

(DRAFT) AGENDA

**Virtual Meeting – Bremerton Planning Commission
(Subject to PC approval)
March 15, 2021
5:30 P.M.**

Join Zoom Meeting

<https://us02web.zoom.us/j/88204344024?pwd=aUwzbFYvaG9nL2t5Wk5zZnZUNGYyUT09>

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- I. CALL TO ORDER**
 - II. CLERK CONFIRMATION OF QUORUM**
 - III. CHAIR CALL FOR MODIFICATIONS TO AGENDA**
 - IV. APPROVAL OF MINUTES:** February 22, 2020 meeting

V. PUBLIC MEETING

- A. Call to the Public:** Public comments on any item not on tonight's agenda
- B. Workshop:**
 - 1. Overview of 2021 Comprehensive Plan Amendment Docket

VI. BUSINESS MEETING

- A. Chair Report:** Nick Wofford
- B. Director Report:** Andrea Spencer
- C. Old Business:**
- D. New Business:**

VII. ADJOURNMENT: The next regular meeting of the Planning Commission is
Monday April 19, 2021

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

DRAFT

Subject March 15, 2021 Approval

CITY OF BREMERTON

PLANNING COMMISSION MINUTES OF VIRTUAL MEETING February 22, 2021

CALL TO ORDER:

Chair Wofford called the regular meeting of the Bremerton Planning Commission to order at 5:30 p.m.

ROLL CALL

Commissioners Present

Chair Wofford
Vice Chair Tift
Commissioner Flemister
Commissioner Coughlin
Commissioner Mosiman
Commissioner Pedersen
Commissioner Rich

Staff Present

Andrea Spencer, Director, Department of Community Development
Allison Satter, Planning Manager, Department of Community Development
Sarah Lynam, Project Assistant, Department of Community Development

Commissioners Excused

None

Quorum Certified

CHAIR CALL FOR MODIFICATIONS TO AGENDA

The agenda was accepted as presented.

APPROVAL OF MINUTES

VICE CHAIR TIFT MOVED TO APPROVE THE MINUTES OF NOVEMBER 16, 2020, AS SUBMITTED. COMMISSIONER COUGHLIN 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 Wofford invited comments from citizens, there were none, and he closed this portion of the meeting

Workshop: Zoning Code Amendment for Lot Size Averaging

Ms. Satter advised that this proposed code amendment would add flexibility when subdividing in the R-10 and R-18 zones using a tool called "lot size averaging." She explained that, when subdividing, lot size averaging would allow a few lots to be

below the minimum lot size if the overall density required by the underlying zoning can be met. She emphasized that it would not allow an increase in density in the R-10 and R-18 zones. As originally proposed, the amendment would limit the maximum lot size reduction allowed to 10%, and no more than 20% of the lots within a subdivision could use the reduction.

Ms. Satter explained that, currently, the R-10 zoning regulations require that no lot can be less than 4,300 square feet. She shared an example to illustrate how the current code would be applied to a 0.5-acre lot in the R-10 zone, with two existing dwelling units. Although the density allows up to 5 lots, only four lots could be created because each lot must be a minimum of 4,300 square feet. The end result would be a maximum of 8 dwelling units per acre, which is less than the target density of the R-10 zone. If the proposed amendment is adopted, allowing a reduced lot size for one lot, the applicant could subdivide the property into five lots.

Again, **Ms. Satter** emphasized that the proposed amendment is not a way to undermine the underlying density, as the underlying density must not ever be exceeded. The overall goal is to address small infill issues with existing properties without increasing the density. The amendment would allow unique and undeveloped properties to have more flexibility when subdividing and more opportunity for reaching the maximum level of development allowed in the zone.

Ms. Satter advised that the original draft amendment would only allow 20% of the lots in a subdivision to utilize the lot size reduction, which means the provision would only be applicable to subdivisions of 5 or more lots. Staff believes the provision could also be an effective infill tool for smaller lots in Bremerton. She recommended the Commission consider an additional provision for subdivisions of less than 5 lots, allowing no more than 1 lot to be reduced by more than 10% of the minimum lot size.

