



City of Bremerton
Draft March 6, 2020

Eastside Employment Center Subarea Plan

Prepared by

BERK Consulting

MAKERS

Herrera Environmental

Fehr & Peers

Stowe Development

Acknowledgements

Pending

City of Bremerton Staff

Sounding Board

Planning Commission

City Council

Consultant Team

Public Appreciation

Note: Given there is a range of alternatives, the regulatory approach is still conceptual in nature, and will be more specific with a preferred alternative.

Contents

1	Introduction	7
	Background & Purpose	8
	Background	8
	Study Area	8
	Visioning Process	10
	Community Engagement	11
	Public Outreach	11
	Summary of Input	14
2	Vision & Guidance Framework	17
	Vision	19
	Vision	19
	Guiding Principles	20
	Goals & Policies	22
	Urban Design	22
	Land Use & Housing	23
	Circulation	24
	Environment	26
	Economic Development	26
	Public Services & Infrastructure	28
3	Urban Design Concepts	31
	Community Design Overview	32
	Sensitive Infill	32
	Walkability	32
	Placemaking for Economic Development	32
	Parks & Public Spaces	33
	Waterfront as Amenity	33
	Equity & Inclusive Growth	33
4	Land Use Plan	35
	Overview	37

Existing Policies & Regulations	39
Bremerton Comprehensive Plan	39
Growth Management Act	42
PSRC Vision 2040 & Kitsap County Countywide Policies	42
History of Development	45
Existing Land Use Pattern	48
Land Use Designations & Zoning Districts	53
Anticipated Growth & Development Capacity	56
Buildable Lands Capacity	57
Edges & Adjacent Neighborhoods	57
Redevelopment Potential	58
Draft Alternatives & Public Comment	60
No Action Alternative	60
Employment Focus Alternative	61
Residential Focus	64
Preferred Vision	67
Land Use Comparisons	68
Alternative Comparisons	68
Comprehensive Plan Amendments	69
5 Eastside Center Zoning & Development Regulations	71
<hr/>	
1. Introduction	72
2. Definitions	73
2.020 List of Defined Terms	73
3: Zoning Districts & Uses	74
3.010 Zone Intent	74
3.020 Uses	76
3.030 Zoning Map and Standards	79
4: Administration	84
4.010. Permits	84
4.020. Site Plan Review	84
4.030. Existing Uses, Nonconformities, and Proportional Compliance	84
6 Design Standards & Guidelines	87
<hr/>	
1: Introduction	88
1.010 Purpose & Applicability	88

1.030 Design Standards & Guidelines Overview	88
1.040 Streets and Blocks	89
1.050 Center Residential – High (CR-H)	90
1.060 Center Residential – Medium (CR-M)	92
1.070 Center Residential – Low (CR-L)	94
1.080 Employment Center – Corporate Campus (EC-CC)	96
1.090 Employment Center – Retail (EC-R)	99
1.100 Mixed Use	101
1.200 Multi-Use	103
2: Streetscape	105
2.010 Purpose & Applicability	105
2.020 Conceptual Street Standards	105
2.030 Intersections	111
2.040 Non-Motorized Facilities	111
3: Public Realm	112
3.010 Purpose & Applicability	112
3.020 Park & Open Space System	112
7 Infrastructure Investments	115
<hr style="border: 1px solid black;"/>	
Transportation	117
Context	117
Proposed Improvements	118
Transportation Mitigation	119
Stormwater	121
Context	121
Stormwater Requirements, Opportunities, and Constraints	121
Proposed Improvements	125
Water	128
Context	128
Proposed Improvements	129
Further Evaluation	129
Wastewater	130
Context	130
Proposed Improvements	130
Other Measures	131

8 **References** **133**

Appendices

None/Pending.

Exhibits

Exhibit 1	Study Area, 2019	9
Exhibit 2	Bremerton Comprehensive Plan Centers, 2019	41
Exhibit 3	Vision 2050 Population and Employment Growth, 2017-50, Preferred Alternative	44
Exhibit 4	Wartime Housing Map, 1947	46
Exhibit 5	Citizen Campaign to Build New Hospital, Circa 1961	47
Exhibit 6	Acreage and Building Area by Land Use, 2019	48
Exhibit 7	Current Land Use, 2019	49
Exhibit 8	Comprehensive Plan Future Land Use Designations, 2019	54
Exhibit 9	Current Zoning Within Study Area	55
Exhibit 10	Maximum Development Standards for Current Zoning	56
Exhibit 11	Estimates of Population and Employment, 2012-2036	56
Exhibit 12	Comprehensive Plan Eastside Center Growth Estimates	57
Exhibit 13	Assessed Value Per Square Foot	59
Exhibit 14.	Employment Focus Alternative: Current and Planned Growth	61
Exhibit 15	Employment Focus Alternative	62
Exhibit 16	Employment Focus Alternative Street and Park Improvements	63
Exhibit 17	Residential Focus Alternative: Current and Planned Growth	64
Exhibit 18	Residential Focus Alternative	65
Exhibit 19	Residential Focus Alternative Street and Park Improvements	66
Exhibit 20	Land Use / Zoning Designations Building Types and Development Intensity	68
Exhibit 21	Zoning Within Study Area [update with preferred alternative]	79
Exhibit 22	Dimensional and Development Standards	80
Exhibit 23.	Parking Standards	80
Exhibit 24.	Conceptual Incentives Table – Increase between Base Allowance and Maximum Allowance	82

Exhibit 25 Roadway Network and Street Typologies [update with preferred alternative or reference previous map] 106

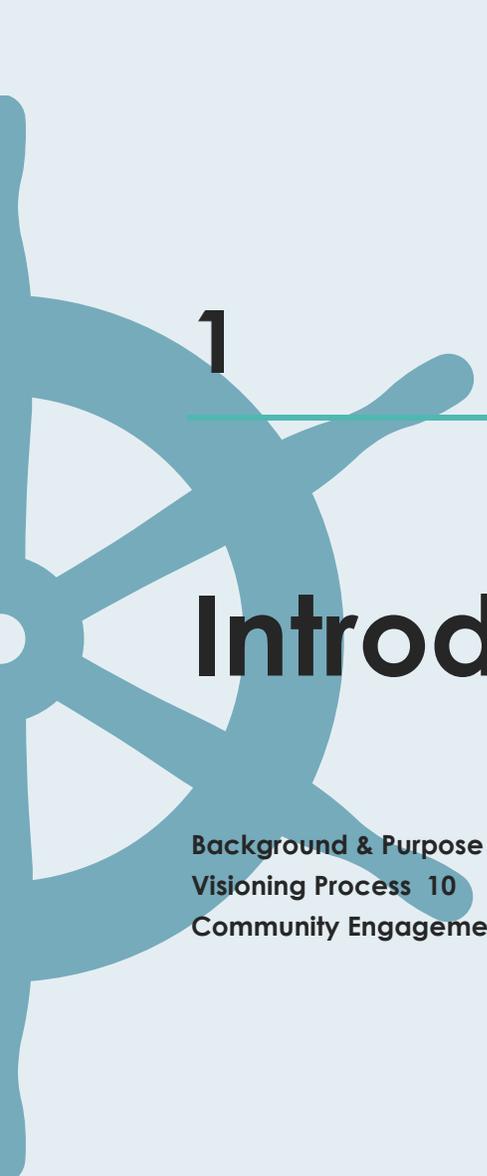
Exhibit 26 Transportation Mitigation 119

Exhibit 27. Stormwater Infrastructure in the Eastside Center 121

Exhibit 28. Lidar-Based Ground Surface Slope Within the Study Area 124

Exhibit 29 Water Infrastructure in the Study Area 128

Exhibit 30 Wastewater Infrastructure in the Eastside Center 130



1

Introduction

Background & Purpose 8
Visioning Process 10
Community Engagement 11

Background & Purpose

Background

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, housing, and parks and urban forests. Now a key anchor in the center is moving. Harrison Medical Center has been the center of the EEC since its opening in 1965. The Medical Center has been, until recently, the hub of many related medical services in this area. Harrison has begun a transition to a new campus in Silverdale and many of the associated medical uses surrounding their facility in Bremerton are also making this transition. It is expected that the first phase of the Harrison transition will be nearly complete by 2020, with the full departure of the hospital expected to be completed by 2023.

The City desires to ensure that the EEC remains an economically vital center with both jobs and housing. With this goal, the City has commissioned the preparation of a subarea plan for the EEC. The plan will build on past planning efforts and economic and market analysis to describe a vision, land use and design, and action strategies for the EEC. Upfront environmental review will be part of the plan and will help bring about desired change and development. The steps in the City's EEC Subarea Plan and EIS process are shown in Exhibit 1.

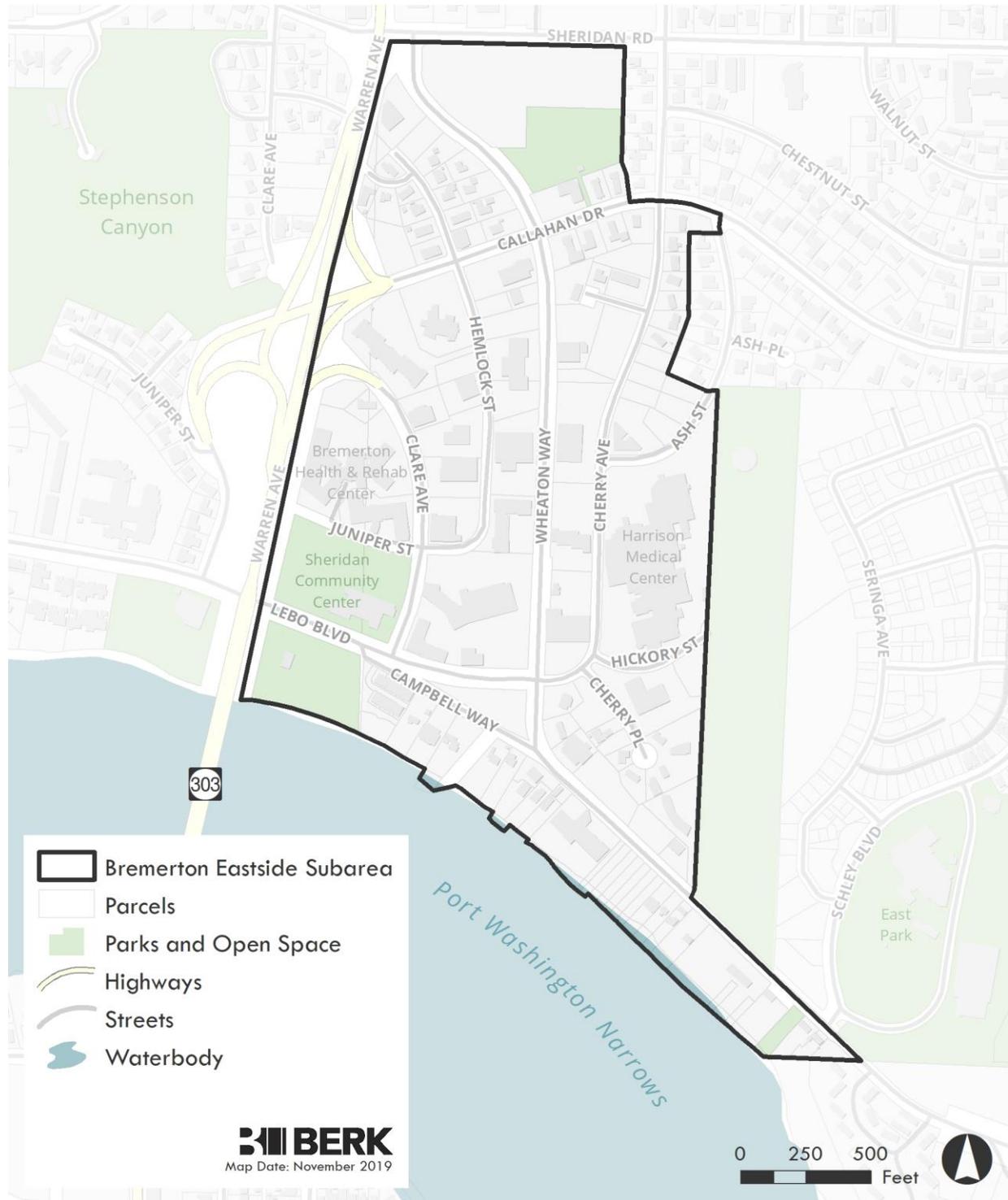
This Eastside Employment Center Subarea Plan is a comprehensive 20-year plan that establishes the general patterns for future land use, transportation and other infrastructure needs in the area. The purpose of this plan is to provide greater detail, guidance and predictability to future development within the Eastside Employment Center.

Study Area

The Eastside Employment Center is approximately 80 acres in size and contains a variety of uses that include single family residential, apartments, commercial, and medical uses. Less than 15% of the land area is undeveloped, though many of the commercial structures are vacant or soon to be vacant.

The Center is well connected to residential neighborhoods to the West and has a large green space to the east. Nearby Olympic College is well known as a talent pipeline for employers offering degree programs that are connected to local employers' workforce needs.

Exhibit 1 Study Area, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Visioning Process

This Subarea Plan and its associated EIS examined alternatives for the future of the Study Area, now called the Eastside Employment Center (EEC), but proposed to be re-named the Eastside Center (EC) to encompass a range of visions. The Draft Plan and Draft EIS reviewed the following alternative visions:

Vision 1: A residential focused center.

- In this scenario, uses in the Center would shift to provide more options for multifamily housing, including apartments and townhomes. A complete neighborhood to support these new residents will be promoted through resident-serving new retail and commercial uses. A small amount of office uses will also be encouraged in the Center to provide live/work options within the neighborhood.
- Housing options in this scenario would include existing assets such as the presence of older adult housing. New and existing housing would be supported with retail, services and multi-modal investments to build an age-friendly community that meets the needs of a wide variety of households, from young families, single households to older residents.

Vision 2: An employment-focused center.

- In this scenario, the role of the Center in supporting employment uses will continue but will be aligned to future needs after the Harrison Medical Center is relocated. New office development will provide opportunities to attract new businesses.
- Existing businesses and office developments would be retained. Limited residential and retail uses will also be encouraged to support a mix of uses in the Center. Similar to the residential focused center investments in multi modal connections and public spaces would make the Center more pedestrian-friendly.

These two visions tested a range of land use and growth options in the subarea. A Preferred Alternative was identified after public outreach and comment opportunities on the Draft Subarea Plan and Draft EIS concluded in winter 2020. The Preferred Alternative vision is:

[To be Updated]

The Draft and Preferred alternatives are compared in a Final EIS. See the Land Use Plan section of this Subarea Plan for additional information on the planning process and the alternatives.

Community Engagement

Public Outreach

Ongoing community participation was an essential part of developing the Subarea Plan. The planning process included an economic and market analysis and an integrated SEPA and subarea plan process. In addition, the City led a separate comprehensive study of the SR 303 (Warren/Wheaton) corridor. This study will identify transportation options that improve livability and attract investment to the area along the corridor. Given these plan components and related projects, community involvement strategies were divided into four phases:

- **Phase 1: Building Awareness** focused on building outreach materials and tools to inform the public about upcoming engagement activities and ways to participate.
- **Phase 2: Visioning** focused on soliciting comments and feedback about the community vision through a variety of activities, including open house meetings, online tools, interviews, pop-up events etc.
- **Phase 3: Alternatives and Draft Plan Feedback** provided an opportunity to share the draft subarea plan with the community and gather feedback and comments.
- **Phase 4: Final Plan Feedback** provided opportunities to provide input on the final plan and to close the conversation and the planning process with the release of the final subarea plan and EIS.

Starting in June 2019, the City and consultant team worked to engage a broad range of people in the planning process including those who may be potentially under-represented to gather input. This includes residents with lower incomes, older residents, youth and residents with special needs. The City and consultant team identified ways to make the public involvement inclusive and hear from a diverse range of people. Strategies that were implemented include:

- Offering multiple ways to engage – web, phone, in-person, and paper tools.
- Design of activities to address key barriers to participation such as using short add-on events to popular community events.
- Leveraging local champions (schools, senior centers, food bank, libraries, faith community, special events).
- Monitoring and adjusting engagement activities throughout the process to target gaps.

Stakeholders included area residents, businesses and property owners, community organizations, public entities and agencies, potential developers and investors, and other interested parties.

Outreach and engagement efforts were extensive and included the following:

Project Webpage

The City of Bremerton has established a project website at www.bremertonwa.gov/eastsidecenter. It includes information about the project, links to draft products, and a comment form.

EIS Scoping

Public, tribal, and agency comments were solicited by the City as lead agency in an extended written scoping period from September 26, 2019 to November 15, 2019. Scoping notices and a meeting announcement were sent by mail to each property owner in the Eastside Employment Center, and to a list of federal, state, and local agencies and tribes. The City also sent these documents by email to lists of persons interested in planning issues in the city. The scoping notice was published in the Kitsap Sun to notify any other persons having an interest in the project.

Stakeholder Interviews

As part of the market analysis and existing conditions analysis, the project team interviewed three stakeholders knowledgeable about the Eastside Employment Center to gather additional insights on the project. The interviewees included property owners, real estate experts and representatives from Naval Base Kitsap.

- Rick Cadwell, The Cadwell Group
- Mark Goldberg, MBG Co.
- Lynn Wall, Naval Base Kitsap

Pop-up Events

Bridging Bremerton



The project team set up a table at this popular community event with informational materials and boards. This was an opportunity for community members to share ideas for the Eastside Center's future and to learn about the planning process. More than twenty-one people provided input.

Kitsap Library Pop-up

The project team set up a table at this popular location for people to learn about the project and have their say through a quick, fun exercise and a short survey. Roughly twenty-five people participated.



Door to Door Outreach

Project staff conducted door-to-door outreach to local businesses in order to invite local business participation in the conversation. More than fifteen local business owners provided input.

Public Kickoff & Vision Workshop

Similar to the pop-up events, this event was an opportunity for community members to share ideas for the Eastside Employment Center's future and to learn about the planning process. More than twenty people attended this event held at the Sheridan Park Community Center on August 13, 2019.



Online Storymap & Survey

An online Story Map and feedback tool provided another option for the public to learn about the project provide comments. 41 responses were received to the survey.

Preferred Alternatives Workshop

The City will host a one-day design workshop in spring 2020 to engage community members in developing a preferred alternative and community vision plan for the Eastside Employment Center.

Sounding Board Advisory Committee

An Advisory Committee, composed of representatives from Bremerton City Council, Bremerton Mayor, Kitsap Transit, Harrison Hospital, and the US Navy, convened at key project milestones to address issues and concerns for the Eastside Employment Center Subarea Plan. On November 13, 2019 the Advisory Committee met to review outreach and engagement activities, existing conditions analysis, and provide direction on the range of Eastside Employment Center land use alternatives. In March 2020, the Advisory Committee will review the Draft Plans and Draft EIS that evaluated the range of alternatives. The Advisory Committee will provide direction on a preferred plan for the Eastside Employment Center and be briefed on public comments regarding this plan and related Eastside Employment Center documents.

City Council & Planning Commission

The Bremerton Planning Commission will host a special meeting on March 16, 2020 with a community open house to discuss the draft EIS followed by a workshop. The Bremerton Planning Commission will forward its recommendations to the City Council in May 2020. The Council is anticipated to take final action in June 2020.

Summary of Input

The following major themes and concerns were heard through the multiple activities of the engagement process.

- **Affordable and diverse housing:** Participants talked about their struggle to find suitable housing in Bremerton. Housing needs included more rental housing, more housing located close to transit, and a variety of housing choices at diverse price points.
- **Services:** Participants expressed their desire to see more services and resources for daily living, such as grocery stores, restaurants, health care, and recreation within or in close proximity to the Eastside Center.
- **Walkability:** Most travel to and from the Eastside Center currently occurs by car. The neighborhood structure of the Eastside Center makes it a challenging environment to walk in. The street network does not follow a typical grid pattern and is limited in locations. Curving roadways and varying topography throughout the Study Area add to challenges facing pedestrians. While most streets in the Eastside Center have sidewalks, their condition varies. Poor sidewalk conditions on streets such as Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive as well as the relative lack of walkable destinations were raised as concerns by several participants.
- **Open space assets:** Participants saw the area's open space assets, especially the Madrona forest and its trails, as distinctive and authentic elements of the character of this area. Many

participants expressed their desire to see better connections between these open assets and to other open spaces such as to Lions Park, Stephenson Canyon, recreational amenities in the Old East Bremerton High School, and to the YMCA.

- **Economic opportunity:** Participants expressed their desire for the Eastside Center to support businesses of all sizes that provide jobs, income, revenue and a path to economic opportunity. Institutional uses, such as those focused on workforce training, and medical uses, were brought up by many participants as potential uses of the Harrison Hospital site and other vacant lands.
- **Bicycling:** The limited extent of bicycle infrastructure within the Eastside Center (only dedicated bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard) was seen by some residents as a need to be addressed in the future. Better connections to Downtown through a shared use path along the Warren Avenue Bridge, shared use lanes for Cherry Avenue from Wheaton Way to the north, and along Sheridan Road west of SR 303 were seen as high priority needs.



2

Vision & Guidance Framework

Vision 19
Guiding Principles 20
Goals & Policies 22

Eastside Employment Center Subarea Plan
Vision & Guidance Framework

Vision

The *Eastside Center's* vision and guidance framework grew from ideas shared during the public engagement activities listed above and describe the future that the community aspires to achieve. This Plan lays out policies and actions that will help achieve this vision.

Vision

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

The Eastside Center is known for expansive territorial views and is framed by Madrona Trails Park on the east, marine views of Port Washington Narrows on the south, and a newly improved multimodal SR 303 on the west. Wheaton Way and Lebo Boulevard are tree-lined streets with ample sidewalks and pedestrian friendly mixed-use street frontages. It is easy to walk and bike in the neighborhood and reach retail and services at mid-block crossings. Residents, visitors, and employees, find parks, plazas, and commercial nodes at the shoreline and hilltops.

The Eastside Center encourages a wide range of commercial uses and diverse housing types. Flexible development regulations allow a complementary collection of uses to emerge. The presence of increased housing options for a range of incomes and ages, walkable, accessible streets and open spaces and the mix of existing uses with new development ensures that growth in the center has been inclusive. By encouraging a mix of uses and high-quality, walkable development, the center has assured its long-term viability as a [OPTION 1: regional employment center with live/work opportunities. OPTION 2: quality residential neighborhood housing all ages and incomes supported by commercial nodes and waterfront entertainment].

Environmentally sensitive areas have been retained and enhanced and new development is located and constructed to ensure growth is balanced with environmental protection.

The Subarea Plan envisions redefining the Eastside Employment Center as the Eastside Center to reflect the area's mixed-use, residential focus and its location in East Bremerton.

Guiding Principles

The following four guiding principles, also summarized in the vision statement, and goals and policies, form the guidance framework for the Eastside Employment Center's future. These principles are intended to guide change, improve the investment climate and market perception of the area, and create opportunities for employment, housing, retail and services growth.

Economic Vibrancy

- Provide opportunities for a broad range of economic activities so that the Eastside Employment Center can accommodate both smaller-scale office uses, retail uses, employers, as well as existing and new employment-generating uses.
- Provide opportunities for businesses that create jobs that pay good wages and are accessible to people with all levels of education.

Livability, Health, and Mixed Uses

- Integrate mixed-use development, including a diverse range of housing, and concentrated development in some locations, to create active, lively areas integrated with employment and retail services.
- Invest in amenities and features to support community health, and reflect the growing demand for walkable, amenity-rich places by employers and our residents.
- Support an intergenerational neighborhood with affordable, varied, and quality housing options for all stages of life.
- Coordinate the provision of public space, and neighborhood retail and services, to support residential development.

Connectivity

- Ensure that residents, employees and visitors of the Eastside Employment Center enjoy access to open space and the ability to walk and bike safely throughout the Center.
- Promote coordinated shoreline access that emphasizes pedestrian amenities, community gathering, and views.
- Improve access to safe, reliable and frequent transit.

Environmental Stewardship

- Identify and protect critical areas and shoreline ecological function.
- Prioritize areas to be protected and restored.
- Promote green infrastructure for both new and existing facilities.

Coordinated Planning

- Create incentives for new development that fits the vision.
- Plan in coordination with SR 303 Corridor study.
- Fulfill goals of the state legislative appropriation to Bremerton to develop a new vision, plan, regulations, and planned action for the EC.
- Support the City's pending Comprehensive Plan Update and the regional growth strategy in Vision 2050 that seek additional housing and jobs in Bremerton, a core city.

Transition over Time

- Encourage a graceful transition of land use to meet center goals as redevelopment occurs over time. Consider market forces, incentives, and other tools to facilitate transitions.
- Provide special provisions to accommodate existing uses that may not be part of the area's long-term envisioned future.

