

(DRAFT) AGENDA
Special Meeting – Bremerton Planning Commission
(Subject to PC approval)
January 23, 2023
5:30 P.M.
345 6th Street, Bremerton
First Floor Chambers

Zoom Meeting Option

<https://us02web.zoom.us/j/87444437547?pwd=dTIKYlhna2Y3OXorWVJIdnNVZmFMQT09>

Webinar ID: 874 4443 7547

Password: 208937

One tap mobile:

+1 253 215 8782, 89352835142#
US (Tacoma)

Dial by your location:

+1 253 215 8782 US (Tacoma)
+1 669 900 6833 US (San Jose)

I. CALL TO ORDER

II. ROLL CALL

III. APPROVAL OF THE AGENDA

IV. APPROVAL OF MINUTES: November 21, 2022 meeting

V. PUBLIC MEETING

A. Call to the Public: Public comments on any item not on tonight's agenda

B. Call to the Public: Public Comments on the Determination of Significance and Scoping of the Comprehensive Plan Environmental Impact Statement (EIS)

C. Workshop:

1. Land Use chapter of the City's Comprehensive Plan for the 2024 Update

VI. BUSINESS MEETING

A. Chair Report: Richard Tift

B. Director's Report: Andrea Spencer

C. Old Business:

D. New Business:

VII. ADJOURNMENT: The next special meeting of the Planning Commission is Monday, February 27, 2023 (held one week later than usual due to President's Day)

Planning Commission meeting packets are available on-line at
<http://www.BremertonWA.gov/AgendaCenter/Planning-Commission-4>

DRAFT

Subject January 23, 2023, Approval

CITY OF BREMERTON

PLANNING COMMISSION MINUTES OF VIRTUAL MEETING November 21, 2022

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 Rich
Commissioner Coviello
Commissioner Flemister
Commissioner Mosiman
Commissioner Wofford

Staff Present

Garrett Jackson, Planning Manager, Department of Community Development
Kate Millward, Planner, Department of Community Development
Christina Raine, Project Assistant, Department of Community Development

Commissioners Excused

Commissioner Pedersen

Quorum Confirmed

ELECTION OF OFFICERS

COMMISSIONER WOFFORD MOVED TO NOMINATE COMMISSIONER TIFT TO SERVE AS CHAIR OF THE COMMISSION IN 2023. COMMISSIONER COVIELLO SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

COMMISSIONER WOFFORD MOVED TO NOMINATE COMMISSIONER RICH TO SERVE AS VICE CHAIR OF THE COMMISSION IN 2023. COMMISSIONER FLEMISTER SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

APPROVAL OF MINUTES

COMMISSIONER WOFFORD MOVED TO APPROVE THE MINUTES OF OCTOBER 17, 2022, AS SUBMITTED. COMMISSIONER MOSIMAN SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

CHAIR CALL FOR MODIFICATIONS TO AGENDA

The agenda was accepted as presented.

PUBLIC MEETING

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

Chair Tift invited comments from citizens.

Jim Kline, Interim Vice President, Callow-Charleston Business Association, thanked Mr. Jackson for the presentation he gave at the Association's last meeting. He did an outstanding job helping to lay the groundwork for the Association's involvement in developing the Callow area. In the year he has been involved in the organization, every contact he has had with the City has ended in great results. He also thanked the Planning Commissioners for the work they have put into the redevelopment plan for the Callow-Charleston Business Area. He specifically thanked Commissioner Flemister for helping bring the group of merchants and owners together, adding that they are starting to see things happen in the area.

Workshop: Economic Development Chapter of the City's Comprehensive Plan for the 2024 Update

Mr. Jackson advised that, at this workshop, staff will provide an overview of the existing Economic Development Chapter of the Comprehensive Plan. Following the presentation, the public and Commissioners will be invited to provide feedback on how the chapter can be updated and improved. He reviewed that the current vision in the Economic Development Chapter reads as follows: *"As the only Metropolitan City within Kitsap County, Bremerton expects to substantially expand employment and job variety over the next 20 years to support a growing economy and lifestyle diversity within the region."*

Mr. Jackson explained that "Metropolitan City" is a defined term of the Puget Sound Regional Council (PSRC), and there are only five designated metropolitan cities within the entire group (Bellevue, Bremerton, Everett, Seattle and Tacoma). He provided a graph from the PSRC's Vision 2050, which illustrates the amount of growth these five cities are expected to absorb, noting that Kitsap County has a much smaller expectation than the other four counties that make up the PSRC. He advised that, as each element of the Comprehensive Plan is updated, the focus will be on the population and job growth targets. It is very important that the public understands that they are expecting the City to grow to nearly 64,000 residents by 2044, which is an increase of more than 30% over the current population. Additionally, the City is expected to absorb over 58,000 jobs by 2044, which is an increase of about 25%.

Mr. Jackson advised that the current Economic Development Chapter identifies the following five goals:

- **Goal 1 – Support expansion of commerce by diversifying and expanding Bremerton's commercial base.** Most recently, a show of support would be development of the Amazon site in the Puget Sound Industrial Center (PSIC) that provides over 200 new jobs. Additional development is on the horizon in the PSIC, including Event Tech, which is a maritime industry facility greater than 58,000 square feet, and The Circuit of the Northwest, which is an Entertainment Venue that is planned for races, music, etc.
- **Goal 2 – Revitalize Bremerton's commercial districts by upgrading and enhancing the aesthetic quality of existing buildings and street frontages.** A great example that has occurred since the plan was updated in 2016 is the redevelopment of Wheaton Way. The former Lowe's building has been redeveloped and is fully occupied with government services and office jobs. Other future development on the Wheaton Way Corridor includes a subdivision and tenant space.
- **Goal 3 – Facilitate physical improvements to commercial districts through tax incentives, intergovernmental programs, and private/public partnerships.** The most pronounced example would be the City's multifamily tax exemption (MFTE) Program, which has brought about the development of hundreds of multifamily and single-family residential units on the Wheaton Way Corridor. In addition, they are expecting the Marina Square Project to open for occupancy soon. These projects are all participating in the MFTE Program. The City also continues to be an economic supporter of the Quincy Square Project, both through applied grants and direct assistance.
- **Goal 4 – Recognize the relationship between transportation and economic development by working collaboratively with other governmental agencies to improve multi-modal transportation options and routes.** The fast-ferry expansion continues to progress, with an all-electric option being studied. The Navy is a key player in the City's transportation system. The Navy and City are moving forward with a \$750,000 transportation study, and the results are expected later next year. He commended Kitsap Transit, the purveyor of the fast-ferry system, as well as the extensive bus system.

DRAFT

- **Goal 5 – Advance efforts to establish a regional perception of Bremerton as a welcoming, attractive and business-friendly city.** The City accomplishes this through the work of the individual City departments, Greater Kitsap Chamber of Commerce, Manette Business Association, Downtown Business Association, Charleston Business District, etc.

Mr. Jackson shared an overview of some economic data for the City of Bremerton from the American Community Survey done by the United States Census Bureau. Since the last time the data was collected for the Comprehensive Plan, there has been some pretty drastic shifts:

- The number of families making less than \$50,000 a year has decreased as a segment of the population, and the number of families making more than \$150,000 has more than doubled. This points to gentrification that is occurring in the City.
- About 25% of Bremerton residents have a bachelor’s degree or higher, and the employment rate is approximately 48%.
- The population without health insurance is about 7%.
- Management, business, science and art occupations increased, while all other occupations decreased or were somewhat stagnant.
- There has been a 6% increase in people walking to work, and about a 3% increase in people working from home. There has been a steep increase in home occupation permits, with approximately 200 finalized already in 2022. All other modes of transportation fluctuated a little less.

Mr. Jackson referred to the PSRC’s Opportunity Index, which measures education, economic health, housing and neighborhood quality, mobility and transportation, and health and the environment. Bainbridge Island measures very high for opportunity in the area, whereas Bremerton has the highest concentration of a low-opportunity index for all of Kitsap County. The United States Census supports this with data indicating that 14.8% of all Bremerton residents live in poverty, as opposed to the 8.3% for Kitsap County as a whole.

Mr. Jackson reviewed that at the Planning Commission’s May 22nd meeting, staff presented three economic market studies with the overriding message that the Federal Government is the mainstay of the county’s economy. The County’s share of total military employment far surpasses the other military communities in the country. At a Fall 2022 forum, the Kitsap Economic Development Alliance shared a number of factors about how the maritime industry is strong within the County. They also shared that Washington State unemployment was down to 3.7%, and wages were increasing dramatically but not keeping up with inflation. The overall message was that future federal contracting, particularly with upcoming defense spending, should be the focal point of the community’s economic development efforts.

