

**(DRAFT) AGENDA**  
**Regular Meeting – Bremerton Planning Commission**  
**(Subject to PC approval)**  
**July 16, 2018**  
**5:30 P.M.**  
**345 – 6<sup>th</sup> Street**  
**Meeting Chamber – First Floor**

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- I. CALL TO ORDER**
  - II. ROLL CALL (quorum present)**
  - III. APPROVAL OF THE AGENDA**
  - IV. APPROVAL OF MINUTES:**
    - o June 18, 2018 meeting
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**V. PUBLIC MEETING**

- A. Call to the Public:** Public comments on any item not on tonight's agenda
  - B. Workshop**
    - 1. 2018 Annual Comprehensive Plan Amendments
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**VI. BUSINESS MEETING**

- A. Chair Report:** Rick Tift
  - B. Director Report:** Andrea Spencer
  - C. Old Business:**
  - D. New Business:**
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**VII. ADJOURNMENT:** The next regular meeting of the Planning Commission is  
**Monday September 17, 2018**

**THE AUGUST 2018 MEETING IS CANCELLED**  
Planning Commission meeting packets are available on-line at  
<http://www.BremertonWA.gov/AgendaCenter/Planning-Commission-4>

# DRAFT

Subject to July 16, 2018 Approval

## CITY OF BREMERTON

### PLANNING COMMISSION MINUTES OF REGULAR MEETING June 18, 2018

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#### 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  
Vice Chair Wofford  
Commissioner Davis  
Commissioner Nerf  
Erik Pedersen

##### Staff Present

Andrea Spencer, Director, Department of Community Development  
Garrett Jackson, Planner, Department of Community Development  
Amanda Harvey, Assistant City Attorney

##### Commissioners Excused

Commissioner Conley  
Commissioner Jones

*Quorum Certified*

#### APPROVAL OF AGENDA

VICE CHAIR WOFFORD MOVED TO APPROVE THE AGENDA AS PRESENTED. COMMISSIONER DAVIS SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

#### APPROVAL OF MINUTES

VICE CHAIR WOFFORD MOVED TO APPROVE THE MINUTES OF MAY 21, 2018 AS PRESENTED. COMMISSIONER PEDERSEN SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

#### PUBLIC MEETING

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

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

#### Public Workshop: Overview of Wireless Communications Facilities and Discussion of Potential Future Amendments

Mr. Jackson presented the Staff Report, starting with pictures to illustrate the Wireless Communications Facilities (WCFs) that currently exist in the City. A WCF is defined as "a facility for the transmission and reception of radio or microwave signals used for communication, cellular phones, personal communication services, enhanced specialized mobile radio, or any

*other services licensed by the Federal Communications Commission (FCC) and unlicensed wireless services, including, but not limited to associated equipment, shelter, support tower and antenna array.”* The current discussion will focus primarily on macro and small cell towers and the permitting required to install the infrastructure to support them. Specifically, they will be looking at the following potential amendments:

- **Remove the regulation of the right-of-way from the WCF zoning code.** Currently, the zoning code regulates WCFs in the right-of-way, and it has become a departmental jurisdiction issue because the Public Works Department generally regulates the right-of-way. It is a bit of a quirk that the zoning code regulates the right-of-way in this one instance.
- **Draft regulations specific to small cell.** The City does not currently have regulations specific to small cell wireless antennas in the City.
- **Look at best overall practices for improvements to the City’s existing WCF zoning code.** The intent is to include a review the entire WCF zoning code to implement best overall practices for both macro and small cell towers.

**Mr. Jackson** emphasized that staff is not proposing any specific code changes at this time. Instead, staff will provide a general introduction to WCFs.

**Mr. Jackson** reviewed the most recent Federal regulations related to WCFs:

- The **Telecommunications Act of 1996** limited regulatory barriers to establishing telecommunication facilities. However, local governments retained authority to make local zoning decisions and set permitting processes.
- The **FCC Declaratory Ruling of 2009** established a “shot clock,” which eroded some local control by creating time periods that local governments had to approve wireless communication facility permits. In addition, denial of a WCF must be based on substantial evidence.
- The **Middle Class Relief and Job Creation Act of 2012 (Section 6409)** entitled wireless companies to extend existing macro sites without local approval. That means that existing cell towers can be extended by an additional 20 feet in height without any local review process for concealment. The City would still review the building permit to make sure the tower is safe. There is an exception to this act if the expansion defeats the existing concealment elements. For example, if you had a WCF that was made to look like a palm tree, it would have to continue to look like a palm tree.
- The **Washington Administrative Code (WAC) 197-11-800(25)** exempts co-location that does not substantially change the existing structure from State Environmental Policy Act (SEPA) review. It also exempts cell towers under 60 feet in height from SEPA review when located in a commercial, industrial, manufacturing, forest or agricultural zone.

**Mr. Jackson** provided a variety of photographs to illustrate WCF that are concealed, as well as those that are not. He shared a variety of examples for how WCFs can be concealed to blend in with the area. He explained that the City requires new WCFs to include some element of concealment.

**Mr. Jackson** observed that expanding wireless and internet connectivity has become a state and national priority, as access to the internet is an integral part of everyday communication. One strategy to keep up with the demand is to install small cell facilities to augment existing macro installations. He shared a diagram that depicts a typical small cell relationship, where the macro site services a large area and small cells services smaller localized areas.

**Mr. Jackson** referred to Revised Code of Washington (RCW) 80.36.375, which outlines the State’s standards for small cell facilities. The regulation limits the maximum amount of volume permitted for a small cell antenna to 3 cubic feet, but there is no listed limit to the number of antennas permitted. It also limits the maximum volume permitted for a primary equipment enclosure to 17 cubic feet, but it does not limit the number of enclosures permitted or where they can be located. Lastly, there is no maximum height limit for installations. If the City were to simply adopt the State RCW standards for small cell, the

resulting installations could eventually look more like macro sites than small cell sites. He shared examples to demonstrate how WCFs can grow over time, ending up much larger than the modest initial installations because there is no cap on the number of antennas.

**Mr. Jackson** advised that Puget Sound Energy (PSE) generally supports macro and small cell antennas on their poles. The City believes that locating antenna on existing poles is a good thing because it limits the number of poles in the ground. Wireless providers believe it is more timely and cost effective to work with a single entity (PSE), and PSE believes that wireless-added capabilities is good for their operations and provides a source of revenue as they lease space on the poles.

**Mr. Jackson** commended the engineers at PSE and the wireless companies for trying to find cost-effective solutions to an existing problem. However, getting everyone to agree on what looks good can be difficult and subjective. It is very burdensome and time consuming to reach a consensus in every city, county and state in the country. For this reason, Federal and State legislation is filling in the gaps for wireless companies. He reported that the Washington State Legislature is considering small cell legislation that would preempt local jurisdictional authority. Rather than being preempted by state and/or federal legislation, it might be better for the City to come up with its best example of what they want small cell facilities to look like.

**Mr. Jackson** said staff is seeking feedback from the Commission about removing regulation of WCFs in the right-of-way from the zoning code and working with the State model and best practices to find appropriate regulations for Bremerton.

**Commissioner Wofford** asked if the Department of Community Development wants to have control of WCFs within the right-of-way or if they would like this responsibility to be passed on to the Public Works Department. **Director Spencer** felt the appropriate decision is to give the Public Works Department control of the right-of-way, but the standards that apply to private property and the public right-of-way must be consistent.

**Kim Allen, Wireless Policy Group**, said she was hired by Verizon as a consultant to assist with the roll out of small cells in jurisdictions throughout the states of Washington and Oregon. Her responsibility is to approach jurisdictions on local code changes that are needed to accommodate technology that was never conceived of when most of the current WCF codes were written.

**Lelah Vaga, Wireless Network Engineer, Verizon**, said her job is program manager for small cell projects throughout Washington State. She is currently overseeing the site acquisition consultants who are looking at the actual logistics of building small cell facilities. She explained that macro sites are the backbone of Verizon's network, and they are generally designed to cover several miles to provide cellular connectivity. However, they now have a situation where there is insufficient capacity in the network to meet the demand, and small cells are a solution that allows for added capacity without adding interference to the macro site network. The range for a single node of small cell antennas is between 400 and 800 feet, and they are typically deployed in groups or clusters. They are designed to provide a seamless addition of capacity in the areas where it is needed. She shared the following data:

- In 2016 mobile data traffic was 35 times the volume it was in 2010.
- About 52% of American households are now wireless only. Of those 52%, most people who have land lines keep them for emergency purposes.
- The average household has 13 connected devices.
- 92% of millennials have a smart phone, and technology is now being integrated into the educational system.
- 76% of 911 calls originate from a cell phone, and first responders are some of the heaviest users of mobile data.
- Machine-to-machine connections are projected to increase from 36 million in 2013 to 273 million in 2018.

