

PLANNING COMMISSION MEETING

Bremerton Eastside Employment Center | April 20, 2020



Agenda

- **Welcome**
- **Draft Subarea Plan**
 - Alternatives
 - Vision/Guiding Principles
 - Urban Design
- **Draft EIS**
 - Growth Assumptions
 - Transportation
 - Planned Action
- **Discussion**
- **Next Steps**



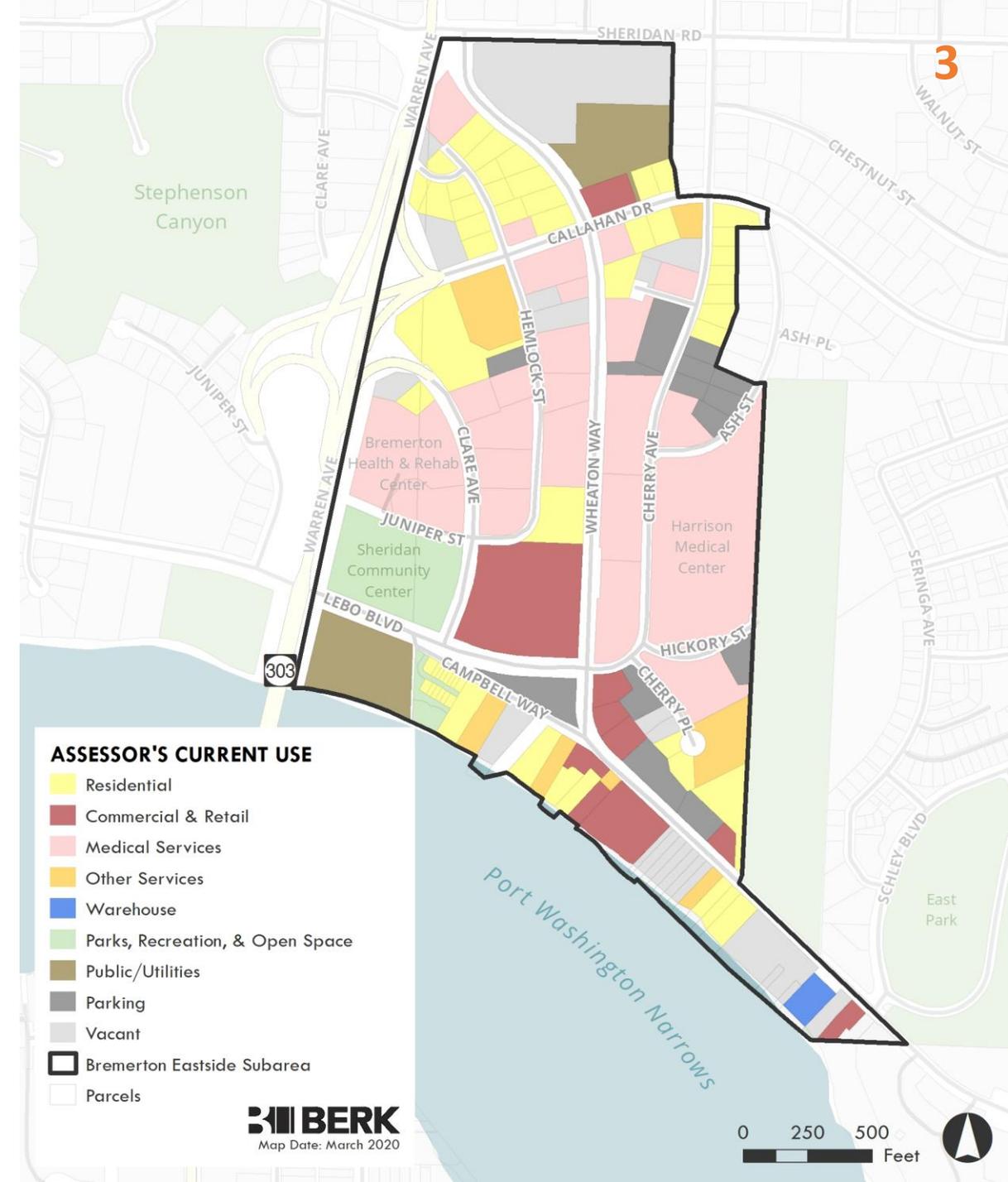
Introduction

Integrated Subarea Plan and EIS

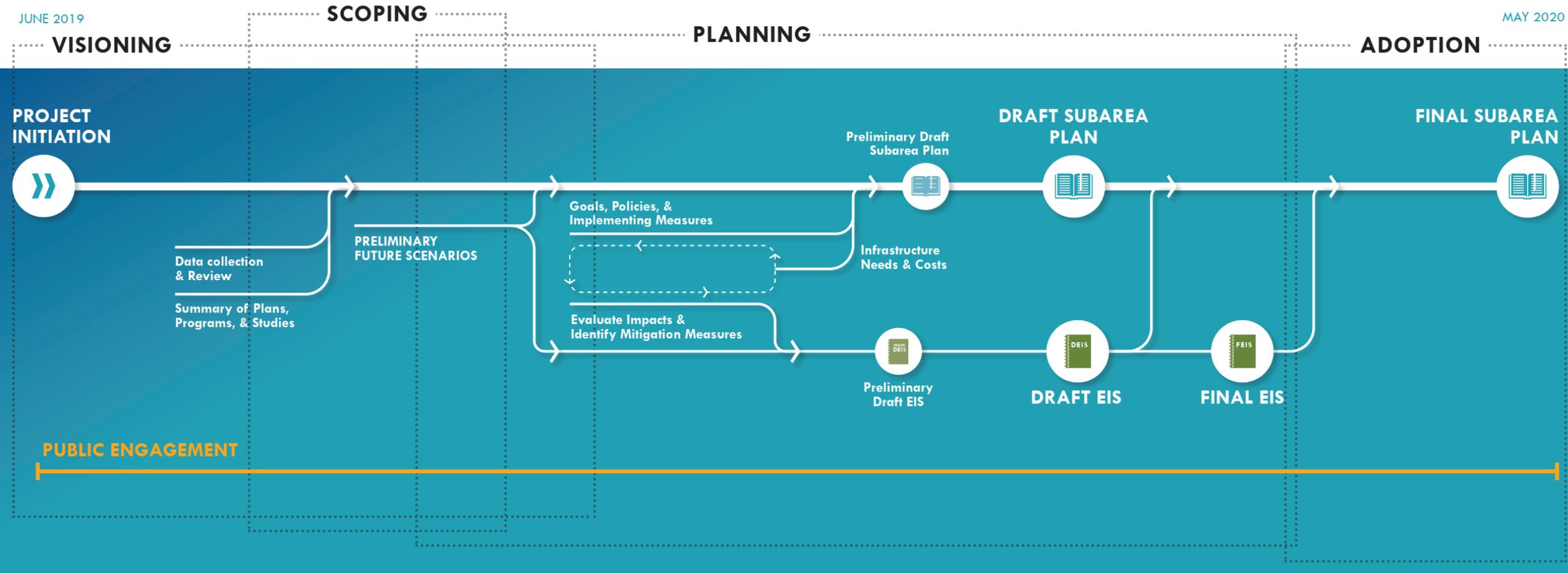
The Harrison Medical Center is the hub of many related medical services in this area and is the primary employer in the EEC, but Harrison is expected to leave starting in 2020, with the full departure of the hospital expected to be completed by 2023.

To ensure that the EEC remains an economically vital center with both jobs and housing, the City initiated:

- A **subarea plan** to include a vision, land use and design, zoning, and action strategies for the EEC.
- A **planned action environmental impact statement** and ordinance to facilitate future permitting of development consistent with the subarea plan.



Planning Process and Products



Our approach is an integrated plan and EIS process designed to start from the foundation of data analysis and engagement strategy, through crafting of future scenarios, a draft plan and EIS, a final plan, and implementation tools (such as identification of infrastructure improvements, and a planned action ordinance). Diverse opportunities for public engagement were woven throughout the entire process.

Engagement Activities: In-Person



Vision Open House



Bridging Bremerton pop-up



Kitsap Library pop-up



Vision Open House



Bridging Bremerton pop-up



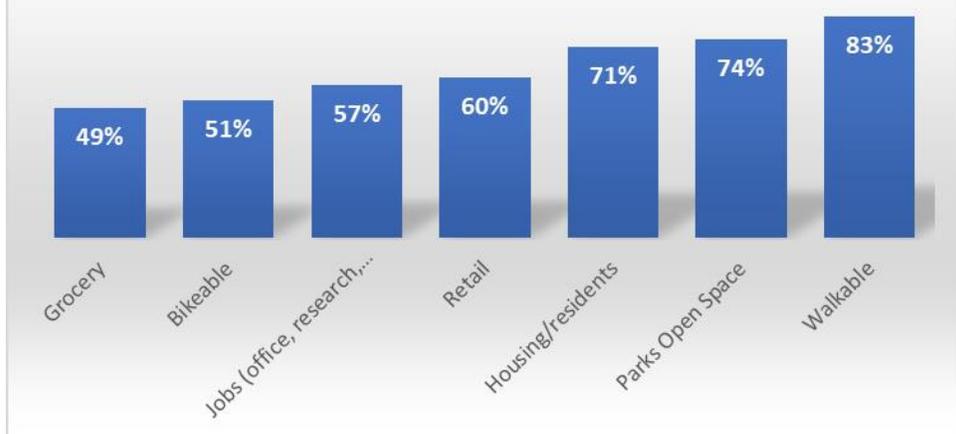
Door-to-door Business Outreach

Engagement Activities: Virtual

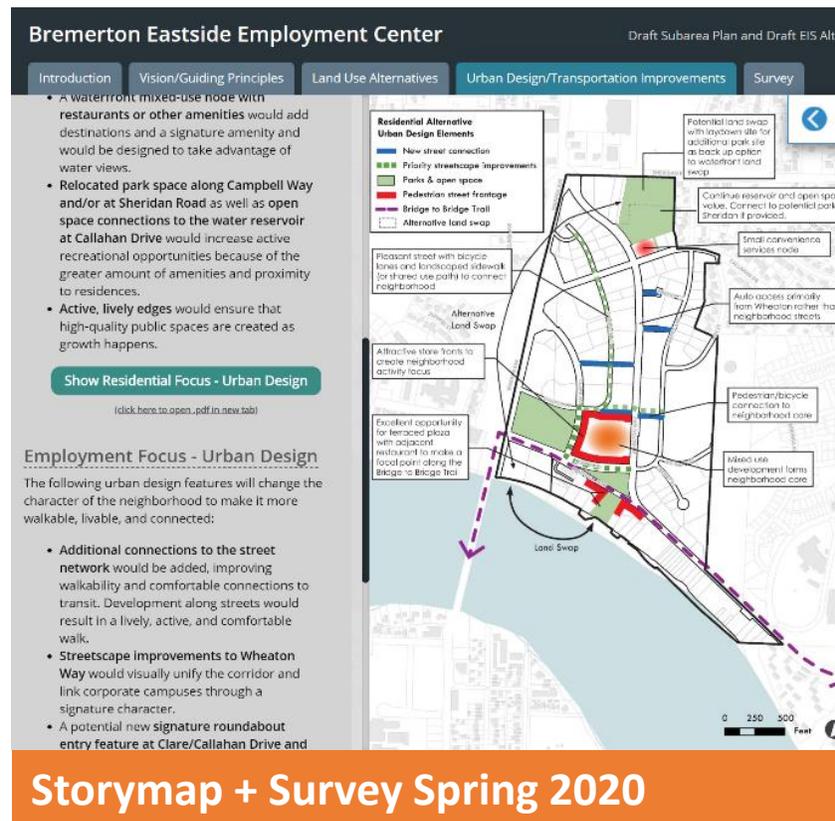
Two virtual community meetings held on April 6, 2020 See [Meeting Presentation \(PDF\)](#) or download the [Meeting Video \(MP4\)](#) at www.bremertonwa.gov/eastsidecenter.

Webinars: April 6, 2020

Check the box next to words or phrases you would like to see included in a vision for the area.



