

Planning Commission Recommended District 6 Profile

2016 Comprehensive Plan Update – Growth Management Act Monitoring

November 2014



**2004 City of Bremerton
Comprehensive Plan
States:**

This Comprehensive Plan is the umbrella policy document that guides virtually all decisions made by City government and, in many cases, by local organizations and individual citizens. It seeks to assure that each community decision, expenditure, and action is consistent with our shared visions, values and goals.



Roy Runyon
District #6 Representative

Have comments, suggestions, want to stay informed? Please participate at: www.Bremerton2035.com

Comprehensive Plan Update 2016 – Work Program

Comprehensive Plan Update

Our Comprehensive Plan is a 20-year vision and roadmap for Bremerton's future. Our plan guides City decisions on where to build new jobs and homes, how to improve our transportation system, and where to make capital investments such as utilities, sidewalks, and public facilities. Our Comprehensive Plan is the framework for most of Bremerton's big-picture decisions on how to grow while preserving and improving our neighborhoods.

Our Comprehensive Plan meets the requirements of the Washington State Growth Management Act (GMA) by helping protect our environment, quality of life, and economic development. Our plan must be consistent with both the multi-county planning policies in Puget Sound Regional Council's (PRSC) [Vision 2040](#) and [Kitsap County's Countywide Planning Policies](#).

Many communities amend their comprehensive plan annually and regularly adopt changes to the development regulations that implement them. In addition to these regular amendments, the state GMA requires cities and counties to update comprehensive plans every seven years; however legislation approved an extension due to the economic recession. In the City of Bremerton's case, an updated plan must be approved by June 30, 2016 to comply with State GMA (RCW 36.70A.130(5)).

Now We Know Why, What's Next?

As the City embarks in the update for the Comprehensive Plan, we are encouraging everyone to consider what the current Comprehensive Plan goals and policies say and where do you see Bremerton in 20 years (do the policies and your vision match?). The following pages are a summarization of the current plan and current trends. When you are considering the following information, keep the following questions in mind:

- 1. What makes Bremerton a Special Place?**
- 2. What makes people want to become part of this community?**
- 3. What attracts new vigor and activity to this community?**
- 4. What are the qualities that make Bremerton unique in the world and special to its citizens – both old and new?**
- 5. What changes would you make to the Plan to make it match with your response to the last four questions?**

The Plan can be seen in its entirety at www.Bremerton2035.com

Growth Targets and Land Supply

Washington State Law requires that the City plan for the growth targets established by the Washington State Office of Financial Management. The following table summarizes those growth targets:

Jurisdiction	Census 2010	Target Growth within 20 years	Additional Residents to Plan For
City of Bremerton limits	37,729	52,017 people	14,288 people

An Updated Land Capacity Analysis (ULCA) has been conducted for this Comprehensive Plan update. The ULCA reports can be seen at www.Bremerton2035.com. In the ULCA, staff has identified all vacant and underutilized lands for residential and commercial capacity. The growth targets of the City of Bremerton are to accommodate 14,288 people and 18,003 jobs within the next 20 years. After performing the ULCA, it has been identified that with our current designations approximately 34,000 people can be accommodated and 19,000 jobs. As such, the land supply for residential and commercial is in excess from the predicted growth targets.

This table summarizes the District's residential data that was used in the [Update Land Capacity Analysis](#):

District 6	Total Acres	Identified as Underutilized*	Underutilized Lot Potential (@7.5 units/acre)	Underutilized Lot Potential Population (@2.24/unit)
Low Density Residential (R10)	560	92.3 acres	692 lots	1,550 people could be accommodated within District 6

*Underutilized is identified in Bremerton Land Capacity Analysis; includes vacant land or lots that could be subdivided. These numbers are in draft form, as the analysis is still in draft form until Kitsap County's adoption late 2014.

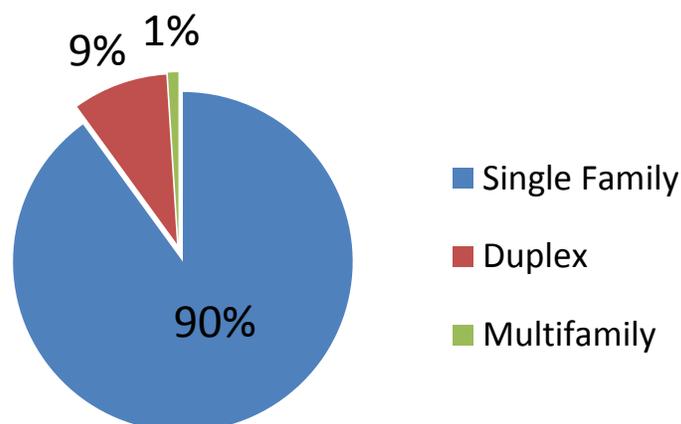
This table summarizes the District's commercial data that was used in the [Update Land Capacity Analysis](#).

Commercial Zone	Acres	Square Footage of Buildings	Land Supply Capacity and Jobs that can be accommodated within District
Commercial Corridor	37.3	361,781	114,773 sq ft or 230 jobs
Industrial Park	31.5	156,489	61,624 sq ft or 64 jobs
Limited Commercial	2.6	33621	6,939 sq ft or 14 jobs
Neighborhood Center Core	14.7	142756	28,688 sq ft or 57 jobs

These numbers are in draft form, as the analysis is still in draft form until Kitsap County's adoption late 2014.

