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Element 5

# TRANSPORTATION





## VISION

**Bremerton strives to promote, manage, and maintain a safe, efficient, and integrated multi-modal transportation system to support a healthy and vibrant community.**



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### Transportation Introduction

Bremerton is a city rich in history and beauty. Over the years, Bremerton’s character has evolved– from its early naval and shipyard roots that supported more than 80,000 people at the height of World War II to one of America’s most livable cities. Bremerton has continued to grow aided by its position as a major employment center and transportation hub for Kitsap County. Today, Bremerton is the largest city in Kitsap County with a population of 39,000. Many employers and attractions call Bremerton home, including the largest employer in the county, Naval Base Kitsap.

This Transportation Element aims to provide a 20-year vision for Bremerton’s transportation system, which respects the community’s history and character, supports anticipated growth in the region, and builds on Bremerton’s momentum as an attractive community in which to live, work, and play by supporting safe and comfortable travel by all modes through 2036.

#### Purpose

The vision for Bremerton’s Transportation Element is to promote, manage, and maintain a safe, efficient, and integrated multi-modal transportation system that is consistent with the City’s overall vision and adequately serves anticipated growth. Guidance from City staff, the Planning Commission, stakeholders, and citizens helped identify several priorities:

- Improve safety for all users through updated facilities and street designs that accommodate all modes
- Create an interconnected multimodal network that connects all users to City Centers and major destinations within Bremerton as well as Kitsap County
- Coordinate with local and regional partners to ensure that travel patterns do not disproportionately impact Bremerton residents’ quality of life
- Increase transportation spending on maintaining, preserving, and operating the existing transportation system

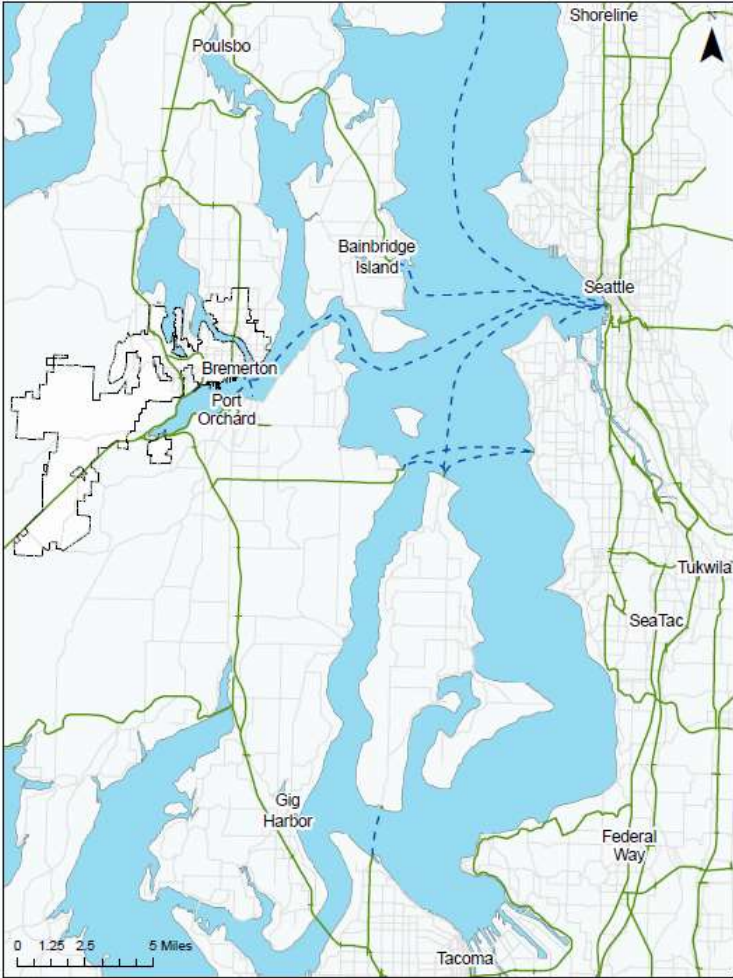
The Transportation Element sets a framework for understanding, prioritizing, measuring, and creating a transportation network to help Bremerton achieve its vision.

