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City of Bremerton Comprehensive Plan
INTRODUCTION





Welcome to the City of Bremerton's Comprehensive Plan. 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 vision, values, and goals.

The City adopted its first Comprehensive Plan in 1995 in response to the requirements of the Growth Management Act (GMA) (RCW 36.70A). This update builds off of the 2004 Comprehensive Plan update, and responds to the GMA requirement for periodic review and revisions.

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The Vision for Bremerton's Future

The citizens of Bremerton embrace their city, with pride in its assets and accomplishments, and with optimism about the opportunities it affords. Bremerton is a progressive, active city with diversity in its residents, and with its economic, residential and recreational opportunities.

Founded and shaped by a maritime legacy and a stunning natural environment, Bremerton's setting is unique and spectacular. Moreover, as the metropolitan center of West Sound, it provides a convenient middle ground between the regional amenities of Seattle and Tacoma and the recreational treasures of the Kitsap and Olympic Peninsulas. Bremerton's location provides both vistas of, and unparalleled access to, the metropolis and the wilderness.

While the City's location is ideal, the heart of the community is found in Bremerton neighborhoods and designated Centers. Centers, servicing either a neighborhood, a larger community, or a largely employment-focused setting, provide walking convenience to employment, recreation, amenities, goods, and services. Downtown is at the core of the inter-connected Centers with a vibrant, unique concentration of services, public resources, and attractions. In conjunction with building such mixed use urban settings, the qualities of single family areas and other cohesive and healthy neighborhoods will be preserved and protected.

Bremerton promotes and encourages economic development based on solid state-of-the-art infrastructure. Technology and extensive transportation systems connect Bremerton residents and businesses to the world, while flexible codes assist in the development and revitalization of prime real estate for corporate and industrial developments. Healthy growth over the next twenty years will showcase Bremerton's opportunities, while preserving its assets, accomplishments, and friendly, personable atmosphere.

Introduction

Bremerton's Comprehensive Plan is the city's foundational policy document that guides growth and development for the next twenty years from now until 2036. It seeks to assure that each community decision, expenditure, and actions are consistent with the City's shared vision, values, and goals.



Why Have a Comprehensive Plan?

A city's comprehensive plan is vital in preparing for future growth and emerging challenges such as traffic congestion, housing needs, and environmental stewardship. People need a safe and secure place to live, an economy that provides jobs, mobility, schools and colleges, and recreational opportunities. It is the city government's responsibility to provide public services and facilities, develop policies, and adopt regulations to guide the growth of a city that meets the needs of its people. The Bremerton Comprehensive Plan captures community goals and establishes specific policies that directly influence how our city will grow and change over time.

The Comprehensive Plan is the one place that various city plans and programs come together to work towards a single community vision for the future. As an "umbrella" document, the plan's policies guide other city plans, neighborhood area plans, spending on capital projects, development of regulations, and other programs and services, all of which affect the community in large or small ways.

A comprehensive plan is a broad statement of community goals and policies that direct the orderly and coordinated physical development of a city into the future. A comprehensive plan anticipates change and provides specific guidance for future legislative and administrative actions. It reflects the results of citizen involvement, technical analysis, and the judgment of decision makers. The maps, goals, and policies of the plan provide the basis for the adoption of regulations, programs, and services which implement the plan. The plan serves as a guide for zoning, infrastructure development, and developing community services.

What is in Our Comprehensive Plan?

