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August 21, 2024

City of Bremerton
Draft EIS March 2020

Eastside Employment Center Draft Environmental Impact Statement

Prepared by

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March 6, 2020

Subject: Eastside Employment Center Subarea Plan and Planned Action

Dear Reader:

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, housing, and parks and urban forests. With the Harrison Medical Center moving to a new campus in Silverdale between 2020 and 2023, the City desires to ensure that the EEC remains an economically vital center with both jobs and housing. With this goal, the City initiated a subarea plan for the EEC, including a vision, land use and design, zoning, and action strategies for the EEC. In addition, the City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

To help form the subarea plan and planned action, the City is evaluting three alterntives in the attached Draft Environmental Imapct Statement (Draft 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 taking advantage of topography, open space amenities, and water views. This alternative supports the most, new residential dwellings, replacing current employment areas such as the hospital. 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 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.

The Draft EIS evaluates the three alternatives for potential adverse and beneficial impacts to the environment including: natural environment, population/housing/employment, land use, transportation and greenhouse gas, aesthetics, public services, and utilities.

During and following a Draft EIS comment period, a Preferred Alternative will be developed that

is anticipated to be in the range of the alternatives above and may mix and match features. The Preferred Alternative would be evaluated in the Final EIS. Responses to comments on the Draft EIS will also be provided in the Final EIS.

The key issues facing decision makers include:

- Development of a Preferred Alternative illustrating the desired future for the subarea.
- Approval of a Subarea Plan including the vision, guiding principles, land use concept and design principles.
- Approval of a new set of development regulations.
- Type and level of growth to be incentivized in a Planned Action.
- Type and location of new park and street investments, to serve new growth.

With the publication of this Draft EIS, a 30-day comment period has been established from March 6, to April 6, 2020. Written Comments are due by **5:00 PM, April 6, 2020**. Comments should be directed to:

Allison Satter, Planning Manager
City of Bremerton, Community Development Department
345 6th Street
Bremerton, WA 98337
360-473-5845
Allison.Satter@ci.bremerton.wa.us

Submittal of comments by email is preferred. Please include in the subject line "Eastside Employment Center Draft EIS Comments".

A **public open house and workshop** to review alternatives, the planned action, and subarea plan is scheduled for **March 16, 2020** hosted by the Bremerton Planning Commission in the Main Floor Meeting Chambers of the Norm Dicks Government Center, 345-6th St, Bremerton WA. The Open House would begin at **5:00 pm** and the Planning Commission Meeting at 6:00 pm.

You may review the City of Bremerton's website for more information at www.bremertonwa.gov/eastsidecenter. If you desire clarification or have questions please contact Allison Satter at 360-473-5845 or by Allison.Satter@ci.bremerton.wa.us

Thank you for your interest in the EEC.

Sincerely,

Andrea L. Spencer, AICP
Director of Community Development Department and SEPA Responsible Official

Fact Sheet

Project Title

Eastside Employment Center Subarea Plan and Planned Action

Proposed Action and Alternatives

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 initiated a subarea plan for the EEC. The plan will describe a vision, land use and design, zoning, and action strategies for the EEC. The subarea plan will be incorporated by reference into the Comprehensive Plan. Zoning and other standards will be part of the City's development regulations. The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

To help form the subarea plan and planned action, the City is evaluting three alterntives:

- **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.

Proponent and Lead Agency

City of Bremerton

Location

The Study Area is about 80 acres in area based on parcels, and is bounded by Sheridan Road in the north, East Park Natural Area to the east, the Port Washington Narrows on the south, and Warren Avenue/SR-303 to the west.

Tentative Date of Implementation

Summer 2020

Responsible Official

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Bremerton, WA 98337
360-473-5845
Allison.Satter@ci.bremerton.wa.us

Licenses or Permits Required

The Subarea Plan and Planned Action require a 60-day review by the State of Washington Department of Commerce and other state agencies. Locally, the Subarea Plan and Planned Action will be considered by the Planning Commission and their recommendations forwarded to the City Council who will deliberate and determine plan and ordinance approval.

Authors and Principal Contributors to the EIS

Under the direction of the Bremerton Community Development Department, the consultant team prepared the EIS as follows:

- BERK Consulting: Planned Action SEPA Lead, Land Use, Socioeconomics, Aesthetics, and Public Services; Subarea Plan; Market Study; Subarea Plan.
- MAKERS Architecture and Urban Design: Urban Design and Alternatives.
- Herrera Environmental Consultants: Natural Environment and Utilities.
- Fehr & Peers: Transportation and Greenhouse Gas.
- Stowe Development & Strategies: Market Strategies.

Draft EIS Date of Issuance

March 6, 2020

Draft EIS Comment Period

Comment Period

The City of Bremerton is requesting comments from citizens, agencies, tribes, and all interested parties on the Draft EIS from March 6, to April 6, 2020. Comments are due by **5:00 PM, April 6, 2020**. All written comments should be directed to:

Allison Satter, Planner Manager
City of Bremerton, Community Development Department
345 6th Street
Bremerton, WA 98337
360-473-5845
Allison.Satter@ci.bremerton.wa.us

Submittal of comments by email is preferred. Please include in the subject line "Eastside Employment Center Draft EIS Comments".

