

Planning Commission Recommended District 4 Profile

*2016 Comprehensive Plan Update –
Growth Management Act Monitoring*

November 2014



2004 City of Bremerton Comprehensive Plan States:

This Comprehensive Plan is the umbrella policy document that guides virtually all decisions made by City government and, in many cases, by local organizations and individual citizens. It seeks to assure that each community decision, expenditure, and action is consistent with our shared visions, values and goals.



Greg Wheeler
2014 Council President
District #4 Representative

Have comments, suggestions, want to be an interested party? Please participate at:

www.Bremerton2035.com

Comprehensive Plan Update 2016 – Work Program

Comprehensive Plan Update

Our Comprehensive Plan is a 20-year vision and roadmap for Bremerton's future. Our plan guides City decisions on where to build new jobs and homes, how to improve our transportation system, and where to make capital investments such as utilities, sidewalks, and public facilities. Our Comprehensive Plan is the framework for most of Bremerton's big-picture decisions on how to grow while preserving and improving our neighborhoods.

Our Comprehensive Plan meets the requirements of the Washington State Growth Management Act (GMA) by helping protect our environment, quality of life, and economic development. Our plan must be consistent with both the multi-county planning policies in Puget Sound Regional Council's (PRSC) [Vision 2040](#) and [Kitsap County's Countywide Planning Policies](#).

Many communities amend their comprehensive plan annually and regularly adopt changes to the development regulations that implement them. In addition to these regular amendments, the state GMA requires cities and counties to update comprehensive plans every seven years; however legislation approved an extension due to the economic recession. In the City of Bremerton's case, an updated plan must be approved by June 30, 2016 to comply with State GMA (RCW 36.70A.130(5)).

Now We Know Why, What's Next?

As the City embarks in the update for the Comprehensive Plan, we are encouraging everyone to consider what the current Comprehensive Plan goals and policies say and where do you see Bremerton in 20 years (do the policies and your vision match?). The following pages are a summarization of the current plan and current trends. When you are considering the following information, keep the following questions in mind:

- 1. What makes Bremerton a Special Place?**
- 2. What makes people want to become part of this community?**
- 3. What attracts new vigor and activity to this community?**
- 4. What are the qualities that make Bremerton unique in the world and special to its citizens – both old and new?**
- 5. What changes would you make to the Plan to make it match with your response to the last four questions?**

The Plan can be seen in its entirety at
www.ci.bremerton.wa.us/compplan.html

Growth Targets and Land Supply

Washington State Law requires that the City plan for the growth targets established by the Washington State Office of Financial Management. The following table summarizes those growth targets:

Jurisdiction	Census 2010	Target Growth within 20 years	Additional Residents to Plan For
City of Bremerton limits	37,729 people	52,017 people	14,288 people

An Updated Land Capacity Analysis (ULCA) has been conducted for this Comprehensive Plan update. The ULCA reports can be seen at www.Bremerton2035.com. In the ULCA, staff has identified all vacant and underutilized lands for residential and commercial capacity. The growth targets of the City of Bremerton are to accommodate 14,288 people and 18,003 jobs within the next 20 years. After performing the ULCA, it has been identified that with our current designations approximately 34,000 people can be accommodated and 19,000 jobs. As such, the land supply for residential and commercial is in excess from the predicted growth targets.

This table summarizes the District's residential data that was used in [the Update Land Capacity Analysis](#):

District 4	Total Acres	Identified as Underutilized*	Underutilized Lot Potential (@7.5 units/acre)	Underutilized Lot Potential Population (@2.24/unit)
Low Density Residential (R10)	186	10.9 acres	82 lots	183 people could be accommodated within District 4

*Underutilized is identified in Bremerton Land Capacity Analysis; includes vacant land or lots that could be subdivided. These numbers are in draft form, as the analysis is still in draft form until Kitsap County's adoption late 2014.

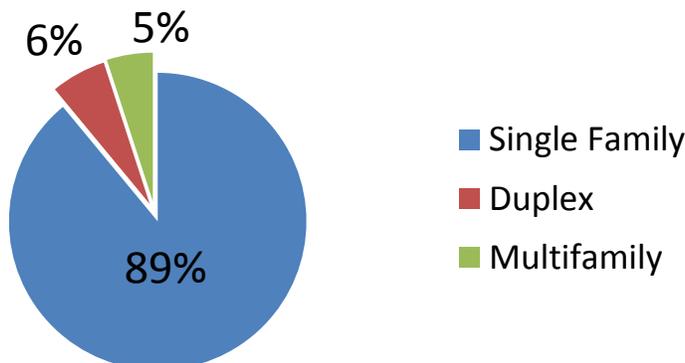
This table summarizes the District's commercial data that was used in [the Update Land Capacity Analysis](#).

Commercial Zone	Acres	Square Footage of Buildings	Land Supply Capacity and Jobs that can be accommodated within District
Puget Sound Naval Shipyard	152	-	-
Institutional/Higher Education	35	33,226	10,942 sq ft or 22 jobs
Marine Industrial	8.3	78,661	9,766 sq ft or 10 jobs
Neighborhood Business	2	17,098	10,484 sq ft or 21 jobs

*These numbers are in draft form, as the analysis is still in draft form until Kitsap County's adoption late 2014.

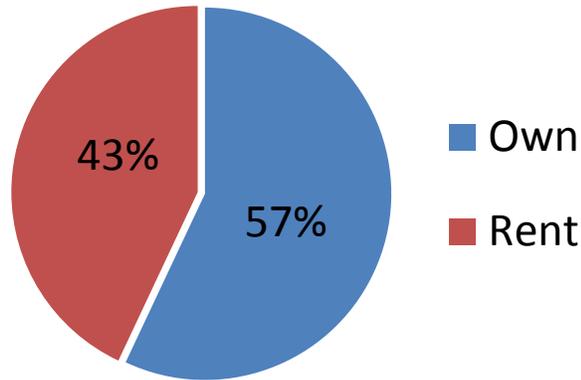
Current Stats of District 4:

Residential Types Within District



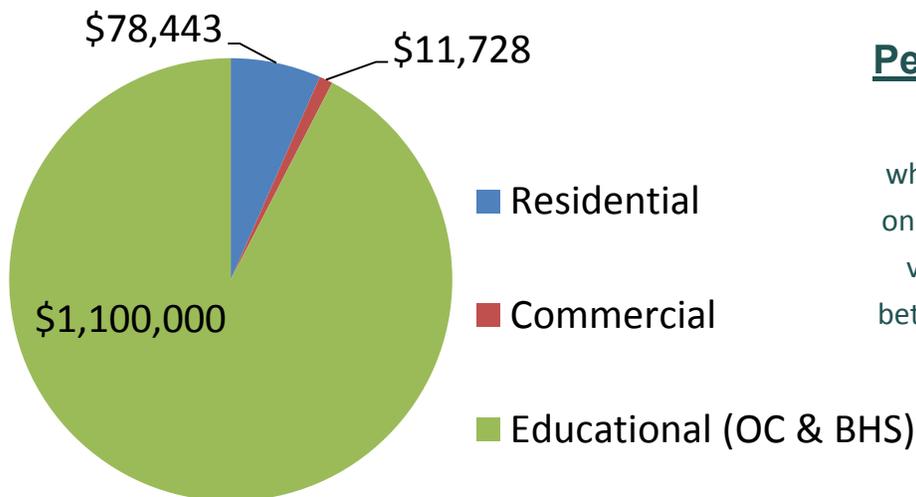
Current Stats of District 4 (continued):

