

(DRAFT) AGENDA
Special Meeting – Bremerton Planning Commission
(Subject to PC approval)
February 27, 2023
5:30 P.M.
345 6th Street, Bremerton
First Floor Chambers

Zoom Meeting Option

<https://us02web.zoom.us/j/86544934942?pwd=M043eUw3cWdnc1NKTzhQdURQejhtdz09>

Webinar ID: 865 4493 4942

Password: 831694

One tap mobile:

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I. CALL TO ORDER

II. ROLL CALL

III. APPROVAL OF THE AGENDA

IV. APPROVAL OF MINUTES: January 23, 2023 meeting

V. PUBLIC MEETING

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

B. Workshop:

1. Community Survey Results
2. Land Use Chapter of the City's Comprehensive Plan, with an emphasis on Subarea Plans 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 meeting of the Planning Commission is **Monday, March 20, 2023.**

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

DRAFT

Subject February 27, 2023, Approval

CITY OF BREMERTON

PLANNING COMMISSION MINUTES OF SPECIAL MEETING January 23, 2023

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
Commissioner Coviello
Commissioner Flemister
Commissioner Mosiman
Commissioner Pedersen
Commissioner Wofford

Staff Present

Andrea Spencer, Director, Department of Community Development
Garrett Jackson, Planning Manager, Department of Community Development
Christina Raine, Project Assistant, Department of Community Development

Commissioners Excused

Vice Chair Rich

Quorum Confirmed

CHAIR CALL FOR MODIFICATIONS TO AGENDA

The agenda was accepted as presented.

APPROVAL OF MINUTES

COMMISSIONER WOFFORD MOVED TO APPROVE THE MINUTES OF NOVEMBER 21, 2022, AS PRESENTED. COMMISSIONER COVIELLO SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY, WITH COMMISSIONER PEDERSEN ABSTAINING.

PUBLIC MEETING

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

Chair Tift invited comments from citizens. There were none.

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

Mr. Jackson reviewed that the State's Growth Management Act (GMA) requires that the City update its Comprehensive Plan periodically to demonstrate that it can accommodate the growth that is forecasted to occur. The intent is to contain growth

within the urban areas in order to preserve rural resources and preservation lands. He shared a map of Washington State, pointing out the limited areas in the state where urban levels of development are expected to occur.

In addition to the GMA mandates, **Mr. Jackson** advised that through the Puget Sound Regional Council (PSRC), the City plans regionally with King, Snohomish, Pierce and Kitsap Counties. PSRC promotes land use patterns following the centers method, which designates areas where the majority of development in the region is supposed to be located. The City of Bremerton has three PSRC designations:

- Metropolitan City – Each county that participates in the PSRC has at least one metropolitan city, and Bremerton is Kitsap County’s designated Metropolitan City. The City’s Metropolitan City peers are Bellevue, Seattle, Tacoma and Everett.
- Downtown Regional Center – Downtown is recognized as a Metropolitan Regional Center by PSRC, and this is where the vast majority of the growth is supposed to occur within the City.
- Manufacturing Industrial Center. The Puget Sound Industrial Center (PSIC) is recognized regionally, and there are only 10 throughout the regional PSRC planning group. This is where a number of jobs and industrial development is planned to occur.

Mr. Jackson explained that jurisdictions within Kitsap County work together via the Kitsap Regional Coordinating Council (KRCC) to plan for the forecasted growth. This planning group creates Countywide Planning Policies (CPPs), which guide development in all jurisdictions within the County. The City’s local centers (Downtown, Charleston, Eastside Village, Wheaton/Riddell, Manette, and Wheaton/Sheridan) are intended to absorb the most growth going forward.

Mr. Jackson explained that scoping is the first step in the EIS process, and its purpose is to narrow the focus of the EIS to significant environmental issues and to identify alternatives to be analyzed in the EIS. Scoping also provides notice to the public and other agencies that an EIS is being prepared and initiates their involvement in the process. He announced that a postcard was sent to every resident and property owner in the City letting them know that the EIS process was pending. An EIS scoping notice was issued on December 28th to state agencies, neighboring jurisdictions, port authorities, Tribal stakeholders, and other interested parties (anyone who had previously provided a comment on the Comprehensive Plan update). The deadline for comments is January 27th.

Mr. Jackson advised that the City’s population is expected to increase by greater than 30% by 2044, and the number of jobs are forecast to increase by about 25%. In the scoping notice, the public and stakeholders were asked where these increases should be located from the following list:

- Existing Land-Use Centers and other existing high density zones consistent with regional and countywide partners.
- Low-Density Residential Zone.
- City-wide Increase in all residential areas.
- Other.

Mr. Jackson reported that to date, the City has received 15 responses, with 80% indicating a preference for the existing land-use centers to absorb the projected growth. About 20% recommended a citywide increase. No respondents suggested that the low-density residential zones should absorb future growth. He noted that the comment matrix had not been updated with three additional comments that were received today, but they would be available for the Commission to view online going forward. He briefly reviewed each of the comments received to date:

- **Kitsap Transit** indicated support for the Centers method of development, but with the added caveat that high-capacity transit stations also include higher-density development standards within a quarter mile of those sites.
- **Deborah Vedin** said she supports secular health options and increased mass transit around the ferry. She is a proponent of light rail and gondolas, and she does not support the Gorst Freeway Project. She states that development should include all income levels and Leadership in Energy and Engineering Design (LEED) Certification for buildings. The City responded that it is not within the Comprehensive Plan’s purview to say whether medical associations should be secular or religious, but the City Council and Mayor continue to lobby for increased health care options. Staff advised that the Transportation Chapter of the Comprehensive Plan would be presented to the

Commission in June, and her comments regarding income levels and LEED Certification could be addressed at that time.

- **Susan Digby** asked for further evaluation of the Sinclair and Dyes Inlet due to nutrient overload and that additional sustainable development education opportunities be available for developers and citizens. **Mr. Jackson** responded that the City's Critical Areas Ordinance addresses Best Available Science (BAS), and the City maintains Department of Ecology (DOE) standards for all water requirements. Staff has noted the comment about the additional educational opportunities.
- **Cynthia Hilland** recommended the City consider condemning houses on 6th Street and 11th Street that were built in the 1940s in order to increase density along those corridors. **Mr. Jackson** responded that the State constitution does not allow eminent domain to be used for private property. Thus, the City is prohibited from taking this type of action.
- **Carol Caldwell** expressed her belief that the best choice for Bremerton is to use existing centers for potential density increases, leaving the green areas alone.
- **Charlene Slayton** recommends climate change as a higher priority than housing, with no additional trees being removed in order to create additional housing. She asks that opportunities to redevelop existing sites should be explored instead of green field sites. **Mr. Jackson** responded that the GMA dictates that the City must absorb development, including housing in order to preserve resources and rural areas. Removal of additional trees is unavoidable, but the City promotes development regulations that encourage redevelopment of existing sites.
- **Chad Baker** recommends that forecasted populations should locate in centers, and he prefers homeownership be maintained in single-family neighborhood areas.
- **Nick Maderis** recommends that development continue to be absorbed along the Wheaton Way Corridor from Sheridan to Franklin.
- **Sally Martin** recommends strengthening Kitsap Transit and Washington State Ferry service to Seattle and intensifying housing development within walking distance of the ferry terminal.
- **Daren Hoffman** recommends accessibility improvements on Wheaton Way in the vicinity of 4217 Wheaton Way. **Mr. Jackson** advised that this comment was forwarded to the City's Transportation Division and will be considered as part of the update to the Transportation Chapter of the Comprehensive Plan.
- **Steve Rice** asked that population increases be located in centers.
- **Tom Mullins** recommends that population increases be spread citywide.
- **Jeffrey Fogel** recommends that the forecasted population increases be located in centers, resulting in better investment in transit and infrastructure dollars. He also recommends expanding some streets to four-lane roads. **Mr. Jackson** said this comment will also be forwarded to the Transportation Division for consideration under the City Services Section of the Comprehensive Plan.
- **Dick Hughes** recommends a citywide increase in population for the scoping.
- **William Smith** recommends that upgrades to transportation systems be made to support inevitable population increases. **Mr. Jackson** advised that this comment would be forwarded to the Public Works Department to consider for the City Services Section of the Comprehensive Plan.
- **Kyle Lange** recommends that forecasted population increases be located in the centers, close to transit and employers in order to prevent urban sprawl.
- **Felicienne Griffin** recommends that forecasted populations be located in the centers in order to protect natural areas. Existing sites should be redeveloped.
- **Beau Clark** recommends that forecasted population increases be absorbed citywide.
- **Jocelyn Pearl** recommends that forecasted population increases be focused in centers.
- **Franklin McClure** recounts an extensive family history related to Bremerton. He noted some contention and a racial disparity issue with a previous rezone of his property. **Mr. Jackson** said this comment would be considered by the Planning Commission and they can expect some further updates after the EIS comment period is closed. Staff will review all proposed land-use changes at that time.
- **James Cline** relayed the progress that is being made in the Charleston District Center and noted that improvements to open space, additional trees, trash receptacles and street-scape improvements are still needed. Staff recently met with a local artist who is interested in painting a mural under the Wycoff Underpass in the Charleston District Center. **Mr. Jackson** advised that this area is identified in the Charleston Area Planning Study (CAPS) as one where local art project could improve the Charleston District Center. The Mayor has invited a local artist and other interested parties to work with the Charleston Business District to come up with a unified plan for what the mural should look like.

- **Blaine Peet** recommends that forecasted increases in population be located in centers and closer to transit, libraries, schools, stores, ferries and the shipyard. He noted this would likely result in less vacancies of stores in the downtown. He also recommends better sequencing of traffic lights on State Route (SR) 303.
- **Margaret McNeff** recounts her extensive family history in Bremerton, noting that her great grandchildren now live in the City. She recommends upgrading sewer facilities; providing additional sidewalks and bike lanes; rapid transit from downtown to Kingston; requiring all new development to build up and incorporate solar, open space, underground parking, and additional amenities like heating and air conditioning that improve energy efficiency. She also recommends a plan to eliminate food deserts.
- **Joan Dingfield** recommends that regional planning include Silverdale as an important growth center and that the Navy provide adequate services to support the military populations. She further recommends that Washington State Ferries have a two-boat system for Kitsap Transit for all days of the week. Lastly, she recommends the City should actively pursue annexation out to McWilliams as another commercial neighborhood in Bremerton and that the City work closely with the Bremer Trust to facilitate improvement of their properties in downtown. **Mr. Jackson** responded that Silverdale is a regional growth center recognized by the PSRC. Decisions made by the Federal Government are outside of the City's jurisdiction, but her comments would be shared with the Navy. Her recommendations for traffic improvements would be considered as part of update to the Transportation Chapter of the Comprehensive Plan in June. The area around McWilliams is part of the Kitsap Urban Growth Area and is currently under discussion by the City and Kitsap County as part of this update. The City doesn't have the authority to dictate what the Bremer Trust does with its private property, but the Mayor and City Council will continue to engage on those properties.
- **Michelle Moshay** recommends that the City install parking areas on Park Avenue between 11th and 12th Streets. **M. Jackson** said this comment would be forwarded to the Public Works Department to consider as part of the Transportation Chapter update.
- **Joan Dingfield** commented that the City should partner with Kitsap County, the Navy and the Tribes to put forward best practices for climate change and sea-level rise. **Mr. Jackson** responded that the City currently coordinates with other jurisdictions in the County, including Tribal organizations via the KRCC. The KRCC creates a number of planning policies, including those related to climate change. In a separate comment, **Ms. Dingfield** said she supports development being focused in centers, but the individual character of the centers should be maintained.
- **The Washington State Department of Transportation (WSDOT)** shared a number of transportation-related comments that would be forwarded to the Public Works Department, including increasing the level of service. They also note that House Bill 1220 encourages development of affordable housing, and that affordable housing should be encouraged along state route corridors.

Mr. Jackson gave each of the Commissioners a promotional tumbler with the City's Comprehensive Plan emblem on it and advised that members of the public who provide comments related to the Comprehensive Plan would be entered into a drawing to win a cup.

Chair Tift invited public comment, but there was none. He closed the public comment period and invited the Commissioners to comment.

Commissioner Wofford referred to the comment submitted by Deborah Vedin, and asked if the City selling 30% of the watershed was a valid statement. **Mr. Jackson** said he believed Ms. Vedin's family was historically located in the area where the City currently has a lot of water resources (Anderson Hill area by Port Orchard). The City sold some of the land after it was determined to be surplus and unneeded for the watershed. The City still maintains a substantial area for water resources.

Commissioner Coviello observed that accessory dwelling units (ADUs) and duplexes are allowed in the single-family residential zones. Although this type of development will represent a small number, he asked how the City would account for that growth when it comes to meeting the GMA growth targets. **Mr. Jackson** responded that the City hasn't assigned a number to that development type. In the time since the City changed the code to allow ADUs and other middle-housing types in the single-family zones there hasn't been a lot of interest. It will take some time for the development community to understand the available options and for financial institutions to offer funding. He emphasized that the density allowed in the single-family zone has not changed. He noted that the Buildable Lands Analysis recognizes what development has occurred, and the City was at about 8 DUA in the R-10 zone. There is potential to move all the way to 10 DUA with the additional housing types, but staff would need future local development data to provide any forecast trends.

Commissioner Mosiman said he heard that the State Legislature is considering a bill that would provide incentives to increase density along transit corridors. He questioned if the City has any transit corridors that might fit the definition under the bill. **Mr. Jackson** responded that the bill in question is speculative at this point. There are a number of middle-housing and high-density housing bills proposed in the legislature, and staff is watching them closely, with regular reports from the City's lobbyist. The differences between the various bills are substantial. At this time, they will continue planning with Vision2050, the KRCC guidelines and through the local planning process, recognizing that the Comprehensive Plan might have to be adjusted in the future as mandated by the State.

Commissioner Flemister thanked all of the citizens who submitted comments. It's not often that they get such a good response back, and she appreciates their efforts very much. **Chair Tift** also thanked the citizens for their feedback.

Workshop: Land-Use Chapter of the City's Comprehensive Plan for the 2024 Update

Mr. Jackson commented that the purpose of this workshop is to discuss the Land-Use Chapter of the Comprehensive Plan. The Planning Commission should consider public comments received at the workshop and provide staff with feedback on the existing Land-Use Chapter.

Mr. Jackson reviewed that land-use designations divide land into separate regulatory areas. The designations separate uses and purposes, such as residential, mixed-use and commercial. They also follow the City's goals and policies for the type of development they want to see in Bremerton. He shared the four current land-use maps and advised that the City's land-use designations have changed quite a bit over the years, leaving some non-conforming properties. In these situations, the City considers the existing uses on the properties to determine the most appropriate land-use designation, and this can result in odd shapes on the maps.

Mr. Jackson advised that the City currently follows the "Centers" method of development in order to protect low-density areas from more intense development and to ensure strategic and efficient infrastructure investments. He pointed out that the Centers Method is the accepted method of development recognized by the PSRC and KRCC. He shared the following quote from the Countywide Planning Policies:

"Growth in Centers has significant regional benefit, 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."