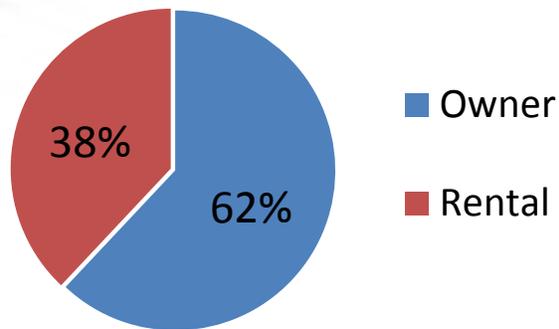
Current Stats of District 6:

Residential Types Within District



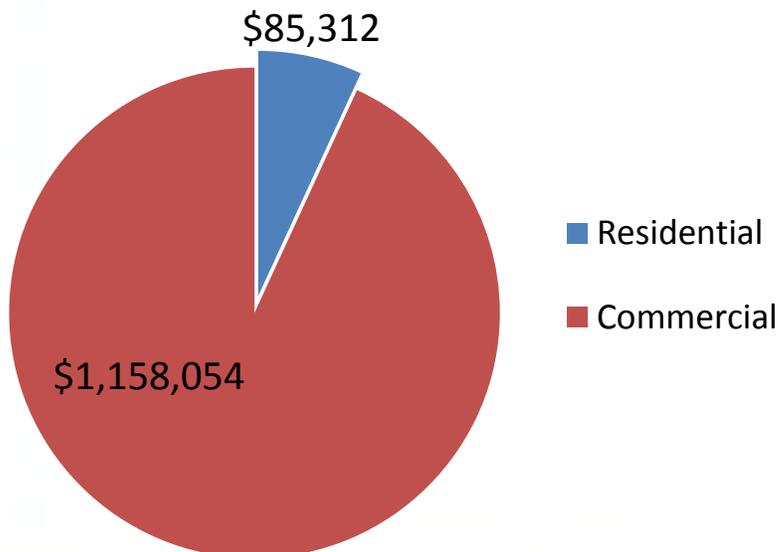
Current Stats of District 6 (continued):

**Single Family Residences
Ownership**



*This analysis was performed using Kitsap County Assessor data as of August 2014 to compare tax payer address to owner's home address. Breakdown is in the file within Department of Community Development.

Residential Type	Median Year Built	Median Building Value	Median Total Value (land & structure)
Single Family	1947	\$100,311	\$150,203
Duplex	1956	\$77,037	\$110,800
Multifamily	1953	\$506,803	\$655,426



Permit Submittals

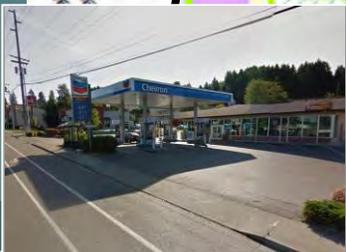
Graph to the left shows where money is being spent on improvements (by permit value) within this District between January – July 2014.