Mr. Jackson reviewed some of the City’s significant employers:

- Naval Base Kitsap (NBK) is the largest employer in Kitsap County, and its overall economic impact was estimated to be around \$4 billion. The base employs as many as 23,000 workers. The Puget Sound Naval Shipyard (PSNS), a tenant of NBK, employs about 12,500 workers; about 36% of these workers live in the City of Bremerton. The City is expecting a multi-mission dry dock to be installed at the PSNS in the future, but they don’t currently have any estimates about the economic impact this project will bring to the community.
- The City of Bremerton has a budget of about \$224 million and employs approximately 400 workers. The Capital Improvement Plan for 2023 is estimated to be about \$10.7 million, with additional millions of dollars being contributed via the Community Development Block Grant (CDBG), the Abatement Fund, and the Lodging Tax Fund.
- For 2019-2020, Olympic College contributed \$204 million to the Kitsap and Mason County economies. They employ about 782 full and part-time staff. Olympic College graduates earn about \$11,800 more per year compared to a person with just a high school diploma. For every dollar students invest in their Olympic College education, they receive \$6.60 in future earnings.
- Per 2018 numbers, the Port of Bremerton has an economic output of approximately \$1.2 billion, as well as 5,600 jobs and \$348 million in labor income in Kitsap County. The Port owns approximately 1,700 acres of the Puget Sound Industrial Center (PCIS), and about 2,500 port-related jobs were reported in 2018, about 1,000 more than in 2015. The Port also owns Bremerton Marina, which has 220 permanent slips and 80 to 100 guest slips.

Mr. Jackson advised that staff continues with outreach to economic stakeholders. They met with the Charleston Business District on November 15th and the Greater Kitsap Chamber of Commerce on November 16th. Both interactions were positive, with a lot of questions about development standards. They anticipate putting together a task force to work directly with the City on economic development. Staff will attend a Downtown Business Association meeting on November 22nd and a Manette Business Association meeting on December 5th.

At the request of the Commission at their last meeting, **Mr. Jackson** provided an update on the Community Survey responses, noting that a more complete summary of the responses would be provided after the survey closes on February 1st. The City has received 43 responses to date. He reviewed the responses as follows:

- **Question 1 – Please rank Bremerton’s most attractive qualities.** The overall score indicates that the listed qualities were evenly ranked by the respondents. Some respondents wrote in additional qualities, such as honoring the City’s military foundations, having a strong culture of inclusion for all types of people and culture, small town living with the conveniences of a large nearby city, diversity, having a historical city center, and transportation system. There were also some constructive criticism notes, including that the ferry system doesn’t supply easy access to Seattle, the need to increase public safety, and the shoreline has resulted in less public access.
- **Question 2 – In 2022, what is Bremerton’s most important issue?** Overall improvements to the City’s infrastructure and roads were very important, but the number one issue was housing choice and affordable housing. Another high priority was revitalization of the City’s commercial areas. Write in suggestions included improving Washington State Ferry service, thinking about how the elements are connected to one another instead of isolated, and homelessness and crime.
- **Question 3 – What should the City focus on improving during the next 20 years?** Revitalizing commercial areas was identified as most important to respondents, followed by affordable housing and housing options and improvements to the City’s infrastructure. Write-in comments included maintaining the feeling of openness in the City and no changes to density, limiting building heights to seven stories, stopping the spread of commercial growth and encouraging growth in the remainder of Kitsap County instead of Bremerton, improving downtown with stores and restaurants, improving the City’s infrastructure, improving public spaces, becoming a thoughtful, sustainable, affordable pleasant place to live with original, thriving small mid-sized businesses engaged in the community while providing a minimal environmental impact, housing of all price ranges, revitalizing commercial areas, and alleviating homelessness and blighted areas.
- **Question 4 – The City’s current Comprehensive Plan has a vision statement that emphasizes economic vitality, jobs, housing, recreational opportunities, and diversity of lifestyles. Is this a vision that still has applicability and should be carried forward?** The overall message is that the existing vision statement is still very valid or mostly valid. Some write-in comments identified items that were missing from the vision statement, including maintaining public spaces, high standards of living, more citizen input and racial equity.
- **Question 5 – If you had \$100 to spend on the topics below, how would you spend it?** The money was spread pretty evenly, particularly amongst the top four: affordable housing (\$950), improved transportation (\$835), improved parks and public open space (\$825), environmental protection (\$715) and improved police services (\$595). Other topics included improving sidewalks and roads, encouraging PSNS to build parking structures, improving parking, investing in overall retail cores such as Charleston, East Park, Sixth Street and Evergreen Park area, revitalizing schools and downtown core, providing facilities and services that address homelessness and mental health, restrooms for the homeless, and quality medical access.
- **Question 6 – If you could change one thing about Bremerton, what would it be?** The number on response was traffic related issues (11), followed by revitalization of downtown (7), housing and homelessness (5), appearance (2) and zoning (2). There were 14 other comments that included improvements to schools, a hospital system, safety, tree retention, creating a single Bremerton business district, employment opportunities and encouraging the City to expand its jurisdictional boundaries.

- **Question 7 – Throughout the 2024 Comprehensive Plan Update, the City of Bremerton will conduct many public meetings to engage the community. What is your preferred method of participating in this process?** The majority of people indicated they would prefer to engage through surveys via social media, websites, or email. This supports the City’s plan to do additional surveys. The second choice was via Zoom/in-person hybrid meetings.

Mr. Jackson advised that demographic data was also collected via the survey:

- **How long have you lived and/or worked in Bremerton?** A large number (19) of the respondents indicated they had lived in the City for more than 20 years, and 15 answered that they had lived in the City for five or less years.
- **If you live in Bremerton, do you own your home?** The majority (37) of the respondents were homeowners.
- **What is your race?** The vast majority of the respondents were white (31). There were no black or African American or American Indian or Alaska Native respondents. This points to a need for the City to encourage outreach in these particular demographics.
- **What is the highest level of education you have completed?** The majority of respondents (30) had either a bachelor’s or graduate degree, which represents a disproportionate part of the City’s population since only 25% of Bremerton residents have a bachelor’s degree or higher.
- **What is your age?** Most of the respondents were between 26 to 41 years old (20), followed by 42 to 57 (10) and 58 to 76 (11).
- **What is your household income?** Twenty-six respondents reported incomes over \$100,000, which represents a disproportionate amount of the City’s population.

Mr. Jackson announced that the Commission’s next meeting on January 23rd will focus on the Land Use Element of the Comprehensive Plan. He shared a chart outlining the work schedule for the Comprehensive Plan Update, as well as a map showing the updated physical locations where flyers for upcoming public meetings will be posted. Additional locations include several park kiosks, as well as the Marvin Williams Center. Staff is coordinating with the Manette Business Association to have a table at the Manette Winterfest event on December 2nd.

Mr. Jackson concluded his presentation by once again inviting the Commissioners and public to provide feedback on the existing Economic Development Chapter of the Comprehensive Plan.

Chair Tift invited public comments, but there were none.

Commissioner Wofford observed that redevelopment of the downtown business districts is really constricted by the seismic stability of the existing buildings. He asked staff to have a discussion with the Public Works Department and the Downtown Business District about what could be done to make the buildings safe and suitable for small businesses, which are fundamentally needed for the downtown to prosper. **Mr. Jackson** said he could relay that message to City staff.

Commissioner Coviello asked if there is money in the budget to do a citywide mailer. He suggested this would be one way to engage some of the underserved communities. **Mr. Jackson** responded that a mailer was sent to every resident and property owner within the City, advertising the Comprehensive Plan process, and they plan to send additional mailers out as they work through the process.

Commissioner Mosiman referred to Goal ED1, which talks about encouraging adaptive reuse of existing commercial structures. He recalled that, at a recent meeting, a presenter commented that the high vacancy rate for office space is due to a lack of parking options. If the City wants to encourage adaptive reuse of the buildings, they need to address the parking issue. He also referred to Goal ED4, specifically Implementing Policy ED4(A). He commented that, although the Economic Development Chapter addresses the entire City, the lack of parking for ferry commuters and NBK is primarily a problem in the downtown area. He suggested that this goal belongs in the Downtown Subarea Plan, instead. He questioned what could be done to make it easier for the rest of Kitsap County residents to easily come to downtown Bremerton. Given the future of electric vehicles (EVs), the Comprehensive Plan should address the need for supporting infrastructure for all types of transportation modes. **Mr. Jackson** said there is a great discussion about parking in the joint transportation study with NBK. In addition to the downtown area, parking problems have expanded into the neighborhoods. He commented that some of the solutions being considered are more regional in scope, as far as providing parking garages further away from downtown and

providing shuttle services. A parking garage is already an allowed use in the Downtown Subarea Plan in certain zones, and there is no proposal to change that. However, he agreed that the plan should address commuter parking and EV infrastructure.