Mr. Jackson advised that the City's current land-use designations are broadly separated into four categories: Residential, Mixed-Use, Commercial/Industrial and Resource. He briefly reviewed each of the land-use designations as follows:

- **Downtown Regional Center (DRC)** – The Maximum Density in some areas of the Downtown Subarea Plan is 20 Dwelling Units Per Acre (DUA). This regional center is supposed to absorb the most growth, yet the density cap in some areas is close to that of the Medium Density Residential (MDR) Zone. In other areas within the DRC there is no maximum density, which is more in line with other centers throughout the City. The minimum density is 6 DUA in some cases, which is the same as the Low Density Residential (LDR) Zone. This means that a single-family plat could be located in the DRC. In other areas of the DRC, the minimum density is 40 DUA. The maximum height oscillates between 40 feet, which is just above the maximum height allowed in the LDR Zone, and goes all the way up to market rate in the most intense areas of the downtown. There is a mixed-use requirement for commercial zones within the DRC. PSRC includes Naval Base Kitsap in the DRC designation, which has been a boon from a planning standpoint for the Navy and City to coordinate grant writing. Staff will be coordinating with the Downtown Business Association as the update moves forward.
- **District Centers (DC)** – There are three district centers: Charleston, Wheaton-Sheridan, and Wheaton-Riddell. In more recent years, the Wheaton-Riddell Subarea Plan has been the most successful in attracting development. Nearly 900 residential units are planned within that district center to accommodate approximately 2,000 residents. The

Wheaton-Sheridan Center is largely under the control of the Bremerton School District, and portions of the land must be retained for capital facility improvements. However, there is a building permit in for a 24-unit multi-family development fronting on Wheaton Way. Code updates were recently made to the Charleston District Center to include additional provisions for parking flexibility, temporary uses, and light industrial uses; the intent is to provide more development incentives in Charleston. There is no maximum density in the DC zones, and the minimum density is 30 DUAs per acre. The maximum height is 80 feet, which is more consistent with the other centers throughout the City, and mixed use is mandatory for developments fronting on a public street.

- **Eastside Village (EV) Subarea Plan** – This plan was originally adopted in 2020, but was later updated in 2022. It includes a Planned Action Ordinance (PAO) for streamlined environmental permitting. There are currently 530 residential units in some stage of development within the center. For a very small area to the north, the maximum density is 30 DUA, the minimum density is 6 DUA, and the maximum height is 35 feet. There is no maximum density for the remainder of the subarea, and the minimum density is 15 DUA. The maximum height is 80 feet. He recalled that the 80-foot height limit was very important to developers seeking to construct multi-family development, as that is the height that the building and fire codes allow for wood frame construction, which is the most economical type of construction. Anything taller may require steel and concrete construction.
- **Neighborhood Business (NB)** – The intent of these zones is to recognize pockets of commercial areas that exist throughout the City. A big push of the 2016 Comprehensive Plan update was to address a number of nonconforming uses throughout the LDR Zone. For example, the Manette Neighborhood Center is zoned NB and is also a Neighborhood Center. Manette is the only Neighborhood Center in the City and is meant to recognize that, while they encourage growth in the City, this is a particularly sensitive neighborhood that doesn't want to see intense development. He noted that the shaded portion is zoned R-40, which is a High Density Residential (HDR) zone. There is no maximum density in NB, but residential is considered a secondary use and mixed use is mandatory. The minimum density is 15 DUA and the maximum height is 35 feet.
- **General Commercial (CG)** – This zone is intended to be more auto-serving, while also making improvements to pedestrian and bicycle facilities. The CG zone is largely located along SR-303(Wheaton Way and Warren Avenue), SR-304 (Burwell Street) and SR-310 (Kitsap Way). Via the Transportation Plan, the City is transitioning to include more multi-modal transportation, but the land-use designation recognizes the current built environment. This zone allows purely residential development, with no mixed-use requirement. There is no maximum density and the height limit is 45 feet, but 35 feet for properties that abut R-10 zones. There is currently no minimum density requirement, and this is something the Commission should discuss.
- **Higher Education (HE)** – This zone includes Olympic College and some surrounding land. The intent of the zone is to support the college and its student housing needs. It is located on the Bridge-to-Bridge Trail System. It has no maximum density, but the minimum density is 20 DUA. The maximum height is 85 feet, and there is no mixed-use requirement.
- **Puget Sound Industrial Center (PSIC)** – The largest tenant in this center is the Port of Bremerton. The most recent substantive development is the Amazon warehouse. The subarea plan has the capacity for 10,000 jobs. Residential is not a permitted use within the subarea, and industrial and commercial uses are prioritized. Height is market driven, but airport operations naturally limit the height of some structures in specific zones.
- **Industrial (I)** – Residential uses are not permitted within this zone, and industrial and commercial uses are prioritized. The maximum height is 50 feet. The most intense uses are to occur in this zone, where mining operations were previously located.
- **Low Density Residential (LDR)** – The maximum density in this zone is 10 DUA and the minimum density is 6 DUA. The maximum height is 35 feet and there is no mixed-use requirement. There are over 700 single-family homes coming on line in the LDR zone. The Commission should consider that single-family homes have a greater environmental impact as they take up a lot more land area than more compact residential types.

- **Medium Density Residential (MDR)** – This zoning designation was created in 2016 to address areas like surrounding Lebo, Stephenson, and Lion Parks. The previous zoning designation was LDR, but existing development included more intense residential uses. Changing the zoning to MDR brought these properties into conformity. The maximum density is 18 DUA and the minimum density is 6 DUA. The maximum height is 35 feet, and there is no mixed-use requirement.
- **High Density Residential (HDR)** – The odd shapes of these zoning designations are due to existing development patterns that were allowed in the past but were brought into conformity with the 2016 code update. The maximum density is 40 DUA and the minimum density is 18 DUA. The maximum height is 45 to 60 feet, with only certain conditional uses allowed to build to 60 feet. There is no mixed-use requirement.
- **Bay Vista Subarea Plan (BVSP)** – This was the first project of the Bremerton Housing Authority (See link in Staff Report for a history of the Bremerton Housing Authority). A 216-unit apartment complex was recently developed, along with 120 single-family homes. There are only a few undeveloped lots within the subarea. The maximum density is 65 DUA, and there is no minimum density. The maximum height is between 30 and 65 feet, and there is no mixed-use requirement.
- **East Park Subarea Plan (EPSP)** – This is another project of the Bremerton Housing Authority and is nearly completely built-out. There is only one vacant lot, it fronts on Wheaton Way, and a building permit has been submitted for a 65-unit apartment complex on the lot. Upon completion East Park will provide over 400 residential units, including single-family, townhomes, and multi-family apartment buildings. The maximum density is between 12 and 50 DUA, and there is no minimum density. The maximum height is between 35 and 60 feet, and mixed-use is required when fronting Wheaton Way.

City Utility Land (CUL) – This zone is conservation and resource land, owned by the City and managed by the Forestry Division. The City harvests trees within this area through the forestry program, and it is also home to the City’s biosolids program that utilizes 100% of the treatment plant’s output to help trees grow. About 30,000 trees are planted annually on Water Utility Lands to replace those that are harvested.

- **Watershed (WS)** – The Union River Reservoir holds about 1 billion gallons of water and supplies about 60% of the City’s drinking water. Trespassing is prohibited in the environmentally sensitive area, and is enforced by the Bremerton Police Department.
- **Urban Growth Areas (UGAs)** – While not a land-use designation, UGAs are included in the Land-use Chapter of the Comprehensive Plan. Mr. Jackson provided a map showing the UGAs associated with the City of Bremerton, explaining that UGAs are outside of the incorporated City and are designated to be annexed in the future, but they are currently under the jurisdiction of Kitsap County.
- **Open Space (OS)** – A map in the Comprehensive Plan that identifies the location of parks and other open spaces in the City. While Open Space is referenced in the Land-use Chapter, the actual parks and open space planning occurs with the Parks, Recreation and Open Space (PROS) Plan. The PROS Plan was most recently updated in 2020 and will not be updated as part of the current Comprehensive Plan update.

Mr. Jackson shared a chart from the Buildable Lands Report showing where population capacity is located within the City. He noted that 31% of the City’s population capacity is located within the Downtown Regional Center. He also shared a chart showing the overall area of the zone, noting that the Downtown Regional Center occupies only 2% of the land area for residential zones in the City. Based off current development patterns, the population capacity is being absorbed by the centers. The LDR zone only has 25% of the capacity but 76% of the available buildable area. Allowing a higher level of density in the LDR zone would add more transportation trips, extend utilities out further and have a greater impact on the environment.

Mr. Jackson referred to an article produced by the Department of Housing and Urban Development (HUD) that is referenced in the Staff Report. It is titled, “*Opportunities to Reduce Climate Risks Through Land-use Regulations.*” The article notes that a high-density urban community produces six metric tons of carbon emissions through transportation and heating per year compared to 21 metric tons of annual carbon emissions from a single-family household. Units with shared walls, such as townhomes and multi-family, consume less energy for heating and cooling than single-family homes, which have an inherent

structural inefficiency. The article points out that locating population in urban centers automatically cuts down on the distance you need to drive to work and makes communities more walkable. He shared a local example in the Wheaton-Riddell District Center where four apartment complexes (372 units) and 69 single-family homes are planned. Each of the single-family homes would fit inside any of the individual apartments, but significantly more land is required to construct single-family homes.

Mr. Jackson reviewed the Land-Use Designation Development Table, which was included in the Staff Report as Attachment A, highlighting the following:

- **Downtown Regional Center (DRC).** In the DRC, heights are listed on the chart as “various.” The Planning Commission might want to consider what heights should be permitted in this zone. The Zoning Code maximum height ranges from 40 feet to market driven, which is at the low side of what the LDR allows. The maximum DUA is 20 and the Commission might want to consider increasing that limit. The minimum DUA is 6 DUA, and the Commission might also be interested in changing that since, hypothetically, a single-family could be constructed in the DRC.
- **District Centers (DC).** The current maximum and minimum DUA and height limitations seem to be right on track with what the City is expecting for DCs. The land-use maximum height is 6 to 8 stories, and the zoning maximum height is 80 feet. Neither the Comprehensive Plan nor the Zoning Code designate a maximum DUA.
- **Eastside Village (EV).** These standards were recently updated and do not need a lot of discussion, with the exception of perhaps changing the minimum density to create uniformity amongst the high-density areas.
- **Neighborhood Business (NB).** The maximum height is listed as 3 to 4 stories in the Comprehensive Plan, and is capped at 35 feet in the Zoning Code. The Commission might consider adjusting the maximum height. The Zoning Code sets a minimum density of 15 DUA, and the Commission might consider some changes to create predictability.
- **General Commercial (GC).** The Comprehensive Plan allows 3 to 5 stories in this zone, and the Zoning Code sets the maximum height at 45 feet. The Commission might consider that a 45-foot maximum height would not accommodate 5 stories. There are currently no maximum or minimum density requirements, and the Commission might want to consider one for this zone.
- **Freeway Corridor (FC).** There is no maximum height limit specified in the Comprehensive Plan, but the Zoning Code has a maximum height of 60 feet. The Commission should consider changes for consistency.
- **Higher Education (HE).** The Comprehensive Plan allows 4 to 6 stories of development, and the Zoning Code limits height to 85 feet. The number of stories allowed should be consistent with the 85-foot height limit in the Zoning Code. Neither the Zoning Code nor the Comprehensive Plan include a maximum density for this zone, but the Zoning Code has a minimum density of 20 DUA.
- **Puget Sound Industrial Center (PSIC).** The Commission will explore this area further at their February meeting.
- **Industrial (I).** There is no maximum height specified in the Comprehensive Plan, and this should be changed to be consistent with the maximum height in the Zoning Code of 50 feet.
- **Low Density Residential (LDR).** There doesn’t seem to be a conflict between the Comprehensive Plan and Zoning Code.
- **Medium Density Residential (MDR).** The Zoning Code has a 35-foot height limit for this zone. However, some uses, such as schools, are allowed a 45-foot limit. The Commission might consider directing staff on height.
- **High Density Residential (HDR).** This zone has a Comprehensive Plan designation of 3 to 5 stories, but a maximum height in the Zoning Code of 40 to 60 feet. For consistency, the Commission should review these height limits.
- **Bay Vista Subarea Plan (BV).** This area is fully built out, with the exception of some commercial areas.

- **East Park Subarea Plan (EP).** This area is also fully built out, with the exception of one area.

Mr. Jackson asked that the Commission specifically respond to the following questions:

1. Should staff prepare more predictable minimum density standards between Centers and other high-density, mixed-use zones for the Commission to consider?
2. Should staff prepare more predictable structure for maximum height standards between Centers, mixed-use designations, higher-density residential and commercial areas for the Commission to consider?
3. Beyond density and structure height criteria. Should staff prepare additional affordable housing strategies for the Planning Commission to consider?

Mr. Jackson concluded his presentation by inviting the Commissioners to consider the public comments received at the workshop and provide staff with feedback on the existing Land-use Chapter.

Chair Tift invited public comment, but there was none. He closed the public portion of the workshop and invited Commissioner comments.

Commissioner Coviello asked how the City would address station areas, if at all. **Mr. Jackson** said once the scoping comment period ends on January 27th and the comment period for Land-use Designation Changes ends on February 1st, staff will review the land-use comments that are presented and start making some recommendations. Staff will work with Kitsap Transit to identify where these sites will be located and will share all of the proposed land-use designation changes at the February meeting. **Commissioner Coviello** said he is curious about how the PSRC defines station area zoning. He asked that staff reach out to them for clarification.

Commissioner Mosiman recalled that, in the past, residents in the UGAs were not amenable to being annexed into the City. However, the staff presentation stated that is the City's plan. He asked if the law has changed to make annexation more possible. **Mr. Jackson** explained that there are a number of different methods for annexation, and they all present their own challenges. **Director Spencer** added that the City Council has taken action to encourage annexation as much as possible. Previously, the City would extend utilities outside of the City limits as long as a No Protest Agreement is signed. The City will still do that if annexation is unfeasible. However, the City won't extend utilities beyond its limits if it is feasible to annex. Because of that new provision, there have been a few applications for annexation. The City is trying to do everything possible to incentivize annexation, but the citizens get to decide if they want to annex or not. The GMA sets expectations for cities to plan for all the UGAs, but cities don't get to decide if and when annexations occur.

Commissioner Mosiman noted that some of the UGAs are completely surrounding by the City of Bremerton, essentially creating islands within the City limits. He asked how the City and County are coordinating efforts to make these adjacent parcels of land fit together. **Director Spencer** answered that the City does capital facilities planning (water, sewer, storm) for the UGAs, and then she and Mr. Jackson meet with County staff in an effort to coordinate land-use designations. While they don't always agree, in recent years there has been good collaboration between the two agencies with regard to how the land is designated.

Chair Tift pointed out that the property owners in some of these areas have repeatedly and overwhelmingly voted against annexation. He asked if these properties are serviced by Kitsap County rather than the City of Bremerton. **Director Spencer** answered that there are some mutual aid agreements between the agencies. For example, the City is responsible to provide fire response to the Puget Sound Industrial Center, but they have a mutual aid agreement with South Kitsap because they have closer proximity to provide services. In exchange, the City would service areas off of Warner Road that are not within the City limits.

Commissioner Wofford observed that the DRC has been designated a metro area by the PSRC. He asked how the City would comply with that designation when most of the multi-story buildings do not meet the seismic requirements. The City will need

to provide some financial support, tax incentives, zoning changes, etc. as motivation to get the buildings occupied. He asked how the Planning Commission could assist in this effort. **Director Spencer** pointed out that, with a lot of the revitalization that has occurred in downtown, old buildings were demolished and replaced with new ones. However, she agreed that some land-use tweaks might be needed to address inconsistencies between the Comprehensive Plan and the Zoning Code. They will dive into more detail when they specifically review the Downtown Subarea Plan. The Commission doesn't have a lot of control over building codes and standards. She summarized that the City has offered as many incentives as possible, and now it is a matter of patience. **Commissioner Wofford** recalled that he was part of the East Side and Bay Vista Subarea Plan processes, and he recognizes it takes a long time to get things moving. He wants to make sure the Commission at least considers ways to develop the downtown buildings that are currently unoccupied for a variety of reasons.

In light of the projected increase in population, **Commissioner Wofford** asked how big of a population the City's reservoir and aquifer can support. **Mr. Jackson** said he would ask the City's Water Service Specialist to respond to that question. They are currently in the process of updating the Water Comprehensive Plan, where they demonstrate through capital facilities planning that the City can service all of the forecasted populations. Rather than thinking in terms of maximum capacity, they think in terms of what capital facilities are needed to support the forecasted population.

Now that Jackson Park is run by civilians, **Commissioner Wofford** asked if it would ever come under the City's taxing authority. **Mr. Jackson** responded that it is still Federally-owned property and outside of the City's jurisdiction.

