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CITY OF BREMERTON

PLANNING COMMISSION MINUTES OF SPECIAL MEETING January 23, 2023

CALL TO ORDER:

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

ROLL CALL

Commissioners Present

Chair Tift
Commissioner Coviello
Commissioner Flemister
Commissioner Mosiman
Commissioner Pedersen
Commissioner Wofford

Staff Present

Andrea Spencer, Director, Department of Community Development
Garrett Jackson, Planning Manager, Department of Community Development
Christina Raine, Project Assistant, Department of Community Development

Commissioners Excused

Vice Chair Rich

Quorum Confirmed

CHAIR CALL FOR MODIFICATIONS TO AGENDA

The agenda was accepted as presented.

APPROVAL OF MINUTES

COMMISSIONER WOFFORD MOVED TO APPROVE THE MINUTES OF NOVEMBER 21, 2022, AS PRESENTED. COMMISSIONER COVIELLO SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY, WITH COMMISSIONER PEDERSEN ABSTAINING.

PUBLIC MEETING

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

Chair Tift invited comments from citizens. There were none.

Call to the Public on the Determination of Significance and Scoping of the Comprehensive Plan Environmental Impact Statement (EIS)

Mr. Jackson reviewed that the State's Growth Management Act (GMA) requires that the City update its Comprehensive Plan periodically to demonstrate that it can accommodate the growth that is forecasted to occur. The intent is to contain growth

within the urban areas in order to preserve rural resources and preservation lands. He shared a map of Washington State, pointing out the areas in the state where urban levels of development are expected to occur.

In addition to the GMA mandates, **Mr. Jackson** advised that through the Puget Sound Regional Council (PSRC), the City plans regionally with King, Snohomish, Pierce and Kitsap Counties. The PSRC recognizes a framework of centers, where the majority of development in the region is supposed to be located. Of those centers, the City of Bremerton has three designations:

- Metropolitan City – Each county that participates in the PSRC has at least one metropolitan city, and Bremerton is Kitsap County’s designated metropolitan City. The City’s peers are supposed to be Bellevue, Seattle, Tacoma and Everett.
- Downtown Regional Center – The center is recognized as a regional center by the PSRC, and this is where a majority of the growth is supposed to occur within the City.
- Manufacturing Industrial Center. The center is recognized regionally, and there are only 10 throughout the regional planning group. This is where a number of jobs and industrial development is supposed to occur.

Mr. Jackson explained that jurisdictions within Kitsap County work together via the Kitsap Regional Coordinating Council (KRCC) to plan for the forecasted growth. This planning group creates Countywide Planning Policies (CPPs), which guide development in all jurisdictions within the County. The City’s local centers (Downtown, Charleston, Eastside Village, Wheaton/Riddell, Manette, and Wheaton/Sheridan) are intended to absorb the most growth going forward.

Mr. Jackson explained that scoping is the first step in the EIS process, and its purpose is to narrow the focus of the EIS to significant environmental issues and to identify alternatives to be analyzed in the EIS. Scoping also provides notice to the public and other agencies that an EIS is being prepared and initiates their involvement in the process. He announced that a postcard was sent to every resident and property owner in the City letting them know that the EIS process was pending. An EIS scoping notice was issued on December 28th to state agencies, neighboring jurisdictions, port authorities, Tribal stakeholders, and other interested parties (anyone who had previously provided a comment on the Comprehensive Plan update). The deadline for comments is January 27th.

Mr. Jackson advised that the City’s population is expected to increase greater than 30% by 2044, and the number of jobs are forecast to increase by about 25%. In the scoping notice, the public and stakeholders were asked where these increases should be located from the following list:

- Existing Land-Use Centers consistent with regional and countywide partners.
- Low-Density Residential Zone.
- City-wide Increase in all residential areas.
- Other.

Mr. Jackson reported that to date, the City has received 15 responses, with 80% indicating a preference for the existing land-use centers to absorb the projected growth. About 20% recommended a citywide increase. No respondents suggested that the low-density residential zones should absorb future growth. He noted that the comment matrix had not been updated with three additional comments that were received today, but they would be available for the Commission to view online going forward. He briefly reviewed each of the comments received to date:

- **Kitsap County** indicated support for the Centers method of development, but with the added caveat that high-capacity transit stations also include higher-density development standards within a quarter mile of those sites.
- **Deborah Vedin** said she supports secular health options and increased mass transit around the ferry. She is a proponent of light rail and gondolas, and she does not support the Gorst Freeway Project. She states that development should include all income levels and Leadership in Energy and Engineering Design (LEED) Certification for buildings. The City responded that it is not within the Comprehensive Plan’s purview to say whether medical associations should be secular or religious, but the City Council and Mayor continue to lobby for increased health care options. Staff advised that the Transportation Chapter of the Comprehensive Plan would be presented to the Commission in June, and her comments regarding income levels and LEED Certification could be addressed at that time.