**Single Family Residences
Ownership**



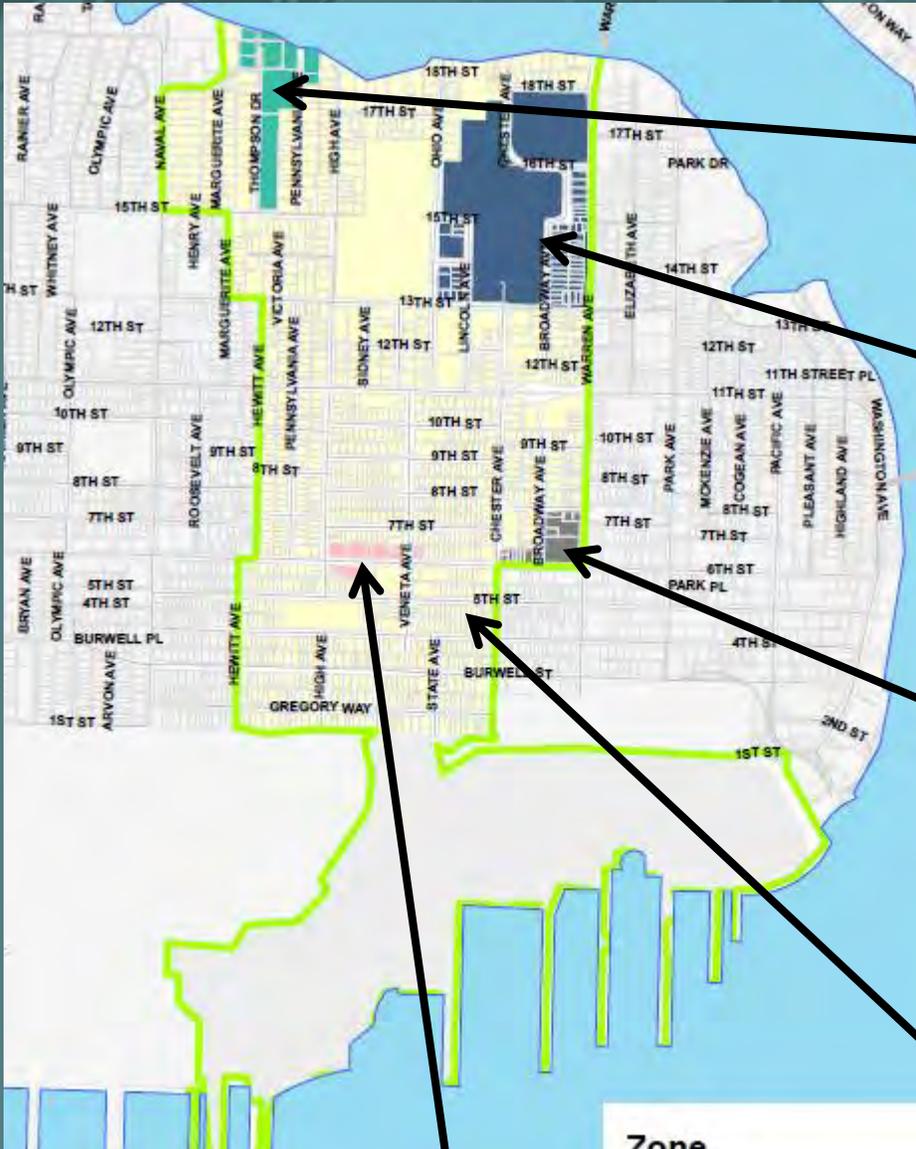
*This analysis was performed using Kitsap County Assessor data as of August 2014 to compare tax payer address to owner's home address. Breakdown is in the file within Department of Community Development.

Residential Type	Median Year Built	Median Building Value	Median Total Value (land & structure)
Single Family	1928	\$91,475	\$124,747
Duplex	1930	\$103,638	\$134,710
Multifamily	1935	\$238,723	\$311,058



Permit Submittals

Graph to the left shows where money is being spent on improvements (by permit value) within this District between January – July 2014.



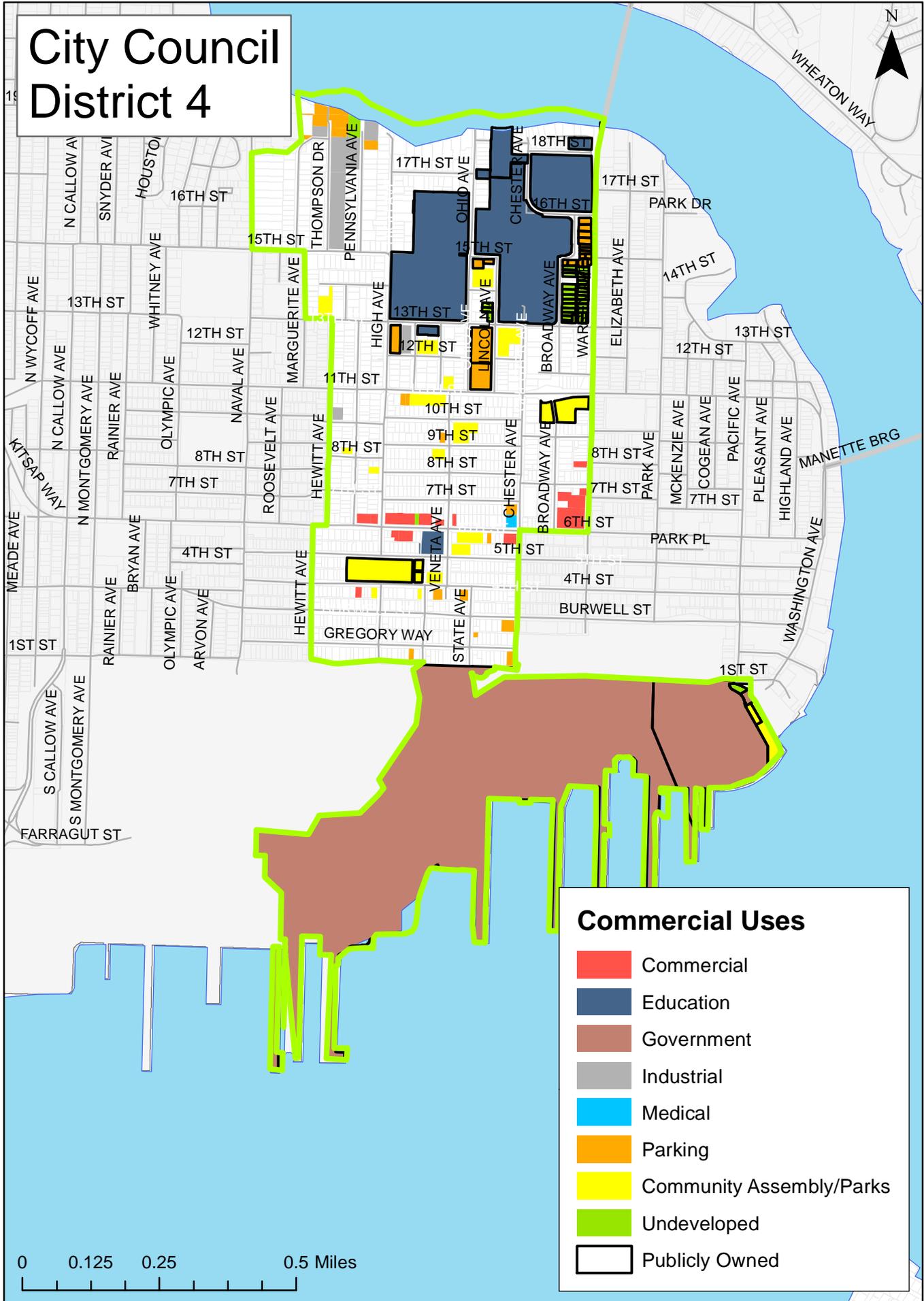
Zone	
	R-10
	Institutional
	Marine Industrial
	Neighborhood Business
	Warren Ave Corridor (DRC)