Ms. Satter shared an example of a 2-lot short plat on Marine Drive that was approved by the City in 2007. She noted the panhandle that was created as part of Lot A in order to meet the minimum lot size requirement. Staff discussed with the property owner how the illogical boundary would make it hard for the property owner to provide maintenance, fencing, etc. on this 10-foot-wide strip of land. Due to setback requirements, nothing can be built within the panhandle. The proposed code amendment would allow the subdivision without the panhandle. Lot A would be 3,900 square feet, which is the minimum allowed per code. She summarized that the proposed amendment would allow more lots to be created and for property owners to better utilize their existing properties. It would also help avoid the creation of illogical boundaries to meet the minimum lot size requirement.

Ms. Satter advised that, prior to the meeting, Commissioner Coughlin provided clarifying language for Item e.2.ii that was incorporated into the draft amendment.

No one from the public indicated a desire to comment regarding the proposed amendment.

Chair Wofford called for comments from the public, there were none.

Commissioner Mosiman asked if the proposed amendment would apply in cases where someone wants to do a boundary line adjustment. **Ms. Satter** said boundary line adjustments are addressed in a separate section of the code, which staff is also working to update. She expects that a draft amendment will be presented to the Planning Commission in March or April that will address similar situations.

Commissioner Flemister asked if the proposed amendment would apply to all subdivisions or just those that are already developed with existing homes. **Director Spencer** answered that the amendment would apply to all future subdivision applications, regardless of whether the property is undeveloped or has an existing home.

Commissioner Pedersen asked why staff is proposing that the reduction be limited to no more than 10% of the minimum lot size. Were greater reductions considered? **Ms. Satter** answered no, but staff could consider greater reductions at the direction of the Commission. If the provision is successful, she could imagine staff approaching the Commission again in a few years with some tweaks to make it work better. **Director Spencer** explained that the amendment represents staff's best proposal based on reviewing codes from other jurisdictions. However, she invited the Commissioners to identify the bookends for staff to analyze further and report. **Commissioner Pedersen** questioned the need for a cap as long as setbacks can be met and the average density is maintained. He felt it would be worth exploring other options. **Chair Wofford** suggested that the maximum

reduction allowed could be based on the minimum size required for each residential unit, as well as the setbacks that must be provided.

Workshop: Zoning Code Amendment for Drive Through Facilities

Ms. Satter reviewed that the City's 2005 zoning code prohibited drive-through facilities throughout a majority of the City. The code was updated in 2013 to allow drive-through facilities in commercial zones, but only if the property had direct access to Kitsap or Wheaton Way. Site design criteria was also added at that time, with a focus of accommodating vehicular traffic while protecting pedestrians. The 2013 update was a great first step, but the current trend is a greater desire for curbside pickup and more drive-through facilities. Staff doesn't believe the trend will go away once the pandemic is over. She reviewed the primary goals of the 2013 update as follows:

- Drive-through facilities must be well designed and should not be the primary focus of the business.
- Stacking lanes are appropriate to handle the need, and the requirement should be different based on the type of business.
- Design criteria was added to address safe pedestrian access and enhanced landscaping and screening. In addition, drive-through lanes and parking lots cannot be combined or be in conflict with each other.

Ms. Satter advised that the goals of the 2021 update include:

- Revise the 2013 code to implement the lessons that have been learned over the past seven years.
- Maintain many important principles but amend some elements, as not all of the code is being met as intended.
- Support drive-through facilities and curbside pickup, as the demand has increased.
- Revise the code to address the changing trends. The current code is currently silent on curbside pickup.
- Expand the code to allow drive-through facilities in more commercial districts.

Ms. Satter said the current intent is to amend the code to allow drive-through facilities and curbside pickup in all commercial zones, with the following enhanced criteria:

- Drive-through components should not be the primary focus of the business.
- Businesses should cater towards walk-up patrons and the street front should be activated with good building and site design.
- Pedestrian safety must be addressed, not just with signage, but also site design to keep cars and pedestrians separated.
- Screening and/or minimum buffers will be required when adjacent to incompatible uses, such as single-family homes.