City Council District 6

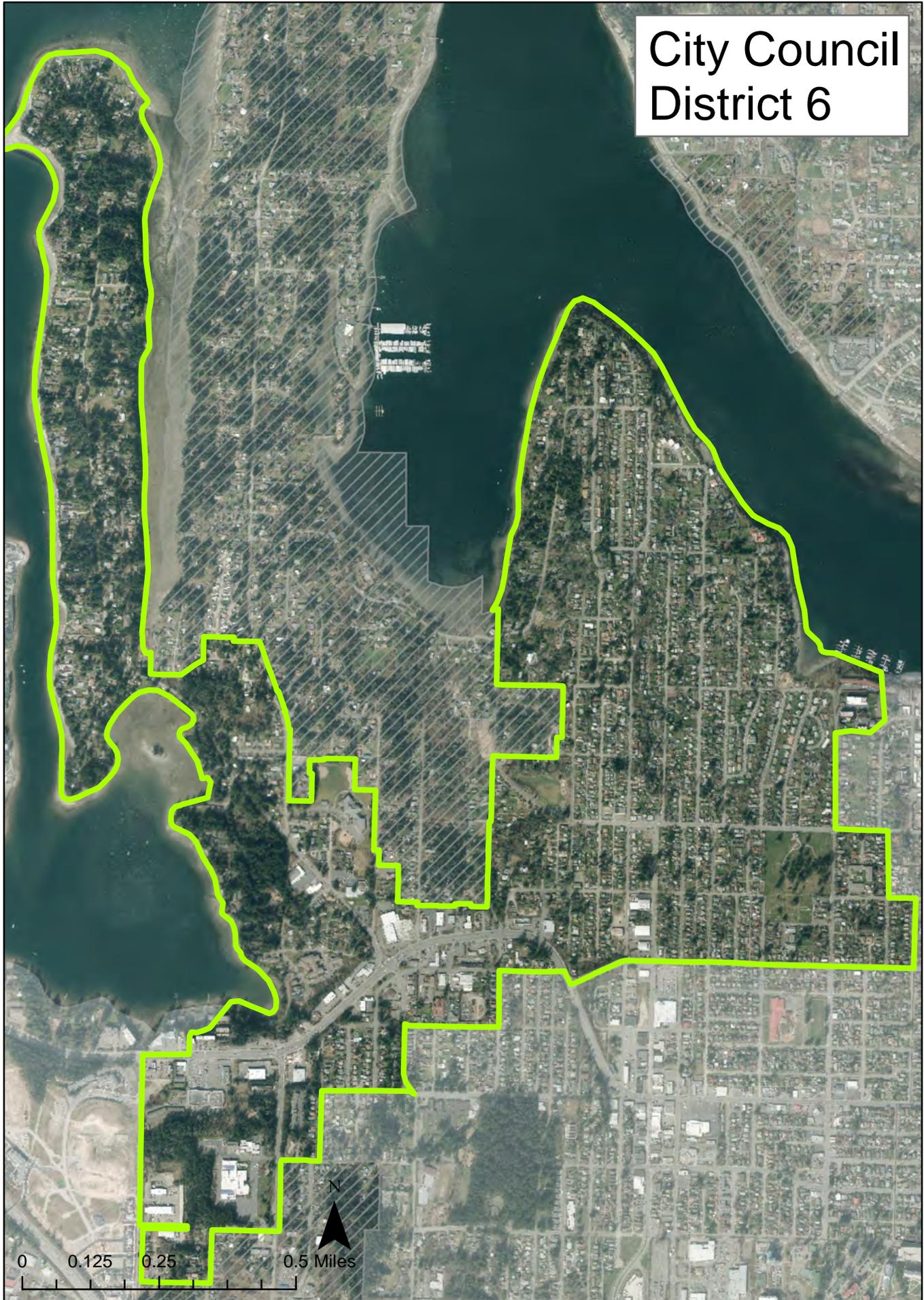


Zoning

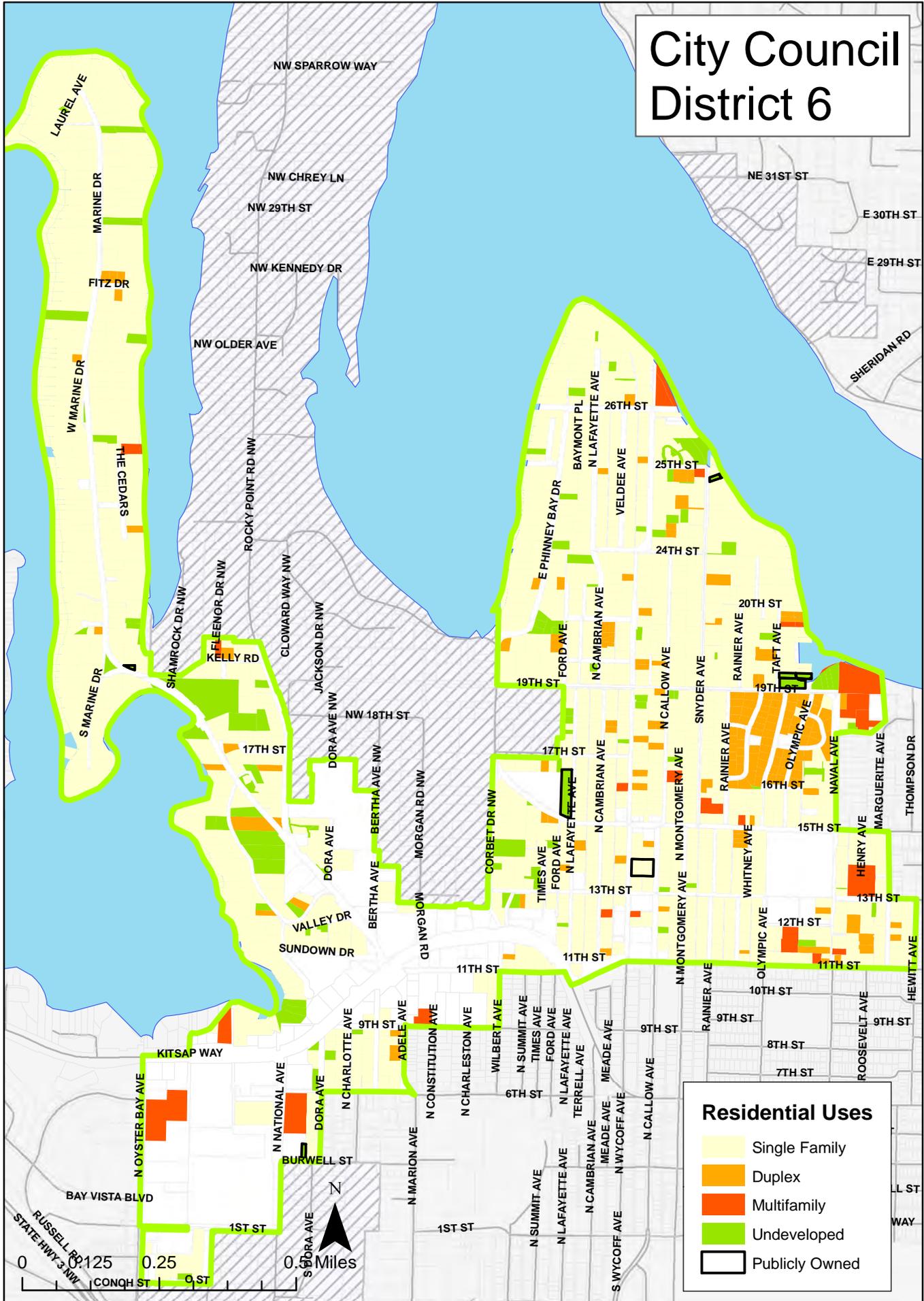
- Commercial Corridor
- District Center Core
- Industrial Park
- Limited Commercial
- Neighborhood Center Core
- R-10 Residential
- R-10* Residential



