater pumping and treatment costs are reduced through projects that reduce inflow and infiltration and standards and incentives that reduce wastewater generation.

- **Policy EC-746.** Expand the stormwater conveyance system where needed to eliminate stormwater flow into the wastewater system.
- **Policy EC-757.** Reduce wastewater generation with standards that require water conserving fixtures such as ultra-low flush toilets and low-flow shower heads and by incentivizing green building standards.



3

Urban Design Concepts

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[Community Design Overview 34](#)

Community Design Overview

This Chapter lays out six urban design strategies that provide the foundation for ~~the Eastside Center-Harrison Village~~. Sections following provide a discussion of these strategies and summarize their application within the Subarea.

Sensitive Infill

A majority of anticipated development within the subarea will concentrate development on vacant or underutilized property. Infill development of appropriate scale will ensure that land in the subarea is used efficiently.

The Subarea Plan calls for several key changes to encourage infill, including higher densities and flexible development standards. Urban design issues such as height, bulk and scale, streetscape design and housing variety have also been considered.

Walkability

New development in the Subarea is envisioned to help transition the ~~Eastside~~ Center to a more walkable environment. The Plan emphasizes urban design features that support walkability such as smaller blocks, a highly connected grid like street network, mixed land uses that put many destinations close to each other, small storefronts or ground floor retail in to support housing and employees, sufficiently high densities, and community hubs and civic places that promote activity and social interaction.

Placemaking for Economic Development

An important goal of the Subarea Plan is to attract employers to the area. A focus is thus on urban design qualities that appeal to prospective employers, such as availability and quality of workforce housing, urban living infrastructure, access to and connectivity to bikeways and sidewalks, and multi-modal mobility.

Parks & ~~Public Spaces~~ Public Spaces

A community's quality of life has a significant impact on its ability to attract and retain businesses. Parks and public spaces enhance community quality of life and are tied to regional economic development.

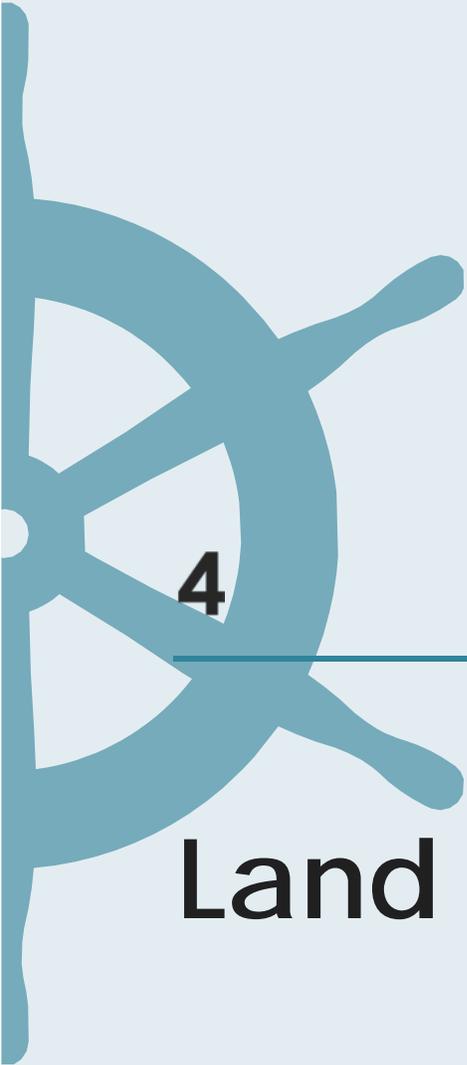
Waterfront as Amenity

Visual access to the water is an important asset of the ~~Eastside~~ Center. Given this, the Subarea plan envisions future development that considers visual connections to the water and makes good use of topography.

Equity & Inclusive Growth

Access to efficient transportation options, affordable housing, and easy access to services, make workers more productive and firms more robust. These investments increase job quality and lead to long-term access to economic opportunity for all. Given this, a focus of the Subarea Plan is on infrastructure investments and housing variety.

A diverse set of employers is another key piece of economic health. The Subarea Plan envisions the retention of existing businesses, as well as the addition of new businesses, to diversify the job base of the area.



4

Land Use Plan

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Overview

This section describes existing policies and regulations for ~~the Eastside Center~~ Harrison Village, its history of development, and existing land use patterns. Alternatives that were studied through the EIS and the preferred vision are also described.

~~Current~~ Prior to the adoption of this subarea plan, the Comprehensive Plan designation of the Study Area as an Employment Center (EC) support large-scale employment activities with significant commercial space, with supporting residential and commercial amenities. Mixed-use development is supported.

The EC zoning district applies to the entire Study Area and allows a wide range of potential uses, including residential, retail, office, and institutional activities. Height limits range from 80 feet for residential uses (and mixed-use projects that are primarily residential), and 60 feet for non-residential uses.

Opportunities for redevelopment are spread across the Study Area. These include both currently vacant sites as well as redevelopment of older, existing buildings. The hospital-owned parcels, including both the parcel with the hospital building and the vacant parcel north of it, the City-owned site across from the Sheridan Community Center, as well as smaller parcels along Lebo Boulevard and Campbell Way are potential opportunity sites.

Background

An Economic and Market Analysis was also done to inform this effort to develop a new vision and regulatory environment to support new development in Bremerton's Eastside Center Harrison Village as it prepares for the departure of the Harrison Medical Center.

The following findings were derived from this research:

- **Strategies for the Center should include a long-term conceptual vision and a clear plan for implementation.** In reviewing the guiding visions and examples of strategies from other contexts, a clear approach appears necessary to provide guidance and eliminate regulatory and planning obstacles to long-term success. The City should pursue a series of development actions to clarify the use of the Harrison Medical Center site, develop and implement and vision for the City's intent for the area, and monitor results and realign strategies as necessary over the longer term.
- **There will be challenges in attracting new technical, scientific, and professional employment to the ~~Eastside~~ Center, especially in the short term.** The ~~Eastside~~ Center will be significantly challenged by the loss of medical service employment, as these jobs will not be easily replaced by another employer. Outside of government employment, there has been only a nominal increase in employment in other sectors, and professional, technical, and scientific industries have even reported declines in local employment. This suggests that

while new business attraction and retention campaigns might yield results in the future, natural trends in local business growth are not likely to lead to the substantive demand for new office space in the Center.

- **Military-related uses face restrictions that would limit their ability to be accommodated in the Eastside Center.** For Naval Base Kitsap-Bremerton and the Puget Sound Naval Shipyard, there are recognized space limitations for both government and private-sector contractor activities. However, directives from the Department of Defense limit the use of leased space outside of government facilities for military use. Even in the case of exceptions, leased properties are typically required to comply with anti-terrorism force protection guidelines. For private-sector contractors, office space may not be required directly in Bremerton, especially for uses that do not require a constant physical presence. Although there could be the potential for future military-related uses in the Center, these limitations will complicate any efforts to encourage development in the short term.
- **Short-term redevelopment opportunities will be related to new multifamily residential development with supporting retail uses.** A stronger market case can be made for promoting new multifamily development in the Eastside Center. Available multifamily units in the city tend to be older, with significant pre-war development in the downtown and 1970s–1980s development for housing units elsewhere. Increasing housing quality and availability can help to address expected needs, and appropriate neighborhood retail can be incorporated into mixed-use projects to support new residents and help provide for a complete neighborhood.

The report also offers strategic directions to address the transformation of the Eastside Center to address obstacles and identify opportunities, actions, and investments that could occur in the short and long-term to create a durable and vital center.

Existing Policies & Regulations

Bremerton Comprehensive Plan

The City of Bremerton's Comprehensive Plan is the community's vision for Bremerton over the next 20 years (2016-2036). The Comprehensive Plan's land use strategy envisions Bremerton as a vital, economically strong, and desirable place to live and work. Called the Centers Concept, this strategy intends to ~~capitalizes~~ capitalize on new demographic trends and opportunities. The Comprehensive Plan envisions the City's communities and established neighborhoods to have a distinctive focus, yet walkable and well connected to each other. See ~~Exhibit 3~~ Exhibit 3.

The following policies implement this land use strategy.

LU1(A): Designate neighborhoods, communities, and centers throughout the City and encourage the implementation of design guidelines for new development and redevelopment that complement the designated purpose and scale.

LU4(B): Provide multimodal options and standards that have connectivity throughout the City, especially linking centers and neighborhoods for all modes of transportation.

In addition, the Plan identifies five types of centers, and center policies applicable to all centers. These include the following:

LU1-Cen(A): Development regulations should encourage pedestrian oriented mixed-use design in Centers and address such issues as: (1) Locating buildings or features in the core of the Center at sidewalk edge, (2) Providing windows and other architectural features that foster pedestrian interest along street fronts, (3) Adopting sign standards that reflect pedestrian scale, (4) Encouraging and/or requiring architectural features that are of a scale and type appropriate for viewing by pedestrians at the building front and immediately nearby, and (5) Development projects should be encouraged to provide amenities such as street furniture, street trees, small public spaces and plazas, etc.

LU1-Cen(B): Provide for advanced utility planning to offer upgraded, ready-to-serve services for development designed to achieve maximum density.

LU1-Cen(C): Building facades shall utilize architectural features that provide for horizontal and vertical modulation.

LU1-Cen(D): Alternative circulation for automobiles should be provided as much as possible with consideration for freight circulation for local businesses. The goals of alternative circulation designs should include: (1) reducing traffic in pedestrian oriented core of the Center, and (2) placing parking away from the street.

LU1-Cen(E): Consider the existing built environment when creating development

regulations.

LU1-Cen(F): Implement parking ratios that reflect the least amount of spaces required for development approval where transportation options other than the automobile are available to serve travel needs.

LU2-Cen(A): Pre-qualify key areas and sites for environmental permitting through such tools as subarea plans and related programmatic Environmental Impact Statement's. Work toward enabling development in Centers to proceed as a Planned Action under the State Environmental Protection Act (SEPA) including coordination with the local tribal government for protection of treaty cultural and natural resources.

LU2-Cen(B): Coordinate with Kitsap Transit to provide transit access to centers.

LU2-Cen(C): Provide incentives and flexibility that encourage and enable development in Centers, including alternative parking options like payment in lieu of parking spaces.

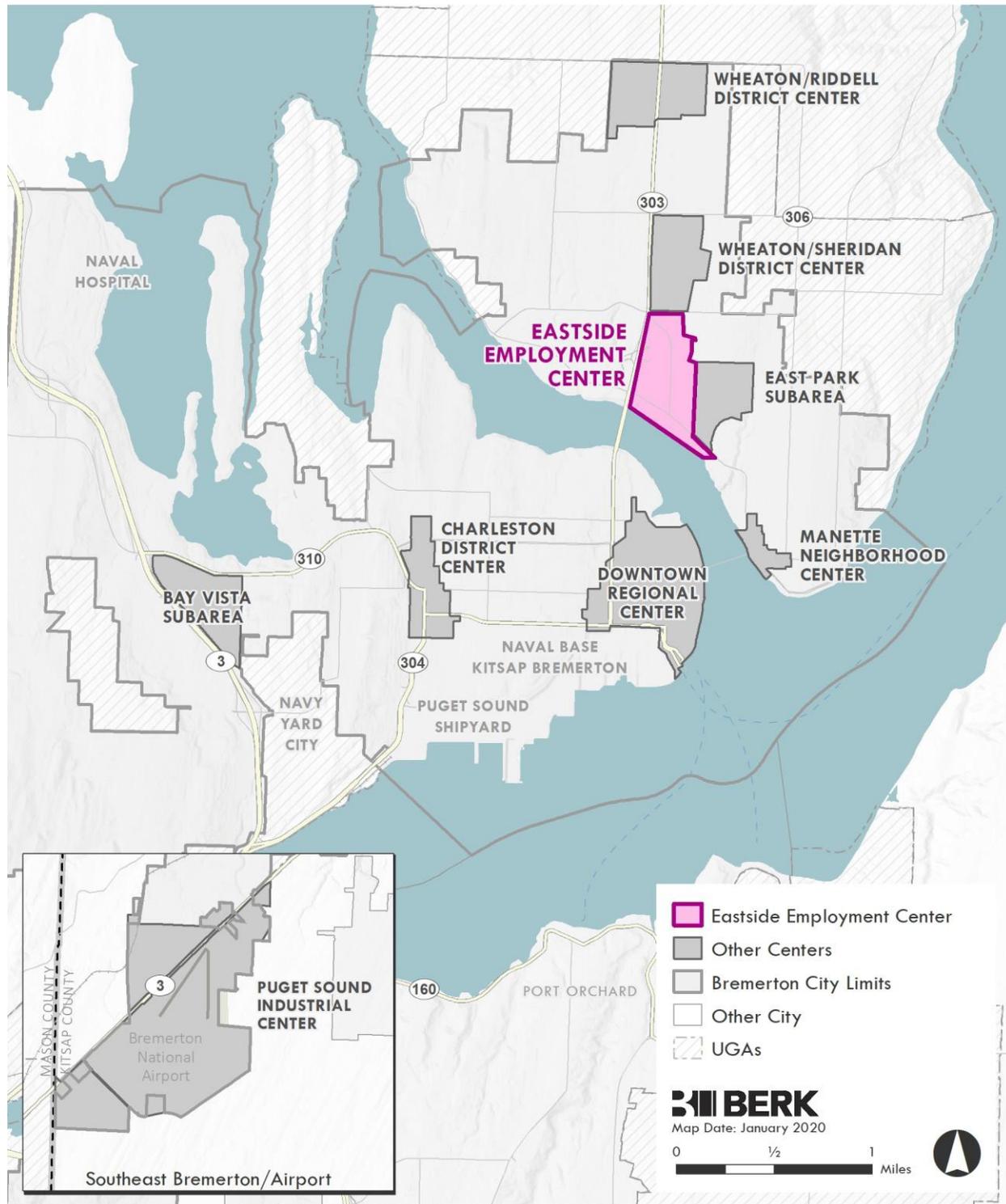
LU3-Cen(A): Provide recreation opportunities within centers including access to the shoreline.

LU4-Cen(A): Improve and provide for walkability, and other nonmotorized transportation routes throughout Centers and provide links between the centers and neighborhoods.

The Comprehensive Plan also includes a policy specific to the Eastside Employment Center:

LU2-EC(A): Provide flexibility in the setback, height, density, building footprint, and lot area development regulations to encourage redevelopment of this area and promote use of Low Impact Development (LID) techniques and Best Management Practices (BMPs).

Exhibit 3. Bremerton Comprehensive Plan Centers, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2020.

Growth Management Act

Bremerton's strategy for growth is consistent with the Growth Management Act (GMA), which restricts urban growth to urban areas to prevent sprawl. This is represented in the following GMA goals:

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*
- (2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.*

Source: RCW 36.70A.020

PSRC Vision 2040 & Kitsap County Countywide Policies

Both the Puget Sound Regional Council's Multi-County Planning Policies (MCPPs) and the Kitsap County Countywide Planning Policies (CWPPs) direct cities toward a centers strategy, in which urban growth is concentrated in designated regional and local centers, consistent with Bremerton's land use strategy. Regional centers, such as Bremerton's Downtown, are designated in the MCPPs, but local centers are also recognized as important to regional growth:

MPP-DP-2: Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density.

Goal: Subregional centers, such as those designated through countywide processes or identified locally, will also play important roles in accommodating planned growth according to the regional vision. These centers will promote pedestrian connections and support transit-oriented uses.

MPP-DP-11: Support the development of centers within all jurisdictions, including town centers and activity nodes.

In the CWPPs, the overarching goal for development patterns, Element C and centers policy C-1 support prioritizing centers for resource allocation and population growth.

Element C Overarching Goal: Centers and their boundaries are intended to be locally determined by the County and the Cities where a community-wide focal point can be provided, significant population and/or employment growth can be located, and the increased use of transit, walking and bicycling can be supported.

Designated Centers are intended to define the pattern of future residential and commercial/industrial growth and incorporate opportunities for parks, civic, and public space development in Kitsap County.

In decisions relating to population growth and resource allocation supporting growth, Centers have a high priority.

PSRC is currently updating its regional plan that extends the time horizon for regional planning. A draft version of the VISION 2050 plan was provided to the public in July 2019, detailing how the four-county region would work to accommodate 5.8 million people and 3.4 million jobs by the year 2050. This document is currently under review, and a final version is expected to be approved in 2020.

As part of the Regional Growth Strategy included in VISION 2050, the region has been divided into nine different geographies: *Metropolitan Cities, Core Cities, High Capacity Transit Communities, Cities and Towns, Urban Unincorporated Areas, Rural Areas, Natural Resource Lands, Major Military Installations, and Tribal Lands*. These geographies are used to allocate forecasted population and employment growth by county according to the general type of community.

A major focus of the revised VISION 2050 is on promoting growth in areas supported by transit, with greater shares of growth allocated to redevelopment within communities serviced by high-capacity transit. This is promoted through the proposed Regional Growth Strategy Policies:

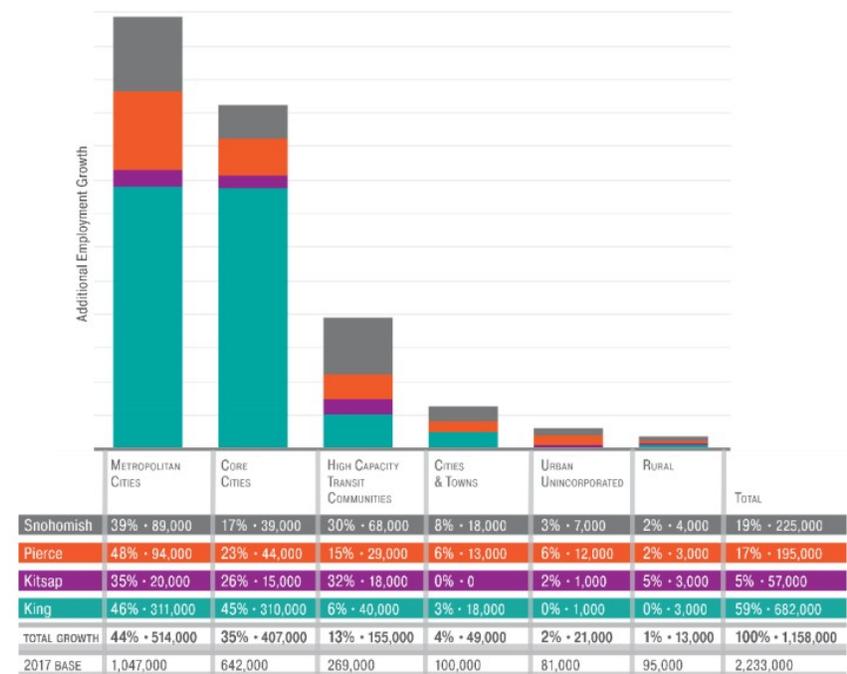
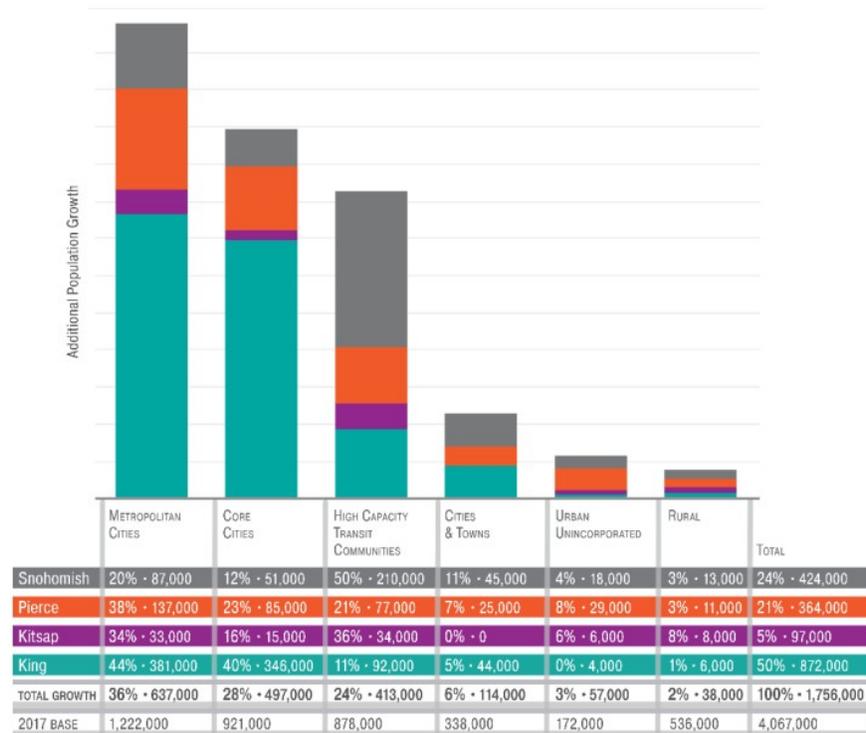
MPP-RGS-6: Encourage efficient use of urban land by optimizing the development potential of existing urban lands and increasing density in the urban growth area in locations consistent with the Regional Growth Strategy.

MPP-RGS-7: Attract 65% of the region's residential and 75% of the region's employment growth to high capacity transit station areas to realize the multiple public benefits of compact growth around high-capacity transit investments. As jurisdictions plan for growth targets, focus development near high-capacity transit to achieve the regional goal.

MPP-RGS-11: Avoid increasing development capacity inconsistent with the Regional Growth Strategy in regional geographies not served by high-capacity transit.

Under VISION 2050, Bremerton and the Bremerton UGA are designated as a "Metropolitan City," and a greater share of growth is allocated to the city and surrounding area as locations with high-capacity transit. The Regional Growth Strategy provides an estimate of an additional 33,000 residents and 20,000 jobs in the community by 2050. This represents a notable increase over previous estimates and highlights an increased role of the City of Bremerton as an urban center in the County. See [Exhibit 4](#).

Exhibit 4. Vision 2050 Population and Employment Growth, 2017-50, Preferred Alternative



Source: PSRC, 2020.

History of Development

Like the City, the Study Area's development as an urban area is closely tied to the Navy's ship building and repair yard, and the ebb and flow of activity at the shipyard. In the 1940s, at the peak of World War II, Bremerton grew from a population of 15,134 to an estimated 82,000 residents. The heavy workload of shipbuilding, repair, and maintenance required for the Pacific war effort was behind this growth. Bremerton's Housing Authority, working with the Federal Public Housing Authority (FPHA) constructed roughly 6,000 war housing units and dormitories for roughly 1,500 residents to keep up with the housing demand from residents. These included Sheridan Park in the Study Area, in addition to West Park, West Park Addition, View Ridge, East Park, Anderson Cove, and Sinclair Park. See [Exhibit 5](#).

At the close of the war, need for housing decreased as the influx of wartime workers returned to their homes. By 1946, much of the housing, especially the dormitories constructed south of the Study Area, were no longer needed for housing, and the buildings were offered to schools for their use. The Bremerton School District acquired some of the dormitory buildings and used them for the newly founded Olympic Junior College.

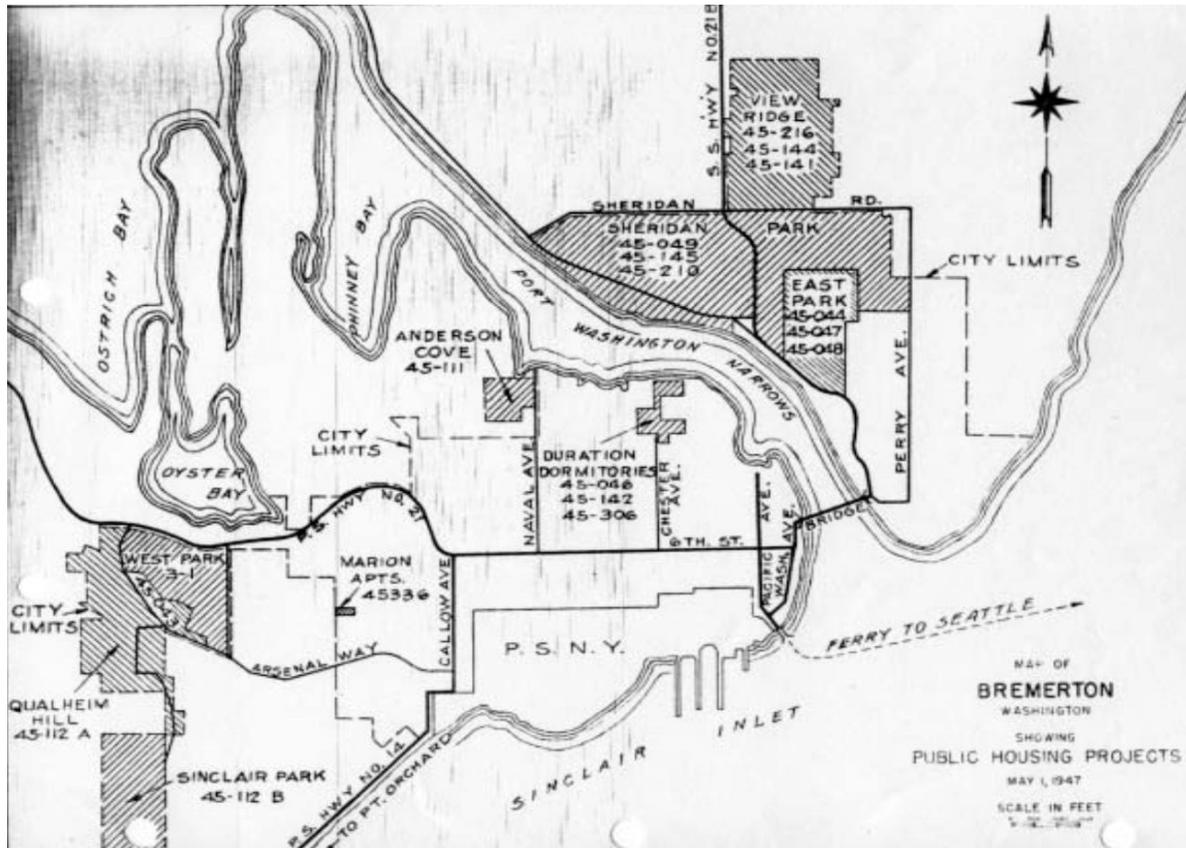
The development of wartime housing in the Bremerton area was driven by the needs of the growing shipyard workforce, and government housing was not segregated. Many of the workers who came to the shipyard were drawn from the Midwest, upper Mississippi River Valley, midwestern industrial cities, and East Coast urban centers like Philadelphia. These wartime workers came from a range of economic, social, and cultural backgrounds and changed the demographics of Bremerton.

HARRISONS' AND BREMERTON HISTORY

The association of the Harrison name with Kitsap's local hospital goes back to the flu pandemic of 1918, when Angie Harrison volunteered as a nurse at the First Methodist Church in Bremerton, a makeshift hospital for the sick and dying. Both she and her husband, Benjamin, Bremerton's First National Bank president, became committed hospital supporters and major shareholders in the local hospital. In 1942 the Harrisons formed a non-profit charitable corporation to which they donated generously, creating the first Harrison Memorial Hospital at Eighth and Chester avenues. In 1956, the corporation took over the Navy's WWII-era Puget Sound Naval Hospital at Sixth and Marion — they renamed it Harrison Memorial Hospital in order to be the beneficiary of the Harrison bequest.

Benjamin died in 1946 at the age of 82. Angie lived to be 97, passing away in 1960. An impressive memorial marks their resting place in Bremerton's Ivy Green Cemetery, but the true memorial to their selflessness is the legacy of their name in the community. When needed most, the Harrisons stepped up, creating an inspirational legacy spanning over 100 years.

Exhibit 5. Wartime Housing Map, 1947



Source: Bremerton Housing Authority, U.S. National Archives and Records Administration, Pacific Alaska Region Facilities, Seattle Record Group No. 181, Naval Districts and Shore Establishment, 13th Naval District.

Originally the City of Bremerton Hospital, the Harrison Medical Center has evolved over the years. Community efforts were involved at various points to draw and sustain the hospital, starting with Angie Harrison and community volunteers in 1918 to a citizen campaign launched in 1961 to build a new hospital. In 1965 Harrison Memorial Hospital was opened in the Study Area. See [Exhibit 6](#).

Exhibit 6. Citizen Campaign to Build New Hospital, Circa 1961



Source: CHI Franciscan.

Completed in 1965, Harrison Hospital has been an anchor land use for this area, employing roughly 1,200 workers, and providing key medical services for the region. Today, the Study Area is home to a diverse range of medical services businesses and housing, with roughly 2,851 jobs and 450-620 residents. In 2017, CHI Franciscan Health announced that the operations of the Harrison Medical Center would be transferred to new facilities in Silverdale. The first phase of this relocation is expected to be completed by 2020, with the final relocation expected in 2023.

Existing Land Use Pattern

Medical services use, including Harrison Hospital and smaller medical/dental offices surrounding it, are the predominant land use in the Study Area occupying roughly 34% of the total acreage. See [Exhibit 7](#) and [Exhibit 9](#).

Exhibit 7. Acreage and Building Area by Land Use, 2019

General Assessor Land Use Category	Parcel Acres	Parcel Acres (%)
Residential	14.3	18%
Commercial & Retail	8.3	10%
Medical Services	27.3	34%
Other Services	4.1	5%
Warehouse	0.5	1%
Parks, Recreation, & Open Space	4.3	5%
Public/Utilities	5.2	6%
Parking	5.6	7%
Vacant	11.2	14%
Total	80.7	100%

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

The Hospital and surrounding medical service uses are in the central core of the Study Area, west of the Madrona Forest. See [Exhibit 8](#).

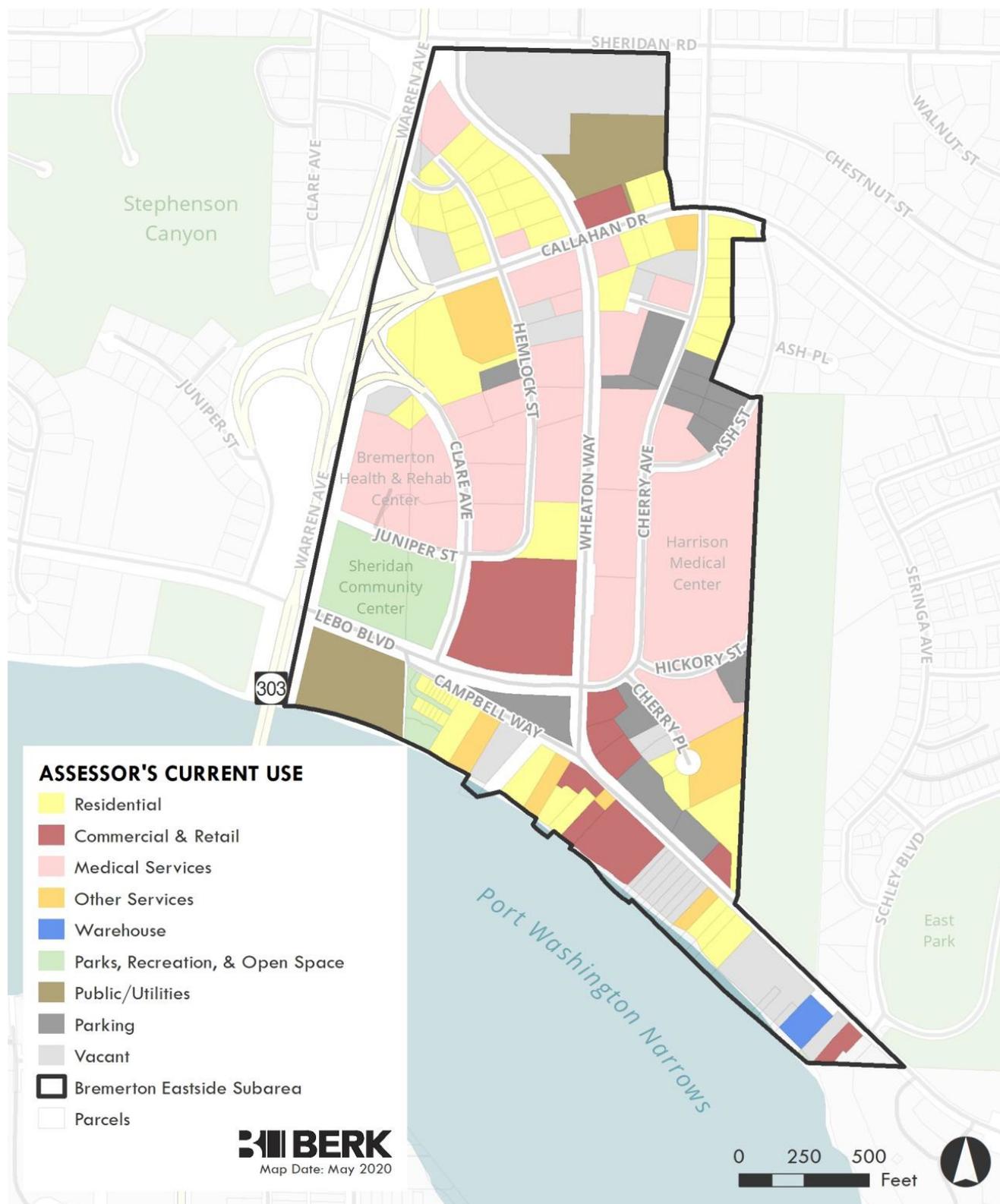
Exhibit 8. Harrison Hospital





Source: Harrison Hospital, 2019.

Exhibit 9. Current Land Use, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.



Older adult services, including assisted living facilities and a hospice, dominate the western edge of the Study Area, bordering the medical services cluster. The Sheridan Village shopping center and the Sheridan Park Community Center border the medical services cluster on the south.



In the northeastern corner, surface parking for the Madrona Forest separates the cluster of medical services use from housing in the Callahan and Chestnut neighborhoods to the north. The northern edge of the Study Area bordering Sheridan Road and Wheaton Way includes a large undeveloped parcel owned by Harrison Hospital. A water reservoir owned by the City of Bremerton is located on the southeast corner of this undeveloped parcel. Smaller pockets of residential use, both single-family homes and duplexes, are found in the northwestern corner, west of Callahan Drive and Cherry Avenue.

Southwest of the Hospital is the Sheridan Park Community Center. Across the street from the Sheridan Park Community Center is a City- owned parcel used by the Parks Department as a laydown site. Adjacent to this parcel is a development with relatively recent multi-family housing. The area further southeast along Lebo Boulevard and Campbell includes older, lower value housing, and smaller scale commercial uses and surface parking lots.



While this southern area is close to the shoreline, actual access to the water is limited by steep topography.



Source: BERK, 2019.

Edges & Adjacent Neighborhoods

The Study Area is bordered on the north by the Wheaton-Sheridan District Center. This center is anticipated to become an urban village that provides housing within easy walking distance of transit, employment, and shopping. It currently includes a range of smaller resident-serving commercial uses, such as a mobile gas station, and smaller services uses, including medical offices. The School District owns a large vacant parcel in this center, the former location of the East Bremerton High School. Redevelopment of this site and smaller sites within the abutting center is anticipated in the future.

Residential neighborhoods border the Study Area on the west and east. Wheaton Way forms a strong edge on the west, separating the Study Area from residential neighborhoods further west. The Study Area is bordered on the south by the Port Washington Narrows. Multifamily housing, currently the 'Sea Glass' apartment complex, forms the southeastern edge of the Study Area.

East Park located off Lower Wheaton Way, and one of the designated centers in the city, is located on the east side of the Study Area. East Park is in the final phase of residential redevelopment. Plans for the final phase include 261 single-family homes and 100 multifamily units, with the potential for some commercial space along lower Wheaton Way.

A rare grove of native Madrona trees, referred to as the "Madrona forest," is sandwiched between Harrison Medical Center in the Study Area and East Park. Madrona forests such as this one are relatively rare in the regional landscape, especially in unfragmented, unlogged conditions free of nonnative species. Madrona trees are important for the conservation of biological diversity due to their rarity, declining trend, threats, and limited distribution.

This roughly 16-acre forested area includes several trails. This land is protected and can only be used for recreational use. Any changes to non-recreational use would require federal approval from the National Park Service.

Planning Commission Subarea Plan's Preferred Alternative

To develop this adopted Subarea Plan, the Planning Commission made a recommendation to City Council after a public process. The Planning Commission considered community engagement results including the Sounding Board in March 2020, the community meeting in April 2020, Public Hearing in June and July 2020, and Draft EIS alternatives and comments. City Council held a Public Hearing to adopt this plan. See Appendix A for the range of alternatives including current the zoning prior to adoption of this plan.

To assist in the process, three land use alternatives were provided for this Center. The Planning Commission provided guidance on a Preferred Alternative at their April 2020 meeting which provided direction for this Subarea Plan's adopted maps and regulations. Through discussions at Planning Commission the Draft Subarea Plan has been was amended to reflect the conceptual land use and transportation linkages including:

- Center Residential Areas with High Densities
- Center Retail Mixed Use Area
- Flexible Multi-Use Areas with overlays to share a desired vision:
 - Multi-Use High Density Residential Overlay
 - Multi-Use Innovation and Entrepreneurial District Overlay
 - Multi-Use Residential-Commercial Core Overlay
- Street Connections with a realigned Wheaton Way at Sheridan, mid-block connection at Juniper Street, and bicycle and pedestrian improvements addressing the City's priority bicycle and pedestrian streets.

For the adopted land use designations for this Subarea Plan, see Exhibit 10 for the zoning district acres, and for overlay acres, and Exhibit 11 for a the zoning map and key points to Planning Commission's considerations.

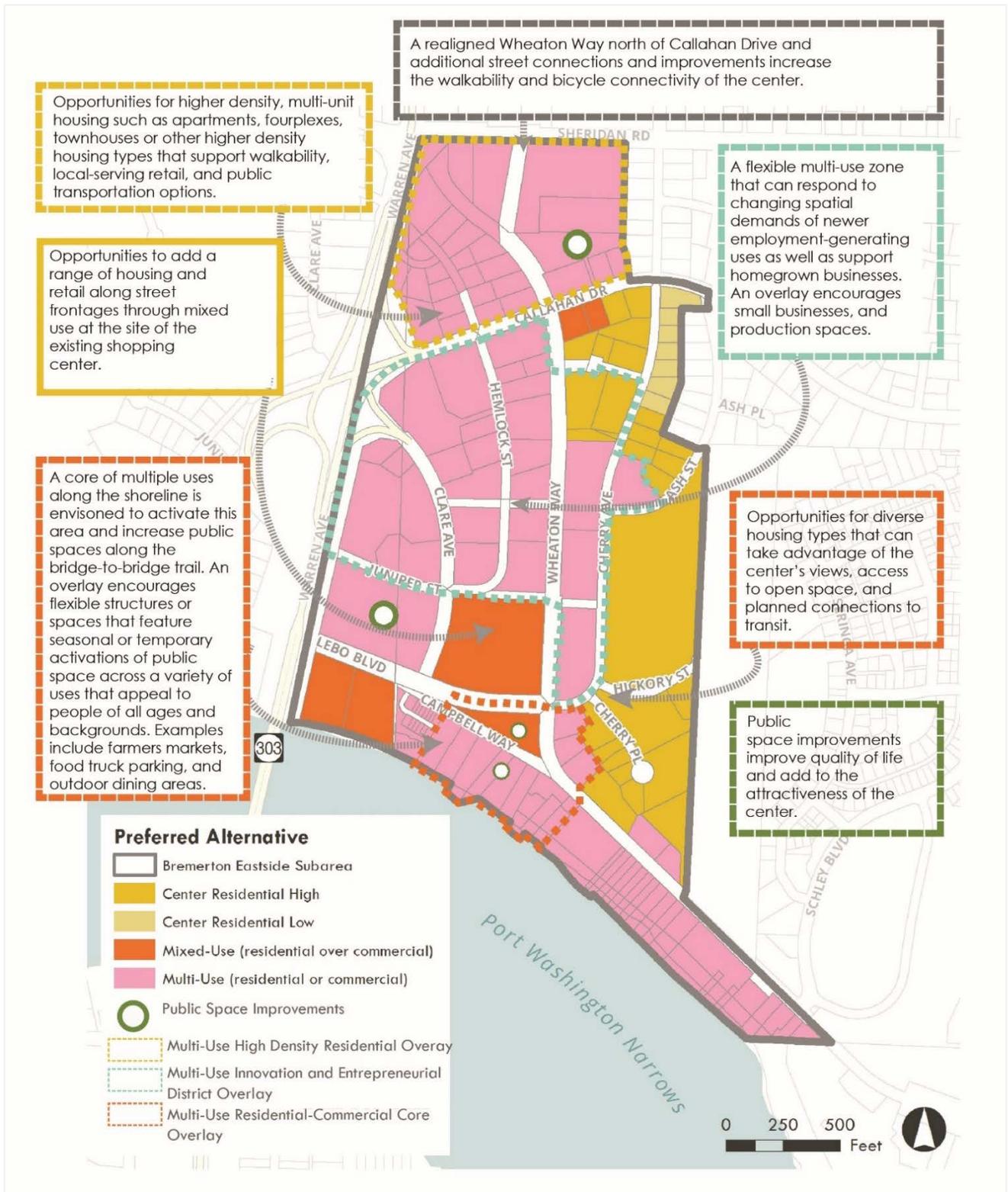
Exhibit 10. Zoning District Acres

Land Use	Acres	Name	Acres
Mixed Use	8.22	Multi-Use High Density Residential Overlay	16.34
Multi-Use	54.33	Multi-Use Innovation and Entrepreneurial District Overlay	31.06
Center Residential High	18.45	Multi-Use Residential-Commercial Core Overlay	7.63
Center Residential Low	1.56	Total	55.03
TOTAL	82.56		

Source: BERK 2020.

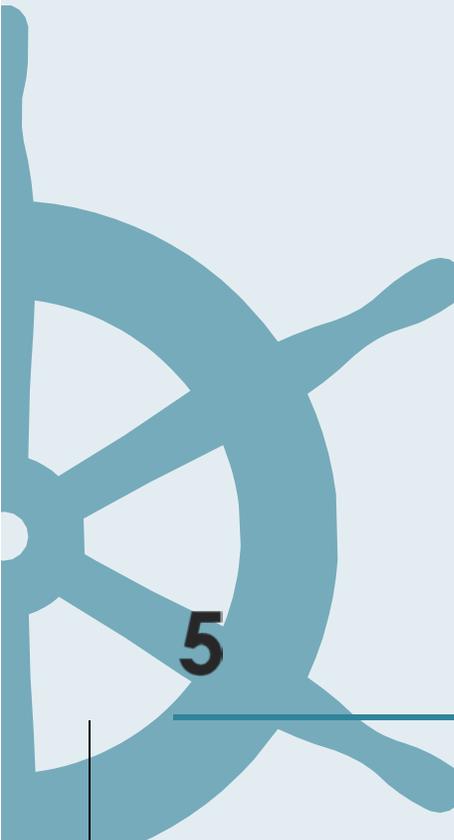
The Preferred Alternative would increase residential capacity above existing levels by about 3,000 people, 1,650 dwellings, and 425 jobs.

Exhibit 11. Planning Commission Preferred Alternative and Vision



Source: BERK, 2020

DRAFT • July 13, 2020



5

~~Eastside~~
~~Center~~Harrison
Village Zoning &
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1. Introduction

1.010 Purpose

- A. The ECHV Zoning and Development Standards establish zoning provisions, minimum development standards, and design criteria that will guide all development in the Eastside CenterCenter's Subarea. The purpose of these development standards is to:
1. Implement the vision and policy direction contained in Chapter 3: Vision and Guidance Framework.
 2. Promote economic competitiveness and long-term vitality through standards and guidelines that encourage and reward walkable, holistic development that connects residential and employment uses, with retail, services, amenities, and multi-modal connections.
 3. Promote compact mixed-use development on suitable sites well-served by infrastructure.
 4. Provide a streamlined review process for development that is consistent with Land Use and Economic Developments Goals of Chapter 3 and related SEPA Planned Action.
- B. The standards address the following elements:
1. Introduction, including a description of the purpose, content, applicability and administration of the Zoning and Development Standards.
 2. Definitions.
 3. Land Use Zones, including purpose statements for each zone, zoning map, and standards for uses, and heights.

1.020 Applicability

- A. The Zoning and Development Standards provide minimum requirements applicable to development in the Eastside CenterCenter's Subarea Plan. The purposes outlined in this subsection are intended to be achieved through compliance with all mandatory standards and consideration of the design guidelines.
- B. Conflict of Provisions and Severability 1. The standards contained in this Chapter are specific to Eastside this Center and are intended to supplement or modify standards contained in the Bremerton Municipal Code (BMC Title 20).
1. In the event of a conflict between the standards contained in this Chapter and those contained in the Bremerton Municipal Code, the standards in this Section shall prevail.
 2. In the event that a provision of this Chapter is held invalid, the remaining provisions shall remain in full force.