**Ms. Vaga** explained that when there is insufficient capacity, phones do not work well and small cells are designed to fix these issues. In Western Washington large vegetation and terrain can block signals, as can tall buildings. Small cells can work well to provide targeted coverage in these locations. They also work well in large residential areas where demand continues to increase.

**Ms. Vaga** provided illustrations and pictures and explained the differences between the macro and small cell facilities that are located on utility poles. She explained that a macro site has between 3 and 12 antennas that are 6 to 8 feet tall, as well as 4 to 6 large equipment cabinets located in the right-of-way or on adjacent property. The target height for small cell antennas is

between 20 and 40 feet compared to an installation height of 80 to 200 feet for macro cell antenna. A small cell is typically between 1 and 3 antennas that are less than 3 cubic feet each and one radio enclosure on the pole. She advised that Verizon's interpretation of the State's definition of small cell is that the 17 cubic feet includes the antennas and places a cap on how large a small cell can be. **Ms. Allen** added that the State definition allows the small cell antennas to be located in a canister, but for exposed antennas, the 3 cubic foot limit also takes into account the mounting brackets that are used to attach the antennas to the poles. That means the antennas, themselves, are significantly smaller.

**Ms. Vaga** advised that, currently, Verizon is looking at placing 4G infrastructure on the small cell facilities, but they believe this will most likely be how 5G is deployed in the future. Enabling small cell deployments for 4G is setting the ground work for the high speed 5G connection when it is ready for commercial deployment.

**Ms. Allen** explained that Verizon would prefer to locate the small cell antennas lower on the utility poles, but PSE requires that WCFs are located above the utility lines and the National Electric Safety Code requires that WCFs be separated from the lines by a certain distance. This requires an increase in the height of the pole via a pole extender or by replacing the pole with a taller one. PSE also has a policy that only permits one carrier per pole.

**Ms. Vaga** shared a picture and described the components of a typical small cell facility. She provided a number of pictures and described examples of current small cell installations from throughout the region. The examples included installations on utility poles, light standards, and small cell standalone poles. **Ms. Allen** pointed out that all of the antennas in the example are less than the State standard of 3 cubic feet. She also pointed out that the right-of-way has been selected as a preferred location for small cell facilities because it is easy to get fiber and power there. It is more challenging to locate on private property. Verizon has an agreement with PSE to lease power from them at a flat rate, and this makes it easier to deploy the small cell facilities quickly.

**Shawn Cupples, Bremerton**, said he was unable to obtain a copy of the City's draft WCF ordinance, so his comments are based off a proposed Port Orchard ordinance. He said he supports a small cell ordinance to facilitate this type of increased data and infrastructure. However, he has strong concerns, after talking to other city governments, about what it will do to the rights of the pole owners by them having to be licensed FCC facilities and losing rights to be able to take the power underground in the future. He is also concerned about the carriers' willingness to actually co-locate on poles. He recalled that the Verizon representatives indicated they would prefer not to co-locate and T-Mobile informed the City of Renton that they were incapable of co-locating. That means every pole in the neighborhood could have three antennas 15 to 20 feet above the top of the utility poles. He expressed his belief that the examples provided in the presentation represent a best-case scenario and not reality. He also voiced concern that the Port Orchard ordinance, as currently drafted, would impact the ability of people wanting to work with the Kitsap Public Utility District to have local fiber brought to their home.

**Director Spencer** clarified that there is no proposed ordinance at this time. The process is in the very early stages.

**Commissioner Davis** disclosed that he was chair of the City Council's Public Works and Utilities Committee when Verizon presented previously on its small cell program. As a design professional and having worked in dark fiber at its forefront in the late 1990s, he finds the practice of putting new infrastructure on outmoded technology (utility poles) to be abhorrent. Integrating the small cell facilities on light poles is a much better option. The fact that the conduit ends before the elbow and the wires are just left to dangle looks terrible and there has to be a better solution. The communication engineers' job is not to make things look appealing; it is to make the systems work well for the least cost. Rather than freeing up the view space in residential neighborhoods, they will become more cluttered. It seems that more effort is made to conceal WCFs in the affluent neighborhoods and commercial districts. Until the installations on utility poles are designed to look better, he will not be swayed just for the sake of being able to have his I-pad and phone on at the same time. He said he liked the design concepts that were originally presented to the Public Works and Utilities Committee. He would like the regulations for WCFs in the right-of-way to stay in the zoning code so the City can exert some aesthetic criteria.

**Commissioners Nerf and Pedersen** agreed with Commissioner Davis' comments relative to aesthetics. **Commissioner Pederson** pointed out that there is a broad consensus that people want views of the trees and mountains and less utility poles and WCF facilities.

**Ms. Vaga** agreed that the design of wood pole installations has not evolved a lot and aesthetics is a big challenge. The less aesthetically pleasing portions of WCFs on utility poles are driven by the nature of the wood pole. The type of pole is a decision of the utility and not Verizon, and the location of many elements is dictated by the National Safety Code and PSE policy. Verizon is continually looking for more pleasing ways to install the antennas on wood utility poles. Regarding the use of City light standards as opposed to utility poles, she advised that there are no decorative light standards in most of the areas where small cell antennas are needed.

**Ms. Allen** commented that the photos provided of the as-built facilities are in a very upscale neighborhood in Bellevue, and they passed the rigorous scrutiny of Bellevue planning. The goal is to utilize whatever infrastructure is already in place. That particular neighborhood had wood poles, so they designed for the wood poles. It's not a choice of rich neighborhood versus poor neighborhood.

**Commissioner Nerf** asked staff to respond to Mr. Cupples' concern that because WCFs are regulated by the FCC, more desirable development such as undergrounding of utilities might be prevented. **Mr. Jackson** said he is not sure if an FCC designation would make it more difficult to put utilities underground. The zoning code regulations will address WCFs on private property, and Public Works will have separate discussions about how to regulate WCFs within the right-of-way. As far as the right-of-way is concerned, Verizon will be entering into a franchise agreement with the City, and the agreement would include language that if undergrounding did occur in an area, they would comply. In addition, there are City lighting standards that are required for all residential areas or any areas experiencing undergrounding, and new development must meet the street lighting standards, too. **Ms. Allen** added that a franchise agreement will likely require the carrier to relocate off of the wood poles when undergrounding occurs. Typically, carriers like to relocate to light standards. If there are no light standards, they will request to place them. Some cities find this to be a benefit.

**Vice Chair Wofford** asked if the small cell facilities could be located on top of buildings in urban areas. He also asked how they would be installed in residential areas that have underground utilities. **Mr. Jackson** said it is up to the wireless carriers to tell the City what they need to address their capacity needs. In doing so, they look for ways to take advantage of existing structures. The City's code already has provisions for macro sites, and the intent is to adopt provisions for small cell sites, as well.

**Vice Chair Wofford** asked if Verizon would be allowed to put small cells down 6<sup>th</sup> and 11<sup>th</sup> Streets, with no requirement for aesthetic approval from the City. **Mr. Jackson** answered that aesthetic standards would be dictated as part of a future franchise agreement for the right-of-way.

**Chair Tift** asked if a homeowner could put a small cell on the roof of a personal residence. **Ms. Vaga** answered that Verizon does not foresee small cells on private residences, but there are home units on the market that are antennas that plug into home Wi-Fi. A person in a very remote area might choose to use this product. **Ms. Allen** added that zoning codes throughout the nation prohibit any kind of wireless facility to be attached to a single-family home.

**Chair Tift** commented that over time as the facilities are worked on repeatedly, the condition of the structure around them deteriorates and maintenance is not always a priority. **Ms. Vaga** responded that Verizon takes a lot of pride in its facilities. If maintenance is a concern of the City, it could be addressed as part of the franchise agreement. She added that there is a lot that can be done to help deter problems in the future.

## **BUSINESS MEETING**

### **Chair Report**

**Chair Tift** announced that there will be a vacant position on the Commission when Commissioner Conley leaves in September.

### **Director Report**

**Director Spencer** encouraged the Commissioners to take a look at the links that were provided in the packet relative to WCFs. At this time, the intent is to gather as much information as possible and use examples from other jurisdictions.

**Director Spencer** announced that May was another record-breaking month for permit activity with \$13.5 million worth of value.

**Director Spencer** advised that the Mayor asked staff to bring forward to the City Council some changes to the Multifamily Tax Incentive Program, which exempts projects that build new market rate housing from paying taxes on the improvement value for 8 years. At the end of 8 years, the property is added onto the tax rolls and taxed. Projects that include 20% affordable housing can receive an exemption for up to 12 years. Because the Mayor feels so strongly about affordable housing, he is proposing that the 8-year program be eliminated and the 12-year program be beefed up with more requirements, especially for notification for displaced households. The proposed ordinance will come before the City Council for a public hearing on June 20<sup>th</sup>.

**Director Spencer** advised that because of the current housing crisis, it is likely that the Commission will be asked to revisit the Accessory Dwelling Unit (ADU) regulations. ADUs offer real options for adding affordable housing in the City. She recalled the most recent changes that removed the owner-occupancy requirement but added design standards. They are finding that no one is doing ADUs because the changes added even more burden to the process.