Goals & Policies

This section includes goals and policies that would direct specific actions by the City of Bremerton in the Eastside Center. Goals and policies are based on the guidance framework and are designed to guide the land use plan as well as zoning, environmental regulations, and capital plans for the Eastside Center.

Urban Design

Goal EC-1: The Eastside Center is a cohesive and accessible neighborhood structure that creates a positive identity for the neighborhood, supports business expansion and investment, strengthens existing neighborhood assets, and improves quality of life.

- **Policy EC-1:** Adopt design guidelines to ensure that future development is aligned with the Subarea Plan's urban design vision, especially related to the creation of an attractive, pedestrian-oriented environment.
- **Policy EC-2:** Consider realigning Wheaton Way north of Callahan Drive to create opportunities for a commercial campus and facilitate traffic movement. [Employment Focus]
- **Policy EC-3:** Improve streetscape design along Wheaton Way within the Eastside Center to visually unify the corridor and link potential employment-oriented nodes with "signature" character.
- **Policy EC-4:** Support SR 303 multimodal improvements. Leverage the planned new roundabout as a signature entry feature that provides opportunity to highlight employment nodes in the northern end of the Eastside Center. [Employment Focus]
- **Policy EC-5:** Plan for small retail nodes to allow businesses that serve residents and employees.

The Comprehensive Plan envisions a walkable, connected future for its centers, including the Study Area. However, the Study Area's existing auto-oriented character, limited street systems, large blocks, site sizes, and topography create barriers for walkability. As the Study Area transitions to different uses and a more walkable – potentially even mixed-use environment – foundational changes to its auto-oriented urban form may be necessary.

The Study Area enjoys several assets that can be built upon. These include views, access to open space systems, and connections to established residential areas.

Land Use & Housing

Goal EC-2: The Eastside Center accommodates a range of development to ensure anticipated citywide growth is focused in Centers.

- **Policy EC-6:** Allow horizontal and vertical mixed-use development to offer greater flexibility in business and housing choices.
- **Policy EC-7:** Allow a range of housing types, including townhomes, apartments, and other multifamily housing formats configured and connected to increase housing diversity and supply.
- **Policy EC-8:** Encourage the development of high-quality office development to bring jobs to the Center.
- **Policy EC-9:** Allow commercial development in the Center to promote the provision of supportive services and amenities for residents, employees and visitors.
- **Policy EC-10:** Support the transformation of underutilized lands, such as surplus public property, parking lots, or environmentally contaminated lands that are cleaned up, to higher-density, mixed-use development, or amenities, aligned with the vision for the area.
- **Policy EC-11:** Apply Multi-Use Zoning at appropriate locations to provide sites with maximum development flexibility while ensuring new uses are aligned with the Subarea Plan's urban design goals.
- **Policy EC-12:** Ensure land use compatibility by applying a transition area of Low-Density Residential zoning where the Study Area is adjacent to a single-family residential neighborhood.

Goal EC-3: Future development in the Eastside Center is inclusive and age-friendly.

- **Policy EC-13:** The Eastside Center includes safe, reliable and user-friendly travel options that increase mobility for a diverse range of households across income, family size and age.
- **Policy EC-14:** Encourage designs for parks and other public spaces, streets, and sidewalks that allow them to be used and enjoyed by people of all ages and abilities.

Goal EC-4: Housing in the Eastside Center meets the needs of a diverse range of people and supports intergenerational living.

Zoning in the Study Area allows a wide range of potential uses, including residential, retail, office, and institutional activities.

Currently vacant sites and existing, older buildings offer redevelopment opportunities throughout the Study Area. The hospital-owned parcels (both the parcel with the hospital building and the vacant parcel north of it), the City-owned site across from the Sheridan Community Center, and smaller parcels along Lebo Boulevard and Campbell Way are all potential opportunity sites.

Existing housing consists mainly of apartments and senior housing or care facilities, and those living in the Study Area tend to live alone. The City's Comprehensive Plan focuses new residential growth in centers and anticipates adding 350 dwellings (about 750 people) in the Study Area by 2036. New mixed-use housing or intergenerational housing could change the demographic makeup of the area in the future.

- **Policy EC-15:** Encourage a variety of housing and unit types to provide housing that meets the needs of a range of households including families, younger adults, older adults, singles, and couples.
- **Policy EC-16:** Encourage the development of multifamily housing to increase the supply of available housing and to provide more housing options.
- **Policy EC-17:** Continue to allow assisted living and nursing home facilities to accommodate the diverse needs of older adults.
- **Policy EC-18:** Ensure that development standards make it simple and cost-effective to build a variety of housing units that meet the needs of the community.
- **Policy EC-19:** Collaborate with local and regional agencies and stakeholders on strategies to reduce homelessness.
- **Policy EC-20:** Invest in amenities and services that make the Eastside Center an attractive place to live for a variety of households at various income levels and stages in their life.

Goal EC-5: Future development in the Eastside Center is attractive with high quality architectural and urban design.

- **Policy EC-21:** Adopt design standards that address development, including the massing, location and orientation of buildings, connections to public spaces, and streetscapes.
- **Policy EC-22:** Provide opportunities for homeownership by supporting housing that is affordable to households at a variety of incomes and with a variety of needs.
- **Policy EC-23:** Adopt design standards tailored for new development, retrofits, as well as the fit of newer buildings with older, existing development.

Circulation

Goal EC-6: The Eastside Center connects seamlessly with motorized and non-motorized transportation networks.

- **Policy EC-24:** Create a hierarchy of streets that safely accommodate cars, bicycles, and pedestrians.
- **Policy EC-25:** Plan for future street connections to ensure a complete, continuous and efficient street network.
- **Policy EC-26:** Develop a network of multi-use trails, sidewalks, and bike lanes that connects important destinations, places, and services people use daily including employment uses, commercial and cultural uses, schools, parks and transit stops.

The Study Area's existing transportation network functions well for transit and vehicle traffic, with all study intersections operating better than the City's LOS standard. There are opportunities to provide more designated pedestrian and bicycle facilities. Increased transportation network connectivity for all modes could be considered to allow more direct and convenient travel between land uses.

- **Policy EC-27:** Ensure that individual developments within the Eastside Center are linked by streets and multi-use trails. Require developments to provide street and trail extensions and frontage improvements to be designed consistent with Subarea Plan cross sections and city standards.

Goal EC-7: Residents, employees, and visitors of the Eastside Center use modes other than single occupant vehicle (SOV).

- **Policy EC-28:** Develop and implement code regulations that require Transportation Management Programs for buildings meeting a minimum size.
- **Policy EC-29:** Develop and implement a Transportation Management Association tailored to the Eastside Center's travel characteristics and opportunities.
- **Policy EC-30:** Encourage employers or multifamily properties to provide transit passes for employees and residents.
- **Policy EC-31:** Allow unbundled parking to encourage residents to forgo owning a private vehicle.
- **Policy EC-32:** Develop and implement a program for area-wide parking management, including shared parking, time limits, and/or paid parking.

Goal EC-8: Cost-efficient multimodal improvements are made to the Eastside Center transportation network.

- **Policy EC-33:** Pursue operational improvements to improve traffic flow before investing in more costly capacity expansion.
- **Policy EC-34:** Prioritize the implementation of non-motorized projects that connect the Eastside Center to nearby neighborhoods and/or make travel within the neighborhood safer and more convenient.
- **Policy EC-35:** Collaborate with Kitsap Transit to install transit amenities at all Eastside Center stops currently missing shelters and benches.
- **Policy EC-36:** Consider potential pedestrian desire lines as development occurs and implement mid-block connections where feasible.
- **Policy EC-37:** Require new development to build frontage improvements consistent with urban design standards.
- **Policy EC-38:** Develop transportation connections supportive of the findings of the SR 303 Corridor Study.

Environment

Goal EC-9: Environmental stewardship is integrated into the landscape of the Eastside Center.

- **Policy EC-39:** Protect ecological functions and values of the shoreline and critical areas such as fish and wildlife habitat conservation areas, aquifers, and geologic hazards through Shoreline Master Program and critical area regulations.
- **Policy EC-40:** Require stormwater management that is integrated with or mimics natural systems.

The marine shoreline is a valuable natural resource along the southern boundary of the EC. Regulations that protect resources in this area will require compliance with all relevant permitting processes. This will add cost and time constraints to proposed development activities with potential to impact regulated resources; however, this development is feasible as long as it complies with those regulations.

Economic Development

Goal EC-10: A vibrant and diverse employment base in the Eastside Center serves both citywide and neighborhood needs and creates opportunities for jobs for city and neighborhood residents.

- **Policy EC-41:** Recruit, grow and retain a wide spectrum of employment opportunities in the Eastside Center.
- **Policy EC-42:** Provide flexibility in use and development standards to allow for a collection of multiple uses that complement each other.
- **Policy EC-43:** Ensure that the Eastside Center includes a variety of housing opportunities and types to provide a broad range of housing choices for a local workforce.

Current Comprehensive Plan designation of the Study Area as an Employment Center (EC) support large-scale employment activities with significant commercial space, with supporting residential and commercial amenities. Mixed-use development is supported.

The relocation of Harrison Hospital would affect a large amount of jobs in the city; this subarea plan focuses on different alternatives to address employment and mixed-use options.

Goal EC-11: The Eastside Center benefits from partnerships and collaboration to create holistic strategies for economic development

- **Policy EC-44:** Collaborate with the Washington State Department of Commerce, the Kitsap Economic Development Alliance, Naval Base Kitsap Bremerton, and local and regional stakeholders to recruit employers and capitalize on any opportunities for development in the Eastside Center.
- **Policy EC-45:** Pursue ongoing dialogue with the Harrison Medical Center regarding the types of redevelopment opportunities that will be considered on its property, to ensure that future development and use of the site are consistent with the City's vision.

- **Policy EC-46:** Continue Dialogue with Naval Base Kitsap Bremerton to capitalize on any opportunities for off-base uses that would be suitable for the Eastside Center or specifically the Harrison Medical Center site.
- **Policy EC-47:** Pursue proactive approaches to create market opportunities. This could include the following:
 - Identifying companies with “C-suite officers” that live in Bremerton to highlight marketing opportunities for satellite offices, with access to improved amenities, high quality of life, and lower cost of living.
 - Identifying other businesses with a regional presence that would be interested in siting new offices in locations with improved affordability and high quality of life.
 - Working with property owners and venture capital investors on opportunities for business incubators, accelerators, and coworking spaces that can support smaller businesses with growth potential to locate in the neighborhood.
- **Policy EC-48:** Consider providing financial and tax incentives to attract desired development into the neighborhood.
- **Policy EC-49:** Consider monitoring the execution of subarea planning and implementation and keep the public and stakeholders informed about ongoing progress with the neighborhood.

Goal EC-12: Workforce development programs provide a pipeline of skilled workers to the Eastside Center.

- **Policy EC-50:** Partner with the Olympic College and other local academic institutions to support workforce development, and research and development.

Goal EC-13: The Eastside Center enjoys a business climate that encourages development aligned with the Subarea Plan Vision and provides clarity and certainty to developers and property owners.

- **Policy EC-51:** Streamline application, review and approval processes for engineering, building, and planning permits for new development and expansion of existing businesses.

Public Services & Infrastructure

Goal EC-14: Ensure availability of utilities at appropriate levels of service to support the Eastside Center's existing and planned development.

- **Policy EC-52:** Consider opportunities for joint use of utility corridors and facilities as pedestrian facilities, open spaces and amenities.

Goal EC-15: The Eastside Center is efficiently served by public services and infrastructure.

- **Policy EE-53:** Require development to pay its fair share of costs toward infrastructure and public services.
- **Policy EC-54:** Ensure the timing and scale of public investments is balanced with private investments to make sure that the EC is a feasible opportunity for new development.
- **Policy EC-55:** Update City Water, Sewer, & Stormwater comprehensive plans to include growth anticipated in the EC and ensure that primary public infrastructure planned for.

Goal EC-16: The Eastside Center is enhanced with open spaces that adds a focus for the surrounding area, takes advantage of neighborhood assets, and connects to adjacent resources.

- **Policy EC-56:** Explore a shared street along Campbell Way in which both pedestrians, bicycles and low speed vehicles share the roadway.
- **Policy EC-57:** Ensure that all development in the Eastside Center is connected to a network of open spaces.
- **Policy EC-58:** Explore connections to the proposed Bridge to Bridge trail.

Public Services: Law and safety services are provided by the Bremerton Police Department and Bremerton Fire Department operating from facilities in the downtown area. There are no schools in the Study Area, but several are located nearby and serve it.

About 10% of parcel acres (9.5 acres) in the Study Area offer park, recreation, and open space opportunities. The Study Area is also surrounded by other parks and natural areas, including East Park Nature Area / Madrona Trails, East Park, and Sheridan Park. There is an existing gap in Neighborhood Park service area coverage in the Study Area.

Utilities: The City has enough water supply to meet demand beyond 2032, but should continue conservation education efforts to reduce future water demand. Water conservation incentives in the EC could also reduce the need for capital improvements to system conveyance.

Redevelopment projects in the EC could occur simultaneously with any need for future wastewater system improvements to maximize efficiency. Redevelopment will be required to provide treatment for runoff from pollutant generating impervious surfaces when the size of development exceeds thresholds in the stormwater manual.

Opportunities to address stormwater problems in the Cherry Avenue basin may arise as redevelopment proceeds, such as eliminating stormwater connections to the wastewater system, installing new storm mains to provide adequate stormwater conveyance capacity along Cherry Avenue, reducing peak flow rates, and improving stormwater treatment upstream of the sensitive marine shoreline.

- **Policy EC-59:** Consider ways to leverage a cluster of spaces (undeveloped street ends, underutilized parcels north of and along Campbell Way) along the waterfront into a public space and amenity. [Residential focus alternative]
- **Policy EC-60:** Consider alternative uses for city-owned waterfront property used as a laydown site.
- **Policy EC-61:** Ensure land use compatibility by applying a transition area of Residential Low-Density zoning where the Study Area is adjacent to a single-family residential neighborhood.

Goal EC-17: The stormwater system is planned, constructed, and operated in a way that protects property, public safety, water quality, and enhances the natural environment in and around the Eastside Center.

- **Policy EC-62:** Establish development code and green street standards that make LID/GSI the preferred approach to stormwater management, where feasible, including code that minimizes impervious surfaces, native vegetation loss, and stormwater runoff. Develop standards for lined facilities where infiltration is not feasible or advisable.
- **Policy EC-63:** Encourage Public Works and Parks to collaborate and identify opportunities to partner on projects to locate regional stormwater facilities in parks that provides water quality benefits and enhancements to park function. Require new development to install stormwater treatment for the right of way when building frontage improvements consistent with urban design standards.
- **Policy EC-64:** Complete capital projects to eliminate system deficiencies prior to, or concurrent with, private development.
- **Policy EC-65:** Pursue outside funding, such as water quality improvement grants and loans when appropriate, to leverage City infrastructure investment.

Goal EC-18: Stormwater management strategies employed by the City promote community health and healthy lifestyle choices within the EC.

- **Policy EC-66:** Apply LID/GSI as the preferred approach for stormwater management on right-of-way improvement projects where feasible.
- **Policy EC-67:** Incentivize green building standards that promote the use of LID/GSI for stormwater management.

Goal EC-19: Water supply to the EC reliably meets the fire flow and general potable water demand to support development.

- **Policy EC-67.** Run the water system model to identify deficits in water supply system on the preferred alternative.
- **Policy EC-68.** Incorporate projects in the water system capital improvement plan as necessary to address any identified deficits and ensure they are accounted for in financial planning.

Goal EC-20: Water use per single family household is maintained below 180 gallons per day on a 3-year average.

- **Policy EC-69.** Increase water efficiency with standards that require water conserving fixtures such as ultra-low flush toilets and low-flow shower heads and by incentivizing green building standards.
- **Policy EC-70.** Require landscaping to use drought-tolerant native plant species and include water-efficient irrigation when irrigation is used.

Goal EC-21: Businesses are provided industry-specific water efficiency information that can reduce their use.

- **Policy EC-71.** Develop and provide educational material to businesses to encourage water efficiency

Goal EC-22: The wastewater system reliably conveys wastewater away from the Eastside Center and provides adequate wastewater treatment prior to discharge of effluent to the environment.

- **Policy EC-72.** Utilize the wastewater conveyance system model to identify deficiencies in wastewater conveyance on the preferred alternative.
- **Policy EC-73.** Incorporate projects in the water system capital improvement plan as necessary to address any identified deficiencies and ensure they are accounted for in financial planning.

Goal EC-23: Wastewater pumping and treatment costs are reduced through projects that reduce inflow and infiltration and standards and incentives that reduce wastewater generation.

- **Policy EC-74.** Expand the stormwater conveyance system where needed to eliminate stormwater flow into the wastewater system.
- **Policy EC-75.** Reduce wastewater generation with standards that require water conserving fixtures such as ultra-low flush toilets and low-flow shower heads and by incentivizing green building standards.



3

Urban Design Concepts

Community Design Overview 32

Community Design Overview

This Chapter lays out six urban design strategies that provide the foundation for the Eastside Center. Sections following provide a discussion of these strategies and summarize their application within the Subarea.

Sensitive Infill

A majority of anticipated development within the subarea will concentrate development on vacant or underutilized property. Infill development of appropriate scale will ensure that land in the subarea is used efficiently.

The Subarea Plan calls for several key changes to encourage infill, including higher densities and flexible development standards. Urban design issues such as height, bulk and scale, streetscape design and housing variety have also been considered.

Walkability

New development in the Subarea is envisioned to help transition the Eastside Center to a more walkable environment. The Plan emphasizes urban design features that support walkability such as smaller blocks, a highly connected grid like street network, mixed land uses that put many destinations close to each other, small storefronts or ground floor retail in to support housing and employees, sufficiently high densities, and community hubs and civic places that promote activity and social interaction.

Placemaking for Economic Development

An important goal of the Subarea Plan is to attract employers to the area. A focus is thus on urban design qualities that appeal to prospective employers, such as availability and quality of workforce housing, urban living infrastructure, access to and connectivity to bikeways and sidewalks, and multi-modal mobility.

Parks & Public Spaces

A community's quality of life has a significant impact on its ability to attract and retain businesses. Parks and public spaces enhance community quality of life and are tied to regional economic development.

Waterfront as Amenity

Visual access to the water is an important asset of the Eastside Center. Given this, the Subarea plan envisions future development that considers visual connections to the water and makes good use of topography.

Equity & Inclusive Growth

Access to efficient transportation options, affordable housing, and easy access to services, make workers more productive and firms more robust. These investments increase job quality and lead to long-term access to economic opportunity for all. Given this, a focus of the Subarea Plan is on infrastructure investments and housing variety.

A diverse set of employers is another key piece of economic health. The Subarea Plan envisions the retention of existing businesses, as well as the addition of new businesses, to diversify the job base of the area.



4

Land Use Plan

- Overview 37
- Existing Policies & Regulations 39
- History of Development 45
- Existing Land Use Pattern 48
- Draft Alternatives & Public Comment 60
- Preferred Vision 67
- Comprehensive Plan Amendments 69

Overview

This section describes existing policies and regulations for the Eastside Center, its history of development, and existing land use patterns. Alternatives that were studied through the EIS and the preferred vision are also described.

Current Comprehensive Plan designation of the Study Area as an Employment Center (EC) support large-scale employment activities with significant commercial space, with supporting residential and commercial amenities. Mixed-use development is supported.

The EC zoning district applies to the entire Study Area and allows a wide range of potential uses, including residential, retail, office, and institutional activities. Height limits range from 80 feet for residential uses (and mixed-use projects that are primarily residential), and 60 feet for non-residential uses.

Opportunities for redevelopment are spread across the Study Area. These include both currently vacant sites as well as redevelopment of older, existing buildings. The hospital-owned parcels, including both the parcel with the hospital building and the vacant parcel north of it, the City-owned site across from the Sheridan Community Center, as well as smaller parcels along Lebo Boulevard and Campbell Way are potential opportunity sites.

Background

An Economic and Market Analysis was also done to inform this effort to develop a new vision and regulatory environment to support new development in Bremerton's Eastside Center as it prepares for the departure of the Harrison Medical Center.

The following findings were derived from this research:

- **Strategies for the Center should include a long-term conceptual vision and a clear plan for implementation.** In reviewing the guiding visions and examples of strategies from other contexts, a clear approach appears necessary to provide guidance and eliminate regulatory and planning obstacles to long-term success. The City should pursue a series of development actions to clarify the use of the Harrison Medical Center site, develop and implement and vision for the City's intent for the area, and monitor results and realign strategies as necessary over the longer term.
- **There will be challenges in attracting new technical, scientific, and professional employment to the Eastside Center, especially in the short term.** The Eastside Center will be significantly challenged by the loss of medical service employment, as these jobs will not be easily replaced by another employer. Outside of government employment, there has been only a

nominal increase in employment in other sectors, and professional, technical, and scientific industries have even reported declines in local employment. This suggests that while new business attraction and retention campaigns might yield results in the future, natural trends in local business growth are not likely to lead to the substantive demand for new office space in the Center.

- **Military-related uses face restrictions that would limit their ability to be accommodated in the Eastside Center.** For Naval Base Kitsap-Bremerton and the Puget Sound Naval Shipyard, there are recognized space limitations for both government and private-sector contractor activities. However, directives from the Department of Defense limit the use of leased space outside of government facilities for military use. Even in the case of exceptions, leased properties are typically required to comply with anti-terrorism force protection guidelines. For private-sector contractors, office space may not be required directly in Bremerton, especially for uses that do not require a constant physical presence. Although there could be the potential for future military-related uses in the Center, these limitations will complicate any efforts to encourage development in the short term.
- **Short-term redevelopment opportunities will be related to new multifamily residential development with supporting retail uses.** A stronger market case can be made for promoting new multifamily development in the Eastside Center. Available multifamily units in the city tend to be older, with significant pre-war development in the downtown and 1970s–1980s development for housing units elsewhere. Increasing housing quality and availability can help to address expected needs, and appropriate neighborhood retail can be incorporated into mixed-use projects to support new residents and help provide for a complete neighborhood.

The report also offers strategic directions to address the transformation of the Eastside Center to address obstacles and identify opportunities, actions, and investments that could occur in the short and long-term to create a durable and vital center.

Existing Policies & Regulations

Bremerton Comprehensive Plan

The City of Bremerton's Comprehensive Plan is the community's vision for Bremerton over the next 20 years (2016-2036). The Comprehensive Plan's land use strategy envisions Bremerton as a vital, economically strong, and desirable place to live and work. Called the Centers Concept, this strategy intends to capitalize on new demographic trends and opportunities. The Comprehensive Plan envisions the City's communities and established neighborhoods to have a distinctive focus, yet walkable and well connected to each other. See Exhibit 2.

The following policies implement this land use strategy.

LU1(A): Designate neighborhoods, communities, and centers throughout the City and encourage the implementation of design guidelines for new development and redevelopment that complement the designated purpose and scale.

LU4(B): Provide multimodal options and standards that have connectivity throughout the City, especially linking centers and neighborhoods for all modes of transportation.

In addition, the Plan identifies five types of centers, and center policies applicable to all centers. These include the following:

LU1-Cen(A): Development regulations should encourage pedestrian oriented mixed-use design in Centers and address such issues as: (1) Locating buildings or features in the core of the Center at sidewalk edge, (2) Providing windows and other architectural features that foster pedestrian interest along street fronts, (3) Adopting sign standards that reflect pedestrian scale, (4) Encouraging and/or requiring architectural features that are of a scale and type appropriate for viewing by pedestrians at the building front and immediately nearby, and (5) Development projects should be encouraged to provide amenities such as street furniture, street trees, small public spaces and plazas, etc.

LU1-Cen(B): Provide for advanced utility planning to offer upgraded, ready-to-serve services for development designed to achieve maximum density.

LU1-Cen(C): Building facades shall utilize architectural features that provide for horizontal and vertical modulation.

LU1-Cen(D): Alternative circulation for automobiles should be provided as much as possible with consideration for freight circulation for local businesses. The goals of

alternative circulation designs should include: (1) reducing traffic in pedestrian oriented core of the Center, and (2) placing parking away from the street.

LU1-Cen(E): Consider the existing built environment when creating development regulations.

LU1-Cen(F): Implement parking ratios that reflect the least amount of spaces required for development approval where transportation options other than the automobile are available to serve travel needs.

LU2-Cen(A): Pre-qualify key areas and sites for environmental permitting through such tools as subarea plans and related programmatic Environmental Impact Statement's. Work toward enabling development in Centers to proceed as a Planned Action under the State Environmental Protection Act (SEPA) including coordination with the local tribal government for protection of treaty cultural and natural resources.