2. Definitions

All definitions contained with the Bremerton Municipal Code (BMC) apply in ~~Eastside Employment~~this Center, unless specifically modified by the definitions below.

Specific land uses are defined in BMC Chapter 20.42. If a specific term is not defined or referenced herein or in BMC Chapter 20.42, it shall take its normal and customary meaning within the context of how it is used.

2.020 List of Defined Terms

- a) Income-restricted housing: Affordable housing for families and individuals with incomes at or below 50% of the Bremerton/Silverdale area median income.
- b) Microenterprise: A business operating on a very small scale, especially one with a sole proprietor and fewer than six employees.
- c) "Net Floor Area" is the amount of floor area within a building as measured to the inside face of the exterior building walls, excluding:
 - spaces below grade
 - space devoted to parking
 - mechanical space
 - elevator and stair shafts
 - space devoted to special amenities
 - exterior decks open to the air"
- e)d) _____ Transitional setbacks: Setbacks applicable in areas when a higher density use abuts a ~~single family zone~~the Medium Density Residential district, intended to ensure that future development lessens the adverse impacts on the adjoining lower density residential zone, and provides for a smooth transition between them. This setback is measured from the property line that is adjacent to single-family zone.

3. Zoning Districts & Uses

3.010 Zone Intent

The following zones are hereby established within the ~~Eastside~~ Center to protect the public health, safety, and general welfare by implementing the goals and policies adopted in Chapter 2.

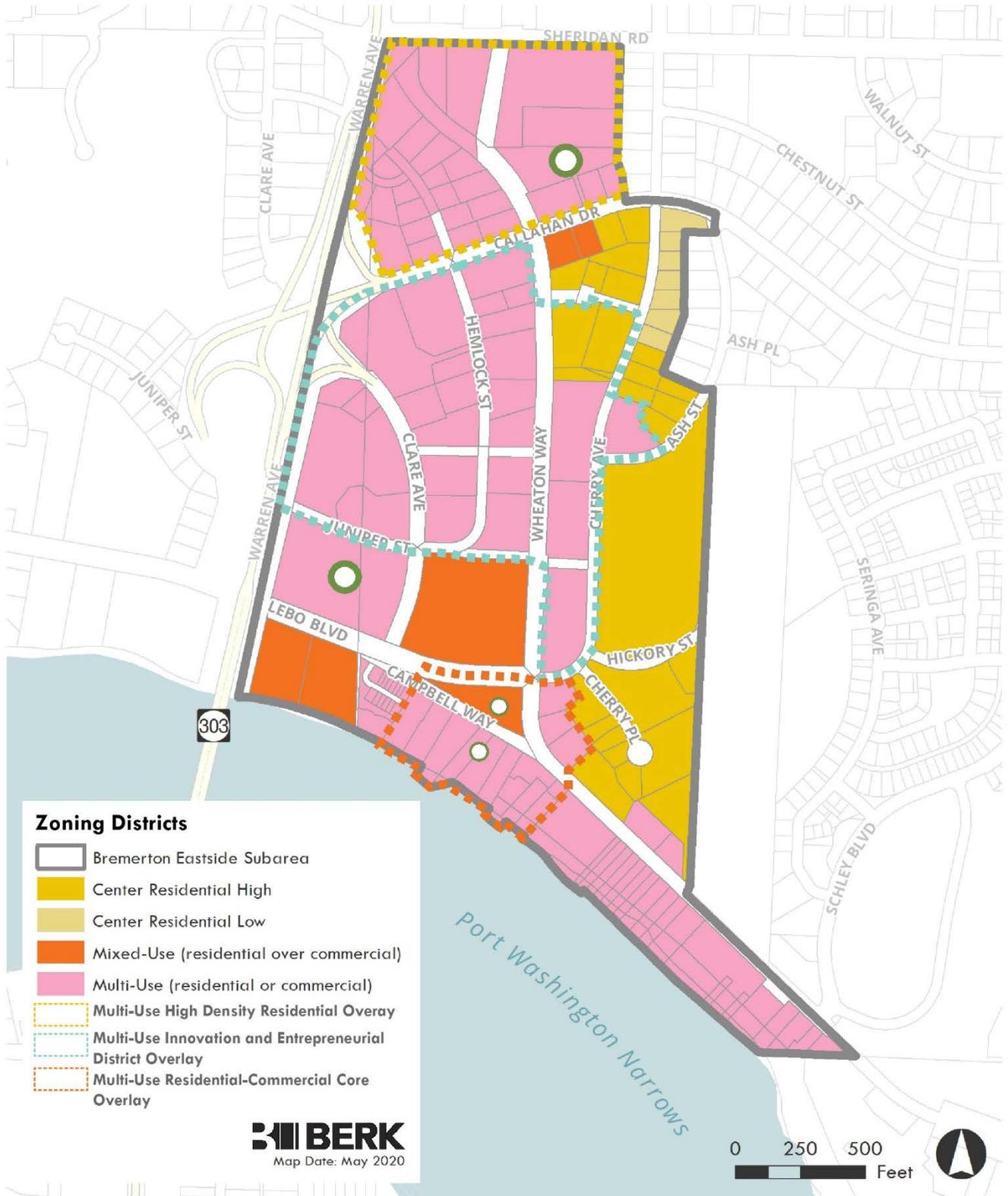
These goals include encouraging employment growth, focusing growth, and encouraging compact, higher-density mixed-use development. Specific intent statements listed for each zone shall serve as a guide in determining the appropriate location of uses, conditions for development and in interpreting the standards. Zoning has been identified for all lots in the center, and the majority of this area will also be required to comply with the Overlay as shown in the dotted lines. See [Exhibit 12](#)

[Exhibit 12 depicts the location and extent of land use zones within the Eastside Center Subarea. The interpretation of the zoning district boundary shall be consistent with BMC 20.40.100.](#)

1. [The overlay districts follow designated property boundaries, provided that the Director may extend the overlay:](#)

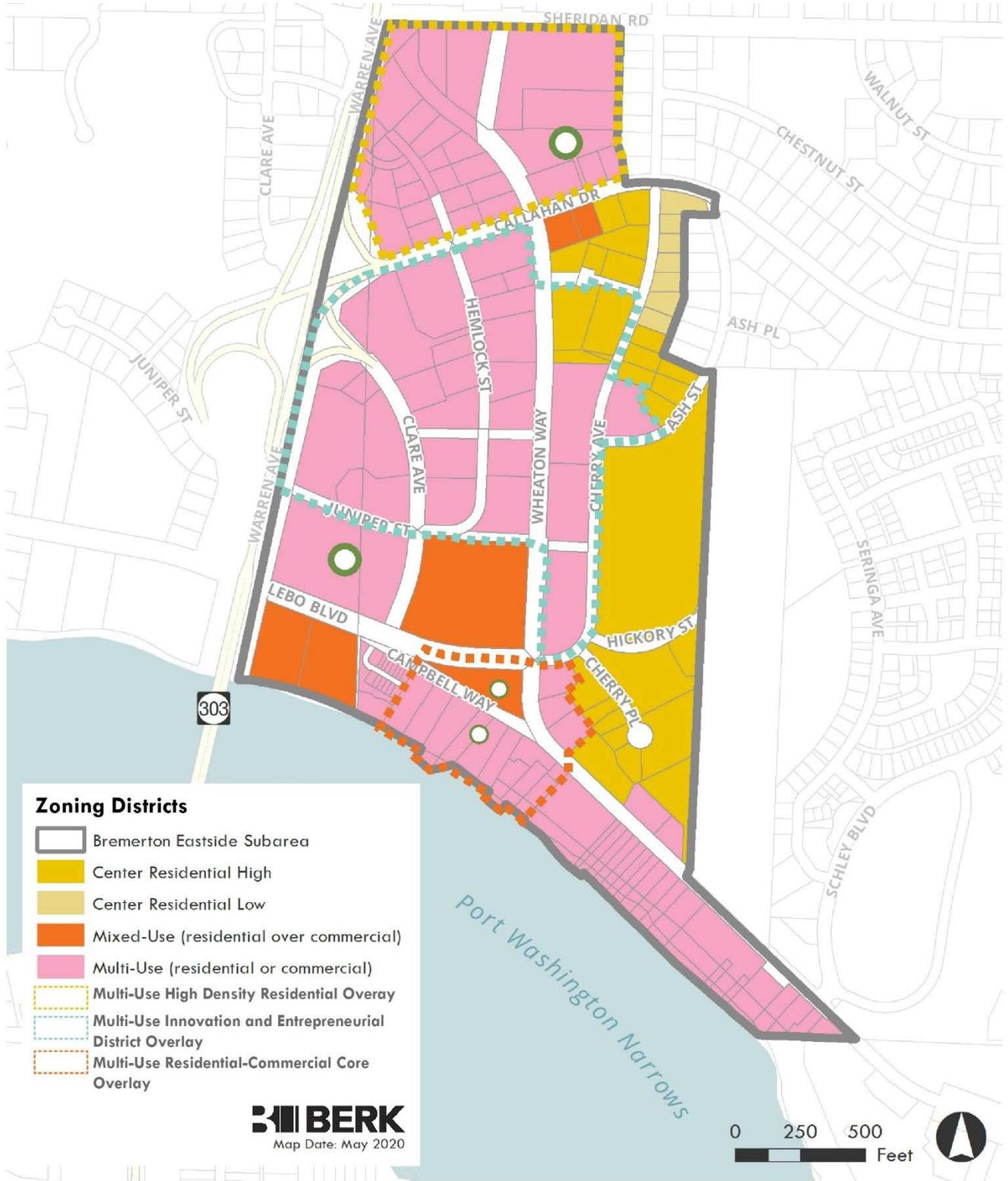
 - [To properties across a street to create a consistent pattern of uses and development types on facing block fronts.](#)
 - [To abutting parcels to allow for a reasonable transition of land uses and allow for mixed use, residential, and economic opportunities consistent with the Eastside Center Vision.](#)

Exhibit 12. Eastside Center Zoning and Overlay Districts



Source: Makers, 2019; BERK, 2019.

Attachment I
Center Subarea Plan: Harrison Village
 Eastside CenterHarrison Village Zoning & Development Regulations



Source: Makers, 2019; BERK, 2019. Note: The Director shall use the following criteria to interpret this zoning map: Where a zone boundary is indicated as following a street, other right-of-way, or midblock crossing, the centerline of the street or right-of-way is the zone boundary.

Center Residential – High (CR-H)

The intent of this zone is to:

- Promote high density residential development configured and connected to form a livable neighborhood and provide a range of housing options for a broad spectrum of the public.
- Encourage high-density multi-family housing styles including high to mid-rise apartments as well as uses that are compatible with and support a multi-family environment, including parks and playgrounds.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety, and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone.
- Encourage development to take advantage of unique views and nearby amenities such as recreational opportunities, or access to transit.

Existing single-family and other existing lower density housing units are permitted provided they do not lose their nonconforming status (Per BMC 20.54). New single-family housing is not permitted.

Outdoor storage, either as a primary use or accessory to an allowed primary use, is not allowed.

Typical Building & Development Forms

Residential buildings of 4-5 stories with the ground floor occupied by ground related housing units in which each unit has its own entrance from the outside, or parking. Multifamily buildings may be configured in a variety of layouts such as "L" or "U" shaped buildings.



A typical street facing multi-family building.



A higher density multi-family building with Parking and service areas should be open space.



Parking and service areas should be accessed from alleys wherever possible.

Note: The figures cited reflect the typical ranges of envisioned development but are not regulatory recommendations

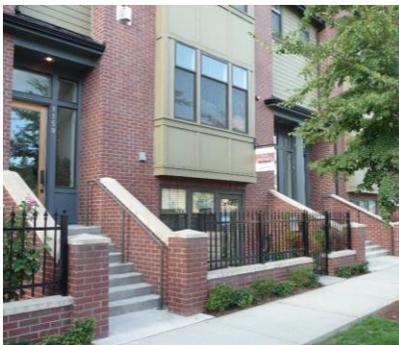
Center Residential – Low (CR-L)

The intent of this zone is:

- Allow low density residential development configured and connected to form a livable neighborhood and provide housing options for a broad spectrum of the public.
- Encourage lower density ground-related housing, such as townhouses, as well as uses that support a low-density residential environment, including parks and playgrounds.
- The development of building types will have a clear relationship to the street to promote activity, community-wide safety, and livability.
- Visual prominence of surface parking or garages is contrary to the pedestrian oriented housing characteristic of this zone.
- Existing single-family and other existing lower density housing units are permitted provided they do not lose their nonconforming status (Per BMC 20.54). New single-family housing is not permitted.
- Outdoor storage, either as a primary use or accessory to an allowed primary use, is not allowed.

Typical Building & Development Forms

“Ground related residential buildings” in which each residence has direct access to the outside. Building types recommended include townhouses (in which 2-3 story units abut one another with no side yard - but with individual parking spaces and entries) and “courtyard complexes” (in which townhouse-like units are arranged around a central courtyard – parking may be individual or in a common lot).



Raised and setback for ground related units



A townhouse-courtyard complex with common open space and pathways. Note the variety of passive and active open spaces and combined parking areas.



An alley view of townhouses with second story decks over the parking area – an efficient and convenient configuration

Note: The figures cited reflect the typical ranges of envisioned development but are not regulatory recommendations

~~Eastside Mixed Use Core (EMUG) zone (MUC)~~

The intent of this zone is:

- Have sidewalk oriented development with one or more floors of commercial or institutional uses (typically retail and commercial services such as shops, cafes, restaurants, health clubs, salons, etc. that serve the general public), building entries, along pedestrian-oriented street fronts and multi-family residential uses above.
- Encourage development to take advantage of unique views and nearby amenities such as shorelines, recreational opportunities, access to regional connections, or transit.
- Allow both vertical and horizontal mixed use while requiring retail on ground floor street frontages.
- The development of building types will have a clear relationship to the street to promote activity, community-wide safety, and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented character of this zone.
- Existing single-family and other existing lower density housing units are permitted provided they do not lose their nonconforming status (Per BMC 20.54). New single-family housing is not permitted.
- Outdoor storage, either as a primary use or accessory to an allowed primary use, is not allowed.

Typical Building & Development Forms

Mixed use buildings with 3-5 stories of residential units over ground floor uses. Structured parking is encouraged.



A large block development.



A 3-story mixed-use building with a restaurant.



An attractive, pedestrian oriented ground floor is very important.

Note: The figures cited reflect the typical ranges of envisioned development but are not regulatory recommendations.

~~Eastside Multi-Use zone (EMUMU)~~

The intent of this zone is:

- Allow a range of commercial, office, residential and retail uses with improved non-motorized connections and amenities. In this zone, allowed uses and standards provide sites with maximum development flexibility to be single-purpose employment uses, residential uses, or uses mixed in a horizontal or vertical format.
- The development of building types will have a clear relationship to the street to promote activity, community-wide safety, and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone.
- Heavy industrial and uses that need outdoor storage (yards) are not permitted in this zone.
- Existing single-family and other existing lower density housing units are permitted provided they do not lose their nonconforming status (Per BMC 20.54). New single-family housing is not permitted.
- Outdoor storage, either as a primary use or accessory to an allowed primary use, is not allowed.

Typical Building and Development Forms

Since this designation allows retail, office, residential and other uses, buildings may be quite diverse and vary from one site to another, development could range from 1 to 5 stories with a variety of building design characteristics and configurations.

Typical Intensities

Intensity will vary with uses.

In addition to the zoning districts, the following three overlay districts apply to the center as shown in [Exhibit 12. Eastside Center Zoning and Overlay Districts](#).

~~Eastside~~ *Multi-Use High Density Residential Overlay*

The intent of this overlay zone is to:

- Encourage cohesively designed, walkable settings with a range of uses including multi-unit, higher density ownership and rental housing (apartments, fourplexes, townhouses) integrated with a range of complementary retail, commercial, and public spaces.
- Promote a fine-grained built environment with building types oriented to the street, street activating uses along major streets, and pedestrian-oriented designs.

~~Eastside~~ *Multi-Use Innovation and Entrepreneurial District Overlay*

The intent of this overlay zone is to:

- Promote flexible spaces that can adapt to reflect rapid changes in technologies, consumer demands, and market forces.
- Support innovative formats and diverse employment-generating uses based on the changing nature of work, retail, and commercial market trends, and shifts.

- Provide opportunities for local entrepreneurial activity, including local production spaces, small business services, artisan industrial spaces, temporary uses, and incubator spaces for home occupations.
- Provide flexible spaces (spaces that can be used in a variety of ways) in an area with existing infrastructure and connections to transit to support the diverse needs of early-stage companies and small businesses.
- Promote a walkable fine-grained built environment with building types oriented to the street, street activating uses along major streets, and small-scale structures oriented to pedestrians.

Multi-Use Residential-Commercial Core Overlay

The intent of this overlay zone is to:

- Provide for vertical mixed-use and horizontal mixed-use, in close proximity to each other, and oriented towards waterfront public open space, the Bridge to Bridge trail, and a community gathering space in Campbell Way. In gathering spaces allow green infrastructure, recreation, entertainment, restaurants, retail, and other commercial uses in an outdoor or pavilion setting.

3.020 Uses

The following use regulations shall apply to all zones within the EC Subarea.

All Zones	Center Residential - High	Center Residential - Low	Eastside Mixed Use Core	Eastside Multi-Use
<u>Allowed</u>				
All uses consistent with the intent of the zone are allowed unless prohibited or conditional. *				
<u>Prohibited</u>				
<p>1. Residential:</p> <ul style="list-style-type: none"> a) <u>RV PARK</u> b) <u>Group Residential Facilities – Class II</u> c) <u>New single-family dwelling</u> d) <u>New dwelling, single unit attached</u> e) <u>Bed and breakfast</u> <p>2. Commercial:</p> <ul style="list-style-type: none"> a) <u>Adult entertainment business</u> b) <u>Automobile Sales, service, and repairs</u> c) <u>Big box retail larger than 50,000 sf</u> d) <u>Stand-alone surface parking</u> e) <u>Car Wash</u> f) <u>Gas Station</u> <p>3. Industrial/Manufacturing:</p>	<p><u>In addition to the uses prohibited for all zones:</u></p> <ul style="list-style-type: none"> a) <u>Commercial uses larger than 40,000 SF</u> b) <u>New dwelling: duplex and single-family units, attached or detached.</u> 	<p><u>In addition to the uses prohibited for all zones:</u></p> <ul style="list-style-type: none"> a) <u>Group residential</u> b) <u>Senior housing complex</u> 	<p><u>In addition to the uses prohibited for all zones, all uses except commercial uses are prohibited on the first floor of this district, except for lobbies for upstairs offices, apartments, and hotel rooms. The Director may permit other ground floor uses that activate the street frontage provided the ground floor height of 15 feet is met, the depth of ground floor space is provided up to 30 feet, and this space is constructed in a manner that can be easily converted at a future date to serve a commercial entity.</u></p>	<p><u>In addition to the uses set forth as conditional or prohibited, the following uses are specifically prohibited in this district:</u></p> <p><u>New dwelling, duplex and Single-Family dwelling unit attached and detached</u></p>

All Zones	<u>Center Residential - High</u>	<u>Center Residential - Low</u>	<u>Eastside Mixed Use Core</u>	<u>Eastside Multi-Use</u>
	<p><u>a) Heavy industrial/manufacturing</u></p> <p><u>b) Junk Yard</u></p> <p><u>c) Mini or self-storage</u></p> <p><u>d) Recycling center</u></p> <p><u>e) Recycling collection station</u></p> <p><u>f) Storage yard/outdoor storage</u></p> <p><u>g) Warehousing</u></p> <p><u>4. Other:</u></p> <p><u>Outdoor athletic fields</u></p> <p><u>Stadium/Sports complex</u></p>			
<u>Conditional</u>	<p><u>Group residential home</u></p> <p><u>Education, school, and college of 13 or more students</u></p> <p><u>Transportation facility.</u></p>			
	<u>Eastside Multi-Use High Density Residential Overlay</u>	<u>Eastside Multi-Use Residential-Commercial Core Overlay</u>		
<u>Allowed</u>	<u>All uses allowed in the Eastside Multi-Use zone are allowed.</u>	<u>All uses allowed in the Eastside Multi-Use Zone are allowed.</u>		
<u>Prohibited</u>	<p><u>In addition to the uses set forth as prohibited or conditional in the multi-use zone, the</u></p> <p><u>following uses are specifically prohibited in this overlay district:</u></p> <p><u>Non-residential space over 15,000 SF unless part of a mixed-use commercial-residential development</u></p>	<p><u>In addition to the uses set forth as prohibited or conditional in the Multi-Use Zone, the</u></p> <p><u>following uses are specifically prohibited in this overlay district:</u></p> <p><u>Ground floor non-commercial use on a designated pedestrian street.</u></p>		

* Permitted Uses: Provided that they are consistent with the intent of the Zone as specified in Section 3.010 of this chapter, all uses are permitted outright, except for those uses set forth as conditional, those uses prohibited, and provided that the Development Standards

specified in Chapter 6 of the Subarea Plan are satisfied. The applicant shall bear the burden of proving that a proposed use achieves the stated intent of the particular zone.

~~A.— Prohibited Uses— All Districts: The following uses are specifically prohibited across all zoning districts of the Eastside Employment Center.~~

~~1.— Prohibited Residential Uses:~~

- ~~a.— Recreational vehicle (RV) park~~
- ~~b.— Group Residential Facilities— Class II~~
- ~~c.— New Dwelling, single unit structure (single family)~~
- ~~d.— New Dwelling, single unit attached~~

~~2.— Prohibited Commercial Uses:~~

- ~~a.— Adult entertainment business~~
- ~~b.— Automobile sales, service and repairs as defined in BMC 20.42~~
- ~~c.— Big box retail uses which is defined as larger than 50,000 square feet~~
- ~~d.— Stand alone surface parking lots~~
- ~~e.— Car wash~~
- ~~f.— Gas station~~

~~3.— Prohibited Industrial/Manufacturing Uses:~~

- ~~a.— Heavy industrial/manufacturing~~
- ~~b.— Junk yard~~
- ~~c.— Mini storage or self storage~~
- ~~d.— Recycling center~~
- ~~e.— Recycling collection station~~
- ~~f.— Storage yard, outdoor storage~~
- ~~g.— Warehousing~~

~~4.— Other Prohibited Uses:~~

- ~~a.— Outdoor athletic fields~~
- ~~b.— Stadium and sports complex~~

~~B.— Administrative Conditional Use: The following uses are allowed administratively provided conditions are met:~~

~~1.— Group Residential Home~~

~~2.— Education, school, and college of thirteen (13) or more students~~

~~3.— Transportation facility~~

~~C.— Center Residential High (CR-H)~~

~~In addition to the uses set forth as prohibited, the following uses are specifically prohibited in this district:~~

~~1.— Bed and breakfast~~

~~2.— Commercial uses larger than 20,000 SF~~

~~3.— New Dwelling, duplex and Single Family dwelling unit attached and detached~~

~~D.— Center Residential Low (CR-L)~~

~~In addition to the uses set forth as prohibited, the following uses are specifically prohibited in this district:~~

~~1.— Bed and breakfast~~

~~2.— Group residential~~

~~3.— Senior housing complex~~

~~E.— Eastside Mixed Use Core~~

~~In addition to the uses set forth as prohibited, all uses except commercial uses are specifically prohibited on the first floor in this district, except for lobbies for upstairs offices, apartments, and hotel rooms. The Director may permit other ground floor uses that activate the street frontage provided the ground floor height of 15 feet is met, the depth of ground floor space is provided up to 30 feet, and this space is constructed in a manner that can be easily converted at a future date to serve a commercial entity.~~

~~F.— Eastside Multi Use~~

~~In addition to the uses set forth as conditional or prohibited, the following uses are specifically prohibited in this district:~~

~~1.— Bed and breakfast~~

~~2.— New Dwelling, duplex and Single Family dwelling unit attached and detached~~

~~G.— Eastside Multi Use High Density Residential Overlay~~

~~In addition to the uses set forth as conditional or prohibited in the Multi Use zone, the following uses are specifically prohibited in this overlay district:~~

~~1.— Non-residential space over 15,000 SF unless part of a mixed use commercial-residential development.~~

~~H.—Eastside Multi-Use Residential Commercial Core Overlay~~

~~In addition to the uses set forth as conditional or prohibited in the Multi-Use zone, the following uses are specifically prohibited in this overlay district.~~

- ~~2.—Ground floor non-commercial use on a designated pedestrian-oriented street.~~

3.030 Existing Development and Uses

- A. **Purpose.** The establishment of new zones and design standards to implement the [ECSubarea](#) Plan resulted in the creation of nonconforming development and uses. This section defines how nonconforming developments and uses are to be updated to meet the [Eastside](#) Center design standards for street frontage, site design, and landscaping when incremental changes occur.
- B. **Applicability.** This section applies to all nonconforming development and existing uses in the [ECCenter](#). It supplements the standards and requirements for nonconformities in BMC 20.54.050 through 20.54.100.
- C. **Proportional Compliance.** Building additions, remodels, alterations, or other improvements to the existing structure or site will activate the requirement to make improvements to the nonconforming lot/building to reduce the extent of the nonconformity. The degree to which the standards are applied shall be evaluated on a project specific basis and related to the improvement proposed. Three different thresholds have been established to gauge how the standards described are applied to such projects:
- **Level 1 Improvements:** These include all exterior remodels, building additions, and/or site improvements commenced within a three year period (based on the date of applicable permit issuance) that affect the exterior appearance of the building/site and/or increase the building's gross floor area by up to 50 percent. The requirement for such improvements is only that the proposed improvements meet the standards and do not lead to further nonconformance with the standards. For example, if new windows are proposed to be installed, the project should address standards related to window transparency and weather protection (if located on a designated street frontage). The Director shall determine the type, location, and phasing sequence of proposed proportional compliance.
 - **Level 2 Improvements:** These include all improvements commenced within a three-year period (based on the date of applicable permit issuance) that increase the building's gross floor area by more than 50 percent, but not greater than 100 percent. All standards that do not involve repositioning the building or reconfiguring site development shall apply to Level II Improvements. The Director shall determine the type, location, and phasing sequence of proposed proportional compliance.
 - **Level 3 Improvements:** These include all improvements commenced within a three-year period (based on the date of applicable permit issuance) that increase the building's gross

floor area by more than 100 percent. Such developments shall conform to all applicable standards.

E. Any legally established single-family structures or duplexes that exist are allowed to continue, subject to the following provisions:

1. Single-family uses or duplexes may expand up to 25 percent of their square footage; except that expansion may not occur if it is necessary to purchase additional property. The expansion shall meet the development standards of the zone such as setbacks, lot coverage and building height.
2. No additional dwelling units may be added.
3. Structures may be rebuilt after a fire or other disaster to original dimensions unless a health or safety impact would occur. Once converted to another use permitted by the zone the single-family use shall cease.

~~3.040 Zoning Districts within Study Area~~

~~Exhibit 12 depicts the location and extent of land use zones within the Eastside Center Subarea. The interpretation of the zoning district boundary shall be consistent with BMC 20.40.100.~~

- ~~1. The overlay districts follow designated property boundaries, provided that the Director may extend the overlay: To properties across a street to create a consistent pattern of uses and development types on facing block fronts.~~
- ~~2. To abutting parcels to allow for a reasonable transition of land uses and allow for mixed use, residential, and economic opportunities consistent with the Eastside Center Vision.~~

3.050

3.040 Dimensional and Development Standards

The purpose of this section is to ensure that site development is accomplished in a manner that is compatible with neighboring uses, while providing flexibility.

3.050.10 Dimensional and Development Standards Matrix

Minimum site development standards apply as shown in ~~Exhibit 13~~ Exhibit 13. The base standards represent the maximum standards if no incentives are provided. The maximum standards here represent the additional development capacity allowed when incentives are provided.

In addition to the standards below, the development provisions related to block frontage and street typologies in section 4.080 -4.120 will also apply.

Exhibit 13. Dimensional and Development Standards

Standards	Center Residential – High (CR-H)	Center Residential – Low (CR-L)	Eastside Mixed Use Core <u>(MUC)</u>	Eastside Multi-Use <u>(MU)</u>
Minimum Ground floor height (feet)	15'	10'	15'	15'
Base Height (feet)*	35'	25'	35'	35'
Maximum Height (feet)	65'-55' except for sites over 43,560 SF in lot area may be 75'.	35'	65'	65'
Minimum FAR	--		0.45	0.45
Base FAR	--		1.0	0.75
Maximum FAR	--		1.5	1.5
Minimum Density (du/ac)	20	6	15	15
Base Density (du/ac)	40	20	40	25
Maximum Density (du/ac)	60	30	50	40
Maximum Building Coverage (% site)	70%	70%	70%	70%
Maximum Impervious Coverage (% site)	80%	80%	80%	80%
Front Street Setback	10'	10'	0	0
Min Side Setback	5'	5'	0	5'
Min Rear Setback	0'	0'	0	0
Transitional Setback	15'	15'	15'	15'
Ground-floor Retail	NA	NA	Required	NA

3.040.20 *Parking Requirements*

A. Parking rates shall apply in accordance with Exhibit 14, unless a parking reduction is granted per subsection C.

Exhibit 14. Parking Standards

Use	Unit of Measure	Stalls per Unit
Residential	Dwelling unit	1
Senior housing complex	Dwelling unit	0.5
Assisted Living	Dwelling unit	0.33
Nonresidential uses	per 1,000 GSF	Minimum 1 space
Ground floor commercial space	First 3,000 square feet	Exempt from off street parking requirements

B. Office, residential, institutional, retail, and education uses are required to provide bicycle parking pursuant to the following standards:

1. Ratio.

- One space per 10,000 nsf for nonresidential uses greater than 20,000 nsf.
- One space per every 10 dwelling units for residential uses.

2. Location. Minimum bicycle parking requirement shall be provided on site. Smaller multi-unit housing, such as townhouses or 4-plexes without garages are not required to have standalone bike parking structures.

3. Covered spaces. At least 50 percent of required parking shall be protected from rainfall by cover.

4. Racks. The rack(s) shall be securely anchored and a bicycle six feet long can be securely held with its frame supported so the bicycle cannot be pushed or fall in a manner that will damage the wheels or components.

5. Size Requirement. Each required bicycle parking space shall be accessible without moving another bicycle.

C. The Director may grant a parking reduction to vehicle parking in the following cases:

- Remodel, expansion, or alteration of existing structure may receive a reduction of up to ten (10) spaces.
- Provision of the proposal installs common bicycle storage room or other bicycle storage

space inside the structure with convenient access from street for use by all residents may receive a reduction up to 25%. This should provide a minimum of 10 spaces for bicycles in a highly visible, safe, weather-protected and convenient location, emphasizing user convenience and theft deterrence.

- For residential developments over 10 units, participation in a carshare program that includes dedicated car sharing spaces up to a maximum reduction of 20%.

D. Drive-Through facilities are allowed, provided the following conditions are met:

- Drive-through facilities are limited to one drive-through lane per establishment;
- Drive-through facilities must have a primary customer entrance and cannot provide customer service exclusively from a drive-through or walk-up window;
- Drive-through facilities shall be designed so that vehicles, while waiting in line to be served, will not block vehicle or pedestrian traffic in the right-of-way;
- Drive-through lanes shall only be placed parallel to a road if separated by a distance of 30 feet, or if fully screened by a 15-foot landscape setback with a designed landscape berm (six feet high at center of berm in 15-foot landscape setback) or three-and-one-half-foot decorative masonry wall;
- Drive-through lanes oriented perpendicular to a public right-of-way shall include landscape screening to shield headlights from shining directly into an abutting or adjacent street right-of-way.

E. Where a development provides structured or underbuilding parking the structure is allowed an additional 10' in height above the base (but to never exceed the maximum height limit of the zone).

3.040.30 *Common and Private Open Space Standards*

A. Common Open Space Sizing and Dimensions

1. Each mixed-use or residential development shall provide a common open space sized based on 100 square feet per dwelling unit. Common open space means an open air area intended for ~~use~~ by all residents, guests, employees or patrons of a site and may include lawns, gardens, squares, ~~plazas~~ plazas, ~~courtyards~~ courtyards, terraces, barbecue and picnic areas, games court or multi-~~use~~ recreational areas, and other types of ~~built space~~ built space.
2. Space shall have a minimum dimension of 20 feet in any direction to provide functional leisure or recreational activity. This dimension can be adjusted by the Community Development Director based on site conditions such as topography or irregular lot geometry.

B. Common Open Space Design

1. The space shall be oriented to receive sunlight.
2. The common open space may include multi-use stormwater detention facilities, if the SEPA Responsible Official determines that the facilities are designed to function as ~~common open space~~common open space by providing an enhanced nature or visually aesthetic design.
3. The common space shall be designed to ensure that the ~~open space network addresses Crime Prevention Through Environmental Design (CPTED) principles~~open space network addresses safety and crime prevention such as security and surveillance from residential units. Common recreational spaces shall be located and arranged to allow windows to overlook them.
4. No more than thirty five (35) percent of the open space area may be covered by a ~~structure~~structure. The space must be accessible from the dwelling units. The space must be oriented to encourage activity from local residents. Rooftop amenities accessible to all dwelling units can be counted as common open space.

C. Private Open Space: In addition to providing the open space in (a) of this item, each

dwelling unit shall have a private open space, at a minimum of 48 square feet with a minimum width or depth of 6 feet. Private open space includes individual decks, balconies, or patios.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

Crime Prevention Through Environmental Design (CPTED) is an urban design practice that seeks to reduce crime in public spaces, commercial zones, and residential areas through specific design features. There are three main CPTED strategies—Natural Surveillance, Access Control, and Territorial Enforcement.

Natural Surveillance is a strategy of improving visibility around a property to deter burglary and other crimes. Examples include:

Lighting alleys and parking areas

Trimming hedges and trees

Using low fencing

Keeping street views from windows unimpeded

Access Control tactics establish defined entry and exit points for public spaces, businesses, and homes. This is meant to prevent crime by improving visibility and increasing traffic volumes in key areas. Examples include:

For public spaces and businesses, using a single doorway or gate for entrance

For open spaces, using low fencing to enforce single entry points

Avoiding recessed doorways, long hallways, and double doors for interior public spaces

Territorial Enforcement activities demonstrate that a community has a sense of ownership over its built environment. This strategy seeks to deter crime by signaling that a neighborhood is vibrant and well cared-for. Examples include:

Maintaining landscaping and planting trees

Providing amenities, such as seating and activities, in public spaces

Hosting public events in common areas

3.040.40 Shoreline Open Space Standards

Development subject to the City's Shoreline Master Program that provide a shoreline promenade of 12' width extending the full shoreline frontage of the subject property beyond minimum required will be allowed an additional 10' in height above the base (but to never exceed the maximum height limit of the zone).

3.040.50 Plaza

Where a development provides a plaza open to public of 2,000 square feet beyond minimum required by the minimum required in design standards or guidelines will be allowed an additional 10' in height: above the base (but to never exceed the maximum height limit of the zone).

3.040.55 Sign Standards

Development applications shall comply with BMC Chapter 20.52, Sign Standards.

3.040.60 Environmental Standards

The critical areas regulations in BMC 20.14, Critical Areas, and Bremerton Shoreline Master Program policies, shall apply.

3.040.65 Design Guidelines

Development applications shall be subject to design guidelines in this Subarea Plan.

3.040.70 Landscaping Standards

Development applications shall comply with BMC Chapter 20.50, Landscaping, and the design guidelines of this Subarea Plan.

3.040.75 Special Development Standards

Unless superseded by this Subarea Plan and Code, development shall comply with the following standards in BMC 20.46.

~~30.060~~3.050 Incentive System

- A. Development applicants may request approval of maximum heights, maximum floor area ratios, or parking reductions specified in above subsections when consistent with the following incentives and when documenting incentives are provided in accordance with subsection
- B. Exhibit 15 below illustrates the percentage increase in height, FAR, or density above the base allowances, and the percentage parking that may be reduced. In no case shall the maximum standards be exceeded. For example, the ~~EG-GCCR-H~~ zone allows a base height of ~~55~~35 feet and a maximum height of 75 feet. If development provides underbuilding parking 50% of the height increase can be achieved, or up to ~~65~~55 feet. If a development also provides green stormwater retrofits above the standard requirements such as in recommended green infrastructure improvements in this plan, another 50% of the incentive or another ~~40~~20 feet is allowed up to 75 feet.

Exhibit 15. Conceptual Incentives Table – Increase between Base Allowance and Maximum Allowance

Incentive Category	Applicable Zones	Land Uses	Maximum Height	Maximum FAR	Maximum Density
Green stormwater retrofits that provide water quality benefits beyond standard requirements by code	All	Zone Uses	50%	50%	50%
Intergenerational Housing designed for Students and Seniors	All	Zone Uses	100%	100%	100%
Income-restricted units*	All	Zone Uses	50%	50%	50%
Flexible structure or space that features seasonal and temporary activations of public space across a variety of uses that appeal to people of all ages and backgrounds. Examples include farmers markets, food truck parking, and outdoor dining areas.	Multi-Use Residential-Commercial Core Overlay	Zone Uses	50%	50%	50%
Higher density, multi-unit housing such as apartments, fourplexes, townhouses or other higher density housing types that support walkability, local-serving retail, and public transportation options	Multi-Use High Density Residential Overlay	Residential	50%	50%	50%
Rental or ownership housing affordable to households with incomes between 51-80% of the area median income (AMI).	Multi-Use High Density Residential Overlay	Residential	50%	50%	50%
Work-live developments designed to accommodate both business and residential uses in the same area.	Multi-Use High Density Residential Overlay	Zone Uses	25%	25%	25%

*Income restricted housing is subsidized housing or affordable housing available for people earning at or below 50% of Bremerton/Silverdale area medium income. This is supported in the EC give the access to jobs and planned transit in the area. **.

C. Documenting Incentives. Applicants shall provide:

1. A narrative describing the nature of the incentive and how it is incorporated into the development. This should include illustrations, architectural sketches, photos, or drawings to assist in understanding and visualizing the design and use of the completed proposed development.
2. A site plan demonstrating the location of the implemented feature for physical improvements.

30.070 Small Business and Occupation Tax Exemptions Incentives

The Bremerton business and occupation tax (B & O tax), or gross receipts tax, is applied to the gross revenue that businesses earn within the city. It is measured on the value of products, gross proceeds of sales or gross income the business receives. For Ground floor micro enterprises, small businesses engaged in production activities and *Bremerton-based local small businesses within the Eastside Multi-Use Innovation and Entrepreneurial District Overlay, the first \$330,000 will be able to avail of taxable gross revenue the existing exemption under BMC 3.48.050 (2) which specifies that you earn the gross receipts tax imposed in Bremerton is exempt this section shall not apply to any person whose gross proceeds of sales, gross income of the business, and value of products, including by-products, as the case may be, from Bremerton B & O tax. Applicants should provide appropriate documentation along with the all activities conducted within the City during any calendar year is equal to or less than sixty thousand dollars (\$60,000) ("tax filing form consistent with BMC 3.48-exemption").

Applicants should provide appropriate documentation to show the scale of the business.

**This includes businesses moving within the center, businesses moving from home occupations to more formalized settings or businesses moving from anywhere within the city of Bremerton to the center.*

4. Block Frontage and Urban Design Framework Development Standards

4.010 Purpose & Applicability

- a) Purpose/Intent. This section identifies a hierarchy of block frontage types, sites that warrant special design treatment, and future vehicular and/or pedestrian connections that need to be implemented with future development. It also includes standards for the various block frontage types. The intent of the local street grid is to introduce a public right-of-way system that improves mobility by increasing access for local vehicular and pedestrian traffic throughout the Eastside Center. Eastside Center's circulation system includes streets, sidewalks, and multi-use paths. This system is a key element in site design and provides connectivity on and off-site. All standards shall be in accordance with BMC Title 11 with the following additions and/or revisions as detailed in this Section.
- b) Where Required. The block frontages and urban design framework applies to all development within the entire center. For additions, remodels and site improvements associated with them see the Existing Conditions section. The City may approve modifications to the local street grid to respond to specific site conditions, property ownership, and phasing considerations; provided, that the modified local street grid satisfies the intent of this section and meets the applicable standards below.

4.020 Applicable Standards

- 1. **Street Grid.** New and redevelopment must demonstrate the plan supports and accommodates the expansion of the public street grid to improve circulation for vehicles, pedestrians, and bicyclists. A circulation plan must be submitted for review by the City as part of any development permit in the Eastside Center unless waived by the City upon finding the project will not impact circulation or the enhancement of the public street grid.
- 2. **Private Streets.** Private streets shall only be permitted when the City has determined there is no public benefit for circulation in the Eastside Center. All private streets must be constructed to public standards.
- 3. **Block Size.** The maximum block size is 400' ~~and the maximum distance permitted between public streets (is also 400'? This sentence feels incomplete)-()~~. New public street alignments shall be consistent with the preferred street typologies map. The City may approve modifications to the street alignments and waive the 400' maximum block size to take advantage of existing travel corridors, the location of utilities, and required improvements.

4. **Mid-block Connections.** A minimum 20' wide mid-block connection shall be provided at the midpoint along each block face or every 200' to 400' with spacing to be determined by the Director based on topography, feasibility regarding existing and proposed buildings, and connections to abutting properties. The mid-block connections shall be designed to accommodate pedestrian use and be free from permanent obstructions. **Mid-block connections can be through buildings provided walkways are located and designed for public access, with clear sight lines for safety, and have a minimum width of 12'.**
5. **Street Sections.** The typical street sections provided in the Streetscape chapter below are the minimum requirements for the design of public streets. The City may approve modifications to the typical street section based on localized conditions and adjacent land uses. Modifications may include adding or removing on-street parking, wider sidewalks, loading zones, bicycle facilities, and transit accommodations.
6. **Building Articulation.** Building facades longer than 120' will need articulation to create variety in the streetscape experience and support human-scale design. Buildings with nonresidential uses on the ground floor shall include articulation features every 50 feet (maximum). The City may approve modifications to this requirement based on site specific conditions including parcel ownership and configuration. Multifamily buildings shall include articulation features at intervals that relate to the location/ size of individual units within the building, or no more than every 30 feet, to break up the massing of the building and add visual interest.

4.030 Block Frontage and Street Typologies

[Exhibit 16](#) indicates the typologies of streets within the Eastside Center. This includes Pedestrian Oriented Streets, Signature Roads, Shared Use Streets, Neighborhood Streets and Signature Street Corners. These public improvements to streets are complemented by development frontage improvements required as a condition of development. Development improvements may include both regulatory standards for private properties such as use, landscaping and setback requirements as well as requirements to for improvements to sidewalks and planting strips along the properties' fronts. Capital street improvements are illustrated in street sections that follow and development standards specific to street typology are described after the street sections.