City Council District 4

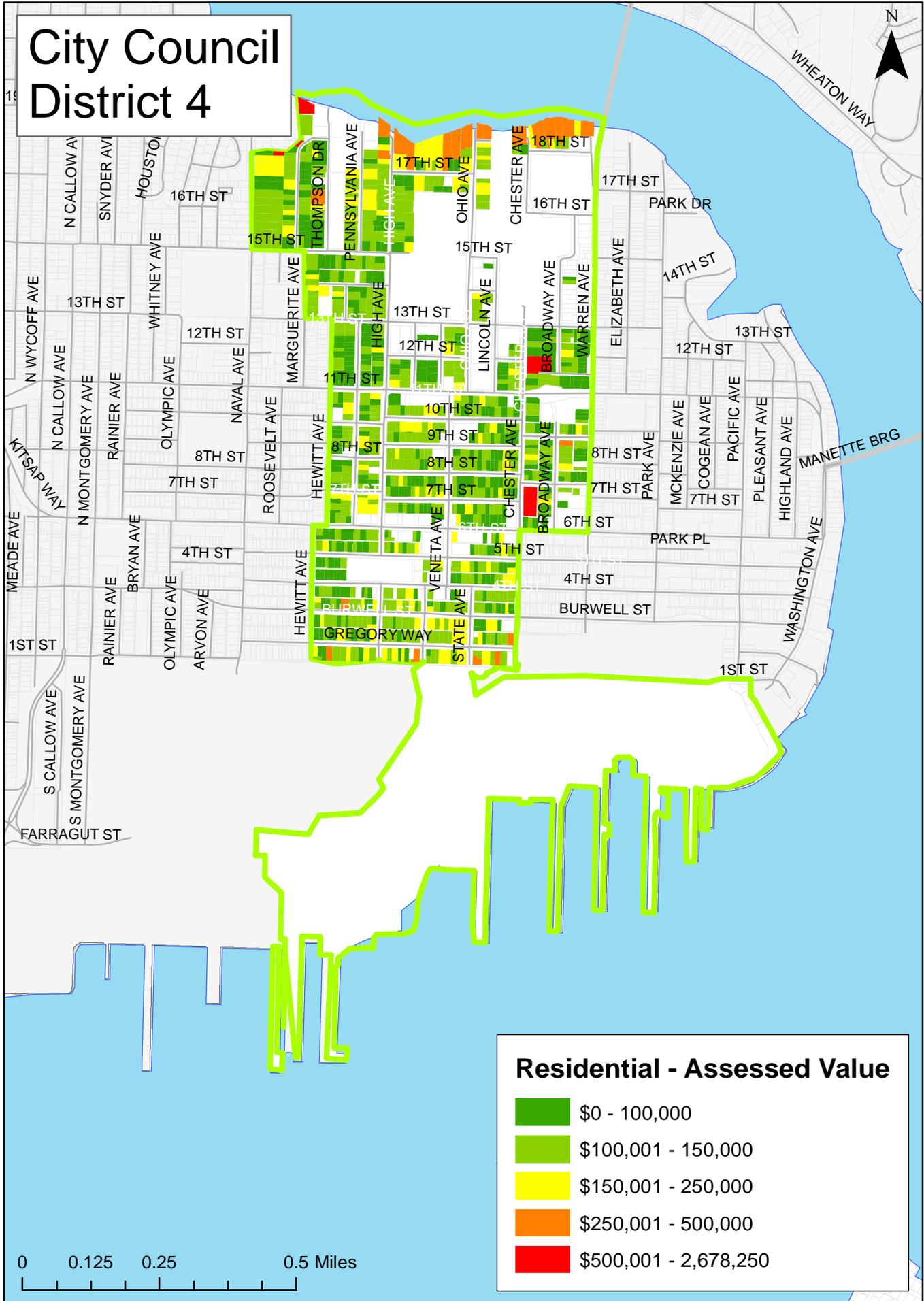


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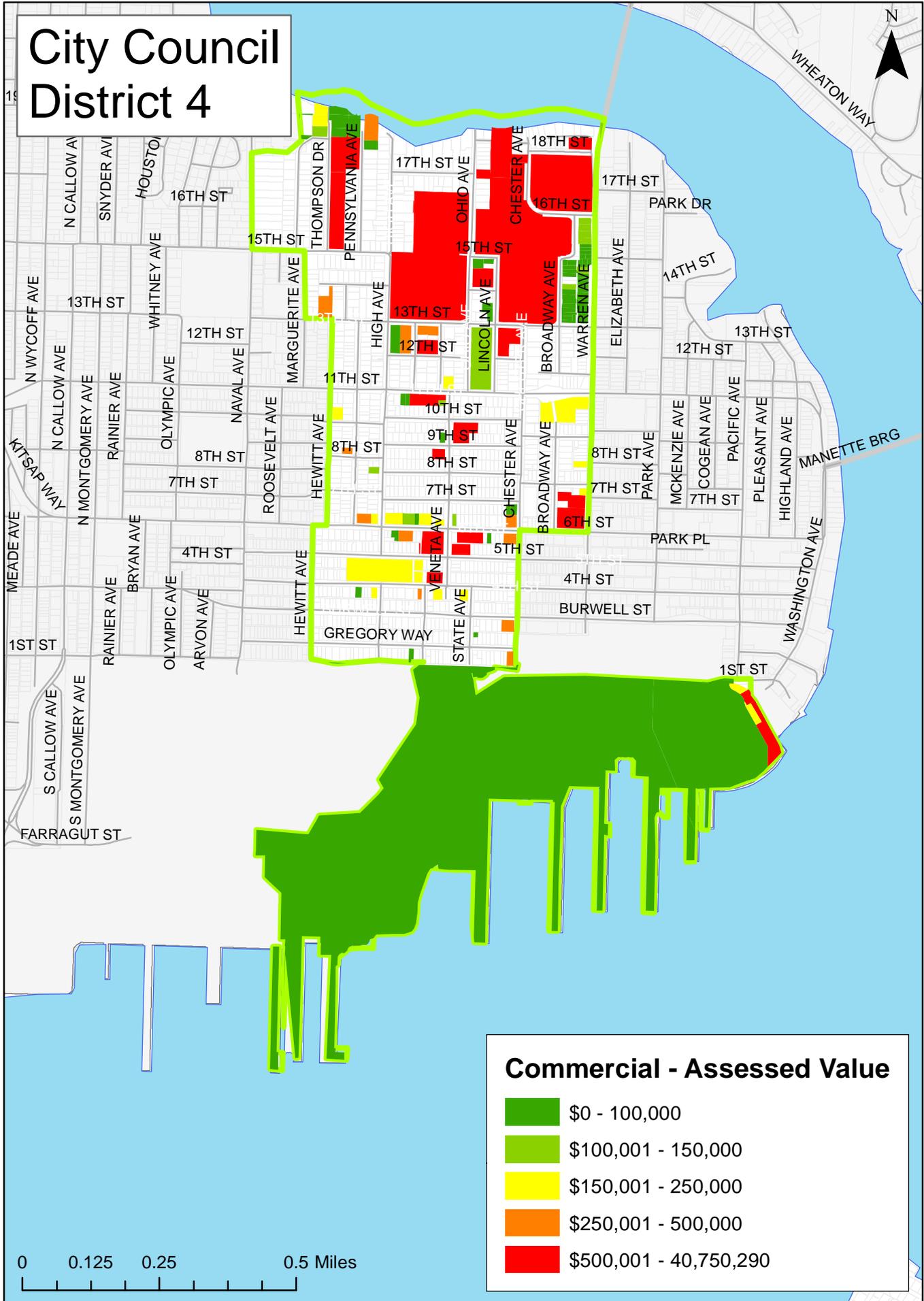
City Council District 4