Commissioner Flemister asked staff to share what they know about why annexation is so unpopular. What are the major concerns? **Mr. Jackson** said the most current annexation request is similar to others that have come in over the years. People are often surprised and concerned to learn they are located in a UGA when an annexation request is submitted by neighboring property owners. This usually results in a knee-jerk reaction that people want to keep their area more rural in character. While UGAs are designated by the State to contain urban development, change will be more incremental over time. There is also the perception that annexing into the City will result in higher costs, but that isn't often the case. When an annexation request is put forward, the City provides the public with an annexation calculator that breaks down the cost of the various services, taxes, response times, etc., and the costs vary depending on a property's location. Some people are concerned they would be required to hook up to sewer service at a significant cost, but that isn't necessarily the case, either.

Chair Tift referred to the Land-use Designation Development Table that was presented in the Staff Report and commented that some work is needed to resolve inconsistencies. He observed that the discussion tends to focus on the downtown corridor as the best place to focus population growth, but there are a lot of other areas in the City that can support additional growth, too.

Chair Tift commented that the Bay Vista and East Park Subareas illustrate highly successful transformations. Staff deserves a lot of credit for the planning and how the projects have turned out. It is quite remarkable from his perspective.

As they move forward with the Comprehensive Plan Update, **Commissioner Pedersen**, recognized that the City will need to plan for a certain amount of new residents, and there seems to be a lot of capacity in the centers to absorb much of this growth. He asked if the City would be on track to absorb the projected population increase without making any changes to their land-use and zoning designations. If not, how much upzoning would be needed in order to meet the goal. This information is important to know as they consider changing height and density requirements in various zones. **Mr. Jackson** said the KRCC has identified a specific population that the City must absorb. Using the 2020 Census numbers and the Buildable Lands Report, it was determined that the City currently has the capacity to absorb about 16,000 people, which falls short by about 3,700 people. **Director Spencer** added that when the last Buildable Lands Report was done, the ADU regulations hadn't been changed yet. They potentially have more capacity in the LDR zone now, so perhaps the Centers don't have to be significantly changed. She summarized that the City has done things over the past few years to raise the ability of infill density in ways that are not alarming to residents, but there are still things to work on as they consider the scoping comments and applications for land-use changes. Some land-use changes might be an automatic fix that help the City reach its population goals. It appears that Centers are the preferred location for the increased density, but they don't yet know how big of changes will be needed.

As the Commissioners consider the options, **Commissioner Pedersen** said it might be helpful to have some guesstimation as to how each of the potential changes might impact the City's capacity. **Director Spencer** answered that, as part of the Environmental Impact Statement (EIS), staff will study how much additional growth each of the alternatives will accommodate.

She anticipates that the final recommendation will be a blend of a variety of alternatives. The Commission will have an opportunity to see these numbers as they go through the review process.

Commissioner Coviello said he is concerned, depending on how the PSRC directs the City to deal with station area planning, that the City would not be able to handle the increased population that results. He hopes that isn't the case.

Chair Tift closed the workshop and thanked the members of the public who joined the meeting both virtually and in person.

Chair Report

Chair Tift did not have any items to report.

Director Report

Director Spencer reminded the Commissioners that their regular meeting day in February is a holiday, so there will be a special meeting on February 27th.

Old Business

There was no old business.

New Business

Commissioner Mosiman reported that he attended a District 6 Town Hall Meeting a few weeks ago where the Comprehensive Plan Update was the focus of discussion. Director Spencer, Mr. Jackson and the Mayor were in attendance, as well. About 10 to 12 people attended, and there were a lot of questions about the plan and the update process. He thanked staff for attending the meeting.

ADJOURNMENT

The meeting was adjourned at 7:17 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: Results from the 2022 Comprehensive Plan Update Community Survey
DEPARTMENT: Community Development
PRESENTED BY: Kate Millward, Planner; (360) 473.5281

MEETING PURPOSE

Staff will brief the Planning Commission on the results of the Community Survey.

PROJECT OVERVIEW

At the October 17, 2022 Planning Commission workshop, the Commission requested feedback from the public on the forthcoming Comprehensive Plan Community Survey. The survey was open from November to February. In addition to demographic data, respondents were asked to answer the following questions:

1. What is Bremerton’s most attractive quality?
2. In the next 20 years, what is the most pressing issue for Bremerton?
3. The 2016 Comprehensive Plan Update included the vision statement: “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.” On a scale of 1-5, how would you rate the applicability of this vision statement to today?
4. If you could change one thing about Bremerton, what would it be?
5. If you had \$100 to spend on the topics below, how would you spend it?
6. 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?

This report reviews the answers to these questions, and provides some demographic insight into the respondents of the survey.

ORDERS OF THE DAY

This presentation is for educational purposes. The Planning Commission should consider this information when directing staff on the Comprehensive Plan Update.

COMPREHENSIVE PLAN SURVEY

Demographics of Respondents

Survey respondents mostly identify as White Millennials who are well-educated, and in high-income households. Most have lived in Bremerton more than 20 years and own their homes.

The survey received 95 responses.

The majority of participants are White (83%), followed by Other (12%), who largely didn't wish to identify or were Latino/Hispanic—which is an ethnicity that can be associated with any racial identity. Other responses were Asian (3%) and Native Hawaiian/Pacific Islander (1%).

The respondents are generally well-educated with 40% having a bachelor's degree, 29% having a graduate degree, 22% having an associate's degree, and 10% having a high school diploma or GED.

Most of the respondents live in high-income households, earning more than \$100,000 (59%), while 27% earn between \$50,000 and \$99,999. An additional 8% earn between \$25,000 and \$49,000 and finally, 7% earn less than \$24,999.

Respondents are fairly equally split by age groups with 35% between 26 and 41 (Millennials), 32% between 58 and 76 (Boomers), and 27% between 42 and 57 (Gen X). The remainder are older than 77 (3%) or 18 to 25 years old (2%).

Most respondents have lived in Bremerton for more than 20 years (41%), followed by zero to five years (34%) and six to 10 years (15%).

Most respondents are homeowners (85%), while the rest (15%) rent their homes.

It's important to understand that the demographics of these respondents are not representative of Bremerton's Census profile and only represent the respondents, who self-selected to take this survey.

Charts for demographic information are included at the end of this document.

Please rank Bremerton’s most attractive qualities

Bremerton’s most attractive qualities are its parks, trails and outdoor recreation, access to Seattle, and enjoyment of the natural environment. Its least attractive qualities are its employment opportunities, sense of community and housing market.

Most respondents (22%) ranked Bremerton’s employment opportunities low, at 2 on a scale of 1 to 6 followed very closely by very good (20%), excellent (19%) and very poor (18%).

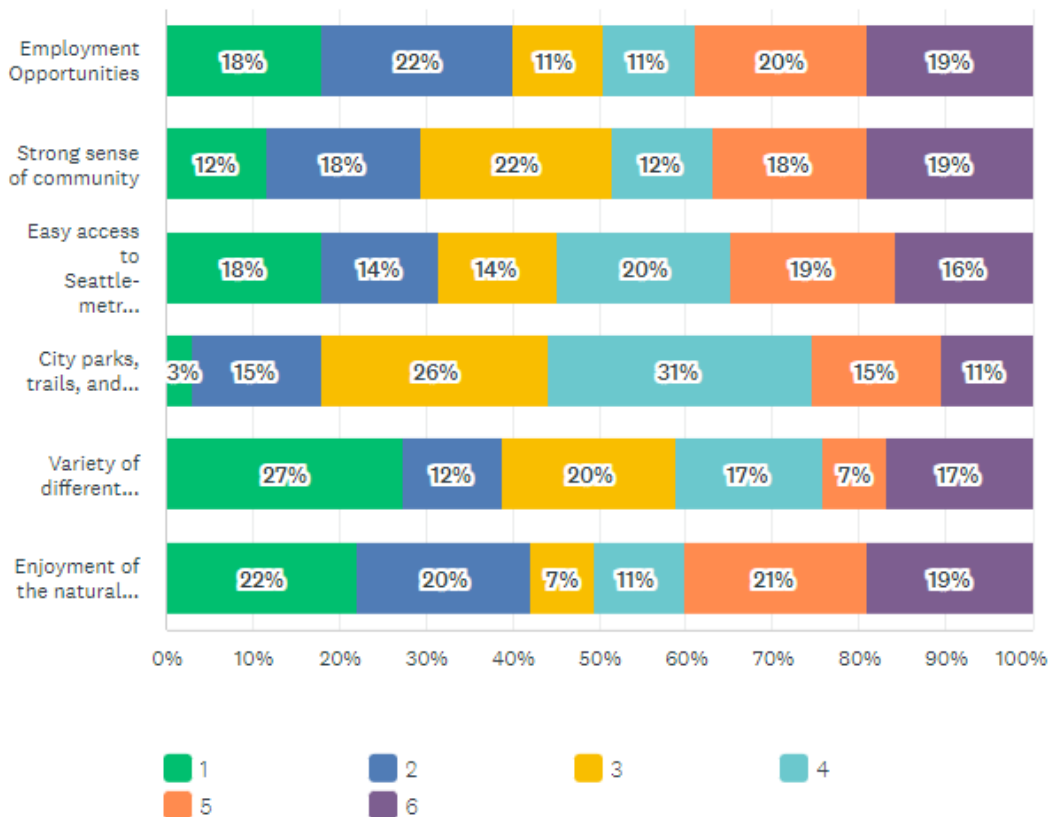
Most respondents (22%) ranked Bremerton’s strong sense of community slightly better, at 3 on a scale of 1 to 6 and 19% ranked it as excellent, at 6.

Most respondents (20%) ranked Bremerton’s easy access to Seattle-metro area as 4 on a scale of 1 to 6 while 19% ranked it very good, at 5.

Nearly a third of respondents (31%) ranked Bremerton’s city parks, trails and other recreation as good, at 4 on a scale of 1 to 6 while 26% ranked this category at 3.

Most respondents (27%) ranked Bremerton’s variety of different housing types, price or property sizes very poorly, at 1 on a scale of 1 to 6 while 17% ranked it as good at 4.

Respondents were nearly equally split ranking Bremerton’s enjoyment of the natural environment: 1 (22%), 2 (20%), 5 (21%) and 6 (19%).



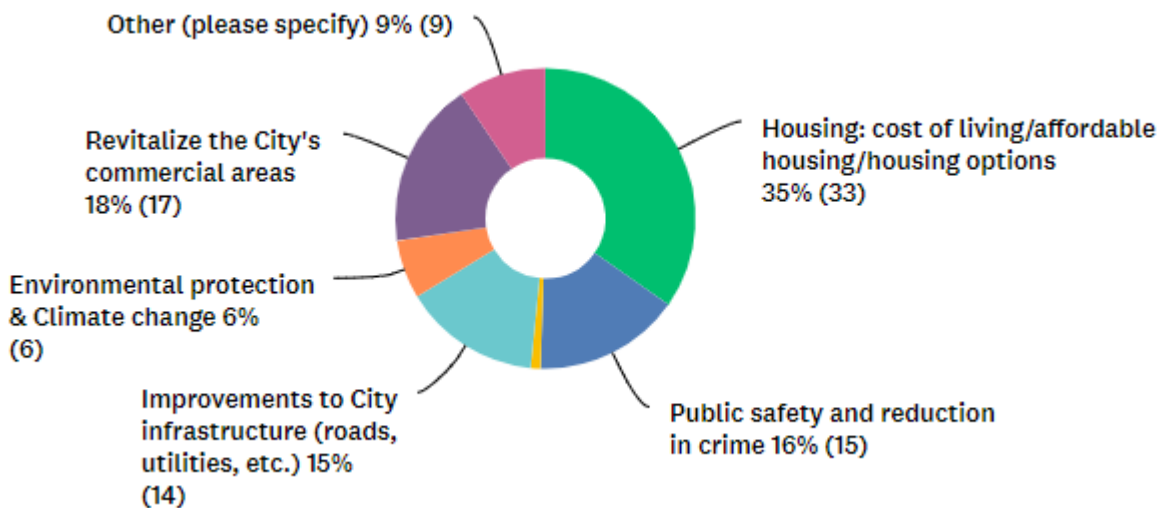
Respondents were given the opportunity to add qualities not included in the question. Below is a selection:

- The neighborhoods
- Diversity
- Walkability and transportation
- Commercial cores

In 2022, what is Bremerton's most important issue?

Respondents believe housing is Bremerton's most important issue, followed by revitalizing commercial areas.

According to respondents, Bremerton's most important issue is housing (35%) followed by revitalizing commercial areas (18%), public safety (16%) and infrastructure (15%). Only 6% of respondents felt environmental protection was Bremerton's most important issue.



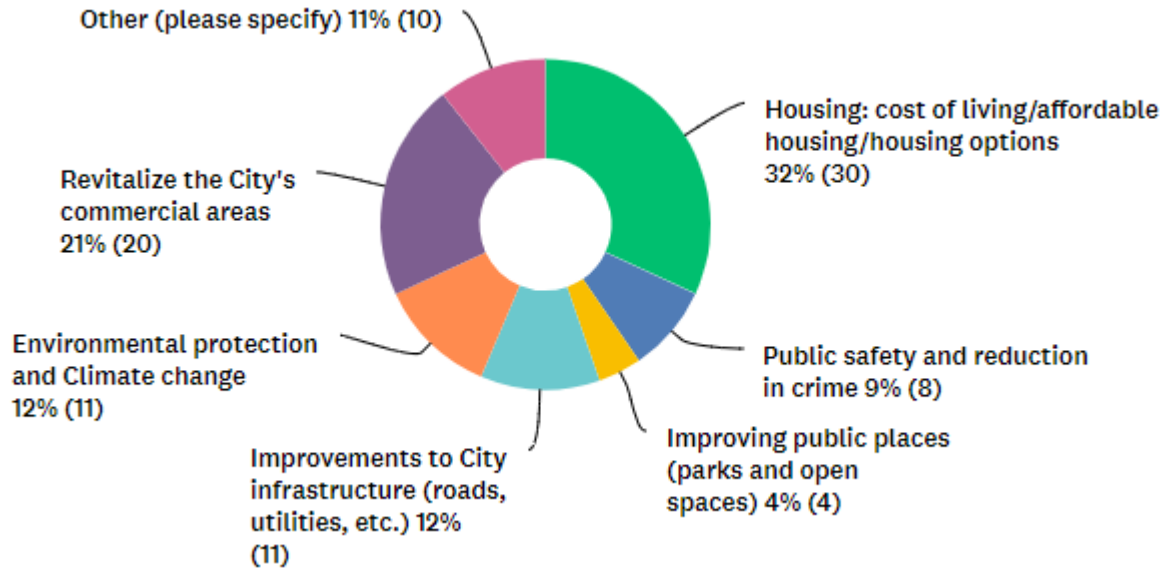
Given the opportunity to write in, respondents added:

- Eradicating longstanding racism and classism
- A lack of restaurants, shopping, grocery stores and parking
- Bicycle and pedestrian infrastructure and safety
- Crime
- Improving ferry service
- Homelessness

What should the City focus on improving during the next 20 years?

Most respondents think the City should focus on improving housing and revitalizing commercial areas.

In line with the responses to the previous question, respondents thought that the City should focus on improving housing (32%) followed by revitalizing commercial areas (21%). The next most important priorities were environmental protection (12%) and infrastructure (12%), followed by public safety (9%) and improving public places (4%).