Public Meeting

A **public open house and workshop** to review alternatives, the planned action, and subarea plan is scheduled for **March 16, 2020** hosted by the Bremerton Planning Commission in the Main Floor Meeting Chambers of the Norm Dicks Government Center, 345-6th St, Bremerton WA. **The Open House would begin at 5:00 pm and the Planning Commission Meeting at 6:00 pm.**

Date of Final Action

June 2020

Location of Background Data

You may review the City of Bremerton's website for more information at www.bremertonwa.gov/eastsidecenter. If you desire clarification or have questions please contact Allison Satter at 360-473-5845 or by Allison.Satter@ci.bremerton.wa.us.

Purchase/Availability of Draft EIS

This Draft EIS is available for review at Bremerton City Hall: 345 6th Street, Suite 600, Bremerton, WA 98337. The Draft EIS is posted on the City of Bremerton's website at www.bremertonwa.gov/eastsidecenter. Compact disks or thumb drives are available for purchase at cost at Bremerton City Hall.

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1.0 Summary

1.1 Purpose

1.1.1 Purpose of Proposed Action

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, and housing. The Harrison Medical Center is the the hub of many related medical services in this area and is the primary job provider in the EEC. Harrison Medical Center has begun transitioning 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 initiated a subarea plan for the EEC. The plan will describe a vision, land use and design, zoning, and action strategies for the EEC. The subarea plan will be an element of the Comprehensive Plan. Zoning and other standards will be part of the City's development regulations. The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

Three alternatives are compared and contrasted in this Draft Enviornmental Impact Statement (Draft EIS):

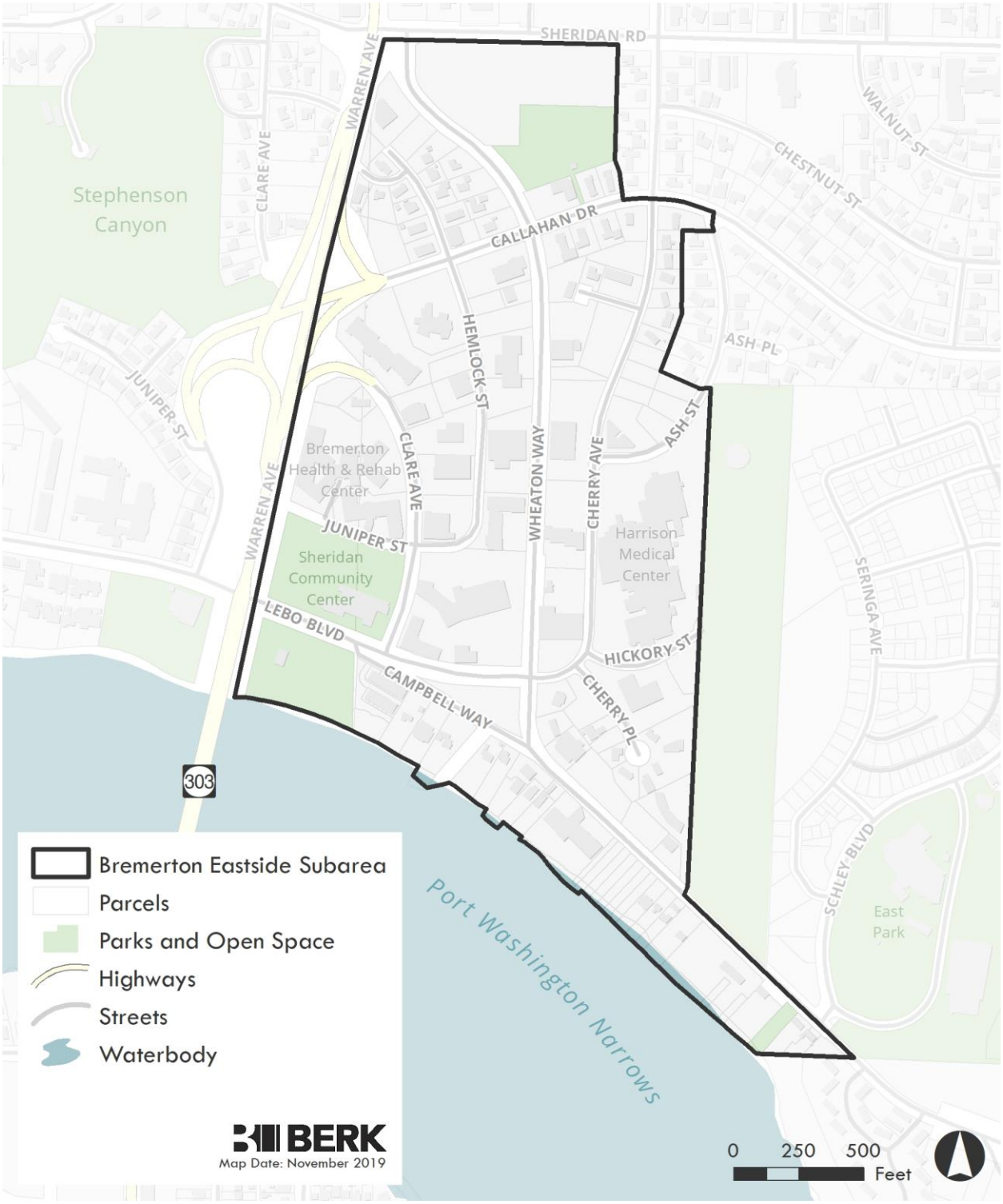
- No Action Alternative – Current Comprehensive Plan and Zoning
- Residential Focus Alternative
- Employment Focus Alternative

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.