Commissioner Mosiman said he likes the idea of dispersed parking areas for commuter traffic, with a shuttle service. However, that won't be an attractive option for bringing people to downtown Bremerton who want to shop, dine or visit. They must address parking for commuters as well as visitors/commerce.

Vice Chair Rich said she thinks of the Economic Development Chapter as the City's guiding strategy for the future. She noted that while living wage is called out in Policy ED1(D), she would love to see even more about employees and future employees and their experience. This could include language like "prioritizing the interests of employees," including small business owners or self-employed people. Based on the data provided, they can expect more wealth and gentrification in the City and all of the concerns that come with it. It would be great to add language about prioritizing egalitarian solutions that focus on economic opportunity and that require future decisions to be filtered to resist those that benefit residents with the most wealth and/or opportunity.

Chair Tift recalled a recent presentation to the Commission by a commercial real estate broker who spoke about the inability to invest in and rent buildings in the downtown area because there is inadequate parking. Issues related to seismic stability is also a concern. He noted that, prior to September 2001, many of the buildings were occupied by Navy personnel. Parking was not an impediment to the occupation of the buildings because the Navy had other established parking areas. He doesn't know of another solution to the problem other than removing some of the buildings. However, there is a large population of personnel working within 100 yards of downtown, and there is an opportunity to capture that audience as they head home from their work day.

Chair Tift agreed that the parking problem involves more than just the downtown, yet many of the conversations tend to focus on the downtown and its surrounding neighborhoods. He cautioned against focusing solely on the downtown area at the exclusion of these other important commercial areas.

Mr. Jackson pointed out that, with the exception of adding residential uses, a change of use in the downtown area does not trigger an additional parking requirement. However, the private demand for parking is something that needs to be further explored.

Commissioner Coviello commented that as the Comprehensive Plan update moves forward, he will continue to remind the community of the high-capacity transit plan between Silverdale and Bremerton. This plan has potential for economic generation along the Wheaton Way Corridor all the way to downtown from the City limits. Looking at high-capacity corridors around the country, there is a lot of potential for rezoning around the transit stops to increase the use of properties and provide more flexibility to property owners. For example, parking ratios could be lowered to lean towards future transit ridership. He anticipates a conflict between investors who are looking for a more suburban model of parking and Vision 2050 and the City's Comprehensive Plan that both have a very different outlook.

BUSINESS MEETING

Chair Report

Chair Tift thanked the Commissioners for their participation in the recent elections, as well as their attendance at the meeting.

Director Report

Mr. Jackson reported that, earlier in the month, the City Council accepted the Planning Commission's recommendation for the Comprehensive Plan Work Schedule and Public Participation Plan. The City Council also approved changes to the City's Multifamily Tax Exemption (MFTE) Program by adding a 12-year extension potential for projects that provide affordable housing and a 20-year extension potential for projects that are 100% affordable housing.

It was announced that the Commission's December meeting was cancelled, and their next meeting will be on January 23rd.

Old Business

Chair Tift advised that he reviewed the Planning Commission Rules and Bylaws and did not have any changes to recommend. None of the other Commissioners identified changes, either.

New Business

There was no new business.

ADJOURNMENT

The meeting was adjourned at 6:32 p.m.

Respectively Submitted by:

Andrea L Spencer, AICP
Executive Secretary

Rick Tift, Chair
Planning Commission

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

AGENDA TITLE: Public Comments on the Determination of Significance and Scoping of the Comprehensive Plan Environmental Impact Statement (EIS)
DEPARTMENT: Community Development
PRESENTED BY: Garrett Jackson, Planning Manager; (360) 473.5289

MEETING PURPOSE

The Planning Commission should receive public comments on the scoping options presented in the *Determination of Significance and Scoping of the Comprehensive Plan Environmental Impact Statement (EIS)*, issued December 28, 2022.

WORKSHOP DESIRED OUTCOME

Staff is requesting the Planning Commission consider public comment received at the Workshop, and provide Staff with preliminary feedback.

ATTACHMENTS

Attachment A: Determination of Significance and Scoping of the Comprehensive Plan Environmental Impact Statement (EIS), issued December 28, 2022

SUMMARY

Scoping is the first step in the EIS process. The purpose of scoping is to narrow the focus of the EIS and to identify alternatives to be analyzed. Scoping provides notice to the public and other agencies and solicits their involvement. As the population of Bremerton is projected to increase to nearly 64,000 persons by the year 2044, Bremerton is required by the Growth Management Act (RCW 36.70A) to plan for this growth. Public testimony is needed on potential locations for density increases; current alternatives consider the following locations:

1) Existing Land Use Centers.

This includes the Downtown Regional Center, Wheaton-Riddell District Center, Wheaton-Sheridan District Center, Charleston District Center, Eastside Village, and the Manette Neighborhood Center. The Centers method of development is currently utilized as it promotes affordable housing, environmental stewardship, and efficient infrastructure use. Please see agenda item VC1 of this Commission’s agenda for additional information on Centers development.

2) The Low Density Residential Zone.

Recent regulatory changes in the Low Density Residential zone permit additional housing types in order to promote affordable housing options. Density increases in this zone may add a multiplier effect to those efforts, however, potential environmental impacts and inefficient infrastructure investment may likely occur.

3) A city-wide increase to all zones permitting residential uses.

An *across-the-board* density allocation may lessen the impact on individual zones, however, this would be inconsistent with Center development or regional planning objectives.



**DETERMINATION OF SIGNIFICANCE
&
REQUEST FOR COMMENTS ON SCOPE OF ENVIRONMENTAL IMPACT STATEMENT (EIS)**

Proposal: Bremerton 2024 Comprehensive Plan Update

Proponent/Lead Agency: Bremerton Department of Community Development

Location: City of Bremerton

Deadline for Comments: Friday January 27, 2023

Description of Proposal:

The proposal is to perform the periodic update of the Bremerton Comprehensive Plan as required by the Washington State Growth Management Act (GMA).

The Comprehensive Plan is a 20-year vision and roadmap for Bremerton's future. The plan guides City decisions on where to locate new jobs and residences, how to improve our transportation system, and where to make capital investments such as utilities, sidewalks, and parks. Our Comprehensive Plan is the framework for most of Bremerton's big-picture decisions on how to grow.

The periodic update is an opportunity for the City to update the Comprehensive Plan and development regulations to address:

- Recent population and employment growth targets
- Changes in the community
- Existing policies
- Potential new policies
- Confirm that local, state, and federal requirements are met

For this periodic update, key focus areas are anticipated to include, but are not necessarily limited to:

- Locations where projected population density increases will occur
- Housing affordability
- Climate change
- Equity and displacement

The periodic update must be completed by December 2024.

Determination:

The Bremerton Department of Community Development has determined that this proposal is likely to have a significant adverse impact on the environment. An environmental impact statement is required under RCW 43.21C.030 (2)(c) and will be prepared.

Environmental Impact Statement (EIS):

The EIS is a document that will provide information about the Comprehensive Plan Update to all interested groups and individuals. The EIS will include information on potential alternatives, existing environmental conditions, potential significant environmental impacts, and potential measures to mitigate impacts. The process of developing the EIS will provide opportunities for the public, agencies, and Tribal Governments to participate in developing and analyzing information. Preparation of the EIS is anticipated to assist with the development of the Comprehensive Plan Update and the decision-making process.

ATTACHMENT A (ITEM VB)

EIS Alternatives:

The EIS will evaluate a no-action alternative and three different planning alternatives. The three alternatives will evaluate geographical areas will absorb forecasted population growth, those alternatives include: 1) Existing Centers (*Downtown, Wheaton Way, Charleston, etc.*) and other existing higher density zones, 2) the Low Density Residential zone, 3) A city-wide increase to density in all zones.

EIS Elements of the Environment:

The lead agency has identified the following areas for potential discussion in the EIS:

- Earth (eg, soils, erosion)
- Air quality/Climate
- Water resources
- Plants and animals
- Environmental health
- Land and shoreline use
- Historical and cultural preservation
- Plans and policies
- Population/Employment
- Housing
- Transportation
- Public services and utilities

EIS Scoping:

Agencies, affected tribes, and members of the public are invited to comment on the scope of the EIS. You may comment on alternatives, mitigation measures, probable significant adverse impacts, and licenses or other approvals that may be required.