Specific recommendations for public transportation and access improvements include:

- A realignment of Wheaton Way north of Callahan Drive to intersect Sheridan Road near Spruce Avenue
- Bicycle improvements on Wheaton Way
- A bicycle lane on Clare Street to connect bicycle circulation from northbound 303 to the Bridge to Bridge Trail on Lebo Boulevard and Campbell Way.
- Conversion of Campbell Way to a low speed "shared street" that mixes bicycle, pedestrian, and vehicle access in a safe environment.
- Striped bicycle lanes on Callahan Drive and a safe non-motorized vehicle route as part of the

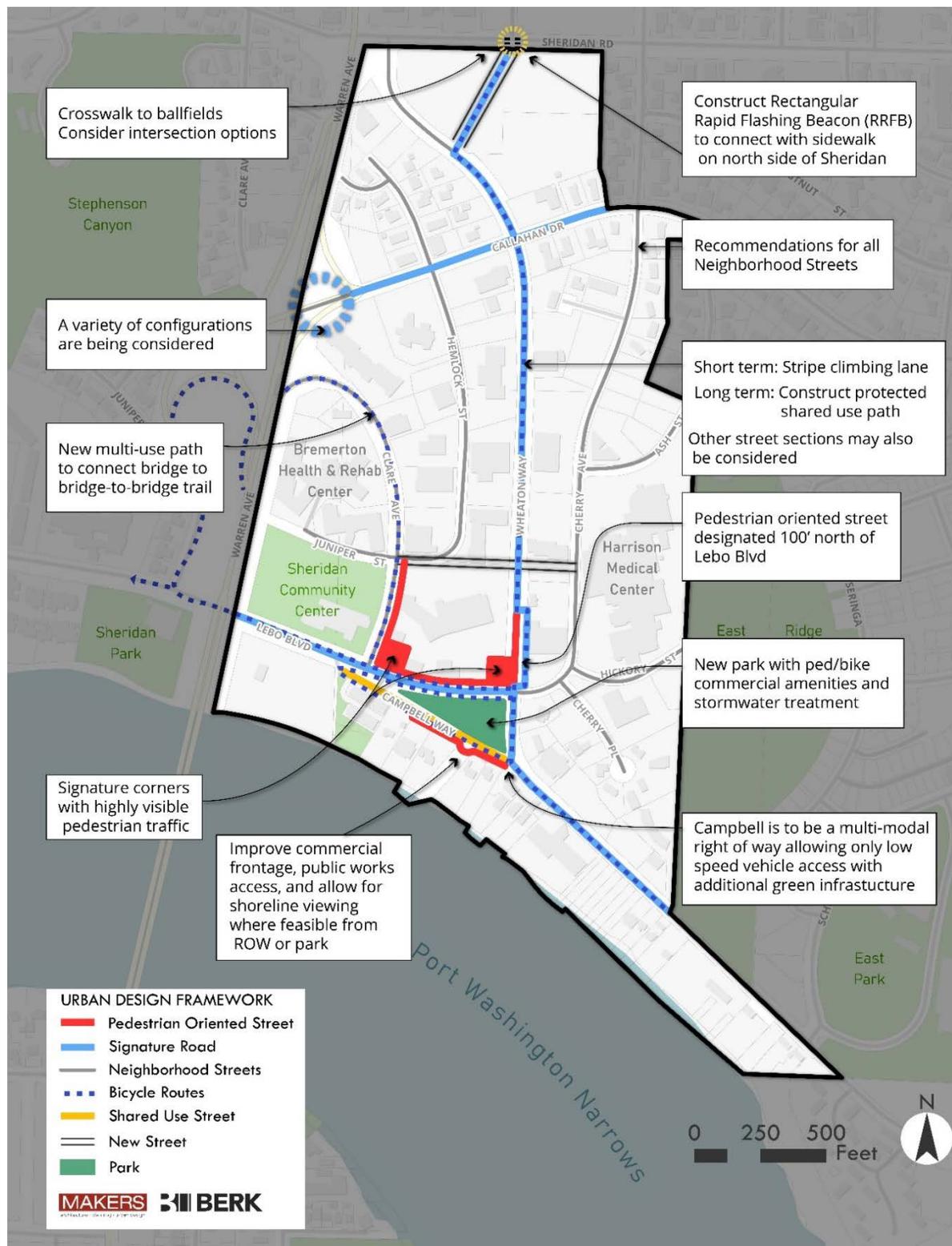
proposed intersection improvements at SR 303.

- A new roadway along the Juniper Street alignment connecting Clare Street to Cherry Avenue
- A new pedestrian/bicycle pathway connecting Cherry Avenue to Wheaton Way roughly in the vicinity of Ash Street

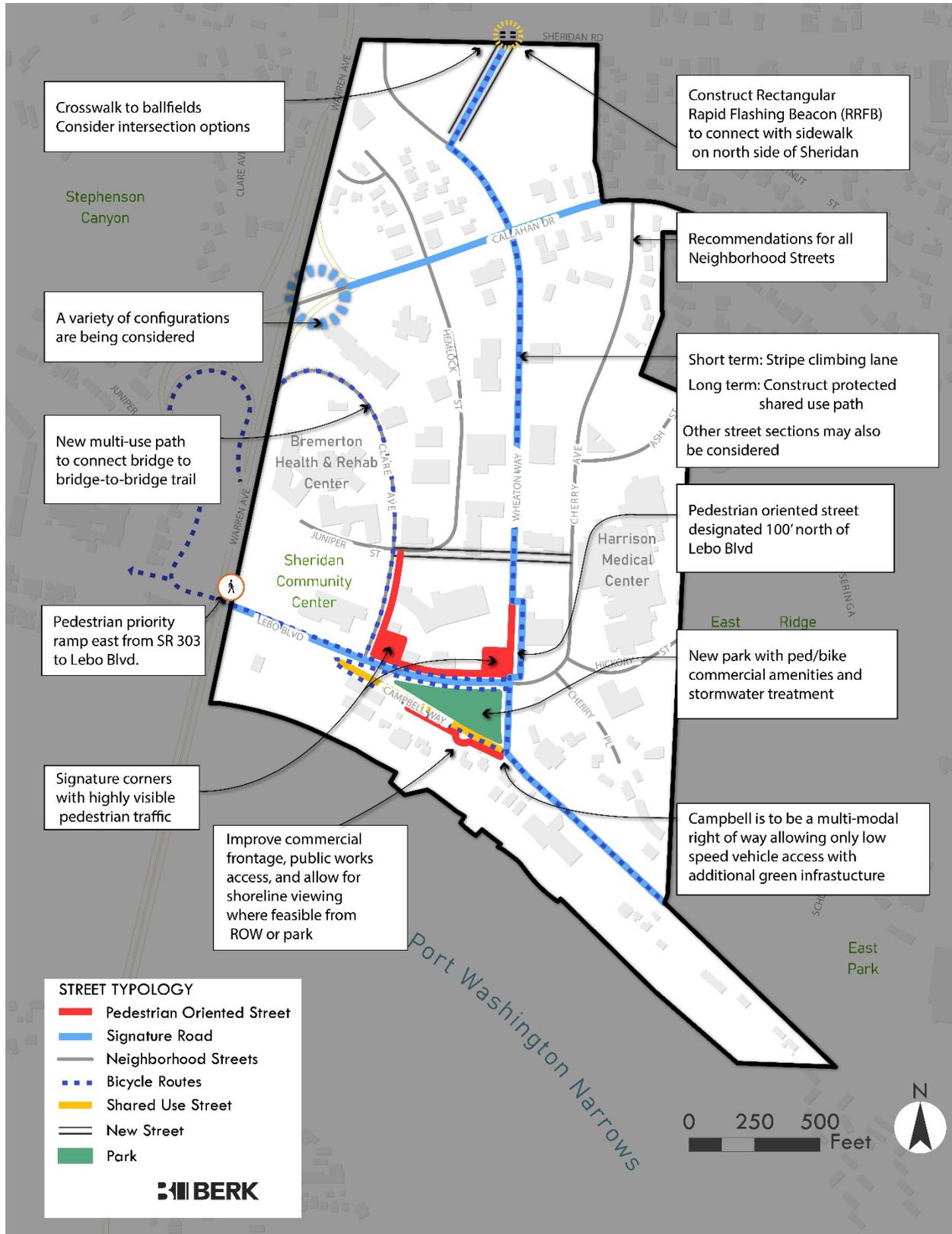
Recommended street front requirements include provisions for the following street types:

- Pedestrian Oriented Streets: Standards that emphasize pedestrian oriented circulation, amenity and attractions that require non-residential ground floor uses, pedestrian oriented facades and parking restrictions plus sidewalk and streetscape standards.
- Signature Streets: Standards to ensure that the subarea's high visibility streets are attractive that address building façade character, landscaping and parking location plus sidewalk and streetscape improvements.
- Shared Use Streets: Standards to ensure a low speed, non-motorized focused street.
- Neighborhood Streets: Standards to ensure that multi-use and residential areas feature attractive and accessible streetscapes that require inviting entries, attractive landscaping plus sidewalk and streetscape standards.
- Signature Street Corners: Requirements to highlight prominent intersection corners by prohibiting parking, encouraging access, and requiring a prominent architectural element, artwork, or other feature.

Exhibit 16. Block Frontage and Street Typologies Map



Attachment I
Center Subarea Plan: Harrison Village
 Eastside CenterHarrison Village Zoning & Development Regulations



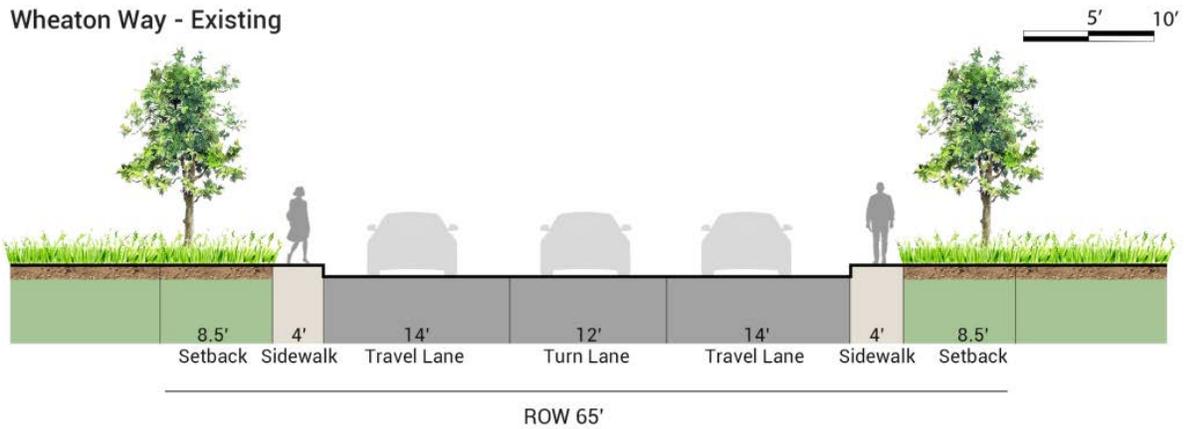
Source: Makers, 2020.

4.040 Wheaton Way

Wheaton Way is an important bike route as well as the spine of the Subarea. To identify feasible measures that improve bicycle access and safety, the alternative lane configurations illustrated below were explored. Some involve restriping lanes while others include some construction of engineering systems.

Of the three lane alternatives shown, the least expensive is alternative 1. This option would allow a north-bound climbing lane on the east side of the street. As the diagram indicates the current 40 feet curb to curb configuration could be restriped to 3-11' lanes with a 7 feet bicycle lane. The south-bound lane would feature a sharrow under this option. This configuration could be enhanced by converting the western most 6' of the roadway into a planting strip separating a 13-1/2' multi-use trail from traffic. The multi-use pathway would be 2-way for both pedestrians and cyclists according to NACTO standards. Typical dimensions and characteristics of multi-use pathways are provided in the Multiuse Pathway section. It appears that one viable option for upgrading Wheaton Way as a Signature Roadway for the area would be to stripe a bike lane as shown in Alternative 1, and when funds are available, add the multi-use trail improvements on the east side of the street as in Alternative 4.

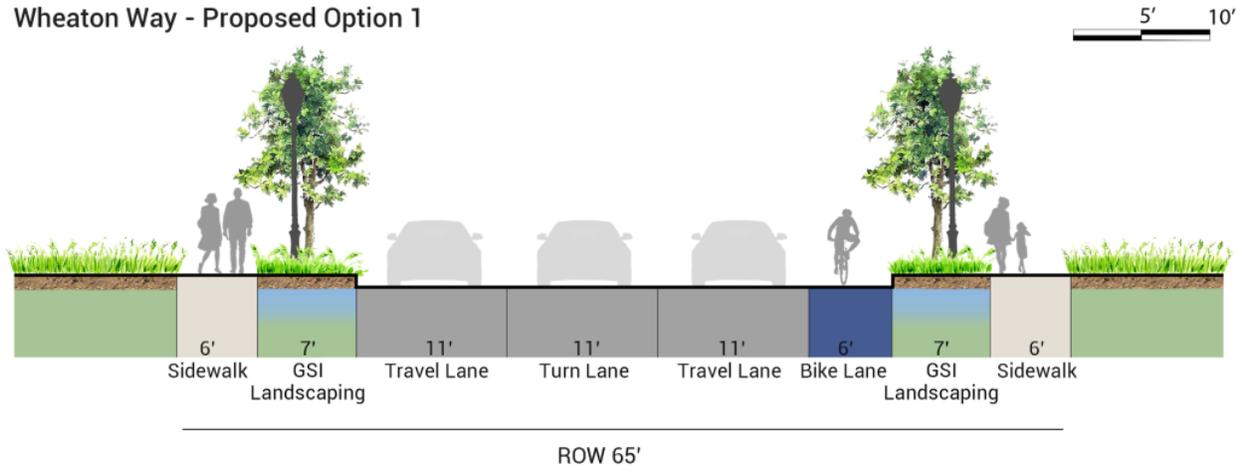
Exhibit 17. Wheaton Way Existing Conditions



Source: Makers, 2020.

Exhibit 18. Proposed Option 1

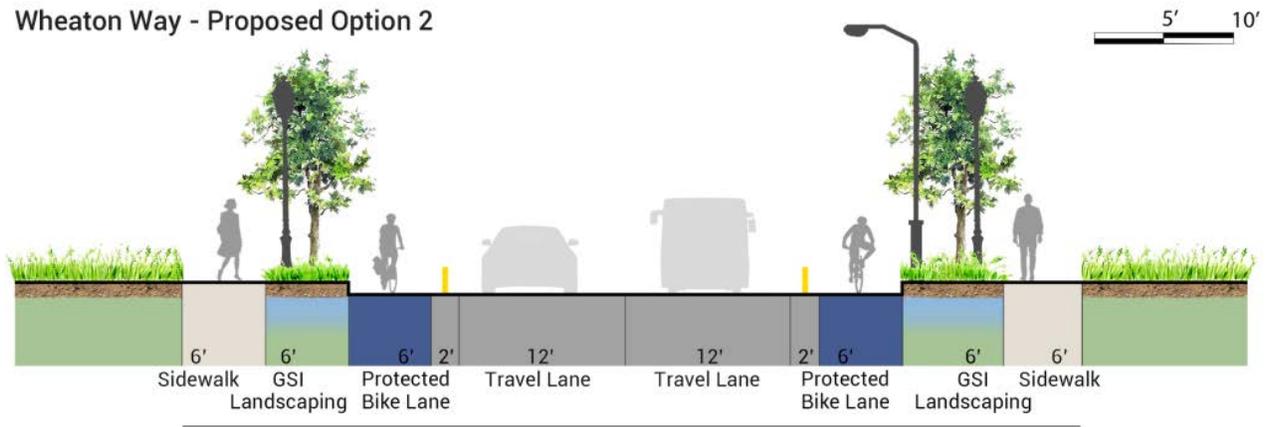
Wheaton Way - Proposed Option 1



Source: Makers, 2020.

Exhibit 19. Proposed Option 2

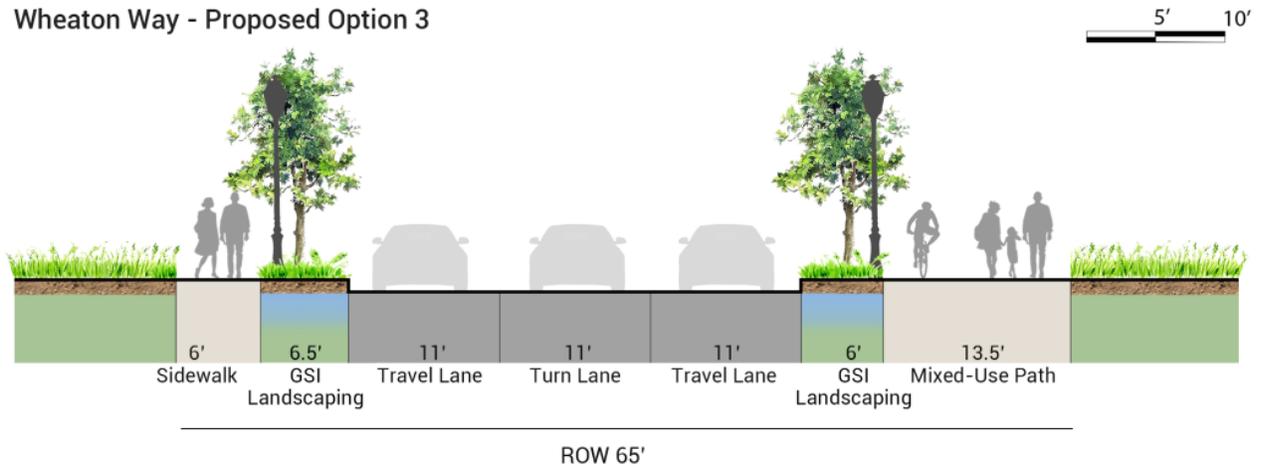
Wheaton Way - Proposed Option 2



Source: Makers, 2020.

Exhibit 20. Proposed Option 3

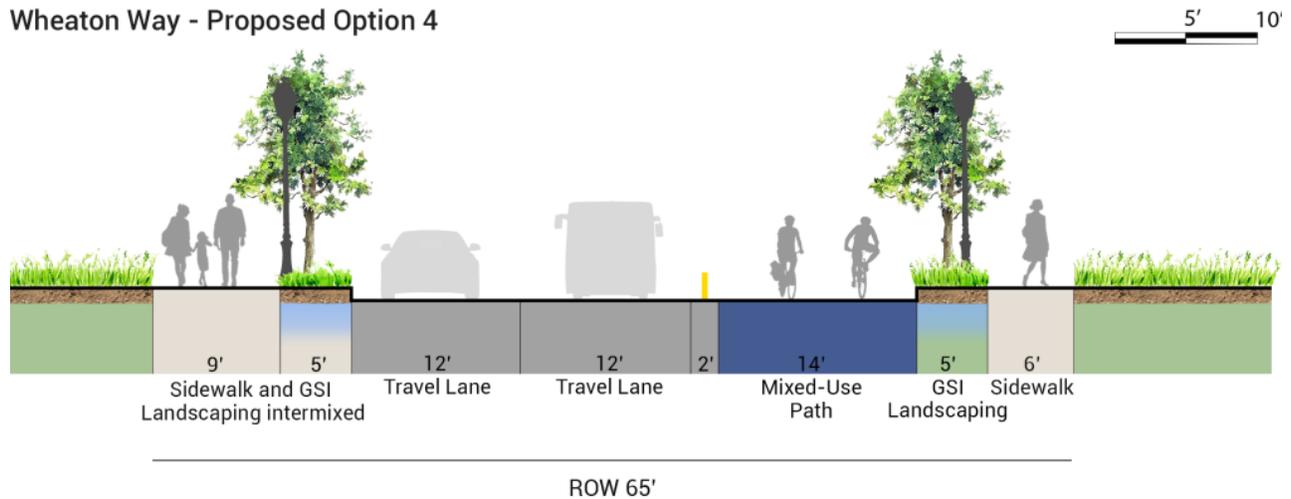
Wheaton Way - Proposed Option 3



Source: Makers, 2020.

Exhibit 21. Proposed Option 4

Wheaton Way - Proposed Option 4



Source: Makers, 2020.

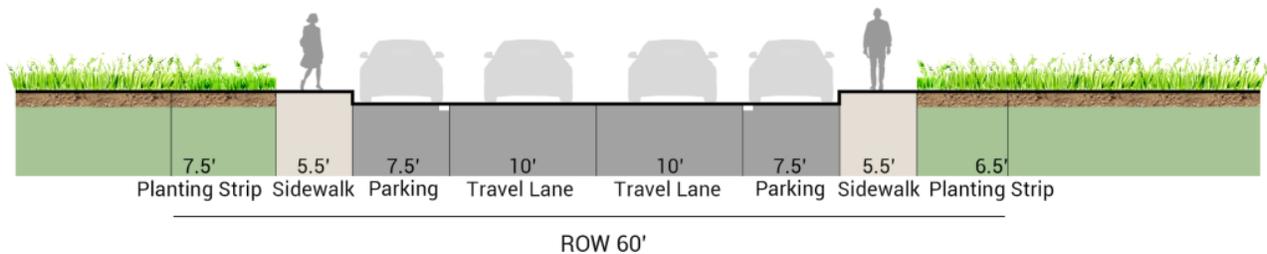
Note: All street section studies were done without the benefit of accurate survey or as-built information regarding current conditions. Therefore, they represent only the most preliminary alternatives to be further studied. However, some interesting options arose so very preliminary recommendations are presented for each street. Green Stormwater Infrastructure (GSI) was identified as a priority amenity for these streets and therefore has been included in many of the preliminary recommendations.

4.050 Callahan

East of the SR 303 ramps Callahan Drive features a 60 feet ROW and a roughly 35 feet curb to curb cross section with two travel lanes and no on-street parking. This pavement width and configuration will allow two 5 feet wide bicycle lanes. The challenge is that west of Hemlock Street, the pavement narrows to fit two travel lanes under the SR 303 overpass. Because of the narrow width and the sight lines from the ramps, this section may be hazardous for cyclists.

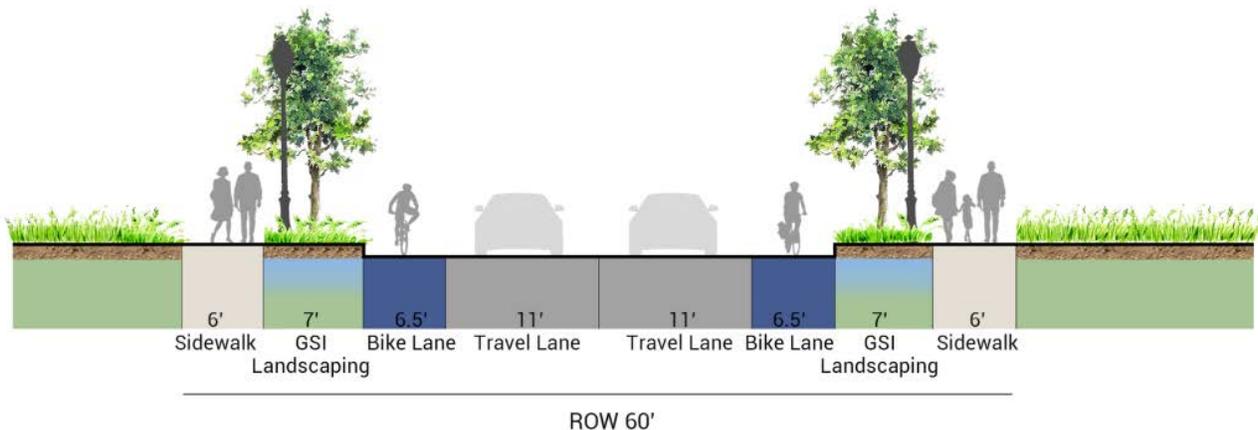
The City's Public Works department is currently evaluating options for an upgraded intersection between Callahan Road and SR 303. The upgraded intersection design will include safe, convenient east-west bicycle connections so this problem will be alleviated. Additionally, the revised intersection should include a connection between the bicycle lanes on Callahan and the path on Clare Street. [To be updated based on SR 303 intersection details.]As design details and implementation, including the addition of a potential roundabout are worked out, the longer term section on Callahan can include a 13' two-way protected bike lane on the north side with the section proposed below as an interim profile.

Exhibit 22. Callahan Drive - Existing



Source: Makers, 2020.

Exhibit 23. Callahan Drive - Proposed



Source: Makers, 2020.

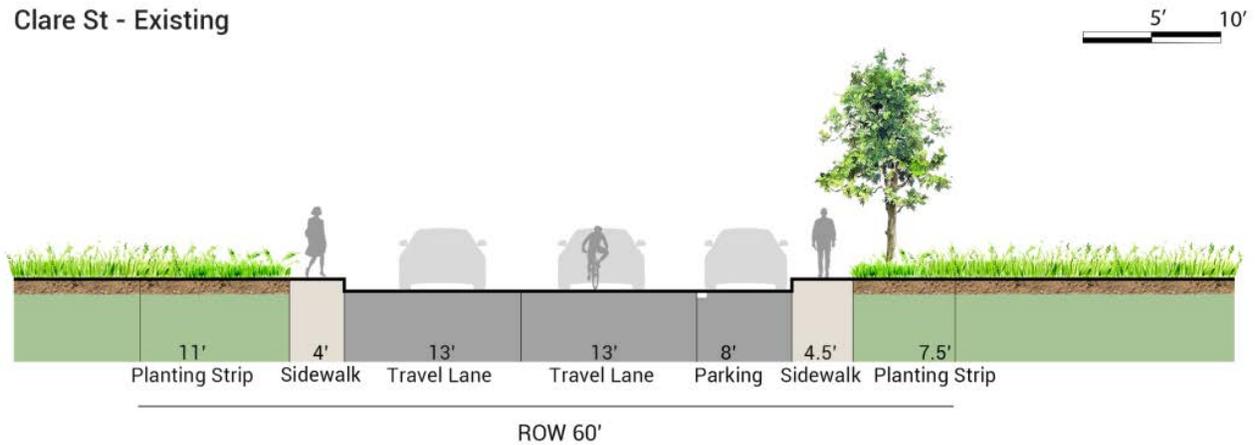
4.060 Clare

The primary objective on Clare street is to connect the north-bound bicycle lane coming off the SR 303 bridge to the Bridge to Bridge Trail running along the north side of the Inlet. Clare Street provides an excellent opportunity to accomplish this vital connection. At a minimum, the 40' existing curb to curb street cross section could be restriped to allow 2-11 feet travel lanes, a 7 feet parking lane on the east side of the roadway and an 11 feet wide 2-way protected "cycle track" on the west side. If parking on both sides can be reduced, then landscaping and additional pedestrian space can be added.

[Exhibit 26](#) shows existing bicycle movement onto and off of the 303 corridor.

Exhibit 24. Clare Street Existing Conditions

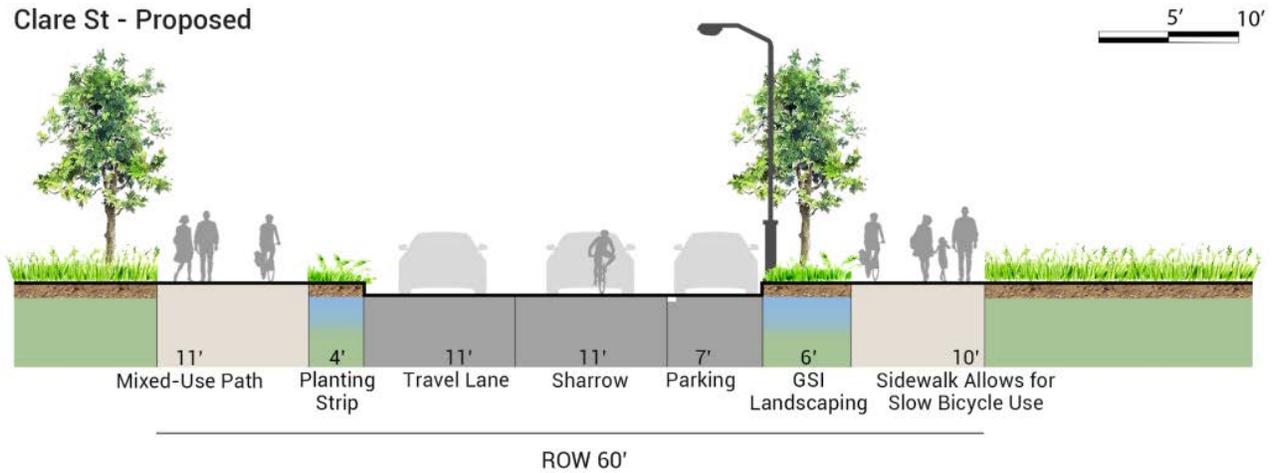
Clare St - Existing



Source: Makers, 2020.

Exhibit 25. Clare Street Existing Conditions

Clare St - Proposed



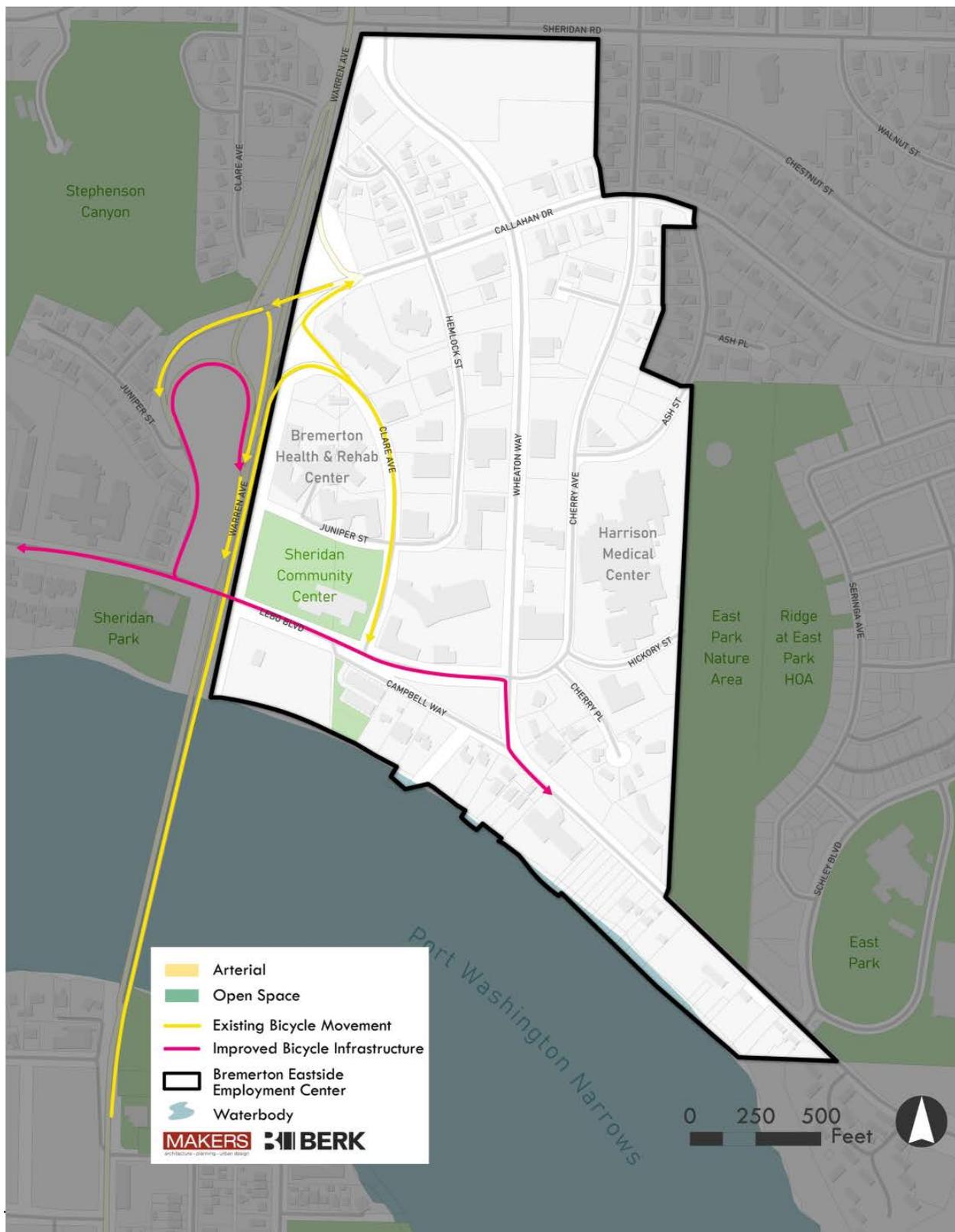
Source: Makers, 2020.

The diagram illustrates the SR 303-to-Clare connection showing why the west side south-bound bike lane. The right side proposes a section looking north providing a bicycle lane with shy distance



An example of a bike lane with shy distance

Exhibit 26. Existing Bicycle Movement onto and Off of the 303 Corridor



Source: Makers, 2020.

4.070 Campbell Way

While Wheaton and Lebo are major access points. Campbell Way will be a low speed, non-motorized focused neighborhood street. Campbell Way is proposed as a “Shared Street” that mixes pedestrian, bicycle, and local auto traffic. There have already been significant improvements to the right of way of Campbell, the western section of the roadway has recently been improved with new pavements and curbs, gutters, and sidewalks. Therefore the physical improvements required would focus on stormwater treatment and better utilization of the right of way. To keep speeds very low and avoid accidents, traffic calming elements such as bollards speed tables, chicanes, etc. are usually applied to Shared Streets. The intent of this proposal is to improve bicycle safety and amenity at this location as well as encourage commercial or mixed-use development – while protecting the privacy and comfort of residents living on the street. Shared streets are sometimes called “woonerfs” meaning “people streets” in Dutch. Pike Place in Seattle is an example of a shared street.

The proposal is to convert the 24 feet section to a two-way shared street with all modes occupying the same lanes. The near-term proposal is to close the street to vehicular through traffic but allow local access for residents, food trucks and other incidental uses. This could be accomplished with planters or bollards rather than larger constructed improvements. To provide for pick-up, drop off and other vehicular access, short term parking on selected sections of the northernmost 7 feet of the paved street is recommended. The gravel strip north of the pavement, where parking currently occurs, should be converted to green infrastructure landscaping. Undergrounding of overhead wiring and placement of conduit for future pedestrian lights should be considered with any improvements. The actual section could be narrowed to 20 feet clear (still allowing for emergency vehicle access) with bollards or planters. Or, the street could be upgraded with new development. Commercial development is envisioned along a small portion of the street near the storm water outfall. Here, the section might be widened for drop-off/pick-up and to integrate with development. No change is recommended to the recent improvements except, perhaps, traffic calming and intersection realignment near Lebo Boulevard.

Exhibit 27. Campbell Way Existing Conditions

West End



Re-purpose existing pavement to allow for pedestrian, low speed bicycle and very low level, local access only vehicle traffic only

Allow parking on new paving along north edge. Food trucks and other amenities are possibility.

Re-allocate gravel parking area for GSI infrastructure

East End



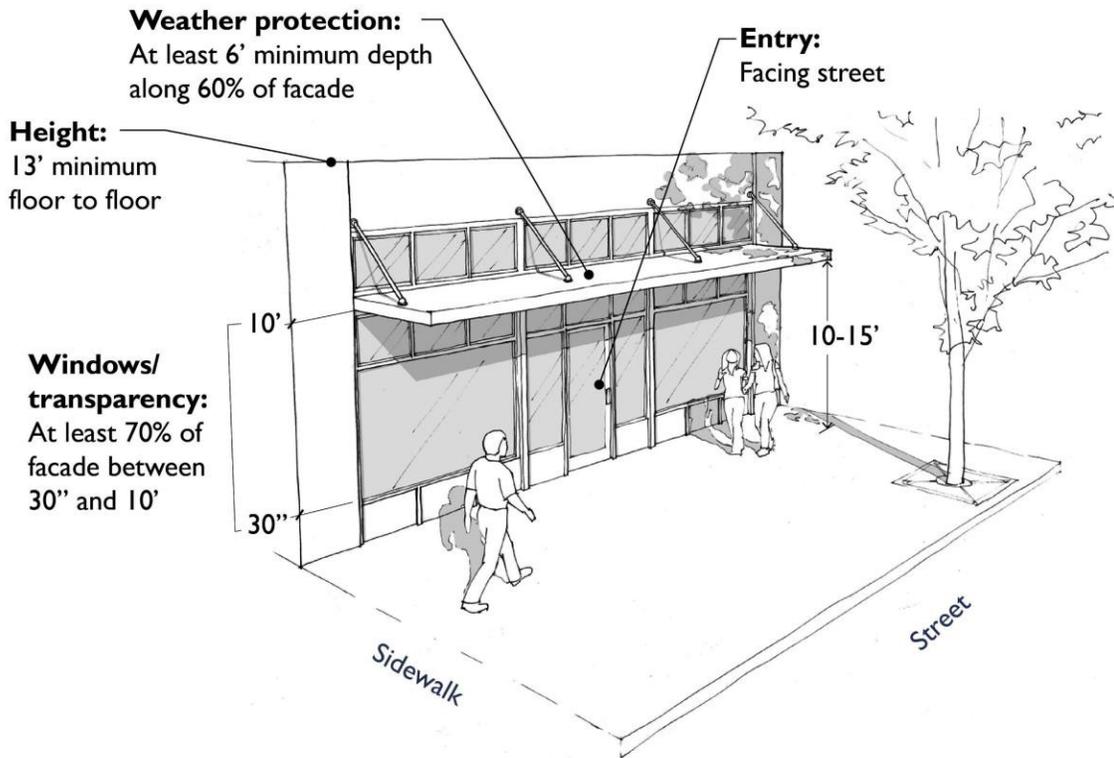
Encourage flexible use of remainder of improved ROW where no sidewalk exists

Consider pedestrian lights and under-grounding overhead wiring when improvements are constructed

Source: Makers, 2020.

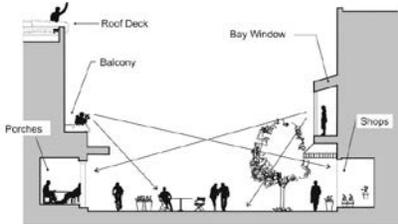
4.080 Pedestrian Oriented Streets

- a) Purpose/intent: Pedestrian-Oriented Streets are intended to be the most vibrant and activated areas in the subarea, with storefronts or other active ground floors that enclose the street to create the sense of an outdoor room.
- b) Vision



- c) Where required: Designated pedestrian-oriented streets include Lebo Boulevard from Clare Avenue to Wheaton Way, the east side of Clare Avenue from Lebo Boulevard to Juniper Street, and the West side of Wheaton Way from Lebo Boulevard to a point 100' north of the corner of the property at the intersection of Lebo Boulevard and Wheaton Way. See [Exhibit 16. Block Frontage and Street Typologies Map](#).
- d) Applicable Standards: The table below lists applicable standards for ground floor use, ground floor height, building placement, building entrances, façade and site planning, façade transparency, weather protection, parking and driveways, streetscape, and sidewalk width.

Element	Standards	Examples and Notes
Ground Floor Land Use	<ul style="list-style-type: none"> ▪ Active ground floors with pedestrian-oriented non-residential uses are required. Ground floors may include retail, restaurants, office, innovation spaces (e.g., “makers spaces” and small business incubators), galleries, sports clubs, spas, studios, hotel lobbies, and other commercial uses. ▪ The Director may allow entries for upper story residences and recreation or common rooms serving residents on ground floors provided that the facades adhere to the physical requirements above. 	
Ground Floor Height	<ul style="list-style-type: none"> ▪ 15’ minimum floor to floor 	
Building Placement	<ul style="list-style-type: none"> ▪ The ground floor shall extend to (abut) the property/right of way unless the setback from the curb required to achieve a 12’ wide sidewalk applicable. (For example, align the building along the right of way unless the resulting sidewalk area is less than 12’ wide from back of curb to the first-floor building wall at grade.) ▪ Up to 80% of a building front (measured parallel to the right of way line) may be set back up to 60’ from the right of way provided the setback is occupied by pedestrian oriented open space such as a plaza or landscaped area with public pedestrian access. Façades facing the open space must meet the ground floor façade requirements for building a Pedestrian Oriented Street. 	
Building Entrances	<ul style="list-style-type: none"> ▪ Must face the street. For corner buildings, entrances may face the street corner. 	 <p style="font-size: small;"> Landscaping between street and building Weather protection at least 5' wide over entrance Front entrance faces street Transparent windows facing the street 10' min. </p> <p style="font-size: small;"> Adding landscaping, a prominent entry and transparent windows to the street facing front of new development. </p>
Façade and Site Planning	Buildings directly facing pedestrian-oriented streets must adhere to the following:	

Element	Standards	Examples and Notes
Façade Transparency	<ul style="list-style-type: none"> ▪ Feature ground floor setbacks at least 12' from the face of curb. Upper stories may extend to the property/right of way line. ▪ Areas for outdoor displays or sales of large items are prohibited. Outdoor displays that are returned to the building's interior each day (e.g., sidewalk displays) are acceptable. ▪ At least 70% of ground floor between 30" and 10' above the sidewalk 	 <p>Active and transparent facades promote "Crime Prevention Through Environmental Design" (CPTED) principles including the concept of "passive surveillance" in which residents have views of common open spaces and service areas where residents typically use.</p>
Weather Protection	<ul style="list-style-type: none"> ▪ Weather protection at least 6' in average depth along at least 60% of façades. Retractable awnings may be used to meet the requirements. 	
Parking and driveways	<ul style="list-style-type: none"> ▪ Surface vehicle parking directly fronting, and ground floor structured parking directly adjacent to a Pedestrian Oriented Street is prohibited. ▪ All vehicle access shall be from another street or alley unless the City determines that there is no other way to provide safe vehicle access. ▪ Walkways, fences, lighting, signage, and landscape should clearly guide people and vehicles to and from the proper entrances. 	
Streetscape	<ul style="list-style-type: none"> ▪ Development must provide for improvements that adheres to the following streetscape standards: ▪ Provide a landscape strip - minimum 5 feet wide unless there is on- street parking directly adjacent to the curb or if the space is constrained and the City determines that trees in grates meet the intent of buffering pedestrians from the street and enclosing the street with trees. In these exceptions, a paved area must be substituted for the landscaped strip so that the sidewalk is at least 12' wide 	

Element	Standards	Examples and Notes
Sidewalk Width	<ul style="list-style-type: none"> ▪ The planting strip must include at least one street tree for every 30 feet of street front (average) and ground cover or shrubs conforming to the City's landscape standards. ▪ 8 feet minimum between curb edge and storefront (area includes clear/ buffer zone with street trees in grates) OR established historic pattern (whichever is more). 	

a) Alternatives to the above standards will be considered provided they meet the intent of the standards.

4.090 Signature Streets

a) Purpose/intent: This designation applies to high visibility streets that contribute to the visual character of the community and are important for the circulation through the area. The intent of the Signature Road designation is to add visual continuity and a sense of quality to the streetscape.

b) Vision:



[Image to be added here]

c) Where required: Designated Signature Streets include portions of Wheaton Way, Lebo Boulevard and Callahan Drive that are not otherwise designated Pedestrian-Oriented Streets. ~~See Exhibit 16. Block Frontage and Street Typologies Map.~~ See Exhibit 16. Block Frontage and Street Typologies Map and key map below:

e)d) _____

e)e) _____ Applicable Standards: The table below lists applicable standards for ground floor use, ground floor height, building placement, building entrances, façade and site planning, façade transparency, weather protection, parking and driveways, streetscape, and sidewalk width.

Element	Standards	Examples and Notes
Ground Floor Land Use	<ul style="list-style-type: none"> ▪ Uses should include Commercial, Residential, or other uses. 	
Ground Floor Height	<ul style="list-style-type: none"> ▪ 15' minimum floor to floor <u>ceiling</u> 	
Building Placement	<ul style="list-style-type: none"> ▪ Development setbacks should be as follows: ▪ Commercial and mixed-use buildings requirements: <ul style="list-style-type: none"> ○ Front maximum: 15 feet from the right-of-way. ○ Front minimum: Enough to allow for a 12-foot sidewalk/planting strip and planting area. ▪ Residential building requirements: <ul style="list-style-type: none"> ○ Front maximum: 25 feet (10 to 15 feet is preferred) ○ Front minimum: 10 feet unless the building features a pedestrian oriented facade. ○ Side: Zero-lot-line is encouraged in multifamily zones except where that would conflict with fire code and safety regulations. ▪ Exceptions: Departures from maximum setbacks may be allowed to preserve existing large trees, address grade changes or if the proposed site plan meets the Signature Road intent stated above. 	

Element	Standards	Examples and Notes
Building Entrances	<ul style="list-style-type: none"> ▪ Building entrances facing the street are preferred. Alternatively, building entrances facing pedestrian-oriented space, but visible from the street are permitted. ▪ Residential buildings on Signature Streets located within 30 feet of the ROW must feature a covered porch, stoop, or patio for individual unit entries (preferred), or a clearly recognizable, covered shared entry. 	 <p>A prominent, well-lit, and accessible building entrance facing the street is important</p>
Façade and Site Planning	<ul style="list-style-type: none"> ▪ For Commercial building facades facing the Street(s) and located within 15 feet of the ROW: ▪ Areas for outdoor displays or sales of large items (e.g., cars, RVs) are prohibited. Outdoor displays that are returned to the building's interior (e.g., sidewalk displays) are acceptable. ▪ Unpainted chain link fences are prohibited between the street and the building. ▪ For Residential buildings on Signature Streets located within 30 feet of the ROW: ▪ No garages or storage space along the front façade on the ground floor. ▪ Residential building facades on Signature Streets located within 30 feet of the ROW must feature: ▪ No garages or storage space along the front façade on the ground floor. 	
Façade Transparency	<ul style="list-style-type: none"> ▪ For Commercial buildings: at least 50% transparency on the ground floor façade between 3 and 8 feet above grade ▪ For Residential buildings: at least 15% transparency on the front façade 	
Weather Protection	<ul style="list-style-type: none"> ▪ For Commercial buildings: Weather protection at least 56 feet deep along at least 60% of street-facing façade. 	