APPROVED

- **Susan Digby** asked for further evaluation of the Sinclair and Dyes Inlet due to nutrient overload and that additional sustainable development education opportunities be available for developers and citizens. **Mr. Jackson** responded that the City's Critical Areas Ordinance addresses Best Available Science (BAS), and the City maintains Department of Ecology (DOE) standards for all water requirements. Staff has noted the comment about the additional educational opportunities.
- **Cynthia Hilland** recommended the City consider condemning houses on 6th Street and 11th Street that were built in the 1940s in order to increase density along those corridors. **Mr. Jackson** responded that the State constitution does not allow eminent domain to be used for private property. Thus, the City is prohibited from taking this type of action.
- **Carol Caldwell** expressed her belief that the best choice for Bremerton is to use existing centers for potential density increases, leaving the green areas alone.
- **Charlene Slayton** recommends climate change as a higher priority than housing, with no additional trees being removed in order to create additional housing. She asks that opportunities to redevelop existing sites should be explored instead of green field sites. **Mr. Jackson** responded that the GMA dictates that the City must absorb development, including housing in order to preserve resources and rural areas. Removal of additional trees is unavoidable, but the City promotes development regulations that encourage redevelopment of existing sites.
- **Chad Baker** recommends that forecasted populations should locate in centers, and he prefers homeownership be maintained in single-family neighborhood areas.
- **Nick Maderis** recommends that development continue to be absorbed along the Wheaton Way Corridor from Sheridan to Franklin.
- **Sally Martin** recommends strengthening Kitsap Transit and Washington State Ferry service to Seattle and intensifying housing development within walking distance of the ferry terminal.
- **Daren Hoffman** recommends accessibility improvements on Wheaton Way in the vicinity of 4217 Wheaton Way. **Mr. Jackson** advised that this comment was forwarded to the City's Transportation Division and will be considered as part of the update to the Transportation Chapter of the Comprehensive Plan.
- **Steve Rice** asked that population increases be located in centers.
- **Tom Mullins** recommends that population increases be spread citywide.
- **Jeffrey Flogel** recommends that the forecasted population increases be located in centers, resulting in better investment in transit and infrastructure dollars. He also recommends expanding some streets to four-lane roads. **Mr. Jackson** said this comment will also be forwarded to the Transportation Division for consideration under the City Services Section of the Comprehensive Plan.
- **Dick Hughes** recommends a citywide increase in population for the scoping.
- **William Smith** recommends that upgrades to transportation systems be made to support inevitable population increases. **Mr. Jackson** advised that this comment would be forwarded to the Public Works Department to consider for the City Services Section of the Comprehensive Plan.
- **Kyle Lange** recommends that forecasted population increases be located in the centers, close to transit and employers in order to prevent urban sprawl.
- **Felicienne Griffin** recommends that forecasted populations be located in the centers in order to protect natural areas. Existing sites should be redeveloped.
- **Beau Clark** recommends that forecasted population increases be absorbed citywide.
- **Jocelyn Pearl** recommends that forecasted population increases be focused in centers.
- **Franklin McClure** recounts an extensive family history related to Bremerton. He noted some contention and a racial disparity issue with a previous rezoning of his property. **Mr. Jackson** said this comment would be considered by the Planning Commission and they can expect some further updates after the EIS comment period is closed. Staff will review all proposed land-use changes at that time.
- **James Cline** relayed the progress that is being made in the Charleston District Center and noted that improvements to open space, additional trees, trash receptacles and street-scape improvements are still needed. Staff recently met with a local artist who is interested in painting a mural under the Wycoff Underpass in the Charleston District Center. **Mr. Jackson** advised that this area is identified in the Charleston Area Planning Study (CAPS) as one where local art project could improve the Charleston District Center. The Mayor has invited a local artist and other interested parties to work with the Charleston Business District to come up with a unified plan for what the mural should look like.