### **Old Business**

There was no old business.

### **New Business**

There was no new business.

### **ADJOURNMENT**

The meeting was adjourned at 6:52 p.m.

Respectively Submitted by:

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Andrea L Spencer, AICP  
Executive Secretary

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Rick Tift, Chair  
Planning Commission

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

<b>AGENDA TITLE:</b>	2018 Annual Comprehensive Plan Amendments Workshop
<b>DEPARTMENT:</b>	Department of Community Development
<b>PRESENTED BY:</b>	Allison Satter, Senior Planner, 360-473-5845 or <a href="mailto:Allison.Satter@ci.bremerton.wa.us">Allison.Satter@ci.bremerton.wa.us</a>

**EXECUTIVE SUMMARY**

The City adopted an updated Comprehensive Plan in June 2016. Comprehensive Plan amendments are processed on an annual cycle to allow changes to the Plan that reflect current conditions that may not have been addressed prior to the Plan's adoption. Amendments to the City's Comprehensive Plan are regulated by BMC 20.10.010. Seven amendments are included for the Planning Commission's consideration in 2018 and are summarized within this Staff Report.

Any amendment to the Comprehensive Plan requires a recommendation from the Planning Commission to be considered for City Council's approval. An informal workshop was held on May 21, 2018 to introduce the 2018 annual Comprehensive Plan Amendment docket. The staff report is the most up-to-date proposal for Planning Commission's review and consideration. The purpose of this workshop is to continue to gather early feedback from the community and the Planning Commission. A tentative schedule for the remaining meetings has been set with the following dates:

- **September 17, 2018 at 5:30 p.m.** – Planning Commission Workshop
- **October 15, 2018 at 5:30 p.m.** – Planning Commission Public Hearing
- **November/December** – City Council Public Hearing to adopt the docket

The following discussion outlines the seven proposals comprising the 2018 Annual Comprehensive Plan Amendments Docket. Amendments 1 through 6 are City-sponsored amendments, and Amendment 7 was a public request, however Staff has expanded the proposed boundaries to include a larger area, therefore it has transitioned to a City-sponsored amendment.

1. Affordable Housing: Evaluate Affordable Housing Goals and Policies and add new strategy to the Downtown Subarea Plan to incentivize affordable housing (NEW, request from the Mayor)
2. Downtown Subarea Plan regarding (a) parking standards, (b) height (NEW), (c) Design Review Board and (d) Warren Avenue Corridor Land Use
3. Puget Sound Industrial Center-Bremerton regarding gravel "paving"
4. Equivalence Table consistency with Kitsap County land use designations
5. Revise Land Use Map for area on Olympus Drive
6. Revise Land Use Map for area on Arsenal Way
7. Revise Land Use Map for area on Kitsap Way

**STAFF RECOMMENDATION**

This information is presented for public comment and Planning Commission consideration/discussion. Staff did conduct public outreach in notice of this meeting. No further action is required at this time.

**ATTACHMENT:** Attachment A – City of Bremerton Comprehensive Plan's Housing Element

## COMPREHENSIVE PLAN AMENDMENT CRITERIA OF APPROVAL

For Comprehensive Plan amendment to be approved, the Commission will have to verify that the following has been considered (Bremerton Municipal Code 20.10.080):

1. The Commission shall consider all proposed amendments concurrently to assess their cumulative effect onto the City and the environment. (STAFF NOTE: It is anticipated that the cumulative Environmental review will be conducted after the Planning Commission's July 2018 workshop).
2. The Planning Commission may recommend, and the City Council may adopt or adopt with modifications, amendment to the Comprehensive Plan if:
  - (a) There exists an obvious technical error in the pertinent Comprehensive Plan provisions; or
  - (b) All the following criteria have been met:
    - (1) The amendment is consistent with the Washington State's Growth Management Act;
    - (2) The amendment is consistent with the Comprehensive Plan or other goals or policies of the City;
    - (3) If the amendment was reviewed but not adopted as a part of a previous proposal, circumstances related to the proposed amendment have significantly changed, or the needs of the City have changed, which support an amendment;
    - (4) The amendment is compatible with existing or planned land uses and the surrounding development pattern; and
    - (5) The amendment will not adversely affect the City's ability to provide urban services at the planned level of service and bears a reasonable relationship to benefitting the public health, safety and welfare.

## AMENDMENT 1, AFFORDABLE HOUSING

Affordable housing has been identified as a top goal by both the City Council and Mayor Wheeler for 2018 because the City and the region are experiencing a housing crisis. Mayor Wheeler has therefore directed staff to evaluate the City's affordable housing goals and policies contained in the Comprehensive Plan and to add strategies to increase affordable housing if necessary.

Currently the City's Comprehensive Plan contains goals that encourage the creation of affordable housing within the city and encourages the development of a variety of new housing options and densities to meet the changing needs of Bremerton's residents. Over the next several months staff will be evaluating if the policies need to be strengthened or augmented. This workshop will be a good time for the Planning Commission to discuss and add their perspective. For the convenience of the Planning Commission, the Comprehensive Plan Housing Element, which includes affordable housing goals and policies has been attached at **Attachment A**.

Mayor Wheeler is very interested in amendments to the Downtown Subarea Plan to incentivize development to create more affordable housing in downtown. As the Downtown is the heart of the City, and has access to more amenities (public transportation, services, walkability, housing and employment options, etc.), the Downtown is targeted for significant

growth. The adopted Subarea Plan encourages growth in Downtown with greater density and taller buildings than are currently developed in the area. The Subarea Plan has incentives to create taller buildings and contains minimum parking requirements such as half a space per residential unit. Staff believes that we can write amendments into the Subarea Plan to tie the development incentives of building heights and reduced parking standards to the creation of affordable housing. Please see the discussion below (Amendment 2, Downtown Subarea Plan) for more details of the proposed changes.

## **AMENDMENT 2, DOWNTOWN SUBAREA PLAN**

Development in the Downtown Regional Center is guided by the Downtown Regional Center Subarea Plan (adopted on December 2007 by Ordinance No. 5034 and minor amendments made in June 2016 by Ordinance No. 5301). The justification for considering the proposed amendments is because more development is coming into Downtown, and the proposed amendments would help provide more consistency and predictability for the developer, citizens and City Staff. The amendments would lead to the creation of more affordable housing and the City Council has requested that the Planning Commission re-assess the parking standards within the Downtown Subarea Plan.

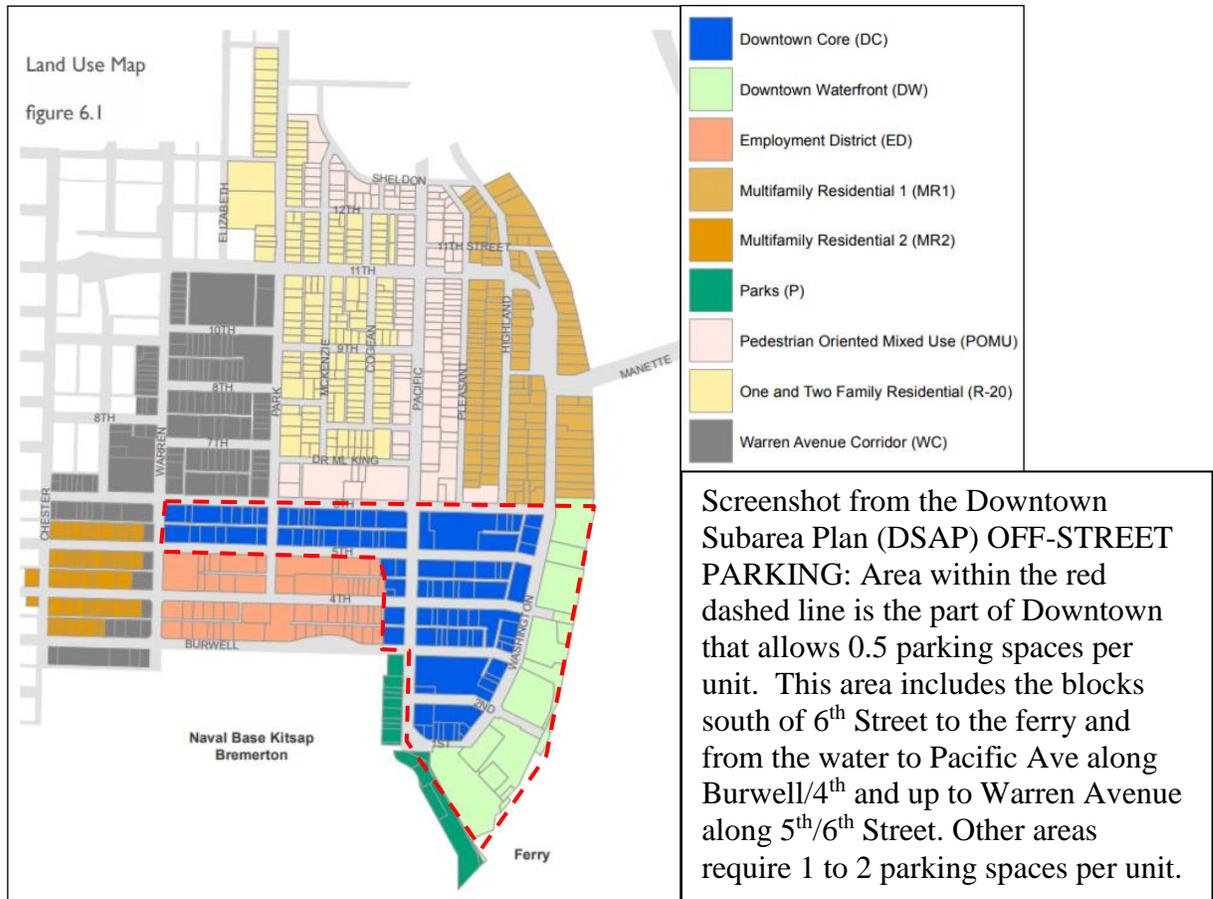
The following is a brief overview regarding the proposed amendments within the Downtown Subarea Plan for the annual Comprehensive Plan amendments.