LU2-Cen(B): Coordinate with Kitsap Transit to provide transit access to centers.

LU2-Cen(C): Provide incentives and flexibility that encourage and enable development in Centers, including alternative parking options like payment in lieu of parking spaces.

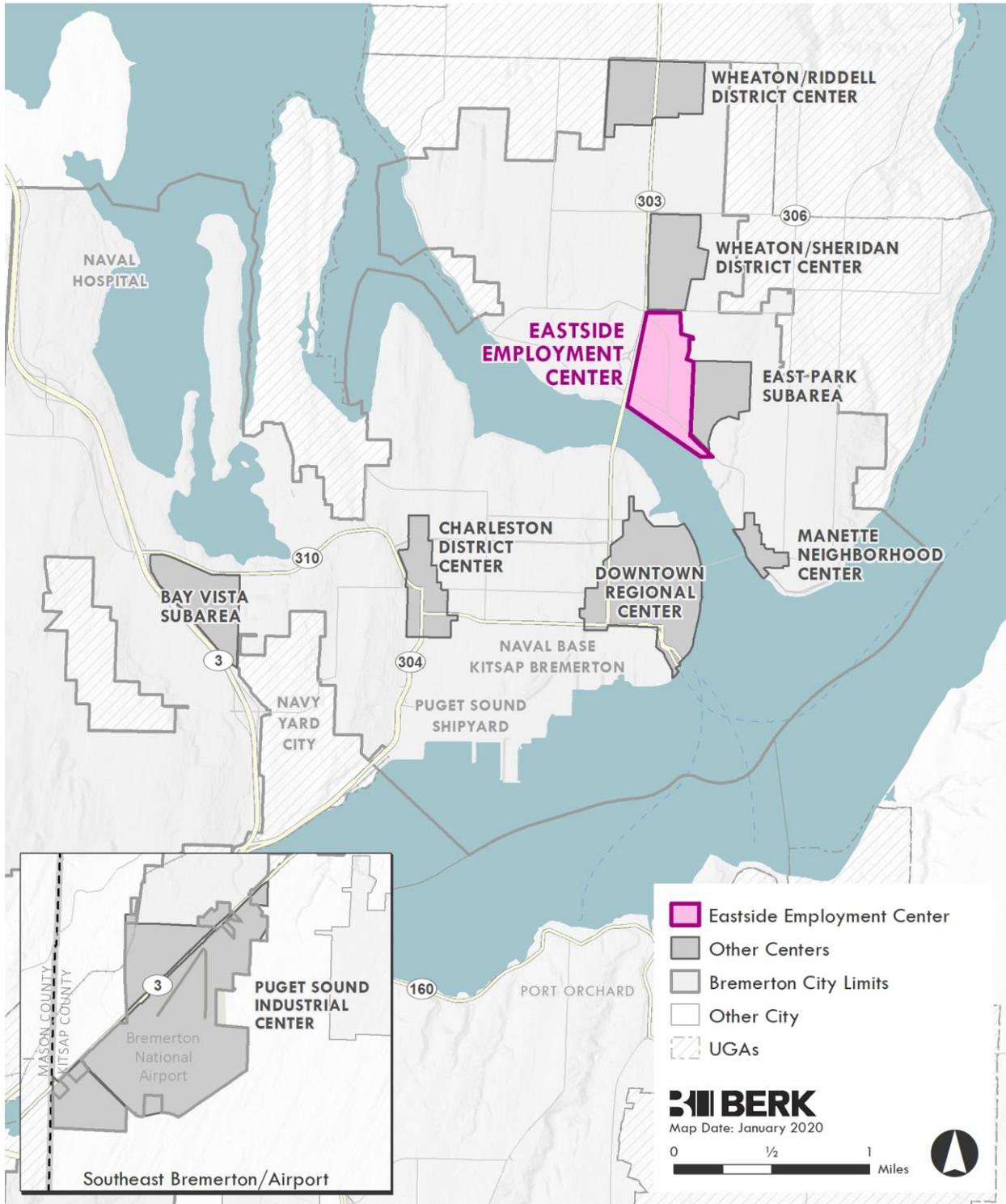
LU3-Cen(A): Provide recreation opportunities within centers including access to the shoreline.

LU4-Cen(A): Improve and provide for walkability, and other nonmotorized transportation routes throughout Centers and provide links between the centers and neighborhoods.

The Comprehensive Plan also includes a policy specific to the Eastside Employment Center:

LU2-EC(A): Provide flexibility in the setback, height, density, building footprint, and lot area development regulations to encourage redevelopment of this area and promote use of Low Impact Development (LID) techniques and Best Management Practices (BMPs).

Exhibit 2 Bremerton Comprehensive Plan Centers, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2020.

Growth Management Act

Bremerton's strategy for growth is consistent with the Growth Management Act (GMA), which restricts urban growth to urban areas to prevent sprawl. This is represented in the following GMA goals:

(1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

(2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Source: RCW 36.70A.020

PSRC Vision 2040 & Kitsap County Countywide Policies

Both the Puget Sound Regional Council's Multi-County Planning Policies (MCPs) and the Kitsap County Countywide Planning Policies (CWPPs) direct cities toward a centers strategy, in which urban growth is concentrated in designated regional and local centers, consistent with Bremerton's land use strategy. Regional centers, such as Bremerton's Downtown, are designated in the MCPs, but local centers are also recognized as important to regional growth:

MPP-DP-2: Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density.

Goal: Subregional centers, such as those designated through countywide processes or identified locally, will also play important roles in accommodating planned growth according to the regional vision. These centers will promote pedestrian connections and support transit-oriented uses.

MPP-DP-11: Support the development of centers within all jurisdictions, including town centers and activity nodes.

In the CWPPs, the overarching goal for development patterns, Element C and centers policy C-1 support prioritizing centers for resource allocation and population growth.

Element C Overarching Goal: Centers and their boundaries are intended to be locally determined by the County and the Cities where a community-wide focal point can be provided, significant population and/or employment growth can be located, and the increased use of transit, walking and bicycling can be supported.

Designated Centers are intended to define the pattern of future residential and commercial/industrial growth and incorporate opportunities for parks, civic, and public space development in Kitsap County.

In decisions relating to population growth and resource allocation supporting growth, Centers have a high priority.

PSRC is currently updating its regional plan that extends the time horizon for regional planning. A draft version of the VISION 2050 plan was provided to the public in July 2019, detailing how the four-county region would work to accommodate 5.8 million people and 3.4 million jobs by the year 2050. This document is currently under review, and a final version is expected to be approved in 2020.

As part of the Regional Growth Strategy included in VISION 2050, the region has been divided into nine different geographies: *Metropolitan Cities, Core Cities, High Capacity Transit Communities, Cities and Towns, Urban Unincorporated Areas, Rural Areas, Natural Resource Lands, Major Military Installations, and Tribal Lands*. These geographies are used to allocate forecasted population and employment growth by county according to the general type of community.

A major focus of the revised VISION 2050 is on promoting growth in areas supported by transit, with greater shares of growth allocated to redevelopment within communities serviced by high-capacity transit. This is promoted through the proposed Regional Growth Strategy Policies:

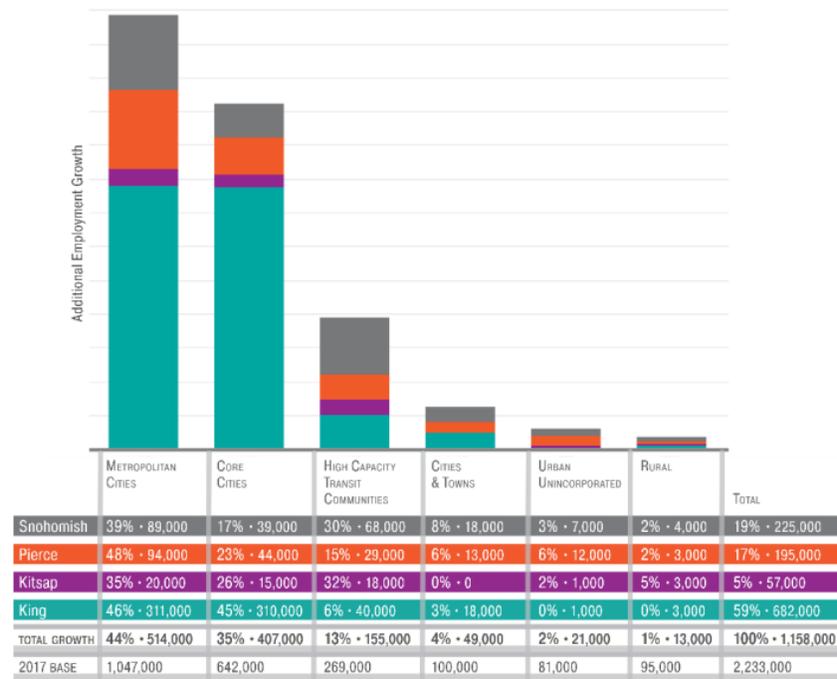
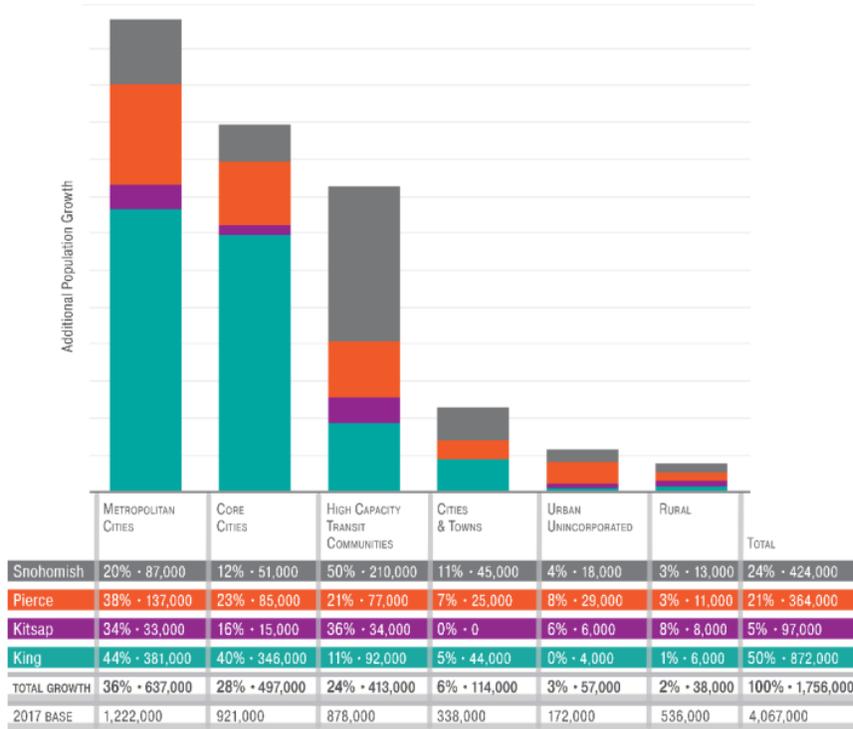
MPP-RGS-6: Encourage efficient use of urban land by optimizing the development potential of existing urban lands and increasing density in the urban growth area in locations consistent with the Regional Growth Strategy.

MPP-RGS-7: Attract 65% of the region's residential and 75% of the region's employment growth to 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.

MPP-RGS-11: Avoid increasing development capacity inconsistent with the Regional Growth Strategy in regional geographies not served by high-capacity transit.

Under VISION 2050, Bremerton and the Bremerton UGA are designated as a "Metropolitan City," and a greater share of growth is allocated to the city and surrounding area as locations with by high-capacity transit. The Regional Growth Strategy provides an estimate of an additional 33,000 residents and 20,000 jobs in the community by 2050. This represents a notable increase over previous estimates and highlights an increased role of the City of Bremerton as an urban center in the County.

Exhibit 3 Vision 2050 Population and Employment Growth, 2017-50, Preferred Alternative



Source: PSRC, 2020.

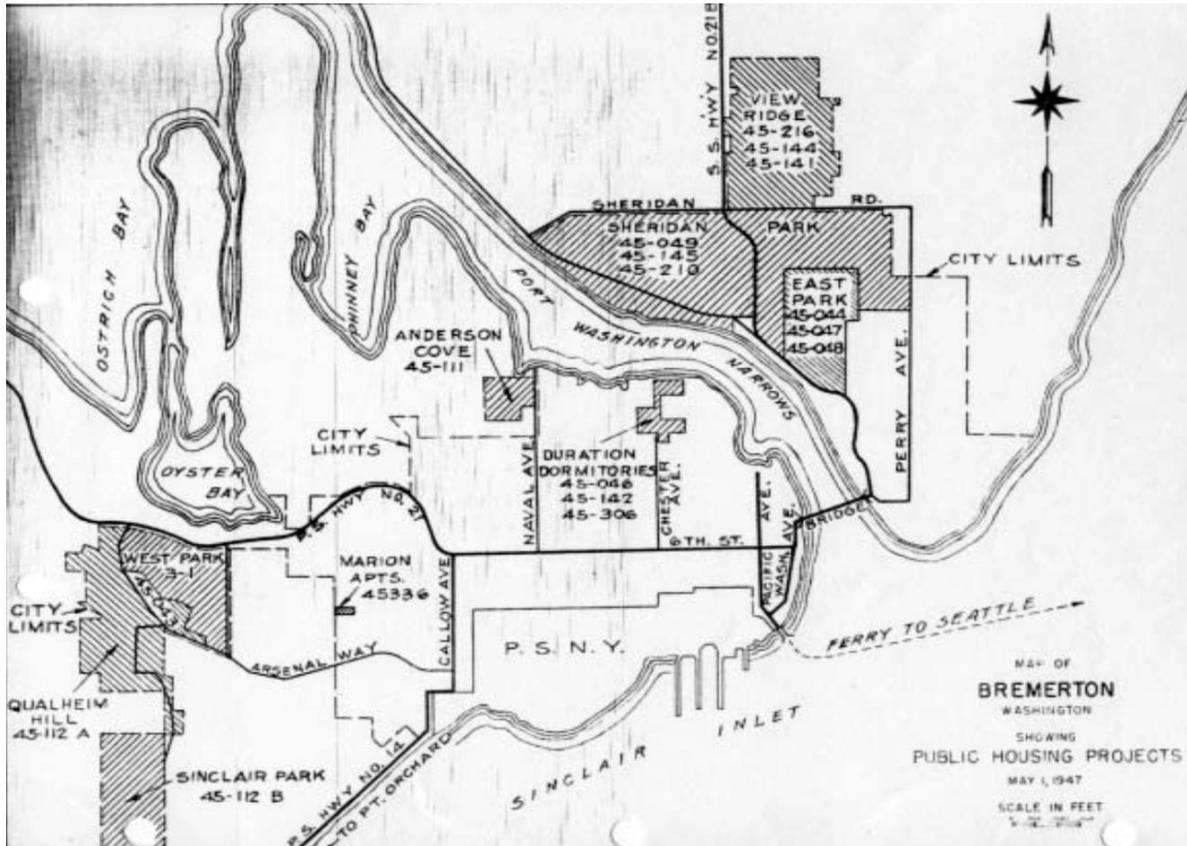
History of Development

Like the City, the Study Area's development as an urban area is closely tied to the Navy's ship building and repair yard, and the ebb and flow of activity at the shipyard. In the 1940s, at the peak of World War II, Bremerton grew from a population of 15,134 to an estimated 82,000 residents. The heavy workload of shipbuilding, repair, and maintenance required for the Pacific war effort was behind this growth. Bremerton's Housing Authority, working with the Federal Public Housing Authority (FPHA) constructed roughly 6,000 war housing units and dormitories for roughly 1,500 residents to keep up with the housing demand from residents. These included Sheridan Park in the Study Area, in addition to West Park, West Park Addition, View Ridge, East Park, Anderson Cove, and Sinclair Park. See Exhibit 4.

At the close of the war, need for housing decreased as the influx of wartime workers returned to their homes. By 1946, much of the housing, especially the dormitories constructed south of the Study Area, were no longer needed for housing, and the buildings were offered to schools for their use. The Bremerton School District acquired some of the dormitory buildings and used them for the newly founded Olympic Junior College.

The development of wartime housing in the Bremerton area was driven by the needs of the growing shipyard workforce, and government housing was not segregated. Many of the workers who came to the shipyard were drawn from the Midwest, upper Mississippi River Valley, cities of the rust belt and even East Coast urban centers like Philadelphia. These wartime workers came from a range of economic, social, and cultural backgrounds and changed the demographics of Bremerton.

Exhibit 4 Wartime Housing Map, 1947



Source: Bremerton Housing Authority, U.S. National Archives and Records Administration, Pacific Alaska Region Facilities, Seattle Record Group No. 181, Naval Districts and Shore Establishment, 13th Naval District.

Originally the City of Bremerton Hospital, the Harrison Medical Center has evolved over the years. Community efforts were involved at various points to draw and sustain the hospital, starting with Angie Harrison and community volunteers in 1918 to a citizen campaign launched in 1961 to build a new hospital. In 1965 Harrison Memorial Hospital was opened in the Study Area. See Exhibit 5.

Exhibit 5 Citizen Campaign to Build New Hospital, Circa 1961



Source: CHI Franciscan.

Completed in 1965, Harrison Hospital has been an anchor land use for this area, employing roughly 1,200 workers, and providing key medical services for the region. Today, the Study Area is home to a diverse range of medical services businesses and housing, with roughly 2,851 jobs and 450-620 residents. In 2017, CHI Franciscan Health announced that the operations of the Harrison Medical Center would be transferred to new facilities in Silverdale. The first phase of this relocation is expected to be completed by 2020, with the final relocation expected in 2023.

Existing Land Use Pattern

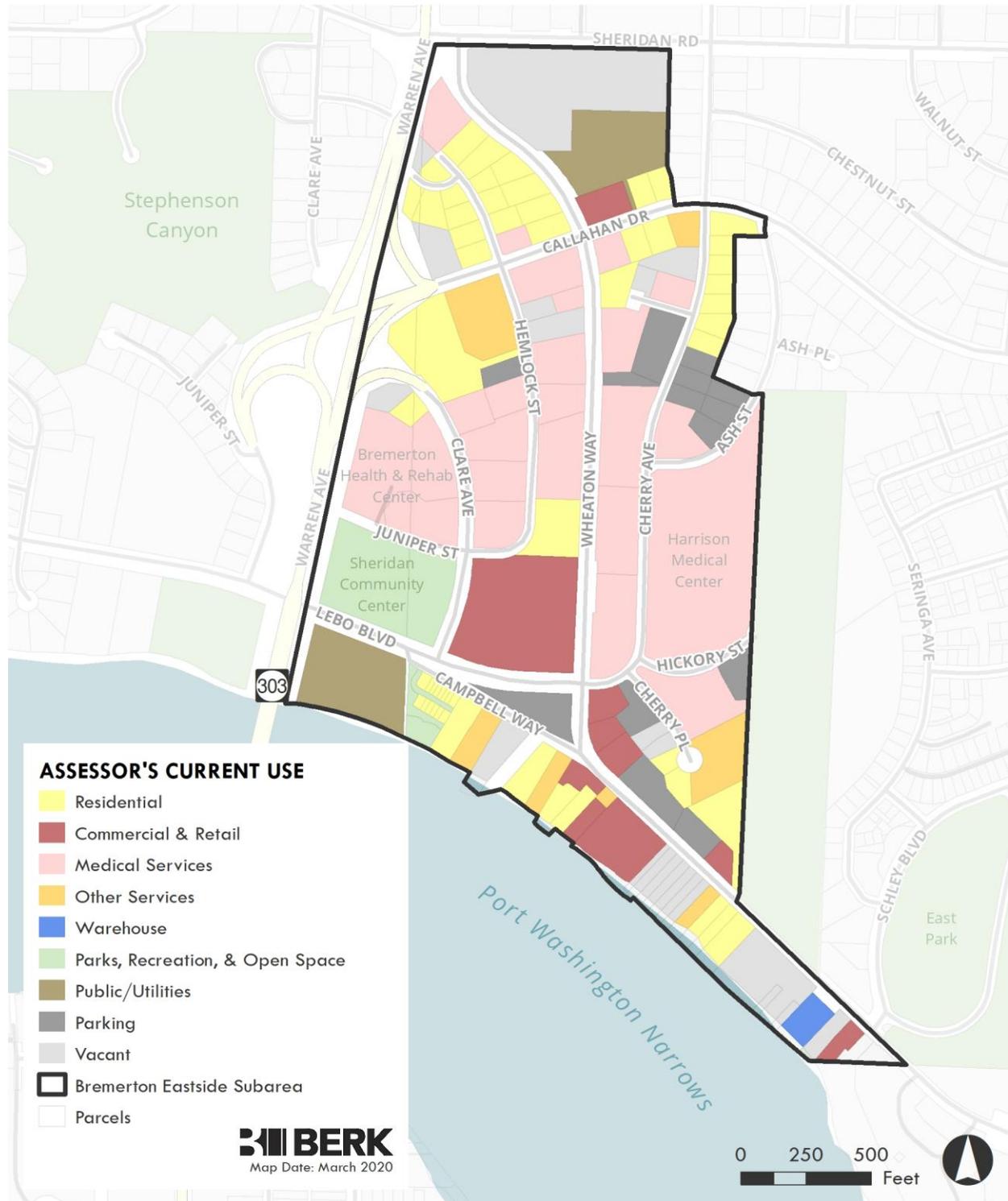
Medical services use, including Harrison Hospital and smaller medical/dental offices surrounding it, are the predominant land use in the Study Area occupying roughly 34% of the total acreage. See Exhibit 6 and Exhibit 7.

Exhibit 6 Acreage and Building Area by Land Use, 2019

General Assessor Land Use Category	Parcel Acres	Parcel Acres (%)
Residential	14.3	18%
Commercial & Retail	8.3	10%
Medical Services	27.3	34%
Other Services	4.1	5%
Warehouse	0.5	1%
Parks, Recreation, & Open Space	4.3	5%
Public/Utilities	5.2	6%
Parking	5.6	7%
Vacant	11.2	14%
Total	80.7	100%

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Exhibit 7 Current Land Use, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.



Source: Harrison Hospital, 2019.

The Hospital and surrounding medical service uses are in the central core of the Study Area, west of the Madrona Forest.

Older adult services, including assisted living facilities and a hospice, dominate the western edge of the Study Area, bordering the medical services cluster. The Sheridan Village shopping center and the Sheridan Park Community Center border the medical services cluster on the south.



In the northeastern corner, surface parking for the Madrona Forest separates the cluster of medical services use from housing in the Callahan and Chestnut neighborhoods to the north. The northern edge of the Study Area bordering Sheridan Road and Wheaton Way, includes a large undeveloped parcel owned by Harrison Hospital. A water reservoir owned by the



City of Bremerton is located on the southeast corner of this undeveloped parcel. Smaller pockets of residential use, both single-family homes and duplexes, are found in the northwestern corner, west of Callahan Drive and Cherry Avenue.

Southwest of the Hospital is the Sheridan Park Community Center. Across the street from the Sheridan Park Community Center is a City-owned parcel used by the Parks Department as a laydown site. Adjacent to this parcel is a development with relatively recent multi-family housing. The area further southeast along Lebo Boulevard and Campbell includes older, lower value housing, and smaller scale commercial uses and surface parking lots.

While this southern area is close to the shoreline, actual access to the water is limited by steep topography.



Source: BERK, 2019.