City Council District 6



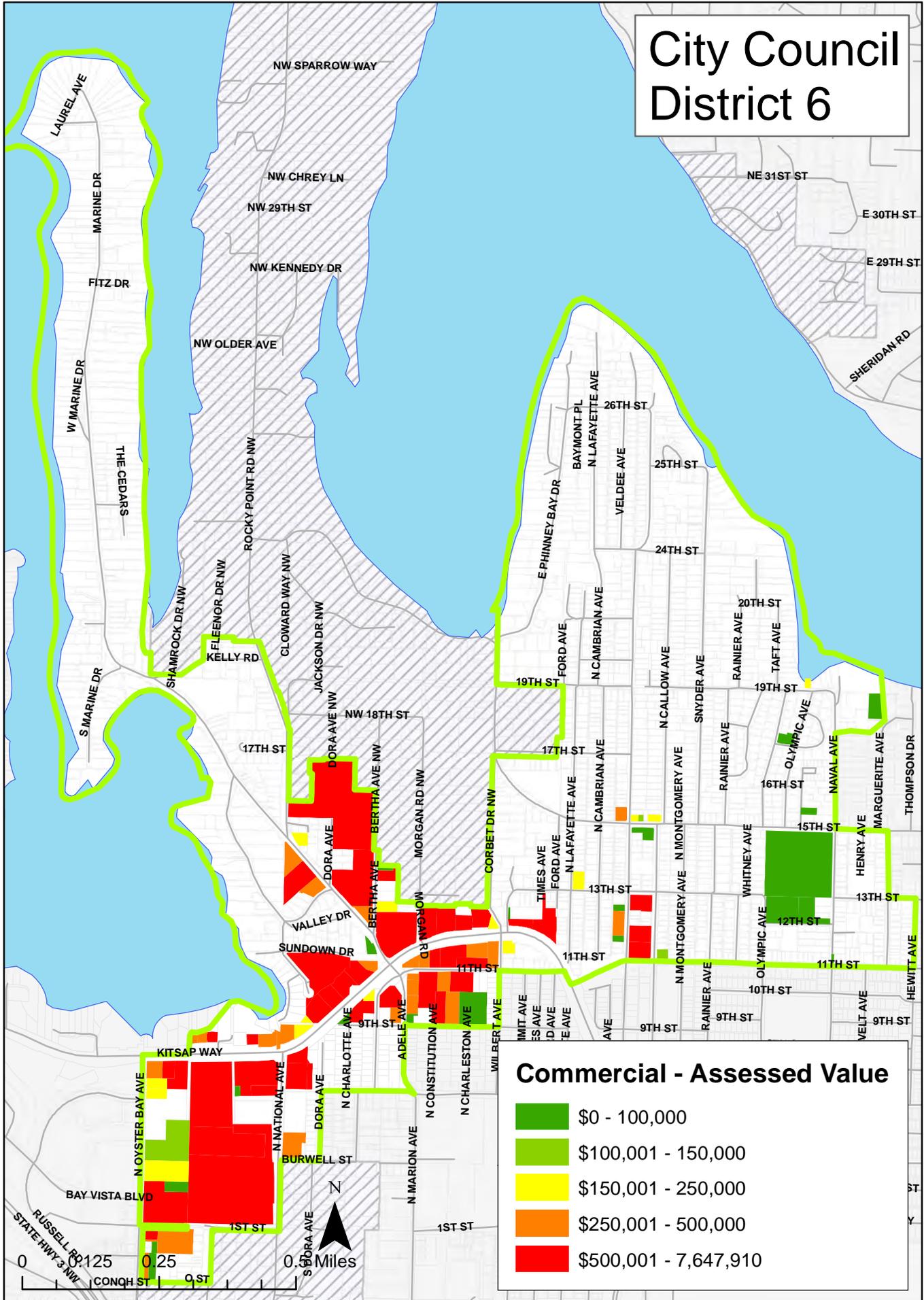
City Council District 6



Residential Uses

- Single Family
- Duplex
- Multifamily
- Undeveloped
- Publicly Owned

City Council District 6



2004 Comprehensive Plan – Current Code

Within District 6 six designations have been identified within the 2004 Comprehensive Plan below. In conjunction with this Comprehensive Plan update, this could be revised. This area includes Haddon and Oyster Bay Neighborhood Centers and part of Charleston District Center.

Low Density Residential (LDR)

Density: 5-10 units per acre

Height: Low rise, not to exceed 3 stories

Structure Type: Detached single family housing (unless PUD) includes zero lot-line)

Character: Compatible with surrounding neighborhood

Location: Where predominant today, covering most areas of the City

Policy direction: Protect the character of single family neighborhoods by infilling at compatible densities and focusing higher intensity land uses in designated centers and corridors.

Discussion: The city's residential neighborhoods are characterized by low-rise (1 to 3 stories), detached homes on traditional urban lots. Some attached housing may be appropriate to respond to the development-sensitive conditions. It may be produced through planned unit development, but should also be low-rise.

To maintain the traditional character of residential districts that are mostly developed, new residential projects should be built at compatible densities. Efficient delivery of urban services is best achieved at densities such as those found in West Bremerton between Callow and the Narrows. This area is characterized by a formal grid street pattern that defines the most strongly urban platting within the City. The average residential density here approaches seven units per acre.

Commercial Corridor (CC)

General development parameters

Density: 20 units per acre, maximum

Height: 3 stories

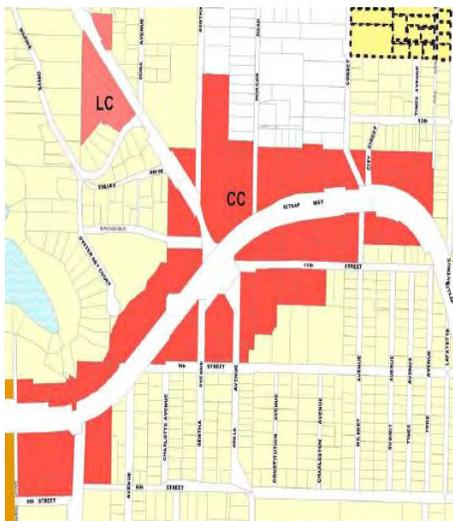
Structure Type: Various commercial types, mixed commercial/residential types near street frontages are preferred

Character: High intensity commercial uses with residential component in street front buildings. Plentiful parking provided in locations behind or beside primary structures Location: Along high traffic corridors/primary arterials as mapped (initially indicated along Kitsap Way)

Policy direction:

Provide appropriate locations for high intensity commercial uses in a setting based on an urban design ethic that creates a pedestrian-friendly, transit-supporting corridor, while accommodating a wide variety of commercial activities.

Discussion: The Commercial Corridor designation provides for intense commercial activities. It focuses growth along transportation corridors and is intended to provide appropriate locations for activities that require high levels of access by automobile traffic. Design considerations include multistory buildings on wide sidewalks at the street frontage, with street trees, attractive landscaping, benches, and frequent transit stops. Transit-oriented residential uses are appropriate on second or third floors near the street and transit stops. Office uses may also be appropriate near the street frontage. Uses in areas away from the street include parking and more intense retail uses. Special design provisions are employed to provide adequate buffering and transitions to less intense land uses in adjacent areas. Parking for larger commercial operations is provided behind or beside street fronting structures. A full range of services may be accommodated, including such uses as food markets, theaters, restaurants, hardware stores and automobile-oriented businesses such as gas stations and fast-food outlets. Incentive-based development should be encouraged with a priority on preserving existing vegetation through the use of open space and vegetative buffers.



Neighborhood Center Core (NCC)

This area is also classified as the Haddon Neighborhood Center.