### **(a) Re-assess Off-street Parking Standards.**

It has been requested by City Council that we shall re-assess the parking standards required by the Downtown Subarea Plan. A concern has been expressed that the parking standards within the Downtown Regional Center, especially within the Downtown Core, requires too few off-street parking for residential development.

Please note that under the Planning Commission's purview, the proposed amendments will address off-street parking which is located on private property and will not be addressing areas within the public right-of-way. In 2017 the City released a parking study to assess the current condition of the parking system, identify future needs and make recommendations for strategies to address demand and financing of the system, all focusing within the public streets and City managed garages (link: <http://www.ci.bremerton.wa.us/986/Parking-Study>). Any comments regarding the City's Parking Study, or how the City should manage on-street parking within the public right-of-way, should be directed to the City Clerk at 360-473-5323.

*What does the Code currently require development in regards to off-street parking?*  
Downtown: Within the Downtown Subarea Plan (DSAP), it typically requires a range from 0.5 parking spaces per unit in the Downtown Core/Waterfront to one and two (2) parking spaces per unit as you get further away from the Core (two (2) parking spaces are only required for units with three (3) or more bedrooms in the multifamily and residential zones). See screenshot on the following page.



Throughout the City: In other parts of the City that promote residential development, the following is required by code for off-street parking:

- Two (2) off-street parking spaces per unit for single family, duplexes, and apartments located in the Low and Medium Density and the Multifamily-Residential Designation.
- One (1) off-street parking space per unit is required for residential development with all Centers (Wheaton/Riddell, Wheaton/Sheridan, Charleston, Employment Center and Manette).

*Why did the City allow 0.5 parking space per unit in the Downtown Core?* The DSAP states that, “Parking standards should not be a barrier to development. As a result, development standards for the Downtown Subarea reflect a new flexibility and reduced requirements in order to make better use of its locational advantage near transit and employment centers.” Bremerton’s Downtown, especially the Core area, has transportation options that can allow a person to live without a car. Bremerton’s downtown is served directly by Kitsap Transit connecting us to the County, and by the ferries (automobile and fast-passenger only ferry), which connects our downtown to one of the nation’s top City for job opportunities, Seattle. The DSAP continues to discuss how the City should maximize the existing parking downtown and over the long term reduce dependency on automobiles, through a mixed use and compact walkable downtown. It

can be argued that requiring more parking in the core, will add to the automobiles and trips to the City’s walkable urban core.

When discussing current conditions, the DSAP also states, “If every place worth visiting had enough parking for all the people who wanted to visit, there would be no places left worth visiting.”

*What has new development been providing?* The following is a snapshot of the parking that has been provided for development that has been constructed or received preliminary approval since the adoption of the DSAP.

Project #	Project	Parking Requirement	Residential Units	Parking Provided
1	Evergreen Pointe	1 space/unit	109 units	114 spaces
2	Spyglass Hill Apartments	1 space/unit	85 units	98 spaces
3	4 <sup>th</sup> Street Mixed Use (in construction)	0.5 space/unit Non res: 1/1000 sf	27 units 23,131 sf comm	37 spaces
4	1010 Apartment (proposed)	1 space/unit	26 units	26 spaces
6	606 Apartments	1 space/unit	71 units	71+ spaces in garage
7	OneBuild Burwell	0.5 space/unit Non res: 1/1000 sf	52 units 4 live/work	26 spaces
8	Chong’s	0.5 space/unit Non res: 1/1000 sf	3 units 5,400 sf	2 spaces
9	Marina Square (proposed)	0.5 space/unit Non res: 1/1000 sf	122 hotel/136 apartment, approx. 12K commercial	380 spaces
10	Eagle’s Tower (proposed)	0.5 space/unit Non res: 1/1000 sf	224 units 3000 sf comm	160 spaces

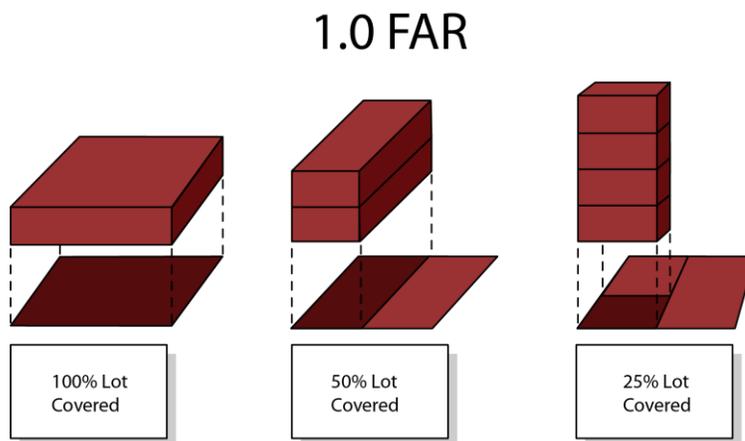
*Possible proposal:* Staff has identified a few potential options for the Planning Commission to consider:

1. No changes to the DSAP.
2. Amend the DSAP to have no parking minimum standards for residential development. This would let the market set what parking is provided to their project.
3. Amend the DSAP to require one parking space per unit to be consistent with the other Center’s zoning requirement.
4. Staff recommends adopting parking standards that incentivize affordable housing as follows: Amend the DSAP to require one parking space per unit, unless a portion of the units are provide as affordable then the parking requirement can be reduce to market-rate parking (no minimum parking requirement).

**(b) Revise Height to incentivize affordable housing**

During the adoption of the Downtown Subarea Plan (DSAP) in 2007, it was acknowledged that development would be required to be built up (versus out) to accommodate growth within the boundaries and protect our single family neighborhoods from increased density. Throughout the public process, and formalized in the DSAP, it was addresses that among Bremerton’s greatest assets is its extensive waterfront and with good planning, water access and views can be shared by the public as well as future private development. The DSAP has provisions for a bonus amenity system as well as development standards that trade bulk for height. Example: within the Downtown Waterfront District, development standards promote taller, slender towers that reserve more space at the ground level and require high levels of transparency (windows).

The bonus amenity program is described in the last few pages of the DSAP and requires develops to provide special amenities whenever a proposed development increases its floor area ratio (FAR) above the base. FAR is defined as the ratio of a buildings total floor area to the size of the piece of land upon which it is built. Below is an image that illustrate FAR. In the example below, all pictures illustrate a building developing at 1.0 FAR.



Another example: if a developer builds a 20,000 square foot building on a 10,000 square foot lot, that would be 2.0 FAR. As this example is above 1.0 FAR, if it was developed in the Downtown Regional Center, an option from the “Bonus Amenity Program” would need to be implemented to allow the development to increase to a FAR to 2.0. The amenities include such things as widening the sidewalks, providing a park, providing on-site child care services (likely for an office building), providing bicycle commuter lockers/showers, green building techniques, and other items. The more amenities a development provides, the more FAR they may receive. The more amenities provided by the developers the higher the FAR and taller the building will be.

As the City is trying to encourage affordable housing options, Staff would like to amend the “Bonus Amenity Program” within the DSAP to identify that if a building is proposed to be greater than 60’ tall, then affordable housing shall be provided to be in order for the building height to exceed 60’ tall. The initial proposal staff is asking the Commission to consider and take comments on is as follows: To obtain a building

height greater than 60' tall: 20% of rental units shall be affordable to households making 60% or less of the median income for Kitsap County adjusted for household size; or 10% of rental units shall be affordable to households making 50% or less of the median income for Kitsap County adjusted for household size.

As this is a new proposal, Staff will outreach to developers and public entities including the Bremerton Housing Authority to further vet this proposal.