Survey Fall 2019



Storymap + Survey Spring 2020

Draft Subarea Plan

Contents

1 Introduction	5 Eastside Center Zoning & Development Regulations
2 Vision & Guidance Framework	6 Design Standards & Guidelines
3 Urban Design Concepts	7 Infrastructure Investments
4 Land Use Plan	8 References

Key Elements to Review

- Districts
- Standards
- Guidelines
- Preferred
 - Likely direction/changes

Draft Subarea Plan Vision

Subarea Plan

In 2040, the Eastside Center is vibrant and active, with commercial, residential and institutional uses, and development design and intensity that supports walkable streets.

Key elements of the vision include:

- **A range of commercial uses and diverse housing types.**
- **Pedestrian friendly** streets and development along streets.
- A **mix of existing uses** with new development ensures that growth in the center has been inclusive.
- Use of the area's expansive territorial views and framing of Madrona Trails Park on the east, marine views of Port Washington Narrows on the south, and a newly improved multimodal SR 303 on the west.

Draft Subarea Plan Guiding Principles

Subarea Plan

- Economic Vibrancy
- Livability, Health, and Mixed Uses
- Connectivity
- Environmental Stewardship
- Coordinated Planning
- Transition over Time



Draft EIS Alternatives

Three scenarios for future growth

Three alternatives are compared in the Draft EIS and are part of the Draft Subarea Plan. The Alternatives are based on community and stakeholder input and meant to give a range of ideas and prompt conversations about the area's future:

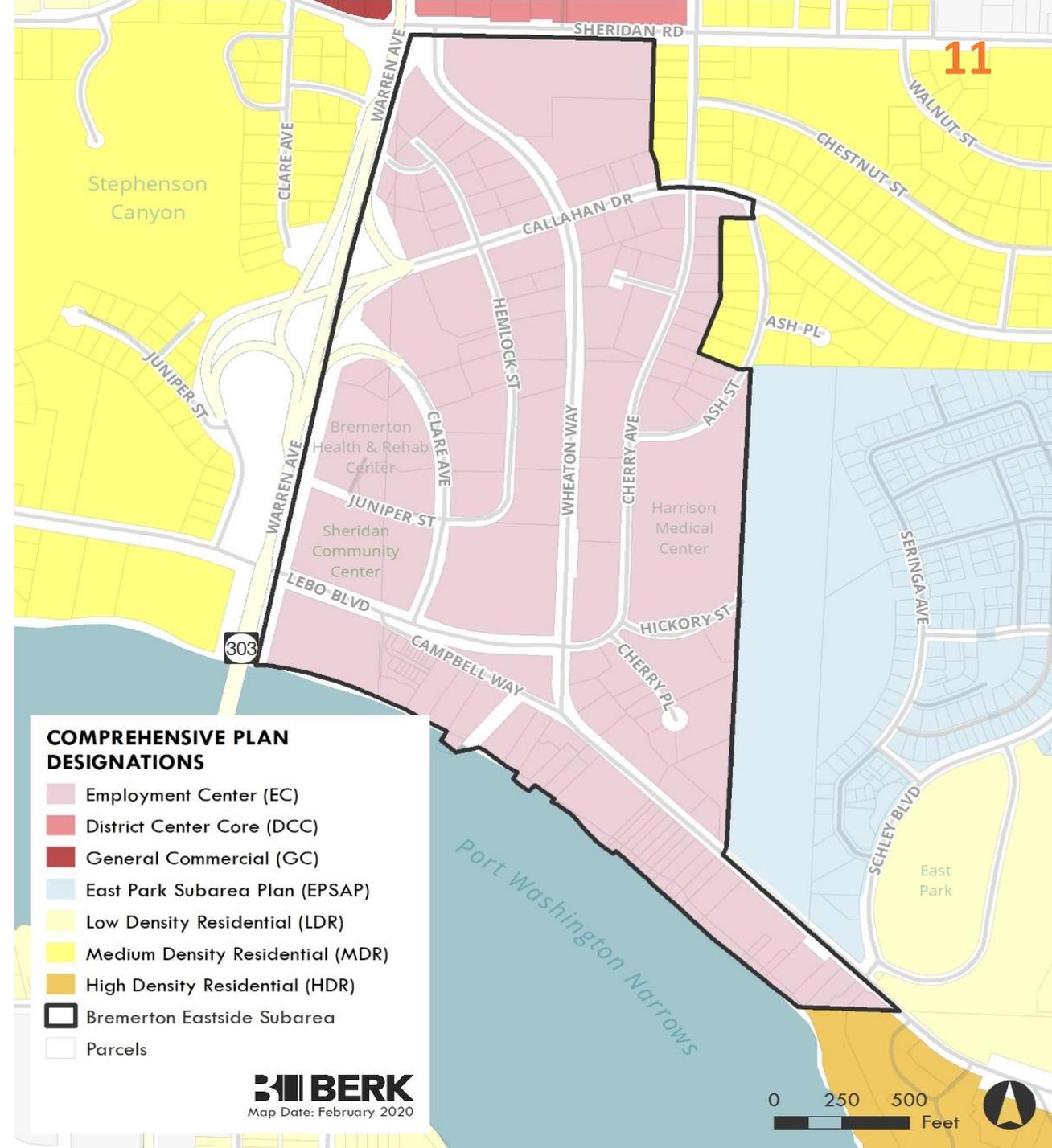
- No Action Alternative – Current Comprehensive Plan and Zoning
- Residential Focus Alternative
- Employment Focus Alternative

A Preferred Alternative will be developed through the Draft Plan/Draft EIS review process in March 2020. We can mix and match, combine them all together, or components of them together, to make the preferred alternative.

No Action Alternative

Existing Land Use and Zoning

- **Land use mix:** the No Action Alternative allows a range of uses throughout the Study Area. A single called Employment Center zoning district allows multiple uses.
- **Jobs:** Though it has capacity for jobs, without further investment or a vision and plan there are likely to be fewer jobs than existing over the longer term.
- **Housing:** Given the intent of the hospital to move and the likelihood that the other nearby medical uses would also transition away, the No Action Alternative trend would be for modest housing.
- **Street Network:** Additional connections to the street network would not be added, leaving the area lacking in walkability and comfortable connections to transit. Development along streets would likely not result in a lively, active, comfortable walk.
- **Parks and Open Space:** Private development would likely not contribute to new public parks or signature public spaces



Land Use Districts & Alternatives

- Range of districts, densities, heights
- Preliminary – open to adjustment
- Districts illustrated to different degrees
 - Test bookends of different visions of the study area

Land Use / Zoning Designations Building Types and Development Intensity

Color	Designation	Typical Building Types*	Typical Development per acre (/ac)
	Center Residential High	5 story multi-family building	40-60 du/ac
	Center Residential Medium	3 story multi-family building	30-40 du/ac
	Center Residential Low	Townhouses + courtyard apartments	20-30 du/ac
	Multi-Use	Office building – 3-5 story Residential – Retail**	20-40 du/ac and 13-15,000 retail sf/ac
	Mixed Use	3-5 story multi-family over 1 story commercial	40-50 du + 6-7,000 retail sf/ac
	Employment Center Retail	Commercial buildings	13-15,000 retail sf/ac
	Employment Center Corporate Campus	5-7 story office buildings with some structured parking	20-30,000 sf/ac

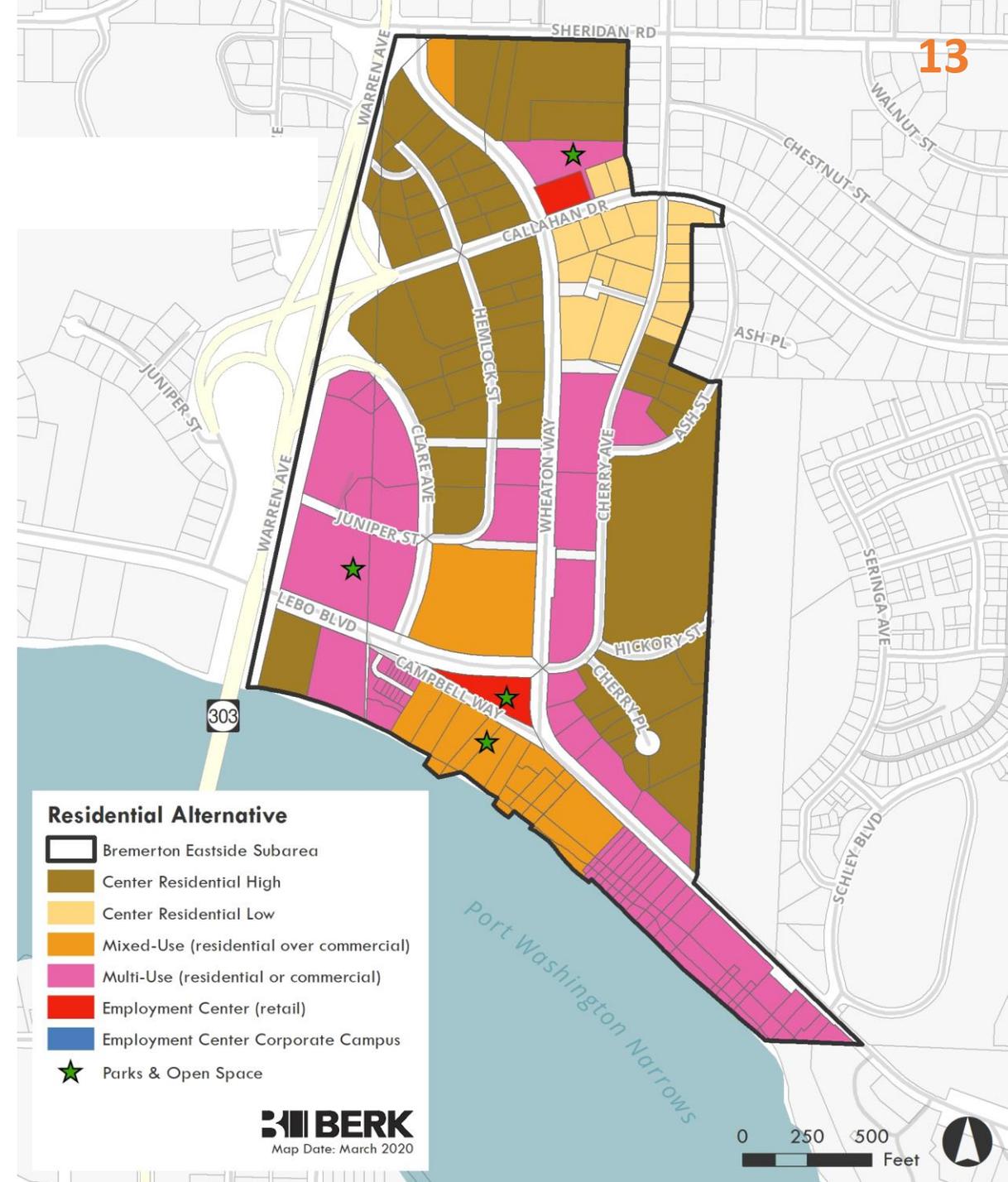
Note: *Existing single-family and other existing lower density housing would be allowed. **Residential may be 3-5 stories over 1 story of retail.

Source: Makers, 2019.