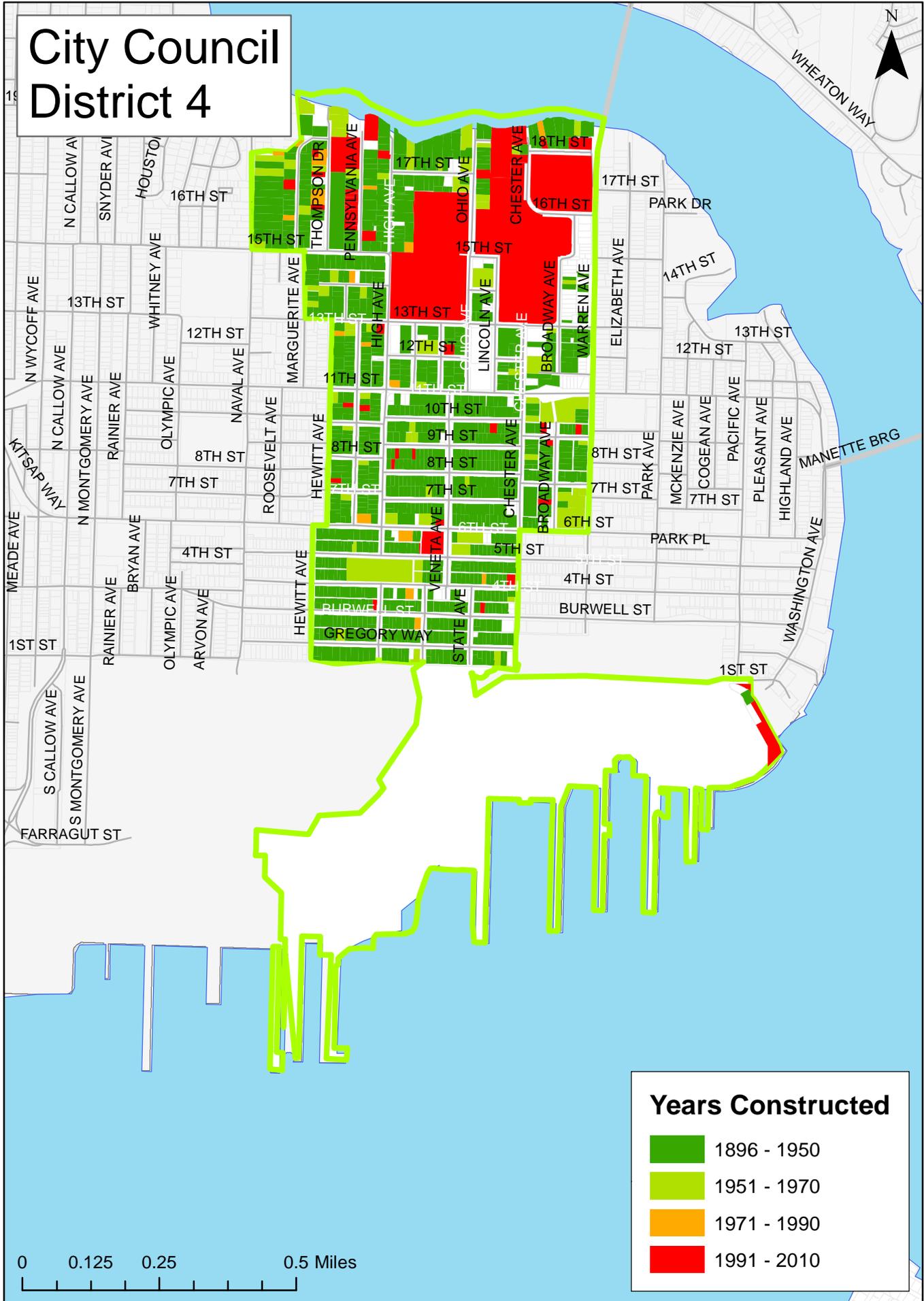
City Council District 4



City Council District 4



City Council District 4

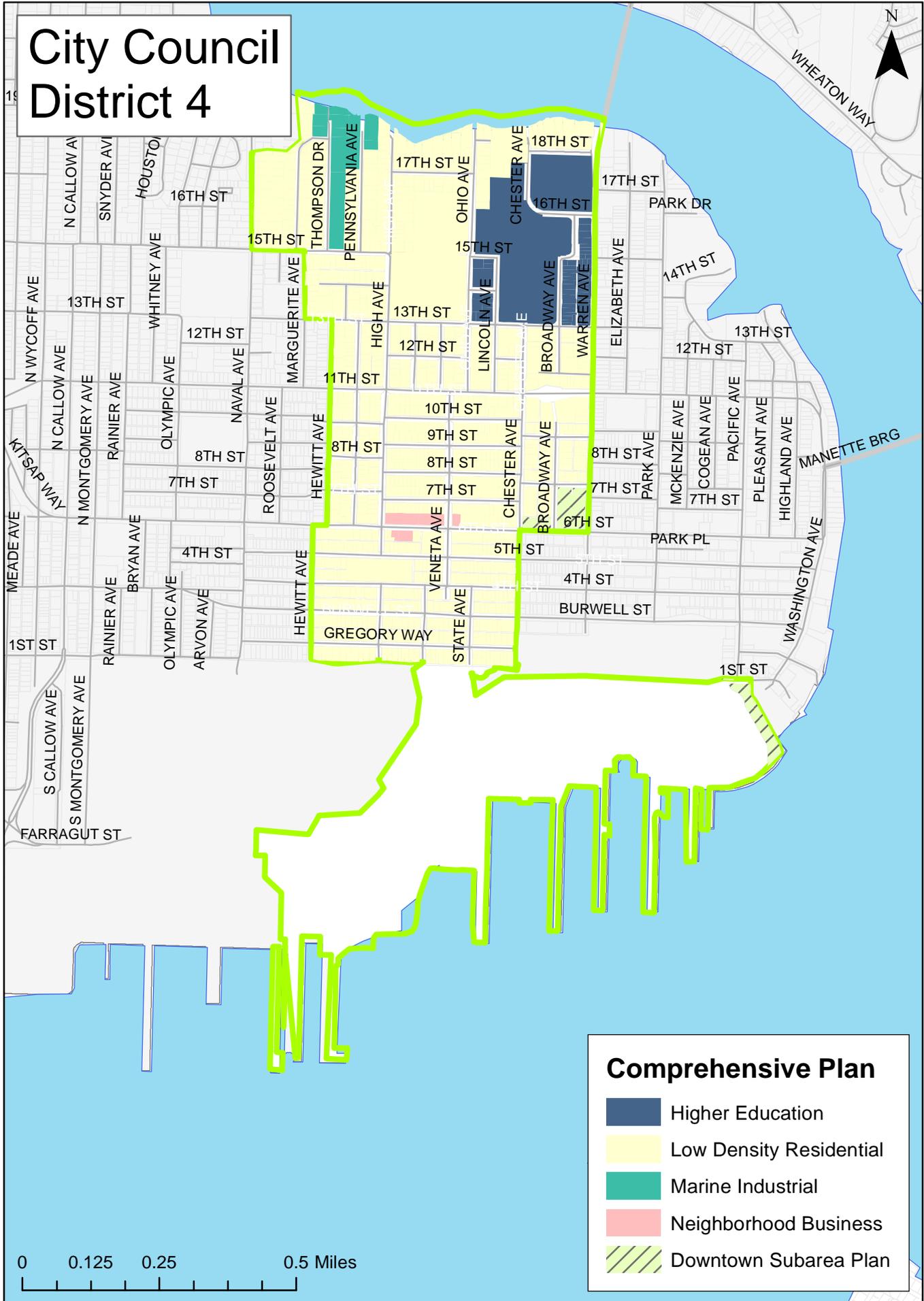


Years Constructed

Dark Green	1896 - 1950
Light Green	1951 - 1970
Orange	1971 - 1990
Red	1991 - 2010

0 0.125 0.25 0.5 Miles

City Council District 4



2004 Comprehensive Plan – Current Code

Within District 4 five designations have been identified within the 2004 Comprehensive Plan below. In conjunction with this Comprehensive Plan update, this could be revised. This area includes part of Downtown Regional Center.

LDR (Low Density Residential)

Density: 5-10 units per acre

Height: Low rise, not to exceed 3 stories

Structure Type: Detached single family housing (unless PUD) includes zero lot-line)

Character: Compatible with surrounding neighborhood

Location: Where predominant today, covering most areas of the City

Policy direction: Protect the character of single family neighborhoods by infilling at compatible densities and focusing higher intensity land uses in designated centers and corridors.

Discussion: The city's residential neighborhoods are characterized by low-rise (1 to 3 stories), detached homes on traditional urban lots. Some attached housing may be appropriate to respond to the development-sensitive conditions. It may be produced through planned unit development, but should also be low-rise.

To maintain the traditional character of residential districts that are mostly developed, new residential projects should be built at compatible densities. Efficient delivery of urban services is best achieved at densities such as those found in West Bremerton between Callow and the Narrows. This area is characterized by a formal grid street pattern that defines the most strongly urban platting within the City. The average residential density here approaches seven units per acre.

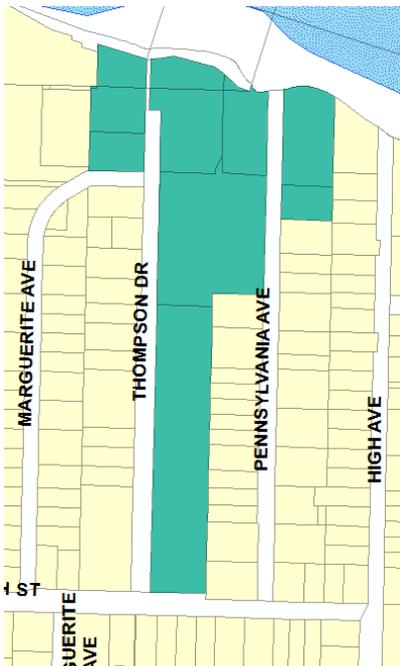