APPROVED

- **Blaine Peet** recommends that forecasted increases in population be located in centers and closer to transit, libraries, schools, stores, ferries and the shipyard. He noted this would likely result in less vacancies of stores in the downtown. He also recommends better sequencing of traffic lights on State Route (SR) 303.
- **Margaret McNeff** recounts her extensive family history in Bremerton, noting that her great grandchildren now live in the City. She recommends upgrading sewer facilities; providing additional sidewalks and bike lanes; rapid transit from downtown to Kingston; requiring all new development to build up and incorporate solar, open space, underground parking, and additional amenities like heating and air conditioning that improve energy efficiency. She also recommends a plan to eliminate food deserts.
- **Joan Dingfield** recommends that regional planning include Silverdale as an important growth center and that the Navy provide adequate services to support the military populations. She further recommends that Washington State Ferries have a two-boat system for Kitsap Transit for all days of the week. Lastly, she recommends the City should actively pursue annexation out to McWilliams as another commercial neighborhood in Bremerton and that the City work closely with the Bremer Trust to facilitate improvement of their properties in downtown. **Mr. Jackson** responded that Silverdale is a regional growth center recognized by the PSRC. Decisions made by the Federal Government are outside of the City's jurisdiction, but her comments would be shared with the Navy. Her recommendations for traffic improvements would be considered as part of update to the Transportation Chapter of the Comprehensive Plan in June. The area around McWilliams is part of the Kitsap Urban Growth Area and is currently under discussion by the City and Kitsap County as part of this update. The City doesn't have the authority to dictate what the Bremer Trust does with its private property, but the Mayor and City Council will continue to engage on those properties.
- **Michelle Moshay** recommends that the City install parking areas on Park Avenue between 11th and 12th Streets. **Mr. Jackson** said this comment would be forwarded to the Public Works Department to consider as part of the Transportation Chapter update.
- **Joan Dingfield** commented that the City should partner with Kitsap County, the Navy and the Tribes to put forward best practices for climate change and sea-level rise. **Mr. Jackson** responded that the City currently coordinates with other jurisdictions in the County, including Tribal organizations via the KRCC. The KRCC creates a number of planning policies, including those related to climate change. In a separate comment, **Ms. Dingfield** said she supports development being focused in centers, but the individual character of the centers should be maintained.
- **The Washington State Department of Transportation (WSDOT)** shared a number of transportation-related comments that would be forwarded to the Public Works Department, including increasing the level of service. They also note that House Bill 1220 encourages development of affordable housing, and that affordable housing should be encouraged along state route corridors.

Mr. Jackson gave each of the Commissioners a Yeti cup with the City's Comprehensive Plan emblem on it and advised that members of the public who provide comments related to the Comprehensive Plan would be entered into a drawing to win a cup.

Chair Tift invited public comment, but there was none. He closed the public comment period and invited the Commissioners to comment.

Commissioner Wofford referred to the comment submitted by Deborah Vedin, and asked if the City selling 30% of the watershed was a valid statement. **Mr. Jackson** said Ms. Vedin's family was historically located in the area where the City currently has a lot of water resources (Anderson Hill area by Port Orchard). The City sold some of the land after it was determined that some of it was surplus and unneeded for the watershed. The City still maintains a substantial area for water resources.

Commissioner Coviello observed that accessory dwelling units (ADUs) and duplexes are allowed in the single-family residential zones. Although this type of development will represent a small number, he asked how the City would account for that growth when it comes to meeting the GMA growth targets. **Mr. Jackson** responded that the City hasn't assigned a number to that development type. In the time since the City changed the code to allow ADUs and other middle-housing types in the single-family zones there hasn't been a lot of interest. It will take some time for the development community to understand the available options and for financial institutions to offer funding. He emphasized that the density allowed in the single-family zone has not changed. He noted that the Buildable Lands Analysis recognizes what development has occurred based on DUA,

APPROVED

and the City was at about 8 in the R-10 zone. There is potential to move all the way to 10 DUA with the additional housing types, but staff doesn't foresee that happening.

Commissioner Mosiman said he heard that the State Legislature is considering a bill that would provide incentives to increase density along transit corridors. He questioned if the City has any transit corridors that might fit the definition under the bill. **Mr. Jackson** responded that the bill in question is speculative at this point. There are a number of middle-housing and high-density housing bills proposed in the legislature, and staff is watching them closely, with regular reports from the City's lobbyist. The differences between the various bills are quite large. At this time, they will continue planning with Vision2050, the KRCC guidelines and through the local planning process, recognizing that the Comprehensive Plan might have to be adjusted in the future as mandated by the State.

Commissioner Flemister thanked all of the citizens who submitted comments. It's not often that they get such a good response back, and she appreciates their efforts very much. **Chair Tift** also thanked the citizens for their feedback.