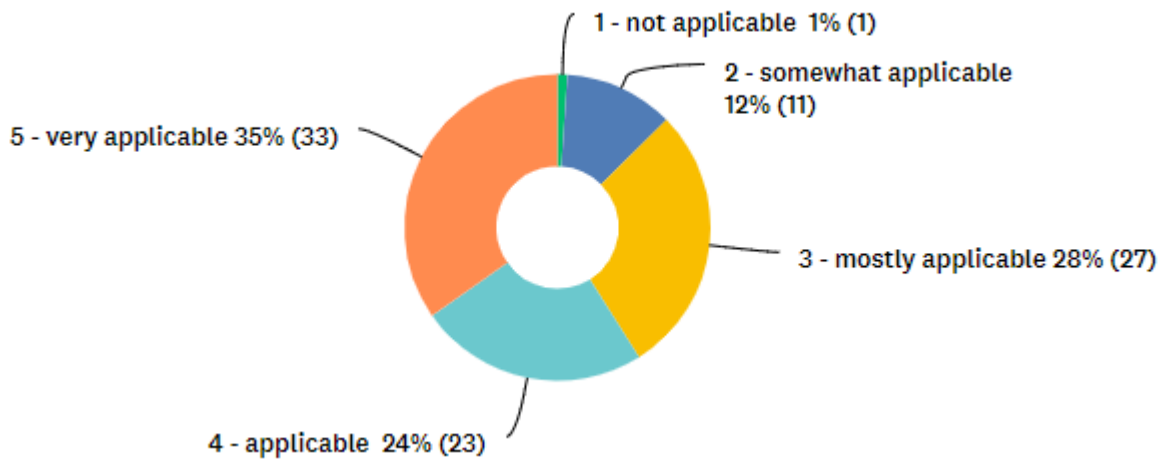
Given the opportunity to write in, respondents added:

- Welcoming all cultures
- Increasing staff in the Department of Community Development
- Limiting growth

The City's current comprehensive plan has a vision statement that emphasizes economic vitality, jobs, housing, recreational activity, and diversity of lifestyles. Is this a vision that still has applicability and should be carried forwards?

Most respondents think that this is still an applicable vision.

Most respondents thought the existing vision was either very applicable (35% or mostly applicable (28%). The rest thought it was applicable (24%) or somewhat applicable (12%).



Given the opportunity to add to the vision, they included:

- Multi-modal transportation
- Public safety
- Infrastructure
- Equity
- Sustainability (environmental and economic)
- Revitalize downtown

If you had \$100 to spend on the topics below, how would you spend it? Please ensure total adds up to \$100.

The top three priorities are affordable housing, improving transportation and improving police services.

This question was not universally understood by respondents, leading to outcomes that may not be as useful. In many cases, respondents spent more than \$100. The question was meant to be an exercise in ranking priorities. Even though not all submissions totaled to \$100, we can extrapolate some prioritization accordingly:

Affordable Housing: \$2,545

Improving Transportation: \$1,735

Improving Police Services: \$1,595

Improving Parks and Open Spaces: \$1,505

Environmental Protection: \$1,320

Other: \$680 (revitalization, infrastructure, economic development, education, homelessness)



If you could change one thing about Bremerton, what would it be?
Respondents would change downtown, housing, parking and safety.

downtown area keeps safety working Make New Bremerton safer
businesses one housing grocery stores city parking lots
downtown car better near people homeless areas
staffing needs service parking traffic improve Make city



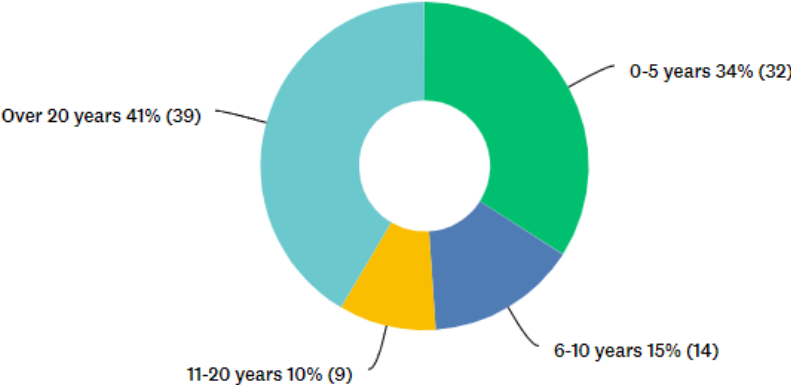
Respondents were given the opportunity to write in responses. The word cloud above reviews all words used, including words that make full sentences. The software then tallies up the word counts and displays the most frequently used words in larger font. The result is that some words get counted multiple times as compound words (e.g., downtown and downtown area). Generally, though, it looks like people would change downtown, housing, parking and safety.

Compelling responses include:

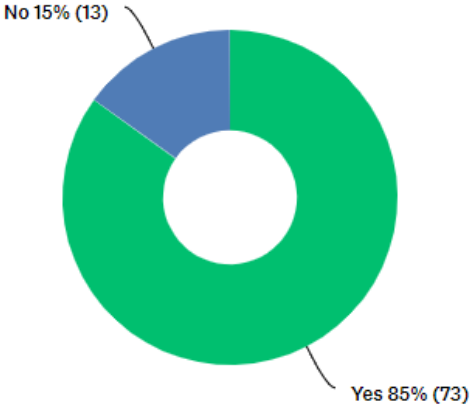
- Vehicle congestion
- Increase diversity of employment opportunities
- How zoning keeps people far away from goods and services. It should be ok for there to be a café, pub, barber or small grocery in neighborhoods, within walking distance from residents.
- An organized approach to rehabbing or replacing blighted or abandoned properties
- More community events
- Improve walkability by adding sidewalks and restructuring Warren Avenue Bridge to make it more pedestrian friendly and slow traffic
- Solutions for the homeless and mental health issues facing the community

Demographic Charts

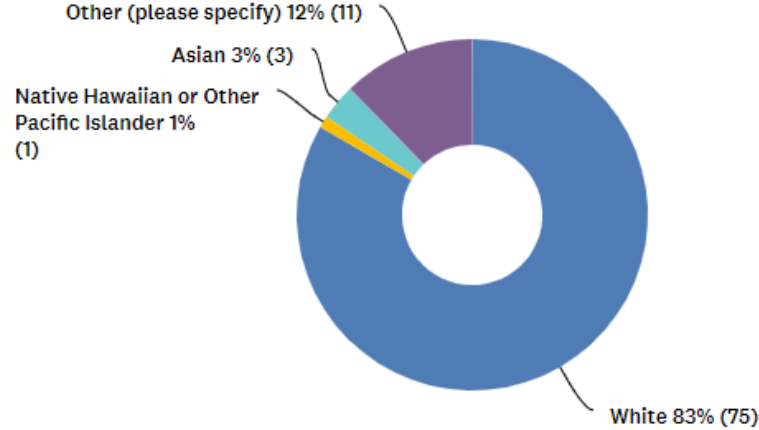
How long have you lived and/or worked in Bremerton?



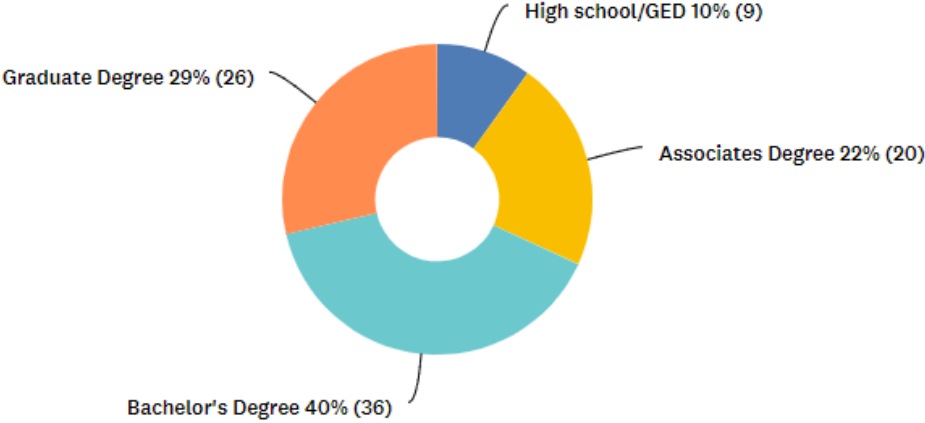
If you live in Bremerton, do you own your home?



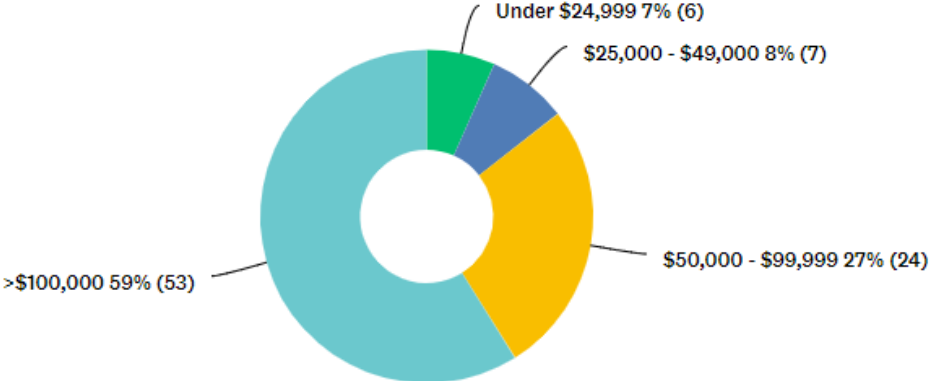
What is your race?



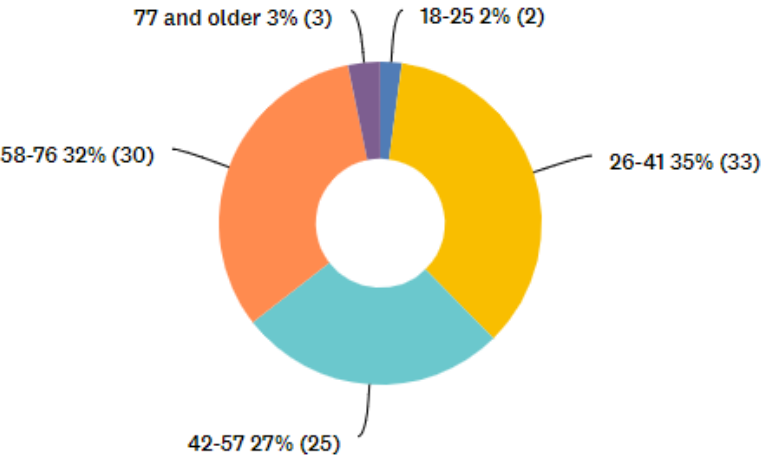
What is the highest level of education you have completed?



What is your household income?



What is your age range?



**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 provides additional review of the Land Use chapter of the City's Comprehensive Plan, with an emphasis on Subarea Plans. The Planning Commission will be presented with potential revisions to the Land Use chapter, including the initial growth strategy for Commission consideration, and citizen requests for Land Use Map changes.

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 proposed changes to Subarea Plans, overall growth strategy, updated Land Use Designation Table, and property owner requests for mapping changes and provide Staff direction for Environmental Impact Statement (EIS) alternatives.
- 2) Consider public comments received on the Comprehensive Plan, [available here](#).

ATTACHMENTS:

Attachment A: Additional Mapping Changes

Attachment B: Updated Land Use Designation Development Table

COMPREHENSIVE PLAN, LAND USE

This workshop is the second installment of the Land Use Chapter series. 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. In the first installment, the [January 23, 2023 Planning Commission Packet](#) iterates how Bremerton's Comprehensive Plan 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](#). These regulatory documents encourage the City to follow the Centers method of development, which has guided the land use patterns of Bremerton since the 2004 Comprehensive Plan update. 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.”

Current City Centers include Downtown, District Centers located in Charleston and along the Wheaton Way corridor, Eastside Village, and Manette. Please refer to the January Planning Commission Packet for more information on these topics.

PROPERTY OWNER LAND USE DESIGNATION REQUESTS

Six requests for Land Use Designation mapping changes were received from property owners. Those requests are detailed in Attachment A, along with other minor mapping changes proposed by Staff and not otherwise included in this report. All other mapping changes are included in the following analysis.

SCOPING UPDATE

At the January workshop, the Planning Commission called for testimony on the *December 28, 2022 Determination of Significance and Scoping of the Comprehensive Plan Environmental Impact Statement (EIS)*. Of all respondents, approximately 75% indicated support for locating forecasted population increases within existing Centers and other high density locations, 25% indicated support for a citywide density increase, and 0% proposed increasing density specifically in the Low Density Residential zone. It is with this direction from the public, and with regulatory guidance from local and regional planning documents, that Staff has provided a growth strategy following these recommendations for the Planning Commission to consider for inclusion in the EIS. At present, the proposal includes population increases within the Downtown Regional Center, Bay Vista Subarea, and General Commercial designation which is consistent with public feedback received thus far.

STAFF ANALYSIS

As stated previously, this workshop will focus on Subarea Plans that are also referenced within the Land Use Element and other potential alterations to the Land Use Chapter.

Downtown Regional Center (DRC)

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 designation given to geographical areas. These areas are intended to be the most dense and most transit-connected locations in the region and accordingly 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 region, County CPPs, and the Bremerton Comprehensive Plan point to the Downtown Regional Center as the most appropriate location to receive density increases, opportunities to explore existing development regulations are being presented with this Comprehensive Plan update.

Of all the Land Use Centers within the City, the Downtown Regional Center has the greatest number of attributes that should lead to increased levels of development:

- Adjacency to the County's largest employer, Naval Base Kitsap;
- Direct routes to Seattle via Washington State Ferries and Kitsap Transit foot ferries;
- Regular Kitsap Transit bus transit service;
- A direct walkable connection to the neighborhood Center of Manette;
- Development regulations that were intended to encourage redevelopment and vibrancy within the Subarea;
- [Multifamily Tax Exemption Program](#) eligibility;
- Cultural resources like the many seasonal festivals, the Admiral Theater, and a branch of the Kitsap Regional Library;
- Access to top notch parks: Evergreen Park, the Boardwalk, the Marina, and the 3-mile urban trail loop;
- And just outside Downtown, Olympic College is the largest higher education campus in Kitsap County.



There has been a lot of progress to celebrate Downtown over the years, with commercial structures and new apartments being added incrementally. Because Downtown Bremerton is

the confluence of so many positive attributes, as listed above, it is frustrating for many citizens to see vacant storefront windows and remaining blighted areas within the Center. As noted in the Community Survey, Bremerton residents identify the revitalization of existing commercial areas, and Downtown specifically, as components the Comprehensive Plan update should focus on improving. The business climate Downtown is likely due to the area acting as an important waypoint to our largest employer, and for transportation to Seattle, but not containing a resident population large enough to sustain itself. This is evidenced not only by empty storefronts, but also by existing businesses whose operating hours cater to when NBK workers are at their peak; the adjacent image illustrates hours of select Downtown businesses. The Subarea Plan recognizes that increased population within Downtown is the key to activating a vibrant place that draws people in. The Vision of the Downtown Core states:

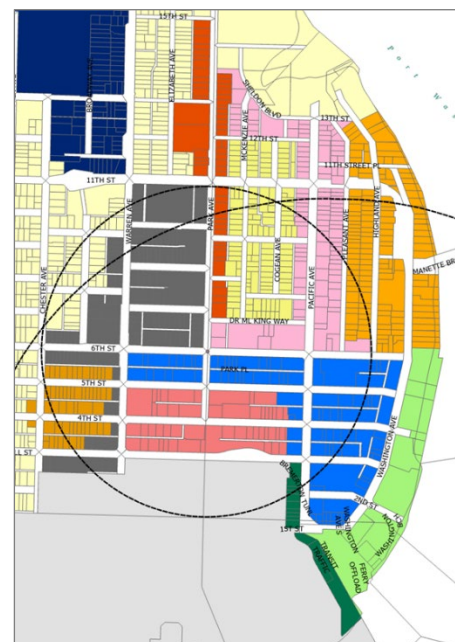
“Additional population will activate the area at all times of the day and achieve a “vital, 24 hour a day downtown.” The primary goal will be to encourage people to linger, leave their cars behind and explore beyond their first destination.”

To better understand why this foreseen population has yet to occur, familiarization with existing zones is necessary.