Residential Focus Alternative

Emphasizes housing

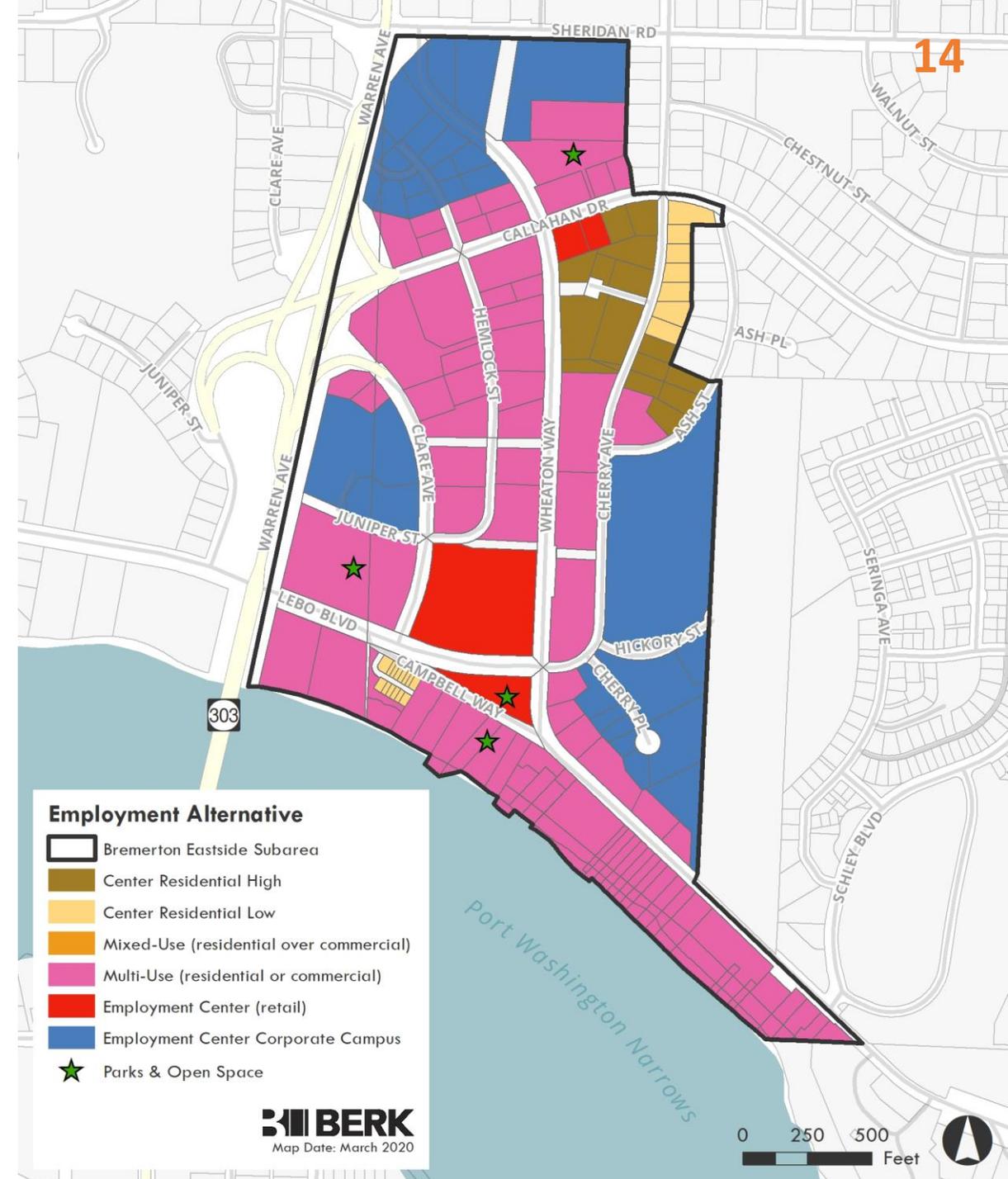
- **Land use mix:** Center Residential High and Multi-Use designations would allow a range of housing and flexible uses. A mixed-use core with ground floor retail and housing will provide residents with easy access to supportive amenities and services for their daily needs. A waterfront mixed-use node with restaurants or other amenities will provide destinations and a signature amenity.
- **Jobs:** Though it has capacity for jobs, would not maintain current employment to the same degree since the hospital site would change to residential uses.
- **Housing:** Increase residential dwellings five times that of No Action and nearly three times that of the Employment Focus Alternative.
- **Street Network:** Additional connections to the street network would be added, improving walkability and comfortable connections to transit. Development along streets result in a lively, active, comfortable walk.
- **Parks and Open Space:** Improved park space at Sheridan Community Center and waterfront and added park space by the water reservoir near Callahan Drive would increase active recreational opportunities.



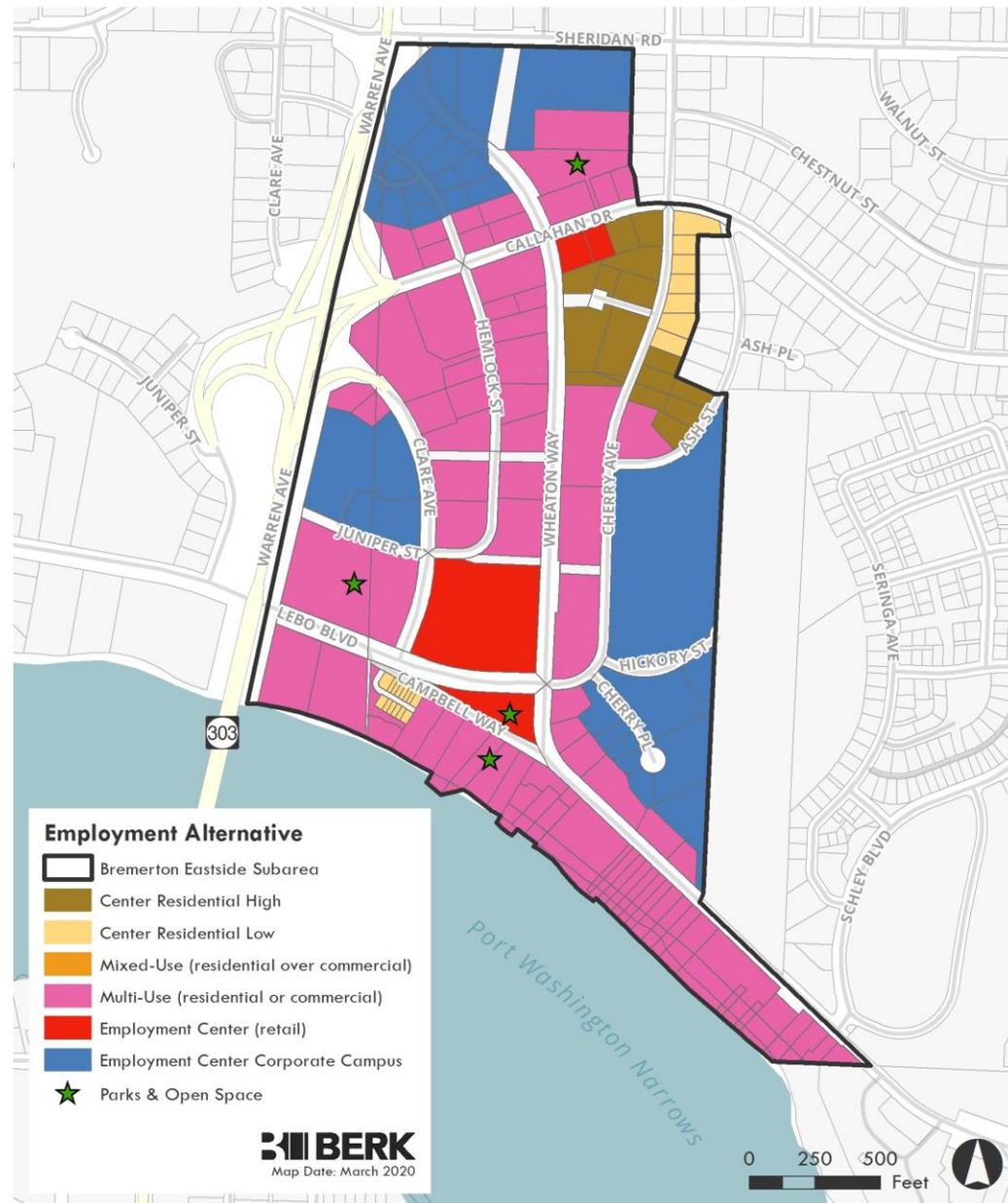
Employment Focus Alternative

Emphasizes jobs

- **Land use mix:** a range of job-oriented uses are allowed with Employment Corporate Campus designations and Multi-Use areas. A retail core at Campbell Way and Wheaton Way would provide destinations on the Bridge to Bridge Trail.
- **Jobs:** Greatest total employment and would retain and increase jobs.
- **Housing:** Almost double the number of new dwellings compared to the No Action Alternative.
- **Street Network:** Additional connections to the street network would be added, improving walkability and comfortable connections to transit. Streetscape improvements to Wheaton Way would visually unify the corridor and link corporate campuses through a signature character. A new signature roundabout entry feature at Clare/Callahan Drive and SR 303 would be an opportunity to highlight the corporate campuses in the EEC.
- **Parks and Open Space:** Improved park space at Sheridan Community Center and Sheridan Park, and added park space by the water reservoir near Callahan Drive would increase active recreational opportunities.



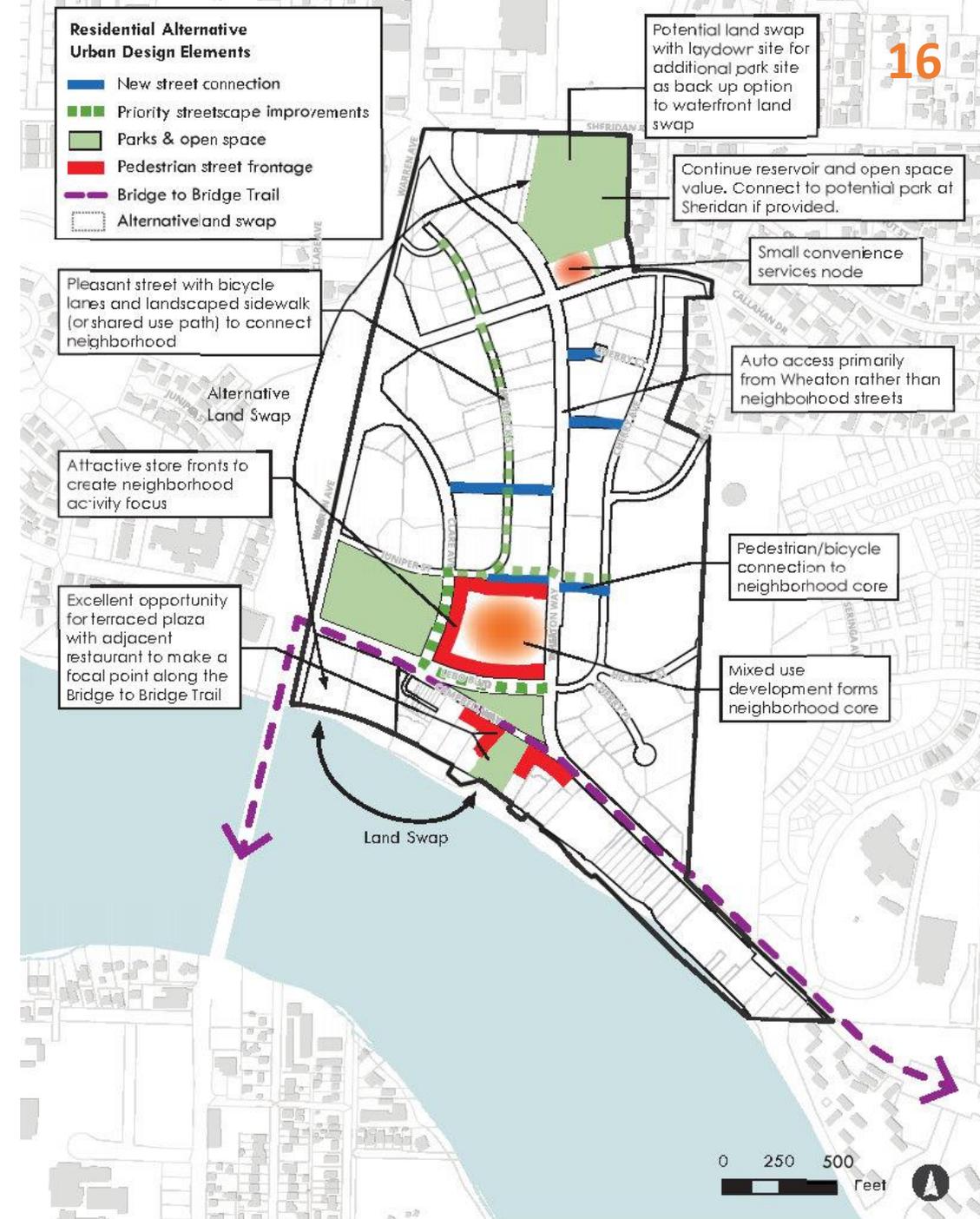
Action Alternatives



Urban Design

The following urban design features will change the character of the neighborhood to make it more walkable, livable, and connected:

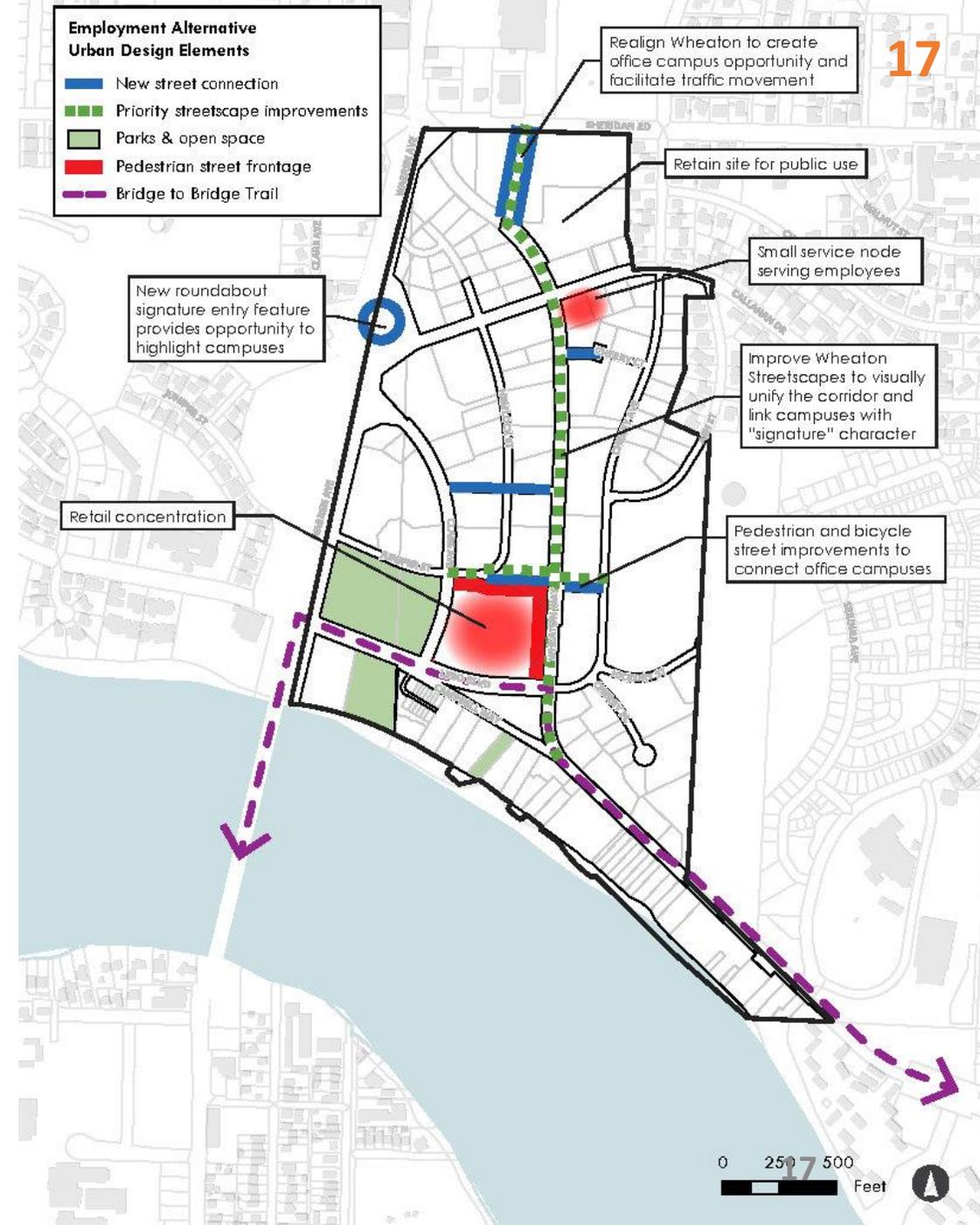
- **Additional connections to the street network** (including mid-block connections), boulevard treatments, and pedestrian oriented street fronts would improve walkability and comfortable connections to transit. Development along streets would result in a lively, active, and comfortable walk.
- A **mixed-use core with ground floor retail and housing**, and multi-use along central and lower Wheaton Way with office, residential, and commercial would provide residents with easy access to supportive amenities and services for their daily needs.
- A **waterfront mixed-use node with restaurants or other amenities** would add destinations and a signature amenity and would be designed to take advantage of water views.
- **Relocated park space along Campbell Way and/or at Sheridan Road** as well as **open space connections to the water reservoir at Callahan Drive** would increase active recreational opportunities because of the greater amount of amenities and proximity to residences.
- **Active, lively edges** would ensure that high-quality public spaces are created as growth happens.



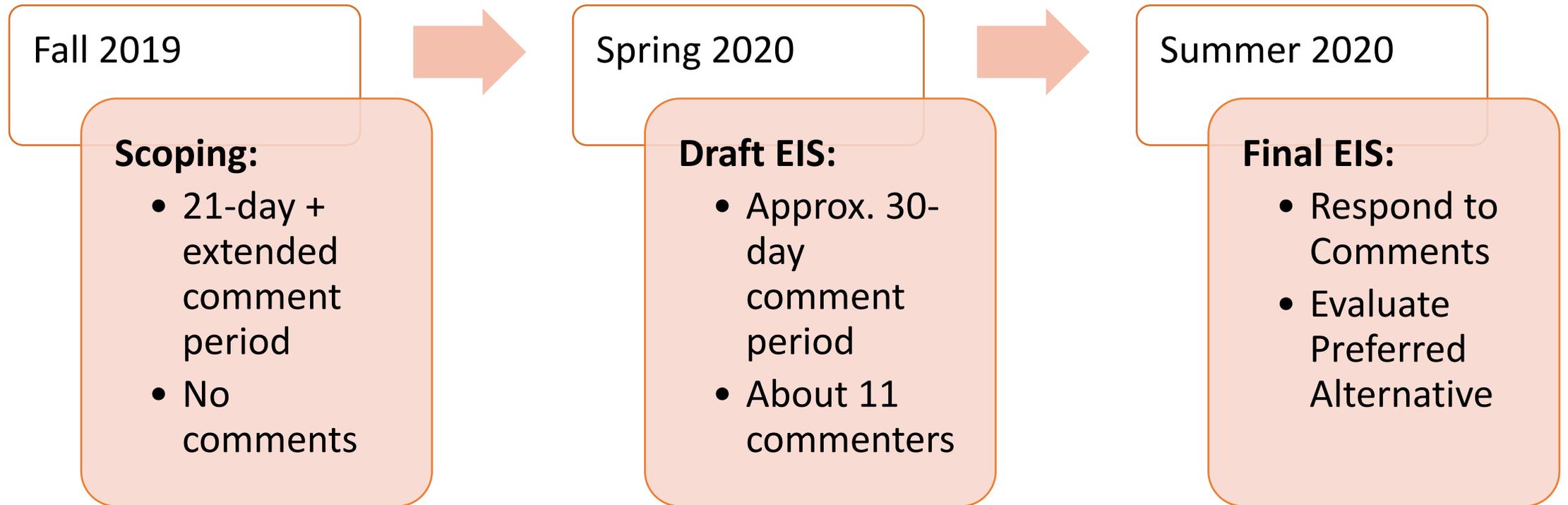
Urban Design

The following urban design features will change the character of the neighborhood to make it more walkable, livable, and connected:

- **Additional connections to the street network** would be added, improving walkability and comfortable connections to transit. Development along streets would result in a lively, active, and comfortable walk.
- **Streetscape improvements to Wheaton Way** would visually unify the corridor and link corporate campuses through a signature character.
- A new **signature roundabout entry feature at Clare/Callahan Drive and SR 303** would be an opportunity to highlight the corporate campuses in the EEC.
- A multi-use area along major routes with office, residential, and mixed-use commercial would provide residents easy access to **supportive amenities and services**.
- A **retail core at Campbell Way and Wheaton Way** would provide **destinations on the Bridge to Bridge Trail**.
- **Improved park space at Sheridan Community Center and Sheridan Park, and open space by the water reservoir near Callahan Drive** offer potential active and passive recreational opportunities because of the greater amount of amenities and proximity to residences.
- **Active, lively edges** would ensure that high-quality public spaces are created as growth happens.



EIS Process



Purpose of EIS

- Informational document for decision makers
- Understand environmental implications and identify mitigation measures
- Test conceptual alternatives
- Develop a preferred alternative

City of Bremerton
Draft EIS March 2020

Eastside Employment Center Draft Environmental Impact Statement

Prepared by

BERK Consulting
MAKERS Architecture
Herrera Environmental
Fehr & Peers
Stowe Development

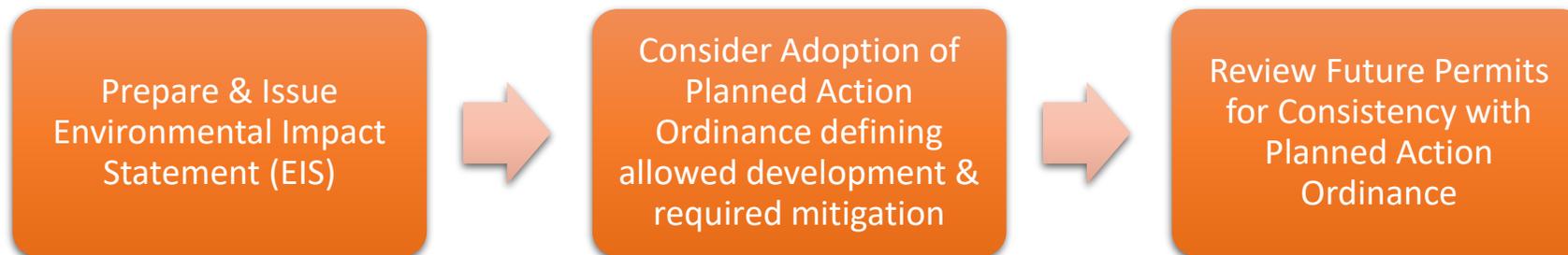
Planned Action

Purpose

- Planned actions **provide more detailed environmental analysis during the area-wide planning phase**, rather than during the permit review process.
- **Future projects** in the Study Area that develop under the designated Planned Action **will not require SEPA determinations** at the time of permit application if they are certified as consistent with plan/mitigation.

Next Steps

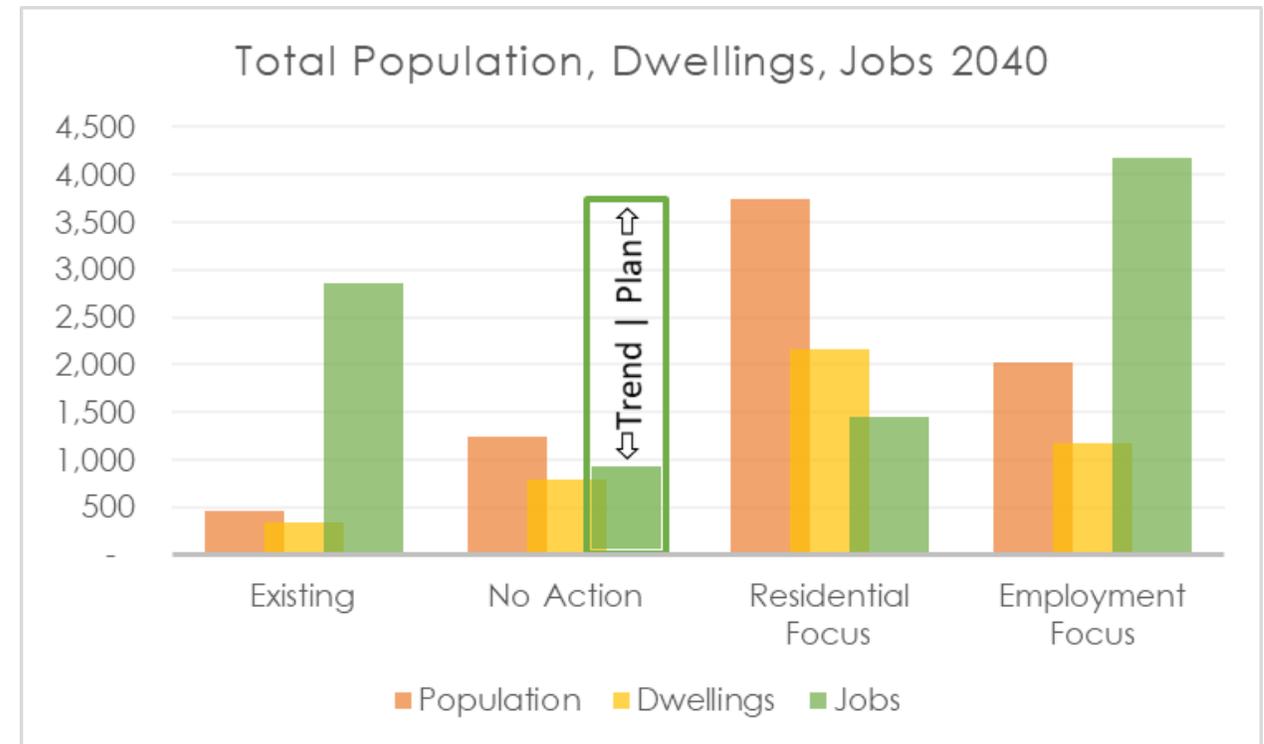
- Framework in Draft EIS
- Review Draft EIS Comments & consult City Staff
- Develop mitigation measures with Preferred Alternative