Workshop: Land-Use Chapter of the City's Comprehensive Plan for the 2024 Update

Mr. Jackson commented that the purpose of this workshop is to discuss the Land-Use Chapter of the Comprehensive Plan. The Planning Commission should consider public comments received at the workshop and provide staff with feedback on the existing Land-Use Chapter.

Mr. Jackson reviewed that land-use designations divide land into separate regulatory areas. The designations separate uses and purposes, such as residential, mixed-use and commercial. They also follow the City's goals and policies for the type of development they want to see in Bremerton. He shared the four current land-use maps and advised that the City's land-use designations have changed quite a bit over the years, leaving some non-conforming properties. In these situations, the City considers the existing uses on the properties to determine the most appropriate land-use designation, and this can result in odd shapes on the maps.

Mr. Jackson advised that the City currently follows the "Centers" method of development in order to protect low-density areas from more intense development and to ensure strategic and efficient infrastructure investments. He pointed out that the Centers Method is the accepted method of development recognized by the PSRC and KRCC. He shared the following quote from the Countywide Planning Policies:

"Growth in Centers has significant regional benefit, including supporting multi-modal transportation options, compact growth, and housing choices near jobs, climate goals and access to opportunity. As important focal points for investment and development, Centers represent a crucial opportunity to support equitable access to affordable housing, services, health, quality transit service, and employment, as well as to build on the community assets currently present within centers."

Mr. Jackson advised that the City's current land-use designations are broadly separated into four categories: Residential, Mixed-Use, Commercial/Industrial and Resource. He briefly reviewed each of the land-use designations as follows:

- **Downtown Regional Center (DRC)** – The Maximum Density in some areas of the Downtown Subarea Plan is 20 Dwelling Units Per Acre (DUA). This regional center is supposed to absorb the most growth, yet the density cap in some areas is close to that of the Medium Density Residential (MDR) Zone. In other areas within the DRC there is no maximum density, which is more in line with other centers throughout the City. The minimum density is 6 DUA in some cases, which is the same as the Low Density Residential (LDR) Zone. This means that a single-family plat could be located in the DRC. In other areas of the DRC, the minimum density is 4 DUA. The maximum height oscillates between 40 feet, which is just above the maximum height allowed in the LDR Zone, and goes all the way up to market rate in the most intense areas of the downtown. There is a mixed-use requirement for commercial zones within the DRC. The PSRC includes Naval Base Kitsap in the DRC designation, which has been a boon from a planning standpoint for the Navy and City to coordinate grant writing. Staff will be coordinating with the Downtown Business Association as the update moves forward.