1.1.2 Description of the Study Area

The location of the EEC is in East Bremerton, close to SR 303 to the east and Port Washington Narrows to the south. The Study Area is about 80 acres in terms of parcels, and is bounded by Sheridan Road in the north, East Park Natural Area to the east, the Port Washington Narrows on the south, and Warren Avenue/SR 303 to the west.. See Exhibit 1-1.

Exhibit 1-1. Study Area, 2019



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

1.1.3 Organization of this Document

This Draft EIS is organized into chapters as follows:

- Chapter 1.0 Summary
- Chapter 2.0 Proposal and Alternatives
- Chapter 3.0 Environment, Impacts, and Mitigation
  - Section 3.1 Natural Environment
  - Section 3.2 Population, Housing, Employment
  - Section 3.3 Land Use
  - Section 3.4 Transportation and Greenhouse Gas Emissions
  - Section 3.5 Aesthetics
  - Section 3.6 Public Services
  - Section 3.7 Utilities
- Chapter 4.0 Acronyms and References
- Chapter 5.0 Distribution List

For each environmental topic the affected environment, or existing conditions, are described. The effects of each alternative on the environmental topic are evaluated. Where adverse impacts are identified, mitigation measures are identified.

1.2 Planning Process

The EEC planning process reflects three phases illustrated in Exhibit 1-2 and summarized below.

- **Visioning and Evaluation** – Develop a market analysis and existing conditions evaluation. Engage stakeholders and the community to Vision the future of the area and scope the EIS topics and alternatives.
- **Draft Plan and EIS** – Prepare a Draft Subarea Plan and EIS to test the Vision and Alternatives.
- **Preferred Alternative and Final Plan** – Considering the Draft EIS and public input, engage stakeholders and the community to create a Preferred Alternative. Develop a Final Plan and EIS incorporating the Preferred Alternative.

Exhibit 1-2. Timeline, Phases, and Milestones

1.3 Public Comment Opportunities

Summer and Fall 2019

To date public comment opportunities have included a range of interviews, pop-up events, and meetings listed below. Event summaries are included in Appendix A.

- Pop-up at Bridging Bremerton Community Event – June 2019
- Public Vison Workshop – August 2019
- Stakeholder interviews – Summer 2019
- EIS Scoping – September to November 2019
- Business Community Engagement – October 2019
- Pop-up at Kitsap Regional Library – October 2019.
- Online Survey and Story Map – September 2019 – January 2020

Current and Future Comment Opportunities

With the publication of this Draft EIS, a 30-day comment period has been established from March 6, 2020 to April 6, 2020. A public meeting is planned in this period to assist with development of a Preferred Alternative. See the Fact Sheet for more information.

The Planning Commission will hold a public hearing on the Draft Subarea Plan and Planned Action. Their recommendations will be forwarded to the City Council for a public hearing and deliberation. The schedule will be included at the project website: www.bremertonwa.gov/eastsidecenter.

1.4 Objectives and Alternatives

1.4.1 Objectives

SEPA requires a statement of objectives that address the purpose and need for the proposal. The proposal objectives for the EEC are based on the Draft Subarea Plan Guiding Principles and objectives for Coordinated Planning.

Guiding Principles

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, large 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 EEC.
- 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.

1.4.2 Alternatives

This Environmental Impact Statement (EIS) studies three alternatives described below and is further detailed in Chapter 2.0 Proposal and Alternatives:

- **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.

Major features of the alternatives are described and compared below.