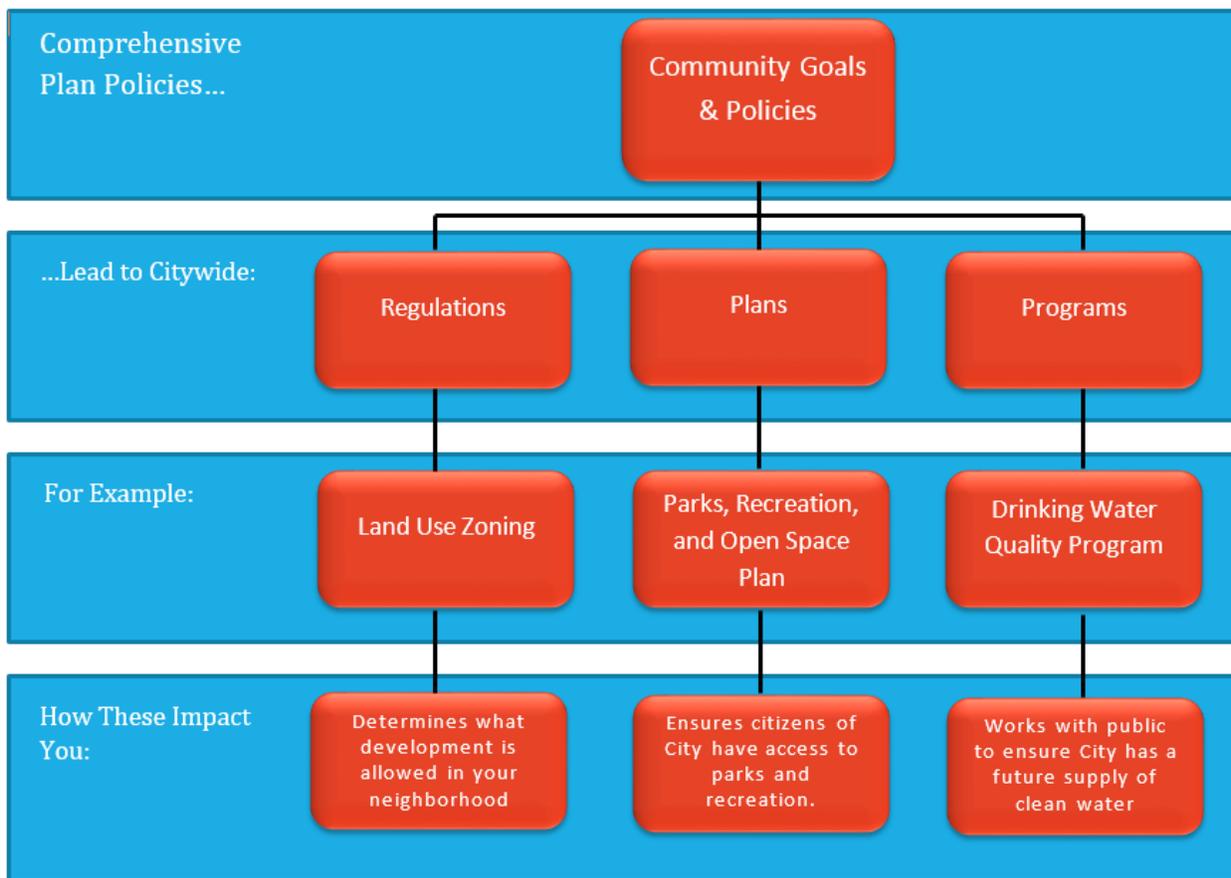
The Comprehensive Plan is designed to be a readable, functional document that will guide Bremerton's future development and fulfill the city's regional responsibilities in growth management. This plan is organized in the following manner:

- Chapter 1: Introduction
- Chapter 2 through 7: Contains the General Element chapters that contain visions, goals and policies for each subject:

2. Land Use	5. Economic Development
3. Housing	6. City Services
4. Transportation	7. Environment
- Chapter 8: Contains the appendices for General Element chapters with the supporting technical material including existing conditions, and glossaries of key terms.

How is the Plan Implemented?

Adopting a plan is the first step toward shaping the city’s future. Bremerton’s implementation of the Comprehensive Plan is comprised of a combination of short-term and long-term actions. Some of the short-term actions include amendment of regulations such as the Land Use Code and the approval of rezones that match the plan’s land use designation. Long-term actions include neighborhood area/subarea planning; monitoring, evaluating, and amending the plan as conditions change; and developing a capital investment program that allocates resources to projects that will spur the city’s development in the direction envisioned in the plan.