General development parameters

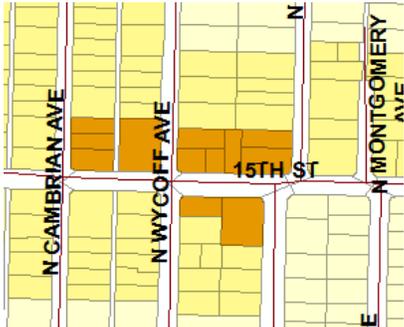
Density: 20 units per acre (average)

Height: Mid- rise, ranging from one to four stories.

Structure Type: Mixed, ranging from small-lot single family near the center edge to four story mixed-use structures at the focal point of the center

Character: Mixed-use, walkable environment with urban amenities serving center and surrounding neighborhood

Location: Specifically mapped locations, arranged to serve supporting neighborhood of approximately one mile diameter



Policy direction:

Focus significant portions of new development into high quality urban centers providing services to a surrounding neighborhood in a pedestrian oriented, mixed use environment.

Discussion: The NC designation establishes Neighborhood Centers. Neighborhood Centers are mixed-use environments with an emphasis on mixed use structures, pedestrian oriented design, mixed and varied housing types, and the provision of neighborhood scale commercial, professional, and community services. The size and scale of a Neighborhood Center is such that it provides a focus and services for an area of approximately one mile in diameter surrounding the center. Neighborhood Centers are typically provided with at least one “focus amenity” such as a park, school, public facility, or public plaza. Neighborhood centers have an identifiable central area with building heights of at least two or three stories with retail or office uses at ground level and residential above. Building height is stepped down and density of housing is lower as distance from the focus area increases. Away from the central focus area, residential uses may predominate. Initially, design standards will be created, guiding development in all Neighborhood Centers. Over time, more focused neighborhood planning efforts will be conducted through which a specific plan that serves as an addendum to the Comprehensive Plan will be developed for each center.



Centers provide for efficiencies in the provision of public services such as utilities and transit. In addition, centers provide living environments attractive to a growing segment of society that desires a more active, stimulating setting, offering ability to access key amenities and conveniences without driving.

District Center Core (DCC)

This Council District has the northern portion of the Charleston District Center (DCC).

General development parameters

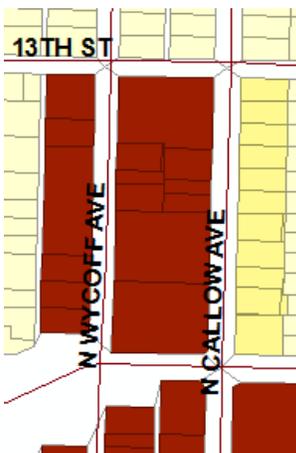
Density: 20 units per acre (average)

Height: Mid-rise, ranging from one to five stories

Structure Type: mixed, ranging from small-lot single family near the center edge to five story mixed use structures at the focal point of the center

Character: Mixed-use walkable environment with urban amenities serving center residents and several surrounding neighborhoods

Location: Specifically mapped locations, arranged to serve several supporting neighborhoods. District centers will typically be along primary transit routes and be linked by major arterials



Policy Direction:

Focus significant portions of new development – especially multi-family residential and multiple neighborhood serving commercial - into high quality District Centers providing services to several neighborhoods in a pedestrian oriented, mixed use environment.

Discussion: The DC designation establishes District Centers. District Centers are mixed use environments that serve as a focus for a collection of neighborhoods. They provide services, commercial uses, and community amenities for several neighborhoods. District Centers are mixed-use environments with an emphasis on mixed-use structures, pedestrian-oriented design, a mix of housing types, and a high level of service by mass transit. The pedestrian design emphasis in District Centers is balanced with a recognition that the wider market area that is served by the commercial uses will bring traffic and parking issues. District Centers have a central focus area around an amenity such as a civic green space or plaza. Buildings surrounding the central focus amenity should be at least three to four stories in height, with retail or office uses facing the focus amenity and/or street. As distance from the central focus area increases, building heights and residential densities decrease. Away from the central focus area, residential uses may predominate. Design standards are applied to assure quality development that meets the mixed-use nature of District Centers while accommodating somewhat larger scale commercial, office, and community uses than those found in a Neighborhood Center.

Industrial Park (IP)

Structure Type: Industrial, office, light manufacturing

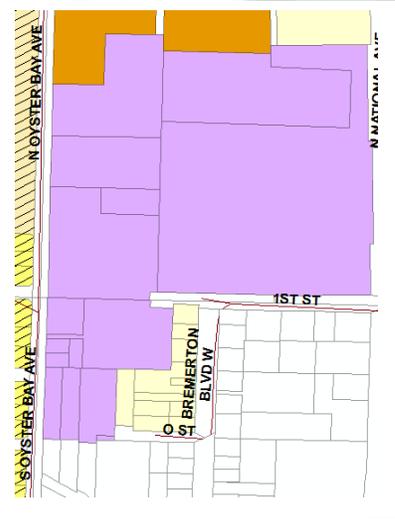
Character: Well planned office and light industrial complexes that display good site design. Emphasis of providing transition to nearby less intense uses (if any)

Location: As mapped

Policy direction:

Provide for appropriate locations for light industrial uses in a well planned Industrial Parks should include adequate landscaping, architectural standards, and other site design considerations to assure compatibility with neighboring uses – especially residential areas. Developments must be consistent with any shorelines and critical areas designations.

Discussion: The Industrial Park designation provides for existing and future areas of light industrial and office uses. Industrial park areas feature well designed sites with landscaping and unified architectural features. Because such uses are sometimes located near residential or important commercial corridors, care must be given to the interface with those less intense areas. In cases where industrial parks are near shoreline areas, uses should be consistent with the shorelines designation and must protect shorelines values.