Land Use

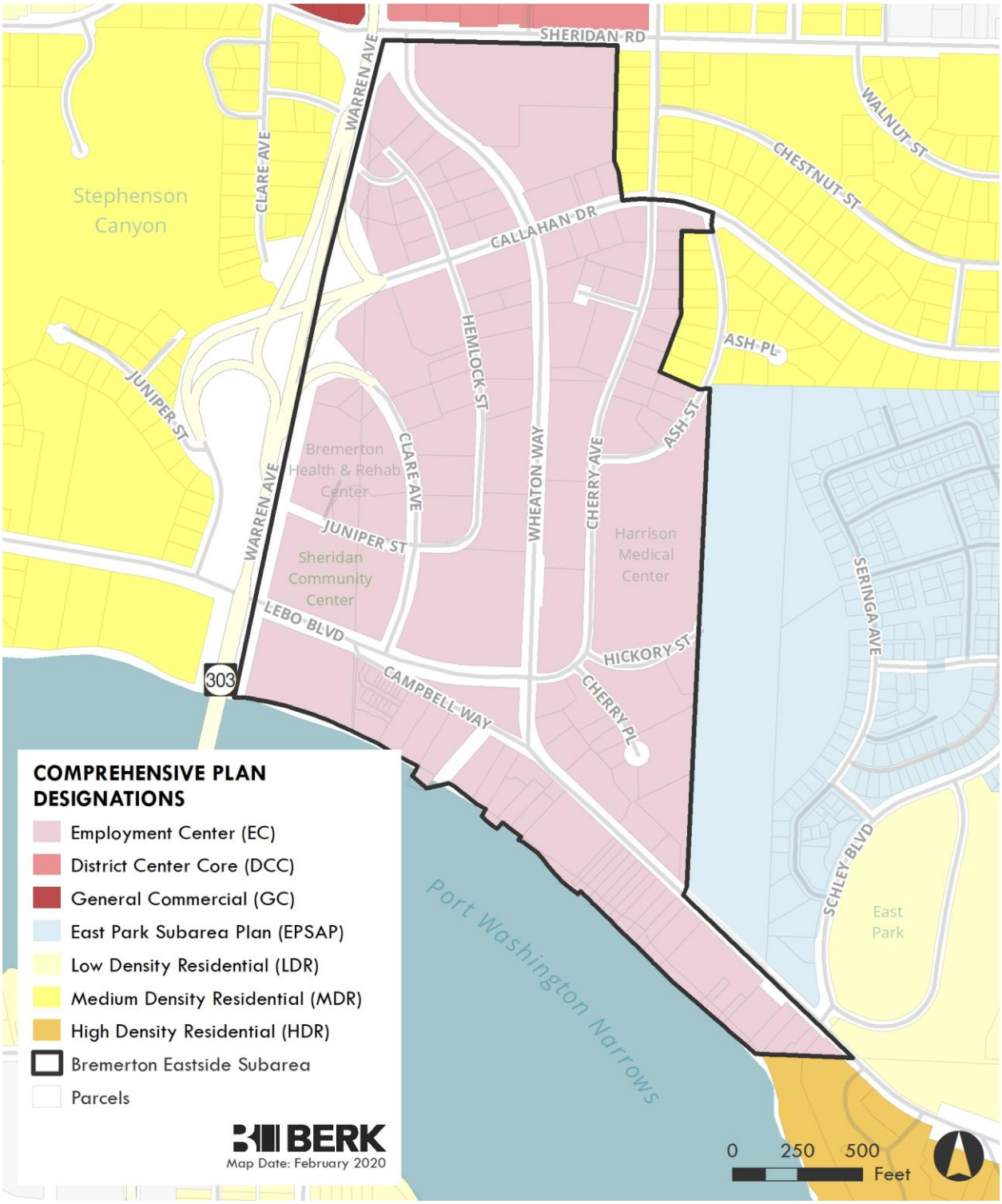
Each alternative proposes a different focus of land use. The No Action Alternative has a single zone allowing multiple uses, called Employment Center. The Employment Focus Alternative emphasizes Multi-Use and Employment Corporate Campus designations. The Residential Focus Alternative emphasizes Center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

No Action Alternative

The current intent for the EEC 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.

About 80.7 parcel acres are designated and zoned as Employment Center. See Exhibit 1-3.

Exhibit 1-3. Comprehensive Plan Future Land Use Designations, 2019



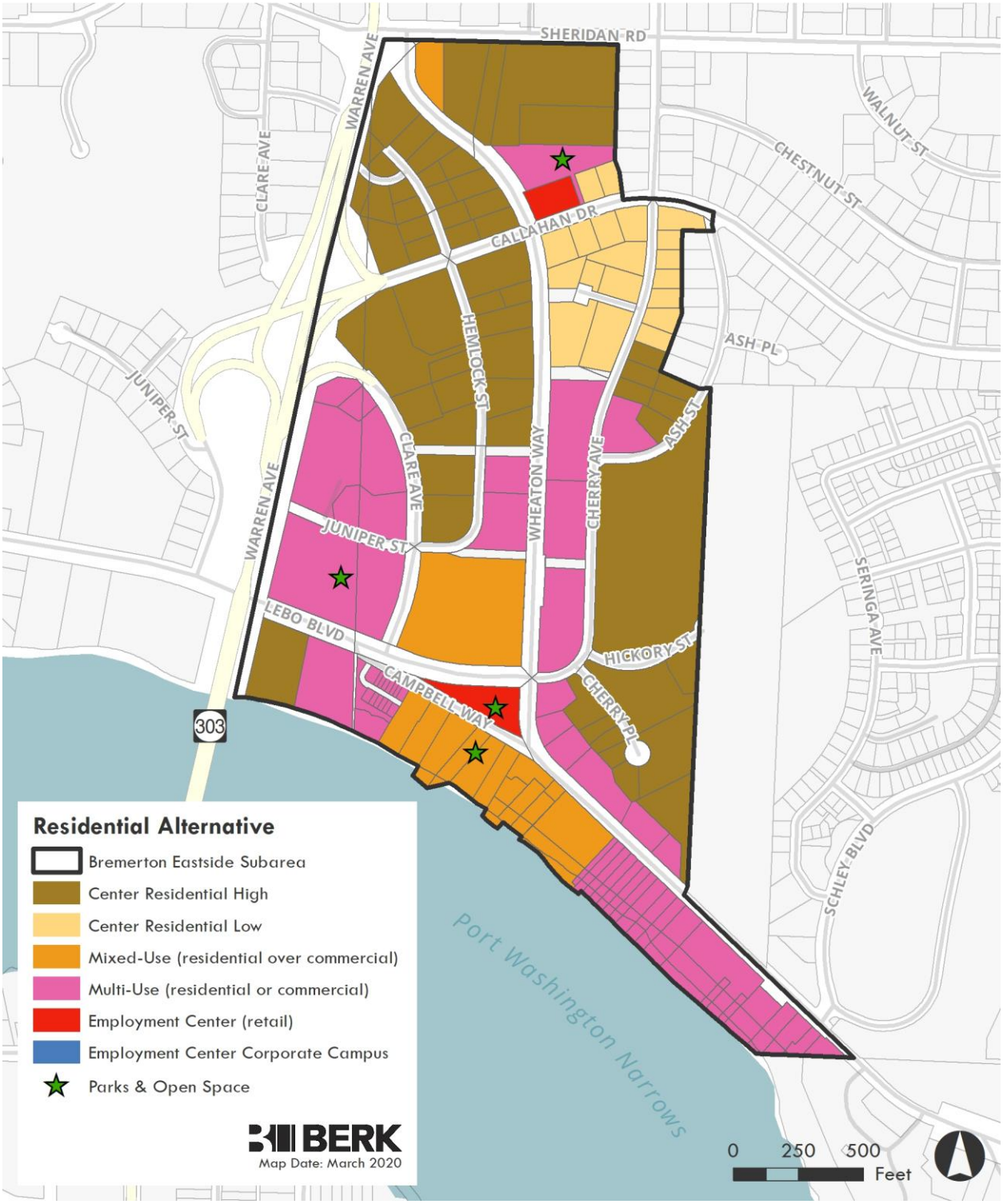
Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Residential Focus Alternative