Land Use Designations & Zoning Districts

The Study Area is designated as an Employment Center (EC) in the Comprehensive Plan. See Exhibit 8. The Plan anticipates future land use changes as well as desired intensity and character for the area:

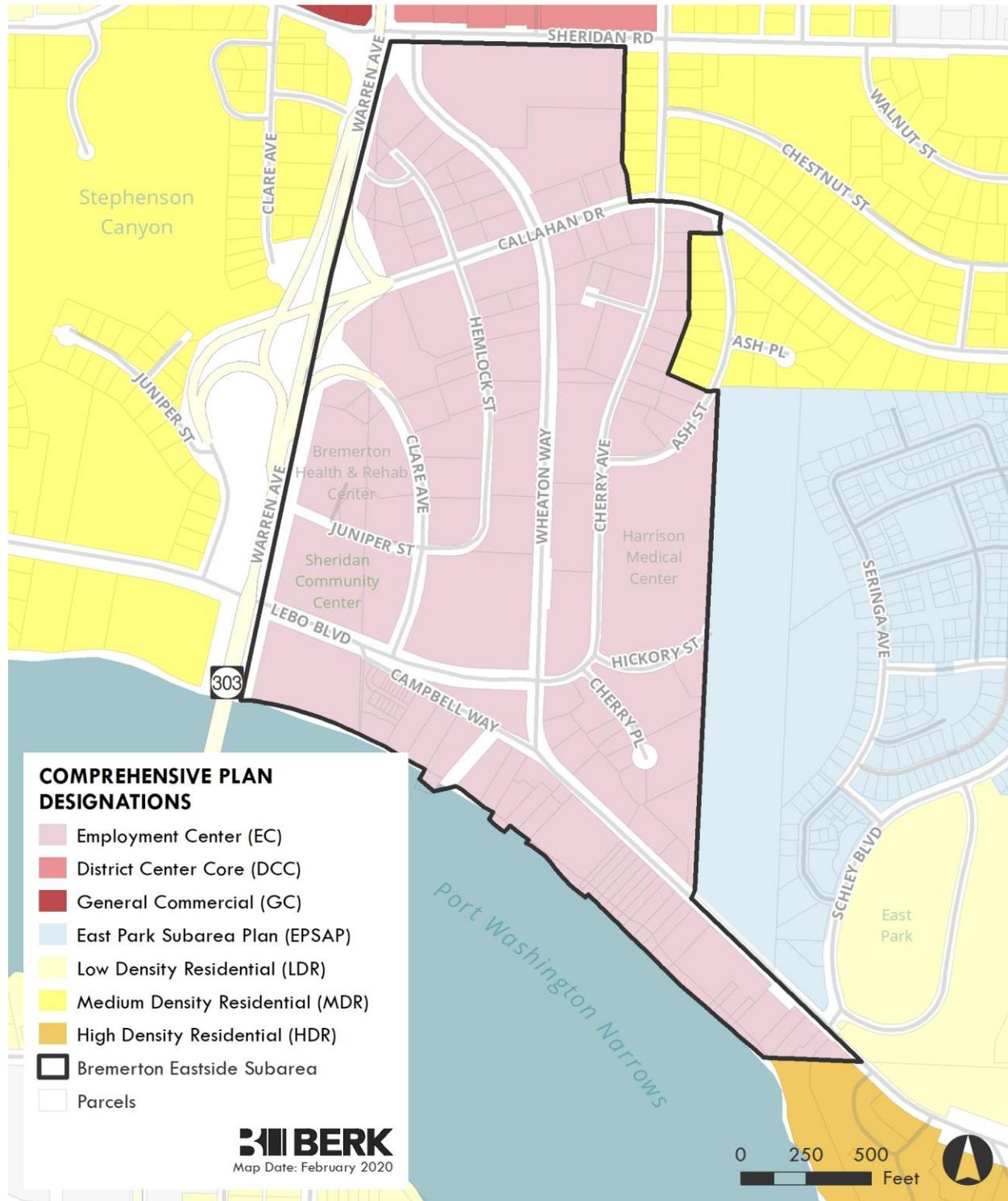
Employment Centers are intended to be mixed-use environments characterized by co-location of employment activities, residential, and commercial amenities for workers. The center type allows for large scale employment activities that may draw workers from a large geographic area, where workers can also choose to live and shop near work. Land uses in the center can include mixed-use, residential, commercial, retail and offices. Employment Centers are anticipated to have significant commercial space for jobs that are well integrated with areas that provide a mix of housing types nearby. Mixed-use or stand-alone residential uses should be supported. Land use intensity is envisioned to be 40 units/acre with six to eight stories of height.

In terms of character, the EC is envisioned to include mixed-use design. It integrates employment activities with housing and commercial activities scaled to serve employees at the center. Development standards should support additional residential uses to the area which as a result will increase support for commercial services. Development should be compatible with minimal impacts to neighboring residential uses. Nearby living opportunities for employees will reduce commuting as well as employee parking demands.

The Comprehensive Plan references the transition of Harrison Hospital and changes of use on this site. The Plan calls for the implementing regulations of the EC designation to have maximum flexibility for building re-use.

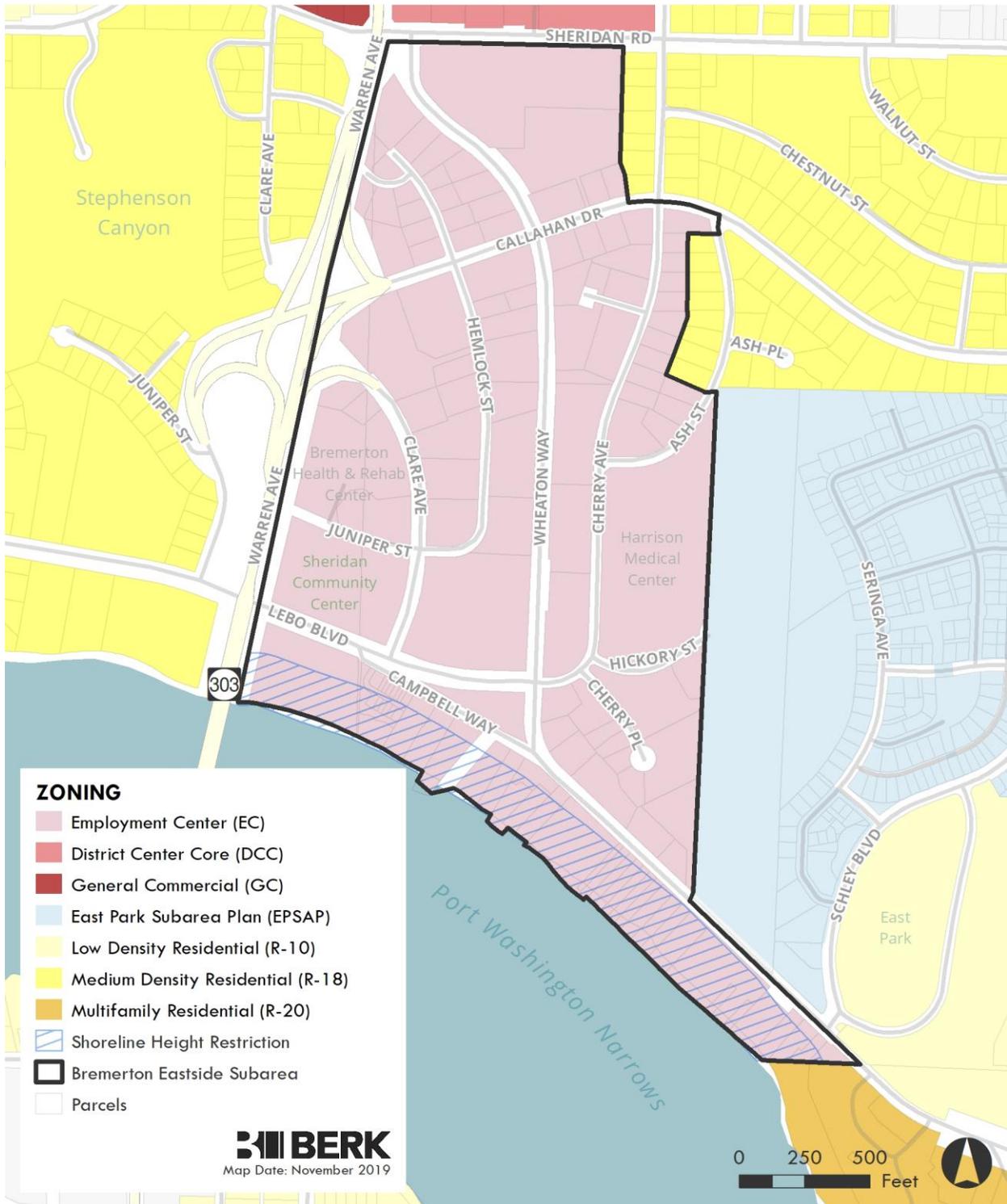
Zoning follows the Future Land Use Designations with EC as the primary zone, and its description is similar to the Comprehensive Plan designation. The minimum allowed residential density in the EC is 15 dwelling units per acre. Allowed building heights are 80' for residential uses and 60' for nonresidential uses. For mixed uses, allowed building height will be based on the use that predominantly (50% or greater) occupies the structure. See Exhibit 9 for a zoning map and Exhibit 10 for a chart of standards.

Exhibit 8 Comprehensive Plan Future Land Use Designations, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Exhibit 9 Current Zoning Within Study Area



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Development Standards Under Current Zoning

Exhibit 10 Maximum Development Standards for Current Zoning

Zone	Maximum Density (dwelling units/acre)	Maximum Height (feet)	Maximum Building Coverage (percent)
Employment Center (EC)	15	Residential: 80' Non-residential: 60'	65% (up to 85% with bonuses)

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Anticipated Growth & Development Capacity

Population in Bremerton is expected to grow from approximately 39,650 in 2012 to 53,407 in 2036. The total new population of 13,757 persons (approximately 6,400 household units) expected in the community by 2036 will live in a variety of single-family households and multi-family settings within and outside centers. See Exhibit 11.

Bremerton's targeted employment growth is for roughly 18,800 jobs by 2036. This reflects an increase from the 28,167 jobs in 2012 to 18,782 jobs by 2036. Of the total increase of about 18,800 jobs, 13,000, or about 80% are expected to be in the various centers, including the Downtown and the Puget Sound Industrial Center-Bremerton. The Study Area, the Eastside Employment Center, is expected to have 750 people, 350 housing units and 450 jobs. This equates to roughly 2.3% of planned employment growth. In comparison, Downtown is anticipated to accommodate 18.4% of employment growth while the Wheaton Riddell District Center is anticipated to accommodate 3.5% of employment growth.

Exhibit 11 Estimates of Population and Employment, 2012-2036

	Total Acres	Avg. Residential Density	Sum of Population	Sum of Households	Sum of Employment
Centers					
Downtown Regional Center (DRC)	138	40	4,355	2,188	3,463
District Center – Wheaton/Riddell	94	20	1,910	909	670
District Center – Wheaton/Sheridan	77	20	1,288	613	318
District Centers – Charleston	125	20	489	232	124
Neighborhood Center – Manette	19	15	106	51	50
Employment Center (EC)	82	40	750	350	450

	Total Acres	Avg. Residential Density	Sum of Population	Sum of Households	Sum of Employment
Bay Vista	73	20	550	255	70
East Park	58	15	320	150	20
Puget Sound Industrial Center – Bremerton	3,072	—	—	—	7,777
Non-Centers					
Freeway Commercial (FC)	324	0	0	0	1075
General Commercial (GC)	273	30	450	210	825
Neighborhood Business (NB)	18	15	30	15	35
Higher Education (HE)	47	20	90	190	76
Industrial (I)	390	0	0	0	1,525

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Buildable Lands Capacity

Within the Eastside Center, the Comprehensive Plan anticipates 350 new dwelling units and 450 new jobs by 2036 (Table LU-G, Comprehensive Plan Land Use Appendix). Bremerton's Comprehensive Plan transportation modeling reviewed approximately 455 new dwellings and 890 new jobs. Prior land capacity estimates were prepared in 2014 and 2015 prior to the City's Comprehensive Plan update in 2016 and showed a range of results and assumptions.

Exhibit 12 Comprehensive Plan Eastside Center Growth Estimates

Source	Population	Housing	Jobs
Table LU-G Comp Plan Land Use Appendix 2016 Adopted Plan	750	350	450
Comprehensive Plan Transportation Model 2016	789*	455 (households)	889

Note: * Estimated with a household size based on PSRC estimates of households and population in 2018.
Source: City of Bremerton, 2019; BERK, 2019.

Edges & Adjacent Neighborhoods

The Study Area is bordered on the north by the Wheaton-Sheridan District Center. This center is anticipated to become an urban village that provides housing within easy walking distance of transit, employment, and shopping. It currently includes a range of smaller resident-serving commercial uses, such as a mobile gas station, and smaller services uses, including medical offices. The School District owns a large vacant parcel in this center, the former location of the

East Bremerton High School. Redevelopment of this site and smaller sites within the abutting center is anticipated in the future.

Residential neighborhoods border the Study Area on the west and east. Wheaton Way forms a strong edge on the west, separating the Study Area from residential neighborhoods further west. The Study Area is bordered on the south by the Port Washington Narrows. Multifamily housing, currently the 'Sea Glass' apartment complex, forms the southeastern edge of the Study Area.

East Park located off Lower Wheaton Way, and one of the designated centers in the city, is located on the east side of the Study Area. East Park is in the final phase of residential redevelopment. Plans for the final phase include 261 single-family homes and 100 multifamily units, with the potential for some commercial space along lower Wheaton Way.

A rare grove of native Madrona trees, referred to as the "Madrona forest," is sandwiched between Harrison Medical Center in the Study Area and East Park. Madrone forests such as this one are relatively rare in the regional landscape, especially in unfragmented, unlogged conditions free of nonnative species. Madrone trees are important for the conservation of biological diversity due to their rarity, declining trend, threats and limited distribution.

This roughly 16-acre forested area includes several trails. This land is protected and can only be used for recreational use. Any changes to non-recreational use would require federal approval from the National Park Service.

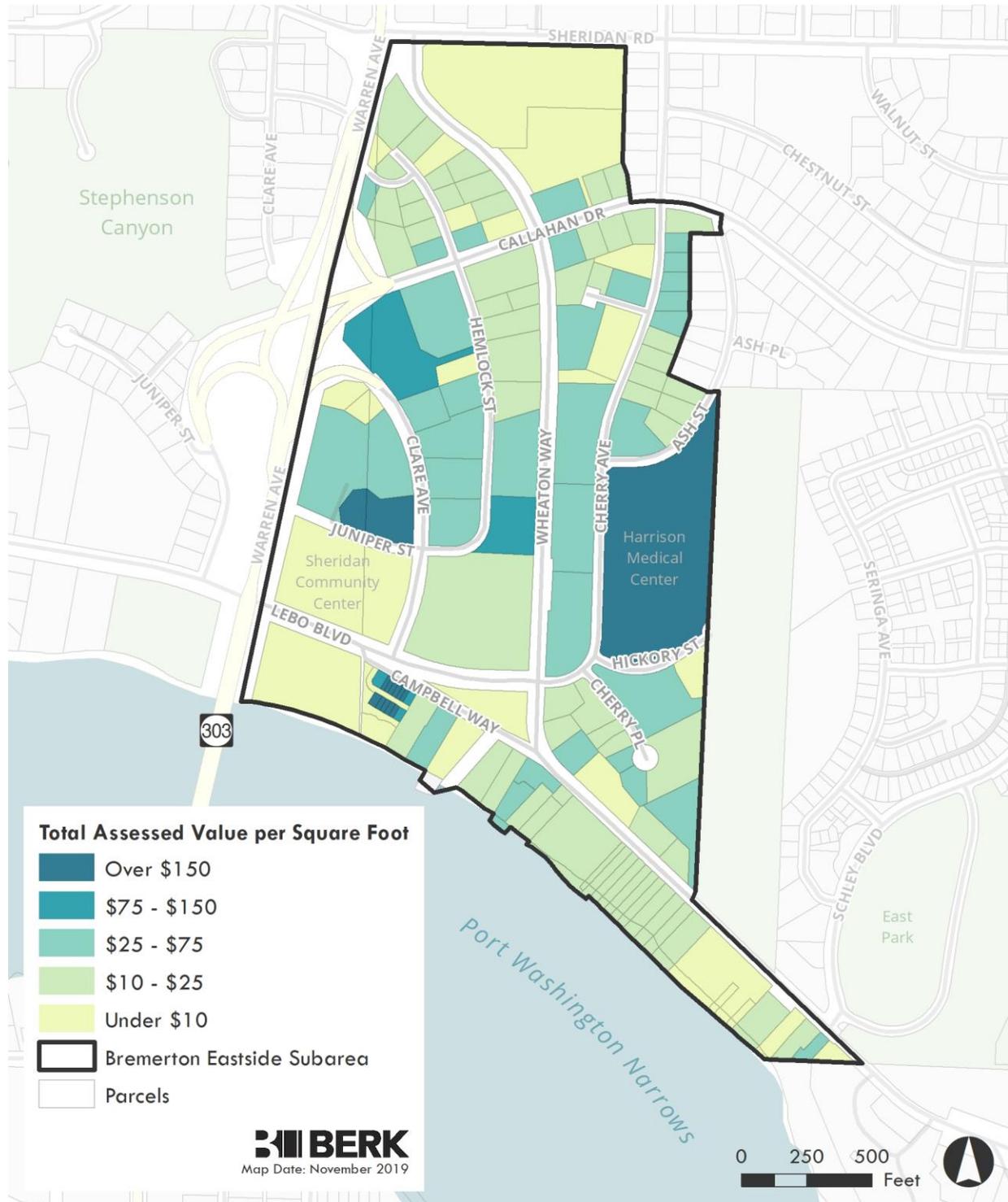
Redevelopment Potential

Assessed value per square foot of land is one metric used to identify parcels that may be likely to redevelop. Parcels where the assessed value per square foot is low, such as parcels with older, low value buildings, and vacant parcels, may be under-utilized. Some of these under-utilized parcels may be likely to redevelop under given market conditions and based on property owner interests. In some cases, parcels that are not under-utilized may also redevelop based on property owner interests or other changes. The site of Harrison Hospital is an example of this.

Assessed value per square foot is mapped in Exhibit 13. The map shows that potential opportunities for redevelopment are spread across the Study Area. Under-utilized parcels, both vacant and those with low assessed value per square foot, the hospital-owned parcels, including both the parcel with the hospital building and the vacant parcel north of it, the City-owned site across from the Sheridan Community Center, as well as smaller parcels along Lebo Boulevard and Campbell Way are potential opportunity sites.

Assessed value per square foot is one way of considering potential change. Other factors play into which sites are ready for redevelopment such as site attributes, zoning allowances, market conditions, owner preferences, etc.

Exhibit 13 Assessed Value Per Square Foot



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Draft Alternatives & Public Comment

As part of the planning process and the Environmental Impact Statement (EIS), three alternatives described below were studied. The Alternatives are further detailed in Chapter 2 of the EIS.

- **No Action Alternative** – The Current Comprehensive Plan and Zoning would be retained and allow modest residential and job increases. Given current market conditions and less investment in the subarea, the relocation of the hospital is likely to result in a net loss of jobs.
- **Residential Focus Alternative:** The Residential Focus Alternative recognizes market conditions are favorable for high density residential development for all ages and income levels. Higher density residential uses would be located to the north, east, and west sides of the Study Area taking advantage of topography, open space amenities, and water views. Mixed use waterfront restaurant and retail destinations support residents and visitors. Flexible multi-use designations would offer professional office, commercial, or residential development opportunities in the core. Mid-block connections, boulevard treatments, and pedestrian oriented street fronts create a walkable community. New park spaces offer community gathering opportunities. This alternative supports the most, new residential dwellings, replacing current employment areas such as the hospital. This alternative adopts a Subarea Plan and a Planned Action Ordinance to guide growth and facilitate environmental review.
- **Employment Focus Alternative** – The Employment Focus Alternative creates a new mix of businesses in corporate campus and multi-use settings, replacing current jobs and adding more jobs. The alternative also adds more housing in higher density formats. Investments would be made in roads including new streets and a roundabout. Parks would be improved and added. The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Through the Draft EIS public outreach opportunities during the comment period and in response to comments, a Preferred Alternative will be developed that is anticipated to be in the range of the alternatives above and may mix and match features.

No Action Alternative

The current intent for the Eastside Employment Center is for a well-planned and designed environment where a potentially large employee population is offered the option to live near

places of employment. The No Action Alternative would continue the current Comprehensive Plan designation and Zoning. No Planned Action would be adopted to facilitate environmental review of new development or redevelopment.

Employment Focus Alternative

The Employment Focus Alternative creates a new mix of businesses including: two corporate campuses on the north near Sheridan Road and on the current hospital site; multi-use areas along major routes flexibly allowing office, residential, or mixed use commercial; and a retail core at Campbell Way and Wheaton Way. A node of high and low residential density dwellings would be located to the northeast largely respecting existing development. See Exhibit 15.

A new connecting road extending from Sheridan Road to Callahan Drive and a round-about at Clare/Callahan Drive and SR 303 provide additional circulation options to support employment uses. Mid-block crossings improve walkability and access. Improved park space at Sheridan Community Center and Sheridan Park, and added park space would be located in proximity to the water tower near Callahan Drive. See Exhibit 16.

The Employment Focus Alternative would replace current jobs as the Medical Center transitions away and allows for net growth rounded to 1,320 jobs as well as 840 dwelling and 1,580 population by 2040, consistent with the horizon year of the SR 303 Corridor Study. See Exhibit 14.

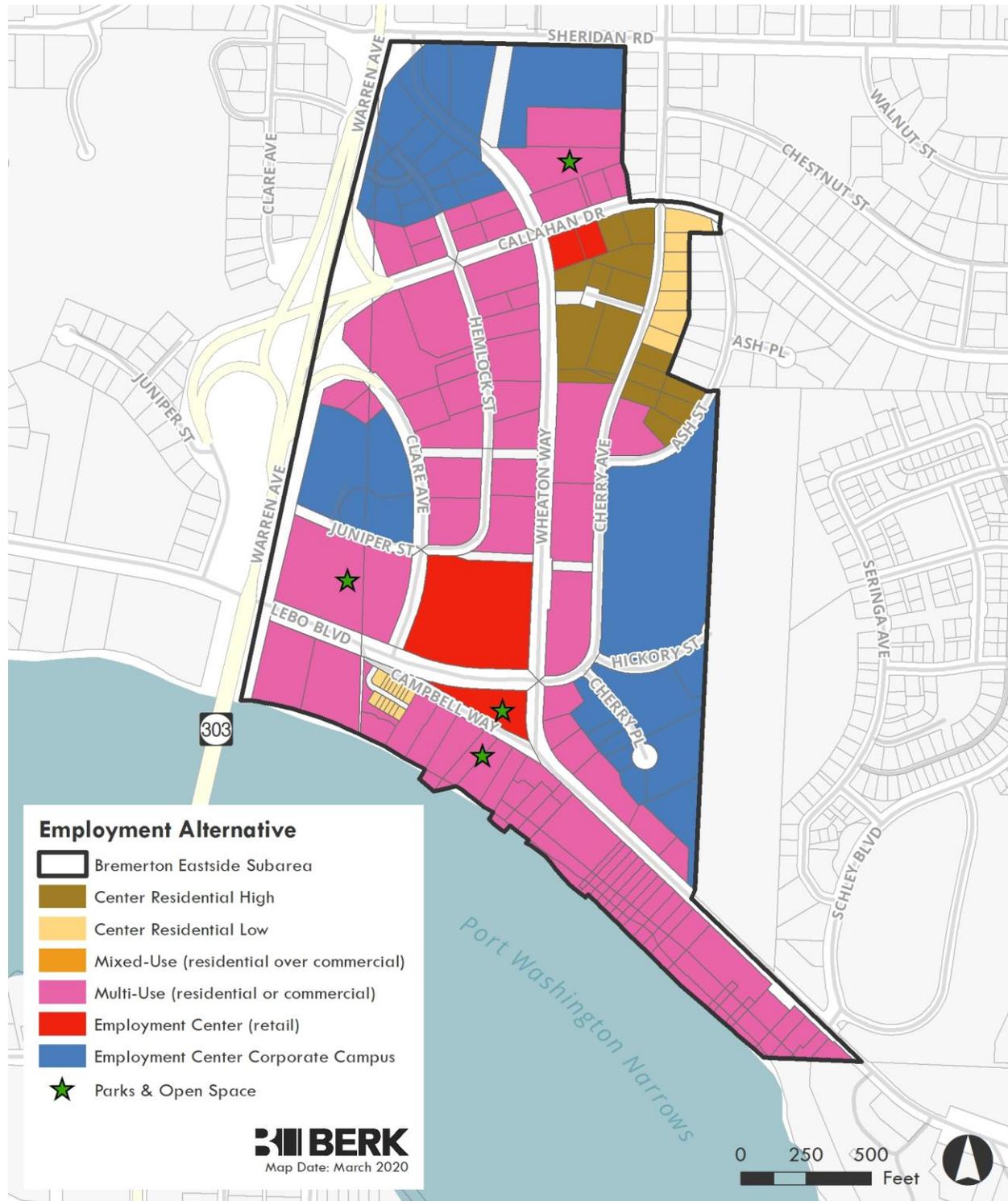
Exhibit 14. Employment Focus Alternative: Current and Planned Growth

	Existing	Employment Focus: 2040	Net Change*
Population	451	2,030	1,579
Dwellings (including Convalescent Care)	332	1,170	838
Jobs	2,851	4,171	1,320

* Net change compared to existing
Source; PSRC 2019; Fehr & Peers 2019; BERK, 2019.