MI (Marine Industrial)

Structure Type: Industrial, limited retail, office, light manufacturing, and storage that is functionally and physically dependent on the waterfront

Character: Well-planned office and light industrial complexes and/or marine storage that display good site design and are directly linked functionally and through on-site physical circulation and access to the waterfront.

Policy direction: Provide for appropriate locations for light industrial uses in a well-planned complex. Marine Industrial sites should include adequate landscaping, architectural standards, and other site design considerations to assure compatibility with neighboring uses – especially residential areas. Developments must be consistent with any shorelines and critical areas designations, be functionally linked to water-dependent activities, and provide on-site circulation such that all portions of the site can be accessed from the waterfront through an on-site circulation system.

Discussion: The Marine Industrial designation provides for existing and future areas of marine related light industrial and storage uses. Marine industrial areas feature well-designed sites with landscaping and unified architectural features. Because such uses are sometimes located near residential areas, care must be given to the interface with those less intense areas. There should be no external impacts from light, noise, odors, dust or traffic. Uses should be consistent with the shorelines designation and must protect shorelines values. These sites offer a unique opportunity for Bremerton residents to find commercial services related to the marine environment in convenient locations. Typical activities include boat lifts, marine railways, boat storage, boat maintenance and repair, marine parts fabrication and other commercial or light industrial uses dependent on on-site access to navigable waters and the marine industry.