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 Boulevard and Wheaton Way. See Exhibit 1-4.

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

Exhibit 1-4. Residential Focus Alternative



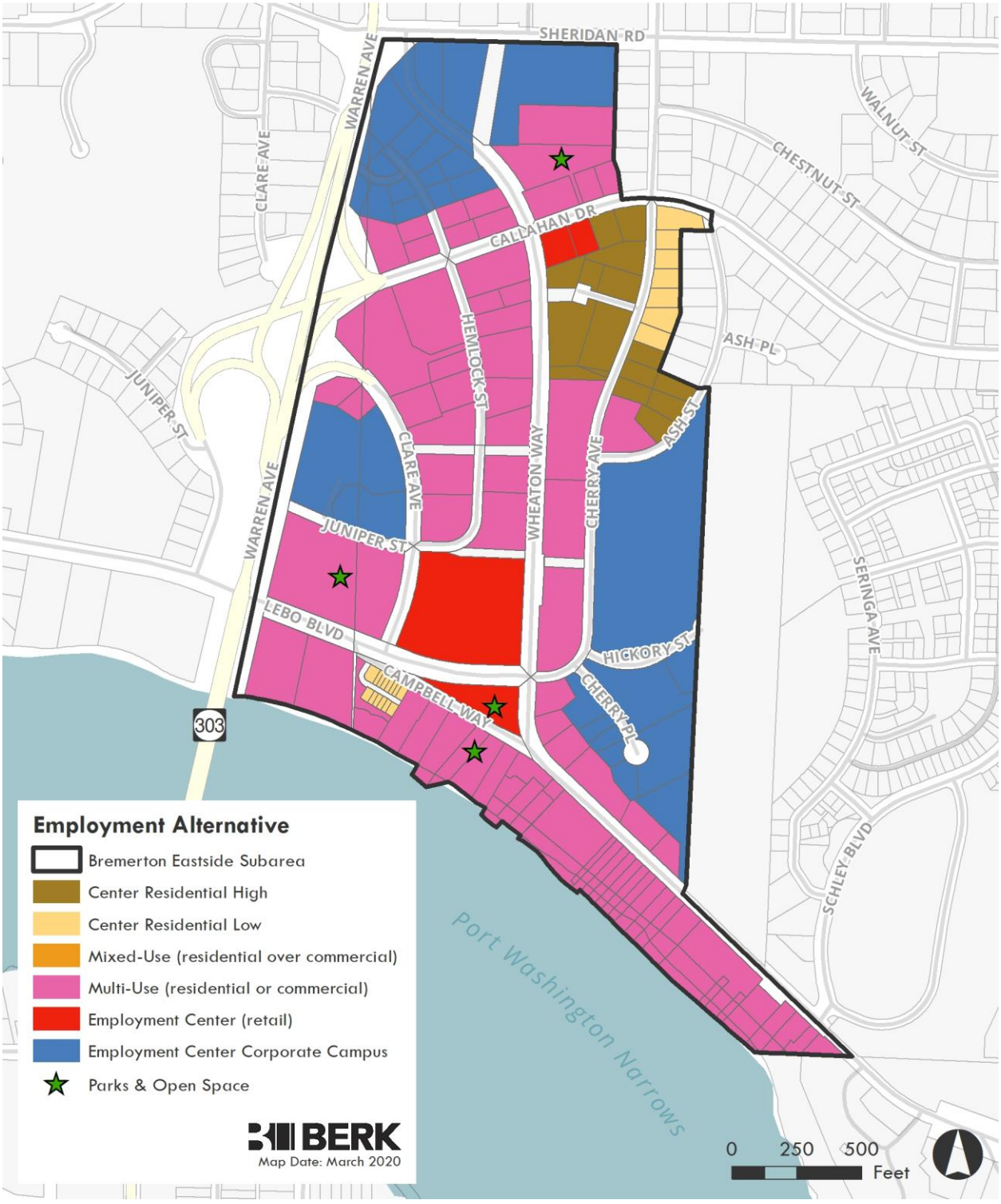
Source: Makers, 2019; BERK, 2019.

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 1-5.

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

Exhibit 1-5. Employment Focus Alternative



Source: Makers, 2019; BERK, 2019.