Ms. Satter said it is important to note that, while the proposal is to allow drive throughs and curbside pickups in all commercial zones, the two types of uses come in many different styles and not all sites will be able to accommodate the requirements. Again, drive-through facilities are currently only allowed on Kitsap and Wheaton Way as accessory to the primary use, and the proposed change would allow drive-through facilities in all commercial zones, including curbside pickup locations for businesses that want to install pickup windows. She shared several examples of drive-through facilities to illustrate both desirable and undesirable design:

- Example 1 – Restaurant with Drive Through. The drive-through and stacking lanes surround the building, and there is no safe access for pedestrians to enter the restaurant. Cars are required to back into the stacking lanes, which is an unsafe situation. Staff believes this is an undesirable design because the vehicular and pedestrian access is not coordinated.
- Example 2 – Restaurant with Drive Through. The setback requirements in this example are the same as those in Bremerton. The maximum setback is intended to activate the street and sidewalk by having the buildings close to the property line. Also consistent with Bremerton's code, all effort was made to not locate the drive-through lanes between the building and the roadway. However, the end result was that pedestrians have to cross a drive-through lane to enter the building from the parking lot. Although the design meets the City's current code, staff does not believe it is a desirable option.

- Example 3 – Restaurant with Drive Through. The design meets the 10-foot maximum setback requirement. The drive-through lanes are not located between the building and the roadway, and the drive-through is not the primary focus of the building. In addition, access to the building is provided from all parking areas without requiring pedestrians to cross drive-through lanes. This is a desirable design that would be consistent with the proposed code amendment.
- Example 4 – Pharmacy with Drive Through. The design meets the 10-foot setback requirement and the drive-through code. The drive-through lanes are not located between the building and the roadway, and the drive-through is not the primary focus of the building. Pedestrian access is provided without having to cross the drive-through lanes. This is a desirable design, as well.
- Example 5 – Coffee Shop with Drive Through. Again, effort was made to not locate the drive-through lanes between the building and roadway, and the drive-through is not the primary focus of the building. Access is provided to the coffee shop from all parking areas without crossing drive-through lanes, which is a desirable design.

Ms. Satter summarized that the intent of the amendments will be to allow drive-through facilities in more commercial areas, but they should not be the primary focus of the business. Pedestrian safety should be addressed, and screening and/or minimum buffers should be required when adjacent to incompatible uses. Curbside pickup should be addressed, as well.

Christopher Lux, Bremerton, said he is a small business owner in the City. He previously owned the flower shop, Sprout and Thistle, on Burwell and Naval, and is in the process of converting it into a mixed-use food court called Street Eats Bremerton, which he believes is a good use for a community space that was previously an abandoned RV lot on the corner. From the food trucks they have hosted on the site already, he has seen a strong demand for curbside and/or contactless pickup service. While food trucks will be the main focus of the Street Eats Bremerton portion, they are looking to partner with a drive-through coffee vendor, as well. He referred to the requirement that the drive-through must not be the primary focus of the building. In the instance of a mixed-use site, he questioned how the primary focus would be defined and to what degree it would be required. He said the property adjacent to his is developed with a small business with a drive-through. While it was grandfathered, it is not in compliance with the new code, and this hampers the property owner's ability to make improvements or redevelop the site. In addition to providing drive-through service to customers, he suggested it will also be important to provide safe pedestrian walkup service when designing drive-through facilities. He said he has collaborated with a number of small businesses that are planning to expand or improve, and having the flexibility for curbside pickup and drive-through service will be critical. His hope is that they can continue to grow new businesses in that region of the City by finding ordinances that work well.

Chair Wofford pointed out that, although the current code limits drive-through facilities to properties that have access to Wheaton and Kitsap Way, there are drive-through facilities at banks on several other streets. **Ms. Satter** responded that these facilities are grandfathered.

Commissioner Mosiman questioned the impact that an increasing number of cars that sit idling would have on carbon emissions and climate change. He reminded the Commissioners that, as per the Comprehensive Plan, they must consider climate change issues. **Ms. Satter** said this issue would be addressed as part of the required environmental review.

Vice Chair Tift said he is not convinced that the primary use requirement is necessary. He noted that Dutch Brothers Coffee on Wheaton Way may have an internal seating area, but the majority of its business is drive-through. Another example is the Sonic Drive-In in Poulsbo, which has only a very small internal seating area. He expressed his belief that a new, efficient drive-through would be a welcome site compared to some of the older ones that are unsafe and/or do not function well. They should also allow businesses flexibility to create curbside pickup locations. He noted that, due to the pandemic, people have grown accustomed to picking up food via a drive-through or curbside pickup. He also noted that many of the existing drive-through facilities are unsafe, and he supports codes that allow predominantly drive-through businesses that are efficient and safe.