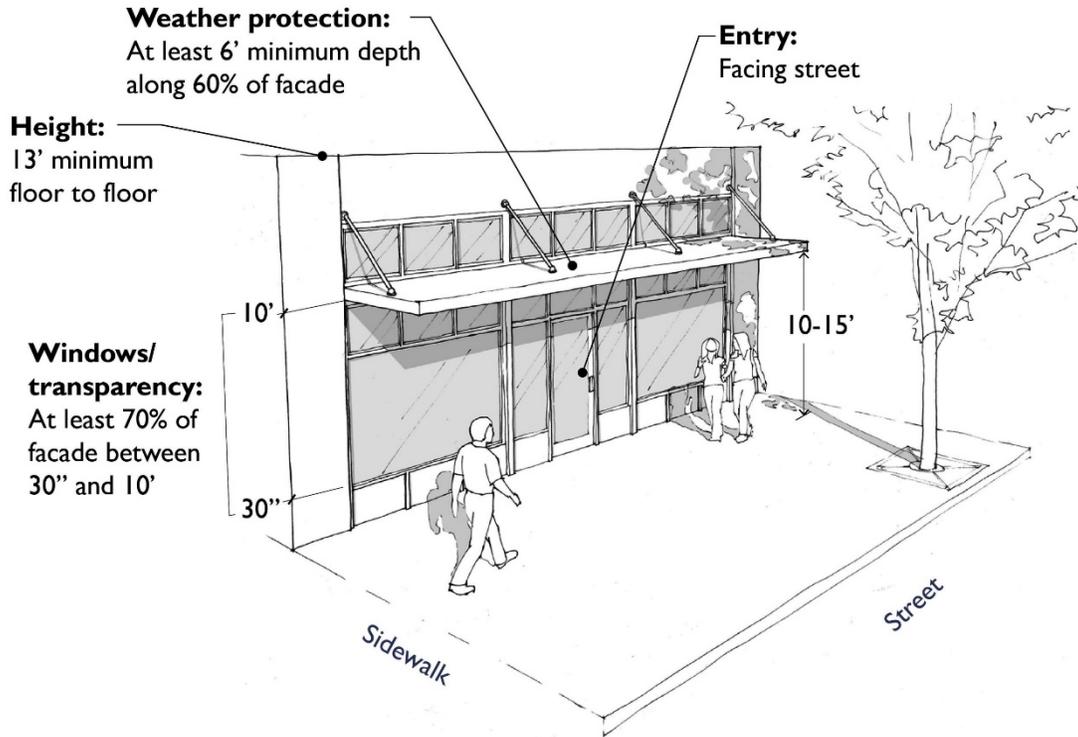
Element	Standards	Examples and Notes
Parking and driveways	<ul style="list-style-type: none"> ▪ For all other development: Weather protection at least 5 feet deep over primary entries. ▪ All parking for residential and non-residential uses must be located beside, behind, underneath, or above the ground floor use facing the street (i.e., no parking is allowed between the building and the street). Parking is limited to 50% of the street front as measured parallel to the street, or 65 feet, whichever is greater. All parking areas along the street must be screened. Access to parking and service areas must be from an alley or Neighborhood Street if one is available. ▪ Walkways, fences, lighting, signage, and landscape should clearly <u>and safely</u> guide people and vehicles to and from the proper entrances. ▪ <u>When parking lot access is near the sidewalk Vehicle approaching alarms are required.</u> 	
Streetscape	<ul style="list-style-type: none"> ▪ Provide a landscape strip, minimum 5 feet wide, between sidewalk and street ▪ Street trees provided at least every 40 feet (average) on center and low shrubs or ground cover to cover the entire strip within 2 years of planting. ▪ The City may allow pavement and tree pits in lieu of shrubs and ground cover if there is on-street parking adjacent to the curb. 	 <p>Landscaping, setback dimensions and consistent streetscape features such as lighting and paving can help unify a streetscape even if the architecture and uses vary</p>
Sidewalk Width	<ul style="list-style-type: none"> ▪ At least 6 feet wide (clear) 	

e)f) Alternatives to the above standards will be considered provided they meet the intent of the standards.

4.100 Shared Streets

- a) Purpose/intent: The intent of this street type is to encourage development and uses that enhance the Bridge to Bridge Trail and provide for safe, pleasant movement by pedestrians, bicycles, and motor vehicles. Standards on Shared Streets depend on whether or not the street section abuts a Multi-Use or Mixed-Use land use zone.
- b) Vision:





- c) Where required: This designation applies to Campbell Way from Lebo Boulevard to Wheaton Way See [Exhibit 16. Block Frontage and Street Typologies Map](#).
- d) Applicable Standards: The table below lists applicable standards for ground floor use, ground floor height, building placement, building entrances, façade and site planning, façade transparency, weather protection, parking and driveways, streetscape, and sidewalk width.

Element	Standards	Examples and Notes
Ground Floor Land Use	<ul style="list-style-type: none"> ▪ Uses could include commercial, residential, or other use, except: ▪ Development fronting on Shared Use streets in the Mixed-Use zone must feature active ground floors with pedestrian-oriented non-residential uses. Ground floors may include retail, restaurants, and small business incubators, galleries, sports clubs, spas, studios, hotel lobbies, and other commercial uses. ▪ Entries for multifamily for upper story residences and recreation or common rooms serving residents may also be 	

Element	Standards	Examples and Notes
Ground Floor Height	<p>allowed on ground floors provide that the facades adhere to the physical requirements below.</p> <ul style="list-style-type: none"> For buildings in the Mixed-Use zone facing a Shared Use Street: 15' minimum floor to floor 	
Building Placement	<ul style="list-style-type: none"> For buildings in the Mixed-Use zone facing a Shared Use Street: Must feature ground floor setbacks at least 12 feet from the face of curb. Upper stories may extend to the property/right of way line. Buildings with residential units or structured parking on the ground floor must be setback at least 10 feet from the front property line. The setback must be landscaped according to City standards. Other building types must be set back at least 10 feet unless the ground floor includes a pedestrian oriented use such as retail, restaurants, office, innovation spaces (e.g., "makers spaces" and small business incubators), galleries, sports clubs, spas, studios, hotel lobbies, and other commercial uses. The setback must be landscaped according to City standards. 	
Building Entrances	<ul style="list-style-type: none"> For buildings in the Mixed-Use zone facing a Shared Use Street: entrances must face the street. 	
Façade and Site Planning	<ul style="list-style-type: none"> For buildings in the Mixed-Use zone facing a Shared Use Street: Areas for outdoor displays or sales of large items (e.g., cars, RVs) are prohibited. Outdoor displays that are returned to the building's interior (e.g., sidewalk displays) are acceptable. 	
Façade Transparency	<ul style="list-style-type: none"> For buildings in the Mixed-Use zone facing a Shared Use Street: At least 70% of ground floor between 30" and 10' above the sidewalk 	

Element	Standards	Examples and Notes
Weather Protection	<ul style="list-style-type: none"> ▪ For buildings in the Mixed-Use zone facing a Shared Use Street: Weather protection at least 6' in average depth along at least 60% of façades. Retractable awnings may be used to meet the requirements. ▪ For building fronting portions of Shared Use Streets (not in the Mixed-Use Zone: weather protection at least 4 feet wide by 4 feet deep over primary entrances. 	
Parking and driveways	<ul style="list-style-type: none"> ▪ For buildings in the Mixed-Use zone facing a Shared Use Street: Surface vehicle parking directly fronting, and ground floor structured parking directly adjacent to a Shared Street adjacent to a Mixed-use zone shall be limited to ½ the building frontage and be screened per City standards. ▪ For building fronting portions of Shared Use Streets (not in the Mixed-Use Zone: Development with garages or structured parking the garage or structured parking must be set back from the roadway so that it is at least 5 feet further away from the front property line than the building's front entrance. ▪ Walkways, fences, lighting, signage, and landscape should clearly guide people and vehicles to and from the proper entrances. 	
Streetscape	<ul style="list-style-type: none"> ▪ All development must provide a 5 feet wide landscaped planting strip with 1 tree for every 30 feet of property frontage. The City may modify this requirement based on the configuration and dimensions of Campbell Way. ▪ For new development along Shared Use Streets in the Mixed-Use zone, development must provide for improvements according to the City's direction (which will depend on the street's 	

Element	Standards	Examples and Notes
Sidewalk Width	configuration and means for providing safe travel for all modes). At a minimum, one street tree is required for every 30 feet of street frontage. <ul style="list-style-type: none"> ▪ 8 feet minimum between curb edge and building face (area includes clear/ buffer zone with street trees in grates) OR established historic pattern (whichever is more). 	<ul style="list-style-type: none"> ▪

e) Alternatives to the above standards will be considered provided they meet the intent of the standards.

4.110 Neighborhood Streets

f) Purpose/intent: The intent of this designation is to provide safe and accessible pedestrian and bicycle connections, accommodate safe and convenient vehicle traffic, provide a pleasant streetscape, and accommodate access to allowable uses.

g) Vision:

[Image to be added here]



- h) Where required: This section applies to all streets in the EEC that are not otherwise designated as Pedestrian Oriented Streets, Signature Streets or Shared Streets. See [Exhibit 16. Block Frontage and Street Typologies Map](#).
- i) Applicable Standards: The table below lists applicable standards for ground floor use, ground floor height, building placement, building entrances, façade and site planning, façade transparency, weather protection, parking and driveways, streetscape, and sidewalk width.

Element	Standards	Examples and Notes
Ground Floor Land Use	<ul style="list-style-type: none"> ▪ Uses could include commercial, residential, or other use. 	

Element	Standards	Examples and Notes
Building Placement	<ul style="list-style-type: none"> ▪ Buildings with residential units or structured parking on the ground floor must be setback at least 10 feet from the front property line. The setback must be landscaped according to City standards. ▪ Other building types must be set back at least 10 feet unless the ground floor includes a pedestrian oriented use such as retail, restaurants, office, innovation spaces (e.g., “makers spaces” and small business incubators), galleries, sports clubs, spas, studios, hotel lobbies, and other commercial uses. ▪ The setback must be landscaped according to City standards. 	 <p>Townhouses along a landscaped walkway. Note setback</p>
		 <p>Residential example with raised and landscaped setback</p>
		 <p>A traditionally scaled and designed 3 story residential building. The covered entry facing the street is important and the rhythmic window patterns and variety of materials add interest.</p>
Building Entrances	<ul style="list-style-type: none"> ▪ All buildings must feature a front entrance directly facing the street 	
Façade and Site Planning	<ul style="list-style-type: none"> ▪ Areas for outdoor displays or storage are prohibited. Outdoor displays that are returned to the building’s interior (e.g., sidewalk displays) are acceptable. 	
Façade Transparency	<ul style="list-style-type: none"> ▪ For retail uses, at least 60% of ground floor between 30” and 12’ above the sidewalk is required. 	

Element	Standards	Examples and Notes
Weather Protection	<ul style="list-style-type: none"> ▪ Other buildings with non-residential uses on the ground floor within 10 feet of sidewalk, at least 30% of the ground floor between 4-8 feet above the sidewalk. ▪ Other buildings with non-residential uses on the ground floor within 20 feet of the sidewalk, at least 20% of the ground floor between 4-8 feet above the sidewalk. ▪ Residential buildings, at least 15% of the entire façade (all vertical surfaces generally facing the street). 	
Parking and driveways	<ul style="list-style-type: none"> ▪ All buildings must feature weather protection at least 4 feet wide by 4 feet deep over primary entrances. 	
Streetscape	<ul style="list-style-type: none"> ▪ Walkways, fences, lighting, signage, and landscape should clearly guide people and vehicles to and from the proper entrances. ▪ Vehicle access to all buildings must be from an alley if one is available. If no alley is available, then the access to parking lot (driveway) must be no greater than 20 feet wide at the curb line. ▪ For single family residences, duplexes, townhouses, and other residential buildings where the dwelling units have individual driveways, driveway widths shall not be greater than 12 feet. ▪ For development with garages or structured parking the garage or structured parking must be set back from the roadway so that it is at least 5 feet further away from the front property line than the building's front entrance. 	

Element	Standards	Examples and Notes
Sidewalk Width	<ul style="list-style-type: none"> ▪ A landscape strip, minimum 5 feet wide, between sidewalk and street with: ▪ Street trees provided at least every 30 feet (on average) and low shrubs or ground cover to cover the entire strip within 2 years of planting. 	<ul style="list-style-type: none"> ▪

- j) Alternatives to the above standards will be considered provided they meet the intent of the standards.

4.120 Signature Street Corners

- a) Purpose/intent: The intent of this requirement is to provide a prominent visual element and/or pedestrian connection from the development to the street.
- b) Where Required: This section applies to the northwest corner of the intersection of Lebo Boulevard and Wheaton Way and to the northeast corner of Lebo Boulevard and Clare Street.
- c) Applicable Standards:
- Off street parking, storage and service areas are prohibited within 50 feet of a signature corner unless they are completely separated from a public right of way by a building.
 - All development proposals located at designated Signature Street Corners shall locate a building or structure within 15 feet of the street corner and include design features approved by the City that accentuate the street corner. Alternatively, the building can be configured with a corner plaza.
 - All development proposals located at designated Signature Street Corners must feature at least one of the following:
 - A prominent architectural element such as a turret, tower, curved surface or similar feature, a cropped building corner with a special entry feature, decorative use of building materials at the corner, distinctive façade articulation, sculptural architectural element, or other decorative elements that the City determines meet the intent of the standards.

4.130 Multiple Street Fronts

- a) Where a property fronts onto multiple streets and frontage designations, each frontage shall comply with the applicable standard for the applicable block frontage designation.

4.140 Non-Motorized Facilities

b) Purpose/intent: Non-motorized facilities in the Eastside Center can range from traditional sidewalk design to a multi-use path. Multi-use pathways allow for both pedestrians and cyclists. They can be one-way or two-way. The ones proposed for the subarea are intended as two-way.

c) Vision:



d) Applicable Standards: Multi-use pathways are usually at least 10' wide, ideally with 2' shy distance (space without an obstruction) on either side. Sometimes a multi-use pathway is an excellent substitute for narrow sidewalks on each side of a street. Because they accommodate bicycles as well as pedestrians. Bicycle travel speed can be an issue in crowded conditions.

~~5. Administration~~

~~5.010. Permits~~

~~Development applications shall be subject to BMC Section 20.58.080 which requires a technical site plan review for all projects involving new development or expansion of existing structures or other exterior improvements that will change the physical condition of the site.~~



6

Design Guidelines

1: Introduction

The Eastside Center Subarea Design Guidelines that follow support and complement the community vision described in the Subarea Plan that is part of the City's adopted Comprehensive Plan. These Design Guidelines are based on the Regulating Plan in the preceding section.

Design Guidelines are intended to complement standards and offer a flexible, explanatory tool for quality and innovation. There are many ways to meet a guideline. Design guidelines offer a descriptive template for promoting the desired character of the EC without prescribing a specific style.

Each new development within the Eastside Center land use district must comply with the intent of the Design Guidelines contained in this section, and document to the satisfaction of the Director which guidelines are incorporated and which guidelines are infeasible and not incorporated. The provisions of the Design Guidelines will be applied pursuant to the review requirements of site plans under BMC 20.58.080.

1.010 Purpose & Applicability

- a. The following required guidelines are intended to create a pedestrian-oriented, visually cohesive neighborhood. Recommended guidelines are intended to complement zoning and development regulations and provide illustrative examples of how high-quality urban design can be achieved.
- b. All applicants are encouraged to meet the basic written purpose of each section and consider the implementation suggestions in the design of the project.
- c. Design Flexibility. In recognition of the unique nature of certain sites and mix of uses, including structures and activities, flexibility shall be provided. Where it is determined by the Director that it is infeasible for a particular use to comply with certain design standards or guidelines, the Director may waive or modify the specific standard(s). Such development shall comply with these standards to the maximum extent feasible.

1.020 Design Guidelines Overview

a. The City considers the following design features to be desirable elements of ~~Eastside~~ Center project design and guidelines are intended to facilitate the incorporation of these features into projects:

- **Site design** that considers the center's natural features.
- **Development that promotes a more walkable center** with a priority on easy and convenient pedestrian access throughout the Eastside Center. Attention to ground floors of buildings to provide a continuous, transparent street edge, using corner entries to reinforce intersections

as important places for pedestrian interaction and activity, direct and extensive pedestrian routes, including sidewalks, mid-block connections and trails are recommended.

- **Provision of open space amenities for residents, employees, and visitors.** Integration of the natural environment with new development, providing a smooth transition and easy access between the natural and built environments and siting buildings to take advantage of and connect to the natural environment are recommended.
- **Creation of a variety of outdoor spaces** such as plazas, courtyards and pedestrian use areas that can be used as gathering and recreation spaces.
- **Architectural character** that emphasizes building definition and massing to create a comfortable sense of enclosure, a well-defined ground floor, and high-quality materials are encouraged.

1.030 Site Design Guidelines

- a) Intent: Encourage development that takes advantage of the center's natural features and promotes walkability.
- b) Guideline: Site and building design should take advantage of important elements of the natural environment, Madrona Trails natural area, shoreline and planned park and open space. Designs should incorporate open space amenities for residents, employees, and visitors. Depending on the location, this may be accomplished through integration of the natural environment with new development or providing a smooth transition between the natural and built environments.
- c) Recommended:
 - Consider solar access and shade when designing buildings, landscaping, and site features.
 - Integrate and enhance natural water features, where present, with new development. Consider site and building layout concepts that reduce the demand for water use.
 - Incorporate existing trees and habitat into new development.
 - Consider stormwater management techniques that treat rainwater runoff from all surfaces, including parking lots, roofs, and sidewalks.
 - Integrate stormwater management facilities as environmental and visual amenities.
 - Configure the site to enhance access to and through the site to reduce vehicular trips.

~~d) Not Recommended:~~

d) Discouraged

- Scattered planting clusters within large, automobile-oriented parking lots.
- ~~▪ Water quality enhancement projects that negatively affect the compact, walkable, urban character of the area.~~

1.040 Pedestrian Emphasis Guidelines

- a) Intent: promote a walkable environment where the comfortable pedestrian movement is the highest priority.
- i. Guideline: Define the pedestrian environment by encouraging a continuous ground floor that provides a sense of enclosure, and an active street edge for pedestrians.
- Recommended:
 - ◆ Windows that are transparent or have displays at the street level.
 - ◆ Signs and lighting at the ground level at the human scale.
 - ~~▫ Not Recommended~~
 - Discouraged:
 - ◆ Blank, flat, walls that do not include any entries, visual interest, or detail at the street level.
- ii. Guideline: Provide continuous sidewalks or paths that encourage walking.
- Recommended:
 - ◆ Pedestrian routes that connect to the street system to reduce reliance on the car.
 - ◆ Buildings with clear pedestrian access to a public sidewalk.
 - ◆ Walkways and other paths through parking lots.
 - ◆ Mid-block connections.
 - ◆ Crosswalks are required when a walkway crosses a paved area accessible to vehicles.
 - ~~▫ Not Recommended~~
 - Discouraged:
 - ◆ Discontinuous pedestrian routes.
 - ◆ Circuitous pedestrian routes.
- iii. Guideline: Protect pedestrians from wind, sun, rain, sleet, and snow.
- Recommended:
 - ~~◆ Awnings and canopies or other design treatments that provide weather protection at least 6' deep along 60% of the façade.~~
 - ◆ Weather protection integrated with the design of the façade.
 - ◆ Retractable awnings may be used to meet requirements.
 - ~~▫ Not Recommended~~
 - ~~◆ Oversized signs on awnings~~
- iv. Guideline: Encourage well-defined, comfortable, and inviting outdoor public space that supports pedestrian activity.
- Recommended:

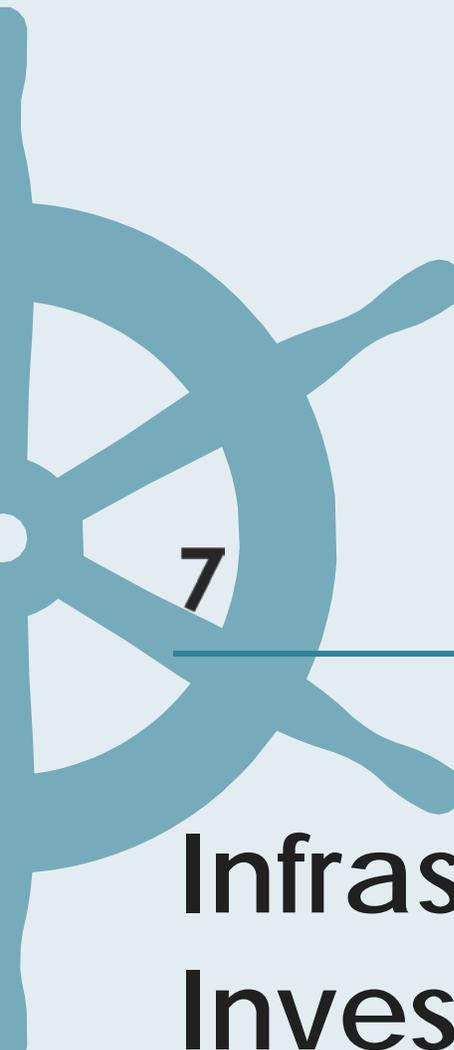
- ◆ Courtyards and plazas with active adjacent ground floor uses.
- ◆ Comfortable seating that is accessible to a range of people.
- ◆ Secure and safe spaces- with good lighting, street views and visibility (see sidebar on CPTED).
- ◆ Spaces in locations that users can easily access and use, rather than left-over or undevelopable spaces where little pedestrian traffic is likely.
- ◆ Landscaping that adds visual or seasonal interest to the space.
- ◆ Movable seating.
- ~~■ Not Recommended~~
- Discouraged:
 - ◆ Public space adjacent to parking lots or other inhospitable areas without adequate buffer treatment.
 - ◆ Public space adjacent to dumpsters or service areas.

1.050 Architectural Guidelines

- a) Intent: Encourage high-quality development that reflects the character of the area and provides a sense of permanence.
- i. Guideline: Use building massing and articulation to reduce scale, create visual interest and complement the pedestrian environment.
- Recommended:
 - ◆ Use design techniques to identify the buildings' top, middle, and bottom for buildings over three stories.
 - ◆ Avoid long expanses of plain building frontage both horizontally and vertically.
 - ◆ Use articulation features such as windows, columns, entries, and balconies, to reduce the scale of buildings, add visual interest, and contribute to the pedestrian environment.
 - ◆ Multifamily buildings shall include articulation features at intervals that relate to the location/size of individual units within the building (or no more than every 30 feet) to break up the massing of the building and add visual interest.
 - ~~■ Not Recommended~~
 - Discouraged:
 - ◆ Long expanses of untreated building frontage or large volume of building without vertical or horizontal articulation.
- ii. Guideline: Promote high quality materials.
- Recommended:
 - ◆ Use wall and building materials that convey a sense of quality and permanence including but not limited to brick, finished concrete, stone, terra cotta, cement

- stucco, and wood.
 - ◆ Not Recommended
 - ◆ Simulated rock or brick.
 - ◆ Faux finishes.
 - ◆ Synthetic stucco (EIFS).
 - ◆ Simulated wood siding, wood veneer, clapboard, or other types of residential siding.
 - ◆ Aluminum, plastic, or vinyl siding.
 - ◆ Corrugated metal siding.
 - ◆ Exposed plastic.
- iii. Guideline: Building should exhibit roofing design and materials that add visual interest.
 - Recommended:
 - ◆ Green roofs.
 - ◆ Consolidated and screened mechanical units.
 - ◆ Synthetic stucco (EIFS).
 - ~~▫ Not Recommended~~
 - Discouraged:
 - ◆ Exposed rooftop mechanical or electrical units visible from public spaces.
- iv. Guideline: Building facades should include small-scale design details and features, especially at the ground-floor level, that contribute to the pedestrian environment.
 - Recommended:
 - ◆ Architectural treatments that emphasize entries.
 - ◆ Transparency that creates a sense of connection between the street and the interior.
 - ◆ Entry treatments that meet the intent of the standards.
 - ◆ Building lighting that emphasizes entries.
 - ~~◆ Entries on pedestrian-oriented and signature streets are required to have a higher degree of transparency, orientation towards the street, and design detail than other portions of the subarea.~~
 - ~~Not Recommended~~Discouraged:
 - ◆ Glazing that does not create a connection between the street and the interior.
 - ◆ Visual and physical obstructions near the entry.
- v. Guideline: Design parking structures to be compatible with development.

- Recommended:
 - ◆ Designing Parking areas are envisioned to be behind buildings or accessed from the alley. If site constraints necessitate sidewalk facing parking garage frontages, these frontages should be designed like other buildings in the area.
 - ◆ Adding usable spaces to garage frontages while providing adequate ventilation.
 - ~~Not Recommended~~ Discouraged:
 - ◆ Visible sloping floors and parked cars from the street.
- vi. Guideline: Integrate lighting with building design to contribute to the pedestrian environment.
- Recommended:
 - ◆ Pedestrian-scaled lighting along walkways and public spaces.
 - ◆ Light sources integrated into building design where possible.
 - ◆ Reasonable hiding of wiring and electrical sources from public view.
 - ◆ Lighting treatments are emphasized on pedestrian-oriented and signature streets.
 - ~~Not Recommended~~ Discouraged:
 - ◆ Flashing or colored lights.



7

Infrastructure Investments

~~Transportation 122~~

~~Stormwater 126~~

~~Water 133~~

~~Wastewater 135~~

Transportation 122

Stormwater 126

Water 133

Wastewater 135

Transportation

Context

Most travel to and from the Eastside Center currently occurs by vehicle. The Eastside Center is located immediately east of SR 303, a north-south arterial connecting north to SR 3 in Silverdale and south to SR 304 in Downtown Bremerton. Within the interior of the Eastside Center, the local roadway network is made up of two-lane roadways all of which are stop controlled. The only signalized intersection in the Study Area is SR 303 and Sheridan Road at the northwest corner of the Eastside Center. The street network does not follow a typical grid pattern and has curving roadways and varying topography throughout the Study Area. Speed limits range from 10 mph to 25 mph, with 30 mph to 35 mph speed limits on SR 303. Vehicles move through the Eastside Center with little delay during the PM peak hour with all intersections currently operating above the City's minimum level of service standard.

Most roadway segments in the Eastside Center have sidewalks on both sides of the street. The SR 303 bridge has a separated path along each side with stairs connecting to Lebo Boulevard. In general, areas that are more likely to have higher volumes of pedestrian activity, such as the Harrison Medical Center, areas served by transit, and the commercial land uses along Wheaton Way and Lebo Boulevard have complete sidewalks. Sidewalk gaps and sidewalks on one side of the street tend to be in more residential settings. Sidewalk conditions vary from excellent new facilities along Lebo Boulevard and Wheaton Way including wide sidewalks with landscaped buffers to poor conditions on streets including Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive with narrow sidewalks, no curb separation, or extruded curbs. Most major intersections on Lebo Boulevard, Wheaton Way, and SR 303 have well-marked crossing facilities, and there are two mid-block crossings on Wheaton Way and Cherry Avenue near the Harrison Medical Center.

Bicycle infrastructure is limited within the Eastside Center with the only dedicated bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard. The steep topography of the area makes bicycling challenging and bicycle volumes within the Eastside Center are relatively low. A proposed shared use path along the Warren Avenue Bridge would provide a high-quality connection to Downtown Bremerton. Shared use lanes are proposed for Wheaton Way to the north (as an alternative to Cherry Avenue) and along Sheridan Road west of SR 303 and east of Cherry Avenue.

Public transit in the Study Area is provided by Kitsap Transit. Route 225, which between the Wheaton Way Transit Center and Bremerton Transportation Center, loops through the Eastside Center and has stops along Lebo Boulevard, Cherry Avenue, Callahan Drive, and Wheaton Way. In addition, three routes (2, 15, and 217) run along the edge of the Eastside Center on SR 303/Wheaton Way.

Proposed Improvements

The Transportation Element for 2016-2036 and the City's six year Capital Improvement Program (CIP) list capital projects that the City intends to implement and helps the City fulfill its GMA requirements by implementing the transportation projects needed to support growth.

This Subarea Plan includes capital improvements as noted on [Exhibit 28](#) and [Exhibit 29](#). ~~Total costs are under review.~~ Potential means of implementation include frontage requirements, mitigation fees, and grants. ~~[Note: costs are under development and are in ranges pending confirmation.]~~

Exhibit 28. Multimodal Transportation Improvements

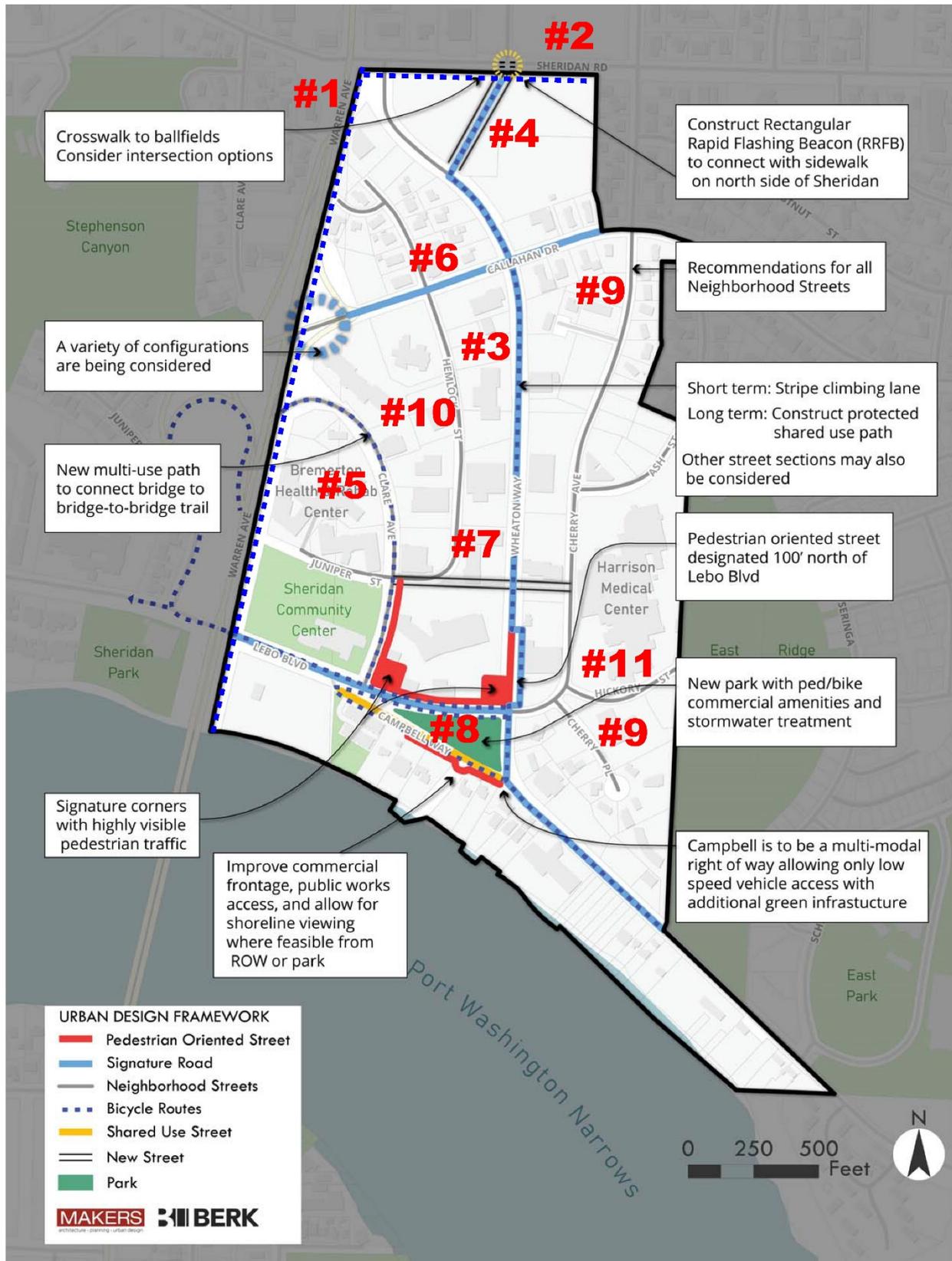
Number	Street	Pedestrian Priority	Bike Priority	Transit Priority	Urban Design Framework	Cost (Prelim., Millions)
Improvements to Priority Routes and Pedestrians, Bicycle, Transit, and Intersection Levels of Service						
Segments						
1	SR 303: Ped/Bike	X	X			TBD \$2.6
2	Sheridan Road	X	X	X		TBD \$1.7
3	Wheaton Way	X	X*	X	Signature	TBD \$6.3
4	Wheaton Way	X	X*	X	Signature	TBD \$1.5
5	Clare Avenue				Bicycle Route	\$3.3
Subtotal						\$10.6- \$34.6 \$15.4
Signals						
A	Cherry/Sheridan					TBD
BA	Clare/Lebo					TBD \$0.8
Subtotal						\$1.0- \$1.5 .8
Other Frontage Improvements to Meet Cross Section						
5	Clare Avenue				Bicycle Route	TBD
6	Juniper Street				Neighborhood New Street**	TBD \$0.9
7	Callahan Drive			X	Signature	TBD \$1.7
8	Campbell Way				Shared Use	TBD \$0.6
9	Cherry Avenue		*	X	Neighborhood	TBD \$3.2
10	Hemlock Street				Neighborhood	TBD \$1.9
11	Hickory Street				Neighborhood	TBD \$0.5
Subtotal						\$9.0- \$13.48 .8
Total						\$20.6- \$49.52 5.0

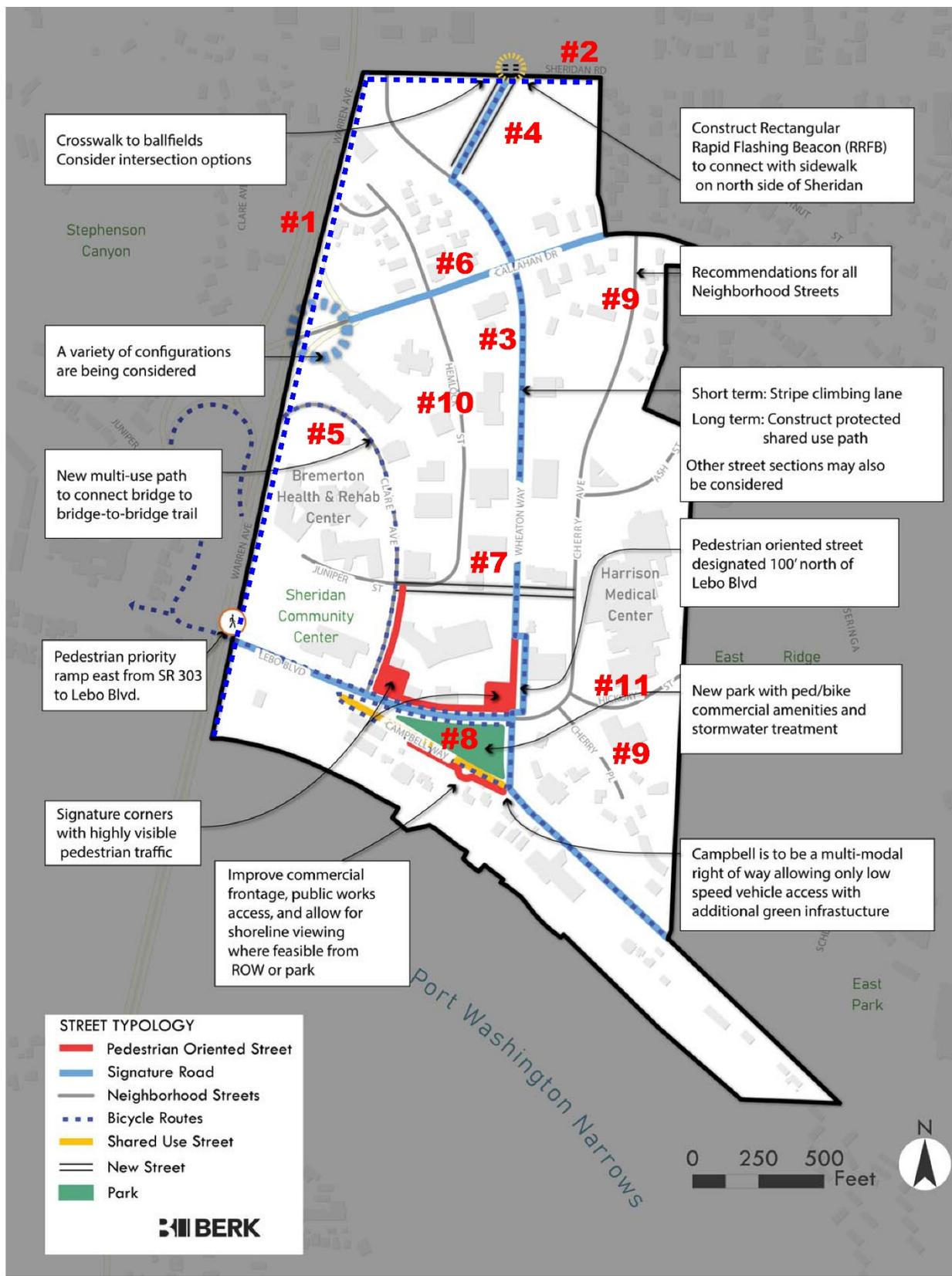
Attachment I
Center Subarea Plan: Harrison Village
Infrastructure Investments

~~Note~~Notes: *Proposed Priority bike route to be shifted from Cherry Avenue to Lower Wheaton Way. Also, addition of Clare Avenue to Priority Bike Routes.

** Provides a more direct connection from SR 303 and Clare Avenue to Wheaton Way.

Exhibit 29. Multimodal Transportation Improvements Amended with Pedestrian Ramp





Pedestrian and bicycle infrastructure includes a proposed project to construct eight-foot shared

use pathways on both sides of the Warren Avenue Bridge. The project would allow pedestrians and bicycles to more comfortably travel across the bridge and improve ADA accessibility. New shared-use lanes are to be located on Lower Wheaton Way and Sheridan Road.

- SR 303 Warren Avenue Bridge – new shared use path;
- Lower Wheaton Way from Lebo Boulevard to Sheridan Road (alternative to Cherry Avenue) – new shared use lane¹;
- Callahan Drive from SR 303 to Wheaton Way – new bike lane connecting between priority bike routes;
- Clare Avenue – Bike route connecting from SR 303 to the Bridge to Bridge Trail at Lebo Boulevard; and
- Sheridan Road – new shared use lane.

In addition to these improvements, the Preferred Alternative would include more mid-block connections, boulevard treatments, and pedestrian oriented street fronts to create a walkable community.

~~The Preferred Alternative would include the following pedestrian and bicycle improvements:~~

The Preferred Alternative would include two roadway improvements:

- Realigning Wheaton Way to the east such that its connection with Sheridan Road allows a northbound left turn; and
- A roundabout at the SR 303/Callahan Drive/Clare Avenue intersection with a pedestrian and bicycle connection to SR 303 from Callahan Drive.

As locations for mid-block connections are identified, the City could consider associated crossings and appropriate pedestrian treatments such as marked crosswalks, Rectangular Rapid Flashing Beacons, pedestrian signal, and/or lighting.

Transportation Intersection Mitigation

Based on a traffic operations analysis, the combination of proposed land use alternatives and transportation improvements are expected to require additional investments to maintain the City's intersection level of service standard. These improvements are listed by alternative in [Exhibit 30](#).

As shown in the exhibit, two intersections—Sheridan Road & Cherry Avenue and Lebo Boulevard & Clare Avenue—are expected to fail if side street stop control remains in place. Although all-way stop control would improve the overall intersection LOS, it would result in queuing along arterials that currently have no stop control (Sheridan Road and Lebo Boulevard). Therefore, signalization is the recommended mitigation measure for both locations at such time as the City determines each intersection meets a signal warrant. [With the Preferred Alternative, and a closer review of modeling, balancing trips through Wheaton Way and Cherry Avenue could also address the](#)

¹ The City may consider Lower Wheaton Way as an alternate north-south bicycle route through the study area.

Sheridan Road/Cherry Avenue location.

Exhibit 30. Transportation Intersection Mitigation

Location	Mitigation Measure	ACTION ALTERNATIVES		
		Residential Focus	Employment Focus	Preferred Alternative
Sheridan Rd & Cherry	Signalize intersection		X	TBD
Lebo Blvd & Clare Ave	Signalize intersection		X	TBD
Sheridan Rd & SR 303	Revise signal timing and phasing (remove east-west split phasing, add protected- permitted phasing for westbound left turn and shorten cycle	X	X	X

Source: Fehr & Peers, 2020.

Travel Demand Management

Managing demand for auto travel is another important way to potentially reduce capital costs. Employers with at least 100 employees will continue to be required to participate in the State [and City's](#) Commute Trip Reduction (CTR) law, which is administered by Kitsap Transit [and codified in Bremerton Municipal Code 10.20](#). In addition, the City could build upon its existing travel demand management programs and coordination with local transit agencies, businesses, and multifamily buildings to explore additional demand management programs that encourage non-SOV travel to and from the ~~Eastside Center. These could include Transportation Management Programs (TMPs) for property owners of newly constructed buildings through its municipal code; transit pass provision for employees and residents; an Eastside Center transportation management association to provide programs, services, and strategies specific to the Eastside Center's needs; or changes to parking code to influence travel behavior and provide more flexibility to residents who choose to forgo owning a private vehicle.~~ [Center](#).

Transportation Systems Management & Operations

The City can pursue projects that increase the capacity of its existing infrastructure without building new infrastructure through transportation systems management and operations (TSMO). TSMO refers to operational improvements that can improve traffic flows without building new capacity, for example traffic signal coordination, intelligent transportation systems such as adaptive signals or transit signal priority, ramp management, and traffic incident management.

Parking Management

The City could implement programs to manage its on-street parking supply such that demand does not routinely exceed the supply. There are multiple strategies the City could pursue, such as time limits, paid parking, and restricted parking zones. For example, many cities price their on-

street parking spaces to aim for an average 85 percent occupancy, which equates to having one or two available spaces per block. The City could also use time limits to encourage short-term parking for visitors to local businesses on key blocks while allowing longer term parking in other locations.

Stormwater

Context

The Bremerton Public Works Department Stormwater Utility is responsible for the operation and maintenance of the City's stormwater collection and conveyance system within the Study Area. Stormwater is captured by catch basins and conveyed through a network of open ditches, pipes, catch basins, culverts, and several different types of stormwater management facilities.

Some stormwater treatment best management practices (BMPs) were installed along Lebo Boulevard during the recent street upgrade, but otherwise, most of the Study Area lacks stormwater treatment.

Stormwater is discharged to the Port Washington Narrows through two outfall pipes. Most of the stormwater is discharged through the Main Street Outfall, a 36-inch HDPE pipe with an energy diffuser located on the shoreline near the intersection of Campbell Way and Wheaton Way. The southeastern corner of the Study Area, including about 0.75 acres of Wheaton Way discharges through the Bay Bowl Outfall, a 12-inch pipe near the Bay Bowl.

The stormwater infrastructure within the Eastside Center is listed in [Exhibit 31](#).

Exhibit 31. Stormwater Infrastructure in the Eastside Center

Infrastructure	Count
Pipe (LF)	30,238
Catch Basins	301
Stormwater Facilities	6

Sources: City of Bremerton, Herrera, 2019.

Stormwater Requirements, Opportunities, and Constraints

Most of the pollutant generating impervious surface in the Study Area does not receive treatment for stormwater pollutants prior to discharge to Port Washington Narrows. Under both Action Alternatives, individual redevelopment projects and right-of-way improvements would be required to comply with stormwater management requirements from the stormwater manuals referenced in the City code. Projects that include 5,000 square feet or more of pollutant generating hard surface or $\frac{3}{4}$ of an acre of pollutant generating pervious surface would be required to construct stormwater treatment facilities; therefore, redevelopment would result in a net improvement in stormwater quality. Because the entire EC drains directly to marine waters, and not to streams,

redevelopment in the EC is exempt from flow control, however, stormwater detention may be required by the City on a case by case basis to address capacity concerns in the stormwater system and beach erosion at the outfall.

Because the area is flow control exempt, the requirements for on-site stormwater management (i.e. low-impact development [LID] or green stormwater infrastructure [GSI]) are also limited but following requirements do apply and these practices must be applied where feasible:

- All lawn and landscape must meet soil quality and depth requirements.
- Roof downspouts require consideration of infiltration trenches, downspout dispersion, or perforated stub-out connections.
- Roads, parking lots, and sidewalks need to consider sheet flow and concentrated flow dispersion.