Future Alternatives

Following the Draft EIS comment period, the City may develop a Preferred Alternative that is similar to a studied alternative or in the range of the studied alternatives. The Preferred Alternative may combine different features of the studied alternatives. For example, in the Residential Focus Alternative, lands may be residential designated and in the Employment Focus Alternative, lands may be employment designated, but in the Preferred Alternative, the designation may be mixed use or multi use allowing for both type of uses. As another example, heights may shift among the land use designations within the range studied up to 8 stories (80 feet) in height.

Land Use Comparison

The share of land use under each alternative is presented below in Exhibit 1-6. The No Action Alternative applies a flexible Employment Center designation allowing business and residential uses.

Residential Focus emphasizes Center Residential-High and Multi-use designations and the Employment Focus emphasizes Multi-Use and Employment Center Corporate Campus.

Exhibit 1-6. Alternative Parcel Acres by Designation

Designation	No Action Acres	Residential Focus Acres	Employment Focus Acres
Employment Center	80.7	—	—
Employment Center Corporate Campus	—	—	25.6
Employment Center Retail	—	1.3	5.5
Multi-Use	—	27.7	43.9
Mixed Use	—	10.3	—
Center Residential High	—	36.0	5.3
Center Residential Low	—	6.2	2.0
Grand Total	**80.7**	**81.5**	**82.3**

Source: Makers, 2019; BERK, 2019.

The difference in parcel acreage among the alternatives is due to changes in street locations with both added and relocated streets under the Employment Focus and Residential Focus Alternatives.

Heights proposed for the Action Alternatives are similar to but more varied than the 60 feet maximum for employment uses and 80 feet for residential uses in the EC zone under the No Action Alternative. See Exhibit 1-7.

The Employment Focus Alternative assumes the tallest buildings at 5-7 stories (55-75 feet) for Corporate Campus and mid-rise for Multi-Use at 3-5 stories (35 to 65 feet). Center Residential High is the most emphasized designation in the Residential Focus Alternative with a maximum of 5-6 stories (35-65 feet). Densities would increase under both Action Alternatives to a range of 20 to 60 units per acre.

Exhibit 1-7. 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 commercial 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

Notes: *See Draft Subarea Plan and Code. Existing single family residential dwellings would be allowed; new ones would be limited. **Residential may be 3-5 stories over 1 story of retail.
Source: Makers, 2019.

Growth

Each alternative's projected growth is listed in Exhibit 1-8. The Employment Focus Alternative has the greatest total employment and would retain and increase jobs. It would also almost double the number of new dwellings compared to the No Action Alternative. The Residential Focus Alternative would increase residential dwellings five times that of No Action and nearly three times that of the Employment Focus Alternative. It would not maintain current employment to the same degree since the hospital site would change to residential uses.

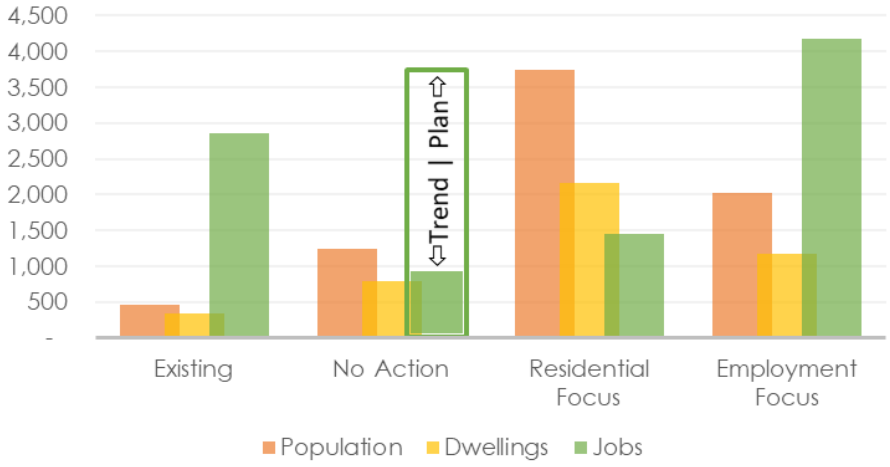
Exhibit 1-8. Alternative Comparison of Total and Net Growth

	Existing	No Action	Net Change*	Residential Focus	Net Change*	Employment Focus	Net Change*
Population	451	1,240	789	3,740	3,289	2,030	1,579
Dwellings *(including Conv Care)*	332	787	455	2,155	1,823	1,170	838
Jobs	2,851	3,740	889	1,457	(1,394)	4,171	1,320

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

The total population, housing, and jobs for each alternative is illustrated in Exhibit 1-9. As noted above, the Employment Focus Alternative has the greatest total jobs and the Residential Focus Alternative the greatest dwellings and population. Given the intent of the hospital to move and the likelihood that the other nearby medical uses would also transition away, the No Action Alternative trend would be for modest housing. Though it has capacity for jobs, without further investment or a vision and plan there are likely to be fewer jobs than existing over the longer term.

Exhibit 1-9. Total Population, Dwellings, and Jobs 2040 by Alternative



Source; PSRC 2019; Fehr & Peers 2019: BERK, 2020.