Commissioner Flemister asked if the code would allow an existing business to add a drive-through. **Ms. Satter** said the existing code is written for new businesses, but staff is suggesting that the amendment should also address flexibility for existing businesses to add drive-up or curbside services. **Director Spencer** said Peninsula Health is a good example of a site that might want to allow pick-up service, such as a pharmacy window. While the site could likely be designed to accommodate the use, it isn't currently allowed because the property isn't located on either Kitsap or Wheaton Way. The same would be true for a

number of other sites. She summarized that there is an increased demand for drive-up and drive-through service. Staff believes the use could successfully be allowed in all commercial zones with the right site design. She anticipates a lot of capital improvements of this type in the future, and it will be important to have the right codes in place to make sure they are safe and effective.

Commissioner Flemister asked how the City regulates food trucks, which primarily serve pedestrians. **Director Spencer** answered that food trucks are regulated separately from businesses with drive-throughs and curbside pickup. A business license is required, but they are allowed to park and do business in any paved parking area in the commercial zones.

Commissioner Pedersen said he isn't comfortable with completely removing the restriction that limits new drive-through facilities to Kitsap and Wheaton Way only. He said he is concerned about allowing them in commercial areas that are adjacent to residentially-zoned properties. He asked if it would be possible to limit the use to streets of a certain size. **Director Spencer** voiced concern that limiting the use based on street size could result in unintended consequences and limit areas that can provide good access. She emphasized that the current code doesn't allow cars to queue on the street, and the required queue length is based on the type of use. Fast-food restaurants would typically require a greater queueing length than a bank or pharmacy. She said the intent is that there would be a number of provisions in the code aimed at safety and limiting the impacts to residential neighborhoods.

Commissioner Pedersen asked if they could limit the use to properties that are associated with larger arterials. Again, he said he wants to keep drive-through facilities away from the neighborhoods. **Ms. Satter** suggested it would be helpful for staff to provide maps at the next meeting to illustrate the locations of the commercial zones, which are primarily zoned around major arterials. She reminded them that new drive-through and curbside facilities are reviewed by the Public Works Department, and permits can be denied if proposals are deemed to be unsafe for the neighborhood.

Commissioner Rich expressed her belief that drive-through and curbside pickup facilities should be allowed in other commercial zones. She also felt they should consider limitations to ensure that they are safe and function efficiently.

Commissioner Coughlin said he generally supports allowing the use in other commercial zones, with a primary focus on safety and traffic efficiency. He asked if the existing code addresses site distance requirements for cars leaving the drive-throughs and entering the roadway. **Ms. Satter** said there are no specific provisions in the existing code to address the issue, but she agreed it is something that should be added.

Chair Wofford asked if food trucks would be allowed to locate in neighborhood business areas, and **Ms. Satter** responded that they would be allowed to locate in paved parking areas.

Christopher Lux, Bremerton, said he has gained a lot of experience with food trucks. While the vast majority of the traffic to his location are pedestrians from the shipyard and nearby neighborhoods, a surprising number of people come by car, too. He suggested that careful design is necessary to allow for drive-up service, but with a focus on pedestrian safety.

BUSINESS MEETING

Chair Report

Chair Wofford did not have any items to report.

Director Report

Director Spencer reported that there has been a very high volume of permit activity, and 2020 numbers broke the 2019 record by a long shot. The 2019 construction activity was \$128 million, and they ended 2020 with construction activity of \$143 million. In January alone, the City took in building permits for 155 new homes, and the construction activity in the permit review queue is \$103 million. At the same time last year, the review queue was under \$40 million. Staff remains very busy working on permits.

Director Spencer reported that staff has also been busy working on code changes. In December, the City Council adopted the Planning Commission’s recommendations for Accessory Dwelling Units (ADUs) except the second ADU. Staff participated in two more study sessions with the City Council, and a public hearing was held last week to take testimony on the second ADU. There will be another study session this week, to talk about how the ordinance might be further shaped, and another public hearing is scheduled for March 3rd. She reviewed that the Commission’s recommendation was to allow a second ADU, but require one parking space. One option the City Council is considering is allowing a second ADU, but it must be within 500 feet of a center. There is concern that a second ADU might make the house look like a duplex or triplex, so this option was modeled after the fact that the zoning code allows duplexes and triplexes within 500 feet of a center. Another option the City Council is considering is allowing second ADUs everywhere, as long as they are owner-occupied. They are also considering eliminating the parking requirement for the second ADU if located within a certain distance of transit, as well as adding a provision that second ADUs cannot be used for short-term rental. **Ms. Satter** added that they also considered adding an affordability component for the second ADU, but after further research, they learned that having an affordable program that uses the zoning code or Growth Management Act items as an incentive requires property owners to commit to 50 years of affordability. Staff doesn’t believe this is a feasible option for the City to implement.