Existing Zones

- **Downtown Core (DC).** Illustrated in blue, the DC zone is supposed to absorb the most intense uses Downtown. This area is intended to provide vibrant activity 24-hours a day. There is no maximum density, requires mixed-use development, and the maximum structure height is *market driven*.
- **Downtown Waterfront (DW).** Illustrated in light-green, this zone is intended to act as a gateway to Bremerton for those entering the City via the ferry. Public space is prioritized, as well as street end access to views of the water. There is no maximum density, requires mixed-use development, and the maximum structure height is 175-feet.
- **Employment District (ED).** Illustrated in dark-pink, this zone was primarily established to support Naval Base Kitsap. Intense development types in this zone are a unique feature within the Subarea Plan, including being the only zone where a stand-alone parking garage can be built. There is no maximum density, requires mixed-use development, and the maximum structure height is 80-feet.
- **Multifamily Residential 1 & 2 (MR 1 & 2).** This zone is intended to absorb medium to high intensity residential

Hours: Thursday	10:30 AM–2 PM
Friday	10:30 AM–2 PM
Saturday	11 AM–6 PM
Sunday	Closed
Monday	10:30 AM–2 PM
Tuesday	10:30 AM–2 PM
Wednesday	10:30 AM–2 PM
Hours: Thursday	5:50 AM–3 PM
Friday	5:50 AM–3 PM
Saturday	10 AM–3 PM
Sunday	Closed
Monday	5:50 AM–3 PM
Tuesday	5:50 AM–3 PM
Wednesday	5:50 AM–3 PM
Hours: Thursday	6:30 AM–2 PM
Friday	6:30 AM–2 PM
Saturday	Closed
Sunday	Closed
Monday	6:30 AM–2 PM
Tuesday	6:30 AM–2 PM
Wednesday	6:30 AM–2 PM
Thursday	4:30–10 AM
Friday	4:30–10 AM
Saturday	Closed
Sunday	Closed
Monday	4:30–10 AM
Tuesday	4:30–10 AM
Wednesday	4:30–10 AM



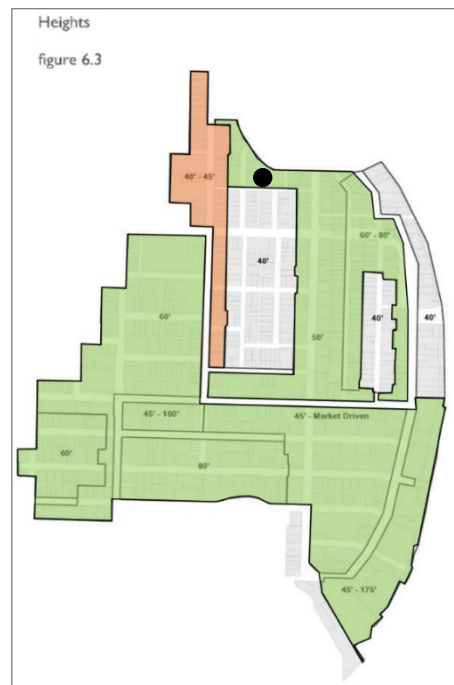
uses. This zone is illustrated in orange, and while MR-1 and MR-2 are separated, they share very similar development standards. MR-1 contains two overlays that limit height to 40-feet, with a *transfer of development rights* option to grant surrounding properties a height increase to 80-feet; to date this has never been utilized. There is no maximum density, requires mixed-use development, and the maximum structure height is 40 to 80-feet.

- *Parks (P)*. Illustrated in dark-green, this zone is meant to designate open space area.
- *Pedestrian Oriented Mixed Use (POMU)*. Illustrated in light-pink, this zone is intended to create a transit supportive, pedestrian friendly corridor with medium density residential uses featuring neighborhood retail and services on the ground floor. There is no maximum density, requires mixed-use development, and the maximum structure height is 61-feet.
- *One & Two Family Residential (R-20)*. Illustrated in light-yellow, the intent of this zone was to provide a village-like atmosphere. At the time of Subarea Plan adoption, 20 dwelling units per acre (DUA) was considered to be a high enough density to encourage redevelopment of this area. Per section 4.4, “*Planned intensification will also increase the range of potential home buyers, including starter homes, assisted living, apartment rentals, condominiums and townhouses.*” No new development has occurred in this zone since the adoption of the Subarea Plan. Maximum density is 20 DUA, no mixed-use requirement, and the maximum structure height is 40-feet.
- *Neighborhood Business Overlay (NBO)*. Illustrated in red, and the intent is to provide commercial uses on the first floor in order to promote a more diverse and walkable neighborhood. This designation is an overlay within the R-20 zone, which permits commercial uses and increased height to 45-feet.
- *Downtown Support District (DSD)*. Illustrated in grey, the intent of this zone is to provide a commercial district of medium density to transition to lower scaled uses outside of the downtown. This zone is located along the Warren Avenue corridor. There is no maximum density, requires mixed-use development, and the maximum structure height is 60-feet.



Development Predictability

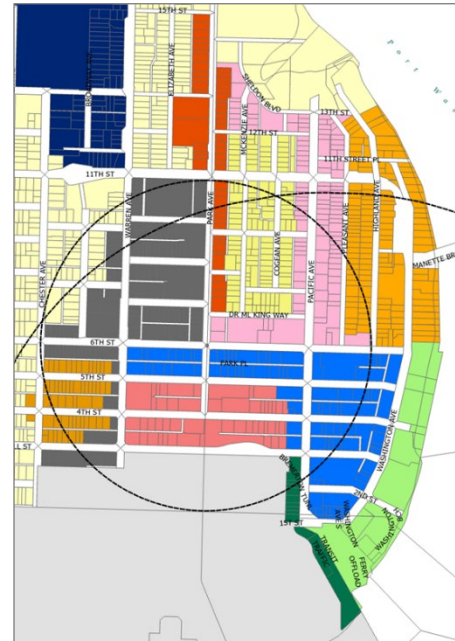
With changes to the Downtown Subarea Plan, predictability of development outcomes could be greatly improved. Currently *high-density* portions of Downtown that have no maximum density, would permit a single-family home subdivision with minimum densities that do not exceed those of the Low Density Residential zone. In other portions of the Subarea, the maximum structure heights not only change block-to-block but often times cut blocks in half, leading to a scenario where a back yard fence could potentially separate a 40-foot-tall development from an 80-foot tall development. A 60-foot tall mixed-use structure is in the approval process, with 123 residential units, was recommended for approved by the Design Review Board; see adjacent image. The properties directly behind this structure are limited to a maximum structure height of 40-feet; the location of the project is indicated with a black dot



on the adjacent map. The map also illustrates in green all areas within the Subarea where a maximum structure height of *at least* 60-feet is permitted, and in orange an area that is limited to a 45-foot structure height but also outright permits commercial uses. This is not only confusing for the development community, but also for residents of Downtown, as the development standards and overall vision for the texture of the built environment can change within short distances. Creating pockets within Downtown where development standards mimic the Low Density Residential zone has not lead to redevelopment. The result has been a lack of added housing stock that otherwise could assist with the lack of affordable housing while simultaneously invigorating Downtown businesses.

High-Capacity Transit (HCT) Stations

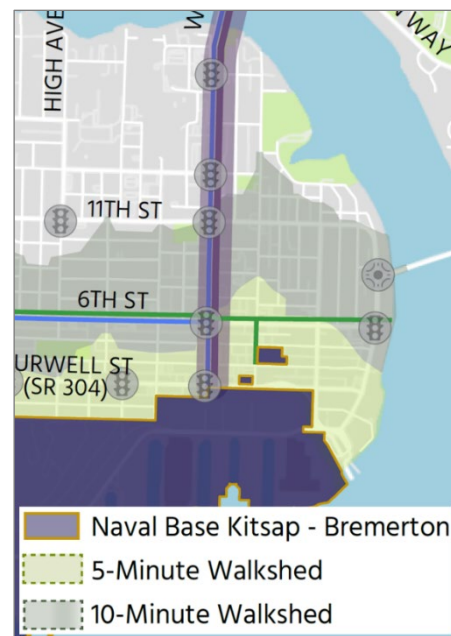
As mentioned by the Commission at the January Planning Commission meeting, the City will need to plan for the potential of High Capacity Transit (HCT) Stations in order to meet Puget Sound Regional Council (PSRC) regional planning requirements. Per Vision 2050, *“High-capacity transit station areas serve important roles in accommodating growth and can be located within or outside of designated regional growth centers and countywide centers. Station areas are within walking distance (about a half mile) of existing and planned light rail and streetcar stations, commuter rail stations, and ferry terminals and within a quarter mile of all existing and planned bus rapid transit stations.”* Zoning densities surrounding these locations is meant to be conducive to supporting mass transit. Per [PSRC’s 2015 Transit-Supportive Densities and Land Uses](#), *“Significant transit ridership gains begin to occur when density surpasses 30 activity units (residents plus employees) per gross acre and the most significant gains in ridership occur when densities exceed 45-50 activity units per gross acre.”* While the ferry terminal location is the only currently known HCT station site, future sites would be located at major intersections on the Highway 303 corridor. In the adjacent image, a quarter mile radius is drawn from the 6th/Warren intersection and a half mile arch is drawn from the ferry terminal; the vast majority of the Regional Center is absorbed within these areas, and accordingly should have land use standards supporting future transit investments.



Naval Base Kitsap (NBK)

The effects of a lack of affordable housing aren’t limited to the citizens of Bremerton. Anecdotally, NBK leadership has shared that Navy military personnel travel from as far as Tacoma or Jefferson County because affordable housing options cannot be found within the City. Adding housing within the Downtown Subarea might provide more affordable housing options to citizens of Bremerton and Navy military personnel, while also taking vehicles off the road for many that commute to NBK. The City and the Navy are currently working on a

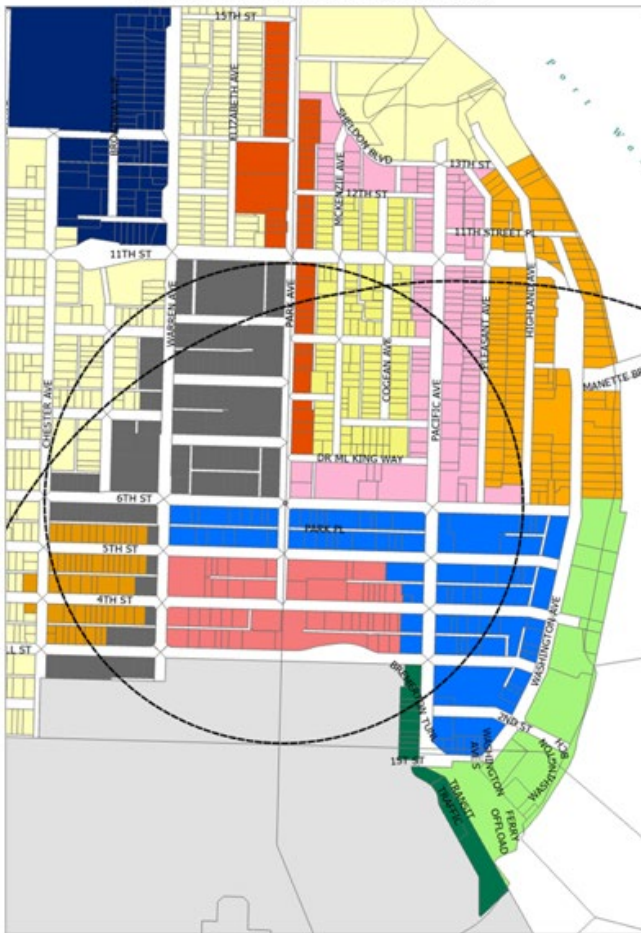
[Joint Compatibility Transportation Plan \(JCTP\)](#) in order to improve transportation conditions between the two jurisdictions. As seen in the adjacent image, included in that study is a *Walkshed* map illustrating 5- and 10-minute walking distances from NBK. This gives a good picture of walking times, not only from NBK, but also from the ferry terminals directly adjacent to the base; it is assumed that commute times for a bicycle would greatly extend the manageable travel radius well beyond Downtown. NBK currently has one drydock capable of housing an aircraft carrier. The Navy's [Shipyard Infrastructure Optimization Program \(SIOP\)](#) will likely result in the new construction of a multi-mission drydock capable of accommodating new classes of aircraft carriers and submarines. This would result in NBK having two drydocks that could accommodate aircraft carriers. As each carrier may contain roughly 3,000 persons, the demands on City infrastructure and housing could be significant. SIOP will likely result in additional short-term and long-term economic benefits to the City, municipal preparation for impacts of short-term construction and long-term adjustments to accommodate potential carrier impacts considered. While the Planning Commission should consider the current need for adding housing capacity Downtown in order to accommodate forecasted populations with the Comprehensive Plan GMA update, SIOP should also be considered as an additional independent catalyst for changes needed to the Subarea.



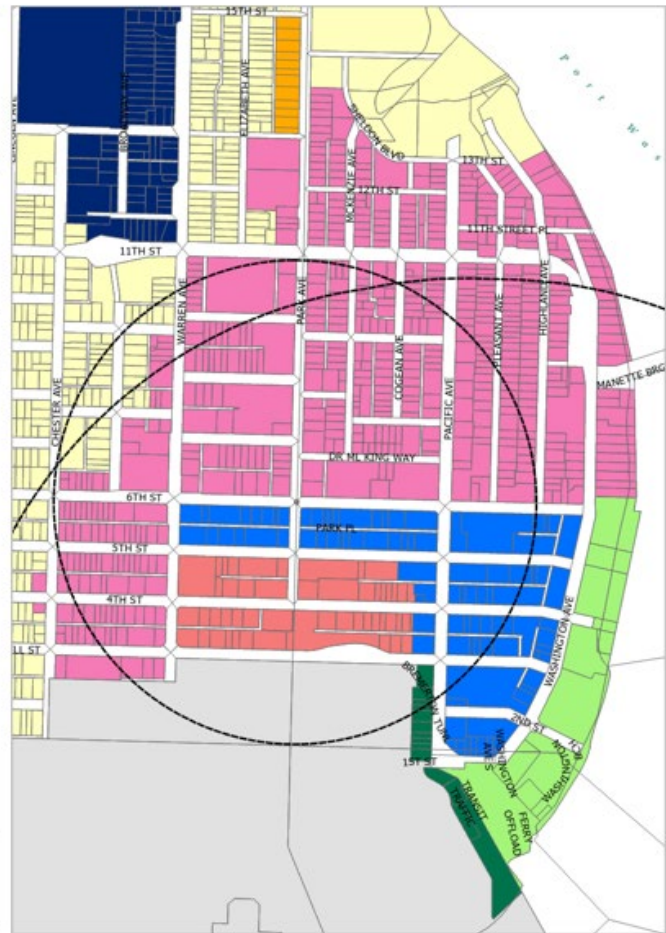
Proposed Changes

The Charleston District Center, Wheaton-Riddell District Center, Wheaton-Sheridan District Center, and Eastside Village Center all have a maximum structure height of 80-feet and permit mixed-uses throughout. The City's Metropolitan Regional Center should also permit this level of development in order to meet required planning goals and so that added population capacity will create an environment that encourages people to *linger, leave their cars behind and explore beyond their first destination.*

EXISTING SUBAREA PLAN



POTENTIAL SUBAREA PLAN UPDATE



- **Mapping Changes.** Three existing zones are proposed to be retained. The Downtown Core is unique as it has market-driven height and requires .5 parking spaces per residential unit. Similarly, the Downtown Waterfront zone requires .5 parking spaces per residential unit, and has a maximum height of 175-feet. The Employment District zone is intended to cater more specifically to the needs of Naval Base Kitsap and so this too is unique in the Subarea for the intensity of uses permitted. Strategies for the remaining zones are as follows:
 - i. **Mixed-Use Zone (MU).** For the most part, all remaining zones are proposed to be consolidated into a single mixed-use zone. Comments received from the public have requested that commercial uses should not be excluded from residential areas; while this would be problematic in zones that are strictly residential, within the Downtown Regional Center this seems like a logical adjustment that would be consistent with

other Centers. This proposed zone would incorporate the maximum 80-foot height of other Centers and no maximum density.

- ii. Neighborhood Business Zone (NB). The exception to the proposed zone consolidation is a strip of parcels located north of 13th Street fronting Park Avenue, as western property lines of these parcels abut the Low Density Residential zone; the northern most property in the Subarea is CJ's General Store at 1417 Park Avenue (image). This proposal doesn't change existing zoned maximum height or potential uses, however, the Planning Commission may consider raising the maximum density to 30 DUA in order to be consistent with a similar zone in the Eastside Village Subarea Plan.