*****The deadline for scoping comments is Friday January 27, 2023**

Scoping comments may be submitted in the following ways:

- Via email at: compplan@ci.bremerton.wa.us
- Via mail at:
Department of Community Development
345 6th Street, Suite 100
Bremerton, WA 98337
- Provide verbal comments to the Planning Commission at a meeting scheduled for Monday January 23, 2023

Further Information:

The City maintains a website for the 2024 Comprehensive Plan Update. The website includes a variety of information about the project, including ways to get involved. The website can be found at the following web address:

<https://www.bremertonwa.gov/1300/Comprehensive-Plan-Update---Bremerton204>

Staff Contact Information:

Contact: Garrett Jackson
Position/Title: Planning Manager, Department of Community Development
Email: garrett.jackson@ci.bremerton.wa.us
Phone: 360-473-5275

SEPA Responsible Official:

Responsible Official: Andrea L. Spencer AICP
Position/Title: Director, Department of Community Development
Phone: 360-473-5275
Address: 345 6TH STREET SUITE 100, BREMERTON WASHINGTON 98337

Date: December 28, 2022

Signature:



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

AGENDA TITLE: Workshop: Land Use chapter of the City's Comprehensive Plan for the 2024 Update
DEPARTMENT: Community Development
PRESENTED BY: Garrett Jackson, Planning Manager; (360) 473.5289

MEETING PURPOSE

As part of the ongoing 2024 Comprehensive Plan Update, this workshop is intended to gather public input about the Land Use chapter of the City's Comprehensive Plan and introduce public comments received. The February Planning Commission will focus on Subarea Plans and provide an update to the Commission on SEPA scoping after the close of comment deadline Friday January 27, 2023.

PROJECT OVERVIEW

“Bremerton2044” is the title of the City of Bremerton’s Comprehensive Plan Update, which focuses on evaluating which aspects of the plan are working and what needs to be adjusted. The update is required by the Washington State Growth Management Act (GMA) in order to demonstrate that Bremerton has the capacity to absorb population and employment increases forecast to the year 2044. Population estimates indicate that the City will grow to 63,757 persons and 58,258 jobs by 2044. As the US Census Bureau estimates that Bremerton’s population was 43,505 with 44,083 jobs in 2020, this means the City is forecast to increase its population by over 30%, with a 25% increase in the number of jobs. The Comprehensive Plan must also be consistent with regional planning goals established in Puget Sound Regional Council’s (PRSC) [Vision 2050](#) and County level planning efforts per the Kitsap Regional Coordinating Council (KRCC) [Countywide Planning Policies](#). The overarching principles and general concepts within the 2016 Comprehensive Plan continue to be applicable, however, some alterations are necessary to reflect changes in State and regional planning standards and to ensure that the document still represents the community as we plan for growth.

ORDERS OF THE DAY

This workshop is primarily intended for educational purposes and as an opportunity for the Planning Commission to receive comments from the public regarding the following items:
Land Use in the City

- 1) Review of existing [Land Use chapter](#) and provide direction to staff for any desired modifications to the vision, goals, policies, and development regulations (density, height, etc.) of individual Land Use designations.
- 2) Consider public comments received on the Comprehensive Plan, [available here](#).

ATTACHMENTS:

Attachment A: Land Use Designation Development Table

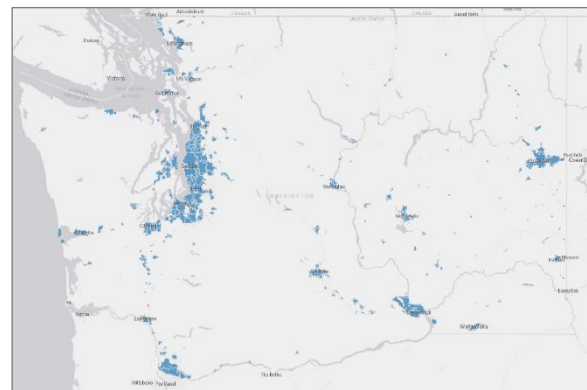
COMPREHENSIVE PLAN, LAND USE

The [Land Use chapter](#) of the Comprehensive Plan provides the City's development strategy to absorb forecasted increases in population and jobs within our jurisdiction. Land Use planning is one of the most basic regulatory exercises required of all jurisdictions, and adopted Land Use regulations are required to conform with criteria mandated by many layers of jurisdictional authority. As seen in the adjacent visual representation, local Comprehensive Plans must meet requirements of the Washington State [Growth Management Act](#) (GMA), regional planning standards of the Puget Sound Regional Council (PSRC) [Vision 2050](#), and Kitsap Regional Coordinating Council (KRCC) [Countywide Planning Policies](#).

Prevention of Urban Sprawl.

A chief goal of the Comprehensive Planning process, at every level of jurisdictional authority, is to ensure that adopted Land Use regulations prevent the spread of urban sprawl. Urban sprawl is the unregulated and rapid expansion of urban areas, and has been shown to have negative effects on the natural environment and public health¹. The Growth Management Act identifies three general land types: urban, rural, and natural resource lands. In order to prevent urban sprawl, GMA requires that urban development occur within designated urban lands. The above image, provided by the [Washington State Geospatial Portal](#), depicts in blue the very limited areas within Washington State where urban development is permitted; the remainder of the State is largely rural and resource land designations. GMA makes clear that the long-term sustainability of rural and resource land is dependent on development being absorbed by urban areas.

Where and how development occurs within urban areas depends on Land Use designations assigned by local jurisdictions. Land Use designations divide land into separate regulatory areas; these designations separate uses and purposes, such as residential, mixed-use, and commercial. The [Land Use Map](#), a portion of which is seen in the adjacent image, provides an illustration of the geographies associated with specific Land Use designations; all current [Land](#)



¹ Richard Jackson MD, "Creating a Healthy Environment," Center for Disease Control & Prevention, Sprawl Watch Clearinghouse, <https://www.cdc.gov/healthyplaces/articles/creating%20a%20healthy%20environment.pdf>

[Use Maps](#) are available per the provided link. Where these designations are applied throughout the City is informed through the vision, goals, and policies of the [Land Use chapter](#). Each element of the Comprehensive Plan is accompanied by a *Vision* statement, that is later further broken down into more specific goals and policies. Staff will be seeking feedback from the Planning Commission on any necessary alternations to these aspirational statements. The Land Use *Vision* reads:

“Bremerton is a metropolitan city that provides for economic vitality and diverse lifestyles through a broad variety of jobs, housing, and strategically located commercial and recreational opportunities.”

Metropolitan City Status.

Puget Sound Regional Council *Vision 2050* relays that Bremerton is 1 of 5 total Metropolitan Cities within the Puget Sound that are planned to be the most intensely urban places in the region; there is at least one Metropolitan City in each county of King, Snohomish, Pierce, and Kitsap. The other 4 areas are Bellevue, Everett, Seattle, and Tacoma. While State GMA requires urban areas absorb development in order to prevent urban sprawl, Metropolitan City status designates Bremerton absorb development at a scale similar to others in this category in relation to the counties in which they are located. Accordingly, development policies within Bremerton must be framed to ensure the City can accommodate the growth associated with Metropolitan cities. The *Vision* statement for this element is then broken down into broad goals related to projected growth, economic development, environmental protection, and community health. The goals of the [Land Use chapter](#) are provided below; the full text of this element is available with the provided link.

LU1. Plan for Bremerton's population and employment growth.

LU2. Encourage economic development within the City.

LU3. Protect Bremerton's natural environment.

LU4. Promote community health by allowing opportunities for healthy lifestyle choices.

Land Use Centers.

In order to meet these goals, since the 2004 Comprehensive Plan, Land Use designations within Bremerton have followed the *Centers* method of development. Centers are Land Use designation areas where population growth and employment are concentrated within urban areas close to services; Centers are the accepted method of development recognized by PSRC and KRCC. As stated in KRCC Countywide Planning Policies:



“Growth in Centers has significant regional benefits, including supporting multi-modal transportation options, compact growth, and housing choices near jobs, climate goals, and access to opportunity. As important focal points for investment and development, Centers represent a crucial opportunity to support equitable access to affordable housing, services, health, quality transit service, and employment, as well as to build on the community assets currently present within centers.”

The image on the previous page, also originating from the Countywide Planning Policies document, is likely the best representation of Centers development in Kitsap County. The construction of the now completed Marina Square project, illustrates high density mixed-use development in close proximity to employment opportunities (most notably Naval Base Kitsap), mass transit (Washington State Ferries and Kitsap Transit fast ferries/bus lines), teamed with prospects for recreation (City Boardwalk & Fountain Parks, and the Port of Bremerton Marina). Concentrating growth in centers allows Bremerton, and other urban service providers, to maximize the use of existing infrastructure, make more efficient and less costly investments in new infrastructure, and minimize the environmental impact of urban growth. While some potential solutions to climate risks may have varying returns, shortening the distance between residential populations, jobs, and resources has long-lasting benefits; as worded in the HUD article, *Opportunities To Reduce Climate Risks Through Land Use Regulations*, “Give people a hybrid, and they drive more. Give people a state-of-the-art home heating system, and sometimes they turn up the temperature. But there’s no backsliding with land-use changes.”²

Land Use Designation Review

The City is divided into 17 total Land Use designations, a table listing the general intended use of each zone is provided below. A fuller description of each zone is provided later in this report. Further discussion will be dedicated to the Downtown Subarea Plan (DSAP), and Puget Sound Industrial Center (PSIC) Subarea Plan at the February Planning Commission meeting.