Old Business: Approval of Amendments to Bylaws

Ms. Lynam provided a brief overview of the bylaw amendments as follows:

- Section 2(c) – Officers and Duties. The current bylaws allow the opportunity for the Chair or Vice Chairperson to present the Planning Commission’s recommendation to the City Council, but not other members. The proposed amendment would allow the Chairperson the ability to select any member to speak on behalf of the Planning Commission at City Council meetings, if necessary.
- Section D – Suggested Criteria for Selection of Officers. The current title does not match the roles listed below, which are for the Executive Secretary. The amendment would change the title of this section to “Executive Secretary Roles to the Commission.”

COMMISSIONER COUGHLIN MOVED THAT THE COMMISSION RECOMMEND APPROVAL OF THE PROPOSED AMENDMENTS TO THE BYLAWS. COMMISSIONER FLEMISTER SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

New Business: Charleston Areawide Planning Report Review

Ms. Satter advised that the City’s Comprehensive Plan Docket for 2021 includes incorporating the Charleston Areawide Planning Report into the City’s Comprehensive Plan and associated Zoning Code changes. She asked that the Commission become familiar with the report in preparation for a workshop discussion that is scheduled for the Commission’s March 15th meeting. She noted that Chapter 7, at the end of the report, summarizes all of the amendments that will be considered as part of the Comprehensive Plan update.

ADJOURNMENT

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

Respectively Submitted by:

Andrea L Spencer, AICP
Executive Secretary

Nick Wofford, Chair
Planning Commission

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

AGENDA TITLE:	Workshop for 2021 Comprehensive Plan Amendments Docket: Overview
DEPARTMENT:	Community Development
PRESENTED BY:	Allison Satter, (360) 473-5845 or Allison.Satter@ci.bremerton.wa.us

EXECUTIVE SUMMARY

A Comprehensive Plan Amendment is a change to the City of Bremerton Comprehensive Plan. The Comprehensive Plan is the City’s long-range plan used as a guide for the physical, economic, and social development of Bremerton.

Comprehensive Plan amendments are processed on an annual cycle as allowed by State Law. As the first step in this process, the City has invited the public to apply for proposed changes from August through November 15, 2020 for this year’s amendment docket. After the docket has been established with all the proposed amendments to be considered, the Bremerton Planning Commission will provide a recommendation of the amendments to the City Council who will make the final decision.

The 2021 Comprehensive Plan docket includes two City-initiated amendments for the Planning Commission’s consideration. There was no public request for amendments to be considered this year. The proposed amendments are:

- Develop housing displacement policies into the City’s Comprehensive Plan and their associated Zoning Code changes; and
- To incorporate the Charleston Area-wide Planning Study into the City’s Comprehensive Plan and associated Zoning Code changes.

Amendments to the City’s Comprehensive Plan are regulated by Bremerton Municipal Code 20.10 which outlines the process and criteria of approval.

This workshop’s intent is to summarize the Comprehensive Plan proposed amendments for the 2021 annual Comprehensive Plan docket, process, and anticipated schedule.

ORDERS OF THE DAY:

Provide direction to Staff on proposed Comprehensive Plan amendments and provide feedback on the anticipated schedule and any questions regarding the process or amendments.

DECISION CRITERIA FOR COMPREHENSIVE PLAN AMENDMENTS

The City of Bremerton's Comprehensive Plan establishes a blueprint for our future – a document that will guide the City in its decision making for the next 20 years. The Comprehensive Plan provides a set of policies that direct future growth and development. Additionally, the Plan identifies potential strategies that will help effectively guide City leaders in making substantive and thoughtful decisions for the community.

To update this document, per State laws and the City's code (BMC 20.10), the Comprehensive Plan may only be updated once a year (with a few exceptions such as a Subarea Plan adoption or emergency amendments to prevent or avoid imminent danger to the public). The City's window to accept applications for the 2021 annual Comprehensive Plan changes are between the first business day in August to November 16, 2020 (November 15 is the typical deadline, except when it falls on the weekend, they can apply that following business day). If an applicant "missed" the submittal date or submitted an incomplete application, the next opportunity to apply will be in August through November 15, 2021 to be considered for the subsequent year (for 2022).