Relationship of the Comprehensive Plan to Other Plans

Washington's Growth Management Act

The state Growth Management Act (GMA), enacted in 1990, requires that all cities and counties above certain sizes prepare comprehensive plans and update those plans at certain intervals. GMA's goals include reducing sprawl and directing growth to areas that already have urban services. GMA calls on counties to work with cities to establish urban growth boundaries, outside of which urban-style development is prohibited. Comprehensive plans must show that each city has enough land in appropriate zoning categories to absorb the expected level of growth for twenty years into the future, along with the transportation, water, and sewer facilities to serve that growth. GMA also requires that cities' plans must be consistent with other regional plans. In this region, these plans include Vision 2040 and the Kitsap County Countywide Planning Policies.

Vision 2040

The Puget Sound Regional Council (PSRC) is the regional growth management and transportation organization covering King, Snohomish, Pierce, and Kitsap Counties. It is governed by elected officials from across the region, and together they have adopted a regional growth strategy called Vision 2040. That strategy establishes a framework that is reflected in this Plan. It calls for concentrating population and job growth in designated centers and for using multimodal transit options to connect these centers.

Bremerton's Plan identifies one downtown regional growth center, three district centers, a neighborhood center, an employment center, and manufacturing/ industrial centers that are concentrations of population, employment and services that carry the regional centers concept to a neighborhood scale. Vision 2040 also assumes a distribution of growth across the Puget Sound region, with especially large shares of growth going to the five metropolitan cities of Seattle, Bellevue, Everett, Tacoma, and Bremerton. This Plan reflects Bremerton's commitment to accommodate its share of regional growth.

Kitsap County Countywide Planning Policies

GMA requires that counties adopt policies that will guide the plans for all the jurisdictions in the county. In Kitsap County, the Kitsap Regional Coordinating Council is a body of elected officials who develop the Countywide Planning Policies (CPPs) and make recommendations to the board of County Commissioners for adoption. The CPPs contain the twenty-year housing and job-growth targets for Kitsap jurisdictions. These policies address the need for affordable housing in the county, diversified economy with efficient transportation options, and for growing in ways that will contribute to positive health impacts for residents.

Citizen Participation

The Act requires "early and continuous" citizen participation throughout the planning process. The first Comprehensive Plan developed in response to the Act in April, 1995, and the Update in 2004 was adopted through intensive citizen committee processes. The preparation of this 2016 Plan Update was again guided by community participation, following a City Council-approved Public Participation Program for the process, found in the Appendix. Numerous public events, including open houses and a design charrette to gather transportation mapping ideas, were held throughout the update process to allow the broader community to comment. Over a dozen public workshops were held by the City of Bremerton Planning Commission before it was adopted by the City Council in their own public hearing process.

Concurrency and Levels of Service

Plans must be realistic and workable. Providing for new development, the Plan must indicate how the needed public services and utilities will be provided within a reasonable amount of time. If adequate public resources are not identified in the Plan, development cannot be allowed.

In order to deal with traffic and congestion which results from new development, transportation planning requirements now include the measuring of Levels of Service (LOS). The Level of Service measurement requires an account of the current, expected, and acceptable levels of congestion and service qualities for the local community. There must be discussion within the community that leads to adoption of future standards, and a plan that assures that, as development occurs, the adopted standard will not be violated. This is called the concurrency requirement. Plans may also require that other urban services, such as police protection, water and sewer service, library services, etc., be maintained at a LOS set by the community, "concurrent" with growth.

Periodic Review and Update of the Comprehensive Plan

Following adoption of the updated Comprehensive Plan and related development regulations, the City will continually monitor their effectiveness and document needed amendments. A major review of the Plan is set pursuant to RCW 36.70A.130 while amendments to the Plan will only be considered during annual reviews. Emergency amendments to the comprehensive plan may be considered and adopted more than once a year if an emergency exists. An emergency is defined as an issue of community-wide significance that promotes the public health, safety, and general welfare.

Population and Employment Growth

The following sections discuss the expected population increases that this Plan proposes to accommodate.