#### Planning Requirements

Bremerton’s location in the region plays an important role in the demands put on its transportation system. The City is located directly west of Seattle, across the Puget Sound, on the Kitsap Peninsula. The city is divided by the Port Washington Narrows, a strait spanned by two bridges, the Warren Avenue Bridge and Manette Bridge, which connect the eastern and western sides of the city. With direct access to Seattle, Bremerton is influenced by many regional travelers and trends. Several state routes are located within the city including SR 3, SR 304, SR 310, and SR 303, which connect to important regional job centers and destinations in Kitsap County.

The City must coordinate its transportation planning with a variety of jurisdictions, including Kitsap County, the Puget Sound Regional Council (PSRC), the State of Washington, the US Navy, Kitsap Transit, the Suquamish Tribe, along with the Kitsap Regional Coordinating Council. Figure 1 shows the location of Bremerton in this regional setting.

**Figure 1: Regional Map**



### **Growth Management Act (GMA)**

The State’s Growth Management Act of 1990 requires communities to prepare a transportation plan that ties directly to the City’s land use decisions and financial planning. This Transportation Element Update fulfills the mandate. Additionally, given the number of state routes that begin and end in Bremerton, this plan aims to coordinate with the Washington State Department of Transportation (WSDOT) to ensure that these state facilities can adequately serve the region’s needs.

### Other Plans

The Puget Sound Regional Council (PSRC) is the region’s metropolitan planning organization made up of cities, towns, counties, ports, tribes, transit agencies, and major employers. PSRC has set policy for King, Pierce, Snohomish, and Kitsap Counties through Vision 2040, which lays out the long-term goals for growth management, economic, and transportation issues.

Vision 2040 identifies several key goals for transportation in the region:

- **Maintenance, Management, and Safety** – Maintain, preserve, and operate the existing transportation system in a safe and usable state.
- **Support the Growth Strategy** – Support the regional growth strategy by focusing on connecting centers with a highly efficient multimodal transportation network.
- **Greater Options, Mobility, and Access** – Invest in transportation systems that offer greater options, mobility, and access in support of the regional growth strategy.

In addition to those priorities, the multicounty planning policies in VISION 2040 and the strategies in Transportation 2040 call for reducing greenhouse gas emissions and adapting to impacts related to climate change. VISION 2040 (page 42) has an overview of climate change and related policies and page 34 in Transportation 2040 for information on the four-part greenhouse gas reduction strategy (land use, user fees, choices, and technology). The plan already includes policies that support positive actions to reduce greenhouse gases, such as promoting transit and increasing nonmotorized transportation options. Climate Change and greenhouse emission policies are addressed in this element and within the Environmental element.

This Transportation Element is consistent with the Vision 2040 priorities.

The Puget Sound Industrial Center (PSIC), formerly known as South Kitsap Industrial Area (SKIA), is one of eight Puget Sound Regional Council’s designated manufacturing/industrial centers. Located in southwest Bremerton, it encompasses approximately 3,700 acres planned for industrial development and use.

Following annexation, the PSIC-Bremerton Subarea Plan<sup>1</sup> was established with a vision to:

- Strive for 10,000 new jobs throughout a 20-year planning horizon
- Encourage development while minimizing greenhouse gas emissions
- Incentivize sustainable development
- Have a clear plan for future infrastructure.

This Transportation Element is consistent with the PSIC-Bremerton Subarea Plan’s vision to develop a complete transportation system that supports all modes of travel and all potential users of the site. The transportation improvements from PSIC-Bremerton are included in this document.

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<sup>1</sup> Formerly known as the South Kitsap Industrial (SKIA) Subarea Plan

### **Role of the Transportation Element**

The transportation element provides a framework that outlines the policies, projects, and programs necessary to implement the City's vision of future mobility in and through the City of Bremerton. The transportation element also describes the financial environment for implementing projects out to 2036.

In essence, the Transportation Element informs the development of the Capital Improvement Program by identifying the types of projects the City should undertake to support future travel trends. The plan also evaluates how these projects coincide with the community's values and financial resources.