NB (Neighborhood Business)

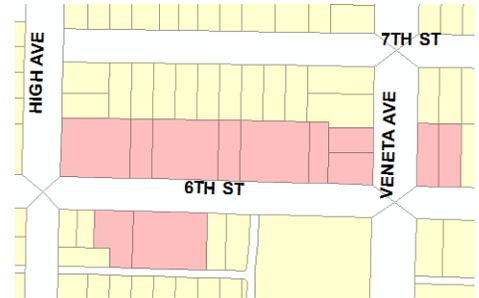
Density: Residential uses accessory to an allowed commercial use

Height: 2 story

Structure Type: Small scale commercial structures, residential as an accessory use

Character: Small scale commercial nodes with uses such as groceries in converted residential structures or purpose built structures that are sensitive to the context

Location: Neighborhood Business districts should only be placed in areas where access to neighborhood supporting commercial activities cannot be provided in a Neighborhood Center, District, Center, Employment Center, Downtown Regional Center, or Commercial Corridor district within walkable distance – usually one mile or less.



Policy direction: Support viable neighborhoods without walkable access to services by providing locations for limited, small scale neighborhood serving commercial uses.

Discussion: The Neighborhood Business designation provides for small scale business locations outside of centers, the downtown area, or a commercial corridor. Neighborhood Business districts are typically areas of at least several parcels, but no larger than one acre. Uses under this designation are small scale retail and business activities serving the immediate surroundings. These include small groceries, convenience stores, and small offices and restaurants. The NB designation is reserved for use in locations where similar services cannot be provided within one mile at a Neighborhood, District, or Employment Center; a Commercial Corridor; or in the Downtown Regional Center. No designated Neighborhood Business area should be closer than one mile to any other such designated area. Minimal design standards should be employed to assure compatibility with surrounding uses.



Institutional (INST) / HE (Higher Education)

Density: N/A

Height: 60

Structure Type: Educational facilities

Character: This designation recognizes public collegiate campuses

Policy Direction and Discussion: The Higher Education designation recognizes the Olympic College Campus. The designation provides for growth at the OC Campus, but promotes growth that is compatible with the surrounding neighborhoods and other nearby areas. In general, the College is encouraged to seek to accommodate new facility needs by growing “up” rather than by occupying lands in the surrounding areas. Increased building height is suggested to accommodate such growth. In addition, campus growth through infill of underutilized ground area within the existing campus boundary is also encouraged. The City will re-asses maximum lot coverage standards and consider other regulatory measures to accommodate the desired infill.

Warren Avenue Corridor (WC)

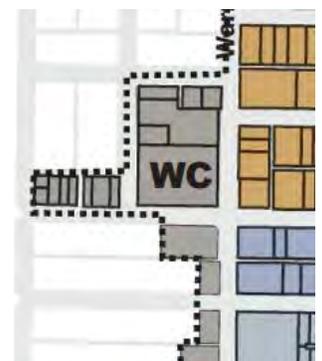
Density: N/A

Height: Consistent with current zoning heights for downtown which maximum is approximately 50'

Structure Type: Various, single use residential and commercial, and/or mixed use structures

Character: Intended to provide a commercial district of medium density to transition to lower scaled uses outside of the downtown. Residential uses are considered secondary to commercial.

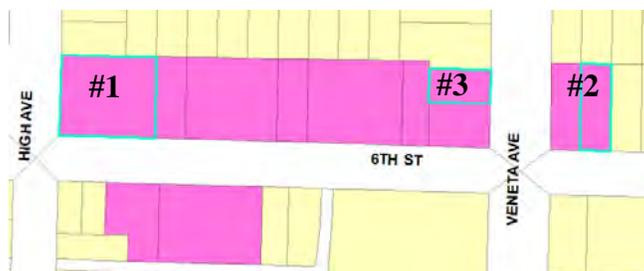
Policy Direction and Discussion: A focused approach to increase public transportation options will also help to regulate the number of vehicular trips on Warren Avenue and enhance the environment of surrounding land uses. The Transit Corridor extends the downtown’s mixed-use characteristic to the edge of the Subarea at a moderate intensity without density limitations. Development standards contain design requirements for a shopping style street with limited setbacks, and buildings located at the street edge. The physical environment along Warren Avenue should be enhanced, helping to articulate a sense of enclosure and place.



Council District 4 Profile

Field Notes and Recommendations

- Marine Industrial Designation (MI):
 - FIELD NOTE: The Marine Industrial designation is located between Thompson Drive and Pennsylvania Avenue. The US Environmental Protection Agency (EPA) is currently working on a cleanup plan of the Superfund properties within this designation along the shoreline (not including Port Washington Marina) called Bremerton Gas Works Site. This is anticipated to take the next 10 years to complete. The MI Designation in the Comprehensive Plan identifies this area as an existing industrial site, but the code requires that any improvements to the site must be functionally linked to water-dependent activities; residential uses are encouraged, with proper landscaping and site design to assure compatibility with the neighboring residential. However, since the EPA may take over 10 years to complete the cleanup for the Superfund site, the majority of the MI designated area does not have access to water and residential uses are highly discouraged by EPA.
 - STAFF RECOMMENDATION: The MI classification is good in concept, however during this interim period prior to the Superfund cleanup, it seems inappropriate to maintain the Marine Industrial designation requiring water-related uses, when majority of the access to the water is limited. Consideration to allow Industrial Park designation for the interim may be suitable. However this site is located within a surrounding neighborhood, thus proper landscaping and site design to assure compatibility should continue to be emphasized. The Industrial Park designation is intended to reflect the character and good site design of a well-planned office and light industrial complex.
- Neighborhood Business (NB) Designations
 - FIELD NOTE #1: Two lots to the west of the NB designation contain a pizza restaurant and a car lot, but are designated Low Density Residential (LDR).
STAFF RECOMMENDATION: Map should be revised to include these parcels into NB.
 - FIELD NOTE #2: Lot to the east is NB designation but the site contains a house. This could allow business to expand into the adjacent lot, but recent redevelopment of the house (permits issued in 2010) makes it seem unlikely to be redeveloped again (within the next 20 years).
STAFF RECOMMENDATION: Map could be revised to change this parcel to LDR designation.
 - FIELD NOTE #3: Lot to the north is also designated as NB but contains a single family home. The access to this site is Venta Ave and the house sits about 20' higher than the road.
STAFF RECOMMENDATION: Due to topography it is unlikely this lot will redevelop to commercial. Re-designation to single family designation may be appropriate.



Field Notes and Recommendations (continued)

- Low Density Residential (LDR) Designation:
 - FIELD NOTE: Commercial Nonconforming Structures: Within the LDR designation, nonconformities exist that were built prior to 2004 Comprehensive Plan, including corner markets as shown below. These properties have been vacant, and if reestablished would be required to comply with nonconforming provisions, which presents challenges to applicants. The Comprehensive Plan is silent about supporting existing nonconforming uses within the LDR.
 - STAFF RECOMMENDATION: THE Comprehensive Plan's goals and policies should address existing nonconforming uses within the LDR designation that have lost their nonconforming status. Such discussion should include direction regarding building footprint expansions, benefit to the surrounding community, and compatibility with the surrounding neighborhood.