Alternative Growth

Range of Growth/Change

- No Action – current plus a little more housing and jobs
 - Likely trend of reduced jobs
- Residential Focus – much higher focus on housing and some jobs
 - Matches market trends
- Employment Focus – greater jobs than today, and greater opportunity for households
 - Counter to trends



Evaluating Environmental Conditions – EIS

EIS Contents

Chapter 1.0 Summary

Chapter 2.0 Proposal and Alternatives

Chapter 3.0 Environment, Impacts, and Mitigation

Chapter 4.0 Acronyms and References

Chapter 5.0 Distribution List

Key Findings

Chapter 3 Topics	High Level Findings
Natural Environment	<ul style="list-style-type: none"> • Similar results under all alternatives – limited critical area impacts • Opportunities to advance green infrastructure
Population, Housing, Employment	<ul style="list-style-type: none"> • All alternatives provide capacity for new growth – different mix • Lower intensity uses could change to higher intensity uses <ul style="list-style-type: none"> • There is capacity in study area to relocate • Existing single family allowed to stay
Land Use	<ul style="list-style-type: none"> • Consistent with state and regional policies for focused centers • Policy implications – location of jobs
Transportation & GHG	<ul style="list-style-type: none"> • See following slides
Aesthetics	<ul style="list-style-type: none"> • Height generally similar or less among alternatives • Transitions among uses – relate to Subarea Plan
Public Services	<ul style="list-style-type: none"> • Increased demand • Opportunities for park spaces with Alternatives
Utilities	<ul style="list-style-type: none"> • Change in type of demand depending on uses • Implement system plans • Opportunities to advance green infrastructure

Existing Transportation Facilities

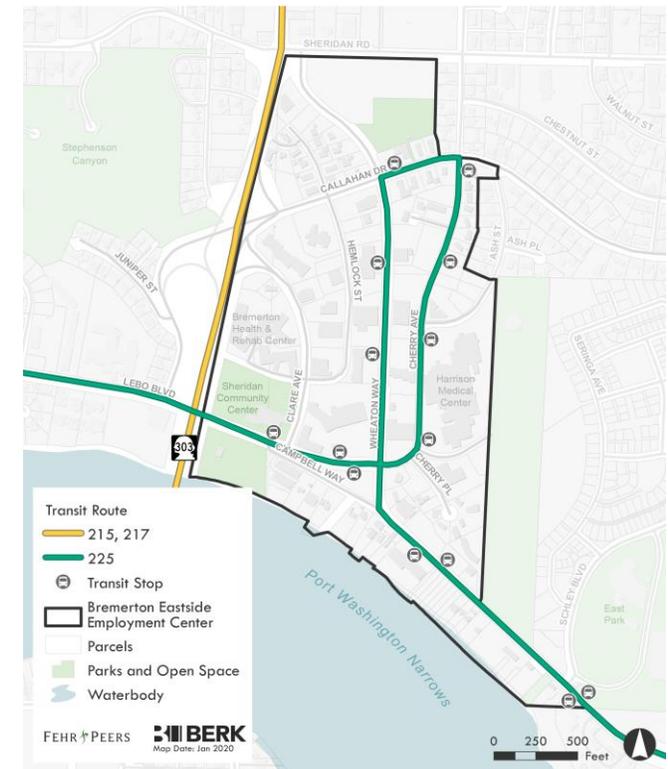
Sidewalk Conditions



Bike Lane

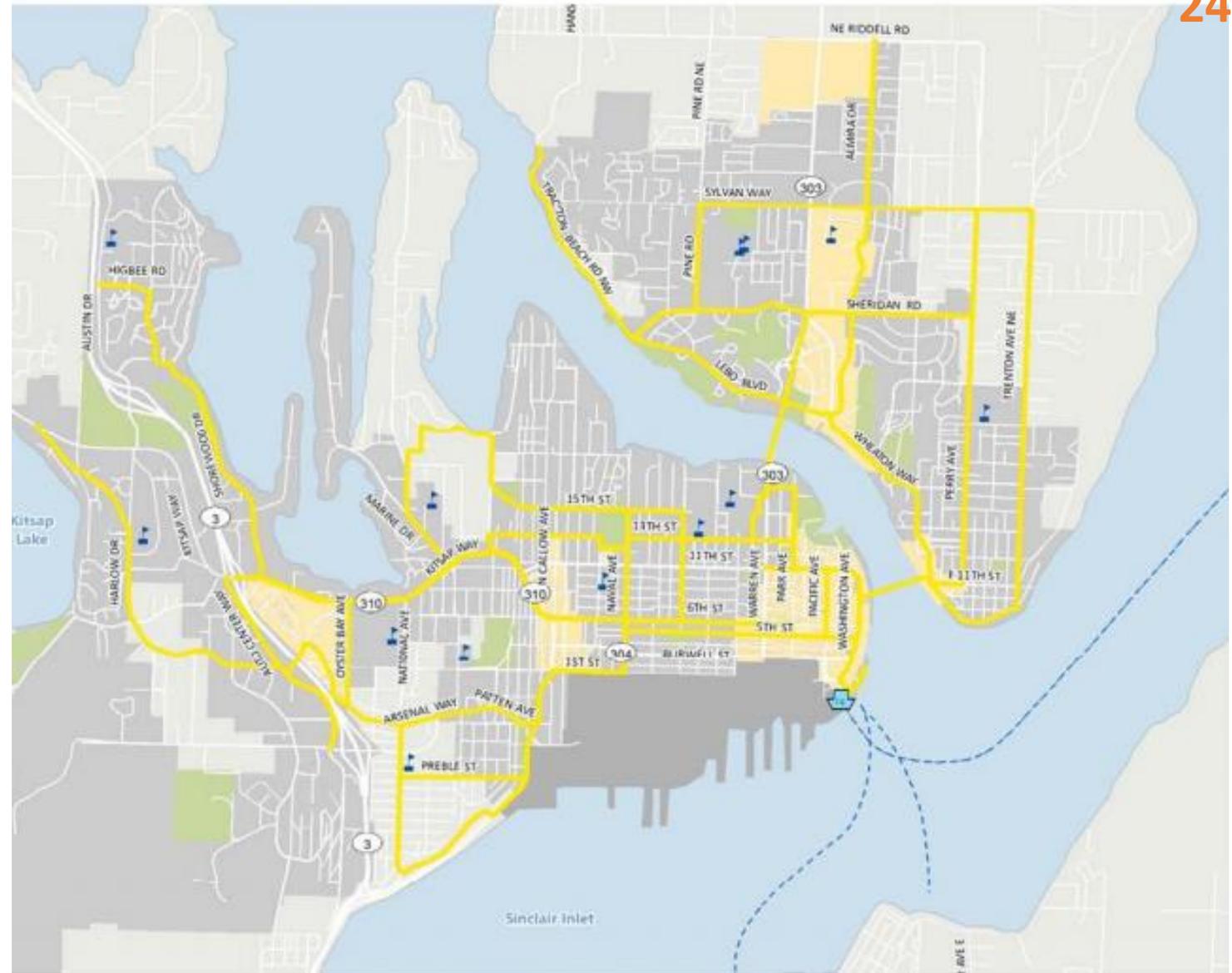


Transit



Planned Bike Priority Network

- Comprehensive Plan
Transportation Appendix Figure 19



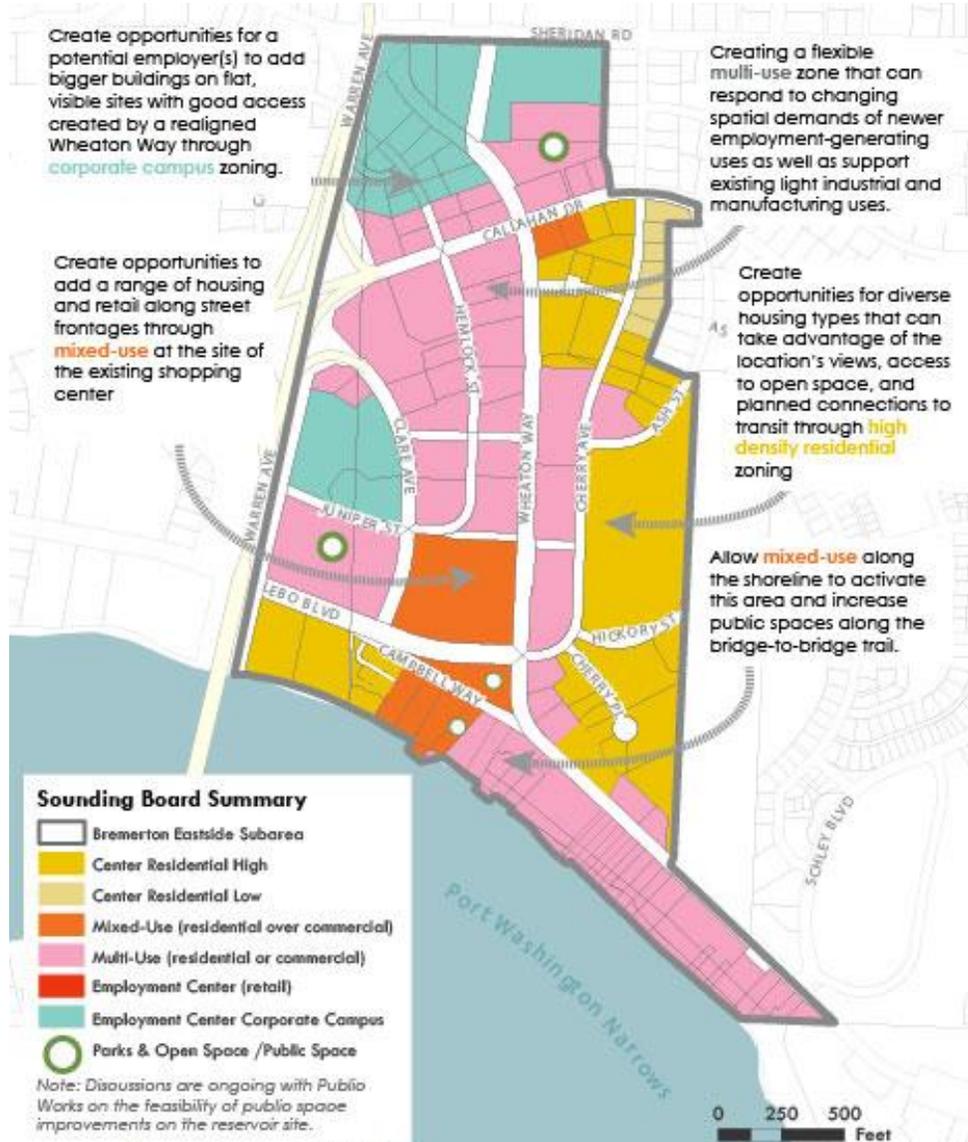
Transportation

Type of Impact	No Action	Residential Focus	Employment Focus
Auto and Freight	Queuing impact at one intersection	Queuing impact at one intersection	Two LOS impacts and queuing impacts at three intersections
Transit	Queuing impact at one intersection	None	None
Pedestrian & Bicycle	None	None	None
On-street Parking	None	None	None
Safety	None	None	None
Greenhouse Gas Emissions	None	None	None
Emissions per Capita (MTCO ₂ e)	332	321	321

- No Action**
 - Bike Lane
 - Shared Use Path
- Residential Focus**
 - Bike & Ped Improvements
 - Bike Lane
 - Shared Use Path
- Employment Focus**
 - Callahan Dr Underpass
 - Wheaton Way Realignment
 - Bike & Ped Improvements
 - Bike Lane
 - Shared Use Path
 - SR 303 Roundabout



What We Heard: Sounding Board Input



A realignment of Wheaton Way could be a great opportunity.