### **Public Outreach**

This plan included public outreach through community and stakeholder workshops, as well as committee meetings. The City held an open public workshop in August 2015 to gain insight on how Bremerton citizens would like to prioritize transportation for the next 20 years. The consultant team met frequently with City staff members and stakeholders throughout the course of the planning effort.



### Regional Coordination

The City coordinated this Transportation Element with other agencies and government bodies that have an interest in or influence on transportation in Bremerton. These groups include:

- Puget Sound Regional Council (PSRC)
- Washington Department of Transportation (WSDOT)
- Washington State Ferries (WSF)
- Kitsap County
- Port of Bremerton
- Kitsap Transit
- Naval Base Kitsap (NBK)
- City of Bremerton ADA Representatives
- Bremerton School District
- West Sound Cycling Club



The City also routinely coordinates with the appropriate jurisdictions and agencies on planning and engineering projects.

### Technical Appendix

As all chapters of this Plan, the technical appendix that can be found in Chapter 8, that has further information to support the Vision, Goals and Policies (subsequent section). The technical appendix for the transportation includes the following:

- **Conditions and Trends:** Describes conditions for all travel modes in the existing transportation system. Also identifies current challenges and trends that will affect Bremerton's transportation network in the future.
- **Bremerton Public Outreach Findings:** Describes the public outreach process conducted through stakeholder and community workshops, as well as the specific feedback received from community members.
- **Future Transportation Vision:** Introduces a layered network concept that forms the foundation of this plan to accommodate all modes of travel and create a complete transportation network in Bremerton. This section also details how to accommodate each travel mode and establishes the City's level of service standards.
- **Capital Plan:** Provides the long-range project lists based on the community values expressed in the transportation goals and layered network.
- **Implementing the Transportation Element:** Evaluates Bremerton's financial conditions over the next 20 years and provides guidance on plan implementation.



# Transportation

## Vision, Goals & Policies

### Vision

*Bremerton strives to promote, manage, and maintain a safe, efficient, and integrated multi-modal transportation system to support a healthy and vibrant community.*

### Goals & Policies

The following goals and policies form the foundation of Bremerton’s transportation strategy for the future. These goals and policies are to support the overall transportation vision stated above.

#### Transportation Goals

*T1. Promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.*

*T2. Acknowledge the existing built environment and maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.*

*T3. Provide for and improve the safety and security of transportation users and the transportation system.*

*T4. Enhance Bremerton's quality of life through transportation investments that promote energy conservation, healthy communities, aesthetics and protect the environment.*

*T5. Continuously improve the quality, effectiveness, and efficiency of the transportation system.*

#### Transportation Policies

**Goal T1. Promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.**

##### Implementing Policies for Goal T1:

*TR1(A): Support and participate in cooperative regional transportation planning processes to ensure consistency and connectivity throughout the region.*

*TR1(B): Coordinate with WSDOT, Kitsap County, and other stakeholders to ensure state facility improvements meet the goals of Bremerton and Comprehensive Plan, and minimize negative impacts to the local transportation system.*

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*TR1(C): Promote the continuation of passenger only ferry service and support research and development in new ferry (including fast ferry) technology.*




*TR1(D): Develop a transportation system that will maintain a LOS E or better (V/C less than or equal to 1.0) throughout the City; except along SR 310 (Kitsap Way), which is a Highway of Statewide Significance.*

Discussion: Develop and maintain a Layered Network that provides connectivity and recognizes that not all streets provide the same quality of travel experience. Classify streets as Freeway, Major/Principal Arterial, Minor Arterial, Major/Principal Collector, Minor Collector, or Local Street. Ensure that the Layered Network continues to provide for all varieties of street uses including regional mobility and cross-town trips, commuting, shopping, and recreational travel, property and business access, and parking, regardless of mode. Also, consider adopting a layered network facility completeness measure as described in the following pedestrian, bicycling, and transit priority areas level of service tables.