Limited Commercial (LC)

General development parameters

Density: Zero

Height: 60 feet

Structure Type: Commercial structures



Character: This designation recognizes commercial uses outside of centers that existed upon adoption of this Comprehensive Plan in 2004

Location: Various locations as mapped on the Comprehensive Plan Land Use Map

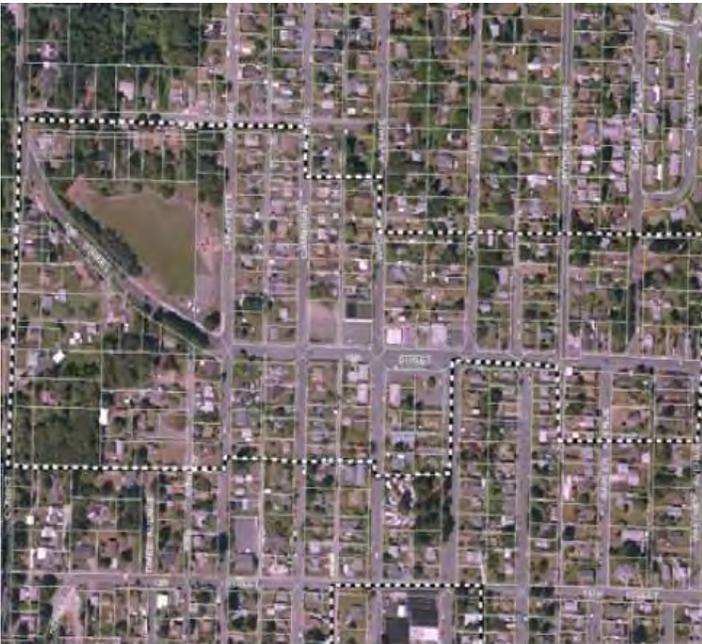
Discussion: The Limited Commercial designation recognizes General Commercial (CG) designations that existed prior to adoption of this 2004 Comprehensive Plan Update *and* on which development consistent with that designation exists. The designation operates to identify those existing uses and identify their physical extent in 2004. Expansion of those areas is not consistent with the intent of this plan.

Field Notes and Recommendations

- Haddon Neighborhood Center
 - FIELD NOTE: In the 2004 Comprehensive Plan, this area was designated as Haddon Neighborhood Center, as it has a commercial core (convenience store, parking lots, former warehouse and Hi-Lo's Restaurant) and it has opportunity for development on vacant commercial lots in the core. A key component of having a neighborhood center is having a central place which can be identified as center point to focus development. Haddon Neighborhood Center included Haddon Park and the small commercial area just mentioned which were considered as key locations. However, the center concept states that centers are each unique, requiring specialized plans and development standards. With the area around this center as primarily established single-family residential with the majority of parcels are under separate ownership, this makes it difficult to acquire land for redevelopment to benefit a specialized plan with growth targets for more dense housing and employment.

This area does have an ability to grow commercial uses (as there are underutilized buildings and vacant lots); however it isn't necessary or a benefit to have this location considered a Neighborhood Center. Staff does not see the advantage to create a specialized plan with significant population growth for this area targeted.

- STAFF RECOMMENDATION: To remove this area as a center, however the existing lots with commercial uses (including the vacant lands around the commercial area) should be classified as some form of commercial designation (potentially Neighborhood Commercial, Commercial Corridor or Limited Commercial). The residential uses within the center should be classified as Low Density Residential designation. The growth targets for this area should also be reduced to be consistent with the Low Density Residential designation. Also please see the discussion in the next section about growth targets.

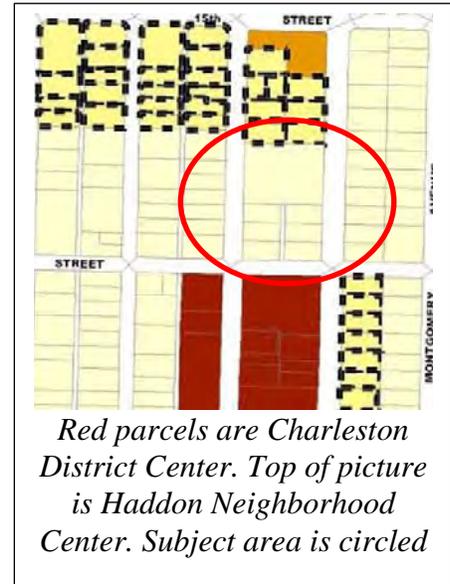


The Haddon Neighborhood Center is 27 acres.

Field Notes and Recommendations (continued)

- Low Density Residential
 - FIELD NOTE: Just south of the Haddon Neighborhood Center and just north of the Charleston District Center, is an area that is considered Low Density Residential (LDR) designation which is shown to the right. This neighborhood contains established single-family residences, as shown below. Discussions have been proposed to Staff, Planning Commission and City Council to expand the Charleston District Center into this area.

In the 2004 Comprehensive Plan, the Center Concept was described in detail within the Land Use Section. This new approach to urban planning in Bremerton matches a nationwide interest in mixed-use “urban villages”. As a result, this Comprehensive Plan largely focuses on the implementation of newly designated Centers.



Pictures of housing stock within subject area on Wycoff Ave, Callow Ave and 13th Street. Properties has an average assessed value of: \$84,000

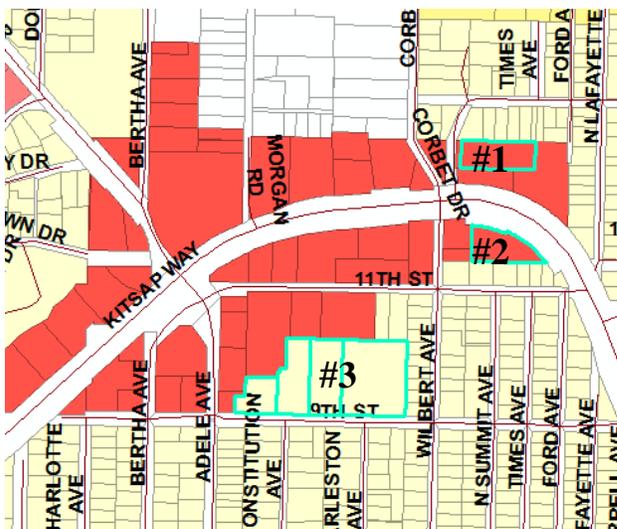
The Plan describes the philosophy, benefits, and application of the centers approach in Bremerton. Staff is not proposing changes to the overarching principles of the Centers Concept in the Comprehensive Plan update, thus all changes to the Comprehensive Plan must comply with Center Concept approach. This includes that centers will have the “look and feel” of a small downtown, with moderate to high density uses at the core, transitioning out to the surrounding single family areas. Staff would not recommend expanding the Charleston District Center to include this area as it does not comply with Center approach, as this area is existing established single family neighborhood.