- **Text Changes.** Large portions of the Subarea Plan have not been updated since the 2007 adoption. The plan still references required connections to the Boardwalk that was intended to stretch from the marina to Evergreen Park; a plan that was eventually abandoned due to environmental impacts. All market analysis referenced in the plan also dates from the time of initial adoption. All chapters of the Subarea Plan will need to be updated as they are largely outdated. There is no accounting for the upcoming Quincy Square improvements. As a great amount of development has occurred within the Subarea; illustrative example projects should be incorporated as successful cases to model future development from. Efforts to make the Subarea Plan more predictable are also suggested, for example:
 - i. **Development Standards.** Multiple comments were received requesting the City reduce setback requirements, particularly side yard setbacks. Within the Subarea Plan, setback (front, side, and rear) vary from 0-feet to 16-feet. Development standards, including setbacks, should be standardized in order to provide more predictability.
 - ii. **Floor to Ceiling Height.** The *minimum* ground floor ceiling height in each existing zone ranges from 12 to 16-feet, with some height incentives only available if a 20-foot ground floor ceiling is installed. As a reference, the lobby ceiling height in the Norm Dicks Government Center is about 22 feet tall. Minimum ceiling heights should be standardized to a potentially more reasonable dimension.
 - iii. **Open Space.** Requirements for amounts of open space range in square feet (sqft) per unit from 0-sqft to 200-sqft. Open space requirements should be reviewed, and potentially expanded, to meet the intent of the Subarea Plan and account for the proposed development standard alterations.
 - iv. **Design Review Board.** The Design Review Board is composed of local volunteers that are charged with providing a recommendation to the Director of Community Development on whether to approve a project or not. The Design Review Board is intended to assess the *aesthetic appearance* of a project, this section will also need to be updated in order to reflect proposed zoning changes.

Many of these alterations require further scrutiny; accordingly, DCD will be forming a focus group to address how to implement proposed development in a manner that is context sensitive. Additionally, DCD has retained [Community Attributes Inc.](#) to perform a market

study for Downtown. The Planning Commission will receive updates on this process as they become available. The market study is intended to capture the economic conditions within Downtown, review the existing Subarea Plan, and provide recommendations on how an 80-foot height limit and mixed uses would affect the Subarea. The Public Works Department will also be studying how the proposed alterations would be addressed through a transportation and utility perspective. The market study will help to inform how proposed development standards can incorporate the existing vision of the Subarea Plan, while also staying context sensitive to surrounding development and will focus on:

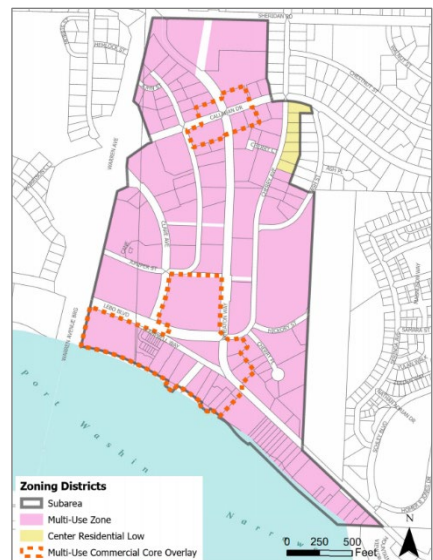
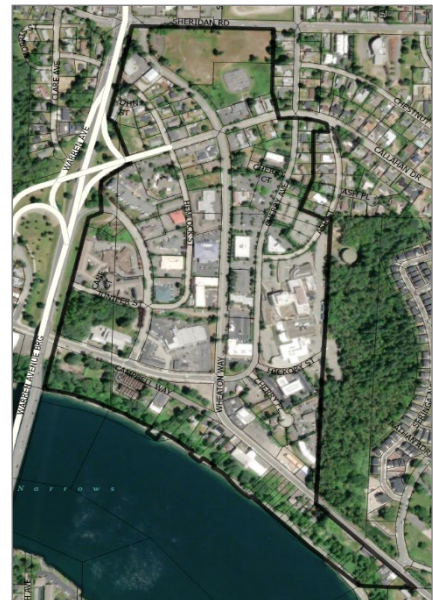
- Strategies to improve open space and vegetation enhancement on individual sites, as well as improved connectivity to public open space within the Subarea.
- Incorporating architectural features into structures that reflect the character and scale of surrounding structures.
- Ensure that any plan alterations maintain Subarea Plan goals of a walkable/bikeable Downtown.

Eastside Village Subarea Plan (EVSAP)

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.

Existing Zones.

- *Multi-Use Zone (MU)*. Illustrated in pink, the intent of the Multi-Use zone is to allow a range of commercial, office, residential and retail uses with improved non- motorized connections and amenities. In this zone, allowed uses and standards provide sites with maximum development flexibility to be single-purpose employment uses,



residential uses, or uses mixed in a horizontal or vertical format.

- *Center Residential Low (CRL)*. Illustrated in yellow, the intent of the Center Residential – Low zone is to allow low density residential development configured and connected to form a livable neighborhood and provide housing options for a broad spectrum of the public.
- *Multi-Use Commercial Core Overlay*. Illustrated in red-dash, a requirement that structures be mixed-use is only mandatory within this overlay.

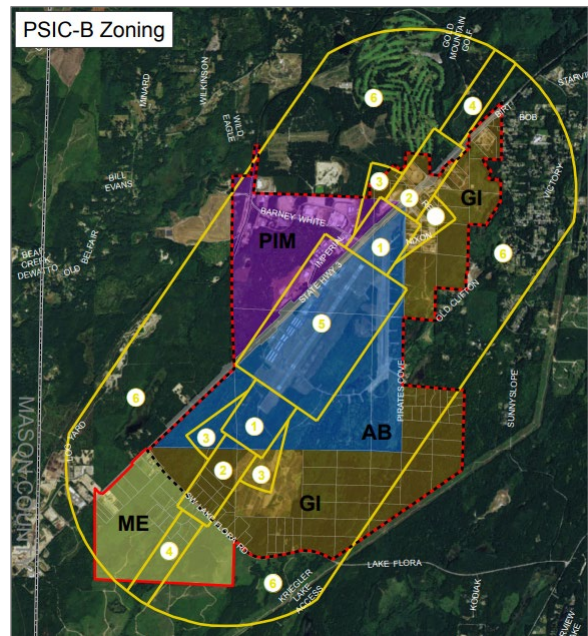
No changes are proposed for this Subarea Plan, however, public comment is requested.

Puget Sound Industrial Center (PSIC-B)

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.

Existing Zones.

- *General Industrial (GI)*. The purpose of this zone is to promote a wide range of light and heavy industrial uses and compatible support retail and service uses.
- *Port Industrial Mix (PIM)*. The purpose of this zone is to promote a wide range of light industrial, support retail and service uses, government uses and compatible service uses within a business park built form, as well as recreational facilities that are designed and operated in a manner that is compatible with industrial uses. Heavy industrial uses are also allowed in this zone, provided additional measures are taken to reduce the potential negative impacts of these uses on adjacent



property through site design, screening, buffers and landscaping

- *Aviation Business (AB)*. The purpose of this zone is to provide areas for aviation related business, manufacturing and service-related uses, while ensuring compatibility with aircraft operations. A broad range of non-aviation industrial uses that do not include significant outdoor operations are also allowed in this zone, provided measures are taken to reduce the potential negative impacts of these uses on adjacent property through site design, screening, buffers and landscaping.
- *Mixed Employment (ME)*. The purpose of this zone is to promote a range of commercial, office and light industrial uses outside of the MIC boundaries that are compatible with land uses in the MIC, with improved non-motorized connections and amenities. Light industrial activities in this zone should occur within enclosed buildings and heavy industrial uses are discouraged.

The City has received a property owner request to designate lands within the MIC for residential uses, however, the Planning Commission should note, that per [PSRC Regional Centers Framework](#):

“The region also contains manufacturing/industrial centers. These are existing employment areas with intensive, concentrated manufacturing and industrial land uses that cannot be easily mixed with other activities. Manufacturing/industrial centers are intended to continue to accommodate a significant amount of regional employment. [. . .] Unlike regional growth centers, these areas are not appropriate for residential growth.”

While the request notes that the Federal Aviation Administration (FAA) does not prohibit residential uses within certain distances of an airport, PSRC recognizes that keeping residential uses safe from potentially hazardous industrial uses is a regional goal. There are separate Urban Growth Area (UGA) proposals submitted to Kitsap County with the vicinity of PSIC that could potentially affect the outcome of this for a residential use. Staff will continue to monitor the outcome of pending UGA expansion requests and how that may relate to the Mapping request submitted by this property owner.

In order to maintain PSRC Manufacturing Industrial Center status, the Bremerton MIC must maintain a minimum of 4,000 jobs. Currently PSRC estimates PSIC employment at approximately 2,000 jobs. The Port of Bremerton however, has accounted for over 2,500 jobs on Port property alone, with other non-Port job numbers not readily available. In order to

demonstrate that the MIC either 1) has the minimum number of 4,000 jobs, or 2) has a plan to attain the minimum number of jobs required prior to 2044, DCD has retained [Community Attributes Inc.](#) to perform a market study of the Puget Sound Industrial Center. This market study will assess potential PSIC job growth and review the Subarea Plan for potential improvements intended to promote increase development activity



New Port of Bremerton Diner, Airplane Hangar, and Offices

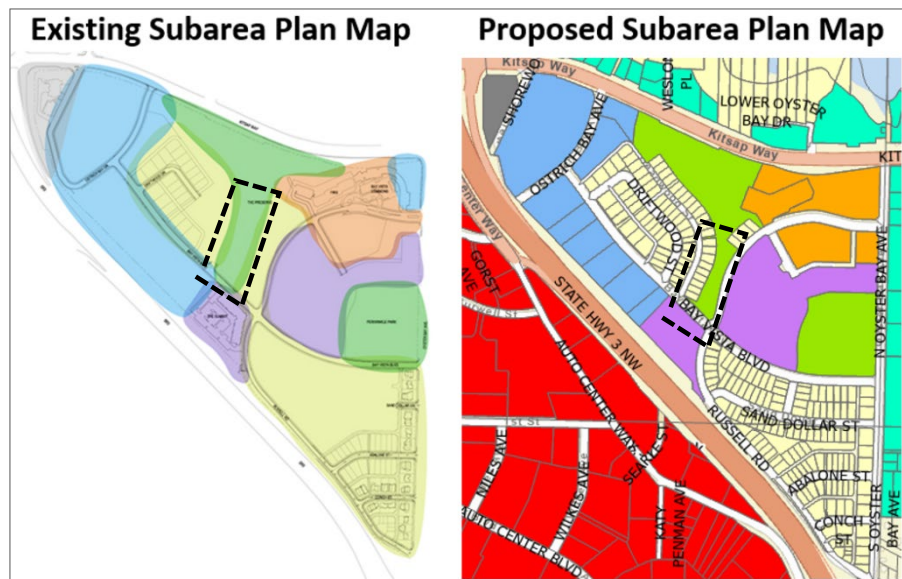
Bay Vista Subarea Plan (BVSAP)

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.



Existing Zones.

- **Village Commercial (VC)**. Illustrated in blue, the intent of this zone is to promote attractive, unified, and viable commercial businesses that serve the needs of the community and provide jobs. Emphasize pedestrian activity, safety and security while still providing for drive throughs adequate auto and truck access.



- **Residential (R)**. Illustrated in yellow, the intent of the residential zone is to accommodate a variety of housing types at varying densities consistent with creation of a mixed-income, mixed-use pedestrian-oriented community.
- **Multi-family/Senior Housing/Mixed Use (MF-S & M)**. Illustrated in orange and purple, the intent of the Mixed-Use (Multi-Family/Senior Housing) zone is to further the goal of creating a traditional, mixed-use pedestrian-oriented community by allowing a complementary mix of residential and non-residential uses to locate within the same building or stand-alone multifamily buildings.
- **Open Space Parks (OS)**. Illustrated in green, the intent of the Open Space (OS) zone is to recognize those areas, whether public or private, that are intended to be maintained and used for active or passive open space, parks, recreational activities or tree preservation.
- **Public Facility (PF)**. Illustrated in grey, the intent of the Public Facility zone is to provide an environment for services and facilities predominantly operated by public agencies and serving a community need.

This an instance where the Subarea Plan was produced prior to the platting process, which leads to needing to formalize the final placement of lots. This lead to a slight discrepancy

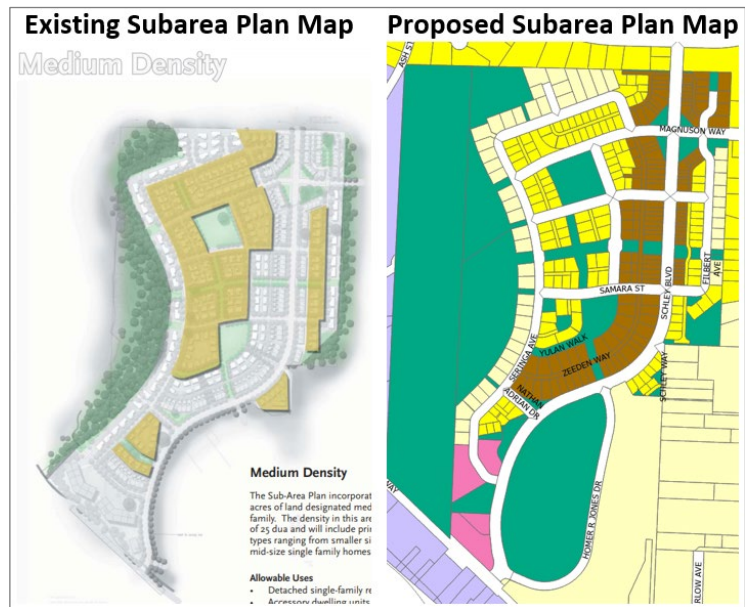
over the placement of open space within the plat. As seen in black dash on the previous page, the open space area is in a slightly different location; this update will rectify this misplacement. The aerial photograph on the previous page includes a selection of parcels surrounded by red-dash, these are the only remaining undeveloped lots within the Bay Vista. These lots are zoned Village Commercial, and do not permit residential uses. When the Planning Commission requested that staff review areas outside of the Downtown Regional Center for additional population capacity, these Village Commercial lots were an apparent option. If these lots were rezoned to be mixed-use, additional population could be accommodated. Per Buildable Lands criteria, an additional 318 people could be added with this change. The maximum structure height in this zone is already 65-feet, which as already stated would be conducive to 5-over-1 construction.

East Park Subarea Plan (EPSAP)

Originally a project for the Bremerton Housing Authority, East Park was constructed in the later 1940s to house military families. As was the case with Bay Vista (formerly West Park) when the military housing came to the end of its 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.



As the Subarea is nearly completely built out, changes to the Subarea are expected to be minor; though proposed mapping changes will be very noticeable. The East Park Subarea Plan was created prior to the subdivision process taking place, so the location of lots within the existing plan were more aspirational than definite. Southern geographies of the Subarea Plan that were envisioned as developable area were instead retained as parkland for the Madrone Forrest. Notably, there is no *unified* zoning map within the Subarea Plan where all zones exist on the same page simultaneously. The proposed Subarea Plan map does not suggest any zoning changes other than to clarify the location of zoned lots after the platting process was completed.



A unified zoning map would replace individual maps throughout the Subarea Plan.