Photo: 4th Street and Anoka Avenue
(across from Kiwanis Park). Vacant



Photo: 4th Street and High Avenue
(across from Kiwanis Park). Vacant



Photo: 4th Street and Chester Avenue
(in District 3). Vacant

Field Notes and Recommendations (continued)

- Low Density Residential (LDR) Designation (continued):
 - FIELD NOTE: Residential Nonconforming Structures: Existing multifamily buildings exist within this district (approximately 11% of land). Redevelopment of existing multifamily is silent in the Comprehensive Plan. The walking tour of the districts found that some existing multifamily developments established prior to this code fit well with the surrounding neighborhood, due to the way the units were developed. Design standards were utilized to coordinate with the existing neighborhood, such as designing for non-prominent parking area, orienting the front entrance to the street, and proper landscaping. The picture below is a 12-plex on 9th Street and Broadway Avenue which fits with the surrounding neighborhood.
 - STAFF RECOMMENDATION: Further discussions and consideration regarding existing multifamily residential in LDR should be included in the Plan. A potential consideration for duplexes and townhouses (3 or less units) is to modify the Comprehensive Plan policies to allow them. The development would have to comply with the LDR designation of 5 to 10 dwelling units per acre (or the density assigned after this update). Such as within the LDR a 3-unit townhome could be built on a minimum 0.3 acres lot, meeting density requirements of 5 to 10 dwelling units per acre. Multifamily structures (structures with 4 or more units) would require new multifamily designations within the Comprehensive Plan, as they were removed in the 2004 Plan. Or, these multifamily units could remain limited to centers, or continue as nonconforming within the LDR.



Photo taken on Broadway Avenue



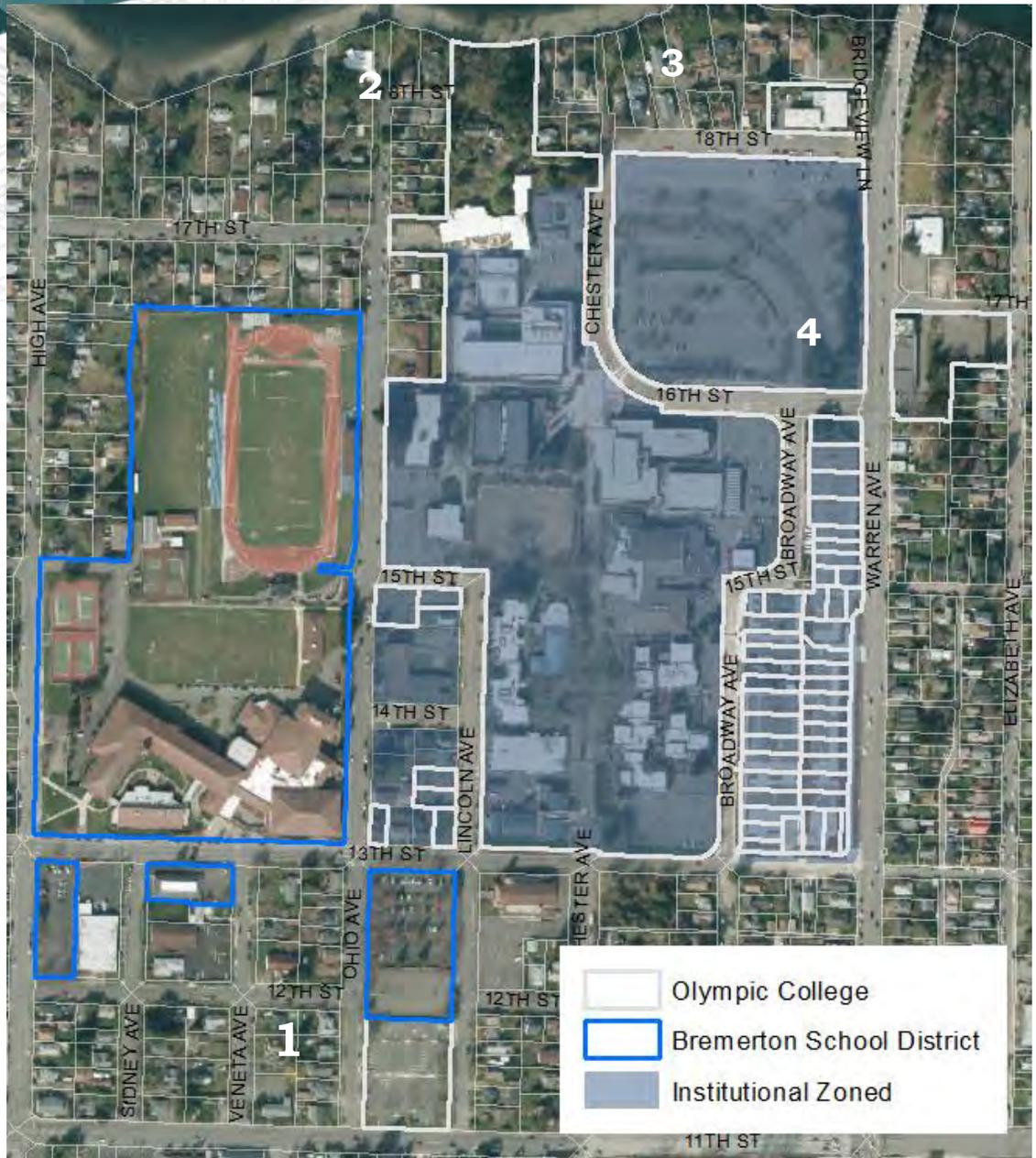
Photo taken on 9th Street

- Olympic College/Institutional Designation:
 - FIELD NOTE: Staff met with Bob Pasquariello, Olympic College Director of Facilities Services and Capital Projects, to discuss the Olympic College (OC) Master Plan. The Olympic Campus Master Site Plan, showing anticipated development for the next 20 years, is attached to this report. Improvements include reworking roads (15th Street and Broadway) and removing/adding educational and facilities buildings.

The Comprehensive Plan identifies Higher Education as a designation for the land on and surrounding Olympic College (OC) campus. This designation provides for growth of the OC campus, but promotes growing up rather than occupying lands in the surrounding areas.

The next page, identifies the properties owned by an educational entity (Bremerton School District and OC). As identified on that figure, there are four existing parcels owned by the college expanding beyond the Institutional designation.

- STAFF RECOMMENDATION: Consideration should be made for the parcels owned by Olympic College to be identified as Institutional designation, but the area to the north is primarily single-family residential and should retain the Low Density Residential designation.



Area colored in blue is Higher Education/Institutional designation surrounded by Low Density Residential (R10) designation. Properties outlined in white are owned by Olympic College (OC). Lands that are owned by OC but that are outside of the Higher Education designation are (1) parking lot on 11th Street, (2) Bremer Trust Land (includes part of the Sophie Bremer Child Development Center), (3) former Sons of Norway building, and (4) Washington State University Extension Program for Engineering.

Blue outlined properties are owned by the Bremerton School District for the Bremerton High School. Low Density Residential designations outrightly support K through 12 educations.

Field Notes and Recommendations (continued)

- Low Density Residential (LDR) Designation:

- FIELD NOTE: Walking along Warren Avenue, staff noted single-family homes along this road have been converted into commercial businesses (such as a tax accountant, and security business).