**(c) Provide clarification to the Design Review Board process**

With the intake on development within the Downtown, the City of Bremerton Downtown Subarea Plan's (DSAP) Design Review Board (DRB) process should be further clarified for consistency with the development community and staff for projects that "may" qualify for DRB review.

*What does the Code currently require in regards to Design Review Board in Downtown?* The Comprehensive Plan has policies that make a strong call for design review. As such, with the adoption of the DSAP, the DRB was created. The DRB is an appointed body (comprised of five volunteers who live in the City and have experience in development or regulating development) which makes recommendations on project design based upon their interpretation of applicable Urban Design Principles and the intent and purpose of the design principles. Development Standards within the DSAP use the DRB as a key tool to ensure that design remains compatible and consistently high quality. A DRB process is required for projects greater than four (4) residential units or commercial projects over 5,000 square feet that are located within Downtown.

Staff is proposing this portion of the DSAP for potential amendments to resolve the numerous inquiries by developers on clarification for this section of the code in regards to: (a) existing development that is retrofitting, and (b) a site that is adding a building that does not meet the minimum design standards (such as a shed/storage building).

*What is the purpose of DRB?* The DSAP identifies that the DRB can allow site responsive flexibility for small scale infill projects as well as large scale developments. The following is a summary of expected benefits from the Design Review Program.

- Design Review Community Benefits:
  - Reviews and analyzes proposed projects to provide early design guidance
  - Provides an avenue for public feedback
- Design Review Developer Benefits
  - Allows developers to respond to unique site conditions
  - Provides relief from prescriptive dimensional requirements such as setbacks and bulk
  - Promotes community participation on projects.

When a project applies for the DRB process, it is a two-part process with the Conceptual (first) and Respond (second) meetings (though an amendment was just passed to allow one meeting if a second meeting is not needed as the design elements are approval on the first submittal). Each meeting takes about 4-weeks to set-up and has a cost of \$500. The DRB provides a recommendation and the Director makes the final decision. Though this seems like extra work for the developers, the City has heard positive feedback from the development community as this process can

allow some relief from standards such as setback and design criteria that could be difficult due to the specific site conditions, through a public process.

*What is the issue with DRB?* When it comes to retrofitting or changing the façade of an existing building, or adding development onto the site it becomes unclear if DRB is required. Staff is proposing clarification to this portion of the Subarea Plan to clearly outline when DRB is required for retrofitting, expanding or replacing an existing building in Downtown. Staff’s proposal (below) speaks to these unaddressed development. The proposal

*What would the proposed language look like?* The following is initial language that Staff is consider to addition the unaddressed items. Page 3-20 of the DSAP, under 3.3 *Design Review*: “This Plan expands the Design Review boundary to cover the full Subarea for all projects achieving the following threshold;

1. Residential units of four or greater
2. Commercial projects of 5,000 sq. ft. or greater
3. When retrofitting an existing building that further violates the design standards of the Subarea Plan; or
4. Placement of accessory structure or an addition of a building, that does not comply with the design standards of the Subarea Plan”

***(d) Add consistency to the Warren Avenue Corridor Land Use Designations intent and code requirements.***

It has come to Staff’s attention that the Warren Avenue Corridor land use designation’s intent does not concur with the allowed use/development standards.

*Rename the “Warren Avenue Corridor”?* During the 2016 Comprehensive Plan update, the Warren Avenue Corridor zone was expanded to include more area on both sides of the Warren Avenue Corridor (prior to 2016, the Warren Avenue Corridor zone only covered the area west of Warren Avenue (former Bank of America site and the adjacent parcels) and only included the parcels that were directly adjacent to Warren Avenue. As Planning Commission will see further in this analysis, this area is now extended to Park Avenue. As the Planning Commission is considering revising this section of the Subarea, Staff is recommending to consider renaming this zone to more accurately represent the area it covers.

*What does the Code currently state for Warren Avenue Corridor?* The intent of the Warren Avenue Corridor is “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 uses.” However, there are no code provision that encourage that residential development be secondary to commercial uses including that the allowed uses within the zone allow “residential uses of all types” (therefore this whole area could be developed with multifamily development and no commercial uses).

*What is the vision for this area?* Within the DSAP, it identifies that the vision for the Warren Avenue Corridor is “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.”

*How is it currently developed?* Below is a screenshot of an aerial shot of where the Warren Avenue Corridor zone is.



Warren Avenue Corridor contained within in red-dashed line. This zone includes properties such as: Bremerton Police and Fire Station, PSE Electrical Station, former Bank of America building, Salvation Army, Marvin Williams, Kitsap Community Resources, South Court Apartments, 7-Eleven, churches, residential uses (apartments, multiplexes and single family homes) and numerous other businesses.

*Possible proposals:* Staff has identified a few potential options for the Planning Commission to consider:

1. No changes to the DSAP.
2. Revise the intent of the Warren Avenue Corridor: The intent of the Warren Avenue Corridor is to provide

a commercial district of medium density to transition to lower scaled uses outside of the downtown. Residential uses are also promoted in this zone. Residential uses are considered secondary to commercial uses.

3. Revise the development criteria to require residential-only structures to have a percentage of the ground-floor area to be commercial. If the Commission wanted to explore this option, the commission may also consider allowing the provision to allow phased in-mixed use development so the commercial component come at a later date, provided it is developed to be easily converted.
4. Revise the land use zone to not allow “residential uses of all types” to “residential uses, provide they are secondary to the primary use”. This is consistent with the zoning in the Manette Neighborhood Center that also permits residential only as a secondary use.

### AMENDMENT 3, PUGET SOUND INDUSTRIAL CENTER-BREMERTON SUBAREA PLAN

The Puget Sound Industrial Center-Bremerton (PSIC-B) is the Manufacturing and Industrial Center located within City limits. As such, many standards required for urban development were adopted within the PSIC-B Subarea Plan; one such standard includes, “Driveways and areas used for loading, parking and maneuvering motorized vehicles shall have a paved surface.” Due to this requirement, many proposed businesses within the Industrial center are struggling to locate there due this initial expense and the consideration that much of their industrial use of the site would likely deteriorate the pavement at a greater rate. Staff would like to consider adding exceptions for industrial storage yards or long driveways on the site for industrial traffic (such as access to a gravel mine), provided the gravel does not impact the City roads or require more shoulder cleaning/maintenance and other such impacts.

*What is a paved surface?* A paved surface is defined in Bremerton Municipal Code 20.42 as: “a surface paved with asphalt, concrete, concrete pavers, brick or similar durable materials. Low-impact development technologies which provide a hard surface while allowing for water penetration shall be classified as paved areas. Paved areas do not include gravel, crushed rock, and similar non-bound materials.”

*Why does the City have the requirement to pave all areas used for loading, parking and maneuvering vehicles?* The requirement to pave private driveway and parking areas has been a requirement for the City for many decades. There are numerous reasons why the City requires paving:

- The City is an urban environment, and pavement is expected for urban design consistency.
- Gravel driveway can cause dust, debris and dirt to fly within the neighborhood which is not appropriate with our urban densities
- Gravel from driveways gets transported onto the paved streets
  - It is possible for cars to “fling” lose rocks or gravel to oncoming pedestrian/bikers/cars on the street or sidewalks.
  - Dirty streets. The gravel on the street requires more street sweeper maintenance (more cost for City)
    - This is especially important for the safety of our pedestrian/biker/ADA community who may have to use our sidewalks and road shoulder that could be covered with gravel/dirt.
- A significant amount of gravel on the paved street can damage the roadway more quickly and thus reduces the longevity of the road.

*Staff’s proposal for the PSIC-SAP in regards to gravel?* Staff is proposing code provisions to be amended within the PSIC-SAP to allow gravel “paving” in specific circumstances. Staff’s initial proposal is the following:

*Industrial complexes and similar uses, and developments providing (1) surplus parking (this is parking beyond what is required for the development), (2) areas used primarily for industrial sales, (3) contractor storage yard, (4) logging/mining driveways, or (5) a similar request, are exempt from the paved surface requirement, provided, all surfacing must provide for the following minimum standards of approval:*

- (a) *The property owner provides a letter of request, provides a site plan (to scale) that clearly indicates where gravel or other pervious surfacing area will be placed, quantification of the area and can demonstrate that the gravel or other pervious surfacing areas are designed and will be maintained in accordance with or exceeding the requirements contained in the City currently adopted Stormwater manual (or as amended);*
- (b) *Dust is controlled and measures are provided and accepted by the City;*
- (c) *Rock and other debris is not tracked off site; and*
- (d) *Driveway and similar road approaches shall be paved with an all-weather paved surface, from at least 100 feet back from the property line to the street to ensure gravel or other non-bound material has been removed from the vehicle and tires. This may be reduced to 25 feet if a Tire, Wheel and Chassis washing machine is installed and utilized or other best practices are employed to ensure the gravel, dirt or other pervious surfacing does not travel beyond the site's property line.*

#### **AMENDMENT 4, KITSAP COUNTY EQUIVALENCE TABLE**

It has come to the City attention the Kitsap County Equivalence Table, which is a tool used for annexations, is not up-to-date and should be corrected. The City utilizes this tool to help provide clarity to the applicants and the County on what is the equivalent zoning upon annexation from Kitsap County Land Use Designations to City of Bremerton. Example: if a property is Urban Low Density Residential in the County, upon annexation, this chart identifies that they City's most comparative designation is Low Density Residential.