A coarse scale assessment of infiltration potential in the City of Bremerton performed in 2017, classified much of the Study Area as having moderate shallow and deep infiltration potential (AESI 2017). The western and southern portions of the Study Area are mapped as glacial outwash soils, which are more conducive to infiltration than till soils. However, there are several factors that create challenges and uncertainty regarding infiltration potential:

- The land surface slope, and associated setbacks from geologic hazards, will make stormwater infiltration infeasible or challenging in much of the Study Area. Permeable pavement and bioretention can be deemed infeasible at slopes above 6% and 8% respectively. On sloped sites the fate of the infiltrated water must be well understood to avoid infiltrated water re-emerging as a surface water seep or causing nuisance flooding/.
- The geomorphology of the entire Study Area is mapped as artificial fill, modified land, meaning it has been modified by grading and filling, which makes soil conditions unpredictable and unreliable for infiltration. Existing underground utilities were not designed with green stormwater infrastructure in mind so utility conflicts will need to be identified and avoided or addressed.

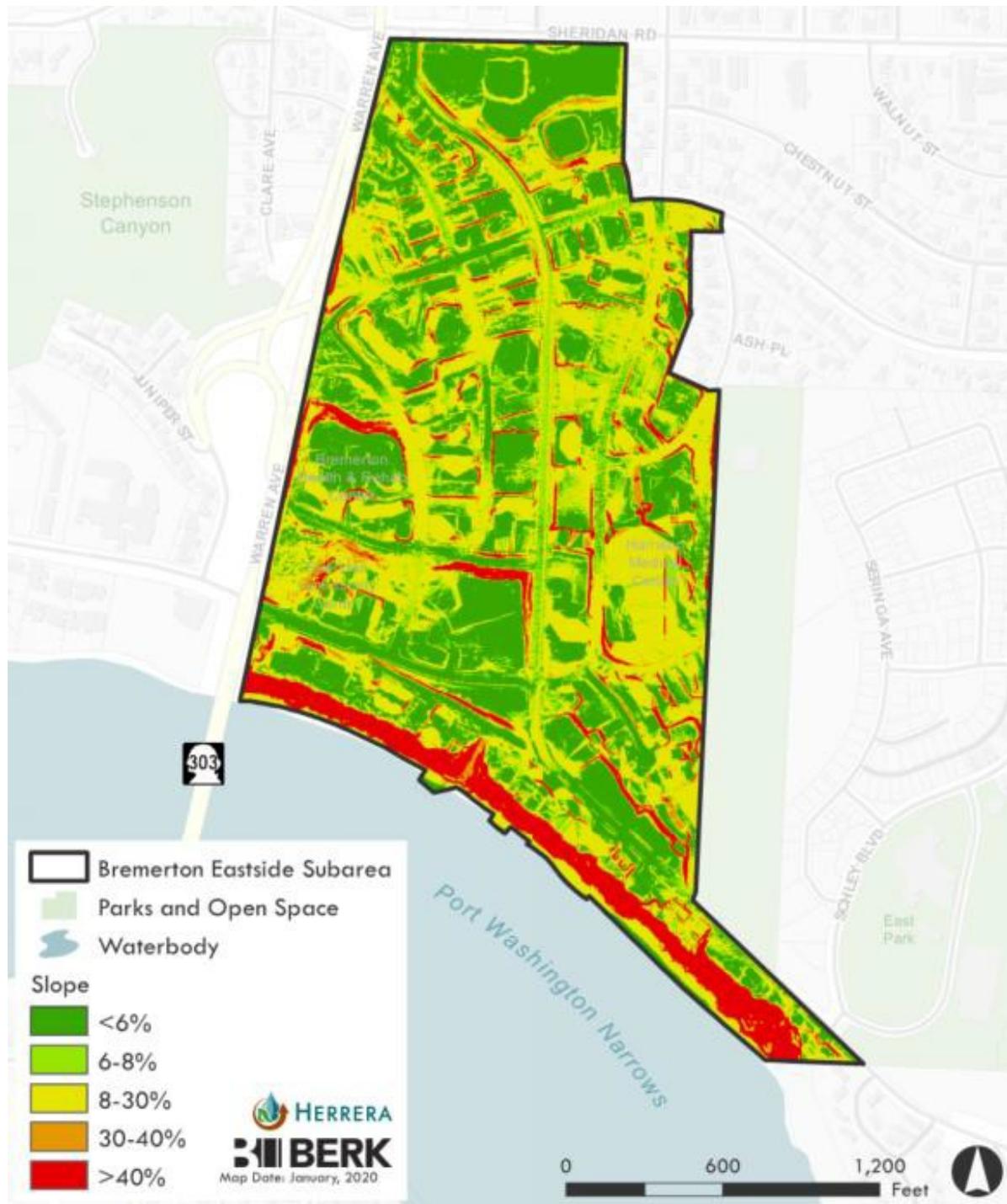
Despite the lack of a regulatory driver, LID/GSI (including bioretention, permeable pavement, green roofs, and street trees) can be a preferred approach to stormwater management in the Study Area where feasible. LID/GSI has numerous “co-benefits” beyond stormwater mitigation which can add value to the urban landscape (EPA 2020):

- Groundwater recharge where infiltration is feasible or allowed.
- Air quality improvements by reducing ground level ozone and particulate matter.
- Reduced urban heat island effects by shading, deflecting radiation, and releasing moisture into the atmosphere.
- Habitat for native species, including bird and pollinators and other insects.
- Health benefits through encouraging outdoor activity and recreation.
- Aesthetic enhancement and increased property values.

LID/GSI can also be integrated into right of way design in ways that improve safety. In addition to the above benefits, the City’s NPDES Phase II Municipal Stormwater Permit (Ecology 2019) requires

the City to require LID Principles and LID BMPs when updating, revising, and developing new and local development-related codes, rules, standards, and other enforceable documents.

Exhibit 32. Lidar-Based Ground Surface Slope Within the Study Area



Source: Hererra, 2020.

Proposed Improvements

The current 6-year CIP plan for the stormwater utility does not include any improvements within the EC; however, the City has identified one significant problem along Cherry Avenue and is in the initial planning stages of developing, prioritizing, and implementing a capital project as described below. There are also several areas in the EC that lack stormwater conveyance and these areas are also described below.

Cherry Ave Improvements

Several portions of the stormwater system in the Cherry Avenue basin, including areas around Harrison Hospital, need improvement. Along Cherry Avenue, between Callahan Drive on the north and Ash Street on the south, some of the stormwater still flows into the wastewater system. Elsewhere on Cherry Avenue, catch basin connections to the wastewater system have been plugged, but new stormwater conveyance has not been provided. This forces stormwater to surface-flow down the street to downgradient catch basins that are connected to the stormwater system. The City occasionally receives drainage complaints related to the amount of stormwater flowing along the road in this area. New stormwater mains need to be installed along Cherry Avenue to address this problem and a more detailed assessment is needed to define the project more specifically. Approximately 1,7000 linear feet of new and replacement stormwater main is needed and the project is expected to cost between \$1M and \$500,000 depending on the complexity of underground utility conflicts and ability for this project to be combined with other right of way improvements that would add project efficiency.

Stormwater Conveyance Needs in Other Areas of the EC

Stormwater conveyance piping is also needed on Wheaton Way between Sheridan Road and Callahan Dr, on Clare Ave (a 250 linear foot extension beginning 230 feet north of Juniper running towards Callahan Dr), and on Cherry Place to provide service in an area where stormwater currently flows into the wastewater system. Most of the piped system in the EC was installed more than 50 years ago and may either need to be replaced or lined to extend the service life of the pipe. For efficiency, the City will seek to integrate these improvements into other right-of-way improvements in the EC and SR 303 corridor improvements near the north end of the Warren Avenue Bridge.

New Park with Stormwater Features at Lebo Blvd and Campbell Way

Stormwater improvements could be constructed in coordination with a new recreation facility, including stormwater treatment BMPs for pollutant generating surfaces and post construction soil quality and depth for all lawn and landscape. BMPs may also be able to treat a portion of the street right-of-way. A park relocation from a portion of the park laydown site along Lebo Boulevard presents an opportunity to create a park that provides stormwater benefits through stormwater

BMPs that treat roadway runoff, or possibly a percentage of the runoff from the Campbell Way outfall, as well as aesthetic and educational benefits by creating a park amenity that would communicate the connection between stormwater in the urban environment and water resources, which could create a larger opportunity for stormwater treatment. However, the flow rates in the Campbell Way outfall are very high, so designing an offline stormwater treatment facility in the relocated Sheridan Park would require a careful feasibility and cost-benefit evaluation to find a solution that is feasible, effective, and is an appropriate park amenity.

See the appendix for a preliminary concept of such a facility and its ability to provide water quality for a large basin.

Improve Sheridan Park

Sheridan Park Improvements present an opportunity to treat stormwater from SR 303 within the improved park area south of Lebo Boulevard. Like the park relocation project under the Residential Focus Alternative, constructing a stormwater facility along with other park improvements could provide water quality improvements and other co-benefits.

New Mid-block Connections

The new mid-block connections for the Preferred Alternative represents significant new and replaced pollutant generating impervious surfaces. Permeable pavement feasibility would be considered for these new connections and stormwater treatment BMPs would be installed to provide treatment.

Pedestrian Street Fronts

Pedestrian oriented street front improvements are primarily at intersections, LID/GSI or other stormwater BMPs can be used to treat stormwater from multiple road surfaces in a single BMP, as well as provide habitat, amenity, air quality improvements, traffic calming elements, and shortening crossing distances for pedestrians if bulb-outs are used.

However, there are several steep slopes adjacent to the proposed street front improvements, including along Juniper Street, that could make infiltrating stormwater BMPs infeasible.

Pedestrian streetscape improvements along Wheaton Way have a greater potential for water quality benefits because Wheaton Way is a larger street with higher traffic volume, which will create an opportunity for LID/GSI to be used to be an aesthetic amenity and provide stormwater treatment, habitat, air quality, and other co-benefits.

New Road Connection from Sheridan Road to Callahan Drive & New Roundabout at SR 303 and Clare Avenue / Callahan Drive

Both new road connections will create significant new and replaced pollutant generating impervious surface thus triggering code required stormwater mitigation. These new high-volume

streets will need to provide stormwater treatment BMPs which could be lined or unlined LID/GSI facilities to treat runoff from the road surface.

Water

Context

Potable water in the Study Area is provided by the City of Bremerton Water Utility. The Study Area is included in pressure zones E398 and E240 within the Bremerton Main Water System. 12- inch and 20- inch water mains supported on bridges crossing over the Port Washington Narrows supply water to the Study Area. There is one below-ground concrete reservoir tank in the Study Area as well as an above ground reservoir on the eastern boundary of the Study Area along the Madrona Trails park. The latter is configured to provide emergency supply to the Harrison Hospital vicinity if needed. The water infrastructure within the Study Area is listed in [Exhibit 33-Exhibit 33](#).

Exhibit 33. Water Infrastructure in the Study Area

Infrastructure	Count
Mainline (LF)	23,160
Service line (LF)	4,601
Valves	128
Below-ground concrete tank located at 844 Callahan in East Bremerton (Reservoir 11)	1
Above-ground 2-million-gallon storage reservoir located just outside the Eastside Center on the edge of the Madrona Forest (Reservoir 19)	1
East 240 Zone pump station located at Reservoir 11 with a total capacity of 1,400 gallons per minute. This pump station transfers water from Reservoir 11 to Reservoirs 12 and 13 in the East 398 Zone	1

Sources: City of Bremerton, Herrera, 2019.

The water provided to the Study Area is supplied by surface water from the Union River, groundwater from 10 production wells, and interties with the West 517 Zone (Bremerton 2012). The Union River watershed is protected by the Watershed Control Plan and the Bremerton Land Management Plan which include regular water quality monitoring. Groundwater sources are protected by Bremerton’s Wellhead Protection Plan (1996). The water supplied from these sources is controlled through the Supervisory Control and Data Acquisition (SCADA) system. Ductile iron and cast-iron pipe comprise most of the distribution system.

The City has enough water supply to meet demand beyond 2032 (City of Bremerton 2012). If Bremerton had to rely on groundwater supply only, there is no anticipated shortfall in the short term

(City of Bremerton 2012). Because the current surface water source from Union River is unfiltered, and in case of extreme weather events including storms and drought caused by climate change, the groundwater supply should be able to meet demand on its own. Strategies proposed to meet future demands without relying on surface water sources include:

- Pursue water rights applications for 3 existing wells (Well Numbers 9, 21, and 22).
- Increase use of current groundwater certificate capacity.
- Pursue formal aquifer storage and recharge (ASR) recognition.
- Consider treatment and filtration for Anderson Creek and Gorst Creek surface water sources as alternatives to the Union River source.

Bremerton has a plan to replace substandard water mains (less than 3-inch diameter pipes) annually based on head loss, pipe age, size, and maintenance problems. Bremerton is in the process of updating the Water System Plan for the city.

Proposed Improvements

There are anticipated to be new water lines constructed as part of the building of new roadways. When these new roadways are built, the associated water infrastructure will be built at the same time. These three potential water system improvements may need to be added to the City's water capital improvement plan:

- Constructing a new water main on the new road connection between Sheridan Road and Callahan Drive.
- Relocating or replacing water mains if needed in relation to the new traffic circle.
- Constructing new water mains on new midblock connections.

Further Evaluation

Because there are two reservoirs and large water mains bisecting the Study Area, major upgrades to the water system are not expected to be required, but the preferred alternative should be evaluated by the City using the water system model to determine whether any capital improvements are needed address fire flow requirements or general water supply.

Wastewater

Context

The Bremerton Department of Public Works and Utilities provides wastewater service for the Study Area. Most of the Study Area is in the Cherry Avenue Basin, a combined 214-acre basin that is 82% sewer. Combined sewer overflow Outfall OF-3, one of the overflows for the East Bremerton Beach Main, is at the downstream edge of the basin, though sewer flow is not directed to this outfall under normal operation. Analysis from the 2014 Wastewater Comprehensive Plan indicates that the East Bremerton Beach Main can accommodate flow from new service areas. Under normal operations, wastewater flows by gravity out of the basin and crosses under the Port Washington Narrows to a pump station, where it is pumped to the wastewater treatment plant. The wastewater infrastructure within the Eastside Center is shown in [Exhibit 34-](#).

Exhibit 34. Wastewater Infrastructure in the Eastside Center

Infrastructure	Count
Force Main (LF)	1,496
Gravity Main (LF)	15,907
Manholes	65

Sources: City of Bremerton, Herrera, 2019.

The City recently installed cured-in-place pipe (CIPP) in 2014 along all of Cherry Avenue. No wastewater capital improvement projects are scheduled in the Eastside Center between 2019 and 2026, which is the current capital project planning period.

Proposed Improvements

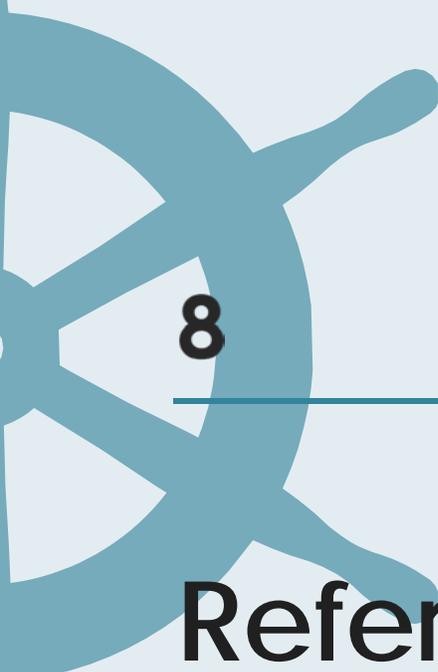
There are anticipated to be new sewer lines constructed as part of the building of new roadways. When these new roadways are built, the associated sewer infrastructure will be built at the same time. These three potential sewer system improvements may need to be added to the City's sewer capital improvement plan:

- Constructing a new sewer main on the new road connection between Sheridan Road and Callahan Drive.
- Relocating or replacing the sewer main, if needed, in relation to the new traffic circle.
- Constructing new sewer mains on new midblock connections. The new midblock connections present an opportunity to improve wastewater service along Wheaton Way if those improvements are needed.

In the past, the sanitary sewer on Cherry Avenue from Ash Street to Cherry Place has become overloaded during large storms, resulting in flooding of commercial businesses. Backwater valves have been installed at the right-of-way for businesses on Cherry Avenue in this vicinity and a portion of the main has been lined. The installation of a new storm drain pipe (described above in the Stormwater Section) will eliminate this problem by preventing stormwater from entering the wastewater system.

Other Measures

Though the Preferred Alternative is not expected to have a significant impact on the wastewater system, the City should continue to pursue projects that reduce inflow and infiltration to the wastewater system. See the Stormwater Section for a proposed stormwater improvement that will reduce inflow.

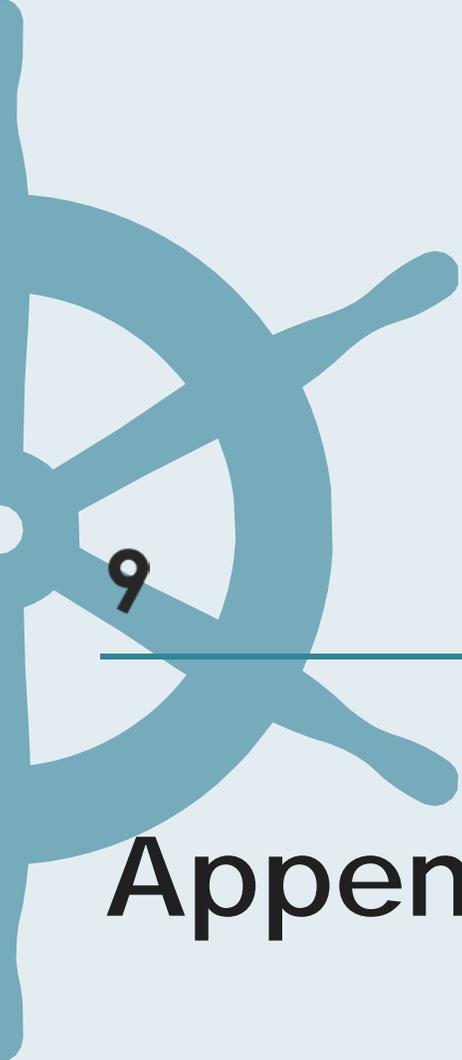


8

References

References

[Pending]



9

Appendix A

Land Use Designations & Zoning Districts

The Study Area is designated as an Employment Center (EC) in the Comprehensive Plan. See [Exhibit 35](#). The Plan anticipates future land use changes as well as desired intensity and character for the area:

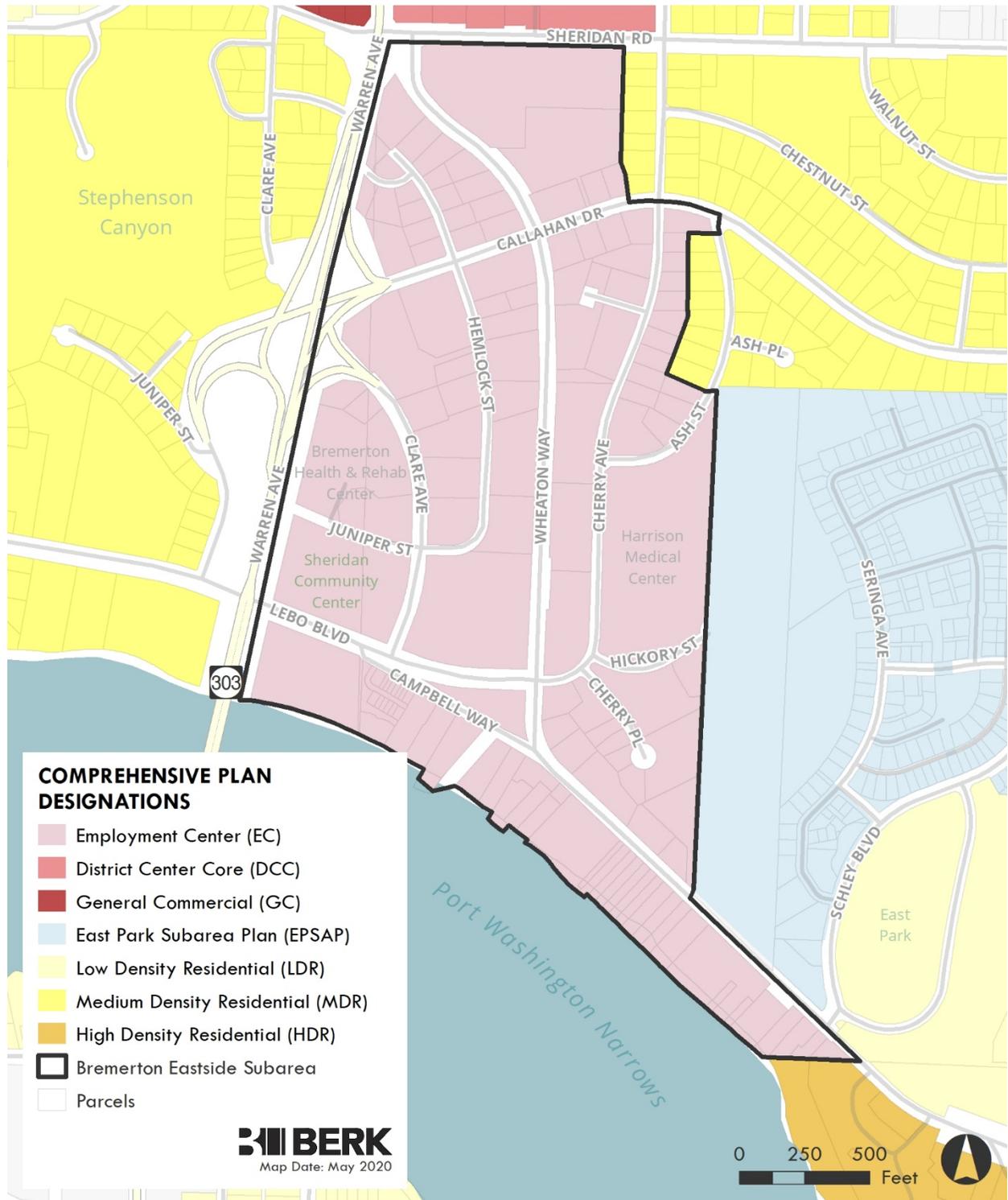
Employment Centers are intended to be mixed-use environments characterized by co-location of employment activities, residential, and commercial amenities for workers. The center type allows for large scale employment activities that may draw workers from a large geographic area, where workers can also choose to live and shop near work. Land uses in the center can include mixed-use, residential, commercial, retail and offices. Employment Centers are anticipated to have significant commercial space for jobs that are well integrated with areas that provide a mix of housing types nearby. Mixed-use or stand-alone residential uses should be supported. Land use intensity is envisioned to be 40 units/acre with six to eight stories of height.

In terms of character, the EC is envisioned to include mixed-use design. It integrates employment activities with housing and commercial activities scaled to serve employees at the center. Development standards should support additional residential uses to the area which as a result will increase support for commercial services. Development should be compatible with minimal impacts to neighboring residential uses. Nearby living opportunities for employees will reduce commuting as well as employee parking demands.

The Comprehensive Plan references the transition of Harrison Hospital and changes of use on this site. The Plan calls for the implementing regulations of the EC designation to have maximum flexibility for building re-use.

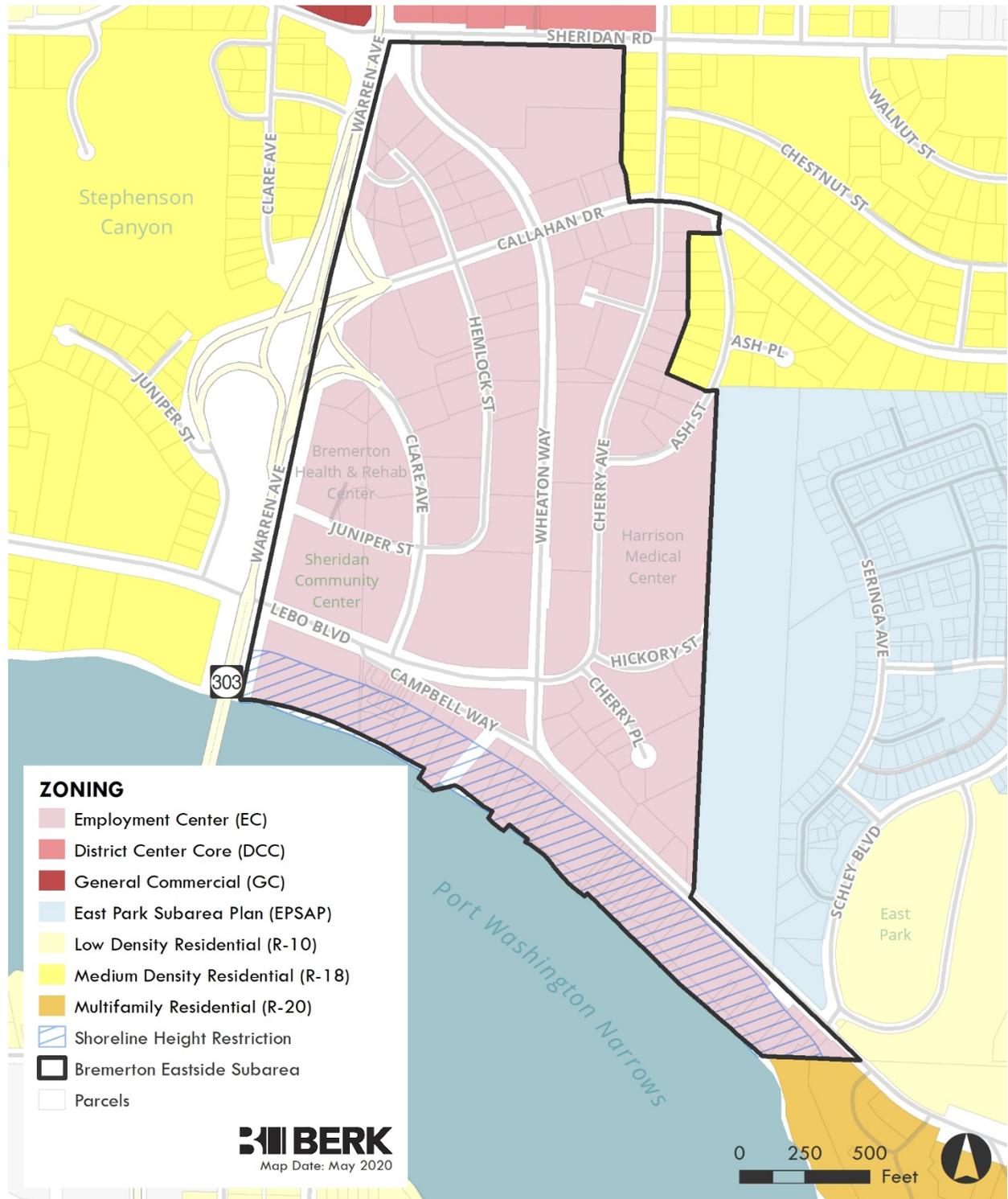
Zoning follows the Future Land Use Designations with EC as the primary zone, and its description is similar to the Comprehensive Plan designation. The minimum allowed residential density in the EC is 15 dwelling units per acre. Allowed building heights are 80' for residential uses and 60' for nonresidential uses. For mixed uses, allowed building height will be based on the use that predominantly (50% or greater) occupies the structure. See [Exhibit 36](#) for a zoning map and [Exhibit 37](#) for a chart of standards.

Exhibit 35 Comprehensive Plan Future Land Use Designations, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Exhibit 36 Current Zoning Within Study Area



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Development Standards Under Current Zoning

Exhibit 37 Maximum Development Standards for Current Zoning

Zone	Maximum Density (dwelling units/acre)	Maximum Height (feet)	Maximum Building Coverage (percent)
Employment Center (EC)	15	Residential: 80' Non-residential: 60'	65% (up to 85% with bonuses)

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Anticipated Growth & Development Capacity

Population in Bremerton is expected to grow from approximately 39,650 in 2012 to 53,407 in 2036. The total new population of 13,757 persons (approximately 6,400 household units) expected in the community by 2036 will live in a variety of single-family households and multi-family settings within and outside centers. See [Exhibit 38](#).

Bremerton's targeted employment growth is for roughly 18,800 jobs by 2036. This reflects an increase from the 28,167 jobs in 2012 to 18,782 jobs by 2036. Of the total increase of about 18,800 jobs, 13,000, or about 80% are expected to be in the various centers, including the Downtown and the Puget Sound Industrial Center-Bremerton. The Study Area, the Eastside Employment Center, is expected to have 750 people, 350 housing units and 450 jobs. This equates to roughly 2.3% of planned employment growth. In comparison, Downtown is anticipated to accommodate 18.4% of employment growth while the Wheaton Riddell District Center is anticipated to accommodate 3.5% of employment growth.

Exhibit 38 Estimates of Population and Employment, 2012-2036

	Total Acres	Avg. Residential Density	Sum of Population	Sum of Households	Sum of Employment
Centers					
Downtown Regional Center (DRC)	138	40	4,355	2,188	3,463
District Center – Wheaton/Riddell	94	20	1,910	909	670
District Center – Wheaton/Sheridan	77	20	1,288	613	318
District Centers – Charleston	125	20	489	232	124
Neighborhood Center – Manette	19	15	106	51	50
Employment Center (EC)	82	40	750	350	450
Bay Vista	73	20	550	255	70
East Park	58	15	320	150	20

	Total Acres	Avg. Residential Density	Sum of Population	Sum of Households	Sum of Employment
Puget Sound Industrial Center – Bremerton	3,072	—	—	—	7,777
Non-Centers					
Freeway Commercial (FC)	324	0	0	0	1075
General Commercial (GC)	273	30	450	210	825
Neighborhood Business (NB)	18	15	30	15	35
Higher Education (HE)	47	20	90	190	76
Industrial (I)	390	0	0	0	1,525

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Buildable Lands Capacity

Within the Eastside Center, the Comprehensive Plan anticipates 350 new dwelling units and 450 new jobs by 2036 (Table LU-G, Comprehensive Plan Land Use Appendix). Bremerton's Comprehensive Plan transportation modeling reviewed approximately 455 new dwellings and 890 new jobs. Prior land capacity estimates were prepared in 2014 and 2015 prior to the City's Comprehensive Plan update in 2016 and showed a range of results and assumptions.

Exhibit 39 Comprehensive Plan Eastside Center Growth Estimates

Source	Population	Housing	Jobs
Table LU-G Table LU-G Comp Plan Land Use Appendix 2016 Adopted Plan	750	350	450
Comprehensive Plan Transportation Model 2016	789*	455 (households)	889

Note: * Estimated with a household size based on PSRC estimates of households and population in 2018.

Source: City of Bremerton, 2019; BERK, 2019.

Redevelopment Potential

Assessed value per square foot of land is one metric used to identify parcels that may be likely to redevelop. Parcels where the assessed value per square foot is low, such as parcels with older, low value buildings, and vacant parcels, may be under-utilized. Some of these under-utilized parcels may be likely to redevelop under given market conditions and based on property owner interests. In some cases, parcels that are not under-utilized may also redevelop based on property owner interests or other changes. The site of Harrison Hospital is an example of this.

Assessed value per square foot is mapped in [Exhibit 40](#). The map shows that potential opportunities for redevelopment are spread across the Study Area. Under-utilized parcels, both vacant and those with low assessed value per square foot, the hospital-owned parcels, including both the parcel with the hospital building and the vacant parcel north of it, the City-owned site across from the Sheridan Community Center, as well as smaller parcels along Lebo Boulevard and Campbell Way are potential opportunity sites.

Assessed value per square foot is one way of considering potential change. Other factors play into which sites are ready for redevelopment such as site attributes, zoning allowances, market conditions, owner preferences, etc.

Draft Alternatives & Public Comment

As part of the planning process and the Environmental Impact Statement (EIS), three alternatives described below were studied. The Alternatives are further detailed in Chapter 2 of the EIS.

- **No Action Alternative** – The Current Comprehensive Plan and Zoning would be retained and allow modest residential and job increases. Given current market conditions and less investment in the subarea, the relocation of the hospital is likely to result in a net loss of jobs.
- **Residential Focus Alternative:** The Residential Focus Alternative recognizes market conditions are favorable for high density residential development for all ages and income levels. Higher density residential uses would be located to the north, east, and west sides of the Study Area taking advantage of topography, open space amenities, and water views. Mixed use waterfront restaurant and retail destinations support residents and visitors. Flexible multi-use designations would offer professional office, commercial, or residential development opportunities in the core. Mid-block connections, boulevard treatments, and pedestrian oriented street fronts create a walkable community. New park spaces offer community gathering opportunities. This alternative supports the most, new residential dwellings, replacing current employment areas such as the hospital. This alternative adopts a Subarea Plan and a Planned Action Ordinance to guide growth and facilitate environmental review.
- **Employment Focus Alternative** – The Employment Focus Alternative creates a new mix of businesses in corporate campus and multi-use settings, replacing current jobs and adding more jobs. The alternative also adds more housing in higher density formats. Investments would be made in roads including new streets and a roundabout. Parks would be improved and added. The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Through the Draft EIS public outreach opportunities during the comment period and in response to comments, a Preferred Alternative will be developed that is anticipated to be in the range of the alternatives above and may mix and match features.

No Action Alternative

The current intent for the Eastside Employment Center is for a well-planned and designed environment where a potentially large employee population is offered the option to live near places of employment. The No Action Alternative would continue the current Comprehensive Plan designation and Zoning. No Planned Action would be adopted to facilitate environmental review of new development or redevelopment.

Employment Focus Alternative

The Employment Focus Alternative creates a new mix of businesses including: two corporate campuses on the north near Sheridan Road and on the current hospital site; multi-use areas along major routes flexibly allowing office, residential, or mixed use commercial; and a retail core at Campbell Way and Wheaton Way. A node of high and low residential density dwellings would be located to the northeast largely respecting existing development. [See Exhibit 42.](#)[See Exhibit 42.](#)

A new connecting road extending from Sheridan Road to Callahan Drive and a round-about at Clare/Callahan Drive and SR 303 provide additional circulation options to support employment uses. Mid-block crossings improve walkability and access. Improved park space at Sheridan Community Center and Sheridan Park, and added park space would be located in proximity to the water tower near Callahan Drive. See [Exhibit 43](#)

The Employment Focus Alternative would replace current jobs as the Medical Center transitions away and allows for net growth rounded to 1,320 jobs as well as 840 dwelling and 1,580 population by 2040, consistent with the horizon year of the SR 303 Corridor Study. [See Exhibit 41.](#)[See Exhibit 41.](#)

Exhibit 41. Employment Focus Alternative: Current and Planned Growth

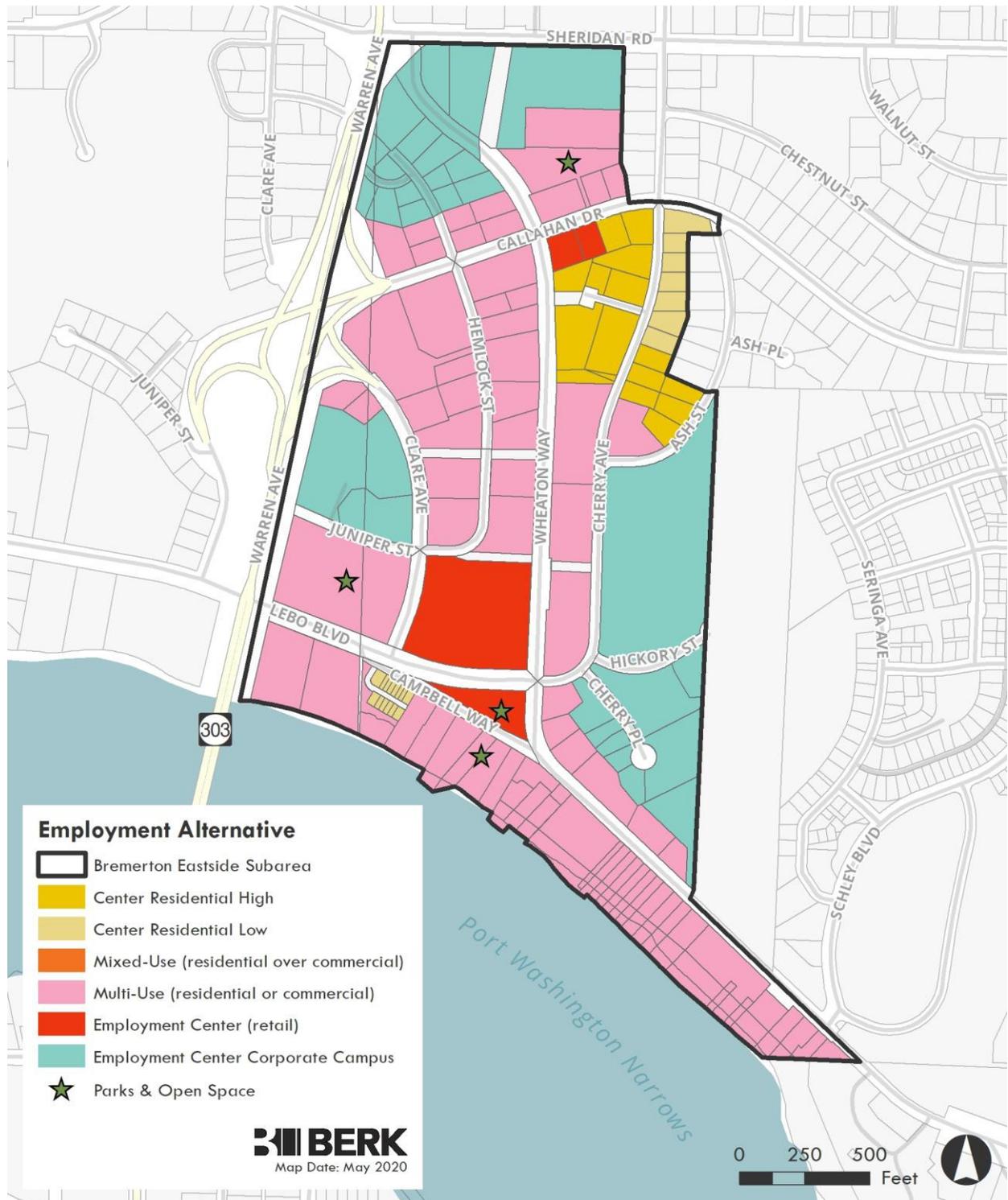
	Existing	Employment Focus: 2040	Net Change*
Population	451	2,030	1,579
Dwellings (<i>including Convalescent Care</i>)	332	1,170	838
Jobs	2,851	4,171	1,320

* Net change compared to existing

Source: PSRC 2019; Fehr & Peers 2019; BERK, 2019.

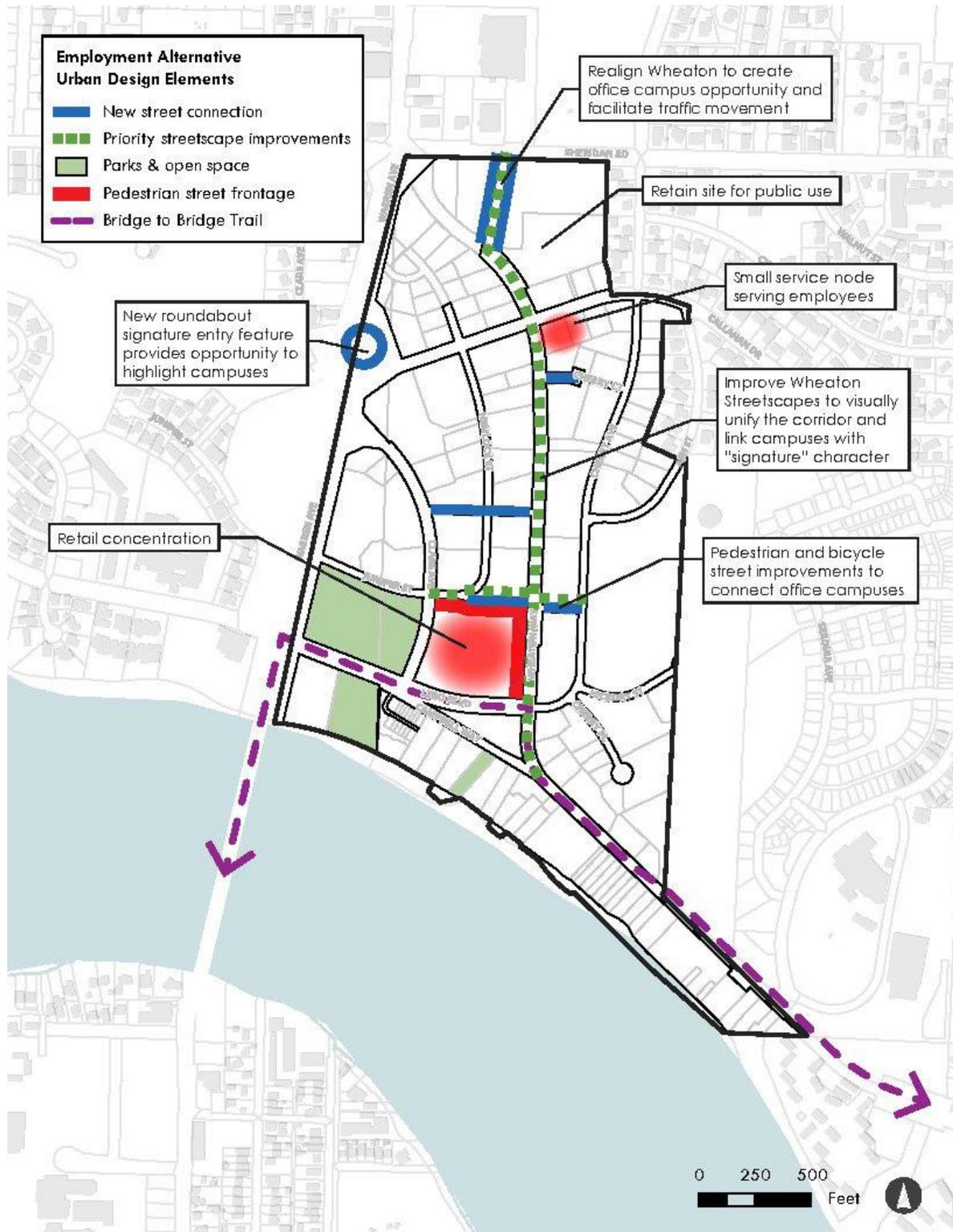
The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Exhibit 42. Employment Focus Alternative



Source: Makers, 2019; BERK 2019.

Exhibit 43. Employment Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Residential Focus

The Residential Focus Alternative would recognize market conditions that are favorable for high density residential development. Residential uses would be designed to take advantage of topography, open space, and water views and be supported by quality commercial services and mixed waterfront restaurant and retail destinations. High density residential development would be newly established on the Harrison Medical Center site at Cherry Avenue and along Wheaton Way north. Areas of flexible multi-use would be placed along central and lower Wheaton Way offering professional office, commercial, or residential development opportunities. Mixed uses with one floor of commercial and multiple floors of residential uses would be centrally focused around Lebo Way and Wheaton Way. See [Exhibit 45](#)

Mid-block connections, boulevard treatments, and pedestrian oriented street fronts, along with park space relocated along Campbell Way and located at the water tower at Callahan Drive would add amenities and improve circulation. See [Exhibit 46](#).

This alternative supports net increases of residential development rounded to 1,825 dwellings, and 3,290 population. Since residential would be a focus on current employment areas, this alternative would see a net decrease of -1,395 jobs, rounded. See [Exhibit 44](#).