STAFF RECOMMENDATION: Consideration should be made for the parcels along Warren Avenue to support commercial designation.

- FIELD NOTE: The area to south of OC contains vacant and underutilized parcels. Staff have had to deny requests to construct dormitories due to LDR regulations. This area includes existing multifamily and single-family homes, vacant parcels and former tennis courts. Due to the LDR designation, only single-family residential is permitted on these lots, even those facing 11th St and Warren Ave.

STAFF RECOMMENDATION: This area should be considered potential Multifamily or Institutional designation to support housing for the college. It should be noted that the homes on Chester could remain LDR designation due to topography challenges.

- Common Themes:

- FIELD NOTE: As Staff reviewed the Comprehensive Plan for this update, references to the previous Comprehensive Plan were used. In addition, Staff is recommending consolidating and simplifying the Comprehensive Plan as a whole to create a more user-friendly document.

STAFF RECOMMENDATION: To achieve simplicity and create a more user-friendly document, staff is recommending revised descriptions to clarify all land use designations and removal of reference to previous Comprehensive Plans.

- FIELD NOTE: Throughout all the District tours, conversations came up about how we promote redevelopment and the reuse of existing buildings that may be nonconforming (example: a store within the LDR designation). Our current Comprehensive Plan encourages limiting commercial uses to major arterials and centers; however, there are underutilized building spaces throughout the City that are becoming blights within neighborhoods. Complicated application processes for building reuse are intimidating, so how can we expedite the process? This should be a goal of this process: to implement policies that encourage redevelopment of existing buildings, as the City of Bremerton has a surplus of underutilized spaces.

STAFF RECOMMENDATION: Parcels with nonconforming commercial uses should be re-designated to commercial designations if appropriate (for example, when adjacent to existing commercial designations). Add goals and policies to help expedite the process and facilitate redevelopment and reuse of existing buildings within the City.



Picture: Chester Ave to west, 13th St to north, Warren Ave to east, and 11th Street to south with topography.

Council District 4 Profile

Work Program

This report is one part of eight for the City of Bremerton Work Program for the Comprehensive Plan Update. The documents that comprise the Work Program are the Report on Comprehensive Plan Consistency with State Law and Policy, and the other six District Profiles, all of which are under a separate cover. All these documents are out for public comment.

All documents of this Work Program can be seen at www.Bremerton2035.com.



Staff, Allison Satter, and the honorary District Mascot during the District 4 tour

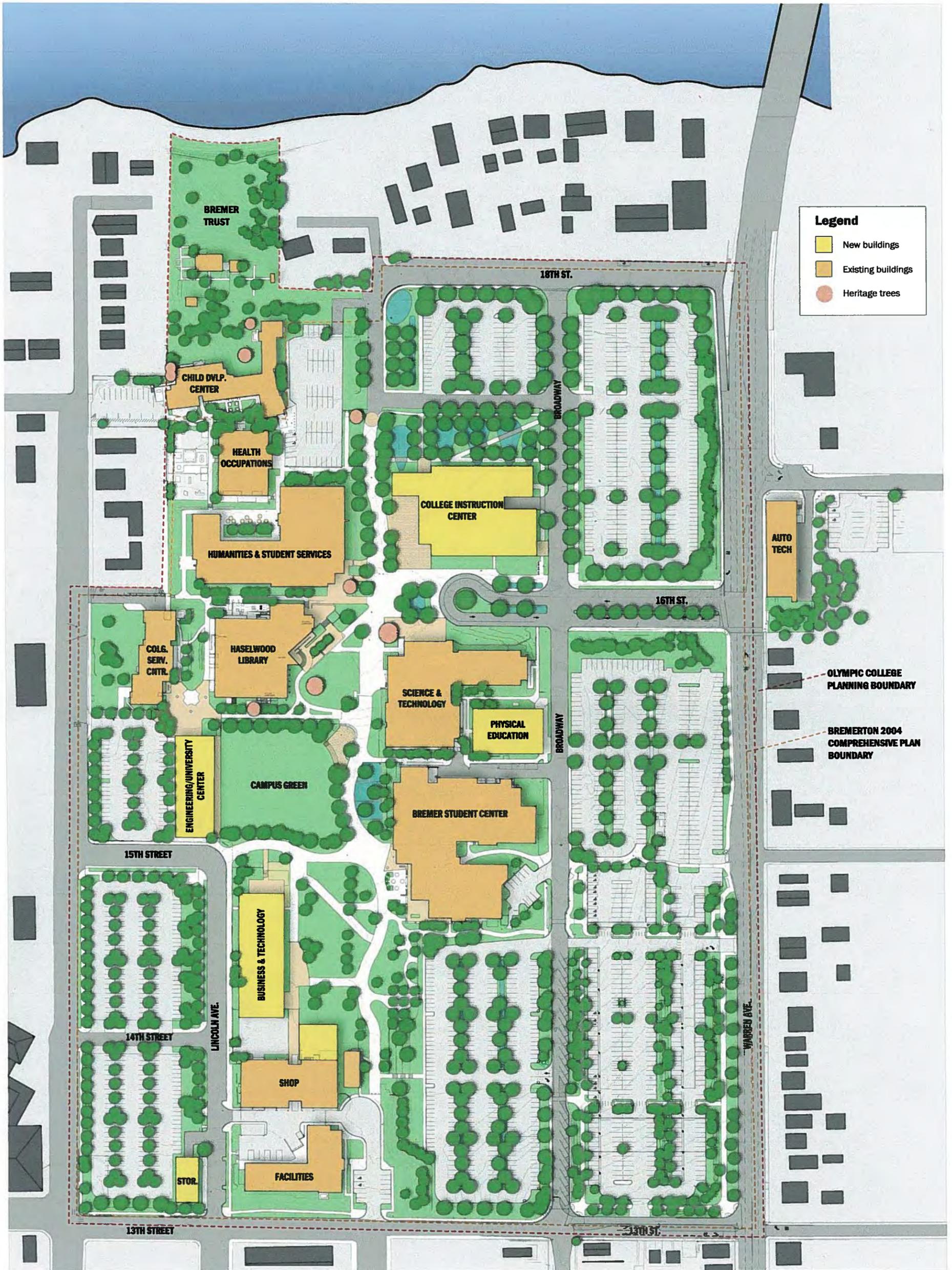
The City is waiting for your comment! Get your neighbors, walk your district and help with this process. If you can provide comments about the Work Program, give us answers to the questions (1 to 5) on page one, AND identify the location of the District Mascot (picture at left), there is a prize for you (one per participant please). Must pick up prize at City Hall. Supplies are limited, but all comments are welcome and encouraged!

Please contact Allison Satter, Long Range Planner, at (360) 473-5845 or compplan@ci.bremerton.wa.us with your feedback!

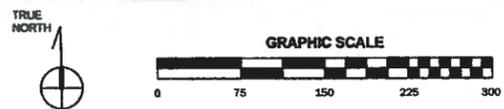


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 Olympic College - Bremerton Campus



schacht | aslani architects