APPROVED

- **District Centers (DC)** – There are three district centers: Charleston, Wheaton-Sheridan, and Wheaton-Riddell. In more recent years, the Wheaton-Riddell Subarea Plan has been the most successful in attracting development. Nearly 900 residential units are planned within that district center to accommodate approximately 2,000 residents. The Wheaton-Sheridan Center is largely under the control of the Bremerton School District, and portions of the land must be retained for capital facility improvements. However, there is a building permit in for a 24-unit multi-family development fronting on Wheaton Way. Code updates were recently made to the Charleston District Center to include additional provisions for parking flexibility, temporary uses, and light industrial uses. The intent is to provide more development incentive. There is no maximum density in the DC zones, and the minimum density is 30 DUAs per acre. The maximum height is 80 feet, which is more consistent with the other centers throughout the City, and mixed use is mandatory for developments fronting on a public street.
- **Eastside Village (EV) Subarea Plan** – This plan was originally adopted in 2020, but was later updated in 2022. It includes a Planned Action Ordinance (PAO) for streamlined environmental permitting. There are currently 530 residential units in some stage of development within the center. For a very small area to the north, the maximum density is 30 DUA, the minimum density is 6 DUA, and the maximum height is 35 feet. There is no maximum density for the remainder of the subarea, and the minimum density is 15 DUA. The maximum height is 80 feet. He recalled that the 80-foot height limit was very important to developers seeking to construct multi-family development, as that is the height that the building and fire codes allow for wood frame construction, which is the most economical type of construction. Anything taller may require steel and concrete construction.
- **Neighborhood Business (NB)** – The intent of these zones is to recognize pockets of commercial areas that exist throughout the City. A big push of the 2016 Comprehensive Plan update was to address a number of nonconforming uses throughout the LDR Zone. For example, the Manette Neighborhood Center is zoned NB and is also a Neighborhood Center. Manette is the only Neighborhood Center in the City and is meant to recognize that, while they encourage growth in the City, this is a particularly sensitive neighborhood that doesn't want to see intense development. He noted that the shaded portion is zoned R-40, which is a High Density Residential (HDR) zone. There is no maximum density, but residential is considered a secondary use and mixed use is mandatory. The minimum density is 15 DUA and the maximum height is 35 feet.
- **General Commercial (CG)** – This zone is intended to be more auto-serving, while also making improvements to pedestrian and bicycle facilities. The CG zone is largely located along SR-303(Wheaton Way and Warren Avenue), SR-304 (Burwell Street) and SR-310 (Kitsap Way). Via the Transportation Plan, the City is transitioning to include more multi-modal transportation, but the land-use designation recognizes the current state. This zone allows purely residential development, with no mixed-use requirement. There is no maximum density and the height limit is 45 feet, but 35 feet for properties that abut R-10 zones. There is currently no minimum density requirement, and this is something the Commission should discuss.
- **Higher Education (HE)** – This zone includes Olympic College and some surrounding land. The intent of the zone is to support the college and its student housing needs. It is located on the Bridge-to-Bridge Trail System. It has no maximum density, but the minimum density is 20 DUA. The maximum height is 85 feet, and there is no mixed-use requirement.
- **Puget Sound Industrial Center (PSIC)** – The largest tenant in this center is the Port of Bremerton. The most recent substantive development is the Amazon warehouse. The subarea plan has the capacity for 10,000 jobs. Residential is not a permitted use within the subarea, and industrial and commercial uses are prioritized. Height is market driven, but airport operations naturally limit the height of some structures in specific zones.
- **Industrial (I)** – Residential uses are not permitted within this zone, and industrial and commercial uses are prioritized. The maximum height is 50 feet. The most intense uses are to occur in this zone, where mining operations were previously located.
- **Low Density Residential (LDR)** – The maximum density in this zone is 10 DUA and the minimum density is 6 DUA. The maximum height is 35 feet and there is no mixed-use requirement. There are over 700 single-family homes

coming on line in the LDR zone. Single-family homes take up a lot more land area as opposed to more compact residential types.

- **Medium Density Residential (MDR)** – This zoning designation was created in 2016 to address an area by Lebo and Stephenson and Lion Parks. The previous zoning designation was LDR, but existing development included more intense residential uses. Changing the zoning to MDR brought these properties into conformity. The maximum density is 18 DUA and the minimum density is 6 DUE. The maximum height is 35 feet, and there is no mixed-use requirement.
- **High Density Residential (HDR)** – The odd shapes of these zoning designations are due to existing development patterns that were allowed in the past but were brought into conformity with the 2016 code update. The maximum density is 40 DUA and the minimum density is 18 DUA. The maximum height is 45 to 60 feet, with only certain conditional uses allowed to build to 60 feet. There is no mixed-use requirement.
- **Bay Vista Subarea Plan (BVSP)** – This was the first project of the Bremerton Housing Authority (See link in Staff Report for a history of the Bremerton Housing Authority). A 216-unit apartment complex was recently developed, along with 120 single-family homes. There are only a few undeveloped lots within the subarea. The maximum density is 65 DUA, and there is no minimum density. The maximum height is between 30 and 65 feet, and there is no mixed-use requirement.
- **East Park Subarea Plan (EPSP)** – This is another project of the Bremerton Housing Authority and is nearly complete. There is only one vacant lot. It fronts on Wheaton Way, and a building permit has been submitted for a 65-unit apartment complex. Upon completion it will provide over 400 residential units, including single-family, townhomes, and multi-family apartment buildings. The maximum density is between 12 and 50 DUA, and there is no minimum density. The maximum height is between 35 and 60 feet, and mixed-use is required when fronting Wheaton Way.
- **City Utility Land (CUL)** – This zone is conservation and resource land, owned by the City and managed by the Forestry Division. The City harvests trees within this area through the forestry program, and it is also home to the City's biosolids program that utilizes 100% of the treatment plant's output to help trees grow. About 30,000 trees are planted annually on Water Utility Lands to replace those that are harvested.
- **Watershed (WS)** – The Union River Reservoir holds about 1 billion gallons of water and supplies about 60% of the City's drinking water. The Public Works Department is very concerned about protecting the watershed, and it is not open to the public.
- **Urban Growth Areas (UGAs)** – While not a land-use designation, UGAs are included in the Land-use Chapter of the Comprehensive Plan. He provided a map showing the UGAs associated with the City of Bremerton, explaining that UGAs are outside of the incorporated City and are designated to be annexed in the future, but they are currently under the jurisdiction of Kitsap County.
- **Open Space (OS)** – There is a map in the Comprehensive Plan that identifies the location of parks and other open spaces in the City. While Open Space is referenced in the Land-use Chapter, the actual parks and open space planning occurs with the Parks, Recreation and Open Space (PROS) Plan. The PROS Plan was most recently updated in 2020 and will not be updated as part of the current Comprehensive Plan update.