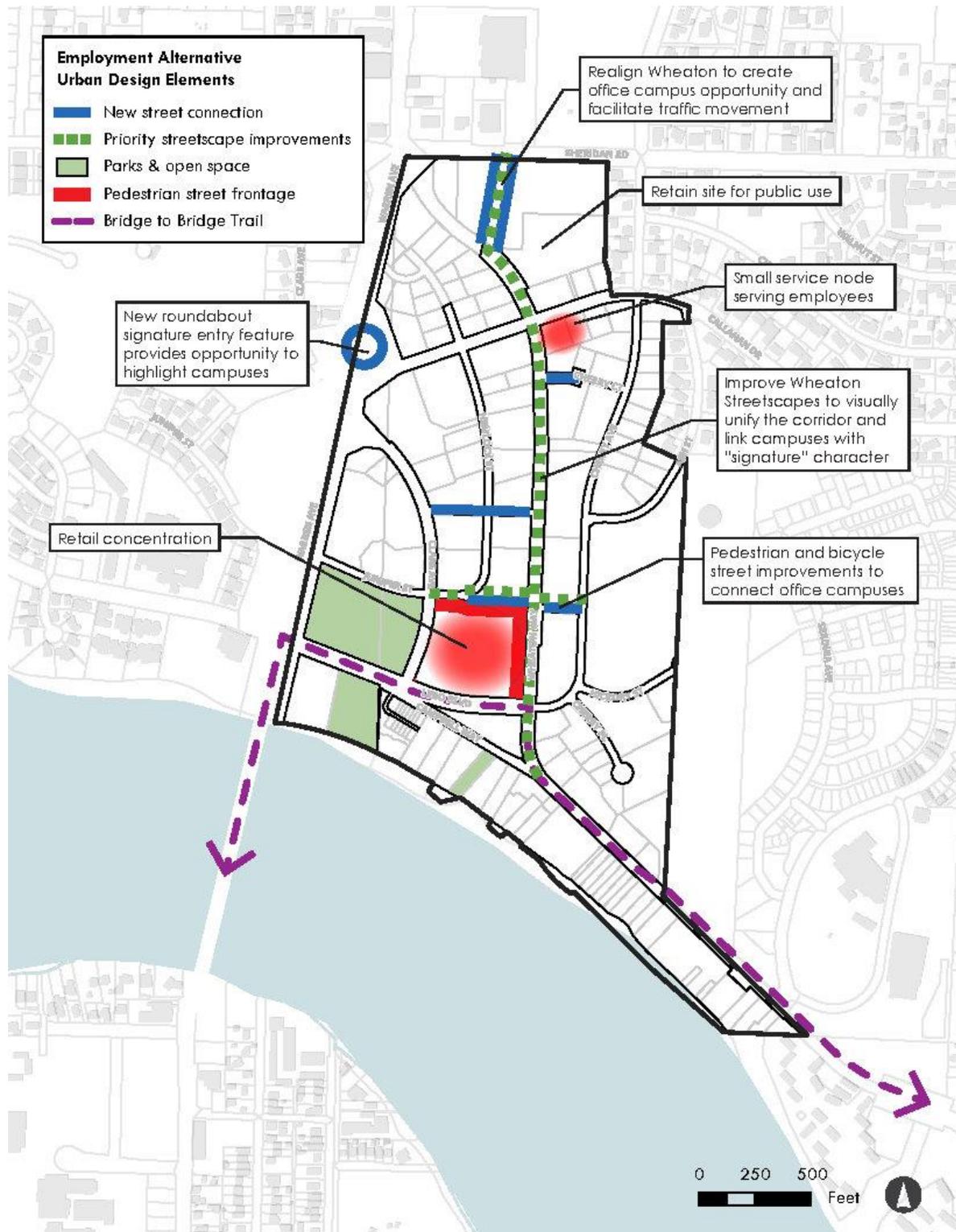
The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Exhibit 15 Employment Focus Alternative



Source: Makers, 2019; BERK 2019.

Exhibit 16 Employment Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Residential Focus

The Residential Focus Alternative would recognize market conditions that are favorable for high density residential development. Residential uses would be designed to take advantage of topography, open space, and water views and be supported by quality commercial services and mixed waterfront restaurant and retail destinations. High density residential development would be newly established on the Harrison Medical Center site at Cherry Avenue and along Wheaton Way north. Areas of flexible multi-use would be placed along central and lower Wheaton Way offering professional office, commercial, or residential development opportunities. Mixed uses with one floor of commercial and multiple floors of residential uses would be centrally focused around Lebo Way and Wheaton Way. See Exhibit 18.

Mid-block connections, boulevard treatments, and pedestrian oriented street fronts, along with park space relocated along Campbell Way and located at the water tower at Callahan Drive would add amenities and improve circulation. See Exhibit 19.

This alternative supports net increases of residential development rounded to 1,825 dwellings, and 3,290 population. Since residential would be a focus on current employment areas, this alternative would see a net decrease of -1,395 jobs, rounded. See Exhibit 17.

Exhibit 17 Residential Focus Alternative: Current and Planned Growth

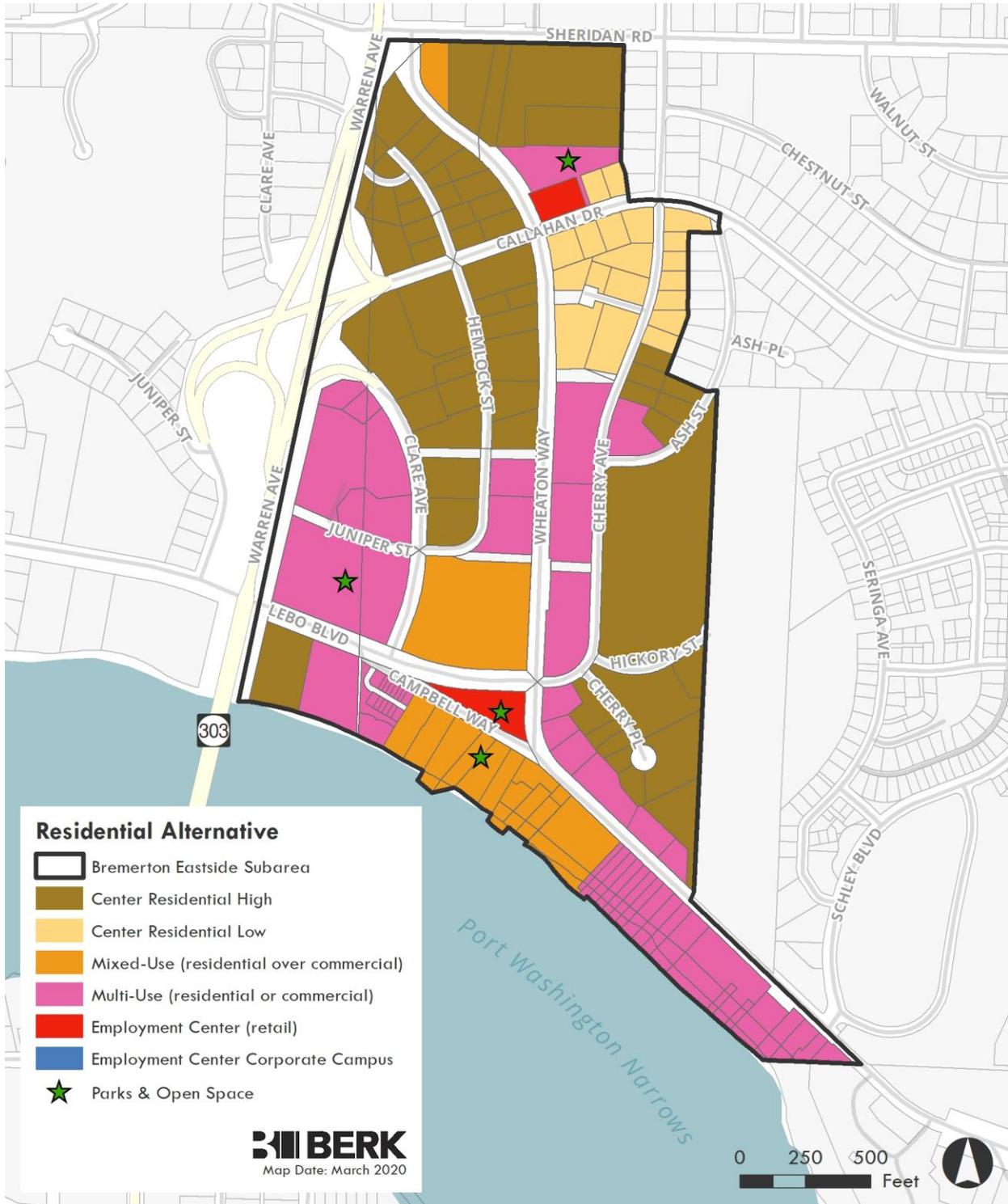
	Existing	Residential Focus	Net Change*
Population	451	3,739	3,289
Dwellings (including Convalescent Care)	332	2,155	1,823
Jobs	2,851	1,457	(1,394)

*Net change compared to existing.

Source: PSRC 2019; Fehr & Peers 2019; BERK, 2019.

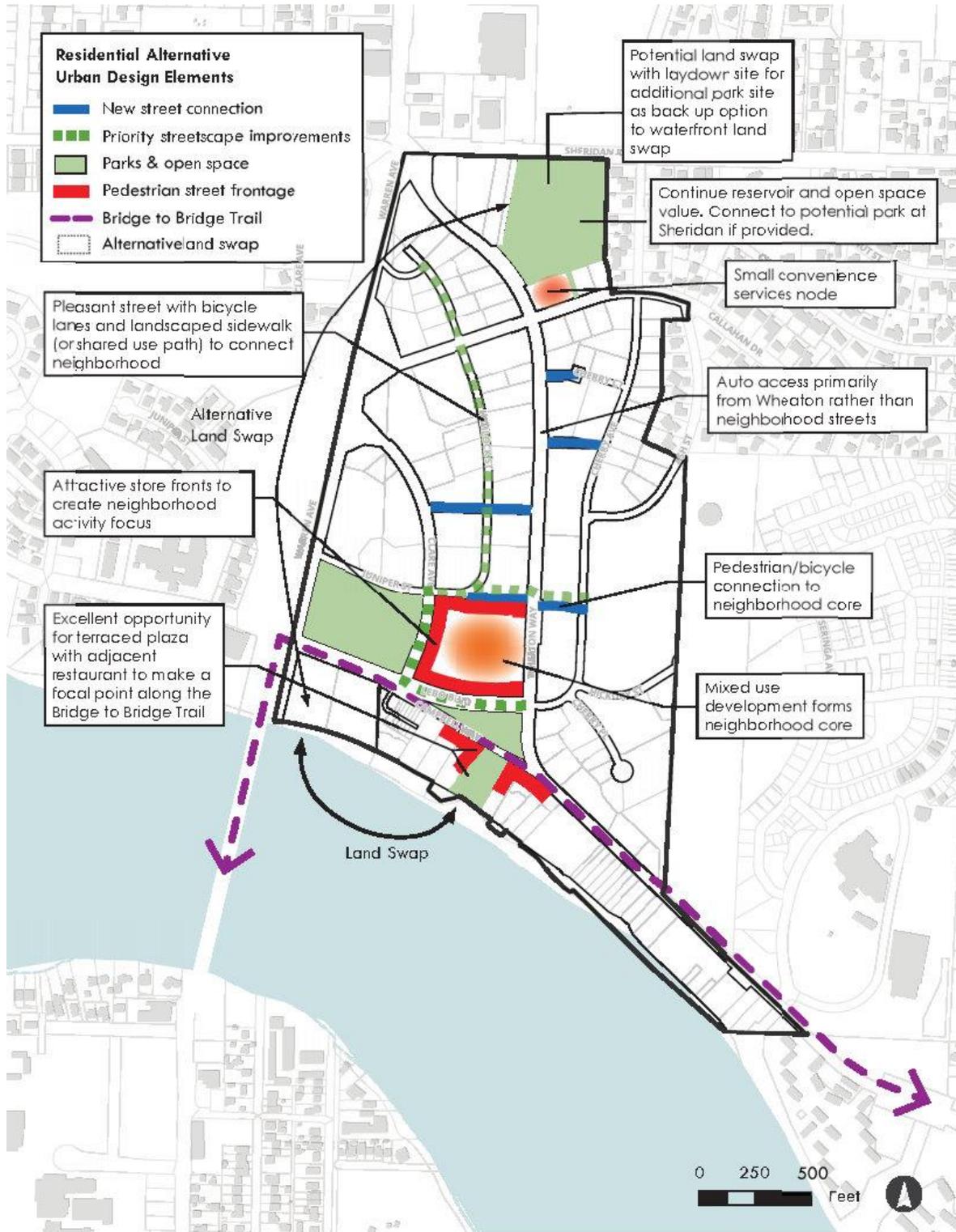
The Residential Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Exhibit 18 Residential Focus Alternative



Source: Makers, 2019; BERK, 2019.

Exhibit 19 Residential Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Preferred Vision

[Update with preferred alternative]

Land Use Comparisons

Alternative Comparisons

Major features of the alternatives are described and compared below.

Land Use

Each alternative proposes a different focus of land use. The No Action Alternative has a single zone allowing multiple uses, the Employment Center designation. The Employment Focus Alternative emphasizes Multi-Use and Employment Corporate Campus designations. The Residential Focus Alternative emphasizes Center Residential High and Multi-Use designations.

The Employment Focus Alternative assumes the tallest buildings at 5-7 stories for Corporate Campus and mid-rise for Multi-Use at 3-5 stories. Center Residential High is the most emphasized designation in the Residential Focus Alternative with a maximum of 5 stories. Densities would increase under both action alternatives to a range of 20 to 60 units per acre.

Exhibit 20 Land Use / Zoning Designations Building Types and Development Intensity

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

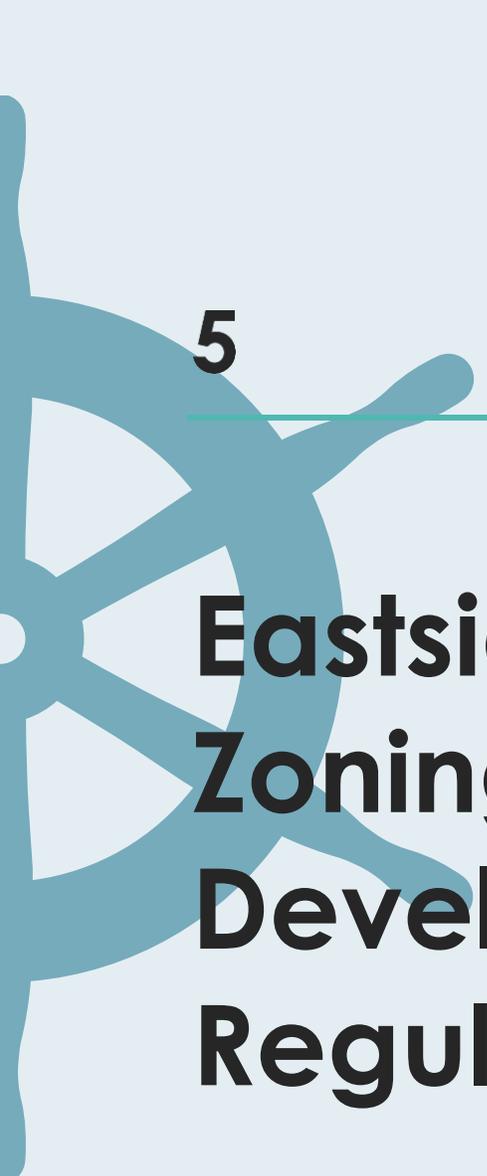
Note: *Existing single-family and other existing lower density housing would be allowed. **Residential may be 3-5 stories over 1 story of retail.

Source: Makers, 2019.

Comprehensive Plan Amendments

It is anticipated the following changes to existing Bremerton Plans and codes would be made:

- The Comprehensive Plan Land Use Map would be amended to replace Employment Center (illustrated on Exhibit 8) with a designation called “Subarea Plan”.
- Goals and Policies in Land Use Element would be amended to refer to Subarea Plan Goals and Policies. See Chapter 2 Vision & Guidance Framework.
- Infrastructure and park concepts would be integrated into the Community Services Appendix and eventually into functional plans. See Chapter 7 Infrastructure Investments, and Chapter 3 Urban Design Concepts, respectively, for infrastructure and park concepts.



5

Eastside Center Zoning & Development Regulations

- 1. Introduction 72
- 2. Definitions 73
- 3. Zoning Districts & Uses 74

1. Introduction

1.010 Purpose

- A. The EC Zoning and Development Standards establish zoning provisions, minimum development standards, and design criteria that will guide all development in the Eastside Center Subarea. The purpose of these development standards is to:
 - 1. Implement the vision and policy direction contained in Chapter 3: Vision and Guidance Framework
 - 2. Promote economic competitiveness and long-term vitality through standards and guidelines that encourage and reward walkable, holistic development that connects residential and employment uses, with retail, services, amenities and multi-modal connections.
 - 3. Promote compact mixed-use development on suitable sites well-served by infrastructure
 - 4. Provide a streamlined review process for development that is consistent with Land Use and Economic Developments Goals of Chapter 3 and related SEPA Planned Action.

- B. The standards address the following elements:
 - 1. Introduction, including a description of the purpose, content, applicability and administration of the Zoning and Development Standards.
 - 2. Definitions.
 - 3. Land Use Zones, including purpose statements for each zone, zoning map, and standards for uses, and heights.

1.020 Applicability

- A. The Zoning and Development Standards provide minimum requirements applicable to development in the Eastside Center Subarea. The purposes outlined in this subsection are intended to be achieved through compliance with all mandatory standards and consideration of the design guidelines.

- B. Conflict of Provisions and Severability 1. The standards contained this Chapter are specific to Eastside Center and are intended to supplement or modify standards contained in the Bremerton Municipal Code (BMC Title 20).
 - 1. In the event of a conflict between the standards contained in this Chapter and those contained in the Bremerton Municipal Code, the standards in this Section shall prevail.
 - 2. In the event that a provision of this Chapter is held invalid, the remaining provisions shall remain in full force.

2. Definitions

All definitions contained with the Bremerton Municipal Code (BMC) apply in Eastside Employment Center, unless specifically modified by the definitions below.

Specific land uses are defined in BMC Chapter 20.42. If a specific term is not defined or referenced herein or in BMC Chapter 20.42, it shall take its normal and customary meaning within the context of how it is used.

2.020 List of Defined Terms

Income-restricted housing: Affordable housing for families and individuals with lower income limits at 80% and very low income limits at 50% of the median income for the county.

Transitional setbacks: Setbacks applicable in areas when a higher density use abuts a lower density use, intended to ensure that future development lessens the adverse impacts on the adjoining zones, and provides for a smooth transition between them.

3: Zoning Districts & Uses

3.010 Zone Intent

The following zones are hereby established within the Eastside Center to protect the public health, safety and general welfare by implementing the goals and policies adopted in Chapter 3. These goals include encouraging employment growth, focusing growth, and encouraging compact, higher-density mixed-use development. Specific intent statements listed for each zone shall serve as a guide in determining the appropriate location of uses, conditions for development and in interpreting the standards.

Center Residential – High (CR-H)

The intent of this zone is to:

- Promote high density residential development configured and connected to form a livable neighborhood and provide a range of housing options for a broad spectrum of the public.
- Encourage high-density multi-family housing styles including high to mid-rise apartments as well as uses that are compatible with and support a multi-family environment, including parks and playgrounds.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone.
- Encourage development to take advantage of unique views and nearby amenities such as recreational opportunities, or access to transit.

Center Residential – Medium (CR-M)

The intent of this zone is to:

- Promote medium density residential development configured and connected to form a livable neighborhood and provide a range of housing options for a broad spectrum of the public.
- Encourage housing styles with ground related dwellings and low to mid rise apartments as well as secondary uses that are compatible with and support a multi-family environment, including parks and playgrounds.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone

Center Residential – Low (CR-L)

The intent of this zone is to:

- Promote low density residential development configured and connected to form a livable neighborhood and provide housing options for a broad spectrum of the public.

- Encourage lower density ground-related housing, such as townhouses, as well as uses that support a low-density residential environment, including parks and playgrounds.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone.

Employment Center – Corporate Campus (EC-CC)

The intent of this zone is to:

- Promote office park/corporate campus development to accommodate job producing businesses in North Bremerton.
- Promote development appropriate for professional, administrative, and business offices and related uses, offering high-quality and amenity work environments. In addition, a mix of limited retail and service uses may be allowed to support these uses within the zone. Limited light industrial activities, which can effectively blend in with an office environment, are allowed.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the walkable commercial/office environments characteristic of this zone.

Employment Center – Retail (EC-R)

The intent of this zone is to:

- Promote commercial retail and services development on large and small development sites to create an attractive and cohesive commercial center serving North Bremerton.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the walkable commercial environments characteristic of this zone.

Mixed Use

The intent of this zone is to:

- Promote pedestrian oriented development with one or more floors of commercial or institutional uses (typically retail and commercial services such as shops, cafes, restaurants, health clubs, salons, etc.) along pedestrian-oriented street fronts and multi-family residential uses above.
- Encourage development to take advantage of unique views and nearby amenities such as shorelines, recreational opportunities, access to regional connections, or transit.
- Allow both vertical and horizontal mixed use while requiring retail on ground floor street frontages.

- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented character of this zone.

Multi-Use

The intent of this zone is to:

- Promote 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.
- Encourage the development of building types with a clear relationship to the street to promote activity, community-wide safety and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone.

3.020 Uses

The following use regulations shall apply to all zones within the EC Subarea. All applicable requirements shall govern a use whether or not they are cross-referenced in a section.

- A. Permitted Uses: Provided that they are consistent with the intent of the Zone as specified above, all uses are permitted outright, except for those uses set forth as conditional as below, those uses prohibited as below, and provided that the Development Standards specified in Chapter 6 of the Subarea Plan are satisfied. The applicant shall bear the burden of proving that a proposed use achieves the stated intent of the particular zone.
- B. Prohibited Uses – All Districts: The following uses are specifically prohibited across all zoning districts of the Eastside Employment Center.

Note: Existing single-family and other existing lower density housing units are permitted. New ones are limited in some districts to achieve the intent of the districts.

- 1. Prohibited Residential Uses:
 - a. Recreational vehicle (RV) park
 - b. Group Residential Facilities – Class II
 - c. New Dwelling, single-unit structure (single-family)
 - d. New Dwelling, single-unit attached
- 2. Prohibited Commercial Uses:
 - a. Adult entertainment business
 - b. Automobile sales
 - c. Automobile service and repair

- d. Car wash
- e. Gas station
- 3. Prohibited Industrial/Manufacturing Uses:
 - a. Heavy industrial/manufacturing
 - b. Junk yard
 - c. Mini-storage
 - d. Recycling center
 - e. Recycling collection station
 - f. Storage yard, outdoor storage
 - g. Warehousing
- 4. Other Prohibited Uses:
 - a. Outdoor athletic fields
 - b. Parking, satellite
 - c. Stadium and sports complex
 - d. Storage building, unless accessory
- C. Administrative Conditional Use: The following uses are allowed administratively provided conditions are met:
 - a. Group Homes
 - b. Education, schools and colleges of thirteen (13) or more students
 - c. Public utility facility
 - d. Transportation facility
- D. Center Residential – High (CR-H)

In addition to the uses set forth as prohibited above, the following uses are specifically prohibited in this district.

 - a. Bed and breakfast
 - b. Commercial uses larger than 20,000 SF
 - c. New Dwelling, duplex
- E. Center Residential – Medium (CR-M)

In addition to the uses set forth as prohibited above, the following uses are specifically prohibited in this district.

- a. Bed and breakfast
- b. Commercial uses larger than 20,000 SF
- c. New Dwelling, duplex

F. Center Residential – Low (CR-L)

In addition to the uses set forth as prohibited above, the following uses are specifically prohibited in this district.

- a. Bed and breakfast

G. Employment Center – Corporate Campus (EC-CC)

In addition to the uses set forth as prohibited above, the following uses are specifically prohibited in this district.

- a. Adult family home
- b. Assisted living facility
- c. Bed and breakfast
- d. Dormitories
- e. New Dwelling, duplex
- f. New Dwelling, multi-unit structure
- g. New Dwelling, townhouse
- h. Foster home
- i. Group residential
- j. Senior housing complex

H. Employment Center – Retail (EC-R)

In addition to the uses set forth as prohibited above, the following uses are specifically prohibited in this district.

- a. Assisted living facility
- b. Bed and breakfast
- c. Dormitories
- d. New Dwelling, duplex
- e. New Dwelling, multi-unit structure
- f. New Dwelling, townhouse
- g. Foster home

- h. Group residential
- i. Senior housing complex
- l. Mixed Use

In addition to the uses set forth as prohibited above, all uses except commercial uses are specifically prohibited on the first floor in this district, except for lobbies for upstairs offices, apartments, and hotel rooms. The Director may permit other active ground floor uses provided the ground floor height of 15 feet is met and the depth of ground floor space is provided up to 30 feet.

- J. Multi-Use

In addition to the uses set forth as conditional or prohibited above, the following uses are specifically prohibited in this district.