Exhibit 44. Residential Focus Alternative: Current and Planned Growth

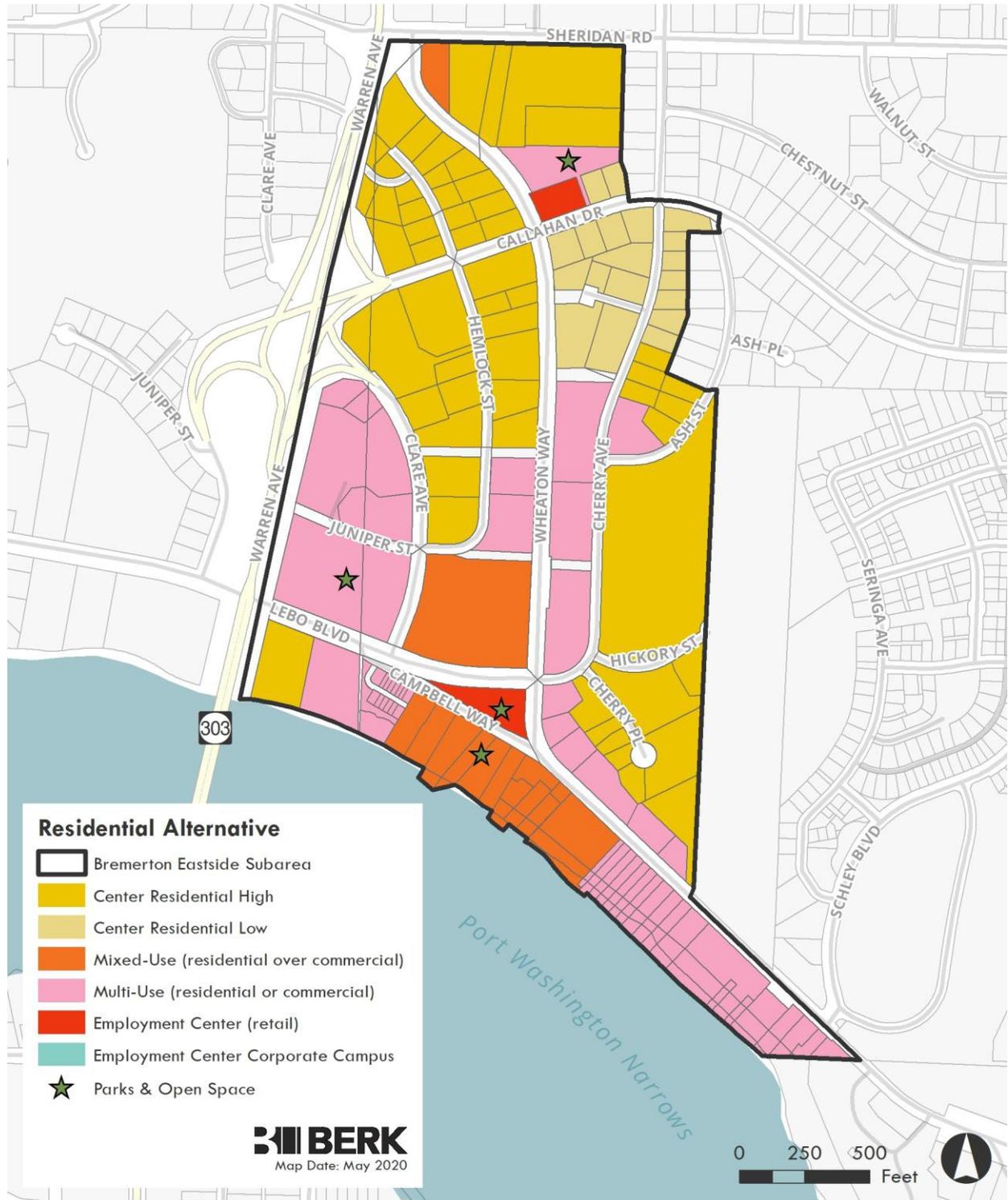
	Existing	Residential Focus	Net Change*
Population	451	3,739	3,289
Dwellings (<i>including Convalescent Care</i>)	332	2,155	1,823
Jobs	2,851	1,457	(1,394)

*Net change compared to existing.

Source: PSRC 2019; Fehr & Peers 2019; BERK, 2019.

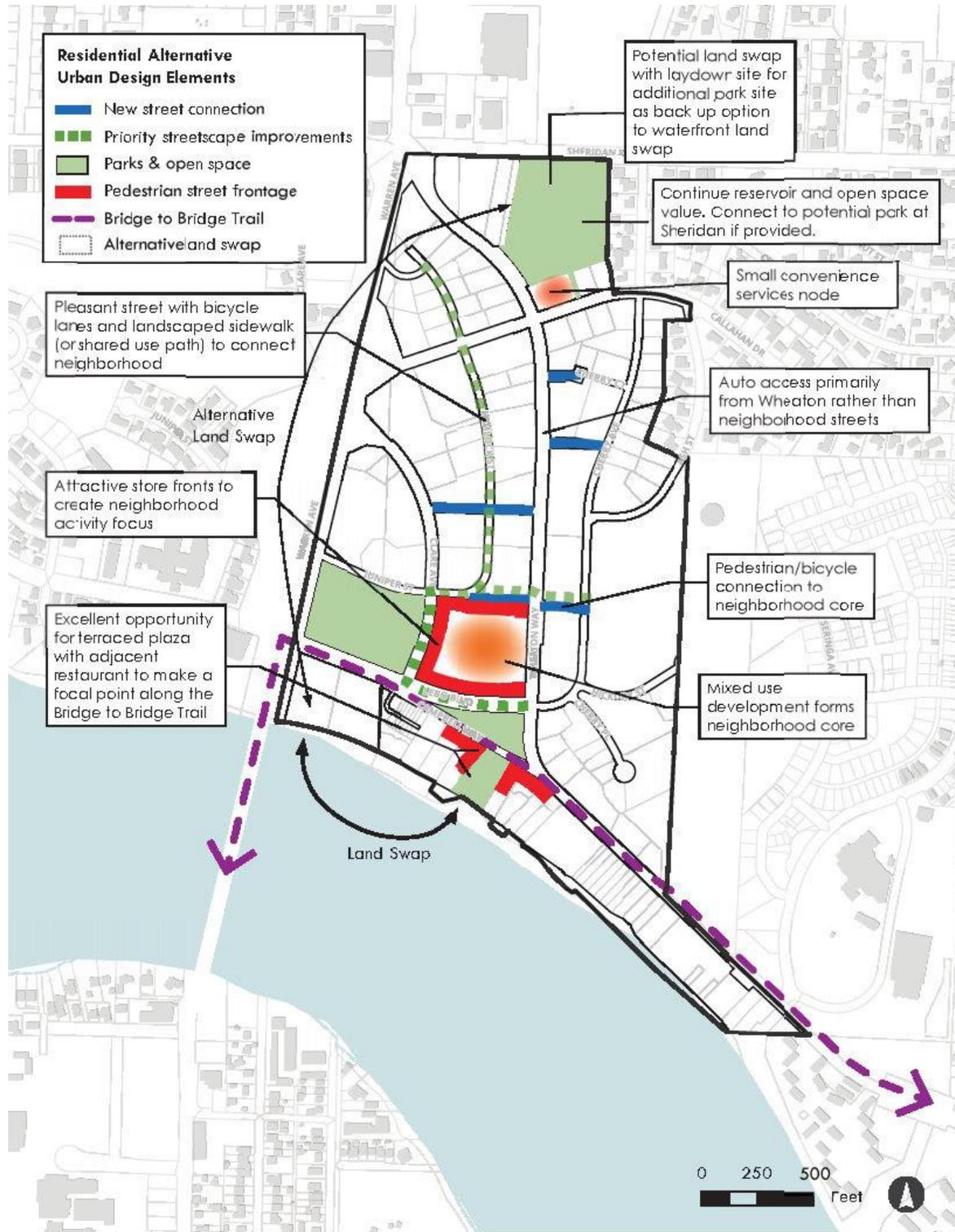
The Residential Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Exhibit 45. Residential Focus Alternative



Source: Makers, 2019; BERK, 2019.

Exhibit 46. Residential Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Land Use Comparisons

Alternative Comparisons

Major features of the alternatives are described and compared below.

Land Use

Each alternative proposes a different focus of land use. The No Action Alternative has a single zone allowing multiple uses, the Employment Center designation. The Employment Focus Alternative emphasizes Multi-Use and Employment Corporate Campus designations. The Residential Focus Alternative emphasizes Center Residential High and Multi-Use designations.

The Employment Focus Alternative assumes the tallest buildings at 5-7 stories for Corporate Campus and mid-rise for Multi-Use at 3-5 stories. Center Residential High is the most emphasized designation in the Residential Focus Alternative with a maximum of 5 stories. Densities would increase under both action alternatives to a range of 20 to 60 units per acre.

Exhibit 47. Land Use / Zoning Designations Building Types and Development Intensity

Color	Designation	Typical Building Types*	Typical Development per acre (/ac)
	Center Residential High	5 story multi-family building	40-60 du/ac
	Center Residential Low	Townhouses + courtyard apartments	20-30 du/ac
	Multi-Use	Office building – 3-5 story Residential – Retail**	20-40 du/ac and 13-15,000 retail sf/ac
	Mixed Use	3-5 story multi-family over 1 story commercial	40-50 du + 6-7,000 retail sf/ac
	Employment Center Retail	Commercial buildings	13-15,000 retail sf/ac
	Employment Center Corporate Campus	5-7 story office buildings with some structured parking	20-30,000 sf/ac

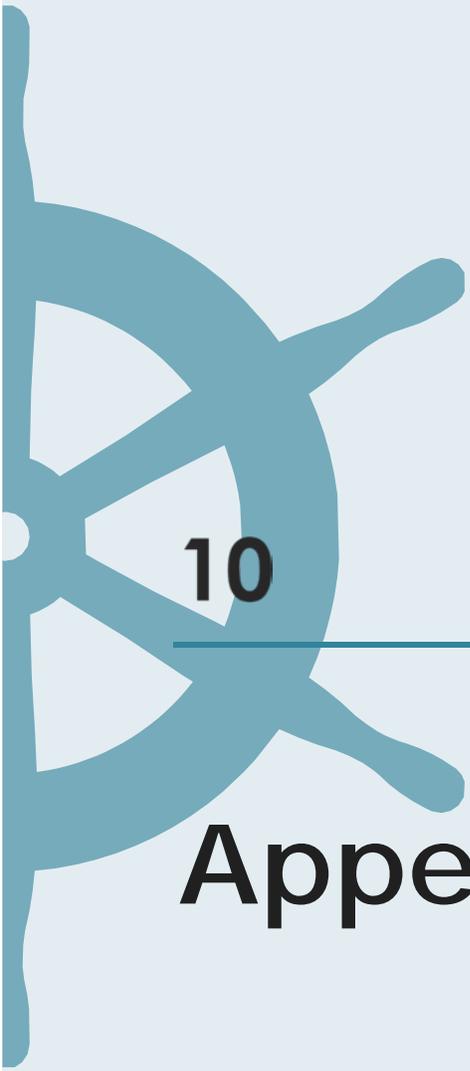
Note: *Existing single-family and other existing lower density housing would be allowed. **Residential may be 3-5 stories over 1 story of retail.

Source: Makers, 2019.

Comprehensive Plan Amendments

It is anticipated the following changes to existing Bremerton Plans and codes would be made:

- The Comprehensive Plan Land Use Map would be amended to replace Employment Center (illustrated on [Exhibit 35](#)) with a designation called “Subarea Plan”.
- Goals and Policies in Land Use Element would be amended to refer to Subarea Plan Goals and Policies. See Chapter 2 ~~Vision & Guidance Framework~~ [Vision & Guidance Framework](#).
- Infrastructure and park concepts would be integrated into the Community Services Appendix and eventually into functional plans. See Chapter 7 ~~Infrastructure Investments, and Chapter 3 Urban Design Concepts~~ [Infrastructure Investments, and Chapter 3 Urban Design Concepts](#), respectively, for infrastructure and park concepts. The City’s Noise Provisions (BMC 6.32.010(c)) shall be updated to reference this plan
- Repeal BMC 20.92 Employment Center as this SAP supersedes it.



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Appendix B

Preliminary Concept for New Park with Stormwater Features at Lebo Blvd and Campbell Way

The City of Bremerton is considering acquiring and developing a parcel near the intersection of Lebo Boulevard and Campbell Way for use as a stormwater park. The park would be used as a dual-purpose facility to provide water quality treatment and serve as a public gathering space within the Eastside Center. As part of this analysis, Herrera conducted a high-level assessment of existing background information, researched precedent images for regional stormwater parks, and identified key opportunities and challenges for potentially developing this parcel into a stormwater park.

The purpose of this technical memorandum is to conduct a high-level review of the feasibility and potential benefit of a stormwater park at this site. The results are intended to help the City decide whether to include the stormwater park concept in the Eastside Center subarea plan and potentially invest more effort into conceptual engineering design and grant application preparation for this multi-benefit opportunity.

Methods of Analysis

The potential park site is located on an existing 36,120 sf parcel (R121490531200). As a starting point, it was assumed that up to half of the parcel (approximately 18,000 sf) could be devoted to water quality treatment facilities and the other half to park facilities (hardscape, paths, benches, gathering spaces). The actual area for stormwater treatment facilities may be smaller or larger depending on whether some additional right of way area is used to provide treatment or if a larger gathering area is desired.

The primary stormwater outfall for the Eastside Center is a 21-inch storm drainage pipe that flows under the middle of the triangle site (approximately 12- to 15-ft below ground surface) and discharges to the Puget sound at the Campbell Way Outfall south of the triangle site. Herrera reviewed the approximate profile of this pipe to confirm that it may be feasible to bypass a portion of the stormwater from the storm main to the site by constructing a diversion structure upgradient from the triangle site.

The tributary area upstream of this outfall is approximately 200-acres and has a modeled 2-year peak flow rate of 48.75 cubic feet per second (Personal communication from City of Bremerton [Outfall Modeling Summary]). An adjacent 30-acre drainage basin (East Park) was analyzed by Herrera in 2010. Based on these analyses, the off-line water quality flow rate for the basin is estimated to be between 20 cfs and 30 cfs; 25 cfs was used to estimate the potential water quality treatment benefit of the stormwater park opportunity by varying the potential stormwater

treatment facility sizes from 9,000 sf to 18,000 sf and a range of potential infiltration rates of treatment media from 3 inches per hour (representing conventional bioretention media with safety factors) to 100 inches per hour (representing proprietary stormwater treatment media types). Cartridge-type stormwater treatment systems were not evaluated, though they should be considered as an option during preliminary design.

Results

Based on examining a range of available stormwater treatment facility footprints and infiltration rates of filter media, it may be feasible to treat 100 percent of the offline water quality flow rate from the Campbell Way drainage basin (assumes at least 18,000 sf is available for stormwater treatment facility surface area and an infiltration rate of 60 inches per hour for the filter media used). Assuming 20 acres of pollutant generating surfaces in the Campbell Way drainage basin (rough estimate of 10% of the basin), this project may be able to meet the stormwater treatment requirements of the Stormwater Management Manual for Western Washington for the full 20 acres. However, these results are based on high-level analysis; the actual water quality benefits could be much less depending on available space for stormwater treatment facilities, the type of media used, and potential unidentified site constraints.

Summary of Opportunities and Challenges

Opportunities

- **Stormwater Treatment** The park could provide water quality treatment for all pollutant generating surfaces from the Campbell Way drainage basin. (*Note: Further design development is needed to refine the estimate of potential water quality treatment benefit*)
- **Educational Benefits** The park could have aesthetic and educational benefits by creating an amenity that could communicate the connection between stormwater in the urban environment and aquatic resources that depend on clean water, thereby fostering better environmental stewardship.
- **Community benefits** The park would revitalize a parcel that is well-situated near the Puget Sound, improve the pedestrian experience and enhance public offerings within the City of Bremerton.

Challenges

1. **Pipe Depth** The parcel is generally flat and somewhat sloped toward the water. The existing storm drainage system is approximately 12 to 15 feet below surface grade of the existing parcel. In order to route stormwater flow into the park via gravity flow, a diversion structure would need to be installed approximately 150 to 300 feet upstream underneath Wheaton Way and a new storm drain pipe would be required to route the water quality flow rate into the park. After treatment, stormwater would be routed back into the existing stormwater system and discharged into the Puget Sound. Alternatively, stormwater could be mechanically pumped from the existing storm drainage piping underneath the parcel,

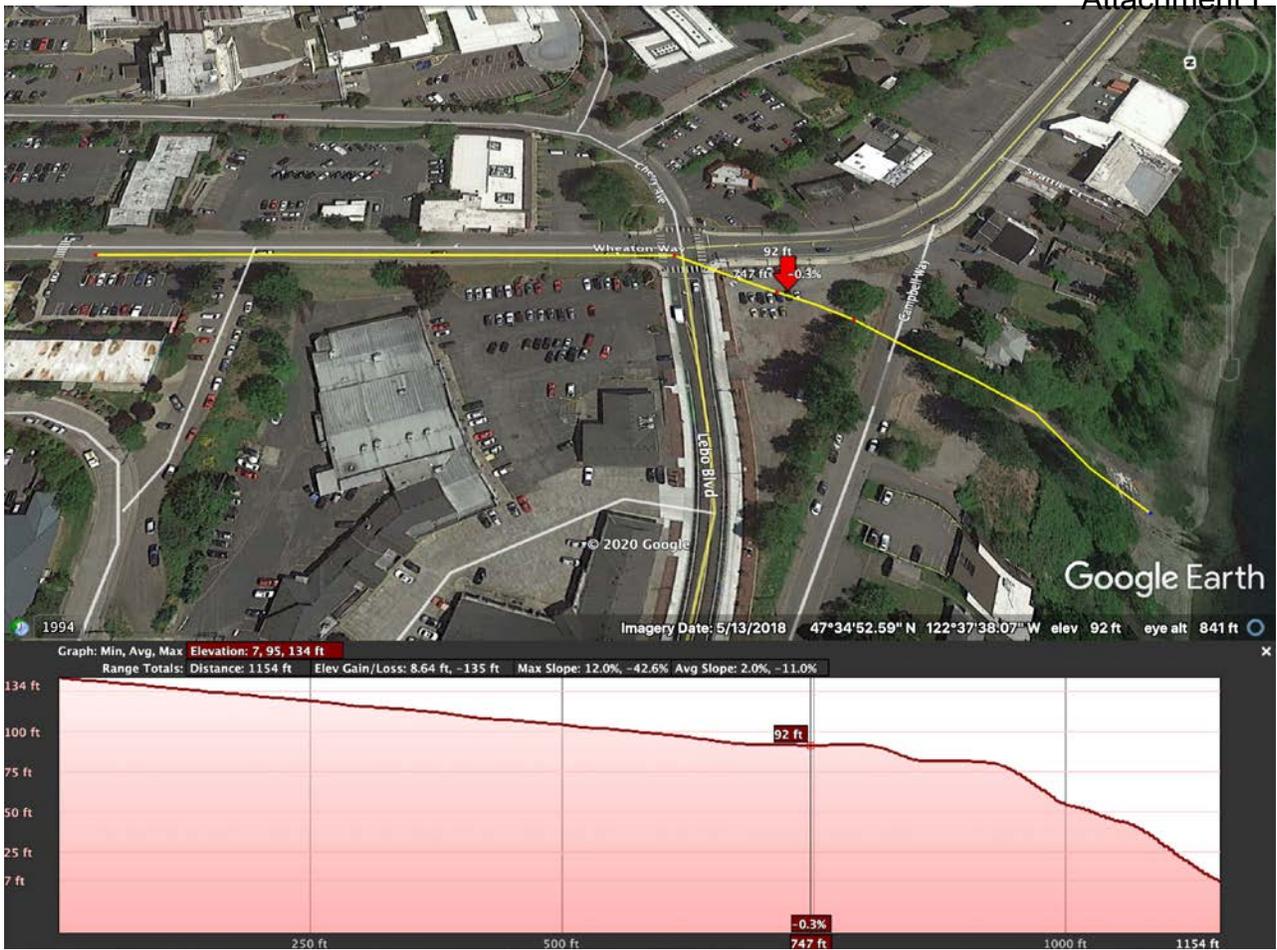
routed through the water quality treatment system in the park and discharged back into the existing storm drainage system. The technical feasibility, cost, and maintenance requirements related to these options would need to be studied in more detail.

2. **Stormwater from Mixed Sources.** Because the park would be at the downstream end of the basin, stormwater from multiple sources is mixed together in the existing storm main (i.e. the flow contains runoff from some cleaner surfaces [roofs] and some dirtier surfaces [roads]). The stormwater park would treat the mixed flow, as it would likely be financially infeasible to separate out runoff from pollution generating surfaces into a separate pipeline. As a result, the facility will need to treat a higher flow rate than if it were treating runoff from only pollution generating impervious surfaces.
3. **Baseflow.** The Campbell Way basin is likely to have baseflow most of the wet season, and possibly year-round. Baseflow can negatively affect performance of stormwater treatment BMPs and will need to be carefully considered during design.

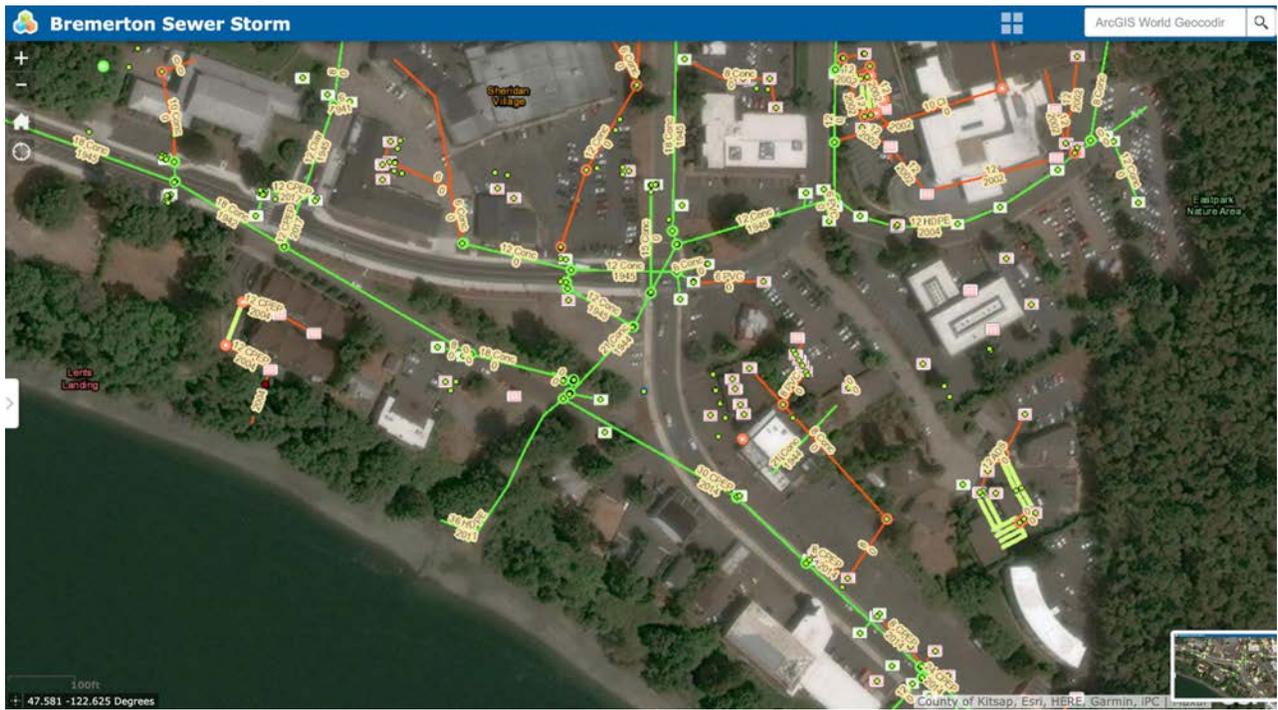
The following images are included to support for discussion or urban design development:

- Google Earth Pro aerial with parcel location.
- Google Earth Pro aerial with approximate profile of existing grades.
- Campbell Way basin map and outfall location.
- City of Bremerton Storm Sewer system GIS information.
- Precedent images from Manchester Stormwater Park, Whispering Firs Stormwater Park, Point Defiance Stormwater Treatment Facility and Rochester Infiltration Pond.











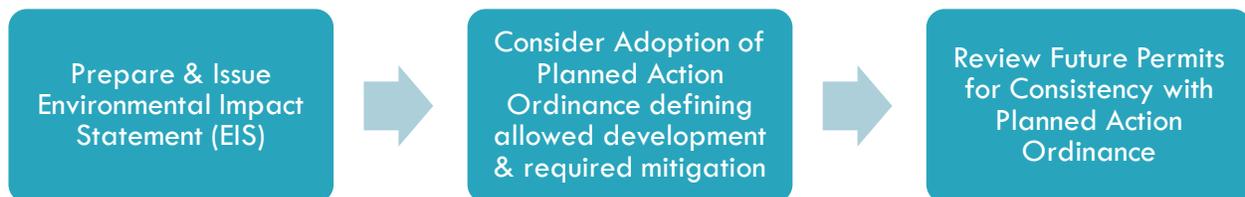




Harrison Village Center Draft Planned Action Ordinance

The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of development consistent with the Harrison Village Center Subarea Plan. Planned actions provide more detailed environmental analysis during the area-wide planning phase, rather than during the permit review process. Future projects in the Study Area that develop under the designated Planned Action will not require SEPA determinations at the time of permit application if they are certified as consistent with the type of development, growth and traffic assumptions, and mitigation measures studied in the EIS. Such projects are still required to comply with adopted laws and regulations and would undergo review pursuant to the City's adopted land use and building permit procedures. See the graphic below for a summary of the process.

Planned Action Process



Source: BERK, 2019.

Bremerton has adopted a planned action for the Puget Sound Industrial Center – Bremerton (formerly the South Kitsap Industrial Area); one has also been developed for the Gorst Urban Growth Area as part of a County-City planning process, and would be applied when annexed to Bremerton.

A Draft Planned Action Ordinance framework was included in the March 6, 2020 Draft EIS. For the June 15, 2020 hearing, a more complete draft with mitigation measures drawn from the Draft EIS was presented. With a greater understanding of infrastructure needs and costs, a revised Draft Planned Action Ordinance has been prepared for the July 20, 2020 hearing in this document.

Mitigation measures are drawn from the Draft Environmental Impact Statement and address the natural environment, land use, aesthetics, transportation, public services, and utilities.

Similar to the Puget Sound Industrial Center – Bremerton, a transportation mitigation fee has been calculated in order for growth to pay for a share of new infrastructure to support the demand.

The draft fee in the Harrison Village Center would range from \$5,300 to \$8,500 per PM peak hour trip, depending on if the frontage improvements on several main routes are made pursuant to Bremerton requirements.

An example of how the fee would apply to a multifamily development is illustrated below:

- Multifamily Mid Rise
 - PM Peak Hour Trips per Dwelling Unit, Trip rate: 0.44
 - Number of dwelling units: 20
 - PM Peak Hour Trips: 8.8
- Cost at full rate:
 - $\$8,502 * 8.8 = \$74,816$
 - Cost per dwelling unit: \$3,741
- Cost deducting frontage improvements on Wheaton Way:
 - $\$5,308 * 8.8 = \$46,709$
 - Cost per dwelling unit: \$2,335.43

The fee range is comparable to other Puget Sound communities¹ if comparing citywide fees per PM Peak Hour Trip from Poulsbo (\$5,400) to Duvall (\$8,800). However, since the comparisons are based on citywide fees for citywide improvements and citywide trips, the fees are not entirely comparable since citywide fees are spread to more users. Also the comparison fees are typically for road improvements rather than multimodal improvements, which are often addressed through SEPA or other standards. For example, the City of Issaquah's transportation impact fee is \$6,200 for 1 PM peak hour trip and another \$900 mitigation fee for bicycle and pedestrian facilities. Other fees apply to urban villages in Issaquah.²

¹ See: <http://mrsc.org/getmedia/7b937ea4-f666-4b86-b21d-fd21f43115e3/b45ImpactFeeCompare.pdf.aspx>.

² See <https://www.issaquahwa.gov/138/Impact-Fees>.

ORDINANCE NO. _____

AN ORDINANCE of the City Council of the City of Bremerton, Washington, establishing a planned action for the EastsideHarrison Village Center pursuant to the State Environmental Policy Act

WHEREAS, the State Environmental Policy Act (SEPA) and implementing rules provide for the integration of environmental review with land use planning and project review through designation of “Planned Actions” by jurisdictions planning under the Growth Management Act (GMA); and

WHEREAS, the City has adopted a Comprehensive Plan complying with the GMA; and

WHEREAS, the City has received a legislative appropriation to conduct a market study, subarea plan, and planned action environmental impact statement for the Eastside Employment Center, retitled EastsideHarrison Village Center through this planning process; and

WHEREAS, to guide EastsideHarrison Village Center’s growth and redevelopment, the City has engaged in extensive subarea planning and has adopted amendments to the Bremerton Comprehensive Plan including the EastsideHarrison Village Center Subarea Plan; and

WHEREAS, the City desires to designate a Planned Action for the EastsideHarrison Village Center; and

WHEREAS, designation of a Planned Action expedites the permitting process for subsequent, implementing projects whose impacts have been previously addressed in a Planned Action environmental impact statement (EIS), and thereby encourages desired growth and economic development; and

WHEREAS, the Eastside Employment Center Planned Action EIS (now known as the Harrison Village Planned Action EIS)³ identifies impacts and mitigation measures associated with planned development in the EastsideHarrison Village Center; and

WHEREAS, the City has adopted development regulations and ordinances which will help protect the environment, and is adopting regulations specific to the EastsideHarrison Village Center which will guide the allocation, form, and quality of desired development; and

WHEREAS, the City’s SEPA Rules, set forth in BMC 20.04.205 provide for Planned Actions within the City; and

WHEREAS, the City as lead agency provided public comment opportunities through an EIS scoping period from September 26 to November 15, 2019, and a public comment period for the EastsideHarrison Village Center Draft Subarea Plan and Draft Planned Action EIS

³ The Draft EIS refers to the Eastside Employment Center Planned Action EIS. For the Final EIS the document can be titled to indicate the new center name: Harrison Village Center.

from March 6, 2020 to April 6, 2020, and held public meetings and hearings as part of a coordinated EastsideHarrison Village Center public participation program throughout 2019 and 2020; and

WHEREAS, the City provided legal notice of a community meeting on March 18, 2020 by emailing to all affected federally recognized tribal governments and agencies with jurisdiction over the future development anticipated for the planned action, in compliance with RCW 43.21C.440; and

WHEREAS, the City held a community meeting on April 6, 2020 in compliance with RCW 43.21C.440; and

WHEREAS, on XX, 2020 the City provided notification of a public hearing to be held on XX, 2020 to all parties of record and all affected federally recognized tribal governments and agencies with jurisdiction over the future development for the EastsideHarrison Village Center Subarea Plan; and

WHEREAS, the City Council held a public hearing on XX, 2020, considered public comment and approved the EastsideHarrison Village Center Subarea Plan as Ordinance XXXX; and

WHEREAS, on XX, 2020 the City provided legal notice in the Kitsap Sun of a public hearing to be held on XX, 2020 for the planned action; and

WHEREAS, on XX, 2020 the City provided notification of a public hearing to be held on XX, 2020 to all parties of record and all affected federally recognized tribal governments and agencies with jurisdiction over the future development anticipated for the planned action; and

WHEREAS, the City Council held a public hearing on XX, 2020 and considered public comment; NOW, THEREFORE,

THE CITY COUNCIL OF THE CITY OF BREMERTON, WASHINGTON,
DOES HEREBY ORDAIN AS FOLLOWS:

SECTION 1. *Recitals.* The recitals set forth in this ordinance are hereby incorporated as if fully set forth herein.

SECTION 2. *Purpose.* The City Council declares that the purpose of this ordinance is to:

A. Combine environmental analysis, land use plans, development regulations, City codes and ordinances together with the mitigation measures in the Eastside Employment (Harrison Village) Center Planned Action EIS to mitigate environmental impacts and process planned action development applications in the Planned Action Area;

B. Designate the EastsideHarrison Village Center as a Planned Action Area for purposes of environmental review and permitting of subsequent, implementing projects pursuant to SEPA, RCW 43.21C.440;

C. Determine that the EIS prepared for the EastsideHarrison Village Center Subarea Plan meets the requirements of a Planned Action EIS pursuant to SEPA;

- D. Establish criteria and procedures, consistent with state law, that will determine whether subsequent projects within the Planned Action Area qualify as Planned Actions;
- E. Provide the public with information about Planned Actions and how the City will process implementing projects within the Planned Action Area;
- F. Streamline and expedite the land use permit review process by relying on the EIS completed for the Planned Action; and
- G. Apply the City's development regulations together with the mitigation measures described in the EIS and this Ordinance to address the impacts of future development contemplated by this Ordinance.

SECTION 3. Findings. The City Council finds as follows:

- A. The City is subject to the requirements of the GMA (RCW 36.70A), and is applying the Planned Action to a UGA [Urban Growth Area]; and
- B. The City has adopted a Comprehensive Plan complying with the GMA, and is amending the Comprehensive Plan to incorporate a subarea element specific to the EastsideHarrison Village Center; and
- C. The City is adopting development regulations concurrent with the EastsideHarrison Village Center Subarea Plan to implement said Plan, including this ordinance; and
- D. An EIS has been prepared for the Planned Action Area, and the City Council finds that the EIS adequately identifies and addresses the probable significant environmental impacts associated with the type and amount of development planned to occur in the designated Planned Action Area; and
- E. The mitigation measures identified in the Eastside Employment (Harrison Village) Center Planned Action EIS and attached to this ordinance as Exhibit B, incorporated herein by reference, together with adopted City development regulations, will adequately mitigate significant impacts from development within the Planned Action Area; and
- F. The EastsideHarrison Village Center Subarea Plan and Eastside Employment (Harrison Village) Center Planned Action EIS identify the location, type and amount of development that is contemplated by the Planned Action; and
- G. Future projects that are implemented consistent with the Planned Action will protect the environment, benefit the public and enhance economic development; and
- H. The City provided several opportunities for meaningful public involvement in the EastsideHarrison Village Center Subarea Plan and Planned Action EIS, including a community meeting prior to the publication of notice for the planned action ordinance; have considered all comments received; and, as appropriate, have modified the proposal or mitigation measures in response to comments;
- I. Essential public facilities defined in RCW 47.06.140 are excluded from the Planned Action and not eligible for review or permitting as Planned Actions unless they are accessory to or part of a project that otherwise qualifies as a planned action; and
- J. The Planned Action applies to a defined area that is smaller than the overall City boundaries and smaller than overall County designated UGAs; and
- K. Public services and facilities are adequate to serve the proposed Planned Action, with implementation of Subarea Plan and mitigation measures identified in the EIS.

SECTION 4. Procedures and Criteria for Evaluating and Determining Planned Action Projects within Planned Action Area.

- A. Planned Action Area. This Planned Action designation shall apply to the area shown in **Exhibit A**, incorporated herein by reference.

B. Environmental Document. A Planned Action determination for a site-specific project application within the Planned Action Area shall be based on the environmental analysis contained in the Draft EIS issued by the City on March 6, 2020 and the Final EIS published on XX, 2020. The Draft and Final EIS documents shall comprise the Eastside Employment (Harrison Village) Center Planned Action EIS for the Planned Action Area. The mitigation measures contained in **Exhibit B**, attached to this Ordinance and incorporated herein by reference, are based upon the findings of the Planned Action EIS and shall, along with adopted City regulations, provide the framework that the City will use to apply appropriate conditions on qualifying Planned Action projects within the Planned Action Area.

C. Planned Action Designated. Land uses and activities described in the Planned Action EIS, subject to the thresholds described in Subsection 4(D) and the mitigation measures contained in **Exhibit B**, are designated Planned Actions or Planned Action Projects pursuant to RCW 43.21C.440. A development application for a site-specific Planned Action project located within Planned Action Area shall be designated a Planned Action if it completes the modified SEPA Checklist in **Exhibit B** and meets the criteria set forth in Subsection 4(D) of this Ordinance and all other applicable laws, codes, development regulations and standards of the City are met. [Another option is to use standard SEPA Checklist.]

D. Planned Action Qualifications. The following thresholds shall be used to determine if a site-specific development proposed within the Planned Action Area was contemplated as a Planned Action and has had its environmental impacts evaluated in the Planned Action EIS:

(1) Qualifying Land Uses.

(a) Planned Action Categories: The following general categories/types of land uses are defined the EastsideHarrison Village Center Subarea Plan and are considered Planned Actions:

i. Mixed Use and Multi Use Development: Mixed Use and Multi Use zoned uses including but not limited to retail, hotel, office, services, townhomes, and apartments in horizontal or vertical patterns consistent with zone requirements.

ii. Residential: Center Residential-High, Center Residential-Medium, and Center Residential-Low uses including but not limited to attached single family, cottages, townhomes, apartments, and accessory dwelling units consistent with zone requirements.

iii. Commercial: Center Employment Corporate Campus or Retail commercial uses including retail, hotel, office, and services consistent with zone requirements.

iv. Open Space, Recreation: Active and passive parks, recreation, and open space facilities consistent with zone requirements.

(b) Planned Action Uses: A land use shall be considered a Planned Action Land Use when:

i. it is within the Planned Action Area as shown in Exhibit A;

ii. it is within the one or more of the land use categories described in subsection 1(a) above; and

iii. it is listed in development regulations applicable to the zoning classifications applied to properties within the Planned Action Area.

A Planned Action may be a single Planned Action use or a combination of Planned Action uses together in a mixed use development. Planned Action uses include accessory uses.

(c) Public Services: The following public services, infrastructure and utilities are also Planned Actions: Multi-modal transportation improvements, water and sewer improvements, and stormwater improvements, considered in capital plans associated with the EastsideHarrison Village Center Subarea Plan.

i. Applicants for public services, infrastructure and utilities projects shall demonstrate consistency with the EastsideHarrison Village Center Subarea Plan, Bremerton Shoreline Master Program, and Bremerton Critical Areas Ordinance.

ii. Essential public facilities defined in RCW 47.06.140 are excluded from the Planned Action and not eligible for review or permitting as Planned Actions unless they are accessory to or part of a project that otherwise qualifies as a planned action.

(2) Development Thresholds:

(a) Land Use: The following amounts of various new land uses are contemplated by the Planned Action:

Table D2a-1. Alternative Comparison of Total and Net Growth

	Existing	No Action	Net Change*	Residential Focus	Net Change*	Employment Focus	Net Change*	Preferred	Net Change
Population	451	1,240	789	3,740	3,289	2,030	1,579	<u>3,610</u> <u>3,430</u>	<u>3,159</u> <u>2,979</u>
Dwellings (including Conv Care)	332	787	455	2,155	1,823	1,170	838	<u>2,080</u> <u>1,980</u>	<u>1,748</u> ⁴ <u>1,648</u>
Jobs	2,851	3,740	889	1,457	(1,394)	4,171	1,320	<u>2,770</u> <u>3,275</u>	<u>(81)</u> ⁵ <u>424</u>

*Net change compared to existing.

Source; PSRC 2019; Fehr & Peers 2019; BERK, 2020.

(b) Shifting development amounts between land uses in Subsection 4(D)(2)(a) may be permitted when the total build-out is less than the aggregate amount of development reviewed in the EIS; the traffic trips for the preferred alternative are not exceeded; and, the development impacts identified in the Planned Action EIS and are mitigated consistent with Exhibit B.

(c) Further environmental review may be required pursuant to WAC 197-11-172, if any individual Planned Action or combination of Planned Actions exceed the development thresholds specified in this Ordinance and/or alter the assumptions and analysis in the Planned Action EIS.

⁴ Assumes higher density on Center Residential High sites due to one additional floor on Hospital site.

⁵ Corrects a formula error in the June 2020 estimates and jobs are closer to current conditions (essentially envisions retaining total jobs across study area even with Hospital leaving). Center High Residential typically assumes 20,000 SF of commercial space to allow some mixed use though primarily the use is for high-density residential. Per Planning Commission direction, the results assumes 40,000 sf instead of 20,000 sf of commercial space for Hospital site.

(3) Transportation Thresholds:

(a) Trip Ranges & Thresholds. The maximum number of PM peak hour trips anticipated in the Planned Action Area and reviewed in the EIS is as follows:

Table D3a-1. PM Peak Hour Vehicle Trips Generated, All Alternatives

Alternative	PM Peak Hour Vehicle Trips	Net Change in Trip Generation Compared to No Action Alternative
No Action Alternative	1,656	—
Residential Focus Alternative	1,568	-88
Employment Focus Alternative	1,972	316
Preferred Alternative	1,972 TBD	316 TBD

Source: Fehr & Peers, 2020.

(b) Concurrency. All Planned Actions shall meet the transportation concurrency requirements and the level of service (LOS) thresholds established in the Bremerton Comprehensive Plan and Chapter 11.12 BMC Transportation Development Code.

(c) Traffic Impact and Mitigation. The responsible City official shall require documentation by Planned Action Project applicants demonstrating that the total trips identified in Subsection 4.D(3)(a) are not exceeded, that the project meets the concurrency standards of Subsection 3.D(3)(b), and that the project has mitigated impacts consistent with **Exhibit B**. In lieu of the requirements of BMC 11.12.060, planned action applicants shall provide the following documentation:

- (i) Trip generation and total trips in relation to the trip bank in Subsection 3.D(3)(a) and (d).
- (ii) Site-specific access design and consistency with City standards.
- (iii) Implementation of required frontage improvements per Exhibit B-3.
- (iv) Share of cost on areawide mitigation per Exhibit B-3.

(d) Discretion. The City Engineer or his/her designee or his/her designee shall have discretion to determine incremental and total trip generation, consistent with the Institute of Traffic Engineers (ITE) Trip Generation Manual (latest edition) or an alternative manual accepted by the City Engineer at his or her sole discretion, for each project permit application proposed under this Planned Action.

(4) Elements of the Environment and Degree of Impacts. A proposed project that would result in a significant change in the type or degree of adverse impacts to any element(s) of the environment analyzed in the Planned Action EIS, would not qualify as a Planned Action.

(5) Changed Conditions. Should environmental conditions change significantly from those analyzed in the Planned Action EIS, the City's SEPA Responsible Official may determine that the Planned Action designation is no longer applicable until supplemental environmental review is conducted.

(6) Substantive Authority. Pursuant to SEPA Substantive Authority at BMC 20.04.010 and Comprehensive Plan Policies, impacts shall be mitigated through the measures included in **Exhibit B**.

E. Planned Action Review Criteria.

(1) The City's SEPA Responsible Official may designate as "planned actions", pursuant to RCW 43.21C.030, applications that meet all of the following conditions:

(a) The proposal is located within the Planned Action area identified in **Exhibit A** of this ordinance;

(b) The proposed uses and activities are consistent with those described in the Planned Action EIS and Subsection 4(D) of this ordinance;

(c) The proposal is within the Planned Action thresholds and other criteria of Subsection 4(D) of this ordinance;

(d) The proposal is consistent with the City of Bremerton Comprehensive Plan and the EastsideHarrison Village Center Subarea Plan;

(e) The proposal's significant adverse environmental impacts have been identified in the Planned Action EIS;

(f) The proposal's significant impacts have been mitigated by application of the measures identified in **Exhibit B**, and other applicable City regulations, together with any modifications or variances or special permits that may be required;

(g) The proposal complies with all applicable local, state and/or federal laws and regulations, and the SEPA Responsible Official determines that these constitute adequate mitigation; and

(h) The proposal is not an essential public facility as defined by RCW 36.70A.200(1), unless the essential public facility is accessory to or part of a development that is designated as a planned action under this ordinance.

(2) The City shall base its decision on review of a Planned Action SEPA checklist (Exhibit B), or an alternative form approved by state law, and review of the application and supporting documentation.

(3) A proposal that meets the criteria of this section shall be considered to qualify and be designated as a planned action, consistent with the requirements of RCW 43.21C.030, WAC 197-11-164 et seq., and this ordinance.

F. Effect of Planned Action.

(1) Designation as a Planned Action Project by the SEPA Responsible Official means that a qualifying proposal has been reviewed in accordance with this Ordinance and found to be consistent with the development parameters and thresholds established herein, and with the environmental analysis contained in the Planned Action EIS.

(2) Upon determination by the City's SEPA Responsible Official that the proposal meets the criteria of Subsection 4(D) and qualifies as a planned action, the proposal shall not require a SEPA threshold determination, preparation of an EIS, or be subject to further review pursuant to SEPA.

G. Planned Action Permit Process. Applications for planned actions shall be reviewed pursuant to the following process:

(1) Development applications shall meet all applicable requirements of the Bremerton Municipal Code (BMC). Applications for planned actions shall be made on forms provided by the City and shall include the Planned Action SEPA checklist (Exhibit B).

(2) The City's SEPA Responsible Official shall determine whether the application is complete as provided in BMC Chapter 20.02.

(3) If the application is for a project within the Planned Action Area defined in Exhibit A, the application will be reviewed to determine if it is consistent with the criteria of this ordinance and thereby qualifies as a Planned Action project.

(a) The decision of the City's SEPA Responsible Official regarding qualification of a project as a Planned Action is a Type 1 decision. The SEPA Responsible Official shall notify the applicant of his/her decision. Notice of the determination on Type 1 decisions involving a planned action shall also be mailed or otherwise verifiably delivered to federally recognized tribal governments and to agencies with jurisdiction over the planned action project, pursuant to RCW 43.21C.440.

(b) If the project is determined to qualify as a Planned Action, it shall proceed in accordance with the applicable permit review procedures specified in BMC Chapter 20.02, except that no SEPA threshold determination, EIS or additional SEPA review shall be required.

(c) Notice of the application for a planned action project shall be consistent with Chapter 20.02 BMC.