Mr. Jackson shared a chart from the Buildable Lands Report showing where population capacity is located within the City. He noted that 31% of the City's population capacity is located within the Downtown Regional Center. He also shared a chart showing the overall area of the zone, noting that the Downtown Regional Center occupies only 2% of the land area for residential zones in the City. Based off current development patterns, the population capacity is being absorbed by the centers. The LDR zone only has 25% of the capacity but 76% of the available buildable area. Allowing a higher level of density in the LDR zone would add more transportation trips, extend utilities out further and have a greater impact on the environment.

APPROVED

Mr. Jackson referred to an article produced by the Department of Housing and Urban Development (HUD) that is referenced in the Staff Report. It is titled, *“Opportunities to Reduce Climate Risks Through Land-use Regulations.”* The article notes that a high-density urban community produces six metric tons of carbon emissions through transportation and heating per year compared to 21 metric tons of annual carbon emissions from a single-family household. Units with shared walls, such as townhomes and multi-family, consume less energy for heating and cooling than single-family homes, which have an inherent structural inefficiency. The article points out that locating population in centers automatically cuts down on the distance you need to drive to work and makes communities more walkable. He shared a local example in the Wheaton-Riddell District Center where four apartment complexes (372 units) and 69 single-family homes are planned. Each of the single-family homes would fit inside any of the individual apartments, but significantly more land is required to construct single-family homes.

Mr. Jackson reviewed the Land-Use Designation Development Table, which was included in the Staff Report as Attachment A, highlighting the following:

- **Downtown Regional Center (DRC).** In the DCR, heights are listed on the chart as “various.” The Planning Commission might want to consider what heights should be permitted in this zone. The Zoning Code maximum height ranges from 40 feet to market driven, which is at the low side of what the LDR allows. The maximum DUA is 20 and the Commission might want to consider increasing that limit. The minimum DUA is 6 DUA, and the Commission might also be interested in changing that since, hypothetically, a single-family could be constructed in the DRC.
- **District Centers (DC).** The current maximum and minimum DUA and height limitations seem to be right on track with what the City is expecting for DCs. The land-use maximum height is 6 to 8 stories, and the zoning maximum height is 80 feet. Neither the Comprehensive Plan nor the Zoning Code designate a maximum DUA.
- **Eastside Village (EV).** These standards were recently updated and do not need a lot of discussion, with the exception of perhaps changing the minimum density to create uniformity amongst the high-density areas.
- **Neighborhood Business (NB).** The maximum height is listed as 3 to 4 stories in the Comprehensive Plan, and is capped at 35 feet in the Zoning Code. The Commission might consider adjusting the maximum height. The Zoning Code sets a minimum density of 15 DUA, and the Commission might consider some changes to create predictability.
- **General Commercial (GC).** The Comprehensive Plan allows 3 to 5 stories in this zone, and the Zoning Code sets the maximum height at 45 feet. The Commission might consider that a 45-foot maximum height would not accommodate 5 stories. There are currently no maximum or minimum density requirements, and the Commission might want to consider one for this zone.
- **Freeway Corridor (FC).** There is no maximum height limit specified in the Comprehensive Plan, but the Zoning Code has a maximum height of 60 feet. The Commission should consider changes for consistency.
- **Higher Education (HE).** The Comprehensive Plan allows 4 to 6 stories of development, and the Zoning Code limits height to 85 feet. The number of stories allowed should be consistent with the 85-foot height limit in the Zoning Code. Neither the Zoning Code nor the Comprehensive Plan include a maximum density for this zone, but the Zoning Code has a minimum density of 20 DUA.
- **Puget Sound Industrial Center (PSIC).** The Commission will explore this area further at their February meeting.
- **Industrial (I).** There is no maximum height specified in the Comprehensive Plan, and this should be changed to be consistent with the maximum height in the Zoning Code of 50 feet.
- **Low Density Residential (LDR).** There doesn’t seem to be a conflict between the Comprehensive Plan and Zoning Code.
- **Medium Density Residential (MDR).** The Zoning Code has a 35-foot height limit for this zone. However, some uses, such as schools, are allowed a 45-foot limit. The Commission might consider directing staff on height.