By state law, the Washington State Office of Financial Management (OFM) is tasked with providing a population allocation for each county in the State. It is left to the County, and the jurisdictions within it, to cooperatively decide where and how the population growth will be accommodated. This leads to questions about the portion of growth to be directed to cities and the capacity of urban services to accept growth. It should be understood from the outset, however, that the OFM allocation – while mandated by State law - is really a broad range of potential growth numbers, allowing for flexibility in establishing local growth projections.

Kitsap County and the municipalities within it, collaborate to determine how the OFM allocation for population growth will be distributed throughout the county. During 2015 a process was conducted at the Kitsap Regional Coordinating Council (KRCC) to establish population and employment targets in the Countywide Planning Policies (CPP's). These growth targets were set to conform to the Countywide Planning Policy vision to concentrate growth into urban areas as well as to ensure growth occurs in Kitsap jurisdictions that is consistent with Puget Sound Regional Council's (PSRC) Vision 2040 growth plan.

The Parameters of Change: Population and Employment Growth Projections

In projecting the City of Bremerton's growth, there must be consideration of past trends which show negligible population growth over several decades. However, historical growth patterns are not consistent with local, regional, or State goals that include increasing the proportion of growth in existing urban areas. Under the Growth Management Act, as well as the regional strategy reflected in the CPPS, stagnant population levels within Bremerton will be broken. As shown in Vision 2040, Bremerton is identified as the only metropolitan City in Kitsap County (along with Seattle, Tacoma and Everett) and thus is slated to attract a larger percentage of the projected population growth than in the past.

The Plan's key urban design concept is "The Centers Concept", detailed in the Land Use Element. Population growth for the City is largely calculated on the ability of the strategically-placed, mixed-use activity centers to attract new residential, commercial, and industrial uses.



Population Projection

The 2016 Comprehensive Plan Update is designed to plan for the growth in the City’s planning area expected over a 20-year period – 2016 to 2036. The City’s land use plan must accommodate the expected growth consistent with the community’s vision. In turn the growth must be supported by the transportation element, parks and recreation element, and capital facilities plan. A base year of 2012 is presented as it is the base year of the Buildable Lands Report (Kitsap County, 2014) which is a monitoring tool for growth.

Over the period 2012-2036, the current city limits would grow by about 13,757 persons above the 2012 population of 39,650; the city’s future 2036 population is anticipated to be 53,407. The City’s associated Urban Growth Areas (UGA’s) would grow from 9,123 persons approximately to 13,473 in 2036, a net change of 4,350. Jobs would likewise grow by 18,782, primarily due to the addition of jobs in the Puget Sound Industrial Center – Bremerton (a Manufacturing Industrial Center). The UGA job change would be 1,443 over the 2012-2036 period. See the exhibit below.

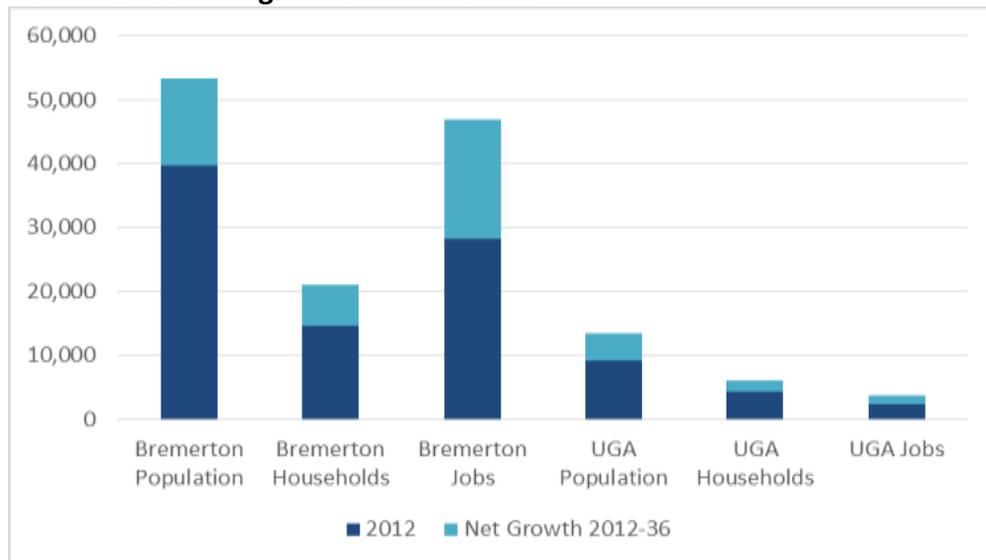
Bremerton Population, Households, and Jobs 2012-2036