Residential	Mixed Use	Commercial/Industrial	Resource
<i>Low Density Residential (LDR)</i> <i>Medium Density Residential (MDR)</i> <i>High Density Residential (HDR)</i> <i>East Park Subarea (EPSAP)</i>	<i>Downtown Subarea Plan (DSAP)</i> <i>District Center (DC)</i> <i>Eastside Village Subarea (EVSAP)</i> <i>Neighborhood Center (NC)</i> <i>Neighborhood Business (NB)</i> <i>General Commercial (GC)</i> <i>Higher Education (HE)</i> <i>Bay Vista Subarea Plan (BVSAP)</i>	<i>Freeway Corridor (FC)</i> <i>Puget Sound Industrial Center (PSIC)</i> <i>Industrial (I)</i>	<i>City Utility Lands (CUL)</i> <i>Watershed (WS)</i>

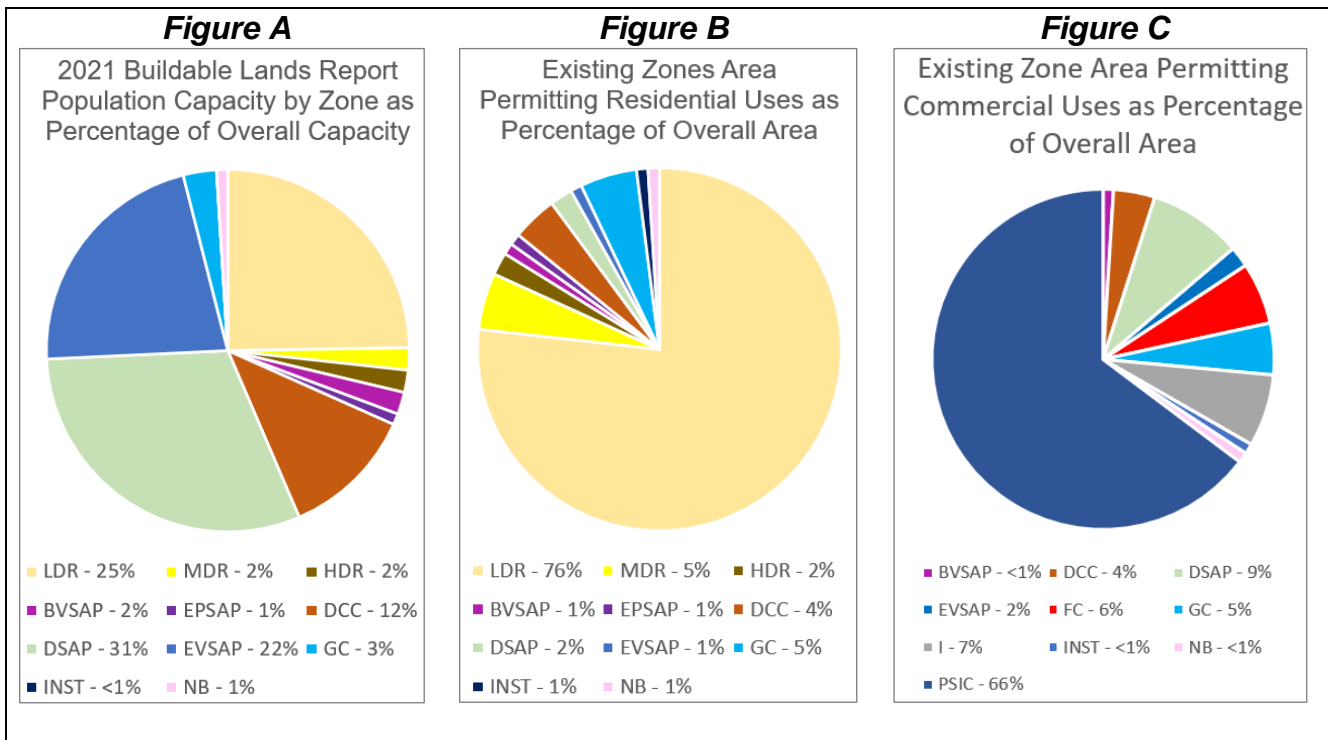
Maximum residential density criteria associated with each designation limits the overall population capacity of each Land Use designation. Per the 2021 [Buildable Lands Report](#), the overall capacity of each designation that permits residential development is provided in *Figure A* (next page) as a percentage of overall residential capacity. In most cases, Centers do not have a maximum permitted density, so density capacity is determined by averaging development trends within each zone; this process thereby considers development limitations within zones such as maximum height, parking, etc. These numbers illustrate the Centers development method working effectively within Bremerton, as over 65% of all residential capacity is contained within Center designations.

Figure B, found on the next page, illustrates the overall area of all residential existing lands in the City. The Centers method is once again underscored here, as Centers represent just over 7% of all residential land area, yet per the previous page, contain over 65% of the overall

² Pamela M. Blumenthal, “Opportunities To Reduce Climate Risks Through Land Use Regulations,” Department of Housing and Urban Development. <https://www.huduser.gov/portal/periodicals/em/Summer22/highlight2.html>

residential capacity. As stated in the Vision for the [Land Use chapter](#), Bremerton is a *Metropolitan City* that *provides for a broad variety of housing types*; some citizens may prefer to live in an urban condo/apartment setting than in a remote single-family home (and vice versa). Single-family homes are the most common development type within the Low Density Residential (LDR) Land Use designation; this development type requires much more area. 76% of all residential lands are found within the Low Density Residential (LDR) Land Use designation, yet per the previous page, residential development capacity of LDR is 25% of overall residential capacity.

The Puget Sound Industrial Center (PSIC) is by far the largest commercial/industrial area within the City, containing approximately 66% of all commercial area per *Figure C*, and has the capacity for approximately 10,000 jobs. The apportionment of land is largely due to the siting of the Bremerton airport, and is also due to industrial jobs typically requiring more area per square foot than typical commercial uses. The Downtown Subarea Plan (DSAP) is second in total area and capacity; current zoning within the DSAP holds capacity for over 3,000 jobs per 2021 Buildable Lands Report data. While the Buildable Lands Report indicates that the City is slightly behind on attaining job forecasts, expected development due to pending Naval Base Kitsap [Shipyard Infrastructure Optimization Program \(SIOP\)](#), and commercial activity likely needed to support ongoing population increases, will potentially increase commercial output.



Questions for Planning Commission

The Comprehensive Plan update is an opportunity to review Land Use criteria holistically, rather than the more focused analysis the Commission is accustomed to seeing with the yearly Comprehensive Plan and Zoning Code Amendment process. As the Commission reads through information on the existing [Land Use chapter](#), they may observe some development trends between zones that could be improved upon. As seen in the *Land Use Designation Development Table*, provided as Attachment A, standards for minimum density, maximum density, and maximum structure height, can differ greatly between Land Use designations. As the Commission reads through this report, please consider providing Staff with direction on the following questions:

- *Should Staff prepare more predictable minimum density standards between Centers, and other high-density mixed-use zones, for the Commission to consider?*
- *Should Staff prepare more predictable structure maximum height standards between Centers, mixed use designations, and commercial areas for the Commission to consider?*
- *Beyond density and structure height criteria, should Staff prepare additional affordable housing strategies for the Planning Commission to consider?*

More information, associated with these questions, will be provided to the Planning Commission with the January 23rd Workshop. Please review the following Land Use designations, public comments [provided here](#), and be prepared to direct Staff with direction on how to proceed.