### Pedestrian Priority Area Level of Service (LOS)

WITHIN PEDESTRIAN PRIORITY NETWORK	
	Sidewalk provided on both sides of the road*
	Sidewalk or wide shoulder provided on one side of the road
	No pedestrian facility provided

### Bicycle Priority Area Level of Service (LOS)

WITHIN BICYCLE PRIORITY NETWORK	
	Provides minimum treatment* recommendation, as shown within the Bicycle Priority Network
	Provides a lower-level facility than recommend in the Bicycle Priority Network
	No bicycle facility or signage

### Transit Priority Corridor Level of Service (LOS)

TRANSIT STOP AMENITIES	
	More than 80% of transit stops meet amenity minimum provisions
	More than 60% of transit stops meet amenity minimum provisions
	Less than 60% of transit stops meet amenity minimum provisions

*TR1(E): Incorporate the needs of business and commercial traffic flow in the development of transportation improvements that affect commercial and industrial Centers.*

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## Vision, Goals & Policies

*TR1(F): Implement concurrency requirements to ensure adopted Level of Service standards are maintained when new development and re-development occurs.*

- *Require the concurrency system to evaluate the impact on LOS during the development permitting process;*
- *Ensure that development permits are not issued unless and/or until maintenance of adopted LOS standards are assured; and,*
- *Evaluate the feasibility of plan-based concurrency program to simplify development review procedures and enhance the attractiveness for developing in Bremerton*

*TR1(G): Maintain and improve connectivity to link centers to neighborhoods and to the arterials. Work with transportation providers to develop a public transportation system that allows convenient and efficient travel between Centers and ensuring that designated Centers are walkable, and encourage connectivity.*

*TR1(H): Inventory and assess parking capacity needs in the Downtown area.*

- *Work with the Naval Base Kitsap, Washington State Ferries, the City of Bremerton, and other major employers in the Downtown Core to address parking demands and their impacts on urban development.*
- *Encourage major employers to address and plan for increased parking demands. Encourage efforts to address increased parking demands through parking structures, transportation facilities, and other multi-modal solutions rather than promoting or expanding surface parking.*
- *Acknowledge the negative impacts surface parking has on urban renewal, economic growth, and the environment, and avoid increased surface parking.*

*TR1(I): Encourage transportation improvements that take advantage of Bremerton's waterfront, by providing pedestrian and bicycle paths near the waterfront and encouraging development of urban boating opportunities including non-motorized craft such as kayaks. Identify, and clearly post, public beach access.*

*TR1(J): Support movement of freight by establishing and identifying clear signage, truck, hazardous material transport, and oversized load routes.*

*TR1(K): Identify corridors for development of future mass transit options such as bus rapid transit, etc.*

*TR1(L): Expand opportunities for public involvement in the identification, design, and implementation of transportation related improvements within Bremerton.*

*TR1(M): Recognize and accommodate the special transportation needs of the elderly, children, and persons with disabilities in all aspects of transportation planning, programming, and implementation. Satisfy the community's desire for a high level of accommodation for persons with disabilities using appropriate design standards.*

# Transportation

## Vision, Goals & Policies

*TR1(N): Support the transportation needs of traditionally underserved neighborhoods and vulnerable populations, through investment in equitable modes of transportation and equal spending throughout the City, in addition to potential catch-up investment for areas in need as necessary.*

*TR1(O): Identify stable and predictable funding sources for maintaining and preserving existing transportation facilities and services.*

*TR1(P): Leverage state and federal funds for transportation improvements.*

### **Goal T2. Acknowledge the existing built environment and maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.**

#### **Implementing Policies for Goal T2:**

*TR2(A): Require new development and redevelopment to incorporate transit, pedestrian, and non-motorized transportation measures during the development review process, including measures such as:*

- *Providing bus and transportation shelters and/or pullouts;*
- *Providing adequate sidewalks, pathways and crosswalks for access by all persons;*
- *Minimizing walking distance between buildings, streets, sidewalks, and transit stops;*
- *Extending the connectivity of the pedestrian, bicycle, and grid street system;*
- *Minimizing auto-dominance on streets by working towards further developing complete streets with multi-modal functions;*
- *Incorporating open space, and/or green space in streetscapes to enhance the pedestrian environment.*