*What is the current Kitsap County Land Use Designations?* The following list is all the County's land use designations that are located within the urban growth areas (which includes the City limits).

- Urban Industrial
- Urban High-Intensity Commercial/Mixed Use
- Urban Low-Intensity Commercial/Mixed Use
- Urban Medium/High-Density Residential
- Urban Low-Density Residential
- Public Facilities

The City of Bremerton's Equivalence Table does not include "Urban High-Intensity Commercial/Mixed Use". The County's Comprehensive Plan identifies the "Urban High-Intensity Commercial/Mixed Use" as a land use designation that provides for those commercial establishments which serve the shopping and service needs for large sections of the county and provides visitor services and accommodations for both destination and en route travelers.

*What is Staff's proposal?* Staff's proposal would be to include the "Urban High-Intensity Commercial/Mixed Use" into the Equivalence Table located in the Land Use Element of the Comprehensive Plan as "General Commercial".

(Amendments 5, 6, and 7 can be seen on the following pages)

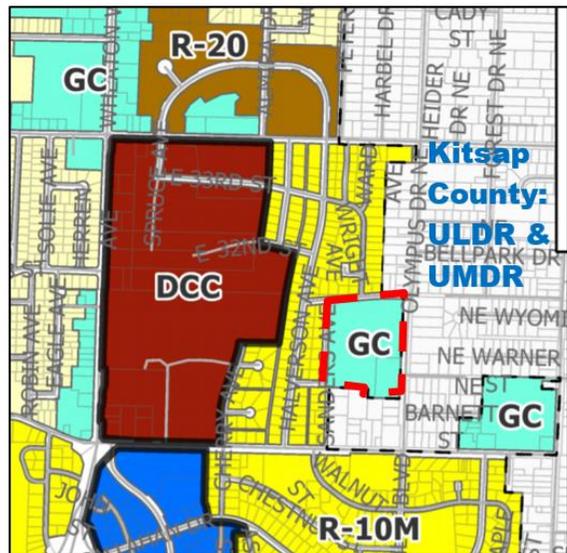
*STAFF NOTE FOR AMENDMENTS 5, 6 and 7: The next three topics are proposed Land Use Maps changes. Much of this discussion is duplicative from the May's Workshop which discussed the overview of the Comprehensive Plan Amendments for 2018. The focus on the July's Workshop will be to hear feedback from the public to help direct Planning Commission in their decision for the proposed land use map changes. Prior to this meeting, Staff has notified all property owners within 300' of a proposed land use map change and requested they provide feedback or participate in the Planning Commission's July workshop.*

**AMENDMENT 5, REVISED LAND USE MAP FOR AREAS NEAR OLYMPUS DRIVE**

Revise Land Use Map for the City of Bremerton properties at 3027 Olympus Drive from General Commercial to Neighborhood Business (or another more appropriate zone).

This property is currently owned by the City of Bremerton and used by the City's Public Works & Utilities Department, Parks Department, and a City of Bremerton Fire Station. The current land use designation for this property is General Commercial. The intent of this designation is to provide locations for high intensity commercial uses serving the entire community while also creating a pedestrian-friendly, transit-supporting corridor.

When the Planning Commission was considering Zoning Code amendments in May 2017 to allow *Automobile Repair* businesses within certain zones, this neighborhood became aware of their current land use designation for the City of Bremerton properties and became concerned with the impacts that this could have on their neighborhood. At that time, many neighbors requested a change to the zoning to be a less intensive commercial zone, City Council directed staff to add this amendment to the next available Comprehensive Plan Amendment docket, and thus is up for discussion this year.



*Current Land Use Map #1 (portion). Subject area highlighted in red (along Olympus Dr)*



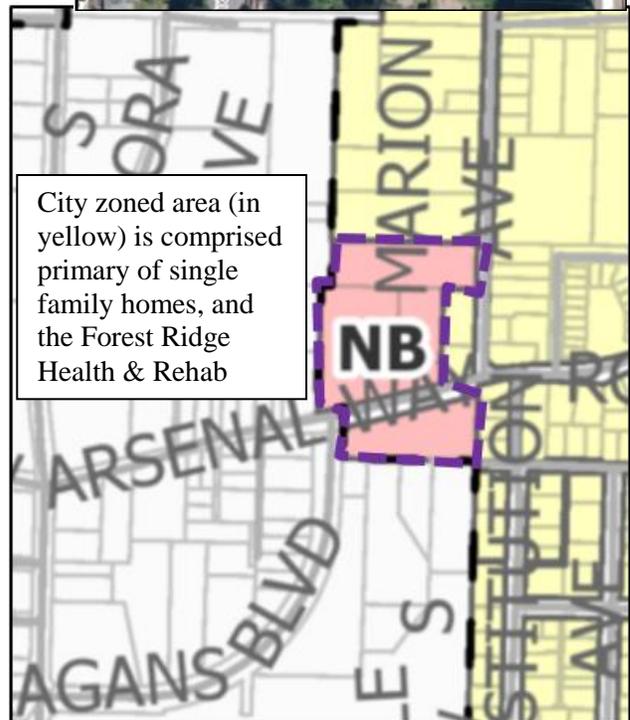
*Close up aerial of the subject area (City of Bremerton property)*

**AMENDMENT 6, REVISED LAND USE MAP FOR AREAS NEAR ARSENAL WAY**

Revise Land Use Map for properties on Arsenal Way and Marion Avenue from General Commercial to Neighborhood Business (Tax Identification Numbers: 222401-2-104-2002, 222401-2-105-2001, 222401-2-103-2003, 222401-2-109-2007).

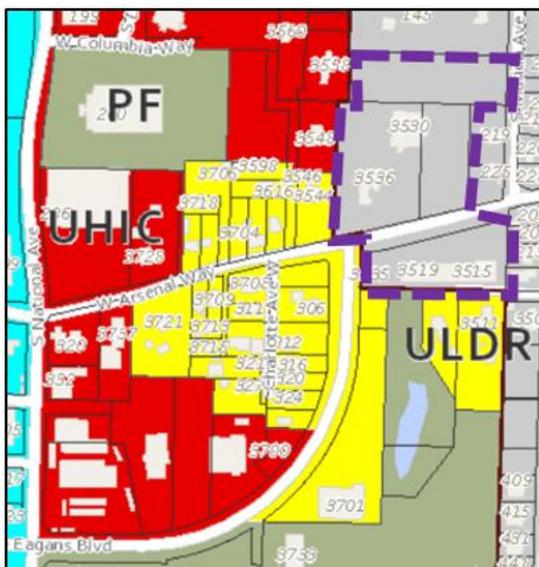
During the 2016 Comprehensive Plan update, these properties were debated what was the appropriate land use designations for these properties: General Commercial or Neighborhood Business. Due to their proximity to the single-family neighborhoods by the City’s Forest Ridge Park, the Neighborhood Business designation was adopted for this site to be a less intensive commercial designation. This subject area includes two property owners: Sesko and Arsenal Way Partnership; and includes a small commercial strip mall with Servmart, and Western Technology Company and a property with an old dance hall.

As these properties are located adjacent to the City of Bremerton’s Urban Growth Area of Navy Yard City, it has come to the City’s attention that the County’s land use designation adjacent to this area is Urban High Intensity Commercial. The County’s designation would be more comparative to uses allowed within the City’s General Commercial land use designation and thus Staff will present this to the Planning Commission for your consideration to change this commercial designation.



City zoned area (in yellow) is comprised primarily of single family homes, and the Forest Ridge Health & Rehab

*Current Land Use Map #3 (portion). Subject area highlighted in purple (along Arsenal Way)*



*Kitsap County Zoning. Subject area in purple.*



## AMENDMENT 7, REVISED LAND USE MAP FOR AREA NEAR KITSAP WAY

Revise Land Use Map to allow residential uses within a specific area within the Freeway Corridor zone. The City has received one public request for revision of the Comprehensive Plan to allow residential uses within the Freeway Corridor Land Use Designation. The applicant has requested that residential uses to be allowed within the Freeway Corridor.