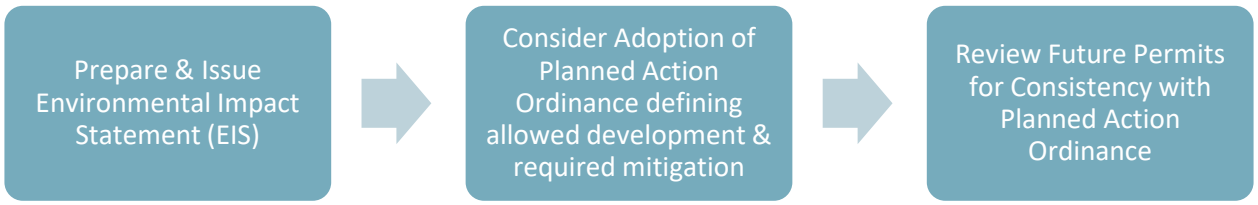
Planned Actions

The Employment Focus and Residential Focus alternatives propose the designation of a Planned Action in the Study Area, as authorized under SEPA (RCW 43.21C.440 and WAC 197-11-164 through -172). Planned actions provide more detailed environmental analysis during the area-

wide planning phase, rather than during the permit review process. Future projects in the Study Area that develop under the designated Planned Action will not require SEPA determinations at the time of permit application if they are certified as consistent with the type of development, growth and traffic assumptions, and mitigation measures studied in the EIS. Such projects are still required to comply with adopted laws and regulations and would undergo review pursuant to the City's adopted land use and building permit procedures.

See Exhibit 1-10 for a summary of the process. A draft Planned Action Ordinance is included in Appendix B.

Exhibit 1-10. Planned Action Process



Source: BERK, 2019.

Park and Infrastructure Investments

The No Action Alternative would implement current non-motorized, park, and utility plans.

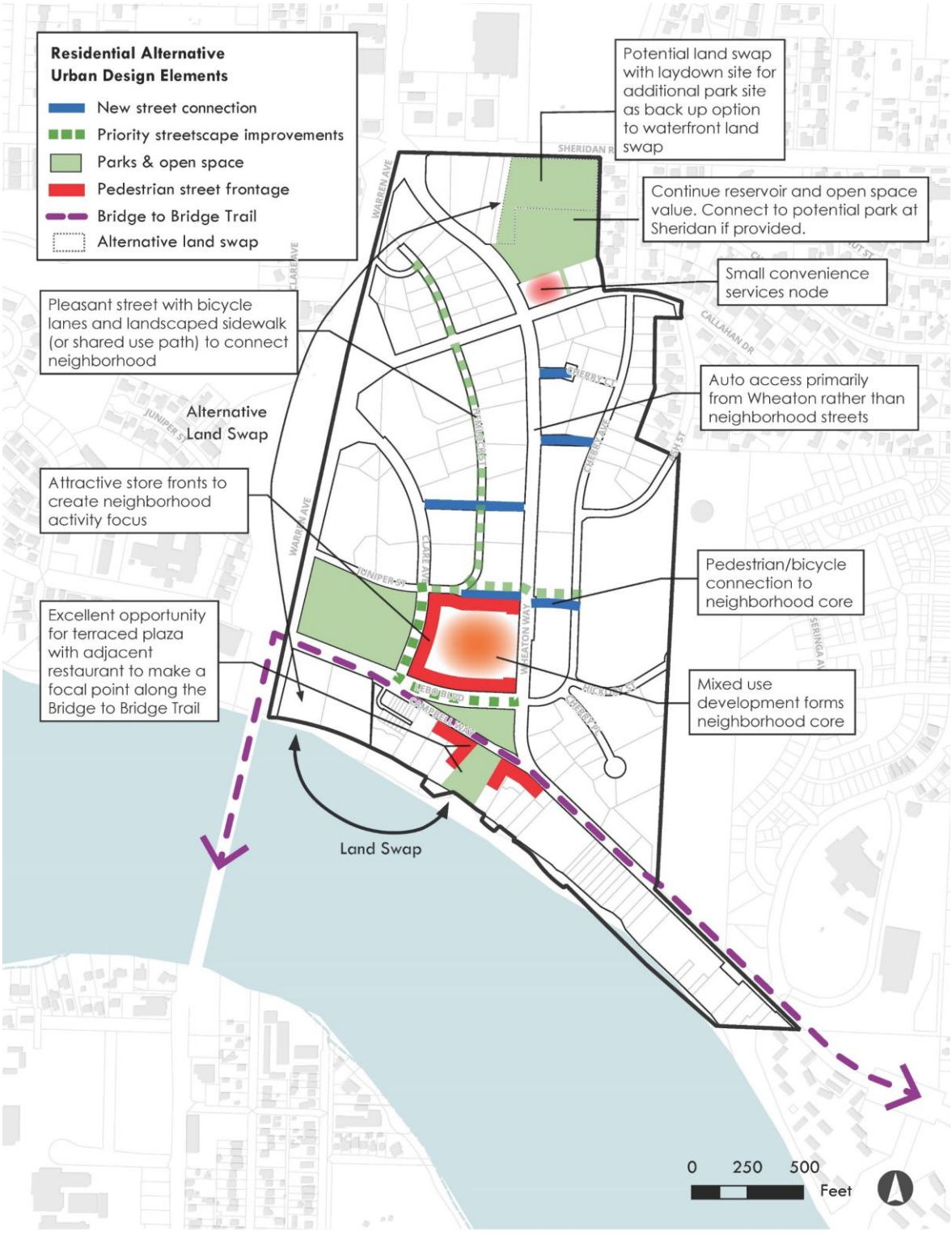
Under the Residential Focus Alternative, mid-block connections, boulevard treatments, and pedestrian oriented street fronts are proposed. Park and open space improvements could include a land swap with the park department laydown / utility site and park space relocated along Campbell Way and/or at the Sheridan Road vicinity, including a potential connection to the water reservoir at Callahan Drive that serves an open space value.