APPROVED

- **High Density Residential (HDR).** This zone has a Comprehensive Plan designation of 3 to 5 stories, but a maximum height in the Zoning Code of 40 to 60 feet. For consistency, the Commission should review these height limits.
- **Bay Vista Subarea Plan (BV).** This area is fully built out, with the exception of some commercial areas.
- **East Park Subarea Plan (EP).** This area is also fully built out, with the exception of one area.

Mr. Jackson asked that the Commission specifically respond to the following questions:

1. Should staff prepare more predictable minimum density standards between Centers and other high-density, mixed-use zones for the Commission to consider?
2. Should staff prepare more predictable structure for maximum height standards between Centers, mixed-use designations, higher-density residential and commercial areas for the Commission to consider?
3. Beyond density and structure height criteria. Should staff prepare additional affordable housing strategies for the Planning Commission to consider?

Mr. Jackson concluded his presentation by inviting the Commissioners to consider the public comments received at the workshop and provide staff with feedback on the existing Land-use Chapter.

Chair Tift invited public comment, but there was none. He closed the public portion of the workshop and invited Commissioner comments.

Commissioner Coviello asked how the City would address station areas, if at all. **Mr. Jackson** said once the scoping comment period ends on January 27th and the comment period for Land-use Designation Changes ends on February 1st, staff will review the land-use comments that are presented and start making some recommendations. Staff will work with Kitsap Transit to identify where these sites will be located and will share all of the proposed land-use designation changes at the February meeting. **Commissioner Coviello** said he is curious about how the PSRC defines station area zoning. He asked that staff reach out to them for clarification.

Commissioner Mosiman recalled that, in the past, residents in the UGAs were not amenable to being annexed into the City. However, the staff presentation stated that is the City's plan. He asked if the law has changed to make annexation more possible. **Mr. Jackson** explained that there are a number of different methods for annexation, and they all present their own challenges. **Director Spencer** added that the City Council has taken action to encourage annexation as much as possible. Previously, the City would extend utilities outside of the City limits as long as a No Protest Agreement is signed. The City will still do that if annexation is unfeasible. However, the City won't extend utilities beyond its limits if it is feasible to annex. Because of that new provision, there have been a few applications for annexation. The City is trying to do everything possible to incentivize annexation, but the citizens get to decide if they want to annex or not. The GMA sets expectations for cities to plan for all the UGAs, but cities don't get to decide if and when annexations occur.

Commissioner Mosiman noted that some of the UGAs are completely surrounding by the City of Bremerton, essentially creating islands within the City limits. He asked how the City and County are coordinating efforts to make these adjacent parcels of land fit together. **Director Spencer** answered that the City does capital facilities planning (water, sewer, storm) for the UGAs, and then she and Mr. Jackson meet with County staff in an effort to coordinate land-use designations. While they don't always agree, in recent years there has been good collaboration between the two agencies with regard to how the land is designated.

Chair Tift pointed out that the property owners in some of these areas have repeatedly and overwhelmingly voted against annexation. He asked if these properties are serviced by Kitsap County rather than the City of Bremerton. **Director Spencer** answered that there are some mutual aid agreements between the agencies. For example, the City is responsible to provide fire response to the Puget Sound Industrial Center, but they have a mutual aid agreement with South Kitsap because they have

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closer proximity to provide services. In exchange, the City would services and areas off of Warner Road that are not within the City limits.

Commissioner Wofford observed that the DRC has been designated a metro area by the PSRC. He asked how the City would comply with that designation when most of the multi-story buildings do not meet the seismic requirements. The City will need to provide some financial support, tax incentives, zoning changes, etc. as motivation to get the buildings occupied. He asked how the Planning Commission could assist in this effort. **Director Spencer** pointed out that, with a lot of the revitalization that has occurred in downtown, old buildings were demolished and replaced with new ones. However, she agreed that some land-use tweaks might be needed to address inconsistencies between the Comprehensive Plan and the Zoning Code. They will dive into more detail when they specifically review the Downtown Subarea Plan. The Commission doesn't have a lot of control over building codes and standards. She summarized that the City has offered as many incentives as possible, and now it is a matter of patience. **Commissioner Wofford** recalled that he was part of the East Side and Bay Vista Subarea Plan processes, and he recognizes it takes a long time to get things moving. He wants to make sure the Commission at least considers ways to develop the downtown buildings that are currently unoccupied for a variety of reasons.