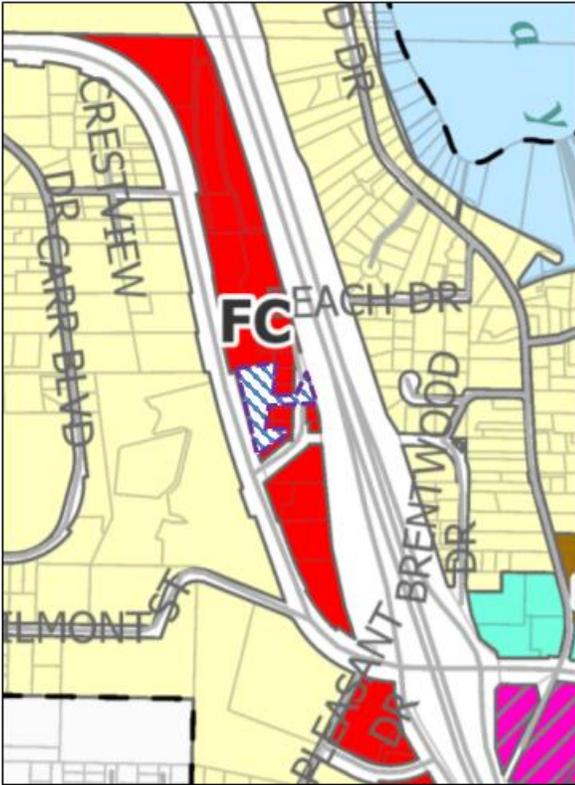
General location: The applicant is the property owner of Casade Gym. This general area is between Kitsap Way and the freeway, including the Baymont Inn & Suites (formerly Howard Johnson Hotel), Four Square Church building, Mentor property, AAA & Better Properties building (adjacent to NAD Park), RV sales, a flooring company, former Agape building, and some single family homes.

The intent of the Freeway Corridor is for commercial activities that will typically be region-serving in nature and scale that benefit from high visibility from freeways serving the region, provide large areas for parking, and may include large-scale structures and/or outdoor display or storage areas. This land use designation allows majority of commercial and light industrial uses outrightly and some more intense uses through a conditional use permit. As these uses may not be appropriate for adjacent residential uses, this portion of the code has prohibited residential uses to minimize impacts and conflicts. However, there is code written to help address incompatible uses adjacent to one another as within this land use designation, design standards, buffering and/or other techniques are used to mitigate the effects of the intense uses allowed in the Freeway Corridor on less intense adjacent uses.

As the City is experiencing the impacts of a lack of supply of quality housing, Staff was supportive of bringing this conversation forward for the Planning Commission to consider. However, as the City cannot support a proposal for a spot zone, ("spot zoning" is the process of singling out a small parcel(s) of land for a use classification totally different from that of the surrounding area), Staff proposed to expand this area as shown on the image that follows to include a much larger area for a potential overlay designation and the Planning Commission agreed to consider land use changes for this larger area.

The public has been notified that the land use designation in that area may be changing.

(Images for this amendment are shown on the following pages – 15 and 16)



Initial Public Request: properties under his ownership shown in blue hatched surrounded by red Freeway Corridor designation. Tax Parcel Numbers: 3719-001-026-0608, 3719-001-027-0003, 3719-001-026-0509, and 3719-001-027-0300/



City's alternate proposal would be to apply the overlay to a larger area of the Freeway Corridor (shown above with blue outline). If Planning Commission is interested in this proposal, more public outreach will be required.



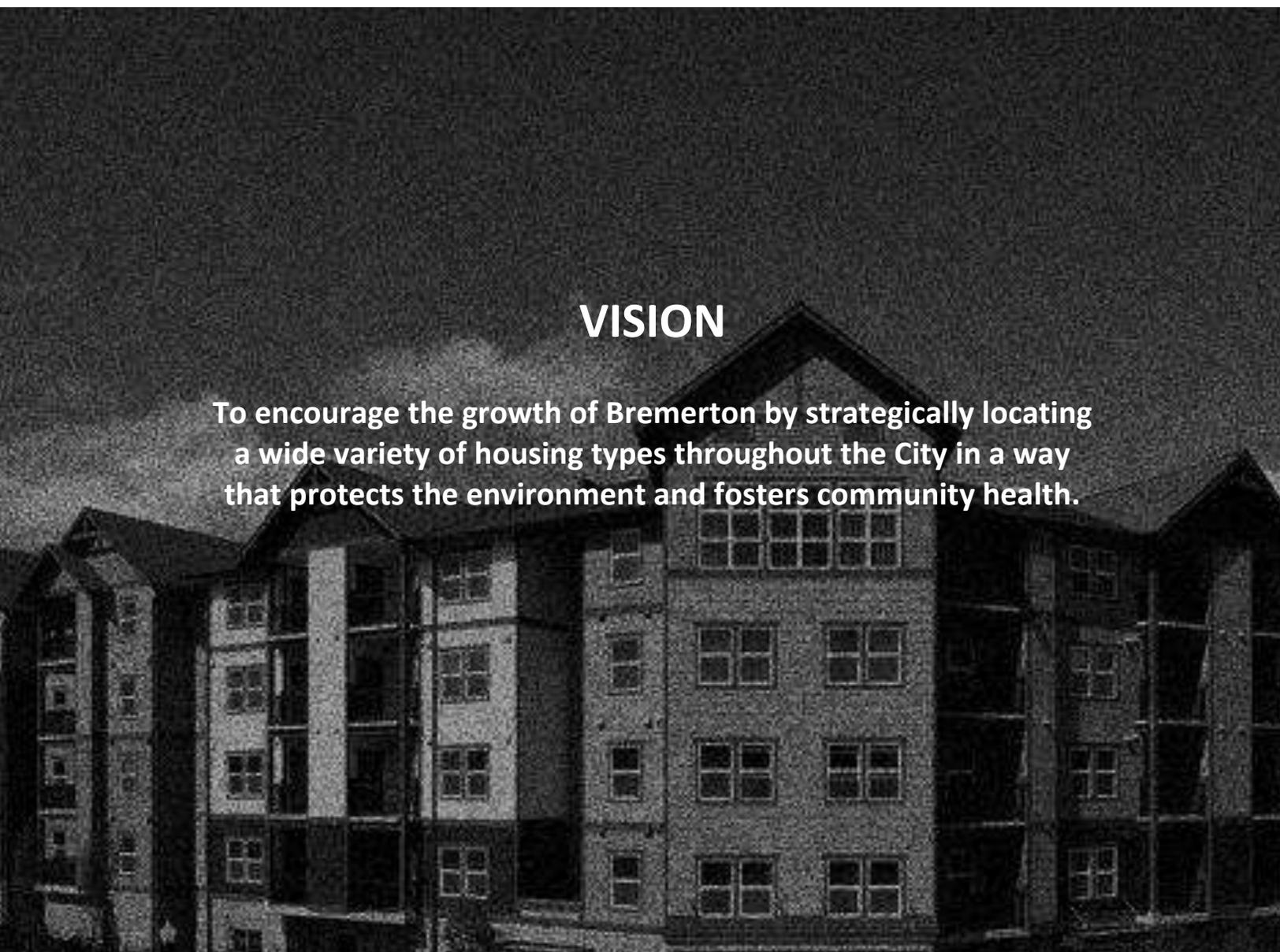


Element 3  
**HOUSING**





Attachment A



# VISION

To encourage the growth of Bremerton by strategically locating a wide variety of housing types throughout the City in a way that protects the environment and fosters community health.

## Housing Contents

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# Housing

## Introduction

### Housing Introduction

The housing element focuses on the most basic function of community living, shelter for the local population. As a metropolitan City, Bremerton is expected to grow substantially over the next 20 years. This document intends to identify ways to accommodate the anticipated population growth while protecting existing single family areas. In order to quantify Bremerton's housing needs, significant amounts of data have been collected and reviewed. A full analysis of this data is available in the Housing Appendix.

Population growth of the City is anticipated to grow from 39,650 residents to 53,407 residents by the year 2036, and the number of housing units associated with that growth is approximately 6,400 new units. In order to effectively accommodate this growth without detracting from our existing attractive neighborhoods, the City has established goals and policies that will guide growth of housing towards designated Centers and by targeting infill towards areas with large lots and or areas that have deteriorated housing stock.

Before addressing the goals and policies for future growth, it is essential to reflect backwards to understand how past growth has shaped Bremerton's current conditions. Originally founded in conjunction with its major employer, the Puget Sound Naval Shipyard<sup>1</sup>, Bremerton's distinctive neighborhoods have survived various growth cycles. The most impactful was the housing boom associated with World War II in the 1940's. At the height of the war, housing stock came under severe stress when the population grew from approximately 15,000 to 72,500 seemingly overnight. That housing crisis still influences the type, size, cost and quality of existing housing stock available today.

The end of World War II signaled a population decline in the 1950s and 1960s. Since then, Bremerton's population has remained mostly unchanged. Some minor increases and decreases of as many as 2,000 people have been seen over the last 40 years; however these changes are negligible (approximately 1%) and easily dismissed amid Bremerton's regular fluctuations in the military population. The lack of growth over the last 40 years, despite land use capacity, continues to elude growth forecasts.