- a. Bed and breakfast
- b. New Dwelling, duplex
- c. Foster home

3.030 Zoning Map and Standards

Exhibit 21 below depicts the location and extent of land use zones within the Eastside Center Subarea.

Exhibit 21 Zoning Within Study Area [update with preferred alternative]

[The Zoning Map will designate the locations, and streets that are intended to embody specific physical characteristics. It will specify the location and applicability of specific design treatments and where they are required. The Zoning Map will work in tandem with the development and design standards to define a walkable, mixed-use center.]

Source: [redacted], 2020.

3.040 Dimensional and Development Standards

The purpose of this section is to ensure that site development is accomplished in a manner that is compatible with neighboring uses, while providing flexibility.

Dimensional and Development Standards Matrix

Minimum site development standards apply as shown in Exhibit 22.

Eastside Employment Center Subarea Plan
Eastside Center Zoning & Development Regulations

Exhibit 22 Dimensional and Development Standards

Standards	Center Residential – High (CR-H)	Center Residential – Medium (CR-M)	Center Residential – Low (CR-L)	Employment Center – Corporate Campus (EC-CC)	Employment Center – Retail (EC-R)	Mixed Use	Multi-Use
Minimum Ground floor height (feet)	15'	10'	10'	15'	15'	15'	15'
Base Height (stories/feet)	35'	35'	25'	55'	25'	35'	35'
Maximum Height (stories/feet)	65'	45'	35'	75'	35'	65'	65'
Minimum FAR	--	--		0.45	0.25	0.45	0.45
Base FAR	--	--		0.68	0.5	1.0	0.75
Maximum FAR	--	--		2.0	1.0	1.5	1.5
Minimum Density	20	10	4	--	--	10	10
Base Density	40	30	20	--	--	40	20
Maximum Density (du/ac)	60	40	30			50	40
Maximum Building Coverage (% site)	70%	70%	70%	75%	70%	70%	70%
Maximum Impervious Coverage (% site)	80%	80%	80%	85%	80%	80%	80%
Front Street Setback	10'	10'	10'	16'	0	0	10'
Min Side Setback	15'	10'	10'	10'	0	0	10'
Min Rear Setback	15'	10'	10'	10'	0	0	10'
Transitional Setback	15'	15'	15'	20'	20'	15'	15'
Ground-floor Retail	NA	NA	NA	NA	NA	Required	NA

Parking Requirements

A. Parking rates shall apply in accordance with Exhibit 23, unless a parking reduction is granted per subsection B.

Exhibit 23. Parking Standards

Use	Unit of Measure	Stalls per Unit
Residential	Dwelling unit	1
Senior housing complex	Dwelling unit	0.5
Assisted Living	Dwelling unit	0.33
Nonresidential uses	per 1,000 GSF	Minimum 1 space

Use	Unit of Measure	Stalls per Unit
Ground floor commercial space	First 3,000 square feet	Exempt from off street parking requirements

B. The Director may grant a parking reduction in the following cases:

1. Remodel, expansion or alteration of existing structure may receive a reduction of up to ten (10) spaces.
2. Provision of common bicycle storage room or other bicycle storage space with convenient access from street for use by all residents may receive a reduction up to 25%.
3. Participation in a flex car program or care share program of up to 40%.

C. Drive-Through facilities are allowed, provided the following conditions are met:

1. Drive-through facilities are limited to one drive-through lane per establishment;
2. Drive-through facilities must have a primary customer entrance and cannot provide customer service exclusively from a drive-through or walk-up window;
3. Drive-through facilities shall be designed so that vehicles, while waiting in line to be served, will not block vehicle or pedestrian traffic in the right-of-way;
4. Drive-through lanes shall only be placed parallel to a road if separated by a distance of 30 feet, or if fully screened by a 15-foot landscape setback with a designed landscape berm (six feet high at center of berm in 15-foot landscape setback) or three-and-one-half-foot decorative masonry wall;
5. Drive-through lanes oriented perpendicular to a public right-of-way shall include landscape screening to shield headlights from shining directly into an abutting or adjacent street right-of-way.

Sign Standards

Development applications shall comply with BMC Chapter 20.52, Sign Standards.

Environmental Standards

The critical areas regulations in BMC 20.14, Critical Areas, and Bremerton Shoreline Master Program policies, shall apply.

Design Guidelines

Development applications shall be subject to design guidelines in this Subarea Plan.

Landscaping Standards

Development applications shall comply with BMC Chapter 20.50, Landscaping and the design guidelines of this Subarea Plan.

Street Standards See Design Guidelines, 1.040 Streets and Blocks.

Incentives

- A. Development applicants may request approval of maximum heights, maximum floor area ratios, or parking reductions specified in above subsections when consistent with the following incentives and when documenting incentives are provided in accordance with subsection B. The matrix below illustrate the percentage increase in height, FAR, or density above the base allowances, and the percentage parking that may be reduced. In no case shall the maximum standards be exceeded. For example, the EC-CC zone allows a base height of 55 feet and a maximum height of 75 feet. If development provides underbuilding parking 50% of the height increase can be achieved, or up to 65 feet. If a development also provides green stormwater retrofits above the standard requirements such as in recommended green infrastructure improvements in this plan, another 50% of the incentive or another 10 feet is allowed up to 75 feet.

Exhibit 24. Conceptual Incentives Table – Increase between Base Allowance and Maximum Allowance

Incentive Category	Land Uses	Maximum Height	Maximum FAR	Maximum Density
Site Plan for Developments Greater than 43,000 SF in lot area	Zone Uses	100%	100%	100%
Green stormwater retrofits that provide water quality benefits beyond standard requirements by code	Zone Uses	50%	50%	50%
Intergenerational Housing designed for Students and Seniors	Zone Uses	100%	100%	100%
Shoreline Promenade of 12' width extending 30% of shoreline frontage beyond minimum required	Zone Uses	50%	50%	50%
Plaza Open to Public of 2,000 SF beyond minimum required	Zone Uses	50%	50%	50%

Incentive Category	Land Uses	Maximum Height	Maximum FAR	Maximum Density
Structured or Underbuilding Parking	Zone Uses	50%	50%	50%
Income-restricted units*	Zone Uses	50%	50%	50%

*Income restricted housing is subsidized housing or affordable housing available for people earning below 80% of area medium income. This is supported in the EC give the access to jobs and planned transit in the area.

B. Documenting Incentives. Applicants shall provide:

1. A narrative describing the nature of the incentive and how incorporated into the development.
2. A site plan demonstrating the location of the implemented feature for physical improvements.
3. For site plan review, see [4: Administration](#).

Special Development Standards

Unless superseded by this Subarea Plan and Code, development shall comply with the following standards in the BMC:

- 20.46.010 Accessory Dwelling Units.
- 20.46.020 Fences and Walls.
- 20.46.030 Home Occupations.
- 20.46.040 Manufactured Homes.
- 20.46.050 Recreational Vehicle On A Private Lot.
- 20.46.060 Dish Antennas.
- 20.46.070 Adaptive Reuse of Commercial Buildings.
- 20.46.080 Mineral Resource Overlay.
- 20.46.110 Adult Entertainment Businesses.
- 20.46.140 Wireless Communications Facilities.
- 20.46.150 Public Utility Facilities.
- 20.46.160 Public Distribution/ Transmission Facilities.

4: Administration

4.010. Permits

Propose Type I Permits for most permits, except Site Plan Permits are Type II per 20.02.040.

4.020. Site Plan Review

Development applications shall be subject to BMC Section 20.58.080 which requires a technical site plan review for all projects involving new development or expansion of existing structures or other exterior improvements that will change the physical condition of the site.

4.030. Existing Uses, Nonconformities, and Proportional Compliance

- A. **Purpose.** The establishment of new zones and design standards to implement the EC Plan resulted in the creation of nonconforming lots. This section defines how nonconforming lots are to be updated to meet the Eastside Center design standards for street frontage, site design, and landscaping when incremental changes occur.
- B. **Applicability.** This section applies to all nonconforming lots in the EC, with the exception of lots subject to a development agreement or large Site Planned Development of 2 acres per Table X. It supplements the standards and requirements for nonconformities in BMC 20.54.050 through 20.54.100.
- C. **Full Compliance.** Within any three (3) year period, the expansion of any structure or complex of structures on a lot, which constitutes fifty percent (50%) or more of the existing floor area or building footprint, whichever is less, shall activate the requirement to bring the lot into full compliance with the EC standards for street type, site design, and landscaping.
- D. **Proportional Compliance.** Remodels, alterations, or other improvements to the existing structure activate the requirement to make improvements to the nonconforming lot to reduce the extent of the nonconformity. The degree to which the standards are applied shall be evaluated on a project specific basis and related to the improvement proposed. For example, if new windows are proposed to be installed, the project should address standards related to window transparency and weather protection (if located on a designated street frontage). The Director shall determine the type, location, and phasing sequence of proposed proportional compliance.
- E. Any legally established single-family structures that exist are permitted and may be continued, subject to the following provisions:
 - Single-family uses may expand up to 25 percent of their square footage; except that expansion may not occur if it is necessary to purchase additional property. The expansion

shall meet the development standards of the zone such as setbacks, lot coverage and building height.

- No additional dwelling units may be added.
- Structures may be rebuilt after a fire or other disaster to original dimensions unless a health or safety impact would occur. Once converted to another use permitted by the zone the single-family use shall cease.



6

Design Standards & Guidelines

- 1: Introduction 88
- 2: Streetscape 105
- 3: Public Realm 112

1: Introduction

The Eastside Center Subarea Design Standards and Guidelines that follow support and complement the community vision described in the Subarea Plan that is part of the City's adopted Comprehensive Plan. Both Design Standards and Guidelines are based on the Zoning Map in the preceding section.

Design standards address key form-related elements that shape the public realm of the EC including frontage types, façade treatments, building massing and orientation, etc., as illustrated in the Zoning Map.

Design Guidelines complement standards and offer a flexible, explanatory tool for quality and innovation. Design guidelines offer a descriptive template for promoting the desired character of the EC without dictating or prescribing a specific style.

Note: It is anticipated that some standards will become required rather than recommended as the Preferred Alternative is developed. However, it is anticipated that required standards would build in flexibility allowing consideration of site conditions and criteria to meet the intent statements.

1.010 Purpose & Applicability

- a. The following required standards are intended to create a pedestrian-oriented, visually cohesive neighborhood. Recommended guidelines are intended to complement standards and provide examples of how the standards can be achieved with flexibility of creative design intent.
- b. All applicants are encouraged to meet the basic written purpose of each section and consider the implementation suggestions in the design of the project.
- c. Development Flexibility. In recognition of the unique nature of certain sites and mix of uses, including structures and activities, flexibility shall be provided. Where it is determined by the Director that it is infeasible for a particular use to comply with certain design standards or guidelines, the Director may waive or modify the specific standard(s). Such development shall comply with these standards to the maximum extent feasible.

1.030 Design Standards & Guidelines Overview

- a. The City considers the following design features to be desirable elements of Eastside Center project design and the standards and guidelines set forth are intended to facilitate the incorporation of these features into projects:

- **Development that enables a transition to a walkable center** with a priority on easy and convenient pedestrian access throughout the Eastside Center. Attention to ground floors of buildings to provide a continuous, transparent street edge, using corner entries to reinforce intersections as important places for pedestrian interaction and activity, direct and extensive pedestrian routes, including sidewalks, mid-block connections and trails are recommended.
- **Provision of open space amenities for residents, employees and visitors.** Integration of the natural environment with new development, providing a smooth transition and easy access between the natural and built environments and siting buildings to take advantage of and connect to the natural environment are recommended.
- **Site design** that considers the integration of multimodal transportation, particularly provisions that address non-motorized circulation and the potential for future transit service.
- **Creation of a variety of outdoor spaces** such as plazas, courtyards and pedestrian use areas that can be used as gathering and recreation spaces.
- **Architectural character** that emphasizes building definition and massing to create a comfortable sense of enclosure, a well-defined ground floor, and high-quality materials are encouraged.

1.040 Streets and Blocks

1. **Street Grid.** New and redevelopment must demonstrate the plan supports and accommodates the expansion of the public street grid to improve circulation for vehicles, pedestrians, and bicyclists. A circulation plan must be submitted for review by the City as part of any development permit in the Eastside Center unless waived by the City upon finding the project will not impact circulation or the enhancement of the public street grid.
2. **Block Size.** The maximum block size is 400' and the maximum distance permitted between public streets. New public street alignments shall be consistent with the preferred street typologies map. The City may approve modifications to the street alignments and waive the 400' maximum block size to take advantage of existing travel corridors, the location of utilities, and required improvements.
3. **Private Streets.** Private streets shall only be permitted when the City has determined there is no public benefit for circulation in the Eastside Center. All private streets must be constructed to public standards.
4. **Mid-block Connections.** A minimum 20' wide mid-block connection shall be provided at the midpoint along each block face or every 200' to 400' with spacing to be determined by the Director based on topography, feasibility regarding existing and proposed buildings, and connections to abutting properties. The mid-block connections shall be designed to accommodate service needs and for pedestrian use and be free from permanent obstructions.

- 5. Street Sections.** The typical street sections provided in the Streetscape chapter below are the minimum requirements for the design of public streets. The City may approve modifications to the typical street section based on localized conditions and adjacent land uses. Modifications may include adding or removing on-street parking, wider sidewalks, loading zones, bicycle facilities, and transit accommodations.
- 6. Block Development.** The minimum number of buildings per 400' of block frontage is 4 or one building per 100' to create variety in the streetscape experience and support human-scale design. A single building may meet this requirement through building design and architecture that visually appears as multiple buildings. The City may approve modifications to this requirement based on site specific conditions including parcel ownership and configuration.

1.050 Center Residential – High (CR-H)

1.051 Typical Building & Development Forms

Residential with 4-5 stories and ranging from 60' to 80' wide in the narrow dimension. The ground floor may be occupied by housing units, ground related housing units in which each unit has its own entrance from the outside, or parking. If parking occupies the ground floor, then buildings may be typically be between 50' to 65' high. Multifamily buildings may be configured in a variety of layouts such as “L” or “U” shaped buildings.



A typical street facing multi-family building.



A higher density multi-family building with open space.



Parking and service areas should be accessed from alleys wherever possible.

1.052 Typical Intensities

Commercial Uses: NA

Residential Uses: 40 to 60 du/acre

Note: The figures cited reflect the typical ranges of envisioned development but are not necessarily regulatory recommendations at this time.

1.053 Design Guidelines

Intent: To produce higher density residential development configured to have an active edge along the street that provides a comfortable sense of enclosure for pedestrians.

Recommendations:

- There should be a welcoming building entrance with direct and visible access from the street. Parking should not be located between that entrance and the street.
- Ground related units should be set back at least 10' from the street and/or elevated at least 3' above the sidewalk grade for privacy.



Roof decks can provide desirable open space where land is limited.



Recreation rooms are another option for providing residential open space.



Balconies may count as usable open space provided they are large enough to accommodate activities such as outdoor dining. Six feet by six feet is a typical minimum size.

- Residential Open Space (usable open space features such as roof decks, courtyards, recreation rooms, balconies, etc.) should be included. A typical requirement is 100 to 150 SF/du. A development may pay a fee in lieu of providing common open space or a portion of the private open space (e.g. up to 50%) to support park land purchase and improvements or shoreline access and improvements within the EC for parkland or shoreline access identified in this plan.
- Because of the larger sized buildings, the facades of upper stories should be “articulated” to add interest and delineate the individual residential units. This may be provided by several means, including modulation, (the projecting out or stepping back of portions of a façade), building elements such as balconies, bay windows, etc., repetitive but rhythmic window patterns, color, materials, etc.
- If there are multiple buildings in a complex, there should be landscaped pathways connecting the buildings and providing convenient circulation.

1.060 Center Residential – Medium (CR-M)

1.061 Typical Building & Development Forms

Residential with 2-3 stories and ranging from 60' to 80' wide in the narrow dimension. The ground floor may be occupied by housing units, ground related housing units (in which each unit has its own entrance from the outside), or parking. If parking occupies the ground floor, then buildings may be typically be between 35' and 45' high. Multifamily buildings may be configured in a variety of layouts such as "L" or "U" shaped buildings.

1.062 Typical Intensities

Commercial Uses: NA

Residential Uses: 30 to 40 du/acre

Note: The figures cited reflect the typical ranges of envisioned development but are not necessarily regulatory recommendations at this time.



A typical 3 story multifamily building with surface parking. Note how the gabled and modulated roofline and the modulated façade break down the building's mass.



Example with ground floor parking.



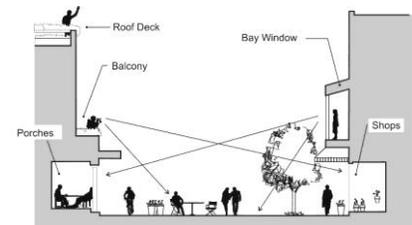
A three-story residential building situated on a common courtyard.



A traditionally scaled and designed 3 story residential building. The covered entry facing the street is important and the rhythmic window patterns and variety of materials add interest.



A pedestrian path in a complex combining 3 story walk-up apartments on the left with townhouses on the right.



Multi-family units should incorporate "Crime Prevention Through Environmental Design" (CPTED) principles including the concept of "passive surveillance" in which residents have views of common open spaces and service areas where residents typically use.

1.063 Design Guidelines

Intent: To produce medium density residential development configured to have an active edge along the street that provides a comfortable sense of enclosure for pedestrians.

Recommendations:

- There should be a welcoming building entrance with direct and visible access from the street. Parking should not be located between that entrance and the street.
- Ground related units should be set back at least 10' from the street and/or elevated at least 3' above the sidewalk grade for privacy.
- Residential Open Space (usable open space features such as roof decks, courtyards, recreation rooms, balconies, etc.) should be included. A typical requirement is 100 to 150 SF/du. See also the photos in the description of Center Residential High. A development may pay a fee in lieu of providing common open space or a portion of the private open space (e.g. up to 50%) to support park land purchase and improvements or shoreline access and improvements within the EC for parkland or shoreline access identified in this plan.
- Pavement should be minimized except for plazas and recreational areas. Unoccupied areas should be landscaped.
- The facades of upper stories should be "articulated" to add interest and delineate the individual residential units. This may be provided by several means, including modulation, (the projecting out or stepping back of portions of a façade), building elements such as balconies, bay windows, etc., repetitive but rhythmic window patterns, color, materials, etc.
- If there are multiple buildings in a complex, there should be pathways connecting the buildings and providing convenient circulation.

1.070 Center Residential – Low (CR-L)

1.071 Typical Building & Development Forms

“Ground related residential buildings” in which each residence has direct access to the outside. Building types recommended include townhouses (in which 2-3 story units abut one another with no side yard - but with individual parking spaces and entries) and “courtyard complexes” (in which townhouse-like units are arranged around a central courtyard – parking may be individual or in a common lot).



Raised and setback for ground related units



A townhouse-courtyard complex with common open space and pathways. Note the variety of passive and active open spaces and combined parking areas.



An alley view of townhouses with second story decks over the parking area – an efficient and convenient configuration

1.072 Typical Intensities

Commercial Uses: NA

Residential Uses: 20 to 30 du/acre

Note: The figures cited reflect the typical ranges of envisioned development but are not necessarily regulatory recommendations at this time.

1.073 Design Guidelines

Intent: To produce ground-related, lower density residential development configured to have an active edge along the street that provides a comfortable sense of enclosure for pedestrians.

Some general measures for ground related units to achieve both privacy for the residents and a pleasing streetscape – making a good transition between the public and private realms.



Typical townhouses facing a public street. Note the way that each unit is “articulated” by the entries and multiple roof gables. The fact that the parking is off an alley at the rear makes these residences and the streetscape more attractive.



Townhouses along a landscaped walkway. Note setback.



Aerial view of a townhouse complex.

Recommendations:

- There should be a welcoming entrance for each unit with direct and visible access from the street, common open space (courtyard) or pedestrian spine.
- For privacy and a comfortable transition between common areas and private spaces, units should be 1) set back at least 10' from the street, common areas or pedestrian spine; and 2) either be elevated at least 3' above the courtyard or walkway grade or include landscaping, porch and/or deck that defines the private space.
- Residential Open Space should be provided. A typical requirement is 100 to 150 SF/du. For townhouses: a usable space, deck or balcony at least 10' x 15'. For courtyard configured complexes, the courtyard should have a minimum dimension of 15'. For units situated along a walkway, the walkway and landscaping should be at least 25' wide with ample landscaping. A development may pay a fee in lieu of providing common open space or a portion of the private open space (e.g. up to 50%) to support park land purchase and improvements or shoreline access and improvements within the EC for parkland or shoreline access identified in this plan.
- If there are multiple buildings in a complex, there should be pathways with landscaping connecting the buildings and providing convenient circulation.

- The front facades of townhouse buildings should be articulated to accentuate individual units (see example).

1.080 Employment Center – Corporate Campus (EC-CC)

1.081 Typical Building & Development Forms

Office buildings, typically 3 to 7 stories high situated around landscaped open spaces and connected by pedestrian pathways. The buildings feature 30,000 to 45,000 SF footprints yielding buildings with 180,000 SF to 270,000 SF. Parking can be either structured in stand-alone garages or on the surface. Parking is often provided at 1 stall/ 300 to 400 SF of office space but may be reduced where there is excellent transit access.



A typical corporate campus showing building layout, pedestrian pathways and open spaces.



A 7 story office building in a corporate campus.



A 5 story building located in an urban setting. Note that in urban settings, buildings tend to conform to block dimensions and assume simple cubic forms.



This example separates the building from the street with landscaping, an approach that may be appropriate in North Bremerton. Note the parking garage at the right



A stand-alone office building. Note the accentuation of the entry.

1.082 Typical Intensities

Intensities can vary widely with the amount of open space and surface parking, but 20,000 to 30,000 SF per acre of development is within a general range. These figures yield a floor area ratio (FAR)¹ of between 0.45 and 0.68. Employment for this range of buildings could be between 66 and 100 workers/acre. These figures can be increased by reducing parking demand and employing a more compact, urban type site layout.

1.083 Design Guidelines

Intent: To produce high quality commercial development integrated with the subarea with walkable access to open space and amenities.



A campus in a suburban setting. Note that the window patterns add visual interest and adds to the campus's visual continuity.

¹ Floor Area Ratio (FAR) = Non-residential building floor area/Total site area. (Example: 1 FAR = 1 story commercial building covering entire site or a 2 story building covering ½ the site, etc.)

Recommendations:

- Parking between primary buildings and a pedestrian oriented street should be prohibited and a direct pathway from the street and an enhanced building entry should be required.
- If the development consists of more than one building, then ample pedestrian connections between the buildings with pedestrian lighting and landscaping should be provided.
- New development over 10,000 SF should feature landscaped open space. Such spaces could be paved plazas, landscaped gardens natural areas or attractive areas that provide storm water infiltration.
- If the development consists of 2 or more buildings or is larger than 2 acres, the site plan must integrate vehicular and pedestrian circulation, building entries, landscaping and open space into a unifying site development concept.
- Clear and convenient public access to open space amenities should be provided.
- Internal vehicle circulation should be clear and efficient.
- Landscape buffers and setbacks should be required where necessary to maintain the privacy and livability of adjacent residents in residential zones.

1.090 Employment Center – Retail (EC-R)

1.091 Typical Building & Development Forms

Retail stores typically 1 story and buildings 25' to 35' in height. Building size will vary depending on the type of use and range from about 5,000 SF for a small shop or café to 25,00 to 50,000 SF for a supermarket. A Big Box store such as a Target or Fred Meyer can range from 75,000 SF to 150,000 SF, although a 100,000 SF building would require about a 7 to 8 acre site.

1.092 Typical Intensities

Because retail centers usually require about 4 parking stalls per 1,000 SF of floor area and circulation areas, their FAR are typically limited to about 0.30 to 0.35. this produces development with about 13,000 SF to 15,000 SF per acre.

1.093 Design Guidelines

Intent: To produce a walkable, attractive, and cohesive retail center.

Recommendations:

- Parking between primary buildings and a pedestrian oriented street should be prohibited and a direct pathway from the street and an enhanced building entry should be required.
- If the development consists of more than one building then ample pedestrian connections, least 12' wide between the buildings with pedestrian lighting and street trees should be provided. Storefronts adjacent to parking areas should also feature wide sidewalks with street trees and lighting.
- New development over 10,000 SF should feature non-residential open space.
- (A typical requirement is 1% of floor area + 1% of site area. This open space should be configured and furnished to provide a comfortable space for sitting, eating and drinking and other activities.
- Continuous facades longer than 120' in width should be "articulated" to add interest reduce the monotony of large store storefronts. Articulation may be provided by several means, including modulation, (the projecting out or stepping back of portions of a façade), varying rooflines, building elements such as arcades and recessed entries, landscaping, varying color and/or materials, etc.