In light of the projected increase in population, **Commissioner Wofford** asked how big of a population the City's reservoir and aquifer can support. **Mr. Jackson** said he would ask the City's Water Service Specialist to respond to that question. They are currently in the process of updating the Water Comprehensive Plan, where they demonstrate through capital facilities planning that the City can service all of the forecasted populations. Rather than thinking in terms of maximum capacity, they think in terms of what capital facilities are needed to support the forecasted population.

Now that Jackson Park is run by civilians, **Commissioner Wofford** asked if it would ever come under the City's taxing authority. **Mr. Jackson** responded that it is still Federally-owned property and outside of the City's jurisdiction.

Commissioner Flemister asked staff to share what they know about why annexation is so unpopular. What are the major concerns? **Mr. Jackson** said the most current annexation request is similar to others that have come in over the years. People are often surprised and concerned to learn they are located in a UGA when an annexation request is submitted by neighboring property owners. This usually results in a knee-jerk reaction that people want to keep their area more rural in character. While UGAs are designated by the State to contain urban development, change will be more incremental over time. There is also the perception that annexing into the City will result in higher costs, but that isn't often the case. When an annexation request is put forward, the City provides the public with an annexation calculator that breaks down the cost of the various services, taxes, response times, etc., and the costs vary depending on a property's location. Some people are concerned they would be required to hook up to sewer service at a significant cost, but that isn't necessarily the case, either.

Chair Tift referred to the Land-use Designation Development Table that was presented in the Staff Report and commented that some work is needed to resolve inconsistencies. He observed that the discussion tends to focus on the downtown corridor as the best place to focus population growth, but there are a lot of other areas in the City that can support additional growth, too.

Chair Tift commented that the Bay Vista and East Park Subareas illustrate highly successful transformations. Staff deserves a lot of credit for the planning and how the projects have turned out. It is quite remarkable from his perspective.

As they move forward with the Comprehensive Plan Update, **Commissioner Pedersen**, recognized that the City will need to plan for a certain amount of new resident, and there seems to be a lot of capacity in the centers to absorb much of this growth. He asked if the City would be on track to absorb the projected population increase without making any changes to their land-use and zoning designations. If not, how much upzoning would be needed in order to meet the goal. This information is important to know as they consider changing height and density requirements in various zones. **Mr. Jackson** said the KRCC has identified a specific population that the City must absorb. Using the 2020 Census numbers and the Buildable Lands Report, it was determined that the City currently has the capacity to absorb about 16,000 people, which falls short by about 3,700 people. **Director Spencer** added that when the last Buildable Lands Report was done, the ADU regulations hadn't been changed yet. They likely have more capacity in the LDR zone now, so perhaps the Centers don't have to be significantly changed. She summarized that the City has done things over the past few years to raise the ability of infill density in ways that are not alarming to residents, but there are still things to work on as they consider the scoping comments and applications for

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land-use changes. Some land-use changes might be an automatic fix that help the City reach its population goals. It appears that Centers are the preferred location for the increased density, but they don't yet know how big of changes will be needed.

As the Commissioners consider the options, **Commissioner Pedersen** said it might be helpful to have some guesstimation as to how each of the potential changes might impact the City's capacity. **Director Spencer** answered that, as part of the Environmental Impact Statement (EIS), staff will study how much additional growth each of the alternatives will accommodate. She anticipates that the final recommendation will be a blend of a variety of alternatives. The Commission will have an opportunity to see these numbers as they go through the review process.

Commissioner Coviello said he is concerned, depending on how the PSRC directs the City to deal with station area planning, that the City would not be able to handle the increased population that results. He hopes that isn't the case.

Chair Tift closed the workshop and thanked the members of the public who joined the meeting both virtually and in person.

Chair Report

Chair Tift did not have any items to report.

Director Report

Director Spencer reminded the Commissioners that their regular meeting day in February is a holiday, so there will be a special meeting on February 27th.

Old Business

There was no old business.


New Business

Commissioner Mosiman reported that he attended a District 6 Town Hall Meeting a few weeks ago where the Comprehensive Plan Update was the focus of discussion. Director Spencer, Mr. Jackson and the Mayor were in attendance, as well. About 10 to 12 people attended, and there were a lot of questions about the plan and the update process. He thanked staff for attending the meeting.

ADJOURNMENT

The meeting was adjourned at 7:17 p.m.

Respectively Submitted by:


Andrea L. Spencer, AICP
Executive Secretary


Rick Tift, Chair
Planning Commission

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