Downtown Regional Center (DRC)

Development Characteristics:

Maximum Density: 20 DUA - No aximum

Minimum Density: 6 DUA – 40 DUA

Maximum Height: 40 feet to market rate

Mixed Use Requirement: All commercial zones

The vision for Downtown is to provide a quality urban environment at a pedestrian scale. The Puget Sound Regional Council (PSRC) has designated Downtown Bremerton as a *Metropolitan Regional Growth Center*; this is the highest PSRC hierarchy designation given to geographical areas. These areas are intended to



be the densest and most connected locations in the region and are expected to accommodate higher levels of growth. Metropolitan Regional Growth Centers are characterized by compact, pedestrian-oriented development, multimodal transportation, with a mix of office, commercial, civic, entertainment, and residential uses. While federal property is not within the jurisdiction of the City, the Center also includes Naval Base Kitsap as the neighboring jurisdictions find it advantageous to plan jointly to the degree possible. As the region, County CPPs, and the Bremerton Comprehensive Plan point to the Downtown Regional Center to receive density increases, opportunities to explore existing development regulations should take place with the Comprehensive Plan update. In an effort to raise

neighborhood awareness, staff has also briefed the [Downtown Business Association](#) on the Comprehensive Plan update, they will be provided with notice throughout the update process. Development regulations, coordination with Naval Base Kitsap, and other factors will be discussed more fully at the February Planning Commission workshop where Subarea Plans will be the focus.

District Center (DC)

Development Characteristics:

Maximum Density: No maximum

Minimum Density: 30 dwelling units per acre

Maximum Height: 80 feet

Mixed Use Requirement: Mandatory

The intent of District Centers is to provide a mixed-use "town center" to support the surrounding neighborhoods and general public. The City's three District Centers are important components to the overall Centers approach, and have shown success in the creation of housing and revitalized commercial activity. District Centers are connected by major transportation corridors, providing access to transit and connections to commerce. Development in all Centers is further incentivized by eligibility in the City [Multifamily Tax Exemption](#) (MFTE) program.



- *Wheaton-Riddell District Center:* At the time of the 2016 Comprehensive Plan update, development in the Center was limited and previously occupied *big-box* structures were chronically vacant. Development of a new Kitsap Transit facility, and adjacent apartment complex, located just outside the Center were harbingers of rapid growth to come. Several current projects are contributing to the revitalization of this District Center, which includes several potential commercial structures fronting Wheaton Way and 859 residential units (approaching 2,000 new residents). Planned improvements to Wheaton Way, detailed in [2021 SR 303 Corridor Plan](#), will increase biking and walking opportunities ultimately meeting the intent of the Land Use designation by transforming the destination into a mixed-use town center.



- *Wheaton-Sheridan District Center:* Much of the development potential of this District Center is dependent on the pending development plans of the Bremerton School District. Previous public/private agreements in 2012 to develop a sprawling Youth Wellness Campus

within the Center did not materialize, and a replacement development proposal has yet to be put in place. The School District must also consider its future capital needs for school facilities. The demolition of the old East High School structures in 2018 increased the potential for redevelopment, leading to a positive outlook for the District. There has been substantial interest in mixed-use development fronting Wheaton Way within the Center, and in the fall of 2022 a Site Development Permit was issued for a 24 units mixed use apartment near the intersection of Wheaton Way and Sylvan Way.



- *Charleston District Center.* The Charleston Center is widely known as Bremerton’s second downtown. It has pedestrian-scale walkable streets and a now vibrant business community. Community stakeholders, in partnership with the City, have arrived at strategies to encourage investment in the Center. After robust public involvement in 2020, the City published the [Charleston Area-wide Planning Study](#), which points to a number of regulatory, transportation, and open space improvements that could benefit investment in Charleston. Since that time, the [Charleston Business District](#) has formed to create a tightknit community among businesses in the area, and activity in the Center has increased; the Business District has also been briefed on the Comprehensive Plan update to increase awareness. Per Ordinance 5435, a number of regulatory alterations to the Zoning Code were made in order to encourage investment, including the following:
 - Parking Flexibility. At times, lack of off-street parking can be problematic in Charleston. Some structures take up nearly 100% of the parcel, so it was impossible to add the parking required to expand the building or renovate existing building to add residential units. In order to encourage investment in Charleston, the code now permits for small expansions, and the additional of 10 residential units or less, with no required additional parking,
 - Mobile Vending Units. This [Conditional Use Permit](#) provides some flexibility for temporary uses with the Charleston District Center.
 - Light Industrial Uses. In select areas within Charleston, there is an opportunity to establish light industrial uses through a [Conditional Use Permit](#). The intent of this provision is to include the *makers* economy and by providing local artisans a more intense workspace to create.

Eastside Village Subarea Plan (EVSAP)

Development Characteristics:

Maximum Density: 30 DUA - no maximum

Minimum Density: 6 DUA – 15 DUA

Maximum Height: 35 feet - 80 feet

Mixed Use Requirement: Select areas

In recognition of the departure of Harrison Hospital from the area, a market study was completed in 2019 which included suggestions on regulatory changes that would compliment changing market conditions. This led to the adoption of the [Eastside Village Subarea Plan](#) in 2020, and included a [Planned Action Ordinance](#) intended to streamline environmental permitting for future projects. Development standards in this zone are tailored to ensure that the permitting path of future projects meets the vision of the Subarea Plan, which reads, “*In 2040, the Eastside Village is a vibrant and active area, with commercial, residential, and institutional uses, and development design and intensity that supports walkable streets.*” The outlook for this Center appears to be on track to meet this vision as 530 residential units are in some stage of development within Eastside Village, and active construction is currently taking place on a 29 unit apartment fronting Wheaton Way. This plan was last updated in 2022, so community input on the effectiveness of the Subarea Plan has very recently been assessed, with positive feedback being received upon the completion of the update process. This Subarea Plan will be reviewed further at the February Planning Commission meeting.



Neighborhood Business (NB)

Development Characteristics:

Maximum Density: No maximum

Minimum Density: 15 DUA

Maximum Height: 35 feet

Mixed Use Requirement: Mandatory

The Neighborhood Business designation is intended to promote commercial activity that supports the surrounding neighborhood in terms of scale and intensity of use. This designation applies to *pockets* of commercial activity that largely exist within existing residential areas, common examples are restaurants near Lulu D Haddon Park, office buildings in Jackson Park, a variety of small businesses fronting Marine Drive, and other similar small-scale commercial throughout the City. While adopted development regulations ensure compatibility with surrounding neighborhoods, they have not encouraged redevelopment to the degree of other commercial designations offering more favorable development criteria.

The Neighborhood Business designation includes the Manette Neighborhood Center. The small-scale commercial found in this neighborhood is typical of the designation, and past input from the surrounding population indicates a preference for this type of development. Portions within the Center are also zoned High Density Residential (HDR); these areas are



greyed out in the image found on the previous page so that only the Neighborhood Business designated areas are apparent. In an effort to raise neighborhood awareness, staff has also briefed the [Manette Business Association](#) on the Comprehensive Plan update, who will be notified throughout the update process.

General Commercial (GC)

Development Characteristics:

Maximum Density: No maximum

Minimum Density: No minimum density

Maximum Height: 45 feet

Mixed Use Requirement: None

The General Commercial designation is meant to accommodate more automobile-centric commercial locations, while also recognizing the need for multimodal improvements to provide growing populations healthy alternatives. Locations are largely along major transportation corridors like State Route 303 (*Wheaton Way & Warren Way*), 304 (*Burwell Street*), and 310 (*Kitsap Way*). Permitted uses are more intense than those in the Neighborhood Business designation. Key developments within this designation include: new construction of a banking facility on Wheaton Way in 2014, new construction of a 162 apartment west of Wheaton Way in 2018, and the substantial renovation of a medical building on Kitsap Way in 2021.



Freeway Corridor (FC)

Development Characteristics:

Residential uses not permitted

Industrial and commercial uses prioritized

Maximum Height: 60 feet

The intent of this designation is to provide regional serving commercial and industrial uses. The nature and scale of these uses require signs and structures that are visible to motorists on nearby freeways. This is one of the few zones in the City which permit the sale of automobiles, and other observed uses include wholesale and industrial establishments. A large portion of this designation contains State Agency lands which houses Kitsap Department of Emergency Management, the Washington Youth Academy, the Kitsap Coroner's office, the Army National Guard, and other government uses on a large campus. Key developments within this designation include: a newly constructed banking facility on Auto Center Way in 2019, the continued expansions of a brewing facility on Katy Penman Ave, and several permits currently under review for substantial developments within the Freeway Corridor.



Higher Education (HE)

Development Characteristics:

Maximum Density: No maximum

Minimum Density: 20 DUA

Maximum Height: 85 feet

Mixed Use Requirement: None

This designation is intended to support the ongoing expansion of Olympic College (OC) and additionally provide housing and other uses to support the student body and staff. Structures on the OC campus range in age from the 1930's to the College Instruction Center newly constructed in 2018. The College connects directly to the Warren Avenue Bridge which the City is considering for a new [Multimodal Project](#), which would improve access to the College and Bremerton's [urban trail system](#). Development interest continues for student housing projects in the vicinity of the College, which when teamed with existing housing shortages, and attractive development regulations, increases likely development of housing within this designation within the next planning period.