Year	Bremerton Population	Bremerton Households	Bremerton Jobs	UGA Population	UGA Households	UGA Jobs
2012	39,650	14,677	28,167	9,123	4,271	2,326
2015	39,410	15,354	30,515	9,579	4,452	2,506
2021	42,985	16,802	35,210	10,559	4,836	2,867
2036	53,407	21,050	46,949	13,473	5,948	3,769
Net Growth 2012-36	13,757	6,373	18,782	4,350	1,677	1,443

Source: (Washington State Office of Financial Management, 2015); (Kitsap Regional Coordinating Council, 2014) City of Bremerton 2015; BERK Consulting 2015

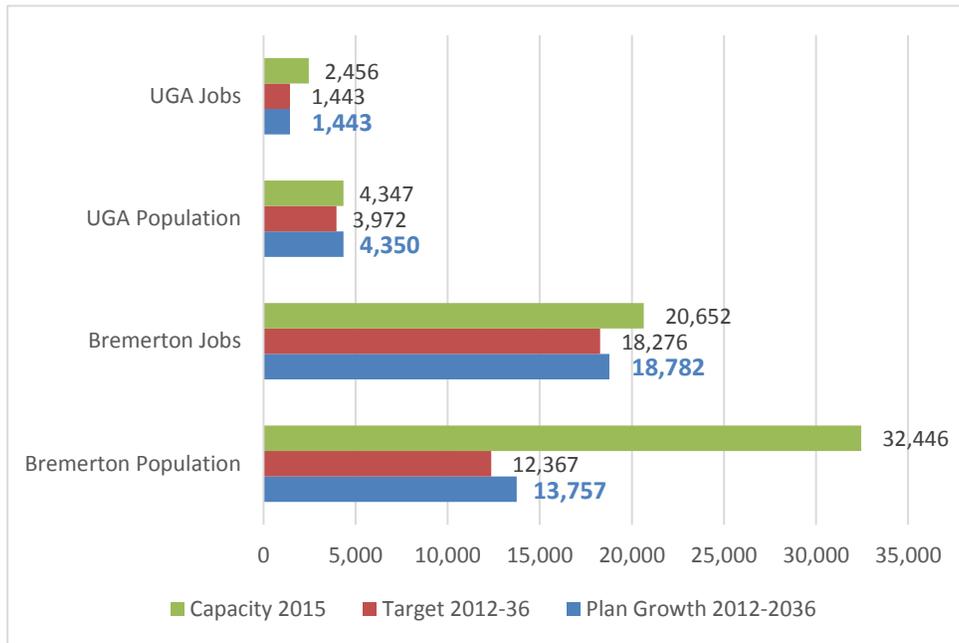
The growth is visually represented below:

Bremerton Planning Area Growth Chart



The City’s proposed land use plan would have more than sufficient land use capacity to meet its growth targets adopted in the CPP’s. To allow for a conservative analysis and match the remaining growth anticipated in the City’s 2004 Comprehensive Plan, City sewer and water functional plans, and Kitsap County’s Comprehensive Plan and transportation models as of 2012, the City is planning for growth that is slightly higher than growth targets. See exhibit below.

Bremerton Growth Capacity, Growth Targets, and Growth Assumptions



Source: (Washington State Office of Financial Management, 2015); (Kitsap Regional Coordinating Council, 2014) City of Bremerton 2015; BERK Consulting 2015