In addition, as described at the beginning of this report within the *Growth Targets and Land Supply*, an Updated Land Capacity Analysis (ULCA) has been conducted for this Comprehensive Plan update. Staff has identified all vacant and underutilized lands for residential and commercial capacity. The land supply for residential and commercial is in excess from the predicted growth targets. This is further complicated by the fact that the ULCA primarily addresses vacant and underutilized land, and not vacant commercial buildings. As the City has many empty buildings, there is actually has more commercial square footage available then stated in the ULCA. As such, all recommendations provided by staff for this Comprehensive Plan update is actually to reduce our Centers area, as Centers plan for higher and more intense uses. This is also a reason why the Haddon Neighborhood Center should be removed (see last section)

STAFF RECOMMENDATION: Based on the information we have and after consideration of the condition of this single family neighborhood housing stock and the fact that our growth targets don’t require additional redevelopment land area, staff is not recommending an expansion of the Charleston District Center into this established single family neighborhood.

Field Notes and Recommendations (continued)

- Commercial Corridor (CC)
 - FIELD NOTE: The Commercial Corridor (CC) straddles Kitsap Way starting at Napa Auto Store to the east and ends at Rite Aid to the west. This designation seems appropriate per the classification in the Comprehensive Plan, however through our walking tour, specific parcels were identified as inappropriately designated. Those parcels are described as such:
 1. FIELD NOTE: Parcel just north of the building located on Kitsap Way and Wilbert Avenue, just north of the former Total Video building (currently contains a smoke shop and vacant spaces). Until recently this property contained four dilapidated single-family residences that are now demolished. Access to the property is from Wilbert and has no access to Kitsap Way
STAFF RECOMMENDATION: Due to the topography this commercially designated parcel is above the existing building located on Kitsap Way and can only be accessed from the road Wilbert Avenue near a 90 degree turn in the road. This property should be designated as Low Density Residential designation (LDR).
 2. FIELD NOTE: Across Kitsap Way from the above stated parcel, is a single-family residential property that sits approximately 40' above Kitsap Way due to its topography. This parcel is also designated as CC. The access from this parcel is on the bend down to the 11th Street light on Kitsap Way.
STAFF RECOMMENDATION: Due to the topography and the access to the parcel, staff is recommending resignation of this parcel to LDR.



3. FIELD NOTE: In addition to removing parcels from CC, additional parcels should be included within this designation which includes the area between 11th Street and 9th Street between Adele Street and where Charleston Avenue starts. This area includes the former Evergreen Senior Housing (which has split zoning of CC and LDR), Cypress Garden Senior Housing, sub-station, and a church which is currently zoned Low Density Residential.

STAFF RECOMMENDATION: Consideration to re-designate this area to CC designation could be utilized for this area because the uses are commercial in nature.

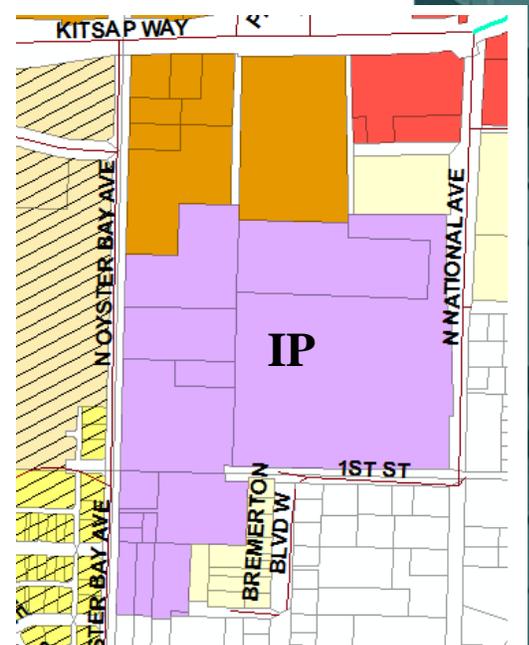
Field Notes and Recommendations (continued)

- Oyster Bay Neighborhood Center
 - **FIELD NOTE:** As discussed on a previous page, as identified from the Land Capacity Analysis, the City can already accommodate more jobs and residents with our current Land Use designation than necessary for our 20-year planning horizons. The Oyster Bay Neighborhood Center is a center that staff has not seen improvements within the last decade, and if development was to occur, this area would not necessarily warrant additional planning elements.
 - **STAFF RECOMMENDATION:** To simplify the Comprehensive Plan and to further address our excess residential capacity, Oyster Bay Neighborhood Center should be re-designated to a commercial designation, potentially the Commercial Corridor designation.



Oyster Bay Neighborhood Center is along Kitsap Way and Oyster Bay

- Industrial Park
 - **FIELD NOTE:** The Industrial Park (IP) designation supports well-planned office and light industrial complexes, that provides transitions to the nearby less intense uses. The IP designation within this district is applied on the parcels that contain the West Sound Technical Skills Center, City of Bremerton Public Works Department, construction company offices and vacant lands. Re-designation of this area may be warranted to commercial designation, including the parcels to the north and the West Sound Technical Skills Center. Please note that the bordering parcels to the east are Kitsap County jurisdiction and are classified as Industrial.
 - **STAFF RECOMMENDATION:** Staff will consider re-designation of the parcels within this area to appropriate designations given the uses on the site.