Puget Sound Industrial Center (PSIC-B)

Development Characteristics:

Residential uses not permitted

Industrial and commercial uses prioritized

Maximum Height: Market driven

In 2010, the City successfully obtained a Climate Showcase Communities Grant from the US Environmental Protection Agency to complete a Subarea Plan and [Planned Action Environmental Impact Statement \(EIS\)](#) for PSIC. The vision for the Subarea Plan is to support a vibrant industrial center that is a model of environmental stewardship and sustainability. The Puget Sound Regional Council has designated PSIC as one of 10 Manufacturing/Industrial Centers (MICs) in the region. A MIC is concentrated manufacturing and industrial land that cannot be easily mixed with other activities. Manufacturing/ industrial centers are intended to continue to accommodate a significant amount of regional employment. In Bremerton's case, PSIC is intended to have capacity for 10,000 jobs. Development regulations and other factors will be discussed more fully at the February Planning Commission workshop where Subarea Plans will be the focus.



Industrial (I)

Development Characteristics:

Residential uses not permitted

Industrial and commercial uses prioritized

Maximum Height: 50 feet

The Industrial designation is meant for the most intense uses to occur within the City. As can be surmised from the adjacent picture, much of these lands are either active or former surface mining operations. Industrial uses have appropriate screening from any residential uses and *heavy* industrial uses require a Conditional Use Permit to ensure compatibility with neighboring properties.



Low Density Residential (LDR)

Development Characteristics:

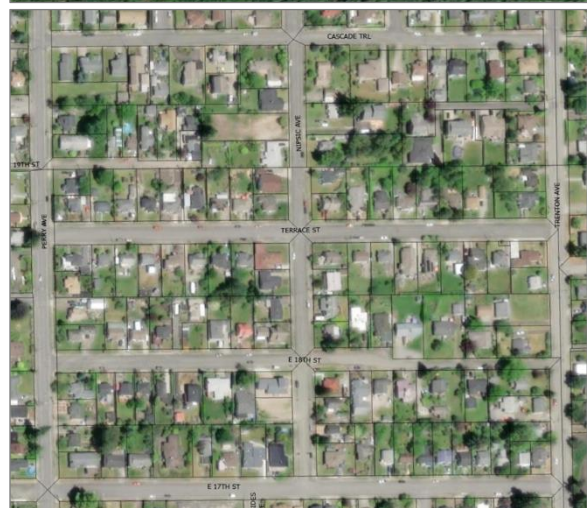
Maximum Density: 10 DUA

Minimum Density: 6 DUA

Maximum Height: 35 feet

Mixed Use Requirement: None

The written intent of the Low Density Residential designation is to create new and support existing single family neighborhoods; though duplex and townhomes are also listed as permitted uses. As the City continues to address the need for affordable housing, the intent of this section should transition to the support of lower density neighborhoods, rather than focusing on a single housing type. The adjacent satellite map shows a typical single family neighborhood within the City located in the LDR zone. A goal of the Puget Sound Regional Council's [Regional Housing Strategy](#), "*Encourage more housing choices within single-family zones to provide greater housing choice and less costly ownership options throughout the region.*" Several changes within the zone have been implemented since 2016 in order to address the struggle experienced by those seeking housing within the City. This includes permitting duplexes, townhomes, and cottage housing ([Ord. 5458](#)), and permitting two Accessory Dwelling Units per lot ([Ord. 5416](#)). It will likely take time for awareness of these housing types to reach the development community before construction of these Missing Middle Housing varieties become prominent. Projects utilizing these new provisions will likely result in more efficient use of available lands while also having less environmental impact. The Low Density Residential designation has experienced rapid development, particularly in areas in the vicinity of Pendergast Park where construction of nearly 500 single family homes should be completed in the next few years. Investments in local schools has also occurred in the LDR designation, with [Catalyst Public School](#) renovation and occupancy in 2020 and planned renovation of [Mountain View Middle School](#) athletic fields planned for 2023.



Medium Density Residential (MDR)

Development Characteristics:

Maximum Density: 18 DUA

Minimum Density: 6 DUA

Maximum Height: 35 feet

Mixed Use Requirement: None



This designation was created in order to reduce the number of nonconforming structures/uses that were located in the Low Density Residential Zone prior to the 2016 Comprehensive Plan update. A use or structure is deemed *nonconforming* when it was lawfully created but prior to the effective date of the zoning code currently in effect. Bremerton has altered zoning regulations over the years, this means housing types permitted on a particular lot can vary over time. Until very recently, duplexes were a prohibited use within the LDR zone, so this zoning change to MDR brought those structures back into code conformance and provided other property owners the opportunity to develop structures neighboring properties enjoyed. While duplexes, and similar, were brought into conformance, this is not the case with existing multifamily uses which remain nonconforming. Pictured is a typical example of the MDR zone, located between Stephenson Canyon and Lions Park; predominant housing types are duplex, townhome, and multifamily structures.

High Density Residential (HDR)

Development Characteristics:

Maximum Density: 40 DUA

Minimum Density: 18 DUA

Maximum Height: 45 - 60 feet

Mixed Use Requirement: None



This zoning designation was also created in order to recognize existing multifamily residential developments that were nonconforming structures/uses prior to the 2016 Comprehensive Plan update. Multifamily structures are sparsely located throughout the Low Density Residential zone, however, areas that were redesignated HDR typically have larger *pockets* of this development type. While the vast majority of HDR lands have existing development, some undeveloped land is present that is likely to be developed within the next planning period.

Bay Vista Subarea Plan (BVSAP)

Development Characteristics:

Maximum Density: 65 DUA

Minimum Density: N/A

Maximum Height: 30 - 65 feet

Mixed Use Requirement: None

The Bremerton Housing Authority's (BHA) first project, Bay Vista (formerly known as Westpark) was completed in 1941. An informative synopsis of Westpark's history, and other Bremerton Housing Authority milestones, are available on the [BHA webpage](#). With the exception of vacant commercial lands fronting SR3, and one vacant lot owned by a banking institution, the Bay Vista Subarea Plan has been completely built out. In recent years a 216 unit apartment and 120 single family homes have been constructed; these developments also paid for improvements to the Subarea's park and replanted denuded open space areas.



East Park Subarea Plan (EPSAP)

Development Characteristics:

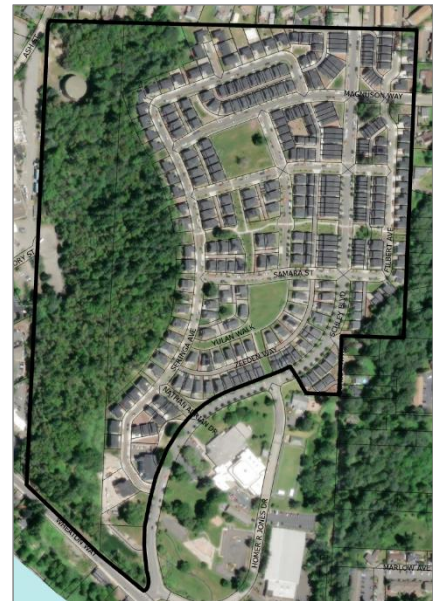
Maximum Density: 12 - 50 DUA

Minimum Density: No minimum density

Maximum Height: 35 - 60 feet

Mixed Use Requirement: When fronting Wheaton Way

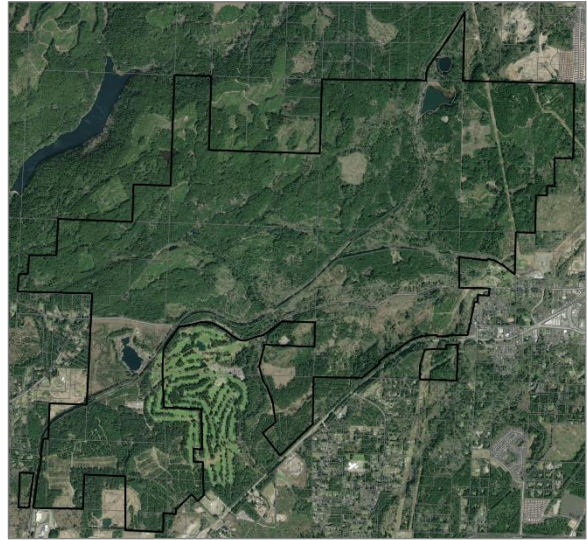
Originally a separate housing project of the Bremerton Housing Authority, East Park was constructed in the later 1940's to house military families. As was the case with Bay Vista (formerly West Park) when the military housing came to the end of it's lifecycle, these lands were designated as a Public Sector Redevelopment and existing structures were demolished in order to redevelop the site. Today, the East Park Subarea Plan is nearing 100% completion, with only one building site on Wheaton Way remaining to develop. Upon completion over 400 residential units will be utilized, including single-family homes, townhomes, and multifamily apartment buildings.