Activation along the shoreline is a good idea

Housing would be a good use to add to this area.

Maintaining flexibility will be key to a resilient economy.

What We Heard: Community Input

Vision and Alternative Preferences

- Support for vision and guiding principles
- Most respondents preferred the Residential Alternative

Specific comments by Alternative include:

Residential Focus

- Expand open space on the waterfront
- Expand multi-use (residential or commercial), particularly along Wheaton Way
- Consider the need for parking and transit for those visiting
- Remove low-density residential
- Add a protected bike/ped lanes that connects to other parts of the city

Employment Focus

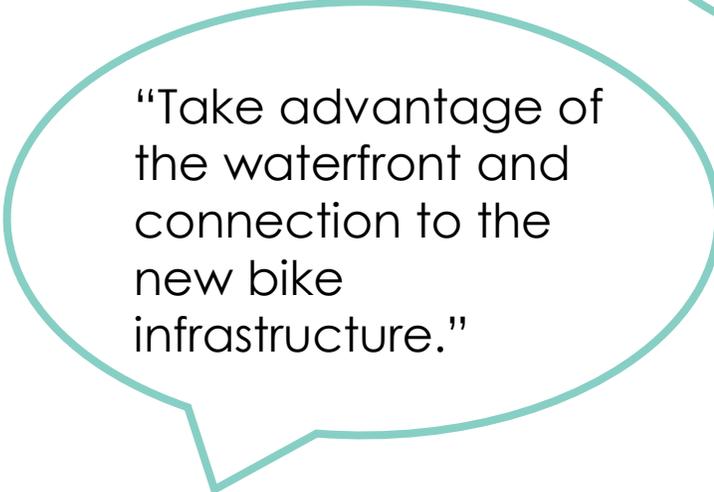
- Address need for housing
- Uncertain market demand for this level of commercial space, especially during economic downturns
- Does not address need for parking



“Let’s define what a healthy community is, and then build it.”



“Make it more bike, pedestrian, and transit-friendly.”



“Take advantage of the waterfront and connection to the new bike infrastructure.”



“Go Bremerton!”

Planned Adjustments to Plan/Code

Non-motorized Connectivity:

- Consider Lower Wheaton Way as an alternate north-south bicycle route through the EEC.

Transit

- Review transit demand and travel time. City's level of service is related to transit stop amenity completeness.

Transportation

- Add trucks to policies.
- Require bike parking to be indoor or outdoor-covered.
- Address micro-mobility.
- Coordinate efforts as needed with SR-303.

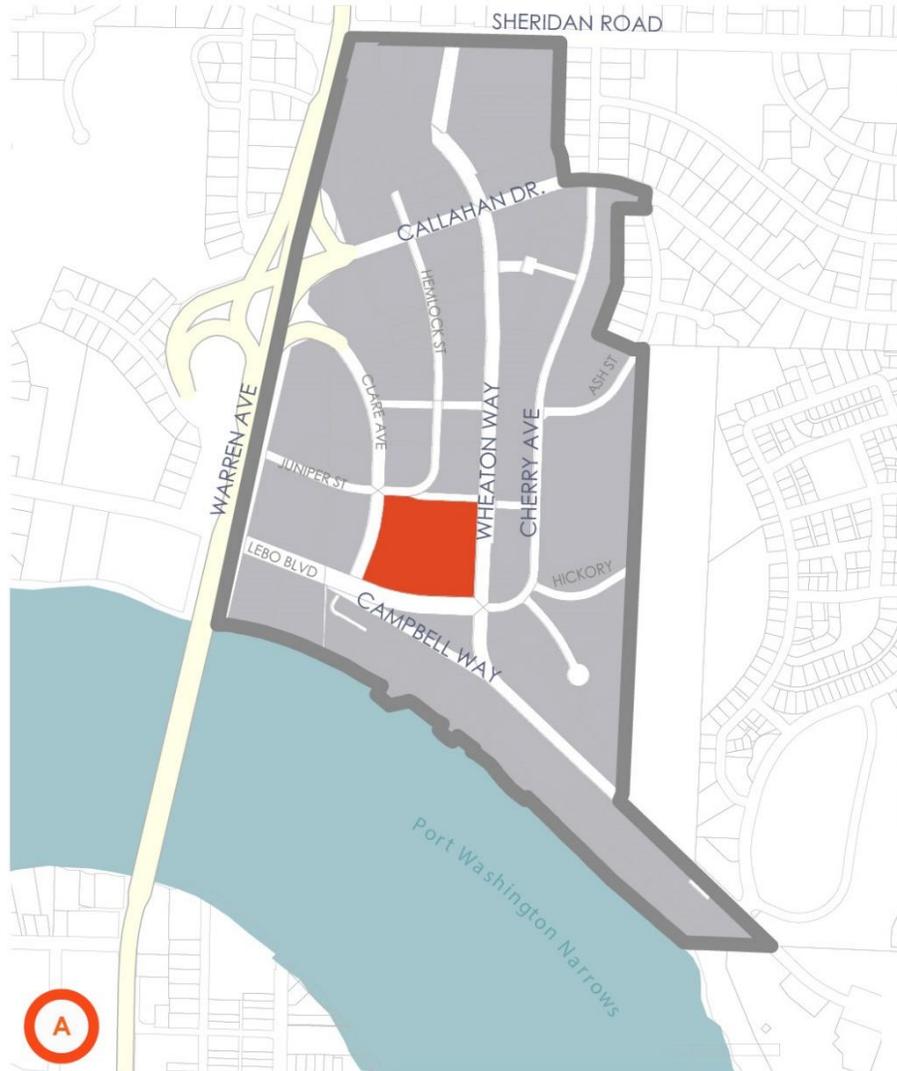
Development Regulations:

- More details on form-based zoning which allows for a wide variety of uses provided design is compatible.
- Amend Draft Plan prohibited uses to prevent big box, commercial parking, or other lower intensity uses that do not fit the character of the current area.

Direction on Preferred Alternative

Shared Screen Discussion

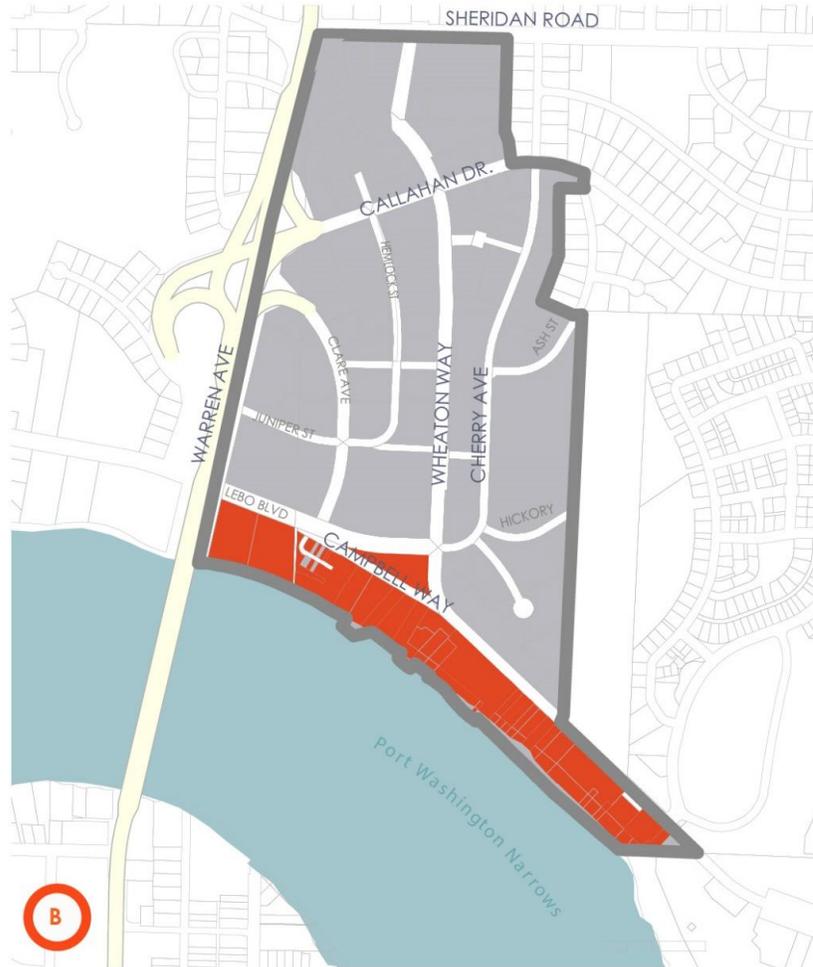
Direction on Preferred Alternative: **A**



What we Heard

+ Seek opportunities to add housing along with pedestrian-oriented retail to add amenities that residents, employees, and visitors can walk to.

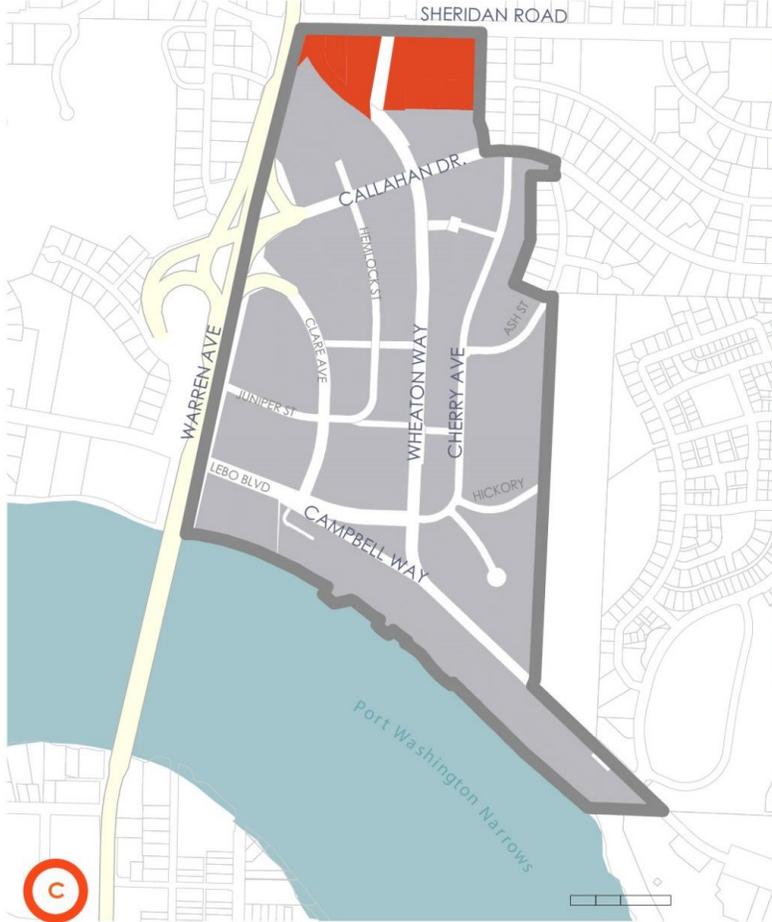
Direction on Preferred Alternative: **B**



What we Heard

- + Tie into the popular bridge-to-bridge trail and take advantage of recent street improvements.
- + Expand public space along the waterfront and activate the shoreline.