Additional Population Capacity Options

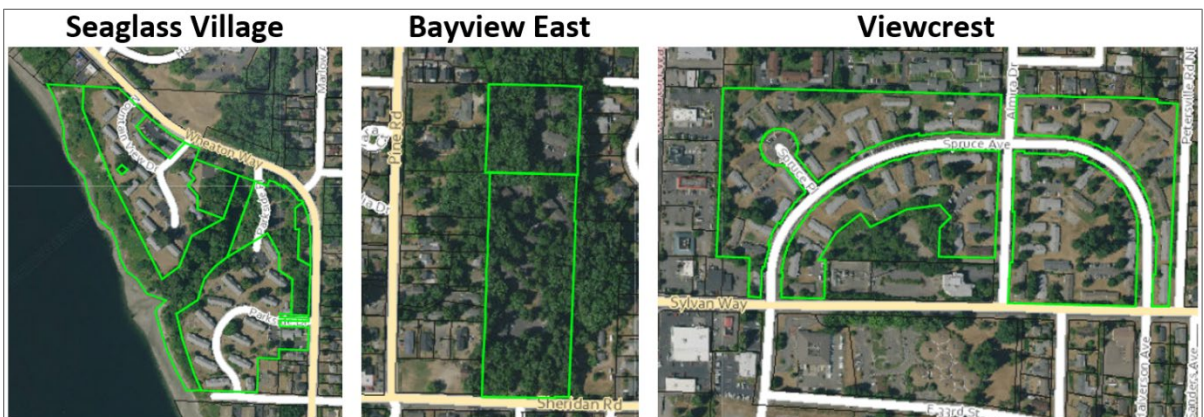
At the January Planning Commission meeting, the Commission requested that staff research methods to increase density population capacity in Centers and other high-density areas beyond the Downtown Regional Center. Since that time, staff has received multiple comments from the development community requesting that the maximum height be raised in high density zones to permit 5-over-1 construction, which is typically 65 feet tall. 5-over-1 refers to 5 levels of Type V construction (wood) over 1 level of Type I construction (concrete), and is an economical method of constructing dense housing. The following are options for the Commission to consider.

- *General Commercial.*

One area where capacity could effectively be increased is within the General Commercial designation. There is currently no density maximum within this zone, so clearly there are no capacity increases to be had by raising the minimum density limit. This is an area, however, that could benefit from increased maximum heights. As mentioned at the January Planning Commission meeting, there are currently some inconsistencies between the heights allowed in the Zoning Code and those foreseen in the Comprehensive Plan. The General Commercial zone is a prime example, as the maximum structure height in the [Zoning Code](#) is 45 feet, while the Comprehensive Plan envisions up to five stories. If the Planning Commission is seeking a population increase in this area, an increased height to 65-feet would yield an increased population outlook of an additional 729 people. This may also help to revitalize existing commercial areas with new development opportunities.

- *High Density Residential.*

For this designation, Staff proposes to raise maximum height standards within this zone, but not to increase the maximum density. As has been previously relayed to the Planning Commission, the High Density Residential designation was created with the 2016 Comprehensive Update in order to bring existing apartment buildings within the Low Density Residential zone into code conformance. Accordingly, the areas within the High Density designation are targeted and were not intended to “*up-zone*” surrounding areas composed of single-family development. On average, density of existing apartment developments in this zone is approximately 20 DUA; the intent at the time was to bring existing apartments into conformity while also providing ample DUA for redevelopment to occur. For instance, below are three existing apartment developments located within HDR. Seaglass Village currently has 182 dwelling units but with current zoning could yield



as many as 760 units; Bayview East currently has 100 dwelling units but could have 335; and lastly Viewcrest currently has 300 units but could develop up to 867 residential units. The latent potential to add units under the existing 40 DUA may be sufficient in these zones if the maximum height were conducive to a more compact development type. This way sites could potentially redevelop portions of their sites with new denser housing while retaining the majority of existing units for continuous revenue.

As previously mentioned, comments received request a height of 65 feet to accommodate 5-over-1 construction. The suggested Comprehensive Plan building height within the HDR zone is up to 5 stories, though 60 feet is conditionally allowed in the R-40 zone. If the Comprehensive Plan were revised to clarify that 6 stories were permitted, and the zoning height increased to accommodate the additional 5 feet, this on its own may be sufficient to release some latent development potential within the HDR designation.

If the Planning Commission prefers an alternative to only revising maximum heights, HDR maximum density could also be increased. 5-over-1 construction is typically between 50 to 115 DUA. Local examples of 5-over-1 construction would yield a population increase of 594 persons. The Planning Commission should consider, however, that Vision 2050 Multicounty Planning Policy (MPP) Regional Growth Strategy (RGS) states:

“MPP-RGS-8: Attract 65% of the region’s residential growth and 75% of the region’s employment growth to the regional growth centers and high-capacity transit station areas to realize the multiple public benefits of compact growth around high-capacity transit investments. As jurisdictions plan for growth targets, focus development near high-capacity transit to achieve the regional goal.”

Areas within the HDR designation were originally designated in 2016 to account for existing multifamily structures within the Low Density Residential zone; this gave no consideration to their proximity to transit or transportation corridors. Some HDR lands are quite a distance away from major transportation corridors or existing/planned High Capacity Transit. Unlike HDR, Bay Vista is a singular location in the City and General Commercial is located along major transportation corridors, including planned HCT corridors. It is for these reasons that Staff has not included increased densities within the HDR zone as part of this proposal, but seeks the direction of the Planning Commission on this matter.

SUMMARY OF GROWTH PROPOSAL

In order to meet forecast 2044 population of 63,757 persons, the City must find additional capacity by altering land use designation criteria. The [2021 Kitsap County Buildable Lands Report](#) indicates that current zoning would provide for an additional population of 16,640 persons, after accounting for housing increases from 2020-2022, this leaves a deficit of 3,547 persons that land use regulations must be altered to meet. Proposed alterations result in an increased population of 4,189 persons, which is a surplus of 644 persons over the 2044 population forecast. This is accomplished with land use alterations to the Downtown Regional Center, Bay Vista, and General Commercial only. This is consistent with comments received from the public which indicate that the City should prioritize revitalization of existing commercial areas and Downtown. This proposal is also consistent with public scoping feedback that population increases should be located in existing Centers and other high

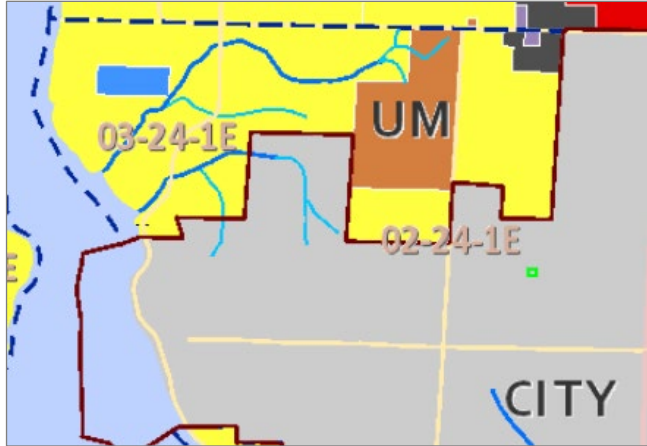
density areas. Below is a table providing a visual representation of the proposed growth strategy.

LAND USE DESIGNATION	BLR #	ADDITIONAL	20-YEAR PROBABILITY (-25%)	UPDATE
Low Density Residential (LDR)	4,082	X	X	4,082
Medium Density Residential (MDR)	393	X	X	393
High Density Residential (HDR)	312	X	X	906
Bay Vista (BV)	280	424	318	598
East Park (EP)	145	X	X	145
District Center (DC)	1,944	X	X	1,944
Downtown Regional Center (DRC)	5,151	4,189	3,142	8,293
Eastside Village (EV)	3,610	X	X	3,610
General Commercial (GC)	541	972	729	1,270
Higher Education (HE)	6	X	X	6
Neighborhood Business (NB)	178	X	X	178
Total	16,640	X	X	20,831
BLR capacity with no land use changes		Capacity with proposed changes		
63,757 Bremerton 2044 Growth Target - 43,505 Census 2020 population - 16,640 Buildable Lands Capacity - 65 unaccounted for 2020-2022 growth = 3,547 deficit		63,757 Bremerton 2044 Growth Target - 43,505 Census 2020 population - 20,831 Updated Capacity - 65 unaccounted for 2020-2022 growth = 644 surplus		

Additional Housing Considerations

At the January Planning Commission meeting, the Commission requested that Staff provide an update on the expected increase in housing capacity brought about by *Missing Middle* housing measures that have been adopted by the City. To date, *Missing Middle* housing type changes have included additional [Accessory Dwelling Units \(ADUs\)](#), and permitting duplex, townhome, and cottage housing in the [Low Density Residential](#) and [Medium Density Residential](#) zones. According to the Association of Washington Cities (AWC), however, adding *Missing Middle* housing types has not been shown to increase housing capacity by more than 1-3%. If the Buildable Lands Report capacity for the Low Density Residential designation were increased that amount, that would result in a minimal additional capacity of 41 to 123 persons, and 4 to 12 persons in the Medium Density Residential designation. Alternatively, *Missing Middle* housing should instead be viewed as a strategy to benefit affordable housing, social equity, and to lessen environmental impacts. With this in mind, the Planning Commission should consider permitting Multifamily structures within the Low Density and Medium Density residential zones. Staff has compiled the following information for consideration:

- **Kitsap County Jurisdiction.** Our jurisdictional neighbor currently outright permits multifamily structures within the Urban Low (the equivalent of the City Low Density Residential Zone) and Urban Medium (equivalent to the City Medium Density Zone) per [KC 17.410.042](#). These lands are within the City Urban Growth Area (UGA) and are intended to be annexed by the City in the future. It makes sense that the City would permit a level of urban development, and affordable housing choices, to ensure a consistent development pattern with lands that will one day be annexed into the City.



- **Social Equity.** The [US Census Bureau](#) estimates that 47.5% of Bremerton residents own their homes. Promoting land use strategies that prohibit multifamily development likely results in artificially raising rental costs for the majority of the population due to relegating multifamily rental housing to select areas of the City. This has a disproportionate impact on people of color. Per a 2022 Harvard University Study:

“Single-family only zoning and other density restrictions block the development of multifamily housing in many communities, thereby excluding renter households from those neighborhoods. Given that people of color are more likely to have lower incomes and to rent rather than own their homes, the geographic concentration of rental housing helps to perpetuate patterns of racial and socioeconomic segregation.”ⁱ

PSRC Vision 2050 urges jurisdictions to consider equity in planning decisions. PSRC defines equity as *“All people can attain the resources and opportunities that improve their quality of life and enable them to reach full potential. Those affected by poverty, communities of color, and historically marginalized communities are engaged in decision making processes, planning, and policy making.”* Accordingly, the Planning Commission should consider effects on equity within the community when reviewing potential housing types within the City.

- **Opposition Myths.** While some single-family homeowners may prefer apartments not be permitted in their area, it may be for reasons that have been debunked. One 2007 Harvard University studyⁱⁱ attempts to address common concerns:
 - **Tax Burden.** A common concern is that single-family homeowners pay more in taxes than apartments. The study found that apartments typically pay more in property tax per unit, and have fewer school age children impacting local schools.
 - **Traffic Impacts.** The study notes that on weekdays, a single-family detached house generates 42 percent more trips than does a unit in an apartment. The difference is even greater on the weekend: 58 percent more trips on Saturdays, and 50 percent more trips on Sundays.

iii. *Property Values.* A common property owner concern is that property values will decrease in areas permitting apartments. Houses with apartments nearby actually enjoy a slightly higher appreciation rate than houses that don't have apartments nearby. These findings were reinforced by two similar articles produced by the University of Utahⁱⁱⁱ and City of San Diego^{iv}

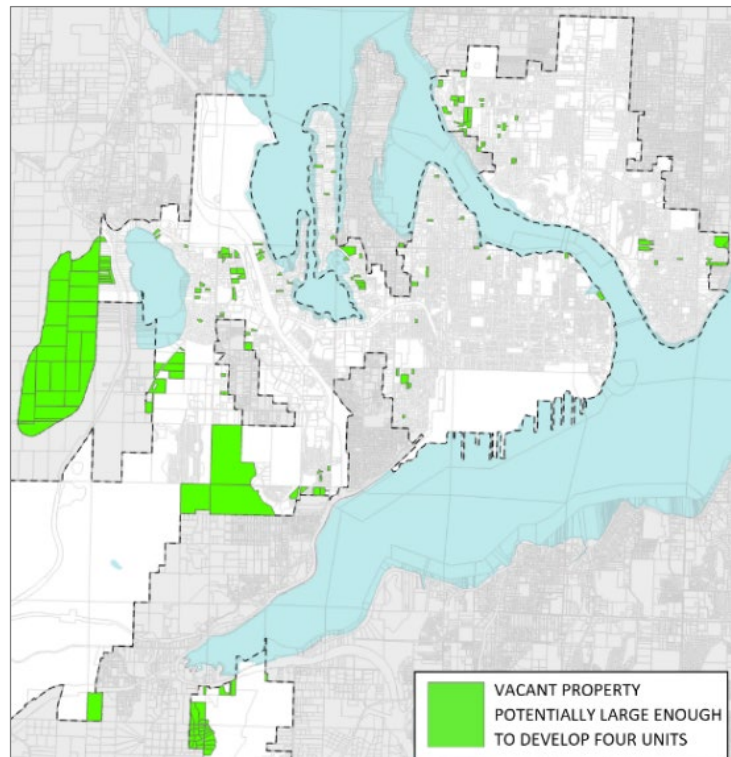
- *Environmental Impacts.* When considering how land use patterns contribute to environmental impacts, it can be helpful to look at specific examples. The adjacent image illustrates two structures: both are three stories in height, both are roughly 7,000 square feet, but one structure is intended to house a singular family while the other can house 11. At a larger scale, these impacts can be even greater as a single-family home subdivision has a much larger development footprint than a multifamily development housing a similar number of people. As documented in the January Planning Commission packet, multifamily structures are inherently more efficient to build and to heat, as shared walls and other features are basic components to their construction.^v As stated earlier, a single-family home generates 42 percent more vehicle trips than an apartment unit, thus multifamily developments would also contribute less to vehicle carbon emissions. The adjacent map illustrates areas within the City that would be likely to develop 4 or more dwelling units, these areas are largely on the periphery of the City and in most cases are forested lands currently in a natural state. This may be of particular importance as the outskirts of the City develop in the future. Multifamily housing would likely retain more existing forested area in its natural state while housing the same number of persons.



11-unit Apartment
7,164 Square Feet
Bremerton, WA



Single Family Home
7,829 Square Feet
Bellevue, WA



Housing Choice Proposal

In order to provide more affordable/equitable housing choices, and to encourage the retention of natural areas within the City, Staff proposes the Planning Commission consider multifamily structures as part of a [Residential Cluster Development](#) (RCD) permitting process. RCDs are an existing permitting process within the Bremerton Municipal Code that permits compact development types in

exchange for setting aside 20% gross acreage as open space. This option addresses a number of public comments:

- *Tree Retention.* Many comments were received requesting the City come up with strategies that would result in greater tree retention, with some commentors requesting that no development be permitted where trees are currently located. The City must attempt a balance of meeting GMA required growth forecasts while also protecting environmental concerns. Multifamily development through RCD appears to be a compromise to retain natural areas while also promoting a more efficient housing type.
- *Density outside of existing Centers.* As stated previously, about 25% of scoping comments requested the City permit more density outside of existing Centers and high density areas. It is unclear if perhaps “density” may equate instead to additional uses outside of Centers. By permitting additional housing types, the Planning Commission may attend to the intent of some of these scoping comments.
- *Public Process.* The RCD permitting process requires public notice, so citizens will have an opportunity to review projects prior to the commencement of construction activities. Notice to environmental stakeholders (Tribes, Department of Ecology, Department of Fish & Wildlife, etc.) are standard.

REVIEW

The Planning Commission should be prepared at the workshop to discuss the following:

- 1) Review proposed changes to Subarea Plans, overall growth strategy, updated Land Use Designation Table, and property owner requests for mapping changes and provide Staff direction for Environmental Impact Statement (EIS) alternatives.
- 2) Consider public comments received on the Comprehensive Plan, [available here](#).