Eastside Employment Center Subarea Plan Design Standards & Guidelines



Small open spaces with seating and other amenities can add a lot to a commercial complex and make it a destination.



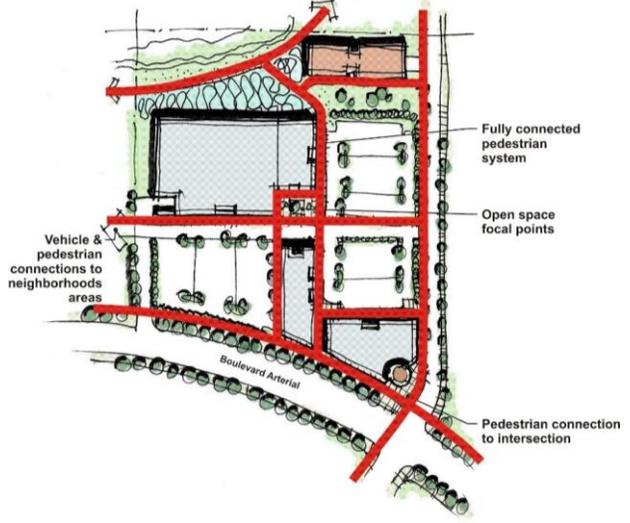
Varying the materials, rooflines, colors and architectural styles of building facades can add a lot of interest.



Example of a successful commercial complex illustrating how architecturally distinct buildings arranged around a small plaza with modest amenities can create an inviting shopping experience. View is from the parking area.



Pathways between buildings and between parking areas and building fronts should feature wide sidewalks, pedestrian lights and street trees to resemble a pedestrian friendly public sidewalk.



Clear pedestrian routes and some open space is important in larger scale commercial developments.

- Building elements and details should be required to provide “human scale”, especially around building entries.
- “Pedestrian oriented facades” and uses should be required along storefronts within 50' of the entry. (See description and principles for pedestrian oriented streets and facades.)
- If the development consists of 2 or more buildings or is larger than 2 acres, the site plan must integrate vehicular and pedestrian circulation, building entries, landscaping and open space into a unifying site development concept.

1.100 Mixed Use

1.101 Typical Building & Development Forms

Mixed use buildings with 3-5 stories of residential units over ground floor uses. Structured parking is encouraged but not expected at current land prices.



A large block development.



A 3-story mixed-use building with a restaurant.



An attractive, pedestrian oriented ground floor is very important.

1.102 Typical Intensities

Commercial Uses: 6-7,000 sf/ac = 1 FAR (Greater with structured parking.)

Residential Uses: 40-50 du/ac. (Greater with structured parking.)

Note: The figures cited reflect the typical ranges of envisioned development but are not necessarily regulatory recommendations at this time.

1.103 Design Considerations & Principles

Intent: To produce pedestrian oriented development with ground floor commercial and institutional uses (typically retail and commercial services such as shops, cafes, restaurants, health clubs, salons, etc.) and multi-family residential uses above.

Recommendations:

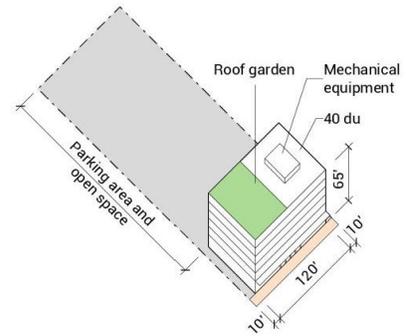
- Parking should be located at side of rear of building. No parking lots along pedestrian-oriented streets. Parking along high visibility streets, including Wheaton, Lebo, Sheridan and Callahan should not be located between the primary building and the street. Parking lots adjacent to street should be screened.
- Treatment of the ground floors to have transparency and an active edge, with large windows, entrances, or other design strategies that encourage a connection between the commercial activity within and the public life of street and sidewalk
- "Pedestrian oriented facades" and uses should be required along "pedestrian oriented streets". (See description and principles for pedestrian oriented streets and facades.)



An example of façade articulation.



Weather protection. Featuring attractive signs and lights add amenity.



Typical configuration with surface parking

- Residential Open Space (usable open space features such as roof decks, courtyards, recreation rooms, balconies, etc.) should be included for multi-family dwelling units. A typical requirement is 100 to 150 SF of open space per unit. A development may pay a fee in lieu of providing common open space or a portion of the private open space (e.g. up to 50%) to support park land purchase and improvements or shoreline access and improvements within the EC for parkland or shoreline access identified in this plan.
- Buildings should either front the street directly adjacent to the sidewalk or include “pedestrian oriented space” between the public sidewalk and the building front.
- The facades of upper stories should be “articulated” to add interest and increase compatibility with neighboring properties. Articulation may be provided by several means, including modulation (the projecting out or stepping back of portions of a façade), building elements such as balconies, bay windows, etc., repetitive but rhythmic window patterns, color, materials, etc.
- Signage, ground floor building elements and window patterns should reinforce a “human scale” by sizing, detailing and locating such elements to relate to the pedestrian.

1.200 Multi-Use

1.201 Typical Building and Development Forms

Since this designation allows retail, office, residential and other uses, buildings may be quite diverse and vary from one site to another. Unless minimum land use intensities/densities are applied, development could range from 1 to 5 stories with a variety of building design characteristics and configurations.

1.202 Typical Intensities

Intensity will vary with uses.



Landscaping, setback dimensions and consistent streetscape features such as lighting and paving can help unify a streetscape even if the architecture and uses vary.



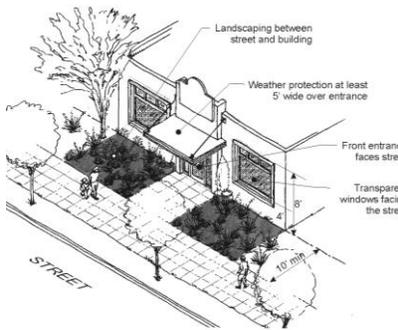
A prominent, well-lit and accessible building entrance facing the street is important.



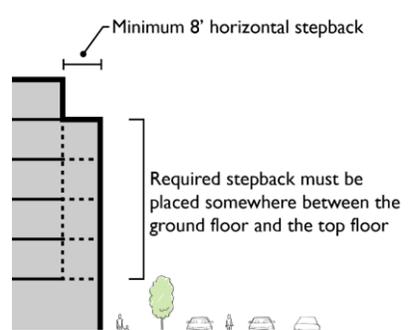
Chain franchise architecture can detract from the area's identity.



Buildings should feature human scaled elements and building details such as covered porches, timber details, decorative lighting, special doors and windows with mullions.



Adding landscaping, a prominent entry and transparent windows to the street facing front of new development is important in the Multi-Use designation no matter what the use or building type.



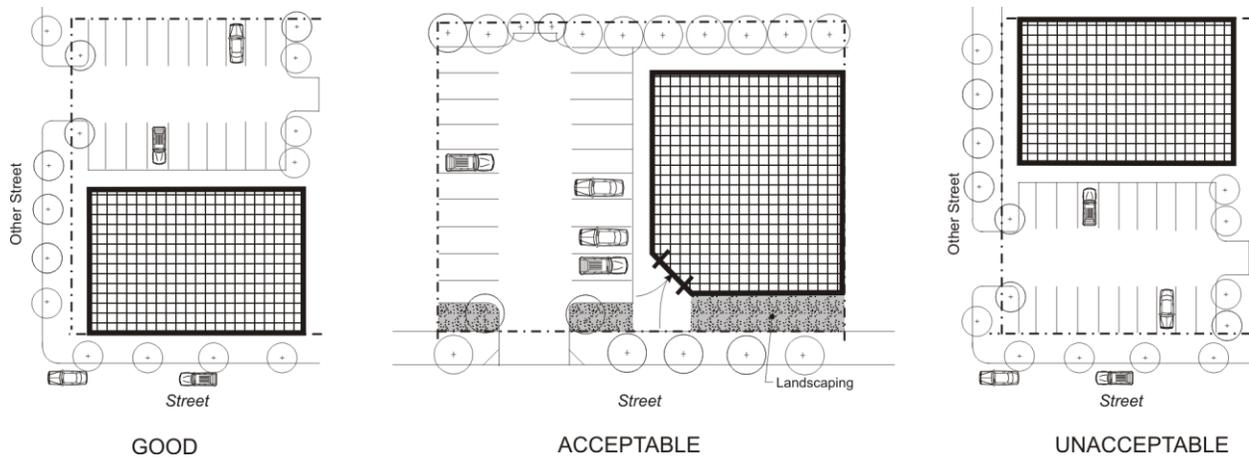
Building setbacks and step backs (example shown) may be necessary to ensure compatibility between uses.

1.03 Design Considerations and Principles

Intent: To provide flexibility in use and a high-quality public realm by specifying physical form characteristics.

Recommendations: Because of the broad spectrum of envisioned uses, form-based regulations will be needed to attain streetscape continuity and use compatibility. Regulations should include the following principles:

- Dimensional site planning and street front standards for street setbacks, landscaping, façade alignment, pedestrian access, etc. should be established.
- Parking between primary buildings and a public street should be prohibited.
- Substantial landscaping and, where necessary, screening should be required.
- Streetscape improvements in conformance with a specific design palette of elements should be required.
- Façade articulation to moderate building scale should be required.



Parking should not be permitted between the street and primary building if streetscape continuity and attractiveness are important.

- Building elements and details should be required to provide “human scale.”
- A direct pathway from the street and an enhanced building entry should be required.
- Special provisions such as side setbacks, upper story step backs, service area location and landscape screening should be established to ensure development and use compatibility.

2: Streetscape

2.010 Purpose & Applicability

- a. Eastside Center's circulation system includes streets, sidewalks and multi-use paths. This system is a key element in site design and provides connectivity on and off-site. All standards shall be in accordance with BMC Title 11 with the following additions and/or revisions as detailed in this Section.

2.020 Conceptual Street Standards

- a. Street Typologies Map. Exhibit 25 below illustrates a conceptual plan for a preferred roadway network and street typologies in the Eastside Center. The Preferred Street Typologies Map designates streets that are intended to embody specific physical characteristics based on the Subarea Plan's vision. It specifies the location and applicability of specific design treatments and maps where they are required. This map works in tandem with the development standards, tables, and figures to define the shape, size, and location of streets, through connections, infill blocks, buildings, and landscaping. The preferred street typologies represent a preference only; other streetscapes may be used upon direction from the City Engineer. Similarly, the roadway network is conceptual only; future street alignments may vary depending on actual development proposals and review/approval by the City.

Exhibit 25 Roadway Network and Street Typologies [update with preferred alternative or reference previous map]

[To be updated]

Source: [redacted], 2020.

4.021 Arterial & Collector Streetscape Improvements

Intent: To maintain safe, comfortable, and attractive circulation for pedestrians, bicyclists, and vehicles on North Bremerton streets that feature arterial and through traffic and to provide a desirable setting for development.

Characteristics: This section applies to streets classified as arterial and collector streets by the City and streets that carry significant through traffic. Such streets include Wheaton Way, Lebo Boulevard, Callahan Drive, Sheridan Road and Warren Avenue/SR 303. Specific cross sections for these streets are not recommended here because such decisions must be based on analysis beyond the scope of this Subarea Plan. However, characteristics and elements to consider in streetscape design, depending on the available right-of-way and adjacent development, are suggested below.



Wide sidewalks provide plenty of room for walking, outdoor seating, street trees, artwork, A-board signs, bicycle storage and other appurtenances. Note the pedestrian oriented signs and weather protection.



Bicycle facilities should be considered where consistent with the City's bicycle plan.



A shared use path may be considered in lieu of separate bicycle lane and sidewalk.

Design & Possible Streetscape Elements:

- Provide adequate sidewalk space for all levels of mobility; at least 6' wide.
- Provide landscaping and street trees between the sidewalk and the curb.
- Ensure that intersections are safe for all users, including those with disabilities. Where on-street parking is included, extend sidewalks at intersections (curb bulbs). Provide facilities for the visually impaired where appropriate.
- Include bicycle lanes or shared use paths where appropriate.
- Include street trees, pedestrian lighting, transit stop shelters and other streetscape amenities as part of the streetscape design. Where appropriate, incorporate uniform plantings of street trees to increase streetscape continuity and area identity.



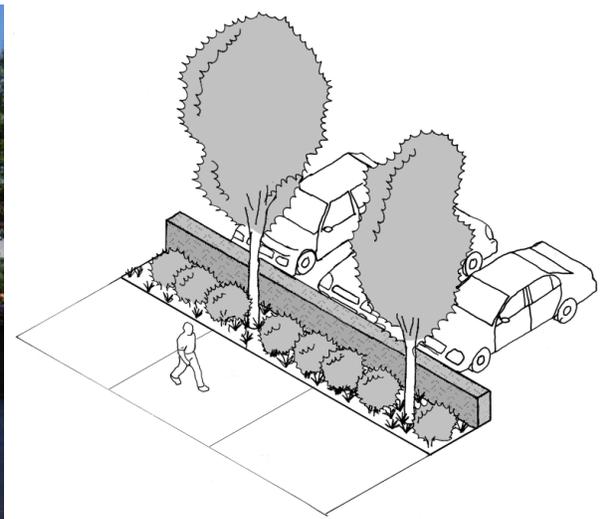
Gateway features should be considered, especially if North Bremerton remains an employment center.



Small, intermittent medians may be an option where necessary to accommodate driveways and turning movements.



Sidewalk extensions (curb bulbs) should be considered at intersections on streets with curbside parking.



Parking lots should be screened along high visibility streets, and there are a number of ways to do that which do not require much space.

4.022 Local Streetscape Improvements

Intent: To provide, safe, comfortable, and attractive circulation for pedestrians, bicyclists, and vehicles and a desirable setting for development.

Characteristics: New and updated local streets with attractive streetscapes emphasize pedestrian and bicycle facilities and provide for low speed vehicle movement. They may include on-street parking, depending on the relationship to adjacent uses and other street design considerations.



Special plantings of decorative street trees can enhance a whole neighborhood or corporate campus.



Local streets may be a good place to consider innovative designs.



Traffic calming measures such as this traffic circle may be appropriate.



Heavily landscaped planting strips can provide for stormwater infiltration.



"Green infrastructure" systems for storm water infiltration should be considered.

Design & Possible Streetscape Elements:

- Provide adequate sidewalk space for all levels of mobility; at least 5' wide.
- Ensure that intersections are safe for all users, including those with disabilities.
- Include street trees, pedestrian lighting, appropriate street furniture, and other streetscape amenities as part of the streetscape design.
- Local streets should reflect the character and activities of desired adjacent development.
- Provide landscaping and street trees between the sidewalk and the curb.

4.023 Pedestrian Oriented Street Fronts

Intent: To create an attractive walking experience in a commercial or mixed-use center that attracts visitors and near-by residents and supports commercial activities such as retail shops, salons, studios, personal service, offices, etc.

Characteristics: Pedestrian oriented street fronts provide ample sidewalk space for walking, landscaping, and sometimes outdoor seating, art, and sales displays. In North Bremerton, pedestrian oriented street fronts are sometimes recommended on one side of the street only.



Wide sidewalks provide plenty of room for walking, outdoor seating, street trees, artwork, A-board signs, bicycle storage and other appurtenances. Note the pedestrian oriented signs and weather protection.



Varying the materials, rooflines, colors and architectural styles of building facades can add a lot of interest.



A contemporary set of store fronts meeting the objectives of a pedestrian oriented street front. Curbside parking can be a positive element.

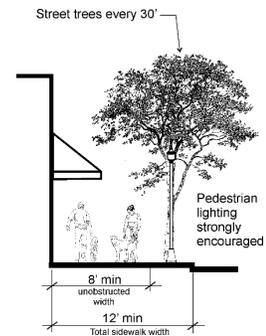


Pedestrian lighting is particularly important. Note the parklet or "streatery" on the right.



Some building elements that contribute to a pedestrian oriented street front.

- Unique cornice line
- Externally lit signage
- Unique window integrated with architectural form
- Flags
- Special building lighting
- Recessed entry
- Building elements integrated with architectural style
- Refined moldings and building elements of consistent style
- Hand-crafted, non-corporate signage
- High quality materials (traditional masonry)
- Multi-paned fenestration that adds scale and decorative pattern



A typical requirement for new development on pedestrian oriented streets.

Design & Possible Streetscape Elements: Pedestrian oriented street fronts require a combination of building façade and uses along with public realm improvements to sidewalk areas. Some elements can be achieved through development regulations and incentives and some through public works.

- Provide adequate sidewalk space, at least 12' wide.
- Require that buildings abutting "pedestrian oriented street fronts" feature "pedestrian oriented facades with large windows, weather protection and covered and enhanced

entries. (See graphic.) Ground floor uses should be those that encourage pedestrian activity because they involve direct contact with the customer, client or participant. Such uses include: retail shops, restaurants, cafes, personal service offices (e.g.: banks), yoga and health studios, arts workshops and galleries, etc.

- Include street trees, pedestrian lighting, appropriate street furniture, and other streetscape amenities.
- Signage should be “pedestrian oriented; that is, it should be oriented and sized to be especially visible to the pedestrians.
- Continuous facades longer than 120' in width should be “articulated” to add interest reduce the monotony of large store storefronts. Articulation may be provided by several means, including modulation, (the projecting out or stepping back of portions of a façade), varying rooflines, building elements such as arcades and recessed entries, landscaping, varying color and/or materials, etc.
- Building elements and details should be required to provide “human scale”, especially around building entries.

2.030 Intersections

[Pending]

2.040 Non-Motorized Facilities

- a. Non-motorized facilities in the Eastside Center can range from traditional sidewalk design to a multi-use path.
- b. Trails Concept.
 - Multi-use Path Typology

[Pending]

3: Public Realm

3.010 Purpose & Applicability

To enhance North Bremerton with open spaces that adds a focus for the surrounding area and takes advantage of an exceptional opportunity along North Bremerton's waterfront.

3.020 Park & Open Space System

5.021 Potential Strategies

There is an undeveloped street end on North Bremerton's waterfront that overlooks the water. Additionally, there is an underutilized triangular parcel of land directly north Campbell Way, a very low volume local access street, and, the proposed Bridge to Bridge Trail connects directly to this area. There is an opportunity to convert this cluster of spaces into a waterfront overlook and park that would be a pleasant stop on the trail and an attractive calling card for North Bremerton. The grade facilitates constructing a series of terraces to an overlook on the south side of Campbell Way. Properties on either side of the public ROW are excellent sites for eating/drinking businesses.



An example of a "shared street".



Terraces and steps provide excellent settings for performances or just lounging.



Waterfront sites make ideal places for eating and drinking businesses.



An example of an overlook that could be established south of Campbell Way.

5.022 Recommendations

- Purchase the triangular piece of property between Campbell Way, Lebo Blvd, and Wheaton Way; perhaps as a trade for the waterfront property used for City storage.
- Identify the most usable configuration for Campbell Way. A shared street in which both pedestrians, bicycles, and low speed vehicles share the roadway may be appropriate.
- Construct a landscaped park/overlook on the triangle lot and the street ROW. Buffer users with landscaping along Lebo Blvd. and Wheaton Way.
- Develop a rest stop for trail users.
- Require pedestrian oriented facades and uses on the property lines facing the overlook. The park may take a while to develop but regulations should be in place so that adjacent development contributes to activities and amenities around the overlook.



7

Infrastructure Investments

Transportation 117

Stormwater 121

Water 128

Wastewater 130

Transportation

Context

Most travel to and from the Eastside Center currently occurs by vehicle. The Eastside Center is located immediately east of SR 303, a north-south arterial connecting north to SR 3 in Silverdale and south to SR 304 in Downtown Bremerton. Within the interior of the Eastside Center, the local roadway network is made up of two-lane roadways all of which are stop controlled. The only signalized intersection in the Study Area is SR 303 and Sheridan Road at the northwest corner of the Eastside Center. The street network does not follow a typical grid pattern and has curving roadways and varying topography throughout the Study Area. Speed limits range from 10 mph to 25 mph, with 30 mph to 35 mph speed limits on SR 303. Vehicles move through the Eastside Center with little delay during the PM peak hour with all intersections currently operating above the City's minimum level of service standard.

Most roadway segments in the Eastside Center have sidewalks on both sides of the street. The SR 303 bridge has a separated path along each side with stairs connecting to Lebo Boulevard. In general, areas that are more likely to have higher volumes of pedestrian activity, such as the Harrison Medical Center, areas served by transit, and the commercial land uses along Wheaton Way and Lebo Boulevard have complete sidewalks. Sidewalk gaps and sidewalks on one side of the street tend to be in more residential settings. Sidewalk conditions vary from excellent new facilities along Lebo Boulevard and Wheaton Way including wide sidewalks with landscaped buffers to poor conditions on streets including Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive with narrow sidewalks, no curb separation, or extruded curbs. Most major intersections on Lebo Boulevard, Wheaton Way, and SR 303 have well-marked crossing facilities, and there are two mid-block crossings on Wheaton Way and Cherry Avenue near the Harrison Medical Center.

Bicycle infrastructure is limited within the Eastside Center with the only dedicated bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard. The steep topography of the area makes bicycling challenging and bicycle volumes within the Eastside Center are relatively low. A proposed shared use path along the Warren Avenue Bridge would provide a high-quality connection to Downtown Bremerton. Shared use lanes are proposed for Cherry Avenue from Wheaton Way to the north and along Sheridan Road west of SR 303 and east of Cherry Avenue.

Public transit in the Study Area is provided by Kitsap Transit. Route 225, which between the Wheaton Way Transit Center and Bremerton Transportation Center, loops through the Eastside Center and has stops along Lebo Boulevard, Cherry Avenue, Callahan Drive, and Wheaton

Way. In addition, three routes (2, 15, and 217) run along the edge of the Eastside Center on SR 303/Wheaton Way.

Proposed Improvements

The Capital Improvement Program (CIP) is a multiyear plan with a comprehensive list of capital projects that the City intends to implement over the next six years, including transportation projects. The 2019-2024 Capital Improvement Plan helps the City fulfill its GMA requirements by implementing the transportation projects needed to support growth. This includes a proposed project to construct eight-foot shared use pathways on both sides of the Warren Avenue Bridge. The project would allow pedestrians and bicycles to more comfortably travel across the bridge and improve ADA accessibility. The full list of the pedestrian and bicycle projects includes:

- SR 303 Warren Avenue Bridge – new shared use path;
- Cherry Avenue from Lebo Boulevard to Sheridan Road – new shared use lane²; and
- Sheridan Road – new shared use lane.

In addition to these improvements, the Residential Focus Alternative would include more mid-block connections, boulevard treatments, and pedestrian oriented street fronts to create a walkable community.

Both the Residential and Employment Focus Alternatives would include the following pedestrian and bicycle improvements:

- Callahan Drive from SR 303 to Cherry Avenue – new bike lane (connecting SR 303 to the Lebo Boulevard facilities which are part of the Bridge to Bridge Trail);

The Employment Focus Alternative would include two roadway improvements:

- Realigning Wheaton Way to the east such that its connection with Sheridan Road allows a northbound left turn; and
- A roundabout at the SR 303/Callahan Drive/Clare Avenue intersection with a two-lane underpass of SR 303 along Callahan Drive.

As locations for mid-block connections are identified, the City could consider associated crossings and appropriate pedestrian treatments such as marked crosswalks, Rectangular Rapid Flashing Beacons, pedestrian signal, and/or lighting.

² The City may consider Lower Wheaton Way as an alternate north-south bicycle route through the study area.

Transportation Mitigation

Based on a traffic operations analysis, the combination of proposed land use alternatives and transportation improvements are expected to require additional investments to maintain the City's intersection level of service standard. These improvements are listed by alternative in Exhibit 26.

As shown in the exhibit, two intersections—Sheridan Road & Cherry Avenue and Lebo Boulevard & Clare Avenue—are expected to fail if side street stop control remains in place. Although all-way stop control would improve the overall intersection LOS, it would result in queuing along arterials that currently have no stop control (Sheridan Road and Lebo Boulevard). Therefore, signalization is the recommended mitigation measure for both locations at such time as the City determines each intersection meets a signal warrant.

Exhibit 26 Transportation Mitigation

Location	Mitigation Measure	ACTION ALTERNATIVES	
		Residential Focus	Employment Focus
Sheridan Rd & Cherry Ave	Signalize intersection		X
Lebo Blvd & Clare Ave	Signalize intersection		X
Sheridan Rd & SR 303	Revise signal timing and phasing (remove east-west split phasing, add protected-permitted phasing for westbound left turn and shorten cycle length)	X	X

Source: Fehr & Peers, 2020.