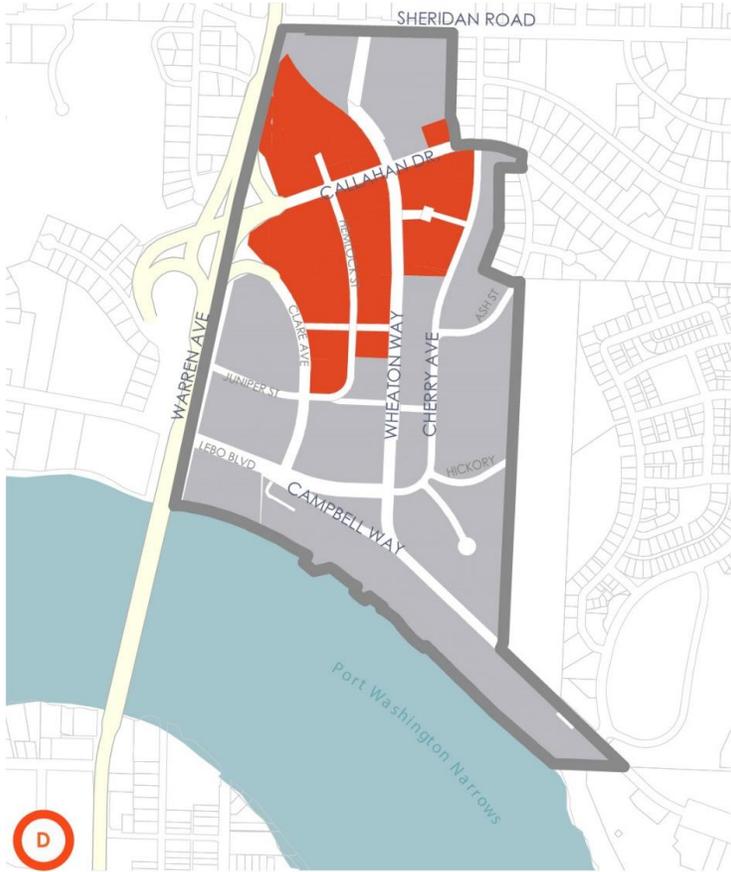
Direction on Preferred Alternative: C



What we Heard

- + This would be a good place for a large employer to locate since there are large, flat parcels with high visibility and good access
- + A public investment to realign Wheaton Way could be a way to incentivize development
- + Commercial uses along Sheridan Rd. could support a mix of uses in this location.

Direction on Preferred Alternative: **D**



What we Heard

- + Encourage uses that are flexible to market conditions and promote economic vibrancy
- + Bremerton has traditionally been strong in manufacturing and building on /growing what we have already rather than recruiting a new sector would be easier. Recruiting is a tough game, homegrown is much better.
- + Higher density residential would be a good fit in the area between Cherry Ave and Wheaton Way, south of Callahan Dr.

Direction on Preferred Alternative: E



What we Heard

- + Expand residential use on the Harrison Hospital site since housing is a key need and there is uncertain market demand for this level of commercial space, especially during economic downturns
- + Take advantage of views from this location
- + There is considerable office and retail space in Downtown and along SR 303 that is wanting for customers, how can this area complement and not compete with these other areas?
- + Add connectivity through additional street connections on this site.

Next Steps

- **Planning Commission: April - June**
 - Study Session
 - Hearing
 - Deliberation

- **City Council: June-August**
 - Briefing
 - Hearing
 - Deliberation

// Appendix

- Market Analysis summary

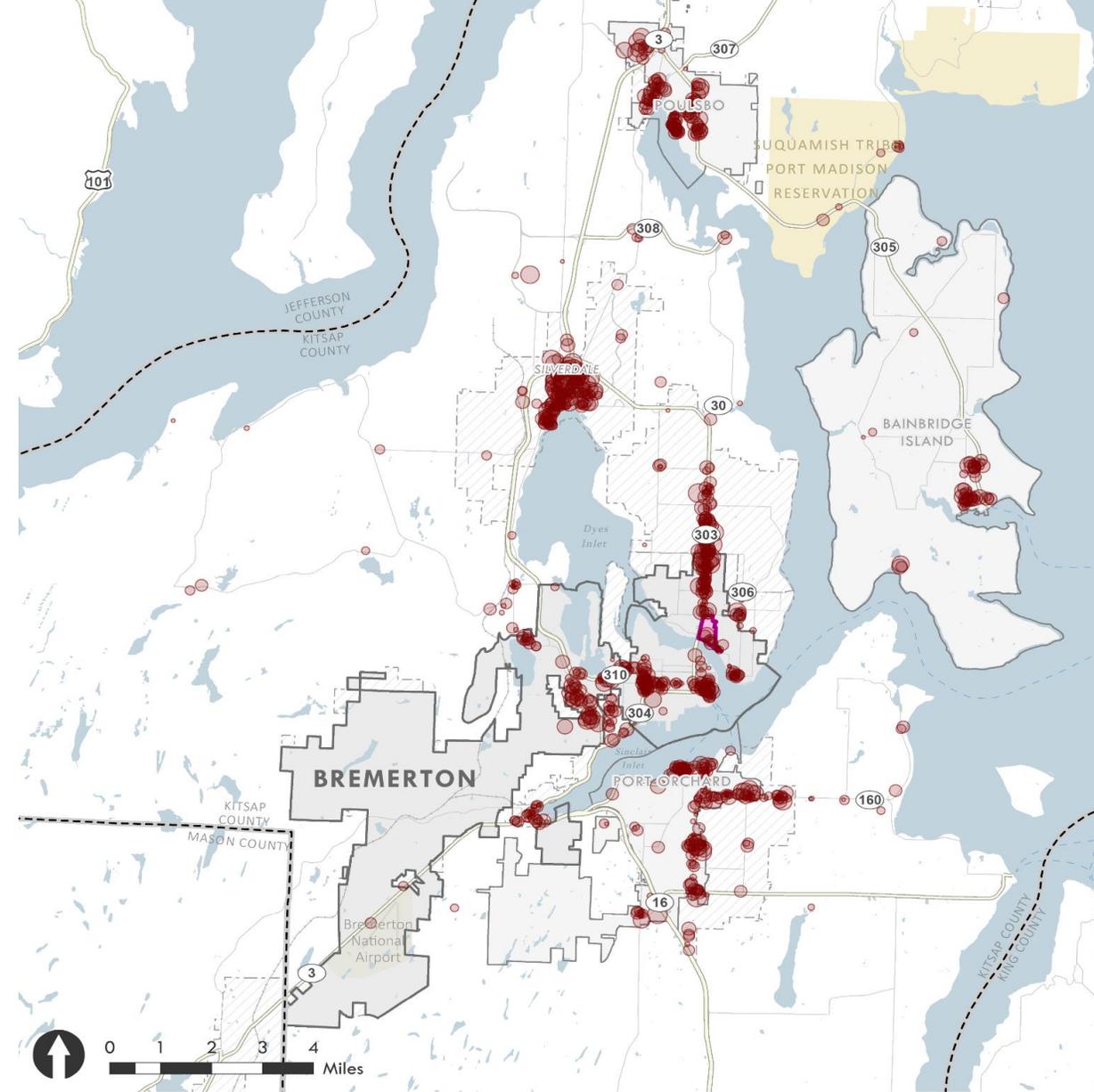
Market Analysis

- Examination of market conditions for:
 - Office commercial
 - Retail commercial
 - Multifamily
 - Hotel / hospitality
- Options
 - Hospital redevelopment – employment campus
 - Institutional uses
 - Mixed uses
- Broader strategies
 - Vision/Story
 - Link Efforts
 - Incentives
 - Infrastructure

Market Analysis

Key conclusions about the retail market in Bremerton and broader Kitsap County for this study include the following:

- **Retail vacancy rates in the City of Bremerton are low after peaking after the recession.**
- **Rents for retail spaces are recovering but are not yet at pre-recession levels.**
- **Retail within the study area would be challenged to compete with highway-oriented commercial along WA-303.**
- **There may be a potential for retail as part of new mixed-use development.**

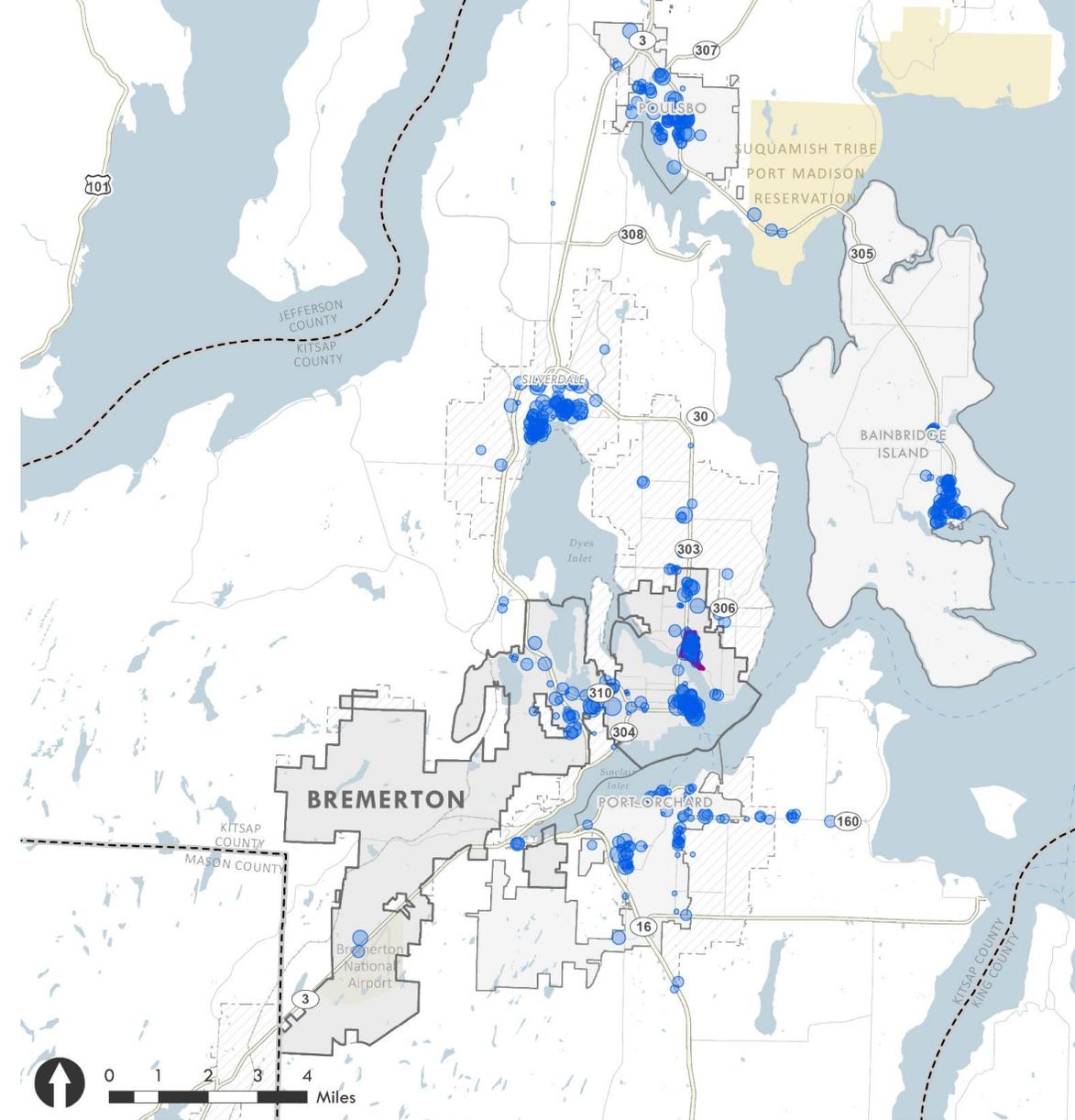


Location of Retail Commercial
Rentable Building Area

Market Analysis

Key conclusions about the office market in Bremerton and broader Kitsap County for this study include the following:

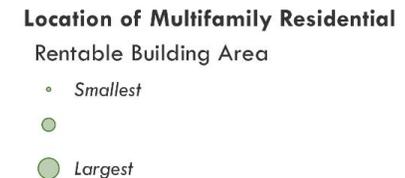
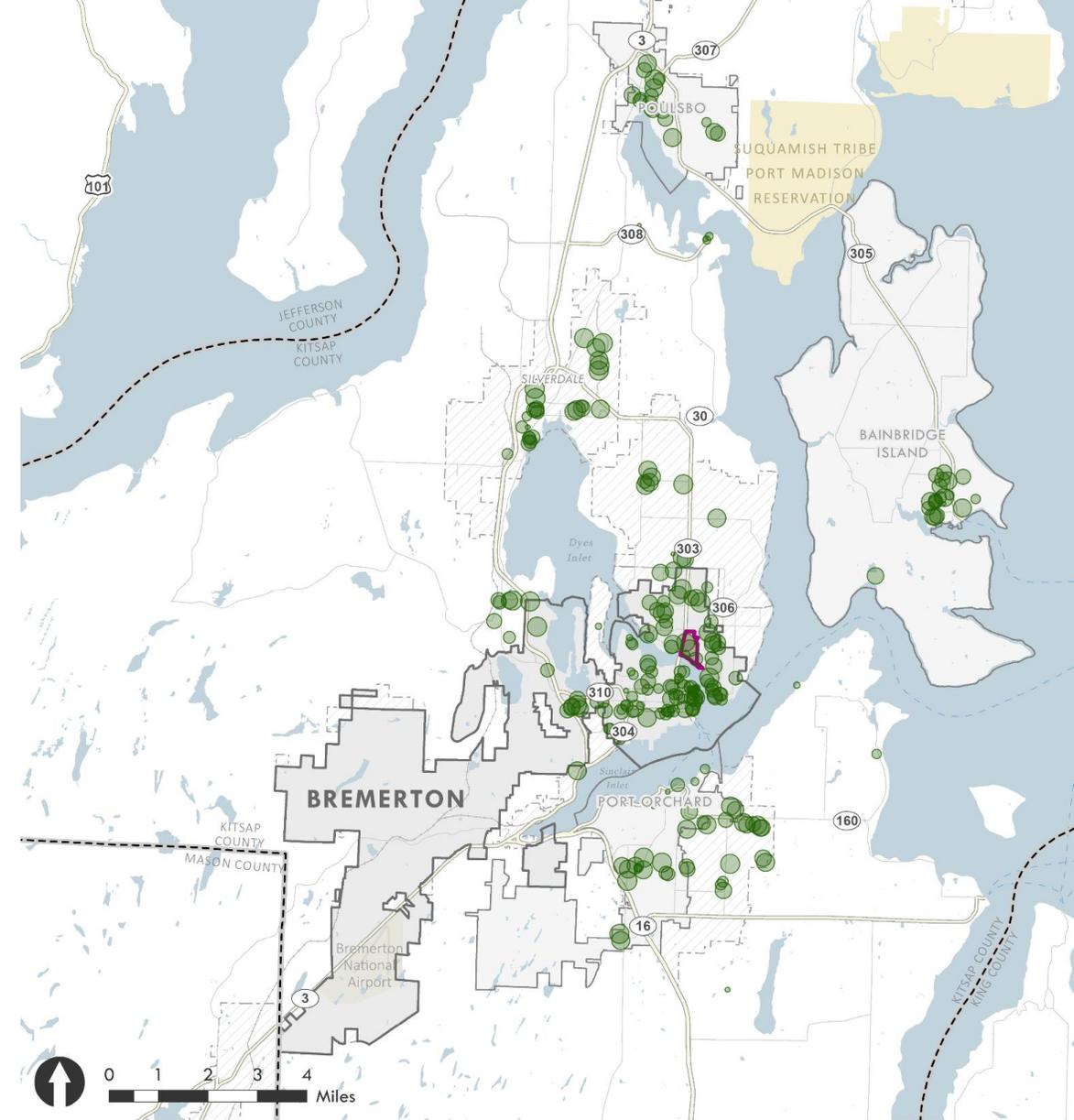
- Office rents in the city are approaching pre-recession levels.
- Vacancy rates in the downtown are significantly higher than in the city overall.
- Office development in the city has been minimal.
- Older downtown commercial buildings may complicate business attraction



Market Analysis

Key conclusions about the multifamily residential market in Bremerton and broader Kitsap County for this study include the following:

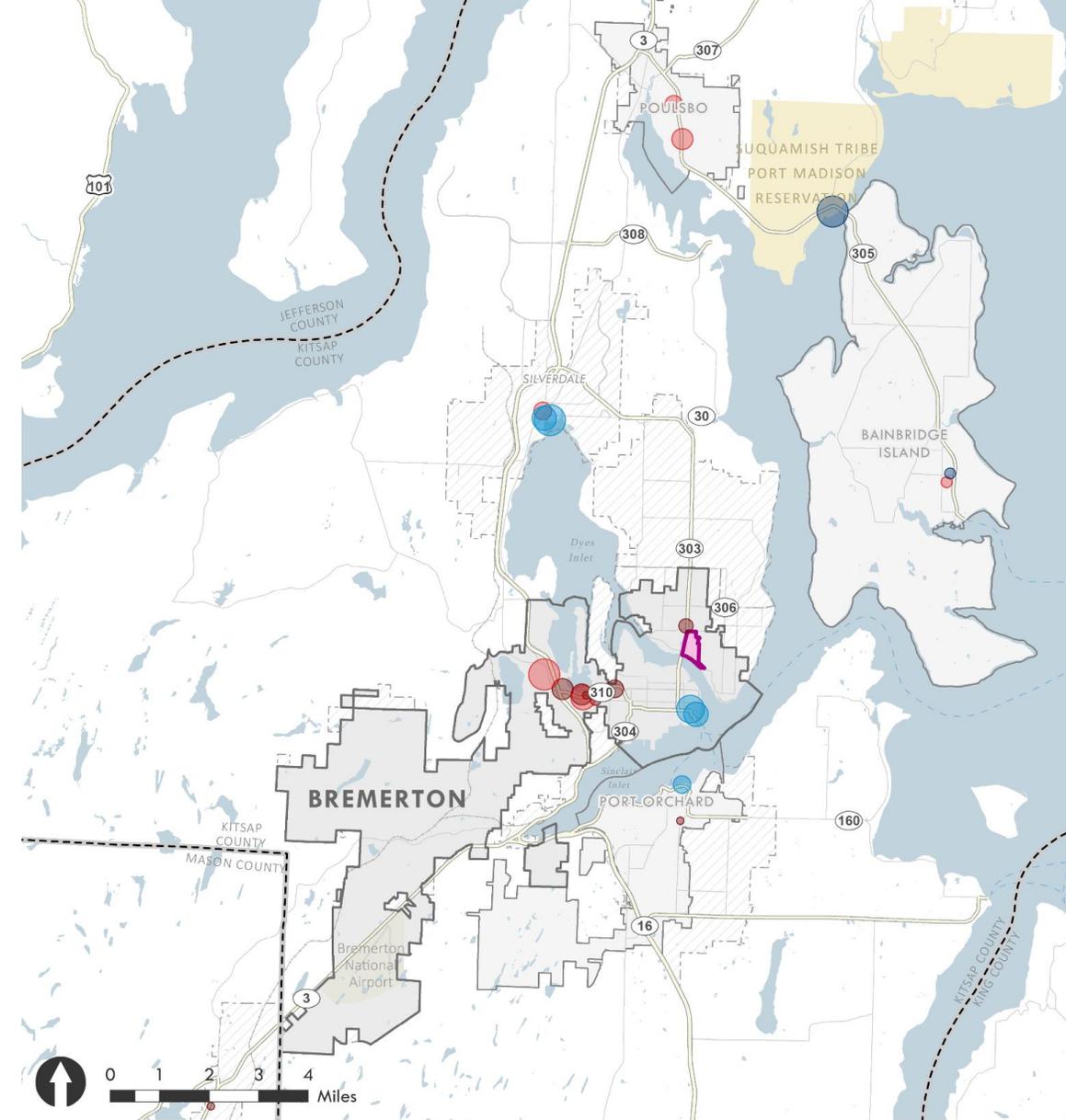
- **Steady increases in multifamily rents and declines in vacancy rates suggest a tightening market.**
- **Downtown multifamily housing redevelopment could potentially compete with future efforts in the study area.**
- **Senior-oriented housing may also be an option for the study area.**



Market Analysis

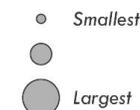
Key conclusions about the hospitality market in Bremerton and broader Kitsap County for this study include the following:

- **The local market generally has a supply of rooms that can meet current demand for accommodations.**
- **Local room rates have not suggested a tightening supply.**
- **Competition from new hotel development in downtown Bremerton would be challenging for new accommodation options in the study area.**
- **Regional hotel development may also pose a challenge to expanding accommodation offerings.**
- **Accommodations for long-term stays may be in greater demand during modernization projects for the Puget Sound Naval Shipyard.**



Location of Hotels

Number of Rooms



Quality



Market Analysis

Recommended Strategic Direction

Based on the assessment and review conducted in this study, there are several key strategic recommendations regarding a direction with the Eastside Employment Center:

- **Disposition of the hospital site.** A major factor in the development of the neighborhood will be the disposition of the Harrison Medical Center site. Whether the site is fully or partially reused, or the building is demolished, and the site is redeveloped, the size and potential intensity of activities on this property will present auxiliary demand for other uses in the neighborhood and shape the need for other supporting infrastructure.
- **Office development.** New office development, either as standalone development or a part of a small business park or campus, will be unlikely given current vacancy rates, a lack of recent development, and historic employment trends. Incorporating large-scale office development as part of a vision will not likely be feasible at this time. If local office demand does increase, however, the Center may be competitive with Downtown Bremerton because of greater access to parking as well as younger and cheaper real estate stock.
- **Military-related development.** Military-related development, either by government agencies or private-sector contractors, is possible but unlikely. While there are space limitations on current installations, security restrictions will be a significant concern and will constrain the use of property. Although space could be marketed to private-sector contractors, the need for local space is unclear as many of these businesses do not need to be located locally. Even if development is sited locally, it would need to compete with locations in downtown (which would be more accessible to Naval Base Kitsap-Bremerton) and in PSIC-Bremerton (which would allow land uses that may conflict with nearby residential uses).

Market Analysis

- **Retail commercial development.** While there will likely be some demand for retail development from an increasing population, competition from highway-oriented retail along WA-303 will be challenging, especially given access limitations into the Center. Smaller-scale retail could be incorporated as part of residential growth in the neighborhood but should be incorporated at a scale consistent with local needs.
- **Multifamily development.** Multifamily development will likely be a primary consideration for new development, and some developers have been pursuing new projects in this neighborhood. The stock of available multifamily housing does tend to skew older, with most units in the city built or refurbished before 1980. Although there has been some notable recent development, including in the downtown, it will be necessary to provide additional higher quality housing options to meet ongoing demands for growth and help to attract and retain local talent.
- **Seniors housing and intergenerational communities.** Given the location of two seniors housing projects and associated medical uses, there is the potential to encourage further seniors-oriented housing and services in this neighborhood. Additional planning would be necessary to provide supporting infrastructure to meet the needs of an older community, but consistent planning for an aging population can help to ensure that this growing segment of the population will receive necessary services. This could even work to support an intergenerational neighborhood that would provide housing for a range of different age cohorts and lifestyles.
- **Long-term transitioning of uses.** Long-term strategies will be necessary for the City to provide support for the transition of uses in the Center. Although some developers are intending to site multifamily development projects in the Center, coordinating supporting infrastructure and managing the Harrison Medical Center site will require City oversight.

Market Analysis

Development Actions

The following action strategies have been identified to supplement the subarea planning process as the City examines its approaches to spurring new activity in the Eastside Employment Center. These development actions are expected to be iterative through the process, especially as the City works with stakeholders and partners to implement planning for the area and should become more specific and detailed as the vision and goals of the area are refined. Note that Actions 1 through 3 are related specifically to the Harrison Medical Center site and can be pursued immediately.

- **Action 1: Continue Dialogue with CHI Franciscan**
- **Action 2: Continue Dialogue with Naval Base Kitsap Bremerton**
- **Action 3: Identify Potential Opportunities for Commercial Business Attraction**
- **Action 4: Pursue a Flexible Collection of Uses**
- **Action 5: Develop a Neighborhood Narrative**
- **Action 6: Promote Projects that Fit the Vision**
- **Action 7: Explore Incentives for New Development**
- **Action 8: Prioritize Infrastructure Investments for the Area**
- **Action 9: Provide Funding Support for Implementation**
- **Action 10: Measure Accomplishments from the Plan**