(4) If notice is otherwise required for the underlying permit, the notice shall state that the project has qualified as a Planned Action. If notice is not otherwise required for the underlying permit, no special notice is required by this ordinance. See Subsection 4(G)(3)(a) regarding notice of the Type 1 decision.

(5) To provide additional certainty about applicable requirements, the City or applicant may request consideration and execution of a development agreement for a Planned Action project, consistent with RCW 36.70B.170 et seq.

(6) If a project is determined to not qualify as a Planned Action, the SEPA Responsible Official shall so notify the applicant and prescribe a SEPA review procedure consistent with the City's SEPA regulations and the requirements of state law. The notice shall describe the elements of the application that result in failure to qualify as a Planned Action.

(7) Projects that fail to qualify as Planned Actions may incorporate or otherwise use relevant elements of the Planned Action EIS, as well as other relevant SEPA documents, to meet their SEPA requirements. The SEPA Responsible Official may limit the scope of SEPA review for the non-qualifying project to those issues and environmental impacts not previously addressed in the Planned Action EIS.

SECTION 5. Monitoring and Review.

A. The City should monitor the progress of development in the designated Planned Action area as deemed appropriate to ensure that it is consistent with the assumptions of this ordinance and the Planned Action EIS regarding the type and amount of development and associated impacts, and with the mitigation measures and improvements planned for the Planned Action Area.

B. This Planned Action Ordinance shall be reviewed by the SEPA Responsible Official no later than **five years** from its effective date. The review shall determine the continuing relevance of the Planned Action assumptions and findings with respect to environmental conditions in the Planned Action area, the impacts of development, and required mitigation measures. The SEPA Responsible Official shall also consider the implementation of Public Agency Actions and Commitments in Exhibit C. Based upon this review, the City may propose amendments to this ordinance and/or may supplement or revise the Planned Action EIS.

SECTION 6. Conflict. In the event of a conflict between this Ordinance or any mitigation measures imposed thereto, and any Ordinance or regulation of the City, the provisions of this Ordinance shall control, except that the provision of any International Building Code shall supersede.

SECTION 7. Severability. If any one or more sections, subsections, or sentences of this Ordinance are held to be unconstitutional or invalid such decision shall not affect the validity of the remaining portions of this Ordinance and the same shall remain in full force and effect.

SECTION 8. Effective Date. This ordinance shall take effect and be in force ten (10) days from and after its passage, approval and publication as provided by law.

PASSED by the City Council the _____ day of _____, 2020

Eric Younger, Council President

Approved this _____ day of _____, 2020

Greg Wheeler, Mayor

ATTEST:

APPROVED AS TO FORM:

Angela Hoover, City Clerk

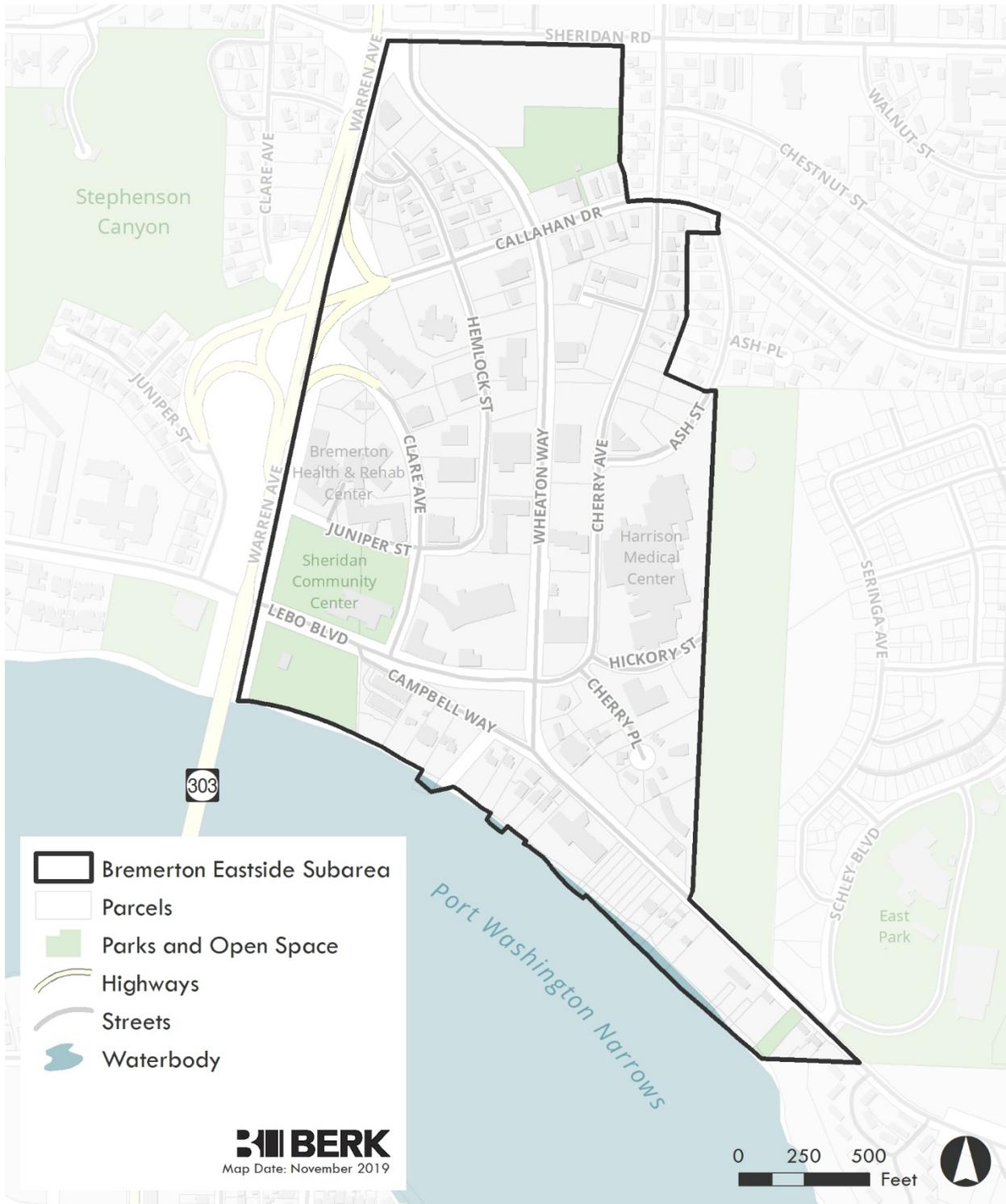
Roger A. Lubovich, City Attorney

PUBLISHED the _____ day of _____, 2020

EFFECTIVE the _____ day of _____, 2020

ORDINANCE NO. _____

Exhibit A: Eastside Harrison Village Subarea Planned Action Area



Source: City of Bremerton, Kitsap County Assessor; BERK, 2019.

Exhibit B. SEPA Checklist and Mitigation Measures

Exhibit B: Example Environmental Checklist and Required Mitigation Document

INTRODUCTION

The State Environmental Policy Act (SEPA) requires environmental review for project and non-project proposals that are likely to have adverse impacts upon the environment. In order to meet SEPA requirements, the City of Bremerton issued the Eastside ([Harrison Village](#)) Center Planned Action Draft Environmental Impact Statement (EIS) on March 6, 2020, and the Final EIS was issued on XX, 2020. The Draft and the Final EIS together are referenced herein as the “EIS”. The EIS has identified significant beneficial and adverse impacts that are anticipated to occur with the future development of the Planned Action Area, together with a number of possible measures to mitigate those significant adverse impacts.

On XX, 2020, the City of Bremerton adopted Ordinance No. [REDACTED] establishing a planned action designation for the [EastsideHarrison Village](#) Center studied as Planned Action in the EIS (see **Exhibit A**). SEPA Rules indicates review of a project proposed as a planned action is intended to be simpler and more focused than for other projects (WAC 197-11-172). In addition, SEPA allows an agency to utilize a modified checklist form that is designated within the planned action ordinance (see RCW 43.21c.440). This **Exhibit B-1** provides a modified checklist form adopted in the [EastsideHarrison Village](#) Center Planned Action Ordinance.

MITIGATION DOCUMENT

A Mitigation Document is provided in **Exhibit B-2**, and also summarized in the environmental checklist. **Exhibit B-2** establishes specific mitigation measures, based upon significant adverse impacts identified in the EIS. The mitigation measures shall apply to future development proposals which are consistent with the Planned Action scenarios reviewed in the EIS, and which are located within the [EastsideHarrison Village](#) Center Planned Action Area (see **Exhibit A**). In addition **Exhibit B-3** provides details of transportation and parks mitigation requirements.

APPLICABLE PLANS AND REGULATIONS

The EIS identifies specific regulations that act as mitigation measures. These are summarized in **Exhibit B-4** by EIS topic, and are advisory to applicants. All applicable federal, state, and local regulations shall apply to Planned Actions, including the regulations that are adopted with the Preferred Alternative. Planned Action applicants shall comply with all adopted regulations where applicable including those listed in the EIS and those not included in the EIS.

INSTRUCTIONS TO APPLICANTS

This environmental checklist asks you to describe some basic information about your proposal. The City of Bremerton will use this checklist to determine whether the project is consistent with the analysis in the Eastside ([Harrison Village](#)) Center Planned Action EIS and qualifies as a planned action, or would otherwise require additional environmental review under SEPA. Answer the questions briefly, with the most precise information known, or give the best description you can. You must answer each question accurately and carefully, to the best of your knowledge. The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The City may ask you to explain your answers or provide additional information. In most cases, you should be able to answer the questions from your own project plans and the [Eastside Center](#) Planned Action EIS without the need to hire experts.

EXHIBIT B-1 MODIFIED SEPA CHECKLIST

A. Proposal Description

Date:			
Applicant:			
Property Owner:			
Property Address	Street:	City, State, Zip Code:	
Parcel Information	Assessor Parcel Number:	Property Size in Acres:	
Give a brief, complete description of your proposal.			
Property Zoning	District Name:	Building Type:	
Permits Requested (list all that apply)	Land Use:	Engineering:	
	Building:	Other:	
	All Applications Deemed Complete? Yes ___ No ___ Explain:		
Are there pending governmental approvals of other proposals directly affecting the property covered by your proposal? Yes ___ No ___ Explain:			
Existing Land Use	Describe Existing Uses on the Site:		
Proposed Land Use – Check and Circle All That Apply	Mixed Use Residential	Commercial Open Space, Recreation	
Dwellings	# Existing Dwellings: # ___ Dwelling Type _____	# Proposed Dwellings Units: # ___ Type _____	Proposed Density (du/ac):
	# ___ Dwelling Type _____	# ___ Type _____	
Dwelling Threshold Total in Ordinance: XXX		Dwelling Bank Remainder as of _____ 20__ _____ dwellings	
Non-residential Uses: Building Square Feet	Existing:	Proposed:	
	Employment in Ordinance: XXX	Job Remainder as of _____ 20__ _____ square feet	

Building Height	Existing Stories: Existing Height in feet	Proposed Stories: Proposed Height in feet:	
Parking Spaces	Existing:	Proposed:	
Impervious Surfaces	Existing Square Feet:	Proposed Square Feet:	
PM Peak Hour Weekday Vehicle Trips	Existing Estimated Trips Total:	Future Estimated Trips Total:	Net New Trips:
	Source of Trip Rate: ITE Manual ____ Other ____	Transportation Impacts Determined Consistent with BMC Chapter 11.12 Transportation Development Code: Yes ____ No ____	
Proposed timing or schedule (including phasing).			
Describe plans for future additions, expansion, or further activity related to this proposal.			
List any available or pending environmental information directly related to this proposal.			

B. Environmental Checklist and Mitigation Measures

NATURAL ENVIRONMENT CHECKLIST AND MITIGATION MEASURES

Geology/Soils Checklist and Mitigation Measures

<p>1. Description of Conditions</p> <p>A. General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other _____</p> <p>B. What is the steepest slope on the site (approximate percent slope)? _____</p> <p>C. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? _____</p>	<p>Staff Comments:</p>
<p>2. Describe the purpose, type, and approximate quantities of any filling or grading proposed. Indicate source of fill.</p>	
<p>3. Has any part of the site been classified as a "geologically hazardous" area? (Check all that apply)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Landslide Hazards <input type="checkbox"/> Erosion Hazards <input type="checkbox"/> Seismic Hazards <input type="checkbox"/> Liquefaction Hazards <input type="checkbox"/> Other: _____ <p>Describe:</p>	
<p>4. Proposed Measures to control impacts including Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Temporary erosion and sediment controls <input type="checkbox"/> Compliance with grading and fill standards <input type="checkbox"/> Compliance with Critical Area Regulations <p>Explain:</p>	

Water Resources/Stormwater Checklist and Mitigation Measures

<p>5. Will the proposal require or result in (check all that apply and describe below):</p> <ul style="list-style-type: none"> <input type="checkbox"/> any work over, in, or adjacent to (within 200 feet) Port Washington Narrows? <input type="checkbox"/> fill and dredge material that would be placed in or removed from surface water or wetlands? <input type="checkbox"/> surface water withdrawals or diversions? <input type="checkbox"/> discharges of waste materials to surface waters? <input type="checkbox"/> groundwater withdrawal or discharge? <input type="checkbox"/> waste materials entering ground or surface waters? 	<p>Staff Comments:</p>
<p>6. Describe the source of runoff (including stormwater) and method of collection, treatment, and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.</p>	
<p>7. Is the area designated a critical aquifer recharge area? If so, please describe:</p>	

Water Resources/Stormwater Checklist and Mitigation Measures

8. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?	
<p>9. What measures are proposed to reduce or control water resources/stormwater impacts?</p> <p>Proposed Measures to control impacts including Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations (check all that apply):</p> <ul style="list-style-type: none"> <input type="checkbox"/> Compliance with construction-related stormwater requirements, including temporary erosion and sediment control, and development and implementation of a stormwater pollution and spill prevention plan. <input type="checkbox"/> Determination of necessary permanent, long-term water quality treatment requirements. <input type="checkbox"/> Low Impact Development (LID) techniques employed, consistent with BMC 15.04.020 and the EastsideHarrison Village Center Subarea Plan? <input type="checkbox"/> Adequate erosion protection at outfalls. <input type="checkbox"/> Other: <p>Explain:</p>	

Plants and Animals Checklist and Mitigation Measures

<p>10. Check or circle types of vegetation found on the site:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Deciduous tree: Alder, maple, aspen, other _____ <input type="checkbox"/> Evergreen tree: Fir, cedar, pine, other _____ <input type="checkbox"/> Shrubs <input type="checkbox"/> Grass <input type="checkbox"/> Pasture <input type="checkbox"/> Crop or grain <input type="checkbox"/> Wet soil plants: Cattail, buttercup, bullrush, skunk cabbage, other _____ <input type="checkbox"/> Water plants: Water lily, eelgrass, milfoil, other _____ <p>Other types of vegetation: _____</p>	Staff Comments:
11. Are there wetlands on the property? Please describe their acreage and classification.	
12. Is there riparian habitat on the property?	
13. What kind and amount of vegetation will be removed or altered?	
14. List threatened or endangered species known to be on or near the site	
15. Are there plants or habitats subject to Critical Areas and/or Shoreline Master Program?	
16. Is the proposal consistent with critical area regulations, shoreline regulations, and requirements of the EastsideHarrison Village Center Subarea Plan? Please describe.	
17. Proposed landscaping, use of native plants, buffers, or other measures to preserve or enhance vegetation on the site, if any:	

Plants and Animals Checklist and Mitigation Measures

18. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations (check all that apply):**
- Compliance with Critical Areas Ordinance
 - Compliance with Shoreline Master Program
 - Implementation of on-site or street frontage green infrastructure
 - Other:

Explain:

LAND USE/POPULATION, EMPLOYMENT, AND HOUSING/HISTORIC RESOURCES CHECKLIST AND MITIGATION MEASURES

Population/Employment/Housing Land Use Checklist and Mitigation Measures

19. What is the current use of the site and adjacent properties?	Staff Comments:
20. Describe any structures on the site. Will any structures be demolished? If so, what type, dwelling units, square feet?	
21. The current Comprehensive Plan designation is "Subarea Plan". What is the current zoning classification of the site?	
22. What is the current Comprehensive Plan designation and zoning classification of adjacent sites?	
23. If applicable, what is the current shoreline master program designation of the site?	
24. What is the planned use of the site? List type of use, number of dwelling units and building square feet.	
25. Approximately how many people would reside or work in the completed project?	
26. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.	
27. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.	
28. Approximately how many people would the completed project displace?	
29. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national or state preservation registers? If so, specifically describe.	
30. Are there any landmarks, features, or other evidence of Indian or historic use or occupation. This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.	

Population/Employment/Housing Land Use Checklist and Mitigation Measures

- Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations (check all that apply):**
- Compliance with EastsideHarrison Village Center Subarea Plan.
 - Compliance with other applicable land use and shoreline policies and development regulations.
 - Compliance with tribal, federal, or state consultations or permits for cultural or eligible historic resources.
 - Other

Explain:

TRANSPORTATION CHECKLIST AND GREENHOUSE GAS MITIGATION MEASURES

Transportation Checklist and Mitigation Measures

31. Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on site plans, if any.	Staff Comments:
32. Is site currently served by public transit? If not, what is the approximate distance to the nearest transit stop?	
33. How many parking spaces would the completed project have? How many would the project eliminate?	
34. Will the proposal require any new roads or streets, or improvements to existing roads or streets, not including driveways? If so, generally describe (indicate whether public or private).	
35. How many PM peak hour vehicular trips per day would be generated by the completed project?	
36. Is the land use addressed by the EIS Greenhouse Gas Analysis?	
<p>37. Proposed Measures to control impacts including Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations (check all that apply):</p> <ul style="list-style-type: none"> <input type="checkbox"/> Evaluate and mitigate roadways consistent with Planned Action Ordinance Section 4.D(3). <input type="checkbox"/> Transportation Management Programs (TMPs) <input type="checkbox"/> Parking Reduction Incentive <input type="checkbox"/> Other: <p>Explain:</p>	

AESTHETICS CHECKLIST AND MITIGATION MEASURES

Aesthetics Checklist and Mitigation Measures	
38. What is the tallest height of any proposed structure(s)?	Staff Comments:
39. Would any views in the immediate vicinity be altered or obstructed?	
40. Would the proposal produce light or glare? What time of day would it mainly occur?	
41. Could light or glare from the finished project be a safety hazard or interfere with views?	
42. What existing offsite sources of light or glare may affect your proposal?	
43. Would shade or shadow affect public parks, recreation, open space, or gathering spaces?	
44. Proposed Measures to control impacts including Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations (check all that apply): <ul style="list-style-type: none"> <input type="checkbox"/> Compliance with EastsideHarrison Village Center Subarea Plan. <input type="checkbox"/> Use of Incentives for Height including public benefits in exchange for increased height? <input type="checkbox"/> Compliance with other applicable land use and shoreline policies and development regulations. <input type="checkbox"/> Other: <p>Explain:</p>	

PUBLIC SERVICES AND UTILITIES CHECKLIST AND MITIGATION MEASURES

Public Services and Utilities Checklist	
45. Water Supply: Would the project result in an increased need for water supply or fire flow pressure? Can City levels of service be met?	Staff Comments:
46. Wastewater: Would the project result in an increased need for wastewater services? Can City levels of service be met?	
47. Police Protection: Would the project increase demand for police services? Can City levels of service be met?	
48. Fire and Emergency Services: Would the project increase demand for fire and/or emergency services? Can levels of services be met?	
49. Schools: Would the project result in an increase in demand for school services? Can levels of services be met? Is an impact fee required?	

Public Services and Utilities Checklist

50. Parks and Recreation: Would the project require an increase in demand for parks and recreation? Can levels of services be met?

51. Other Public Services and Utilities: Would the project require an increase in demand for other services and utilities? Can levels of services be met?

52. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding Mitigation Required for Development Applications and Exhibit B-3 Applicable Regulations (check all that apply):**

- Capital Facility Plan has been considered, and development provides its fair share of the cost of improvements consistent with applicable local government plans and codes.
- Law enforcement agency has been consulted, and development reflects applicable code requirements.
- Fire protection agency has been consulted, and development complies with Uniform Fire Code.
- School district has been consulted, and appropriate mitigation has been provided, if applicable.
- Onsite park/recreation is required, or fee-in- lieu.
- Developer has coordinated with City to ensure that sewer lines, water lines, or stormwater facilities will be extended to provide service to proposed development site where required.
- General facility charges have been determined to ensure cumulative impacts to utilities are addressed.
- Other Measures to reduce or control public services and utilities impacts:

Explain:

C. Applicant Signature

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature:

Date:

D. Review Criteria

REVIEW CRITERIA

The City's SEPA Responsible Official may designate "planned actions" consistent with criteria in Ordinance No. Subsection 4.E.

Criteria	Discussion
(a) the proposal is located within the Planned Action area identified in Exhibit A of this Ordinance;	
(b) the proposed uses and densities are consistent with those described in the Eastside Center Planned Action EIS and Section 4.D of this Ordinance;	
(c) the proposal is within the Planned Action thresholds and other criteria of Section 4.D of this Ordinance;	
(d) the proposal is consistent with the City of Bremerton Comprehensive Plan and the Eastside <u>Harrison Village</u> Center Subarea Plan;	
(e) the proposal's significant adverse environmental impacts have been identified in the Planned Action EIS;	
(f) the proposal's significant impacts have been mitigated by application of the measures identified in Exhibit B, and other applicable City regulations, together with any modifications or variances or special permits that may be required;	
(g) the proposal complies with all applicable local, state and/or federal laws and regulations, and the SEPA Responsible Official determines that these constitute adequate mitigation;	
(h) the proposal is not an essential public facility as defined by RCW 36.70A.200(1), unless the essential public facility is accessory to or part of a development that is designated as a planned action under this ordinance.	

DETERMINATION CRITERIA

Applications for planned actions shall be reviewed pursuant to the process in Ordinance No. Section 4.G.

Requirement	Discussion
Applications for planned actions were made on forms provided by the City including this Eastside <u>Harrison Village</u> Center Environmental Checklist and Mitigation Document.	

Requirement	Discussion
The application has been deemed complete in accordance with BMC Chapter 20.02.	
The proposal is located within Planned Action Area pursuant to Exhibit A of this Ordinance	
The proposed use(s) are listed in Section 4D of the Ordinance and qualify as a Planned Action.	

E. SEPA Responsible Official Determination

A. Qualifies as a Planned Action: The application is consistent with the criteria of Ordinance [redacted] and thereby qualifies as a Planned Action project.

It shall proceed in accordance with the applicable permit review procedures specified in [redacted], except that no SEPA threshold determination, EIS or additional SEPA review shall be required.

Notice shall be made pursuant to BMC Chapter 20.02. as part of notice of the underlying permits and shall include the results of the Planned Action determination. If notice is not otherwise required for the underlying permit, no special notice is required. See Section 4.G(3)(a) regarding notice of the Type 1 decision.

The review process for the underlying permit shall be as provided in BMC Chapter 20.02.

NOTE: If it is determined during subsequent detailed permit review that a project does not qualify as a planned action, this determination shall be amended.

Signature	
Date:	

B. Does not Qualify as Planned Action: The application is not consistent with the criteria of Ordinance [redacted], and does not qualify as a Planned Action project for the following reasons:

Projects that fail to qualify as Planned Actions may incorporate or otherwise use relevant elements of the Planned Action EIS, as well as other relevant SEPA documents, to meet their SEPA requirements. The SEPA Responsible Official may limit the scope of SEPA review for the non-qualifying project to those issues and environmental impacts not previously addressed in the Planned Action EIS.

SEPA Process Prescribed:

C. Responsible Official Signature	
Signature:	
Date:	

EXHIBIT B-2 MITIGATION DOCUMENT

A Mitigation Document is provided in this Exhibit B-1 to establish specific mitigation measures based upon significant adverse impacts identified in the Planned Action EIS. The mitigation measures in this Exhibit B-1 shall apply to Planned Action Project applications that are consistent with the Preferred Alternative range reviewed in the Planned Action EIS and which are located within the Planned Action Area (see Exhibit A).

Where a mitigation measure includes the words “shall” or “will,” inclusion of that measure in Planned Action Project application plans is mandatory in order to qualify as a Planned Action Project. Where “should” or “would” appear, the mitigation measure may be considered by the project applicant as a source of additional mitigation, as feasible or necessary, to ensure that a project qualifies as a Planned Action Project. Unless stated specifically otherwise, the mitigation measures that require preparation of plans, conduct of studies, construction of improvements, conduct of maintenance activities, etc., are the responsibility of the applicant or designee to fund and/or perform.

The City’s SEPA Responsible Official’s authorized designee shall determine consistency with this mitigation document.

Natural Environment

1. Planned Actions shall be consistent with subarea plan dimensional and development standards including maximum impervious coverages.
2. Planned Actions shall implement required street frontages in the subarea plan, including landscaping and green infrastructure.
3. Planned Actions may incorporate development incentives for green stormwater retrofits that provide water quality benefits beyond standard requirements by code.
4. Planned Actions must provide onsite open space per dwelling unit. Per Exhibit B-3 development may achieve a portion of the open space standard via in-lieu fees applied to common park space including green infrastructure.

Population, Employment, and Housing

5. Planned Actions are subject to regulations applied to existing development and uses in the subarea plan including but not limited to proportional compliance intended to allow existing development and progress towards the subarea plan vision and zoning intent.

Land Use and Aesthetics

6. Planned Actions shall be consistent with subarea plan development standards and guidelines.
7. Planned Actions shall provide site and building design features to protect public views of the Downtown and Port Washington Narrows from public properties or public streets near Lower Wheaton Way and Callahan Drive consistent with the subarea plan.
8. Within shoreline jurisdiction, Planned Actions must be consistent with cultural resources policies and regulations. Outside of shoreline jurisdiction, Planned Actions shall be conditioned to be consistent with Inadvertent Human Remains Discovery Language recommended by the State of Washington Department of Archaeology and Historic Preservation as a condition of project approval consistent with RCWs 68.50.645, 27.44.055, and 68.60.055.

Transportation

9. Planned Actions shall implement parking standards consistent with the subarea plan.
10. Planned Actions shall implement required street frontage improvements consistent with the subarea plan and Exhibit B-3.

11. Planned Actions shall contribute mitigation fees for areawide multimodal transportation improvements based on each development's demand consistent with Exhibit B-3.

Public Services

12. Planned Actions shall demonstrate consistency with crime prevention through environmental design principles through compliance with subarea plan development standards and guidelines.

Utilities

13. Planned Actions shall meet City standards for adequate water and sewer service, pay applicable general facility charges, and incorporate water and sewer infrastructure improvements in street frontage improvements as appropriate.
14. Planned Actions shall implement required street frontages, including stormwater improvements, consistent with the subarea plan and Exhibit B-3.
15. Planned Action shall implement the required stormwater manual and implement necessary stormwater improvements. If a regional stormwater facility is approved by the City, an applicant may request or the City may condition development to pay a fee based on the area of new and replaced impervious surface subject to the applicable stormwater management manual in place at the time of application.

EXHIBIT B-3 ADDITIONAL MITIGATION REQUIREMENTS & PROCEDURES

Transportation

Frontage Improvements

- A. When a property redevelops and applies for permits, frontage improvements (or in-lieu contributions) and right-of-way dedications if needed are required by the Bremerton Municipal Code (BMC 11.12.110).
- B. If right-of-way (or an easement) is needed, it also must be dedicated to the City by the Planned Action Application property owner. The City has developed specific cross sections in the Eastside Harrison Village Center Subarea Plan, which must be implemented as part of required street frontage improvements.
- C. Planned Action applicants may request and the City may consider a fee-in-lieu for some or all of the frontage improvements that are the responsibility of the property owner consistent with criteria in BMC 11.12.110 and agreements pursuant to RCW 82.02.020 or other instrument deemed acceptable to the City and applicant.

Mitigation Fees

- D. **Areawide Improvements:** Implementation of improvements identified in Table B.3-1 and Table B.3-2 shall occur through a SEPA fair share fee program such that new development contributes its share of the cost for these projects.
- E. **Cost Basis:** Unless amended, or replaced with a transportation impact fee, mitigation fees consistent with the proportionate share of costs shall be applied to planned action applications.
- F. A Planned Action's trips calculated per Section 4.D(3)(d) will be used to determine a development's demand and mitigation payment.
- G. **Mitigation Fee Payable at Permit Issuance:** The mitigation fee shall be payable at the time of building permit issuance.
- H. **Credit:** The City shall provide a credit for the value of dedication or improvement to or new construction of any system improvements provided by the developer in Table B.3-1 and Table B.3-2. The applicant shall be entitled to a credit for the value of the land or actual costs of capital facility construction against the fee that would be chargeable under the formula in subsection D above.
 - a. The dedication, improvement, or construction shall be conducted at suitable sites and constructed at acceptable quality as determined by the City. Such improvement or construction shall be completed, dedicated, or otherwise transferred to the City prior to the determination and award of a credit.
 - b. The value of a credit for right of way and easements shall be established based on an average deviation of sales value compared to assessed value using Kitsap County Assessor information. If there is a disagreement on value, the appraisal and review shall be prepared by a licensed appraiser in good standing with the State of Washington and at the expense of the applicant.
 - b-c. The reduction in fees for implementing frontage improvements that are considered a system improvement that meets areawide demand is addressed in Table B.3-3.
- I. The Planned Action Share Transportation Fees will be incorporated into the City master fee schedule. Fees shall be subject to biennial review to affirm the cost basis including a construction cost index or an equivalent as determined by the City.

Figure B.3-1. Multimodal Transportation Improvements **Updated with Ped Priority at SR 303/Lebo**

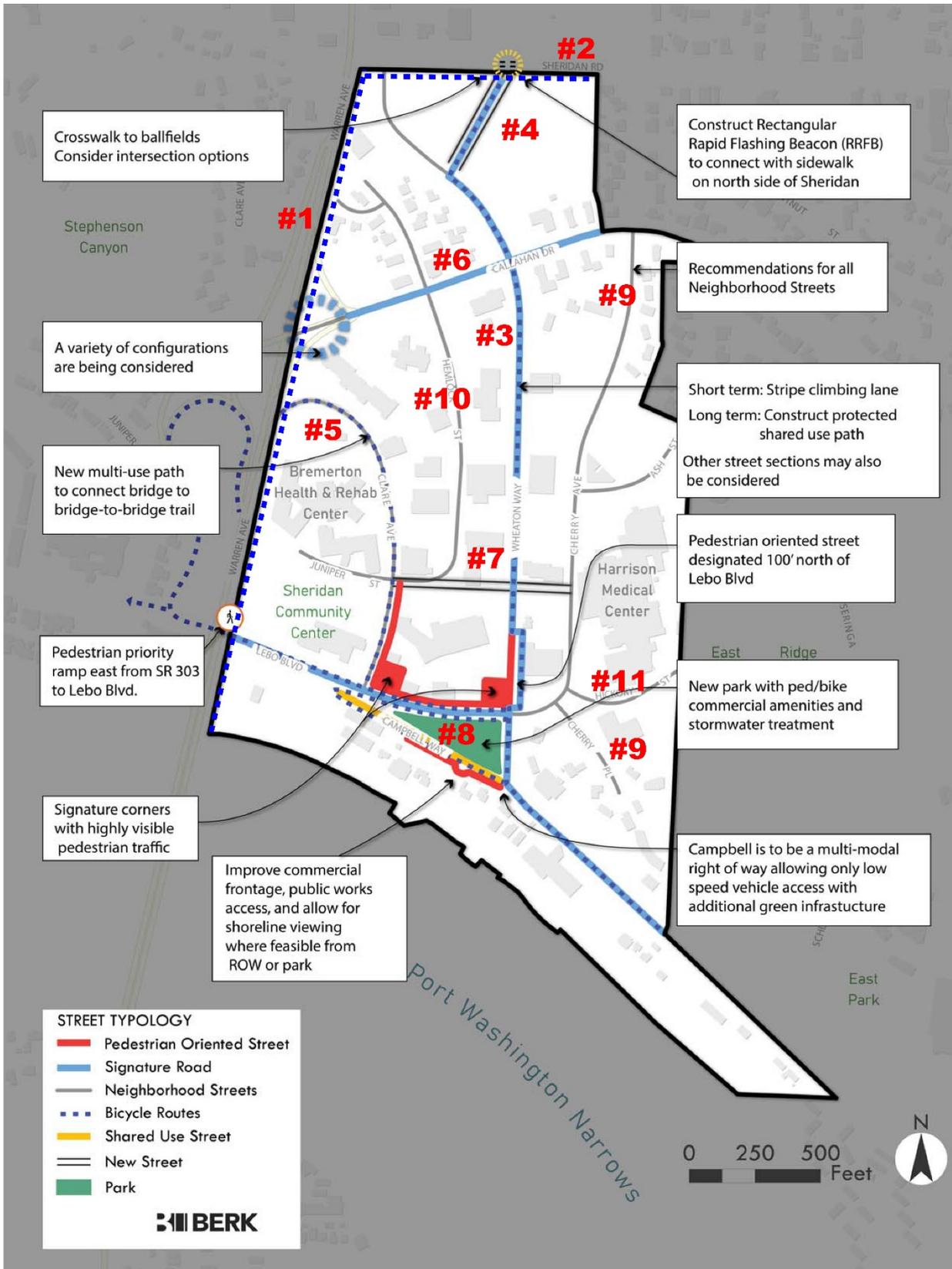


Table B.3-21. Multimodal Transportation Improvements

Number	Street	Pedestrian Priority	Bike Priority	Transit Priority	Urban Design Framework	Cost (Prelim, Millions)	Mit. Fee Basis
Improvements to Priority Routes and Pedestrians, Bicycle, Transit, and Intersection Levels of Service							
Segments							
1	SR 303: Ped/Bike	X	X			TBD \$2.6	
2	Sheridan Road	X	X	X		\$1.7 TBD	X
3	Wheaton Way	X	X*	X	Signature	\$6.3 TBD	X
4	Wheaton Way	X	X*	X	Signature	\$1.5 TBD	X
<u>5</u>	<u>Clare Avenue</u>		<u>X*</u>		<u>Bicycle Route</u>	<u>\$3.3</u>	<u>X</u>
Subtotal						\$15.4 \$10.6- \$34.6	
Signals							
<u>A</u>	<u>Cherry/Sheridan</u>					TBD	
<u>BA</u>	<u>Clare/Lebo</u>					\$0.8 TBD	<u>X</u>
Subtotal						\$0.8 \$1.0- \$1.5	
Other Frontage Improvements to Meet Cross Section							
<u>5</u>	<u>Clare Avenue</u>				<u>Bicycle Route</u>	TBD	
6	Juniper Street				<u>Neighborhood New Street**</u>	\$0.9 TBD	X
7	Callahan Drive			X	Signature	\$1.7 TBD	X
8	Campbell Way				Shared Use	\$0.6 TBD	X
9	Cherry Avenue		*	X	Neighborhood	\$3.2 TBD	
10	Hemlock Street				Neighborhood	\$1.9 TBD	
11	Hickory Street				Neighborhood	\$0.5 TBD	
Subtotal						\$8.8 \$9.0- \$13.4	
Total						\$25.0 \$20.6- \$49.5	

Notes: *Proposed Priority Bike Route to be shifted from Cherry Avenue to Lower Wheaton Way. Also, addition of Clare Avenue to Priority Bike Routes.

** Provides a more direct connection from SR 303 and Clare Avenue to Wheaton Way.

Table B.3-32. Cost Basis and Per Trip Fee: Preferred Alternative Planned Action Share

Scenario	Total Cost, Projects in Fee Basis (\$2020)	Planned Action Share of Cost (\$2020)**	Fee Per Trip (\$2020)
PM Peak Hour Trips*			XXX243
Multi-modal LOS Improvements	\$12,819,700	\$1,579,715	\$6,501
Transportation Intersection LOS Mitigation	\$750,000	\$92,400\$ XXX	\$380\$ XXX
Areawide Contribution to Frontage Improvements	\$3,195,900	\$393,800	\$1,621
Multi-modal Improvements		\$ XXX	\$ XXX
Total	\$16,765,600	\$2,065,915 XXX	\$8,502 XXX

* Net trips above existing vehicle trips as calculated in the Planned Action EIS. The per trip mitigation fee was determined using the net number of PM peak hour vehicles trips generated by the Bremerton transportation demand model and the application of the MXD tool applied in the EIS for mixed use development, and accounts for internal capture and other discounts.

**The share of cost is based on the new demand for improvements to meet City standards and fair share; approximately 12.32% of total trips are due to new growth.

Table B.3-3. Per Trip Fee accounting for Implementation of Site Frontage Improvements (\$2020)

Location of Frontage Improvement	Fee Per Trip excluding Frontage Improvement
Wheaton Way	\$5,308
Juniper Street	\$6,881
Callahan Drive	\$7,628
Campbell Way	\$8,218

Parks and Open Space

- A. A Planned Action shall provide the common and private open space required per dwelling in the EastsideHarrison Village Center Subarea Plan.
- B. A development may pay a fee in lieu of providing up to 50% common open space or up to 50% of the private open space onsite. The in-lieu fee shall be equal to the average fair market value of the land otherwise required to be provided in on-site common or private open space. The in-lieu fees shall support park land purchase and improvements or shoreline access and improvements within the 10-minute walk service area in Figure B.3-2 for any park, trail, stormwater park, or shoreline access identified in the EastsideHarrison Village Center Subarea Plan, Parks, Recreation, and Open Space Plan, and Capital Facility Plan.
- C. The payment shall be held in a reserve account by the City and may only be expended to fund a capital improvement for parks and recreation facility identified in the EastsideHarrison Village Center Subarea Plan. The payment shall be expended in all cases within five years of collection. Any payment not so expended shall be refunded with interest to be calculated from the original date the deposit was received by the City and at the same rate applied to tax refunds pursuant to RCW 84.69.100; however, if the payment is not expended within five years due to delay attributable to the developer, the payment shall be refunded without interest.

Figure B.3-2. 10-Minute Walk Area

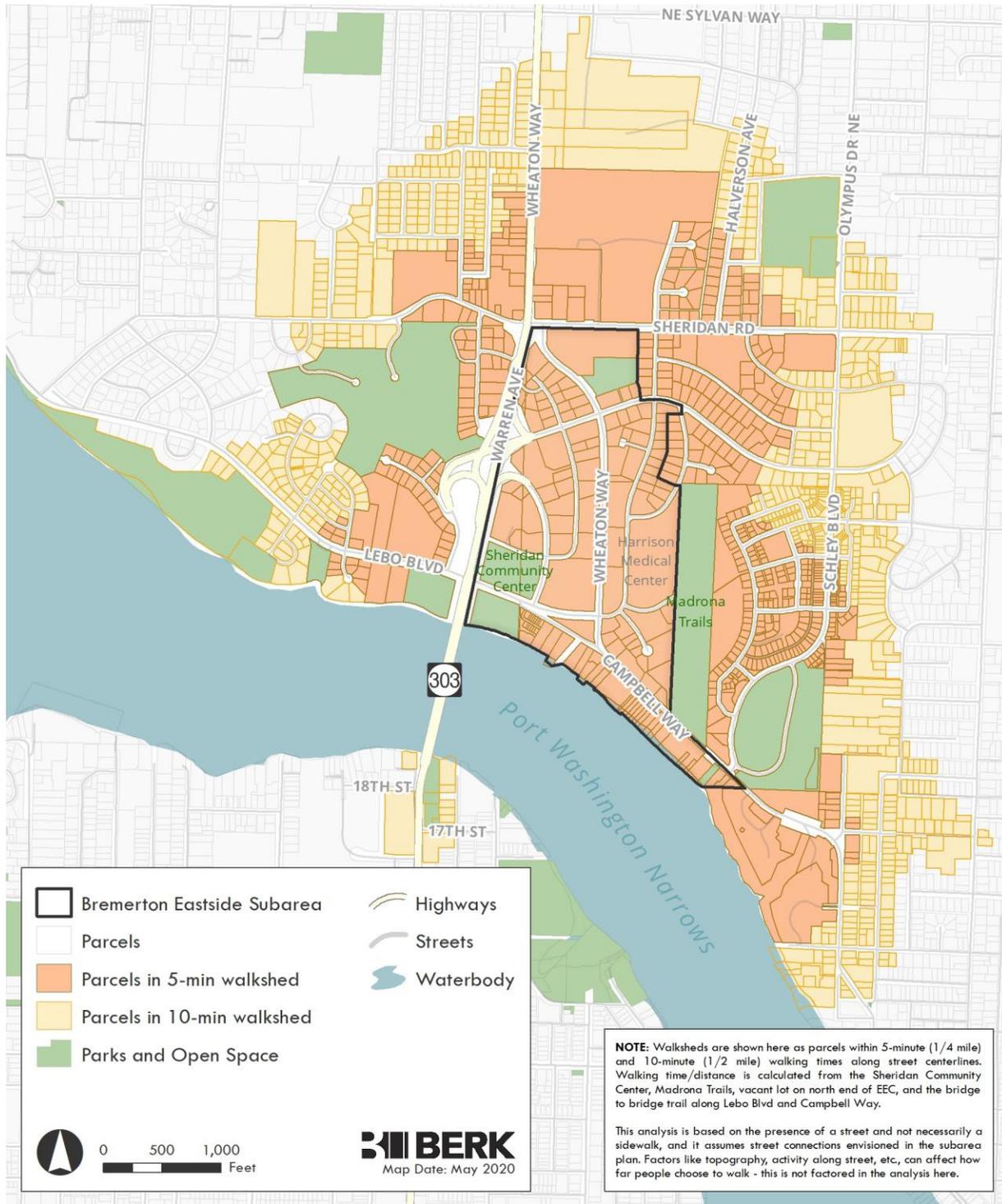


EXHIBIT B-4 APPLICABLE REGULATIONS AND ADVISORY NOTES

The [Eastside-Harrison Village](#) Employment Center Subarea Plan includes goals, policies, and development regulations as well as capital investments. In addition, the following regulations may apply.

Natural Environment

Development and redevelopment projects within the study area that have the potential to impact environmentally sensitive natural resources will require compliance with federal, state, and local regulations. Mitigation sequencing to avoid, minimize, and mitigate environmental impacts is typically required for all applicable permitting reviews and authorizations. The table below provides a regulatory permit matrix for actions requiring local, state, and federal authorizations. Appropriate mitigation measures specific to project alternatives will need to be proposed when alternatives are farther along in the planning process. This may include preservation, enhancement, and restoration of wetland and marine shoreline buffer.

Environmental Regulations

Jurisdictional Agency	Regulations/Authorizations
City of Bremerton	Pre-Application submittal Conference SEPA Determination (No Action Alternative) Planned Action Consistency Determination (Action Alternatives) Shoreline Exemption or Substantial Development Permit Critical Areas Review
Washington State Department of Ecology (Ecology)	Section 401 Water Quality Certification Construction Stormwater General Permit Coastal Zone Management Act Consistency Certification
Washington Department of Fish and Wildlife (WDFW)	Hydraulic Project Approval (HPA)
Department of Archaeology and Historic Preservation (DAHP)	Cultural Resources Review Form EZ1
U.S. Army Corps of Engineers	Section 404 Clean Water Act Section 10 Rivers and Harbor act Requires Compliance with: Section 7 of Endangered Species Act Section 106 Historic Preservation Act Magnuson-Stevens Act

Sources: *City of Bremerton Municipal Code; Herrera 2020.*

Population, Employment, and Housing

None.

Land Use and Aesthetics

Bremerton's Municipal Code contains regulations that help to ensure land use compatibility.

- Title 20 Land Use Code, except where regulated by the Subarea Plan and associated development regulations.

- Bremerton Shoreline Master Program (SMP).

In terms of historic and cultural resources the following local, state, and federal laws or rules apply:

- Bremerton's SMP includes policies and regulations that would require appropriate cultural review by tribal and other agencies.
- State funded capital projects require Governor's Executive Order 0505 review. Implementation of the Executive Order requires all state agencies implementing or assisting capital projects using funds appropriated in the State's biennial Capital Budget to consider how future proposed projects may impact significant cultural and historic places.
- Section 106 of the National Historic Preservation Act requires that each federal agency identify and assess the effects its actions may have on historic buildings.

Transportation

The following regulations address transportation:

- Travel Demand Management (TDM): Washington State Commute Trip Reduction (CTR) law requires employers with 100 or more employees and located in high-population counties to implement TDM programs.
- Bremerton 2016 ADA Transition Plan
- Bremerton Complete Streets Ordinance
- Bremerton Capital Improvement Program
- The following sections of the BMC:
 - 11.12.090 Dedication of Right-Of-Way.
 - 11.12.110 Street Frontage Improvements.