*TR2(B): Enhance and maintain the functionality of the local circulation system by:*

- *Developing and utilizing clear and uniform wayfinding signage to guide traffic throughout the City;*
- *Encouraging bus pull-out lanes in convenient and appropriate locations;*

*TR2(C): Support the existing transportation grid system to promote a quality system to connect the commercial and industrial centers.*

*TR2(D): Incorporate appropriate street lighting as it relates to the land uses (i.e., residential, industrial, commercial use).*

### **Goal T3. Provide for and improve the safety and security of transportation users and the transportation system.**

#### **Implementing Policies for Goal T3:**

*TR3(A): Ensure transportation system safety for users and the transportation system through maintenance of infrastructure, and incorporation of safety enhancements, in transportation improvement projects.*

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## Vision, Goals & Policies

*TR3(B): Maximize the functionality and safety of the local circulation system.*

- *Control the location and spacing of commercial driveways and the design of parking lots to avoid traffic and pedestrian accidents, confusing circulation patterns, and line-of-sight obstructions.*

*TR3(C): Further develop the Complete Streets ordinance, with a context-sensitive design focus to ensure improvements fit the community in which they are located, to better be utilized within the City.*

*TR3(D): Provide a transportation system that effectively serves the needs of and encourages safe pedestrian, bicycle and other non-motorized travel by implementing the policies of City of Bremerton's Non-Motorized Transportation Plan.*

*TR3(E): Encourage the use of public transit by bicyclists and pedestrians by:*

- *Providing safe, attractive, and comfortable walkways and waiting facilities at public transit loading areas;*
- *Providing bicycle storage at transit facilities including bus stops;*
- *Installing bicycle racks on buses, and*
- *Developing and distributing information concerning local and regional non-motorized routes.*

*TR3(F): Reflect the urban nature of roadways within Bremerton by encouraging, where appropriate:*

- *Street trees and landscaping;*
- *Traffic calming strategies and devices;*
- *On-street public parking;*
- *Appropriately scaled and consistent street lighting;*
- *Frequent and appropriate accommodations for transit stops;*
- *Regularly spaced and ADA compliant crosswalks and sidewalks.*

*TR3(G): Minimize the impacts of traffic on residential neighborhoods by discouraging the use of local access streets by non-local traffic.*

*TR3(H): Restore/create unique neighborhoods via formation of distinctive streetscapes and traffic controlling devices.*

*TR3(I): Reduce speed on neighborhood streets through the use of street design devices such as curb bulbouts, "median obstacles," or other measures proven to be safe and effective at reducing travel speeds. Encourage use of bioretention in curb bulb outs, traffic circles, and other traffic calming measures. Traffic calming measures should include minimizing neighborhood street widths and pedestrian crossing distances to promote a sense of safety for pedestrian crossings.*

*TR3(J): Identify transportation programs and strategies for security and emergency responses.*

**Goal T4. Enhance Bremerton's quality of life through transportation investments that promote energy conservation, healthy communities, aesthetics and protect the environment.**

### Implementing Policies for Goal T4:

*TR4(A): Minimize impacts of road construction on environmentally sensitive areas; minimize damaging storm water runoff and pollution from road use and maintenance.*

- *Implement programs that encourage the planting of low-maintenance, vegetated groundcover and trees (where space is adequate) along roadways.*
- *Where possible the City shall require the use and maintenance of Low Impact Development (LID) Best Management Practices (BMPs) (bioretention, permeable pavement, etc.).*

*TR4(B): Encourage City vehicles to utilize sustainable fuel and reduce emissions/air pollution.*

*TR4(C): Where possible, the City shall require the under-grounding of overhead utilities and encourage utility placement under the paved section of the ROW to reduce potential conflicts with LID BMPs.*

*TR4(D): Require street beautification including landscaping and Low Impact Development (LID) Best Management Practices (BMPs) along the edge of and within parking areas to reduce visual impact and aid in filtration of runoff. Emphasize use of drought tolerant native vegetation in bioretention facilities and planter strips.*