The 2010 Census count identified 37,729 residents and the 2014 census estimate shows approximately 38,180 residents. While this is an increase, it is not as substantial of an increase as growth forecasts had anticipated in the 2004 update of the Comprehensive Plan. More importantly, Bremerton's growth is has not kept pace with surrounding county and regional areas where unprecedented growth has occurred. Between 1980 and 2010 Kitsap County as a whole witnessed a population increase of nearly 60%, and since 2000 the County's population has continued to grow by 12%. Bremerton on the other hand has had negligible growth between 2000 and 2010 of +470 people, or 0.01%.

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<sup>1</sup> The term "Puget Sound Naval Shipyard (PSNS)" is used interchangeably throughout the Comprehensive Plan with "Naval Base Kitsap (NBK)." It is recognized that Naval Base Kitsap-Bremerton is comprised of the Navy's area and Controlled Industrial Area that has multiple large employers, with Puget Sound Naval Shipyard as the largest tenant that has the most direct impact with Bremerton.

# Housing

## Introduction

To understand this gap, the City has evaluated national and regional housing trends which provide insights into differences between Bremerton's housing market and other local markets. In terms of supply, Bremerton does not have as many green field or empty canvas opportunities as are available in other parts of the County. While infrastructure is often more expensive to construct in these areas, they often represent a less complicated site development than infill typically requires. In terms of demand, Bremerton's somewhat outdated housing stock, dating back to the previous growth periods of the 1940s and 1960s, often fails to address today's contemporary market demands. Market demands and demographic changes have occurred in areas such as household type, size income level, and special needs that make Bremerton's existing housing stock less desirable than newer more modern homes being developed elsewhere.

Planning for Bremerton's unique existing population and allowing flexibility to accommodate for growing demographic groups is essential. For example, there has been a substantial growth of senior citizens, singles, and single parent households throughout the region, which indicates a need for greater diversity in housing type.

Accounting for the unique needs of the military population associated with the Puget Sound Naval Shipyard is also an important factor. Bremerton has a higher than average number of rental properties, high turnover rates, and lower household size than other neighboring cities. These rates are often associated with a more transient population typically found in cities with high military populations. Ensuring adequate housing options for the military is critical for the City's growth.

The overall income levels of the Bremerton's population cannot be overlooked in developing a successful growth strategy according to the 2010 census. 20.4% of Bremerton's residents are currently below the poverty line, compared to 10.4% in Kitsap County as a whole. Bremerton's median household income is \$43,183, compared to Kitsap County's median \$62,413. The median home value in Bremerton is \$194,700, compared to \$268,000 in Kitsap County<sup>2</sup>. This is a sign that cost and choice of housing are problematic for much of the existing population.

In order for Bremerton to compete with the housing market in surrounding areas, the Comprehensive Plan must carefully balance the needs of existing residents with the anticipated needs of the future population. Special consideration must be paid to the economic diversity and resource scarcity within the community. Ensuring Bremerton remains an affordable City for its residents is critical. New growth must be strategically located to achieve a new, more intense and vibrant urban setting without detracting from existing attractive single family neighborhoods. The following goals and policies of the Housing Element intend to ensure the rediscovery of Bremerton as a great place to live.

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<sup>2</sup> Data is from the 2010 Census and Kitsap County Assessor records.

# Housing

## Vision, Goals & Policies

### Vision

*To encourage the growth of Bremerton by strategically locating a wide variety of housing types throughout the City in a way that protects the environment and fosters community health.*

### Goals & Policies

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

### Housing Goals

*H1. Protect and enhance Bremerton's existing quality housing stock.*

*H2. Encourage the development of a variety of new housing options and densities to meet the changing needs of Bremerton's residents.*

*H3. Support access to quality and affordable housing for all Bremerton residents.*

*H4. Implement and coordinate strategies that promote public and private efforts to facilitate improvements to the housing stock.*



# Housing

## Vision, Goals & Policies

### Housing Policies

#### Goal H1: Protect and enhance Bremerton's existing quality housing stock.

##### Implementing Policies for Goal H1:

*H1(A): Promote preservation of structures in good repair, including establishing incentives that encourage private property owner's efforts to preserve homes having historical and or architectural significance.*

*H1(B): Support replacement of substandard structures, including encouraging rehabilitation and maintenance of existing housing units; or replacing substandard structures which have excessive rehabilitation costs with new structures.*

*H1(C): Promote, and incentivize, private commitments to improve existing housing stock so that all housing is safe, sanitary, and in good repair.*

*H1(D): Promote financial assistance for essential repairs to substandard structures that provide housing for low and moderate income persons.*

*H1(E): Enhance livability in neighborhoods by maintaining and upgrading City services such as sidewalks, bike lanes, parks, and utilities in order to enhance the overall affordability and health of the community.*

*H1(F): Promote a robust code enforcement program to protect the safety and aesthetic quality of existing neighborhoods.*

*H1(G): Promote a sense of community within existing neighborhoods by creating spaces where residents can interact by encouraging walkability, and supporting identification of distinctive neighborhoods.*

#### Goal H2: Encourage the development of a variety of new housing options and densities to meet the changing needs of Bremerton's residents.

##### Implementing Policies for Goal H2:

*H2(A): Support the private sector's efforts to provide a full range of housing options to meet the needs of all ages and demographics.*

*H2(B): Encourage new development to blend with positive characteristics of surrounding neighborhoods.*

*H2(C): Supporting infill development and increased densities and the use of Low Impact Development (LID) techniques and Best Management Practices (BMPs) to ensure efficient and cost effective utilization of existing public utilities.*

*H2(D): Enhance livability in neighborhoods by upgrading and installing sidewalks, bike lanes, parks, safety improvements and utilities in order to enhance livability.*

# Housing

## Vision, Goals & Policies

*H2(E): Support efforts to provide for a variety of housing options such as:*

- *Emergency group housing, homeless shelters and short term housing to meet the needs of those in the lower income categories.*
- *Promote housing for the special needs of students, particularly in the vicinity of Olympic College. Encourage apartments and dormitories in locations that directly service the college.*
- *Plan for and support episodic surges and reductions in military personnel. Provide opportunities to allow for different housing densities to accommodate the diverse needs of military personnel.*
- *Respond to the special needs of the growing elderly population within the City. Encourage a full range of housing options including retirement housing complexes in all residential zones particularly in areas with direct proximity to services and amenities. Encourage programs which allow elderly to remain in their homes as long as possible.*
- *Provide for integration of special needs housing within the community by allowing for government-assisted housing, housing for low-income families, manufactured housing, group homes, and foster care facilities.*
- *Encourage construction to meet and exceed ADA standards whenever possible.*

*H2(F): Promote a sense of community, or gathering places, within new neighborhoods by creating spaces where residents can interact.*

*H2(G): Partner with Community Development Block Grant and other applicable programs and funding sources to encourage removal or abatement of blighting influences in and around residential areas.*

### **Goal H3: Support access to quality and affordable housing for all Bremerton residents.**

#### **Implementing Policies for Goal H3:**

*H3(A): Provide opportunities for the production of new housing for all incomes, ages, and family types through infill by stimulating growth of non-traditional housing types such as townhomes, carriage units, accessory dwelling units, and duplexes in locations where they will seamlessly infill into the fabric of the existing neighborhoods.*

*H3(B): Disperse below market rate, publicly assisted, affordable, and rental housing throughout the City in a way that accommodates Bremerton's fair share of the Countywide need. Disperse such housing throughout the City to avoid concentrations in any particular area and encouraging development close to employment and public transportation.*

*H3(C): Support increased densities and infill projects and the use of Low Impact Development (LID) techniques and Best Management Practices (BMPs) in order to capitalize on the cost efficiency of utilization of existing utility services. Additionally, encourage maintenance of City services such as sidewalks, bike lanes, parks, and utilities in order to enhance the overall affordability and health of the community.*

# Housing

## Vision, Goals & Policies

*H3(D): Encourage expanded availability of incentives for development within the City such as the Multifamily Tax Exemption, Community Empowerment Zone, Historically Underutilized Business zone, etc.*

*H3(E): Eliminate unnecessary regulatory impediments to the development of affordable housing.*

### **Goal H4: Implement and coordinate strategies that promote public and private efforts to facilitate improvements to the housing stock.**

#### **Implementing Policies for Goal H4:**

*H4(A): Promote private and public efforts to provide adequate capital for rehabilitation of housing projects; such efforts should include commitments to remove or abate blighting influences near or within residential areas.*

*H4(B): Promote financial assistance for low and moderate incomes that assist in essential repairs to substandard structures. Support private sector low interest loan programs for such repairs, combined with public resources when available.*

*H4(C): Target and enhance the use of tax incentives to improve affordable housing throughout the City, and particularly in Centers where housing is intended to be in close proximity to public transportation and employment.*

*H4(D): Encourage efficient permit review by eliminating unnecessary regulatory impediments, improving certainty in development regulations, and provide an expedited permit process.*

*H4(E): Aim to improve coordinated, effective planning programs that improve access to affordable housing. Specifically promote intergovernmental cooperation and agreements that support strategies and programs to achieve City housing goals.*

*H4(F): Promote increased housing density to provide a broader customer base for more affordable public services including utilities.*