As Planning Commission is considering the proposed Comprehensive Plan amendments, the Commission will have to verify that the following has been considered (Bremerton Municipal Code (BMC) 20.10.080):

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

Planning Commission shall consider the Comprehensive Plan proposed amendments through workshop(s) and a Public Hearing. Planning Commission will provide a recommendation to City Council regarding these amendments. Staff is anticipating the schedule for the proposed amendments to be the following:

- Workshops:
 - March 15, 2021 (this workshop), an overview of the proposed amendments.

- May 17, 2021 (workshop) further analysis on proposed amendments.
- Additional workshop in June if need be or desired.
- Environmental Review: Following the Workshops, Staff will conduct environmental review and submit the draft amendments to local and state agencies, and the tribes for agency review.
- Public Hearing for Planning Commission: earliest opportunity would be Summer 2021
- City Council Decision via Public Hearing: after Planning Commission provides a recommendation - anticipated late Summer 2021 (or Fall).



PROPOSED AMENDMENTS: OVERVIEW

For 2021 annual Comprehensive Plan docket cycle, there are two City-initiated amendments to revise the Comprehensive Plan and Zoning Code:

- Develop housing displacement policies into the City’s Comprehensive Plan and their associated Zoning Code changes; and
To incorporate the Charleston Area-wide Planning Study into the City’s Comprehensive Plan and associated Zoning Code changes.

In the following section, Staff will provide background, preliminary analysis and details on the proposal. Through this process the City will update the Comprehensive Plan’s policies and the associated Zoning Code development regulations concurrently to maintain consistency through the City’s Comprehensive Plan and Zoning Code.

Website links to see the current documents:

- Bremerton’s Comprehensive Plan:
<http://www.ci.bremerton.wa.us/185/Comprehensive-Plan>
- Bremerton’s Zoning Code:
<http://www.ci.bremerton.wa.us/399/Zoning-Code-Map>
- Charleston Area-wide Planning Study:
 - <http://www.bremertonwa.gov/DocumentCenter/View/8221/Charleston-Areawide-Planning-Report-PDF>

TOPIC #1 – Housing Displacement Proposal

As projects around the City redevelop, there will be people and families that will be displaced with this new development. The proposal is to add housing displacement policies to the Comprehensive Plan and to developed associated regulations in the Zoning Code to consider strategies to minimize displacement of residents during development.

This proposal is facilitating one of [Mayor Wheeler’s 2021 Initiatives](#), which is the following:
“Work on strategies for residents displaced by new developments”.

What does the City’s current codes have for this item?

The City’s current Comprehensive plan is silent on housing displacement policies.

As for the Zoning Code, it is also silent. However, the City has adopted the Multi-Family Tax Exemption (MFTE) per [Bremerton Municipal Code \(BMC\) 3.78](#), which includes displacement regulations. When a project is approved under a multifamily tax exemption program, the value of eligible housing improvements is exempted from property taxes, typically for 8 or 12 years (this tax exemption stimulates the construction of multifamily housing). Through the MFTE program, the City has already enforced displacement regulations. The MFTE displacement regulation of BMC 3.78 states:

“Tenant Displacement Prohibited. The project must not displace existing residential tenants of structures that are proposed for redevelopment. If the property proposed to be rehabilitated is not vacant, an applicant shall provide each existing tenant housing of comparable size, quality, and price and a reasonable opportunity to relocate.”

This existing regulation may be expanded to the City’s zoning code for other redevelopment projects. *Important clarification – there is no proposed change the MFTE program through this process.*

Why?

The City has many older structures, and in certain circumstances, it is cost prohibitive to retrofit existing buildings and therefore they are most often torn down when redeveloping. As identified in the Bremerton Comprehensive Plan Housing Appendix, “The City of Bremerton has the largest inventory of aging housing in the County. In City of Bremerton [as of 2013], 77.3% of housing units were built before 1980 and 22.4% were built in 1939 or earlier.” The following table is from the Housing Appendix that further explains those numbers:

Year Structure Built	Number	Percent
Total Number of Housing Units	17,396	
Built 2010 to 2013	119	0.7%
Built 2000 to 2009	1,195	6.9%
Built 1990 to 1999	1,214	7.0%
Built 1980 to 1989	1,436	8.3%
Built 1970 to 1979	2,568	14.8%
Built 1960 to 1969	1,837	10.5%
Built 1950 to 1959	1,977	11.4%
Built 1940 to 1949	3,154	18.1%
Built 1939 or earlier	3,896	22.4%

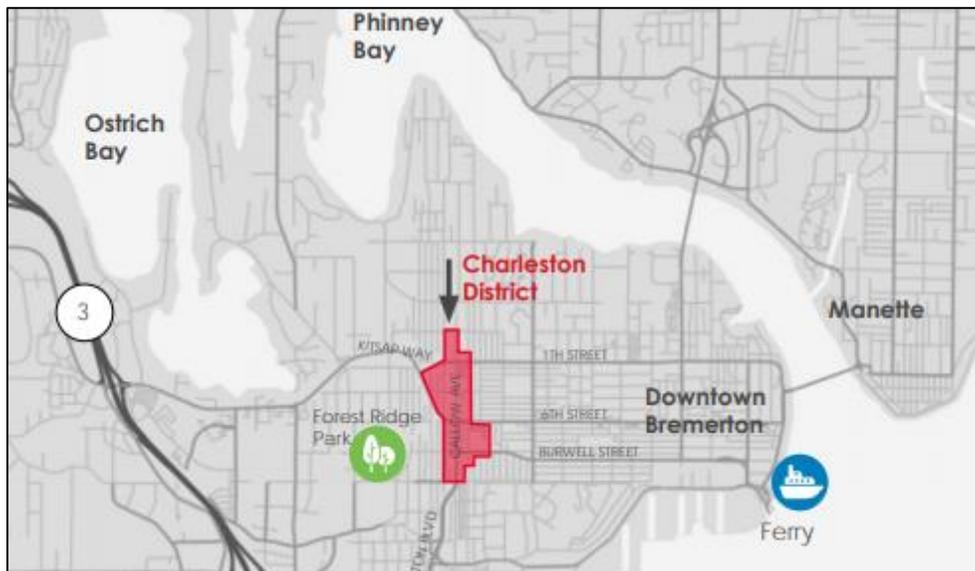
As Bremerton is seeing a growing trend of redevelopment and we acknowledge that the City will see more existing aging units be torn down it is important for the City to consider what policy and regulations should be adopted to address housing displacement.

Important Note – Per the [City of Bremerton & Kitsap County’s Affordable Housing Recommendation Report](#), it identifies a key point about displacement, “Jurisdictions in Kitsap County need to make changes to meet housing needs (jurisdictions will need to triple their annual housing production to accommodate the anticipate growth). Rising prices, rents, displacement, and households falling into homelessness are likely to continue if jurisdictions cannot increase housing production at all levels.” The City has made many recent updates to allow more housing, please see the [Infill Toolkit](#), and will continue to take items to the Planning Commission to help address the housing shortage. This displacement effort will be just one leg of the stool to City of Bremerton housing.

TOPIC #2 – Charleston Area-wide Planning Study

In 2017, the City received US Environmental Protection Agency (EPA) Brownfields Community-Wide Assessment and Area-Wide Planning grant. This grant was concluded in 2020, and one of the resulting products is the subject of this Comprehensive Plan amendment - the [Charleston Area-wide Planning Study](#) (also called “AWP” through the Study and in this report). Section 1.2 of the AWP provides a thorough description of the grant’s objectives for the Brownfield Challenge, and the Area-wide Planning effort.

To support the public engagement, a market assessment was conducted to identify the opportunities and barriers to redevelopment in and around the focus area, which is further described in Section 4.1. Public engagement was conducted to develop a vision and community priorities for the Charleston District Center (further details in Section 5.3 of the AWP). To implement this AWP’s, the proposal is to include the AWP’s vision and recommendations to the City’s Comprehensive Plan and make the associated Zoning Code changes.



The focus area for the Charleston Area-wide Planning Study is highlighted in red. Callow Avenue is the main north/south route through this district.

What does the City's current codes have for this item?

The Charleston AWP's Section 2.4 does a thorough job at describing the City's current Comprehensive Plan and Zoning Code in relation to this Study. To summarize:

- The Comprehensive Plan's Land Use Element provides general goals, policies, and character description for the Charleston District Center, which is the area considered in the Charleston AWP. This information can be found on pages LU-19 and LU-20 within the [Land Use Element](#).
- Within the Zoning Code, this area is zoned and mapped as the District Center Core (DCC) and is regulated by [BMC 20.70](#).