Public Services

The following regulations address public services:

- Title 18 Fire – Includes requirements for fire suppression.
- City Services Element and Appendix – Addresses levels of service and capital improvements for fire, police, and parks. This is updated every eight years with the Comprehensive Plan.
- Parks, Recreation, and Open Space (PROS) Plan 2020 – Establishes a plan for 2020-2025 and a 20-year plan including capital projects.
- Bremerton School District Levy 2020 – Addresses Capital Replacement projects to ensure proper function of current schools.

Utilities

Water

When evaluating new construction, Bremerton Public Works and Utilities Department personnel determine the ability of the water system to meet fire flow requirements at that location with a minimum of 20 psi residual pressure throughout the distribution system. If the water system cannot provide the required fire flow for the specific project, the developer is required to revise building construction and/or make the necessary improvements to the distribution system to meet the project's fire flow requirements as established by the Fire Marshal.

BMC Chapter 15.02 includes provisions for service connections and mains to be upgraded by developers during redevelopment if required to meet engineering design and construction standards. Chapter 15.02 also includes provisions for installation of pumps if required to achieve adequate pressure during peak demands.

Wastewater

BMC Chapter 15.03 includes provisions for wastewater service connections and extensions when existing connections are inadequate or sewer mains are not present along the frontage of a property.

Stormwater

BMC Chapter 15.04 includes provisions that require redevelopment to meet stormwater management requirements of the Stormwater Management Manual for Western Washington related to stormwater treatment. Under all the alternatives these requirements are expected to result in a net improvement in the quality of stormwater that is discharged to the Port Washington Narrows. Because the entire EC drains directly to marine waters, and not to streams, redevelopment in the EC is exempt from flow control, however, stormwater detention may be required by the City on a case by case basis to address capacity concerns in the stormwater system and beach erosion at the outfall.

DRAFT

20.04.100 USE OF CATEGORICAL EXEMPTIONS.

(a) Whenever a department within the City receives an application for a license or, in the case of governmental proposals, the department within the City initiates the proposal, the Planning Department shall determine whether the license and/or the proposal is exempt. The Planning Department's determination that a proposal is exempt shall be final and not subject to administrative review. If a proposal is exempt, none of the procedural requirements of this chapter apply to the proposal. The City shall not require completion of an environmental checklist for an exempt proposal.

(b) In determining whether or not a proposal is exempt, the Planning Department shall make certain that the proposal is properly defined, and shall identify the governmental licenses required (WAC [197-11-060](#)). If a proposal includes exempt and nonexempt actions, the Planning Department shall determine the lead agency even if the license application that triggers the Department's consideration is exempt.

(c) If a proposal includes both exempt and nonexempt actions, the City may authorize exempt actions prior to compliance with the procedural requirements of this chapter, except that:

(1) The City shall not give authorization for:

(i) Any nonexempt action;

(ii) Any action that would have an adverse environmental impact; or

(iii) Any action that would limit the choice of alternatives;

(2) The responsible official may withhold approval of an exempt action that would lead to modification of the physical environment, when such modification would serve no purpose if nonexempt action(s) were not approved; and

(3) The responsible official may withhold approval of exempt actions that would lead to substantial financial expenditures by a private applicant when the expenditures would serve no purpose if nonexempt action(s) were not approved.

(d) Threshold Levels for Categorical Exemptions in Bremerton, excluding the Eastside Harrison Village Center. Pursuant to WAC [197-11-800](#)(1)(c) and (1)(d), cities may adopt raised levels of threshold exemptions for certain types of actions, except as provided in WAC [197-11-305](#) and [197-11-800](#)(1)(a). As authorized pursuant to WAC [197-11-800](#)(1)(c) and (1)(d), the following threshold exemptions are adopted:

(1) The construction or location of thirty (30) or fewer single-family residential units.

(2) The construction or location of sixty (60) or fewer multifamily residential units.

- (3) The construction of an office, school, commercial, recreational, service or storage building with thirty thousand (30,000) square feet of gross floor area, and with associated parking facilities designed for ninety (90) parking spaces.
- (4) The construction of a parking facility designed for ninety (90) parking spaces.
- (5) Any landfill or excavation of one thousand (1,000) cubic yards throughout the lifetime of the fill or excavation, and any fill or excavation classified as Class I, II, or III forest practice under RCW [76.09.050](#) or regulations thereunder.

(e) Threshold Levels for Categorical Exemptions in EastsideHarrison Village Center. As authorized pursuant to WAC 197-11-800(1)(b), except as provided in WAC 197-11-305 and 197-11-800(1)(a), the following threshold exemptions are adopted. Developments greater than this scale are subject to the EastsideHarrison Village Center Planned Action Ordinance (XXX).

- (1) The construction or location of four (4) or fewer single-family residential units.
- (2) The construction or location of four (4) or fewer multifamily residential units.
- (3) The construction of an office, school, commercial, recreational, service or storage building with four thousand (4,000) square feet of gross floor area, and with associated parking facilities designed for twenty (20) parking spaces.
- (4) The construction of a parking facility designed for twenty (20) parking spaces.
- (5) Any landfill or excavation of one hundred (100) cubic yards throughout the lifetime of the fill or excavation, and any fill or excavation classified as Class I, II, or III forest practice under RCW 76.09.050 or regulations thereunder.

FINDINGS AND CONCLUSIONS OF THE CITY OF BREMERTON PLANNING COMMISSION

Summary – Proposal to include the Eastside Employment Subarea Plan in the Comprehensive Plan by amendment and make needed Zoning Code changes associated to this proposal. Proposal includes a Planned Action Environmental Review.

I. FINDINGS OF FACT

1.0 Project Description

This Center is a long-standing employment center with a medical center, small businesses, housing, and parks and urban forests. Now a key anchor in the center is moving. Harrison Medical Center has been the center since its opening in 1965. The Medical Center has been, until recently, the hub of many related medical services in this area. Harrison has begun a transition to a new campus in Silverdale and many of the associated medical uses surrounding their facility in Bremerton are also making this transition. It is expected that the first phase of the Harrison transition will be nearly complete by 2020, with the full departure of the hospital expected to be completed by 2023.

Through this process, the Eastside Employment Center (EEC) has been re-branded to be called Harrison Village (HV). This subarea plan is developed to help support this Center.

The City desires to ensure that the HV remains an economically vital center with both jobs and housing. With this goal, the City commissioned the preparation of a subarea plan for the HV. The plan builds on past planning efforts and economic and market analysis to describe a vision, land use and design, and action strategies for the HV. Upfront environmental review is part of the plan and will help bring about desired change and development.

This Subarea Plan is a comprehensive 20-year plan that establishes the general patterns for future land use, transportation and other infrastructure needs in the area. The purpose of this plan is to provide greater detail, guidance, and predictability to future development within this Center.

Though the Subarea Plan provides these goals in more detail in Chapter 2, the subarea plan goals can be summarized as:

- Make this Center an economic vibrant community.
- Maintain and enhance the livability, health and mixed-uses of the area.
- Provide connectivity to the people that live, work and recreate in the area.
- Let development proceed while protecting the environmental and being good steward of the land.
- Have coordinated planning with other efforts of the city (such as the 303 Corridor Study)

- As this area is currently developed, allow graceful transition from current uses to the full vision of the Subarea Plan.
- Implement a long-range capital improvement plan to provide for future utility services, public services and transportation needs.

Products of the planning effort include a Subarea Plan for the 80-acre neighborhood. A Planned Action Environmental Impact Statement (EIS) has been developed that evaluates possible environmental impacts of the plans and alternatives.

The City of Bremerton recognizes the unique character of each center by creating subarea plans with goals, policies, and regulations unique to each neighborhood. The Harrison Village's Center Subarea Plan is a detailed planning document that fits within the framework of the Comprehensive Plan. The Subarea Plan implements its "Centers" concept.

2.0 Procedural History

A public participation process for the Harrison Village Subarea Plan for the Center has been ongoing since the Summer 2019. The Subarea Plan includes documentation of the public participation process (Chapter 1). Extensive community input is integrated throughout the plan, meeting and exceeding requirements.

A summary of meetings, workshops, and open houses held is listed below.

Public Open Houses/Special Meetings/Public Outreach

- 2.1** Bridging Bremerton Pop-up Tent at Evergreen Park on June 20, 2019
- 2.2** Informational booth at Sylvan Way's Kitsap Regional Library on October 4, 2019.
- 2.3** Door-to-door outreach on October 4, 2019.
- 2.4** Public Kickoff & Vision Workshop at Sheridan Community Center on August 13, 2019
- 2.5** Scoping comment period for the EIS from September 26, 2019 to November 15, 2019
- 2.6** Two Virtual Open Houses on April 6, 2020 (noon and at 5PM)
 - 2.6.1** The Planning Commission was planning on hosting an Open House on March 16, but due to COVID-19, the meeting was cancelled and two virtual meetings were held on April 6th.
- 2.7** Online Storymap & Survey
- 2.8** Website Updates – www.BremertonWA.gov/EastsideCenter

Sounding Board Advisory Committee Meetings

An Advisory Committee, composed of representatives from Bremerton City Council, Bremerton Mayor, Kitsap Transit, Harrison Hospital, and the US Navy, convened at key project milestones to address issues and concerns for the Subarea Plan.

- 2.8** November 13, 2019
- 2.9** March 12, 2020

Planning Commission

- 2.10 April 20, 2020 (Workshop)
- 2.11 June 15, 2020 (Public Hearing)
- 2.12 July 20, 2020 (Public Hearing)

SEPA Community (Agency) Meeting

- 2.13 On March 6, the City issued a Notice of Community Meeting and Online Comment Opportunities, and on April 6, 2020 the City held two community meetings to share the Subarea Plan, Draft EIS Alternatives, and Planned Action Ordinance pursuant to the State Environmental Policy Act (RCW 43.21C.440(3)).

Notice

Notice for all open houses, workshops and hearings was publicized widely in a range of outlets including advertisement in the Kitsap Sun, City of Bremerton website, www.BremertonWA.gov/EastsideCenter, and direct mailings and email list served. Direct mailing to persons with property within the Center was provided initially and prior to the July Public Hearing. A record of contacts for all persons participating in any of the meetings was maintained.

3.0 Public Comment at Public Hearing

Numerous individuals, groups, and agencies provided comments at public workshops, community meetings, and via emails and letters. Comments received were considered and used to develop hearing draft prepared for Planning Commission Review. A general summary of public participation is found in Chapter 1 of the Harrison Village Subarea Plan for this Center. There were two Public Hearings for this item, and thus individuals providing verbal testimony at the Planning Commission Public Hearing are listed below:

- 3.1 Jae Evans
- 3.2 Jim McDonald
- 3.3 Marc Islam
- 3.4 _____
- 3.5 _____
- 3.6 _____

4.0 SEPA Determination, Environmental Review, and Agency Notification

4.1 SEPA

Adoption of development regulations and amendments to the Comprehensive Plan require evaluation of environment impacts through the State Environmental Policy Act (SEPA) process. The City issued a SEPA Determination of Significance (DS) on the Harrison Village planning documents on September 26, 2019 and a second notice on October 21, 2019 to expand scoping concluding the comment period on November 15, 2019. No scoping comments were received. The DS requires statutory notice, review and appeal periods, which the City completed.

The determination that this proposal is likely to have a significant adverse impact on the environment resulted in the preparation of an environmental impact statement (EIS) as outlined below.

4.2 Environmental Impact Statement (EIS)

The Draft Environmental Impact Statement (EIS) for the Harrison Village Subarea Plan evaluates the probable significant environmental impacts that could occur as a result of future development activities within Harrison Village under a range of EIS Alternatives. Built and Natural Environment impacts associated with the range of alternatives were assessed. Impacts associated with the alternatives were analyzed and appropriate mitigation measures to address significant adverse impacts were identified. The EIS provides decision-makers with relevant information to evaluate the Proposed Action – including the adoption of the Subarea Plan, associated consistency edits with the Comprehensive Plan, and the Planned Action Ordinance. The Draft EIS addressed two action alternatives – a Residential Focus and an Employment Focus Alternative, and the no-action alternative if the Comprehensive Plan/Zoning were carried forward; the Planning Commission preferred alternative will be addressed in the Final EIS and is within the range of the Draft EIS alternatives. The Preferred Alternative is the basis for the Harrison Village Subarea Plan before the Planning Commission.

The EIS is also intended to fulfill SEPA requirements for Planned Action environmental review. According to SEPA, a "Planned Action" is a designation for a project or elements of a project that shifts environmental review from the time a permit application is made to an earlier phase in the process (WAC 197-11-164). The planned action analysis applies to the entire study area and addresses potential impacts and mitigating measures for each of the identified alternatives.

Because future site-specific proposals that qualify under the planned action ordinance would not be subject to future SEPA threshold determinations or public comment on environmental impacts, interested individuals and agencies were given the opportunity to provide comment during the public comment periods during the planned action EIS process.

The Draft EIS was issued on March 6, 2020 and the Final EIS will be issued in Summer 2020. The Draft EIS and the Final EIS are intended to be used in conjunction with one another.

Public comment since summer 2019 is documented in [April 20, 2020 Planning Commission packet](#) that followed the close of the Draft EIS Comment Period on April 6, 2020; these will be included in the Final EIS.

4.3 60-day State Agency Review

Amendments to the Comprehensive Plan and development regulations also require a 60-day State Agency Review and Comment Period. The document was forwarded to State agencies, commencing the review period, on March 9, 2020. The 60-day review period closed on May 5, 2020. No comments were received from that process.

4.4 Planned Action

The City prepared a planned action ordinance based on RCW 43.21C and SEPA Rules. The draft ordinance contains recitals, a purpose section, and findings

(Sections 1, 2, and 3) that are incorporated herein. A Community Meeting per RCW 43.21c.440 was held on April 6, 2020.

5.0 Comprehensive Plan Consistency

Amendments to the Comprehensive Plan

Amendments to the Comprehensive Plan shall meet the decision criteria outlined in BMC 20.10. The Planning Commission may recommend, and the City Council may adopt or adopt with modifications, an amendment to the comprehensive plan if the criteria outlined below are met. The proposal is to add the Harrison Village's Center Subarea Plan to the Bremerton Comprehensive Plan as an amendment, providing more specific and detailed planning for the area.

5.1 BMC 20.10.080(a) allows amendments to the Comprehensive Plan if there is an obvious technical error.

Not applicable to this project.

5.2 BMC 20.10.080(b) allows amendments to the Comprehensive Plan if the following criteria have been met.

5.2 (1) *The amendment is consistent with the Growth Management Act (GMA):*

This amendment is consistent with the GMA by meeting the criteria of the Comprehensive Plan which was created to achieve the goals of the GMA. The Harrison Village's Center Subarea Plan restricts urban growth to urban areas to prevent sprawl. This is represented in the following GMA goals (RCW 36.70A.020):

1. Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

The GMA encourages the adoption of subarea plans such as the Harrison Village's Center Subarea Plan, even if they occur outside the annual amendment timeframe per RCW 36.70A.130.

5.2 (2) *The amendment is consistent with the comprehensive plan or other goals or policies of the City:*

The Harrison Village's Center Subarea Plan includes an amendment to update the Comprehensive Plan to re-name this Center to Harrison Village and make reference to this subarea plan. The subarea plan is consistent with the comprehensive plan as this subarea plan's vision is for this area to be a vibrant and active Center, with commercial, residential, and institutional uses, and development design and intensity that supports walkable streets

The Subarea Plan also includes specific goals and strategies that meet the Bremerton Comprehensive Plan. Specifically, the Subarea Plan encourages environmentally responsible development and economic development, which are goals also found in the Comprehensive Plan.

5.2 (3) *If the amendment was reviewed but not adopted as a part of a previous proposal, circumstances related to the proposed amendment have significantly changed, or the needs of the City have changed, which support an amendment;*

This amendment supplements and implements the Comprehensive Plan.

5.2 (4) *The amendment is compatible with existing or planned land uses and the surrounding development pattern;*

The Harrison Village's Center Subarea Plan is compatible with the surrounding development pattern. The subarea plan allows flexibility for uses that support a vibrant commercial/residential center by utilizing overlays and incentives. This subarea plan also has guidelines will encourage compatible development within the neighborhood and surrounding areas.

5.2 (5) *The amendment will not adversely affect the City's ability to provide urban services at the planned level of service and bears a reasonable relationship to benefiting the public health, safety and welfare.*

The Environmental Impact Statement addresses the City's ability to provide urban services at the planned level of service and considers the potential change in jurisdiction following annexation. Additionally, the Bremerton Community Services Element and Appendix are amended to cross reference the Subarea Plan capital facilities elements to meet GMA requirements for necessary infrastructure at the time of development, and outlines the provision of urban services, including transportation, water, sewer, and stormwater facilities. Planned Action Ordinance mitigation measures will also require analysis and implementation of necessary transportation and other infrastructure improvements. Careful planning and sound fiscal policies will provide the needed facilities that achieve and maintain the City of Bremerton's standards for level of service concurrent with, or prior to, the impacts of development.

The amendment will benefit the public health, safety and welfare by achieving numerous City goals and policies related to environmental stewardship, while ensuring that development occurs where it is most suited.

6.0 Amendment to the Zoning Code

An amendment to the Zoning Code is proposed to accompany adoption of the Harrison Village's Center Subarea Plan. Chapter 20.92 of the BMC entitled Employment Center (EC) zone is proposed to be removed from Title 20, as the Subarea Plan will remove all areas that were zoned EC.

Zoning code text amendments shall meet the decision criteria outlined in BMC 20.18.020 (d). The Planning Commission may recommend, and the City Council may adopt or adopt with modifications, an amendment to the zoning code text if the criteria outlined below are met.

6.1 (1) *20.18.020(d)(2) allows amendments to the Zoning Code if it is consistent with the goals and policies of the Comprehensive Plan.*

See discussion in 5.2 above for consistency with the Comprehensive Plan, and the Subarea Plan. The Harrison Village's Center Subarea Plan is consistent with the Bremerton Comprehensive Plan.

6.2 (2) *20.18.020(d)(2) allows amendments to the Zoning Code if it does not conflict with other City, state and federal codes, regulations and ordinances.*

The Harrison Village's Center Subarea plan does not conflict with any other regulations. Minor housekeeping edits are needed to ensure consistency, including but not limited to:

- The City's Noise Provisions (BMC 6.32.010(c)) would be updated to reference this plan
- BMC 20.92 Employment Center would be repealed as the Subarea Plan supersedes it.

II. CONCLUSIONS and RECOMMENDATION

Based on the findings above, the Planning Commission concludes that the Harrison Village's Center Subarea Plan has met the requirements for 1) amendment to the Comprehensive Plan and 2) text amendments to the zoning code as detailed in BMC 20.80. Therefore, the Commission recommends the amendment to the Comprehensive Plan to include the Harrison Village's Center Subarea Plan and an amendment to the zoning code text in BMC 20.92 to remove EC development regulations.

Respectfully submitted by:

Approved by:

Andrea L Spencer, AICP
Executive Secretary

Nick Wofford, Chair
Planning Commission

**CITY OF BREMERTON, WASHINGTON
PLANNING COMMISSION AGENDA ITEM**

AGENDA TITLE:	Workshop for Zoning Code Amendments: Discussion on adopting Boundary Line Adjustment Ordinance
DEPARTMENT:	Community Development
PRESENTED BY:	Kelli Lambert, (360) 473-5245 or Kelli.Lambert@ci.bremerton.wa.us
SUPPORTING STAFF:	Isaac Gloor, (360) 473-5281 or Isaac.Gloor@ci.bremerton.wa.us

EXECUTIVE SUMMARY

The Planning Commission is holding a workshop to discuss the potential adoption of a Boundary Line Adjustment (BLA) ordinance. That ordinance would establish a new code section within the zoning code to regulate Boundary Line Adjustments within the city limits.

On February 24th, the Planning Commission met to discuss potential amendments regarding subdivision regulations. Part of that conversation focused on BLAs. The purpose of this Workshop is to inform the Planning Commission on BLAs, review their implementation, usage, and intent in other jurisdictions, and consider potential BLA code.

Out of the four cities in Kitsap County, Bremerton is the only City without a BLA ordinance. Kitsap County also does not have a BLA ordinance. To maintain consistency with our neighboring jurisdictions, the City is looking to adopt regulations similar to our neighboring cities.

This workshop’s intent is:

- To share with the Planning Commission a potential new section of our zoning code to regulate Boundary Line Adjustments.
- Receive early feedback from the Commission and the public on these potential code additions.

ORDERS OF THE DAY:

This is a workshop for discussion purposes. No formal decisions will be made at this workshop.

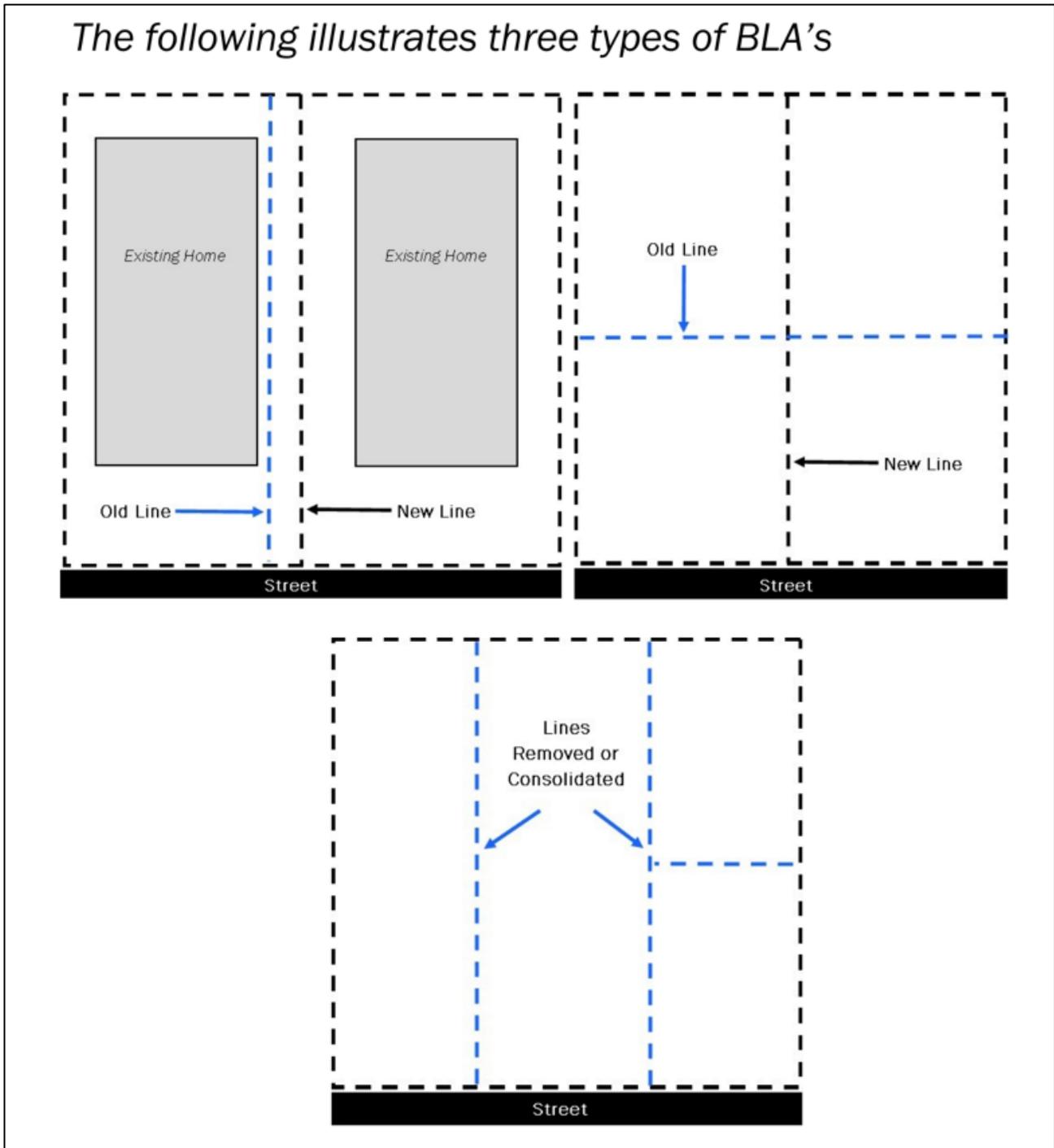
ATTACHMENT:

- Attachment I – Port Orchard, Poulsbo, and Bainbridge Island’s Boundary Line Adjustment code.

BOUNDARY LINE ADJUSTMENTS (BLAs) DETAILS

What is a Boundary Line Adjustment?

A BLA is a process for changing the lot lines between legal lots. A BLA does not create any lots or parcels- it merely changes the boundaries. In some occasions, BLAs can be used to aggregate lots. The following picture is a description how a BLA are implemented:



Four common usages for BLAs would be:

1. To resolve controversy regarding the boundary between neighbors;
 - a) Example: a landowner builds a fence on what she believes is her property. A survey reveals the fence is on the neighbor's property. She may perform a BLA with her neighbor to transfer possession of the land under the fence to her, possibly in exchange for compensation.
2. To consolidate previously platted lots into a single parcel;
3. To bring a property into conformance with zoning code;
 - a) Example: an older structure was built within the side yard setbacks. In order to bring it into conformance, the landowner and her neighbor agree to perform a BLA to move the lot line to meet the setback requirements.
4. To allow additional development that complies with zoning code.
 - a) Example: the maximum development coverage of a lot is reached. The landowner and her neighbor may agree to perform a BLA to move the lot line, netting the landowner additional lot space.

Typical Standards of BLAs

BLAs have slightly different approval criteria across jurisdictions. However, most are subject to basic standards, including:

A BLA cannot:

- a. create a lot;
- b. reduce the size of a lot so that it contains insufficient area and dimension to meet minimum zoning code;
- c. reduce building setbacks below standards;
- d. increase an existing nonconformity;
- e. diminish current or future water supply, drainage, or sewer disposal;
- f. create a lot without vehicular access;
- g. be inconsistent with the conditions or restrictions on a recorded plat;
- h. create a lot that straddles multiple zones, or multiple jurisdictions, or multiple overlay areas or subareas;
- i. create a lot that is so constrained or encompassed by topography, critical areas, buffers, or shape, that it would require a variance or exemption in order for a building site to be allowed;
- j. be for a lot that is currently under a current stop-work order or code enforcement action.

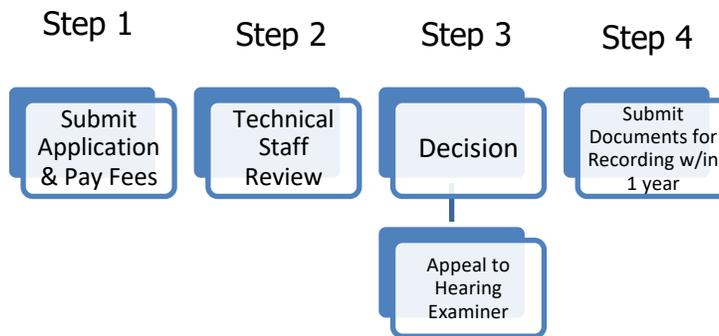
BLAs are a right granted to homeowners in the Washington Administrative Code (WAC). The City of Bremerton currently has no regulations in place to review BLAs. In Bremerton, BLAs are processed through the Kitsap County Assessor, and there is no local review by the City.

Kitsap County's code relating to BLAs contains a provision that BLAs "Must meet local regulations", yet Bremerton has no formal process for BLAs to meet that standard and it would be advantageous for the City to have regulations for review and oversight.

Several of our neighboring cities, including Bainbridge Island (BIMC 2.16.090), Poulsbo (PMC 17.30), and Port Orchard (POMC 20.84), have BLA provisions and permit processes. The code sections for Boundary Line Adjustments can be viewed in Attachment I. Kitsap County does not have a BLA Ordinance.

Typical BLA Process

BLAs would be processed (and appealed) as Type 1 permits. A Type I permit is the permit type for a typical building permit. The following is a breakdown of the steps, from application to completion:



Step 1: The applicant will submit the application materials, which will typically include:

- a. Application form;
- b. Legible drawings prepared, stamped, and dated by a licensed land surveyor, that show the parcels and their surroundings as they currently are, and as they will be once changed;
- c. A copy of any covenants, conditions, and restrictions, deed restrictions, and other development agreements pertaining to the properties;
- d. A recent title report;
- e. Any other information that DCD or Public Works deem necessary to approve.
- f. The applicant would pay a fee. That fee will be established by the city when we annually updated Rate & Fees Table. Until this is implemented, an hourly rate will be charged for the time the City spends on review.

Step 2: The City will conduct its review. For most BLA applications, the City assumes this will be a quick turnaround.

Step 3: The City will issue its decision.

- a. In the event of a negative result, if the applicant wishes to appeal to the Hearing Examiner they may do so at this time.

Step 4: If approved, typically the applicant then has one-year to submit the documents for recording to the Kitsap County Assessor's office.

Why Regulate BLAs?

The City has a strong interest in ensuring that new development and land division complies with the goals of our Comprehensive Plan, zoning code, and the standards of our Public Works' regulations. Under the current arrangement, BLAs are not required to be reviewed by the City at all, and could result in nonconformities in the zoning code, strain on or incompatibility with public utilities, or parcel shapes or sizes that are inconsistent with the goals of our Comprehensive Plan. In the rare instances where BLAs are shown to the City prior to their finalization with Kitsap County, any review the City does is pro-bono, and any recommendations that we issue are non-binding.

Implementing a tailored-to-Bremerton strategy to review BLAs not only allows us to hold them to standards specific to Bremerton's needs, it also updates our municipality's land division policy to be in line with that of our neighboring cities of Poulsbo, Port Orchard, and Bainbridge Island.

Attachment I: BLA Code Sections from Sister Cities

Page 2: Poulsbo BLA Code

Page 4: Port Orchard BLA Code

Page 6: Bainbridge Island BLA Code

Poulsbo: Chapter 17 - Land Division

17.30.010 Purpose.

- A. The purpose of this section is to provide for the review and approval of adjustments to boundary lines of existing lots of record which do not create any additional lot, tract, parcel, site or division.
- B. A boundary line adjustment may not result in actions requiring the replat, amendment, alteration, or vacation of a plat or short subdivision, and must be consistent with all applicable zoning, health, building and engineering regulations. In general, a boundary line adjustment purpose applies to minor boundary changes, correct a controversy regarding the location of a lot line, remedy property use constraints caused by adverse topographical features, consolidate previously platted lots into a single or fewer parcels, or other similar circumstances. (Ord. 2017-22 § 2 (Exh. A (part)), 2017)

17.30.020 Type of application.

- A. A boundary line adjustment is a Type I application, and shall be processed as set forth in Title [19](#).
- B. Boundary line adjustments and lot consolidations may also be accomplished as part of a plat or short plat. (Ord. 2017-22 § 2 (Exh. A (part)), 2017)

17.30.030 Application submittal requirements.

An applicant shall submit a complete boundary line adjustment application to the city. A complete application for the purposes of this chapter shall consist of the following:

- A. Completed application form(s) per city requirements.
- B. The required application fee.
- C. Clean and legible drawings suitable for recording showing the following:
 - 1. A map at a scale of not less than one inch to fifty feet which depicts the existing property configuration, including all lot lines, dimensions and lot area.
 - 2. A map at a scale of not less than one inch to fifty feet which depicts the proposed property configuration, including all lot lines, dimensions and lot area.
 - 3. The location and dimensions of all structures/improvements existing upon the affected lots and the distance between such structures/improvements and the existing and proposed boundary lines.
 - 4. The location and dimensions of any easements within or adjacent to the affected lots.
 - 5. The location, dimensions and names of all existing or platted street rights-of-way, whether public or private, within or adjacent to the affected lots.
 - 6. The location of all existing and proposed water, sewer and storm drainage facilities, on-site wastewater disposal systems, drainfields, and wells.
 - 7. The location of access to all affected lots.
 - 8. A north arrow and bar scale.
- D. The original legal descriptions of all affected properties, together with new separate legal descriptions for each parcel resulting from the adjustment.
- E. Drawings of the original lot configuration of all affected properties, together with new drawing of adjusted lot configuration(s).
- F. All drawings and legal descriptions are required to be prepared, stamped and dated by a licensed land surveyor as set forth in Section [17.80.080](#).
- G. A copy of any covenants, conditions and restrictions (CCRs), deed restrictions, concomitant agreements, easements, or development agreements pertaining to the affected properties.
- H. If an existing on-site sewage (septic tank) disposal system and/or well will continue to be used on an affected property after the boundary line adjustment, and/or if a new on-site sewage disposal system or well is proposed for an affected property where city code does not require connection to the city's municipal sewer and/or water system, the applicant shall provide written verification from the Kitsap Public Health District that the proposed lot is adequate to

accommodate an on-site sewage disposal system and/or well. (Ord. 2017-22 § 2 (Exh. A (part)), 2017)

17.30.040 Decision criteria.

The review authority may approve an application for a boundary line adjustment provided the following criteria are met:

- A. The boundary line adjustment shall not result in the creation of any additional lot, tract, parcel, site, or division.
- B. The lots or parcels resulting after the boundary line adjustment shall meet all dimensional requirements specified for the applicable zone as set forth in Title [18](#), Zoning.
 - 1. Boundary line adjustments in residentially zoned property must meet the requirements of minimum and maximum lot sizes, as set forth in Section [18.70.040](#), Table 18.70.050 or Table 18.70.060.
 - a. In the RL zoning district, when adjusting lots through this section, one lot may exceed the maximum lot size if it is a minimum fifteen thousand square feet or larger, in order to be of sufficient size to be further subdivided in the future; and which no existing or future structure(s) is located in such a way as to prevent future subdivision that meets the city's lot dimensional requirements. All other adjusted lots must meet the minimum/maximum lot size requirement.
- C. No lot, use, or structure is made nonconforming or more nonconforming than that which existed at the time of application, and subject to the provisions of Chapter [18.160](#).
- D. Will not diminish or impair existing or future drainage, water supply, sanitary sewage disposal (including on-site sewage disposal) or legal access.
- E. Shall not be reconfigured or adjusted which would render access for vehicles, utilities, fire protection, or existing easements impractical to serve their purpose.
- F. Shall not violate or be inconsistent with any conditions of approval for a previously filed land use action, subdivision, short plat, or binding site plan.
- G. Shall not result in a lot having more than one land use designation and/or zoning; or result in being located partially within and partially outside any special overlay or master planned area.
- H. Shall not result in a lot located partially within the city limits and partially within unincorporated Kitsap County.
- I. Shall not result in a lot which would be so constrained by topography, critical areas or buffers, unusual shape, or other site conditions that a reasonable building site cannot be obtained except through a variance, reasonable use exemption from a critical areas permit, or other special exemption from the city's zoning, land use or critical area regulations.
- J. Shall not affect the boundaries of any lot, tract, parcel or division that is the subject of a current, unresolved city code enforcement action, code violation notice, or stop work notice; except as provided under circumstances where a boundary line adjustment provides an appropriate resolution. (Ord. 2017-22 § 2 (Exh. A (part)), 2017)

17.30.050 Recording.

- A. Prior to recording, the applicant shall submit boundary line adjustment drawing(s) for approval and signatures by the planning and economic development (PED) director and city engineer.
- B. All drawings and legal descriptions are required to be prepared, stamped and dated by a licensed surveyor as set forth in Section [17.80.080](#).
- C. The city will record the boundary line adjustment drawing and all other legal documents.
- D. A boundary line adjustment does not become effective until all documents are recorded with the Kitsap County auditor. The boundary line adjustment shall be recorded within one hundred eighty days of the notice of decision date or be null and void. The applicant shall be responsible for submitting all final documents for recording.
- E. Within thirty days of the date the applicant submits all final documents, the city will record the boundary line adjustment drawing and all other legal documents. Recording fees shall be the responsibility of the applicant. (Ord. 2017-22 § 2 (Exh. A (part)), 2017)

Port Orchard: Chapter 20 – Unified Development Code (zoning)

20.84.010 Purpose – Scope.

The purpose of this chapter is to provide procedures and criteria for the review and approval of adjustments to boundary lines of legal lots or tracts in order to rectify defects in legal descriptions, to allow the enlargement or merging of lots to improve or qualify as a building site, to achieve increased setbacks from property lines or sensitive areas, to correct situations wherein an established use is located across a lot line, or for other similar purposes. A boundary line adjustment shall not be used to subdivide land, i.e., it shall not create any new or additional lot, tract or parcel. (Ord. 019-17 § 18 (Exh. 1)).

20.84.020 Decision type.

A boundary line adjustment is a Type I application and shall be processed in accordance with the procedures for such applications as set forth in Chapter 20.22 POMC. (Ord. 019-17 § 18 (Exh. 1)).

20.84.030 Application requirements.

The following materials shall be submitted to the city, pursuant to any additional application rules, policies, or procedures issued by the department in order to constitute a complete application for a boundary line adjustment:

- (1) Completed master land use application form and payment of associated fees pursuant to Chapter 20.24 POMC;
- (2) A vicinity map that clearly marks the site in relation to the nearest major streets, roads, and waterways in the area;
- (3) A separate map that depicts the proposed property configuration, including all lot line dimensions and existing roads, structures and easements, with lines marking the original boundaries of the site;
- (4) A separate map that depicts the proposed property configuration, including all lot line dimensions, names and locations of existing or proposed roads and easements within or adjacent to the tract, the location(s) of existing structures within the tract, and the location(s) of all utilities;
- (5) A legal description of the existing property configuration and proposed property configuration, prepared by a licensed professional land surveyor; and
- (6) A verified statement by the applicant(s) that the property affected by the application is in the exclusive ownership of the applicant(s), or, if the property is not in the exclusive ownership of the applicant, a verified statement that the applicant has submitted the application with the consent of all owners of the affected property.
- (7) A title report prepared not more than 60 calendar days prior to application submittal, prepared by a title company licensed in the state of Washington. (Ord. 010-18 § 15; Ord. 019-17 § 18 (Exh. 1)).

20.84.040 Review procedures and limitations.

- (1) Optional Preapplication Conference Meeting. Prior to submitting a boundary line adjustment application, an applicant may request an optional preapplication conference meeting, pursuant to Chapter 20.24 POMC. At that time the department will perform a conceptual review based upon the information brought in by the applicant.
- (2) Applications for the adjustment of boundary lines between adjacent lots shall be reviewed pursuant to the following criteria and limitations:
 - (a) Examination for consistency with:
 - (i) This title; and
 - (ii) Applicable county public health regulations; and
 - (b) Any adjustment of boundary lines must be approved by the department prior to the transfer of property ownership between adjacent legal lots;
 - (c) Any adjustment of boundary lines may require modification or sharing of access, to be approved by the city engineer, in which case additional permits may be required.
 - (d) A boundary line adjustment proposal shall not:

- (i) Result in the creation of an additional lot;
 - (ii) Result in a lot that does not qualify as a building site pursuant to this title;
 - (iii) Reduce conforming lot dimensions such as area or width to nonconforming dimensions;
 - (iv) Reduce the overall area in a plat or short plat devoted to open space;
 - (v) Result in a lot that previously met sewer/water district standards for sewer/water service no longer meeting district standards;
 - (vi) Be inconsistent with any restrictions or conditions of approval for a recorded plat or short plat;
 - (vii) Involve lots that do not have a common boundary;
 - (viii) Circumvent the subdivision or short subdivision procedures set forth in this subtitle;
 - (ix) Create an unbuildable lot; or
 - (x) Increase the likelihood of future applications for critical area buffer reductions or variances due to the creation of lots, parcels or tracts that are undevelopable or unusable without a buffer reduction.
- (3) The elimination of lines between two or more lots for the purpose of creating a single lot that meets requirements as a building site in all cases shall be considered a minor adjustment of boundary lines and shall not be subject to the subdivision and short subdivision provisions of this subtitle.
- (4) Recognized lots in an approved site plan for a conditional use permit, special use permit, or binding site plan shall be considered a single site and no lot lines on the site may be altered by a boundary line adjustment to transfer density or separate lots to another property not included in the original site plan of the subject development without additional conditional use permit, special use permit, or binding site plan review and approval.
- (5) Lots that have been subject to a boundary line adjustment process that resulted in the qualification of an additional building site shall not be permitted to utilize the boundary line adjustment process again for five years to create an additional building site. (Ord. 019-17 § 18 (Exh. 1)).

20.84.050 Final approval and recording.

- (1) Prior to final approval, documentation authorizing the transfer of property ownership shall be placed on the original boundary line map along with the legal descriptions of those portions of land being transferred when lots are under separate ownership. Lot lines within lots under the same ownership will be adjusted upon the recording of the boundary line adjustment.
- (2) A title insurance certificate updated not more than 30 days prior to recording of the adjustment, which includes all parcels within the adjustment, must be submitted to the department with boundary line adjustment final review documents. All persons having an ownership interest within the boundary line adjustment shall sign the final recording document in the presence of a notary public.
- (3) The final record of survey document must be prepared by a land surveyor in accordance with Chapter 58.09 RCW. The document must include all of the elements set forth in RCW 58.09.060(1) and contain a land surveyor's certificate as set forth in RCW 58.09.080, as well as approval blocks for the public works and department of community development directors, finance director, and county auditor as set forth in POMC 20.80.060.
- (4) After approval, the applicant shall deposit a recording fee for the boundary line adjustment with the city, and the city shall cause it to be recorded with the county auditor. (Ord. 056-19 § 21; Ord. 019-17 § 18 (Exh. 1)).

Bainbridge Island: Chapter 17 (Subdivisions and BLA's) & 2 (Administration, Personell, and Land Use)

Chapter 17:

17.16.010 Boundary line adjustments.

Boundary line adjustments may be requested to consolidate existing lots or to formalize boundaries between platted or unplatted lots, or both. Boundary line adjustments shall be completed pursuant to the procedures and decision criteria set forth in BIMC Title 2 (Administration and Personnel). (Ord. 2011-02 § 2 (Exh. A), 2011)

Chapter 2:

2.16.090 Boundary line adjustment.

A. Purpose. The purpose of this section is to provide a method for administrative approval of boundary line adjustments that satisfy public concerns of health, safety and welfare, where contiguous lots are proposed to be consolidated into a single lot, or where altering boundary lines is otherwise requested.

B. Applicability.

1. Boundary line adjustments may be requested to alter boundaries between platted or unplatted lots or both that do not create any additional lot, tract, parcel, or division of land.
2. The provisions of this section shall supplement those of BIMC [2.16.020](#) and [2.16.030](#) when the application is for a boundary line adjustment. In the event of a conflict between the provisions of BIMC [2.16.020](#) or [2.16.030](#) and this section, the provisions of this section shall govern.

C. Procedure.

1. A preapplication conference is not required.
2. The applicant shall file application materials as described in the administrative manual.
3. If the director determines that the application and information submitted with the application comply with the requirements of this code and all other laws, the department shall request that the applicant provide a final boundary line adjustment survey.
4. Except in the case of aggregation of lots, where a final survey is not required, the final boundary line adjustment survey shall be prepared by a licensed surveyor and shall meet the requirements set forth in the administrative manual.

D. Decision Criteria.

1. An application for a boundary line adjustment may be approved or approved with conditions if no additional lot is created and no lot is created that contains insufficient area and dimensions to meet the minimum requirements for area, width and depth for a building site in the zone in which

the property is located. If these criteria are not satisfied, then the criteria in subsection D.2 of this section must be met or the boundary line adjustment may not be approved.

2. If the criteria in subsection D.1 of this section are not met, the application for boundary line adjustments may be approved or approved with conditions if:

a. After the adjustment, each lot involved retains its status prior to the adjustment as a developed or undeveloped lot and as a conforming or nonconforming lot; or

b. After the adjustment, a nonconforming lot that is permitted to be developed under BIMC [18.30.050](#) may become a conforming lot.

3. The director shall not approve an application for a boundary line adjustment if the director determines that the adjustment is being used, either individually or in combination with other adjustments, to achieve a result that would otherwise require a short or long subdivision approval.

4. A boundary line adjustment may be approved even if it results in a lot that contains a pre-existing accessory structure without a related primary structure.

Boundary Line Adjustment



E. Requirements for Filing Boundary Line Adjustment. Approved boundary line adjustments shall be subject to the same requirements for filing that apply to short subdivisions as described in BIMC [2.16.070.K](#).

F. State Procedure for Disputed or Missing Boundary Lines. Whenever a point or line determining the boundary between two or more parcels of real property cannot be identified from the existing public record, monuments, and landmarks, or is in dispute, the landowners affected by the determination of the point or line may resolve any dispute and fix the boundary point or line by one of the procedures identified in RCW [58.04.007](#). (Ord. 2011-02 § 2 (Exh. A), 2011)

END OF REPORT