[Note: As part of the Preferred Alternative these would be included in capital improvement program/planned action mitigation as appropriate along with other subarea street and circulation improvements.]

Travel Demand Management

Managing demand for auto travel is another important way to potentially reduce capital costs. Employers with at least 100 employees will continue to be required to participate in the State Commute Trip Reduction (CTR) law, which is administered by Kitsap Transit. In addition, the City could build upon its existing travel demand management programs and coordination with local transit agencies, businesses, and multifamily buildings to explore additional demand management programs that encourage non-SOV travel to and from the Eastside Center. These could include Transportation Management Programs (TMPs) for property owners of newly

constructed buildings through its municipal code; transit pass provision for employees and residents; an Eastside Center transportation management association to provide programs, services, and strategies specific to the Eastside Center's needs; or changes to parking code to influence travel behavior and provide more flexibility to residents who choose to forgo owning a private vehicle.

Transportation Systems Management & Operations

The City can pursue projects that increase the capacity of its existing infrastructure without building new infrastructure through transportation systems management and operations (TSMO). TSMO refers to operational improvements that can improve traffic flows without building new capacity, for example traffic signal coordination, intelligent transportation systems such as adaptive signals or transit signal priority, ramp management, and traffic incident management.

Parking Management

The City could implement programs to manage its on-street parking supply such that demand does not routinely exceed the supply. There are multiple strategies the City could pursue, such as time limits, paid parking, and restricted parking zones. For example, many cities price their on-street parking spaces to aim for an average 85 percent occupancy, which equates to having one or two available spaces per block. The City could also use time limits to encourage short-term parking for visitors to local businesses on key blocks while allowing longer term parking in other locations.

Stormwater

Context

The Bremerton Public Works Department Stormwater Utility is responsible for the operation and maintenance of the City's stormwater collection and conveyance system within the Study Area. Stormwater is captured by catch basins and conveyed through a network of open ditches, pipes, catch basins, culverts, and several different types of stormwater management facilities. Some stormwater treatment best management practices (BMPs) were installed along Lebo Boulevard during the recent street upgrade, but otherwise, most of the Study Area lacks stormwater treatment.

Stormwater is discharged to the Port Washington Narrows through two outfall pipes. Most of the stormwater is discharged through the Main Street Outfall, a 36-inch HDPE pipe with an energy diffuser located on the shoreline near the intersection of Campbell Way and Wheaton Way. The southeastern corner of the Study Area, including about 0.75 acres of Wheaton Way discharges through the Bay Bowl Outfall, a 12-inch pipe near the Bay Bowl.

The stormwater infrastructure within the Eastside Center is listed in Exhibit 27.

Exhibit 27. Stormwater Infrastructure in the Eastside Center

Infrastructure	Count
Pipe (LF)	30,238
Catch Basins	301
Stormwater Facilities	6

Sources: City of Bremerton, Herrera, 2019.

Stormwater Requirements, Opportunities, and Constraints

Most of the pollutant generating impervious surface in the Study Area does not receive treatment for stormwater pollutants prior to discharge to Port Washington Narrows. Under both Action Alternatives, individual redevelopment projects and right-of-way improvements would be required to comply with stormwater management requirements from the stormwater manuals referenced in the City code. Projects that include 5,000 square feet or more of pollutant generating hard surface or $\frac{1}{4}$ of an acre of pollutant generating pervious surface would be

required to construct stormwater treatment facilities; therefore, redevelopment would result in a net improvement in stormwater quality. Because the entire EC drains directly to marine waters, and not to streams, redevelopment in the EC is exempt from flow control, however, stormwater detention may be required by the City on a case by case basis to address capacity concerns in the stormwater system and beach erosion at the outfall.

Because the area is flow control exempt, the requirements for on-site stormwater management (i.e. low-impact development [LID] or green stormwater infrastructure [GSI]) are also limited but following requirements do apply and these practices must be applied where feasible:

- All lawn and landscape must meet soil quality and depth requirements.
- Roof downspouts require consideration of infiltration trenches, downspout dispersion, or perforated stub-out connections.
- Roads, parking lots, and sidewalks need to consider sheet flow and concentrated flow dispersion.

A coarse scale assessment of infiltration potential in the City of Bremerton performed in 2017, classified much of the Study Area as having moderate shallow and deep infiltration potential (AESI 2017). The western and southern portions of the Study Area are mapped as glacial outwash soils, which are more conducive to infiltration than till soils. However, there are several factors that create challenges and uncertainty regarding infiltration potential:

- The land surface slope, and associated setbacks from geologic hazards, will make stormwater infiltration infeasible or challenging in much of the Study Area. Permeable pavement and bioretention can be deemed infeasible at slopes above 6% and 8% respectively. On sloped sites the fate of the infiltrated water must be well understood to avoid infiltrated water re-emerging as a surface water seep or causing nuisance flooding/.
- The geomorphology of the entire Study Area is mapped as artificial fill, modified land, meaning it has been modified by grading and filling, which makes soil conditions unpredictable and unreliable for infiltration. Existing underground utilities were not designed with green stormwater infrastructure in mind so utility conflicts will need to be identified and avoided or addressed.

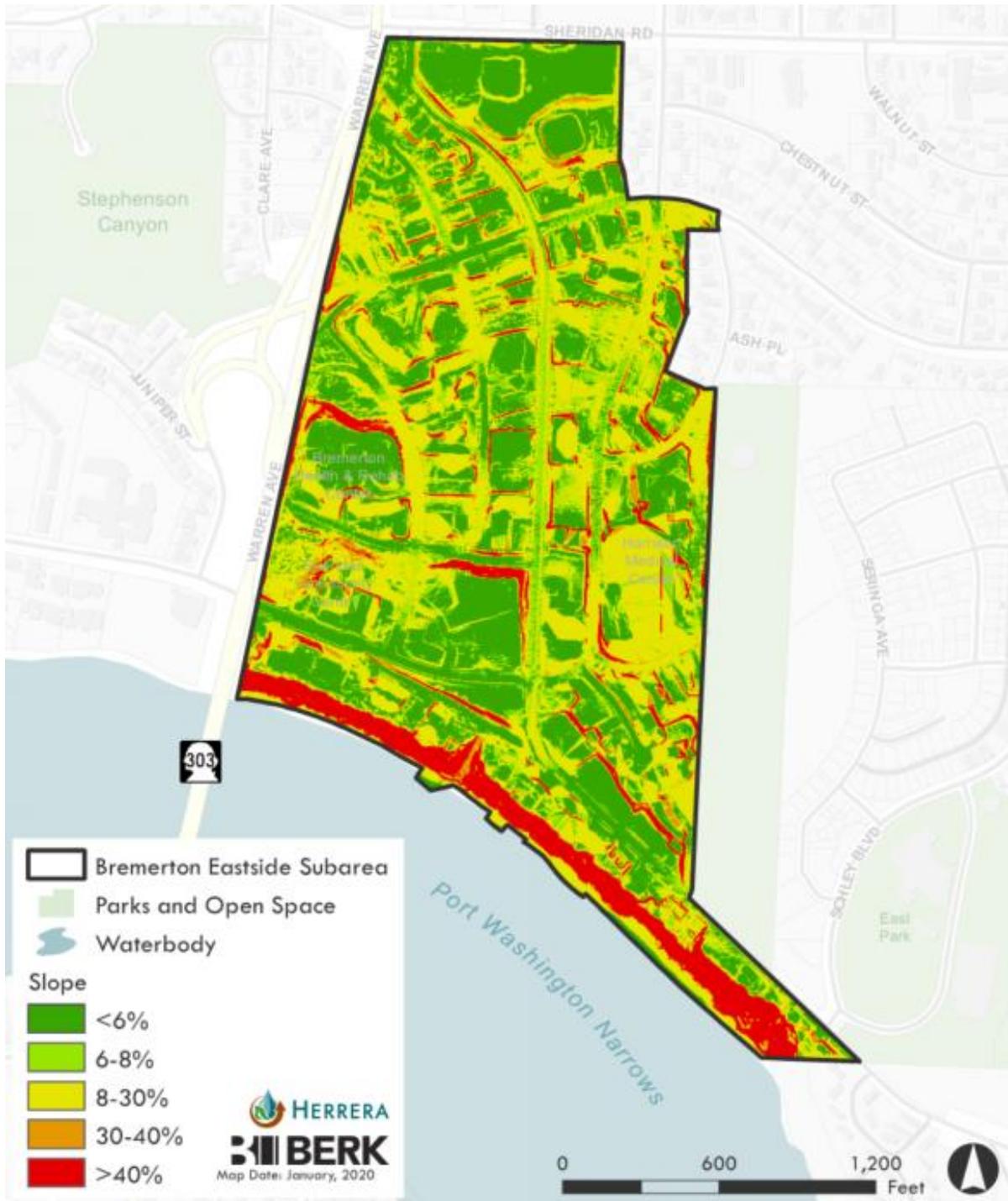
Despite the lack of a regulatory driver, LID/GSI (including bioretention, permeable pavement, green roofs, and street trees) can be a preferred approach to stormwater management in the Study Area where feasible. LID/GSI has numerous "co-benefits" beyond stormwater mitigation which can add value to the urban landscape (EPA 2020):

- Groundwater recharge where infiltration is feasible or allowed.
- Air quality improvements by reducing ground level ozone and particulate matter.
- Reduced urban heat island effects by shading, deflecting radiation, and releasing moisture into the atmosphere.
- Habitat for native species, including bird and pollinators and other insects.

- Health benefits through encouraging outdoor activity and recreation.
- Aesthetic enhancement and Increased property values.

LID/GSI can also be integrated into right of way design in ways that improve safety. In addition to the above benefits, the City's NPDES Phase II Municipal Stormwater Permit (Ecology 2019) requires the City to require LID Principles and LID BMPs when updating, revising, and developing new and local development-related codes, rules, standards, and other enforceable documents.

Exhibit 28. Lidar-Based Ground Surface Slope Within the Study Area



Source: Hererra, 2020.

Proposed Improvements

The current 6-year CIP plan for the stormwater utility doesn't include any improvements within the EC; however, the City has identified one significant problem along Cherry Avenue and is in the initial planning stages of developing, prioritizing and implementing a capital project as described below. There are also several areas in the EC that lack stormwater conveyance and these areas are also described below.

Improvements Common to All Alternatives

Cherry Ave Improvements

Several portions of the stormwater system in the Cherry Avenue basin, including areas around Harrison Hospital, need improvement. Along Cherry Avenue, between Callahan Drive on the north and Ash Street on the south, some of the stormwater still flows into the wastewater system. Elsewhere on Cherry Avenue, catch basin connections to the wastewater system have been plugged, but new stormwater conveyance has not been provided. This forces stormwater to surface-flow down the street to downgradient catch basins that are connected to the stormwater system. The City occasionally receives drainage complaints related to the amount of stormwater flowing along the road in this area. New stormwater mains need to be installed along Cherry Avenue to address this problem and a more detailed assessment is needed to define the project more specifically. Approximately 1,7000 linear feet of new and replacement stormwater main is needed and the project is expected to cost between \$1M and \$500,000 depending on the complexity of underground utility conflicts and ability for this project to be combined with other right of way improvements that would add project efficiency.

Stormwater Conveyance Needs in Other Areas of the EC

Stormwater conveyance piping is also needed on Wheaton Way between Sheridan Road and Callahan Dr, on Clare Ave (a 250 linear foot extension beginning 230 feet north of Juniper running towards Callahan Dr), and on Cherry Place to provide service in an area where stormwater currently flows into the wastewater system. Most of the piped system in the EC was installed more than 50 years ago and may either need to be replaced or lined to extend the service life of the pipe. For efficiency, the City will seek to integrate these improvements into other right-of-way improvements in the EC and SR 303 corridor improvements near the north end of the Warren Avenue Bridge.

New Park with Stormwater Features at Water Tower

Stormwater improvements would be constructed in coordination with the new park, including stormwater treatment BMPs for pollutant generating surfaces and post construction soil quality

and depth for all lawn and landscape. BMPs may also be able to treat a portion of the street right-of-way.

New Mid-block Connections

The new mid-block connections for all alternatives represent significant new and replaced pollutant generating impervious surfaces. Permeable pavement feasibility would be considered for these new connections and stormwater treatment BMPs would be installed to provide treatment.

Residential Focus Alternatives

Priority Streetscape Improvement

The Residential Focus Alternative would include pedestrian streetscape improvements along Hemlock Street, which will create an opportunity for Low Impact Development (LID) / Green Stormwater Infrastructure (GSI) to be used to provide stormwater treatment, habitat, amenity, and air quality improvements. Where ground slope and surface flow patterns are suitable, these stormwater improvements could treat runoff from adjacent streets as well.

Pedestrian Street Fronts

The Residential Focus Alternative includes more pedestrian street front improvements than the Employment Focus Alternative. Because these street front improvements are primarily at intersections, LID/GSI or other stormwater BMPs can be used to treat stormwater from multiple road surfaces in a single BMP, as well as provide habitat, amenity, air quality improvements, traffic calming elements, and shortening crossing distances for pedestrians if bulb-outs are used. However, there are several steep slopes adjacent to the proposed street front improvements, including along Jupiter Street, that could make infiltrating stormwater BMPs infeasible.

Relocate Sheridan Park

The new Sheridan Park location would be near the Campbell Way stormwater outfall, which is the primary stormwater outfall for the EC. The park relocation presents an opportunity to create a park that provides stormwater benefits through stormwater BMPs that treat roadway runoff, or possibly a percentage of the runoff from the Campbell Way outfall, as well as aesthetic and educational benefits by creating a park amenity that would communicate the connection between stormwater in the urban environment and water resources, which could create a larger opportunity for stormwater treatment. However, the flow rates in the Campbell Way outfall are very high, so designing an offline stormwater treatment facility in the relocated

Sheridan Park would require a careful feasibility and cost-benefit evaluation to find a solution that is feasible, effective, and is an appropriate park amenity.

Employment Focus Alternative

Priority Streetscape Improvement

The Employment Focus Alternative would include pedestrian streetscape improvements along Wheaton Way. Stormwater improvements would be included in the same way as the Residential Focus Alternative, but the potential for water quality benefits is greater because Wheaton Way is a larger street with higher traffic volume than Hemlock, which will create an opportunity for LID/GSI to be used to be an aesthetic amenity and provide stormwater treatment, habitat, air quality, and other co-benefits.

Pedestrian Street Fronts

Fewer pedestrian street front improvements are proposed in the Employment Focus Alternatives, but the associated stormwater improvements would be similar, just at a smaller scale because there are fewer of them. The primary street front improvements for the Employment Focus Alternative about steep slopes so infiltration BMPs are likely infeasible however lined LID/GSI facilities would still be feasible in these areas.

Improve Sheridan Park

Sheridan Park Improvements present an opportunity to treat stormwater from SR 303 within the improved park area south of Lebo Boulevard. Like the park relocation project under the Residential Focus Alternative, constructing a stormwater facility along with other park improvements could provide water quality improvements and other co-benefits.

New Road Connection from Sheridan Road to Callahan Drive & New Roundabout at SR 303 and Clare Avenue / Callahan Drive

Both new road connections will create significant new and replaced pollutant generating impervious surface thus triggering code required stormwater mitigation. These new high-volume streets will need to provide stormwater treatment BMPs which could be lined or unlined LID/GSI facilities to treat runoff from the road surface.

Water

Context

Potable water in the Study Area is provided by the City of Bremerton Water Utility. The Study Area is included in pressure zones E398 and E240 within the Bremerton Main Water System. 12-inch and 20-inch water mains supported on bridges crossing over the Port Washington Narrows supply water to the Study Area. There is one below-ground concrete reservoir tank in the Study Area as well as an above ground reservoir on the eastern boundary of the Study Area along the Madrona Trails park. The latter is configured to provide emergency supply to the Harrison Hospital vicinity if needed. The water infrastructure within the Study Area is listed in Exhibit 29.

Exhibit 29 Water Infrastructure in the Study Area

Infrastructure	Count
Mainline (LF)	23,160
Service line (LF)	4,601
Valves	128
Below-ground concrete tank located at 844 Callahan in East Bremerton (Reservoir 11)	1
Above-ground 2-million-gallon storage reservoir located just outside the Eastside Center on the edge of the Madrona Forest (Reservoir 19)	1
East 240 Zone pump station located at Reservoir 11 with a total capacity of 1,400 gallons per minute. This pump station transfers water from Reservoir 11 to Reservoirs 12 and 13 in the East 398 Zone	1

Sources: City of Bremerton, Herrera, 2019.

The water provided to the Study Area is supplied by surface water from the Union River, groundwater from 10 production wells, and interties with the West 517 Zone (Bremerton 2012). The Union River watershed is protected by the Watershed Control Plan and the Bremerton Land Management Plan which include regular water quality monitoring. Groundwater sources are protected by Bremerton’s Wellhead Protection Plan (1996). The water supplied from these

sources is controlled through the Supervisory Control and Data Acquisition (SCADA) system. Ductile iron and cast-iron pipe comprise most of the distribution system.

The City has enough water supply to meet demand beyond 2032 (City of Bremerton 2012). If Bremerton had to rely on groundwater supply only, there is no anticipated shortfall in the short term (City of Bremerton 2012). Because the current surface water source from Union River is unfiltered, and in case of extreme weather events including storms and drought caused by climate change, the groundwater supply should be able to meet demand on its own. Strategies proposed to meet future demands without relying on surface water sources include:

- Pursue water rights applications for 3 existing wells (Well Numbers 9, 21, and 22).
- Increase use of current groundwater certificate capacity.
- Pursue formal aquifer storage and recharge (ASR) recognition.
- Consider treatment and filtration for Anderson Creek and Gorst Creek surface water sources as alternatives to the Union River source.

Bremerton has a plan to replace substandard water mains (less than 3-inch diameter pipes) annually based on head loss, pipe age, size, and maintenance problems. Bremerton is in the process of updating the Water System Plan for the city.

Proposed Improvements

There are anticipated to be new water lines constructed as part of the building of new roadways. When these new roadways are built, the associated water infrastructure will be built at the same time. These three potential water system improvements may need to be added to the City's water capital improvement plan:

- Constructing a new water main on the new road connection between Sheridan Road and Callahan Drive (Employment Focus Alternative).
- Relocating or replacing water mains if needed in relation to the new traffic circle (Employment Focus Alternative).
- Constructing new water mains on new midblock connections (common to both alternatives).

Further Evaluation

Because there are two reservoirs and large water mains bisecting the Study Area, major upgrades to the water system are not expected to be required, but the preferred alternative should be evaluated by the City using the water system model to determine whether any capital improvements are needed address fire flow requirements or general water supply.

Wastewater

Context

The Bremerton Department of Public Works and Utilities provides wastewater service for the Study Area. Most of the Study Area is in the Cherry Avenue Basin, a combined 214-acre basin that is 82% sewered. Combined sewer overflow Outfall OF-3, one of the overflows for the East Bremerton Beach Main, is at the downstream edge of the basin, though sewer flow is not directed to this outfall under normal operation. Analysis from the 2014 Wastewater Comprehensive Plan indicates that the East Bremerton Beach Main can accommodate flow from new service areas. Under normal operations, wastewater flows by gravity out of the basin and crosses under the Port Washington Narrows to a pump station, where it is pumped to the wastewater treatment plant. The wastewater infrastructure within the Eastside Center is shown in Exhibit 30.

Exhibit 30 Wastewater Infrastructure in the Eastside Center

Infrastructure	Count
Force Main (LF)	1,496
Gravity Main (LF)	15,907
Manholes	65

Sources: City of Bremerton, Herrera, 2019.

The City recently installed cured-in-place pipe (CIPP) in 2014 along all of Cherry Avenue. No wastewater capital improvement projects are scheduled in the Eastside Center between 2019 and 2026, which is the current capital project planning period.

Proposed Improvements

There are anticipated to be new sewer lines constructed as part of the building of new roadways. When these new roadways are built, the associated sewer infrastructure will be built at the same time. These three potential sewer system improvements may need to be added to the City's sewer capital improvement plan:

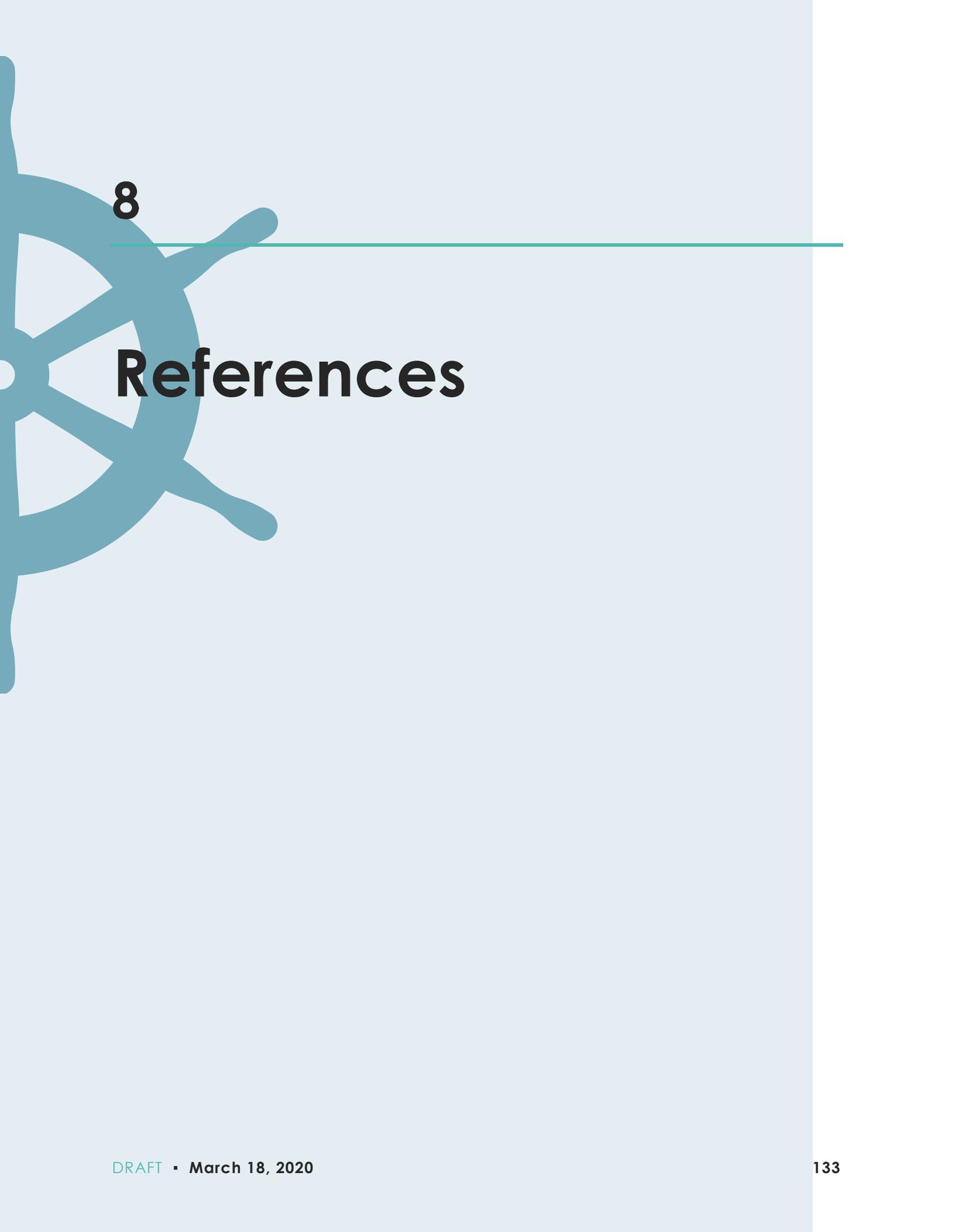
- Constructing a new sewer main on the new road connection between Sheridan Road and Callahan Drive (Employment Focus Alternative).

- Relocating or replacing the sewer main, if needed, in relation to the new traffic circle (Employment Focus Alternative).
- Constructing new sewer mains on new midblock connections (common to both alternatives) The new midblock connections present an opportunity to improve wastewater service along Wheaton Way if those improvements are needed.

In the past, the sanitary sewer on Cherry Avenue from Ash Street to Cherry Place has become overloaded during large storms, resulting in flooding of commercial businesses. Backwater valves have been installed at the right-of-way for businesses on Cherry Avenue in this vicinity and a portion of the main has been lined. The installation of a new storm drain pipe (described above in the Stormwater Section) will eliminate this problem by preventing stormwater from entering the wastewater system.

Other Measures

Though the action alternatives are not expected to have a significant impact on the wastewater system, the City should continue to pursue projects that reduce inflow and infiltration to the wastewater system. See the Stormwater Section for a proposed stormwater improvement that will reduce inflow.



8

References

[Pending]