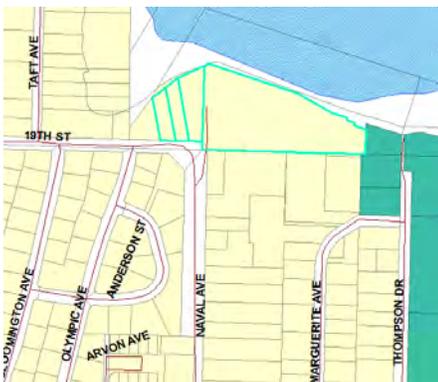


Industrial Park (IP) is the purple parcels.

Field Notes and Recommendations (continued)

- Low Density Residential

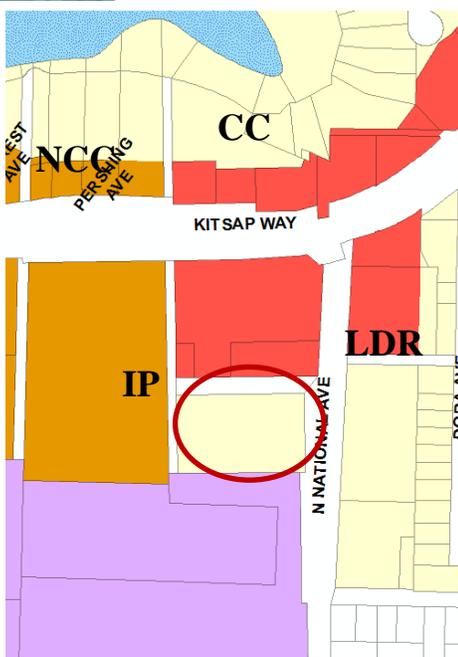
- **FIELD NOTE:** One of the intents of the 2004 Comprehensive Plan was to promote homeownership by encouraging single family homes in LDR areas and in turn limiting duplexes, and multifamily structures to center designations. However, within the LDR designation, there are many existing types of housing, including duplexes and townhomes (3 or less units) and multifamily structures (4 or more units). These are currently classified as nonconforming uses.
- **STAFF RECOMMENDATION:** A potential consideration for duplexes and townhouses (3 or less units) is to modify the Comprehensive Plan policies to allow them. The development would have to comply with the LDR designation of 5 to 10 dwelling units per acre (or the density assigned after this update). Such as within the LDR a 3-unit townhome could be built on a minimum 0.3 acres lot, meeting density requirements of 5 to 10 dwelling units per acre. Multifamily structures (structures with 4 or more units) would require new multifamily designations within



Parcels selected include a multi-family apartment and vacant lot

the Comprehensive Plan, as they were removed in the 2004 Plan. Or, these multifamily units could remain limited to centers, or continue as nonconforming within the LDR.

- **FIELD NOTE:** The area to the west of Marine Industrial, along the waterfront, contains a multifamily structure and a vacant lot within the LDR, which allows single family residential uses. Staff has received request for this area to be developed at multifamily, however this is against the Plan's goal of limiting multifamily to centers. This area is within a half mile to Olympic College thus providing an opportunity to support housing options.
- **STAFF RECOMMENDATION:** Consideration of allowing multifamily, beyond the center should be discussed throughout this update. Discussions is similar to the above recommendation



LDR designated parcel may be re-designated as Commercial

- **FIELD NOTE:** A parcel located on National Avenue (as highlighted in the picture to the left) is LDR designation as it contains a single family residence. However it is surrounded by Commercial Corridor, Neighborhood Center Core, and Industrial Park designation. Staff has received inquiries to develop this lot as a commercial property to comply with the surrounding uses (such as Rite Aid and the former Chieftain Hotel to the north and QFC complex to the west),

STAFF RECOMMENDATION: Consider re-designating this lot to commercial designation to provide opportunity for redevelopment along National Avenue.

Field Notes and Recommendations (continued)

- Common Themes:

- FIELD NOTE: As Staff reviewed the Plan for this update, references to the previous Plan was used. Such as in the Limited Commercial (LC) designation references the previous Plan's designation when discussing LC designation. In addition, Staff is recommending consolidating and simplifying the Comprehensive Plan as a whole to create a more user-friendly document.

STAFF RECOMMENDATION: To assist in simplicity and creating a more user-friendly document, staff is recommending revising description to help clarify all land use designations and remove reference to previous Comprehensive Plans.

- FIELD NOTE: Throughout all the District tours, conversations came up about how we promote redevelopment and the reuse of existing buildings that may be nonconforming (example: a store within the LDR designation). Our current Comprehensive Plan encourages limiting commercial uses to main arterials and centers, however there are underutilized building spaces throughout the City that are just becoming blights within neighborhoods. Complicated application processes for building reuse are intimidating, so how can we expedite the process? This should be a goal of this process to have policies that encourage redevelopment of existing buildings as the City of Bremerton has a surplus of underutilized spaces.

STAFF RECOMMENDATION: Parcels with nonconforming commercial uses should be re-designated to commercial designations if appropriate (such as, adjacent to existing commercial designations). Add goals and policies to help expedite the process and consideration for redevelopment and reuse of existing buildings within the City.

Council District 6 Profile

Work Program

This report is one part of eight for the City of Bremerton Work Program for the Comprehensive Plan Update. The documents that comprise of the Work Program are the Report on Comprehensive Plan Consistency with State Law and Policy, and the other six District Profiles, all are under a separate cover. All these documents are out for public comment. All documents of this Work Program can be seen at www.Bremerton2035.com.



Staff, Allison Satter, and the honorary District Mascot during the District 6 tour

The City is waiting for your comment! Get your neighbors, walk your district and help with this process. If you can provide comments about the Work Program, give us answers to the questions (1 to 5) on page one, AND identify the location of the District Mascot (picture at left), there is a prize for you (one per participant please). Must pick up prize at City Hall. Supplies are limited, but all comments are welcome and encouraged!

Please contact Allison Satter, Long Range Planner, at (360) 473-5845 or compplan@ci.bremerton.wa.us with your feedback!



345 6th Street Suite 600 Bremerton, WA 98337 | ph 360.473.5845 (Allison Satter)

www.Bremerton2035.com | Compplan@ci.bremerton.wa.us