What changes will be considered through the annual Comprehensive Plan Amendments?

The Charleston AWP provided a few suggestions that will help remove impediments and facilitate new or redevelopment in one of the City's key Center. The following is a summary of the proposed revisions to the Comprehensive Plan and Zoning Code:

Comprehensive Plan Edits:

- Add a policy to reference the Charleston AWP within the Comprehensive Plan or incorporate its significant components/findings in the Comprehensive Plan (and do not reference the AWP). If the City chose the latter, the remaining items would need to incorporate into the District Center Core Designation in the Comprehensive Plan (page LU-19 and LU-20):
 1. Add the Community Vision for this area that was developed through this process:

“Rediscover Charleston as a distinctively creative historic district that celebrates its eclectic, imaginative, and artisan character through capital investments, local traditions, diverse tenants, and quality housing.”
 2. Policy to Support Interim Uses in Charleston such as food truck courts or pop-up outdoor markets. Furthermore, the DCC zone imposes specific site design criteria that are appropriate for permanent structures but may be problematic for interim/temporary uses.
 3. Designate and plan for the Wycoff Artisan/Live-Work District. The Charleston AWP planning study recommends the creation of an artisan / live-work overlay district along Wycoff Avenue and the surrounding properties. The overlay should allow for indoor light manufacturing and live-work environments.
 4. Add policy to provide parking flexibility for infill projects. Many of the existing commercial sites in Charleston are small, devoid of on-site parking, and have 100 percent site coverage; thus, leaving no opportunity for new on-site parking lots. While the current code does not require additional on-site parking for non-conforming structures/sites, any building increase or additional dwelling units would trigger requirements for additional on-site parking. There is an opportunity to add more clarity to the City's parking standards to allow for minor building expansion without providing additional parking.
 5. Policy to get Streetscape design for the redevelopment for this area. Great streets support vibrant neighborhoods, create positive perceptions, and provide access to businesses and destinations. One community planning strategy is to

focus on streetscape enhancements on Callow Avenue and Wycoff Avenue with landscaping, new sidewalks, lighting, and decorative details so that the public realm is attractive, functional, and reflects the area's intended character. This may include updating the Capital Improvement Plan (CIP) for the hiring of a professional to provide that expertise and assist through the public process for the acceptance of the streetscape.

6. Policy to support recreational enhancements to the area and important gathering places in the Center. This could include such ideas as the (1) Charleston Triangle Pocket Park, (2) Forest Edge, (3) Artist Tunnel in Wycoff Avenue Underpass, (4) improve Bremerton Gateway entrance, and (5) Town to Forest Urban Trail from Callow to Forest Ridge Park.

Zoning Code Edits (to the BMC Title 20)

- Update BMC 20.70 entitled District Center Core
 1. Adopt zoning standards for an overlay district that include design requirements and allowable land uses (e.g., indoor light manufacturing and live-work units)
 2. Zoning standards to allow interim uses in Charleston
- Adjusting Parking Standards for Charleston to support the Comprehensive Plan policy.

The other important items in the AWP, but may, or may not require a Comprehensive Plan or Zoning Code amendment, are the following:

- Proactive Market Opportunity Sites for Infill and Adaptive Reuse Projects
 - Recommends creating Information/Fact Sheets for each opportunity site.
- Support Community Stewardship and governance in Charleston. Example to look at is the Downtown or Manette Business Associations.
- Develop a formal district brand for Charleston. Charleston should have a district brand that builds upon the community's vision and markets the neighborhood to both City-wide and regional audiences. The brand will help tell the outside world what Charleston has to offer in terms of businesses, urban character, amenities, and lifestyle. In successful business districts, outsiders know what to expect of the area by its name, logo, and business collaboration. There is an opportunity for the future business/neighborhood association to develop a unique brand that is conveyed through a logo, area banners, promotional items, and community events. The City should aid and recognize the brand through technical support, policy documents, and long-range planning.

ORDER OF THE DAY

The Planning Commission shall consider the amendment proposals, receive public comments, and direct staff regarding what additional information and analysis is needed to assist the Commission to make an informed recommendation to the City Council later this year. No decisions will be made at this workshop and staff will be conducting detailed analysis over the next several months.