*TR4(E): Reduce reliance on drive alone trips by prioritizing and implementing supportive local-level transit, high occupancy vehicle (HOV), and nonmotorized improvements.*

*TR4(F): Enhance mobility using the existing footprint of the roadway and technological advancements. When widening roadways, impacts to non-motorized users and transit vehicles and passengers should be minimized.*

*TR4(G): Facilitate safe school walking routes, and, where possible, make capital budget decisions that support such a system.*

*TR4(H): Assure cost-effective maintenance of transportation facilities under the City's jurisdiction, including nonmotorized facilities.*

*TR4(I): Develop clean transportation programs and facilities, including actions to reduce pollution and greenhouse gas emissions from transportation.*

*TR4(J): Incorporate environmental factors into transportation decision-making, including attention to human health and safety.*

*TR4(K): Develop actions for transportation system robustness including adaptation strategies to the effects of climate change.*

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## Vision, Goals & Policies

*TR4(L): Incorporate environmental factors into transportation decision-making, including attention to human health and safety.*

*TR4(M): Develop clean transportation programs and facilities, including actions to reduce pollution and greenhouse gas emissions from transportation.*

*TR4(N): Providing adequate sidewalks, pathways and crosswalks for access by all persons;*

*TR4(O): Minimizing walking distance between buildings, streets, sidewalks, and transit stops;*

*TR4(P): Extending the connectivity of the pedestrian, bicycle, and grid street system;*

### **Goal T5. Continuously improve the quality, effectiveness, and efficiency of the transportation system.**

#### **Implementing Policies for Goal T5:**

*TR5(A): Work with Kitsap County, WSDOT, regional transportation agencies, and transportation providers to plan, fund, and implement joint transportation projects and programs.*

*TR5(B): Coordinate plans and development with the Puget Sound Regional Council (PSRC)'s Transportation 2040 and Kitsap Countywide Planning Policies for regional consistency.*

*TR5(C): Support improvements on state highways to reduce congestion, and improve safety and access for through traffic, local traffic, non-motorized and transit users.*

*TR5(D): Work with WSDOT to develop solutions for the access to and from Bremerton with focus on the Gorst interchange.*

*TR5(E): Coordinate with Washington State Ferries and other possible service providers to operate ferry services to Bremerton that meet local service and commuter needs, coordinate with all travel modes, and provide regional service.*

*TR5(F): Support and promote ferry system programs, which maximize the convenience of non-motorized connections, and high-occupancy vehicle (HOV) use, by providing priority status and discouraging single occupancy vehicle use on ferries.*

*TR5(G): Work with Washington State Ferries and Kitsap Transit to coordinate transit schedules of multiple modes of transportation, and to further transportation conveniences including multi-modal options.*

*TR5(H): Work with Washington State Ferries and Naval Base Kitsap to coordinate schedules to reduce congestion from worker releases and the releasing of ferry commuters.*

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## Vision, Goals & Policies

*TR5(I): Encourage transportation agencies, especially public transit, to operate and maintain local/regional services and facilities that reduce the need for single-occupant vehicles and support the needs of transit-dependent users. Support efforts to expand usage and infrastructure for mass transportation.*

*TR5(J): Work with Kitsap Transit to establish and designate convenient park and ride locations. Incentives could include giving priorities to establishing park and ride in existing parking lots, and forming partnerships with community organizations along easily accessible arterials that have dormant parking during traditional commuting hours (i.e., churches).*

*TR5(K): Reduce auto dependency, especially drive-alone trips, by employing and promoting the application of programs enhance mobility and assist in achievement of the land use vision. This includes:*

- *Develop Travel Demand Management (TDM) strategies to minimize the need for additional transportation infrastructure and expenditures.*
- *Continue to coordinate with local employers, including the Naval Base Kitsap, to implement commute trip reduction plans and programs and stagger release where feasible.*

*TR5(L): Provide a prioritize list of transportation projects that supports the Comprehensive Plan vision. That prioritized list should consider projects that support the regional Downtown Center and Puget Sound Industrial Center-Bremerton and the City's Centers Concept, or approved by a functional plan.*