ⁱ Harvard University, 2022, “America’s Rental Housing.” https://www.tn.gov/content/dam/tn/health/program-areas/division-of-health-disparities-elimination/documents/Harvard_JCHS_Americas_Rental_Housing_2022.pdf

ⁱⁱ Harvard University, March 2007, “Overcoming Opposition to Multifamily.” https://www.jchs.harvard.edu/sites/default/files/media/imp/rr07-14_obrinsky_stein.pdf

ⁱⁱⁱ University of Utah, February 2021, “The Impact of High-Density Apartments on Surrounds Single-family Home Values in Suburban Salt Lake County.” <https://gardner.utah.edu/wp-content/uploads/HighDensity-Feb2021.pdf>

^{iv} City of San Diego, February 2019, “The Benefits of New Multifamily Housing for Existing Single-family Homeowners.” https://www.sandiego.gov/sites/default/files/multifamily_housing_white_paper.pdf

^v Department of Housing & Urban Development, 2022, “Opportunities to Reduce Climate Risk Through Land Use Regulation.” <https://www.huduser.gov/portal/periodicals/em/Summer22/highlight2.html>

PROPERTY OWNER MAPPING PROPOSALS: The following requests were submitted by individual property owners. A property owner may request the redesignation of their own lot, but not the redesignation of other persons private property.

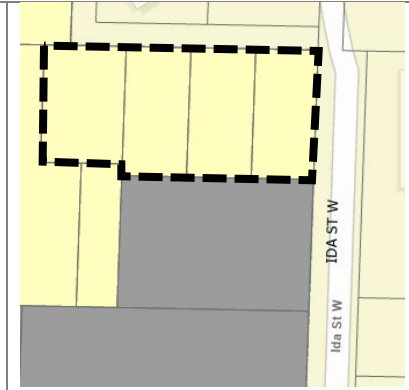
Proposal #1

Parcel Number: 212401-2-073-2000, 212401-2-043-2007, 212401-2-101-2006, 212401-2-074-2009

Original Zone: Low Density Residential

Potential Change: Industrial

Explanation: With the 2016 Comprehensive Plan update, the designation of these parcels changed from Industrial to Low Density Residential. The property owner of three of these lots has indicated that he did not receive proper notice of the change and would like the lots converted back to Industrial. The property owner notes that as a person of color, and long-time Bremerton resident, they feel previous inadequate notice constitutes inequity.



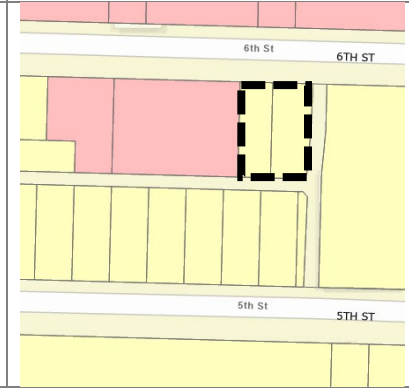
Proposal #2

Parcel Number: 3751-001-002-0001, 3751-001-001-0101

Original Zone: Low Density Residential

Potential Change: Neighborhood Business

Explanation: Our Lady Star of the Sea Church as requested that these two parcels designation be changed to better facilitate the construction of a new school building in this area.



Proposal #3

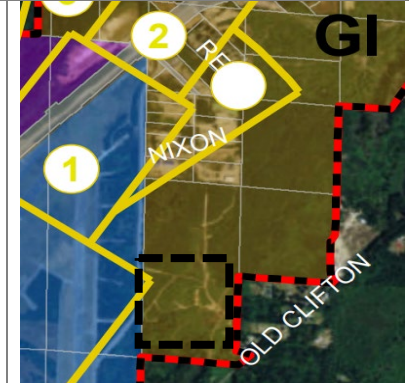
Parcel Number: 122301-3-003-1007

Original Zone: General Industrial, Puget Sound Industrial Center

Potential Change: New Mixed-Use, Puget Sound Industrial Center

Explanation: The black dash line indicates the proposed a new Mixed-Use zone within the Puget Sound Industrial Center.

Staff Note: Per PSRC Guidance, "Unlike regional growth centers, these areas are not appropriate for residential growth." However, UGA requests submitted to Kitsap County may affect the ultimate outcome of this proposal. Staff will continue to monitor UGA expansion request and how they may relate to this request.



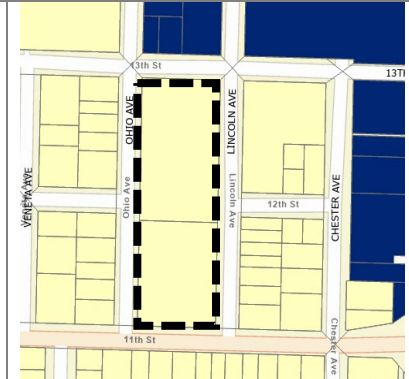
Proposal #4

Parcel Number: 3797-008-001-0102 & 3797-015-001-0008)

Original Zone: Low Density Residential

Potential Change: Higher Education

Explanation: Bremerton School District (3797-008-001-0102) and Olympic College (3797-015-001-0008) request that the designation of these two parking lots be changed to Higher Education. These are two separate requests, displayed here as one illustration, due to the related nature of the requests.



PROPERTY OWNER MAPPING PROPOSALS: The following requests were submitted by individual property owners. A property owner may request the redesignation of their own lot, but not the redesignation of other persons private property.

Proposal #5

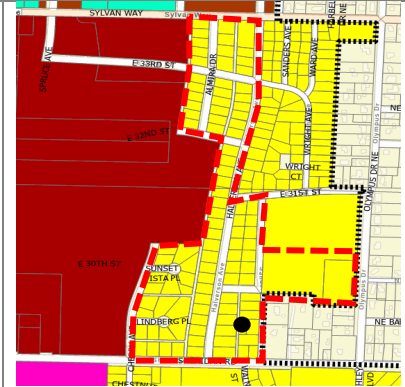
Parcel Number: 212401-2-073-2000, 212401-2-043-2007, 212401-2-101-2006, 212401-2-074-2009

Original Zone: Medium Density Residential

Potential Change: Low Density Residential

Explanation: Request that this .14 acre lot, indicated with a black dot in the adjacent image, be designated as Low Density Residential (LDR).

Staff Note: Lot does not border the LDR zone. While property owners are not permitted to request a rezone of other persons private property, this request did include designating the area indicated in red dash as LDR. Area to the west is zoned District Center Core which has no maximum density and an 80-foot height limit. North is the High Density Residential designation, and the property owner requested that lands to the east and south remain Medium Density Residential. Areas further east in Kitsap County jurisdiction all permit multifamily housing types within respective zones. Portions of area within red dash are within ¼ mile of potential High Capacity Transit Station.



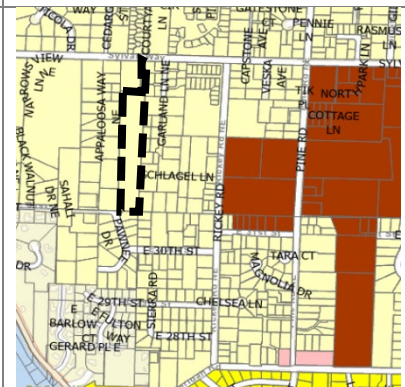
Proposal #6

Parcel Number: 022401-3-018-2009

Original Zone: Low Density Residential

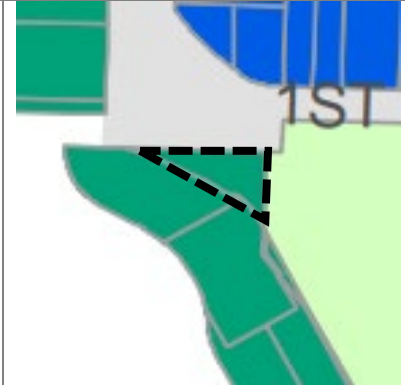
Potential Change: High Density Residential, Medium Density Residential, or Low Density Residential (with apartment use)

Explanation: Applicant requests zoning change in order to construct multifamily residential use on this property.

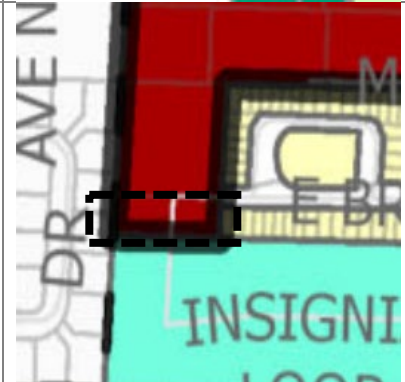


STAFF CLARIFICATION MAPPING PROPOSALS: All of the following mapping proposals are intended to “clean up” Land Use designations for reasons described in this attachment. Please see the Staff Report for other proposed mapping changes.

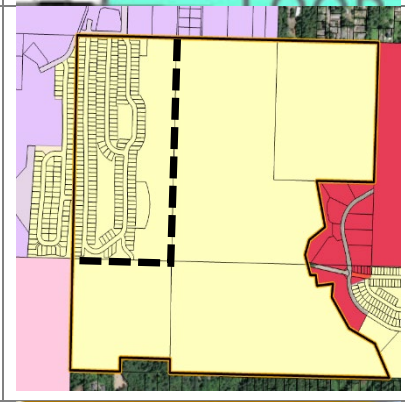
Proposal #7
Parcel Number: 242401-2-012-2001
Original Zone: Park, Downtown Subarea Plan
Potential Change: Downtown Waterfront, Downtown Subarea Plan
Explanation: The parcel lines have changed over time, and the area in black dash is not an improved street area leading to Washington State Ferry drive-up ticketing booth and sidewalk area. Currently this single parcel is split zoned and should be corrected.



Proposal #8
Parcel Number: 022401-1-103-2009
Original Zone: District Center Core
Potential Change: General Commercial
Explanation: This parcel was split zoned as a result of a past project being abandoned, and the lots being sold to separate parties who then had diverging development proposals. Both parcels are developed with multifamily housing, the proposed change is merely to “clean up” a split zoned property.



Proposal #9
Parcel Number: Various
Original Zone: Mineral Resource Overlay, Low Density Residential
Potential Change: Low Density Residential
Explanation: The black dash line indicates the proposed new border of the Mineral Resource Overlay, all areas west of this line have been developed as single family homes. The purpose of the Mineral Resource Overlay is to permit the temporary resource mining of basalt resources, prior to establishing a permanent use in allowed in the Low Density Residential zone. As a permanent use has been established, the overlay should be removed accordingly.



Proposal #10
Parcel Number: 8069-000-000-0001
Original Zone: Low Density Residential
Potential Change: High Density Residential
Explanation: A mapping error occurred where the drawn High Density Residential (or R-40 zone) did not exactly follow parcel lines. Condominium building constructed in the 1980s are developed on the site. This change is to correct a mapping error only.



STAFF CLARIFICATION MAPPING PROPOSALS (CONTINUED): All of the following mapping proposals are intended to “clean up” Land Use designations for reasons described in this attachment. Please see the Staff Report for other proposed mapping changes.

Proposal #11

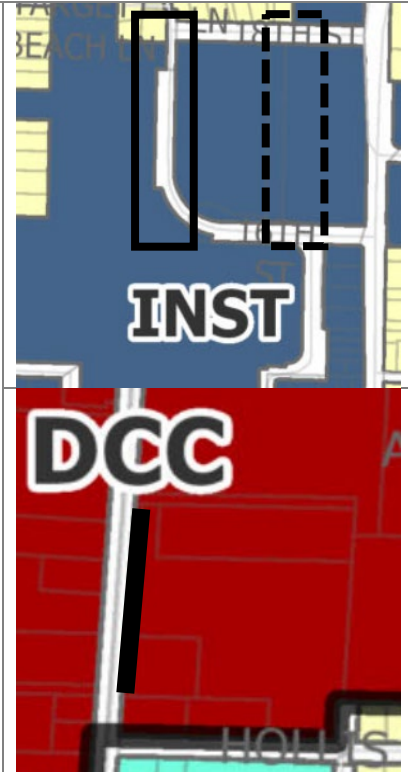
Parcel Number: 3804-006-001-1006 & 012401-2-193-2009

Original/Potential Zone: No change

Explanation: A number of right-of-way dedications and vacations have taken place since the 2016 Comprehensive Plan update. For reference, the right-of-way means a publicly owned street. A right-of-way dedication is when a private property owner dedicates a portion of their land to the City for a public street; this typically occurs as a result of transportation improvements being required to mitigate for a proposed development. A right-of-way vacation occurs when a property owner requests the City designate portions of the public street as private property; this requires the property owner to hire a surveyor and pay an additional fee for processing. This leads to portions of land being either added or subtracted from zoned private property, thereby leading to changes in the illustrated zoning map. While two examples are provided, there are numerous other instances.

Example/INST: In this example, portions of Chester Ave (Black line box) were vacated and became the private property of Olympic College, while Olympic College dedicated portion of private property for an extension of Broadway Ave (dashed box).

Example/DCC: The area indicated by the thick black line was dedicated to Wheaton Way as mitigation for a subdivision.



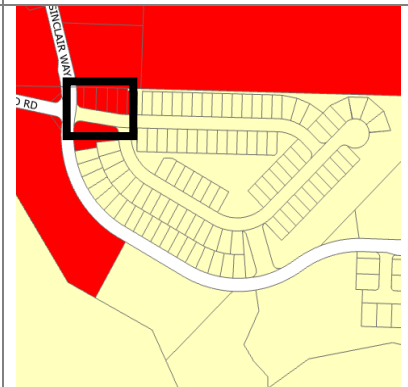
Proposal #12

Parcel Number: 5682-000-112-0009, 5682-000-111-0000, 5682-000-103-0000, 5682-000-102-0001, 5682-000-101-0002, 5682-000-100-0003, 5682-000-099-0006

Original Zone: Freeway Corridor

Potential Change: Low Density Residential

Explanation: A few of the parcels within this residential subdivision are located in the Freeway Corridor zone and should instead be located in the Low Density Residential zone where residential uses are appropriate.



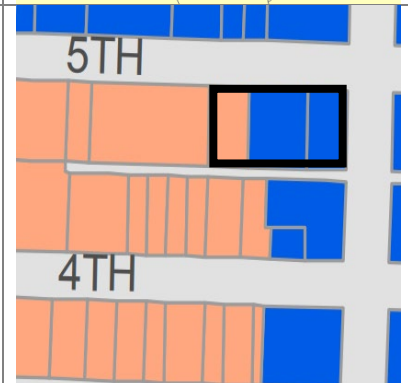
Proposal #13

Parcel Number: 3718-015-026-0005

Original Zone: Employment District, Downtown Subarea Plan

Potential Change: Downtown Core, Downtown Subarea Plan

Explanation: In 2014 the three indicated lots were aggregated into a single lot. This left the remaining lot split zoned. Staff suggest designating the .14 acre Employment District area to Downtown Core to avoid split zone status. The aggregation occurred prior to the City Boundary Line Adjustment Ordinance, which will prevent split zone parcels from occurring in the future.



Land Use Designation Development Table

Land Use (LU) Designation	Zone	LU Max Height in stories	Zone Max Height in feet	LU Max DUA	Zone Max DUA	Zone Min DUA
Downtown Regional Center (DRC)	Downtown Subarea Plan (DSAP)	Various* 4 – Market rate	40 – Market rate 45 – Market rate	30 – No max	20 – No max	6 – 40 15 – 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 3 – 6	45 65	No max	No max	None 15
Freeway Corridor (FC)	Freeway Corridor (FC)	None specified*	60	Residential prohibited	Residential prohibited	Residential prohibited
Higher Education (HE)	Institutional (INST)	4 – 6 4 – 8	85	No max	No max	20 15
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* 4 – 5	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 45	18	18	6
High Density Residential (HDR)	High Density Residential (R-40)	3 – 5 3 – 6	40 – 60 65	40	40	48 15
Bay Vista (BV)	Bay Vista Subarea Plan (BVSAP)	3 – 7 3 – 6	30 – 65	None Specified 65	65	None Specified VC 15
East Park (EP)	East Park Subarea Plan (EPSAP)	4 – 6	35 – 60	10 – 50	12 – 50	None specified MF 15

NOTE: Per PSRC Transit-Supportive Densities & Land Use (2015) recommends minimum of 15 DUA near transit; updated document in future