City Utility Land (CUL)

*Development Characteristics:
Conservation and resource land*

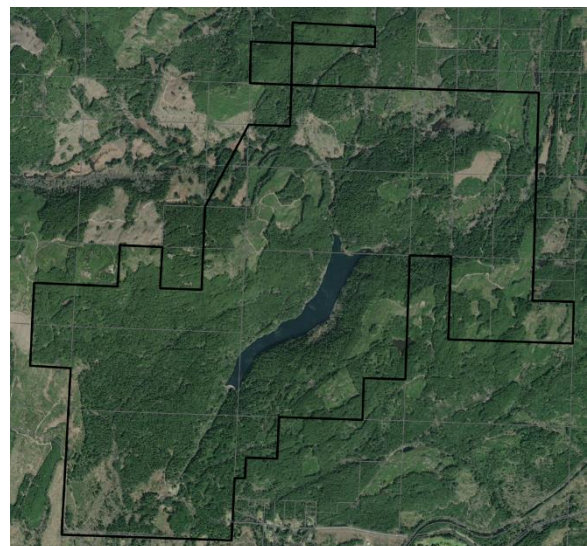
The City's management objectives for these lands are resource-related and structured to protect the watersheds and timberlands. These lands are vital to protect water quality and quantity in Bremerton, ensure a healthy forest cover, dispose of biosolids created from wastewater treatment, and provide essential habitat for wildlife. Lands within this designation are owned by the City of Bremerton, and managed by the Forestry Division. The Forestry Division site is located off Belfair Valley Road, which also houses a salmon rearing program managed jointly between the City and the Suquamish Tribe; the program produces over 2 million Chinook annually. More than two million trees are growing in the Water Utility's forests. Revenue from harvest helps with capital projects to improve the water supply system for both current and future needs. Since 1980, timber harvest operations have provided average revenues of approximately \$750,000 per year. Other land activities, such as communication site leases, evergreen brush harvest, wood salvage and gravel leases, add an average of another \$300,000 annually. About 30,000 trees are planted annually on Water Utility lands. Lands within this designation are also home to the City's biosolids program, which beneficially utilizes 100 percent of the Bremerton Wastewater Treatment Plant's output on our own permitted forest lands. This not only helps us grow trees and improve soil quality, but it also saves the City over \$400,000 each year in disposal costs that would be incurred if this resource were not recycled.



Watershed Lands (WS)

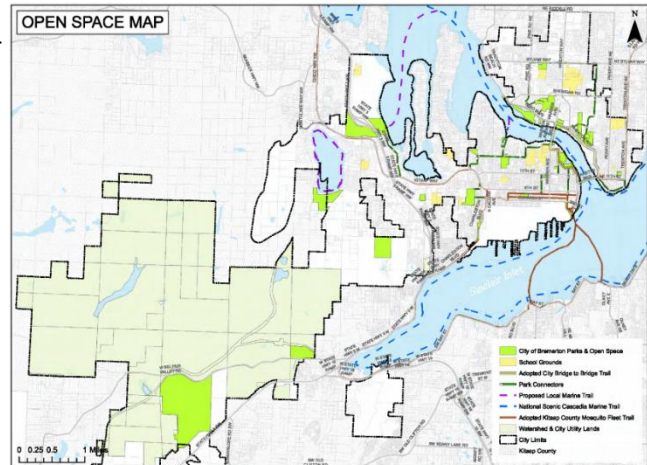
*Development Characteristics:
Conservation and resource land*

The City began purchasing lands for the municipal watershed in 1917, today the Watershed Lands designation is applied to lands for the primary purpose of protecting the City's public water supply. Lands designated WS also provide significant open space and animal habitats. When full, the Union River Reservoir holds over a billion gallons of water and supplies about 60% of the city's drinking water. Ownership of almost the entire Union River watershed above Casad Reservoir, allows the Water Utility to manage activities that maintain a safe, economic source of drinking water for Bremerton and the surrounding area. Forestry works with the Bremerton Police Department to coordinate patrol and surveillance of the Bremerton Watershed, which is not open to the public in order to protect this important and potentially fragile resource.



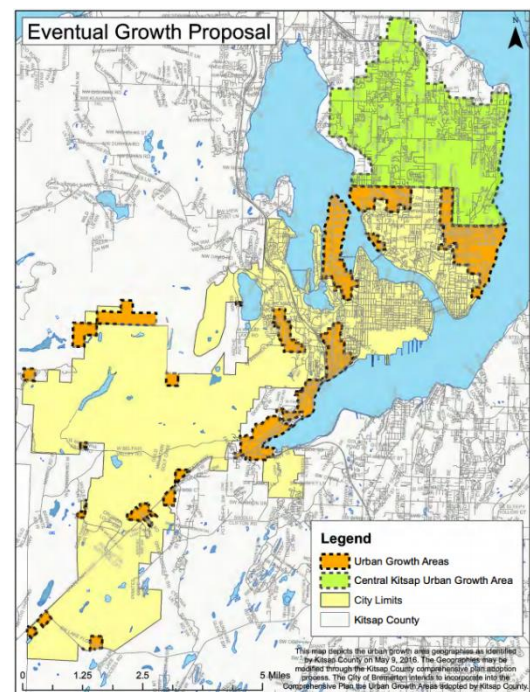
Open Space

The Land Use element is also the chapter which discusses open space within the City, and adopts by reference the [Parks, Recreation and Open Space Plan](#) crafted by the City Parks Department. This section includes aspirational goals for City open space and parks. Staff will be working with the Parks Department during the Comprehensive Plan update process to ensure consistency with the *Parks, Recreation and Open Space Plan*, and Parks Department Staff will be available to answer questions the Commission or public may have at the May Planning Commission meeting which will focus on City services.



Urban Growth Areas

There are several areas, not currently within City jurisdiction, which are intended to be annexed into Bremerton in the future; these are referred to as *Urban Growth Areas (UGA)*. The key difference between UGAs and other lands outside Bremerton jurisdiction, beyond that they are designated to be annexed by the City in the future, is that *only* these lands may receive sewer service from the City. Per the Growth Management Act, only lands designated as urban may receive urban services (aka sewer service). Established UGAs are illustrated on the adjacent image, as well as the Central Kitsap Urban Growth Area (CK-UGA). The CK-UGA has remained unassociated to the City, despite the adjacency to our jurisdiction. City and County stakeholders will be discussing a variety of UGA possibilities throughout the Comprehensive Plan process. The Planning Commission will be kept abreast of any pending UGA changes with the City Comprehensive Plan update.



Land Use Designation Development Table

<i>Land Use (LU) Designation</i>	<i>Zone</i>	<i>LU Max Height in stories</i>	<i>Zone Max Height in feet</i>	<i>LU Max DUA</i>	<i>Zone Max DUA</i>	<i>Zone Min DUA</i>
Downtown Regional Center (DRC)	Downtown Subarea Plan (DSAP)	Various*	40* – Market rate	20* – No max	20* – No max	6* – 40
District Center (DC)	District Center Core (DCC)	6 – 8	80	No max	No max	30*
Eastside Village (EV)	Eastside Village Subarea Plan (EVSAP)	6 – 8	35 – 80	No max	30 – No max	6 – 15*
Neighborhood Business (NB)	Neighborhood Business (NB)	3 – 4	35*	No max	No max	15*
General Commercial (GC)	General Commercial (GC)	3 – 5	45	No max	No max	No min
Freeway Corridor (FC)	Freeway Corridor (FC)	None specified*	60	Residential prohibited	Residential prohibited	Residential prohibited
Higher Education (HE)	Institutional (INST)	4 – 6*	85	No max	No max	20*
Puget Sound Industrial Center (PSC)	Puget Sound Industrial Center (PSC)	Market driven	Market rate	Residential prohibited	Residential prohibited	Residential prohibited
Industrial (I)	Industrial (I)	None specified*	50	Residential prohibited	Residential prohibited	Residential prohibited
Low Density Residential (LDR)	Low Density Residential (R-10)	3 – 4	35 – 45	10	10	6
Medium Density Residential (MDR)	Medium Density Residential (R-18)	3 – 4	35* – 45	18	18	6
High Density Residential (HDR)	High Density Residential (R-40)	3 – 5*	40 – 60	40	40	18
Bay Vista (BV)	Bay Vista Subarea Plan (BVSAP)	3 – 7	30 - 65	None Specified	65	None specified
East Park (EP)	East Park Subarea Plan (EPSAP)	4 - 6	35 - 60	10 - 50	12 - 50	None specified

* Indicates area in need of further consideration