The road and parks/open space proposals would add amenities and improve circulation. See Exhibit 1-11.

With the Employment Focus Alternative, 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.

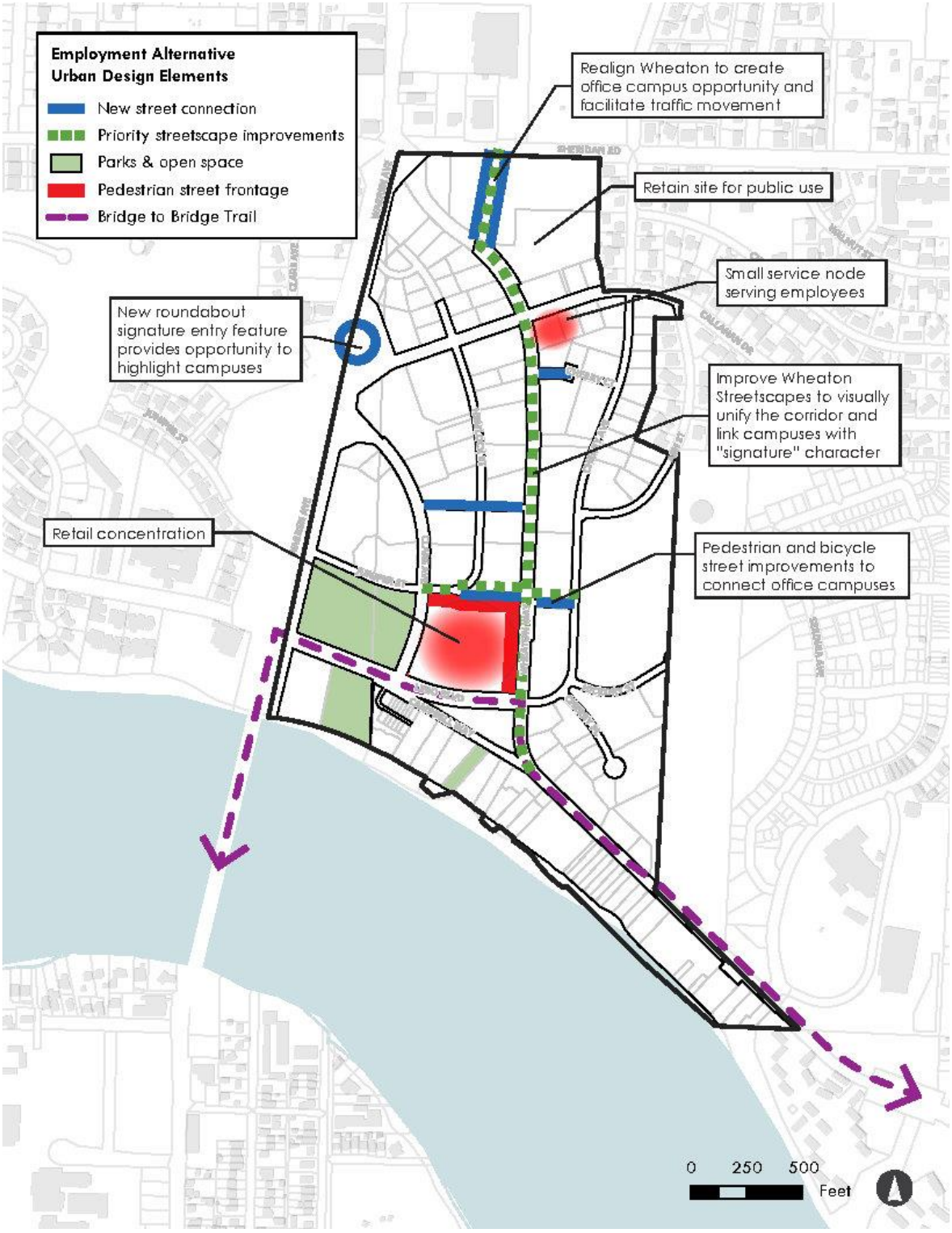
Improved park space at Sheridan Community Center and Sheridan Park and improved shoreline access could be made along Callahan Drive. The reservoir would continue to provide an open space value and potentially could connect to offsite open space if provided with development, e.g. near Sheridan Road. See Exhibit 1-12.

Exhibit 1-11. Residential Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Exhibit 1-12. Employment Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Comparison of Features

Based on the description of alternatives in this chapter, Exhibit 1-13 compares the features of the alternatives in terms of changes to plans and regulations and infrastructure investments.

Exhibit 1-13. Alternative Features

Feature	No Action Alternative	Residential Focus Alternative	Employment Focus Alternative
Plans and Regulations			
Continue Current Plans and Regulations	X		
Subarea Plan including Development Regulations		X	X
Planned Action Ordinance		X	X
Investments			
Continue Current Capital Plans	X		
Improve Sheridan Park		X – relocate at Campbell Blvd	X – existing site
Add Park or Open Space in North		X – add or relocate at Sheridan Road	X – reservoir as Open Space Value; seek connections if possible
New Road Connection from Sheridan Road to Callahan Drive			X
New Roundabout at SR 303 and Clare Avenue/Callahan Drive			X
New Mid-Block Connections		X	X
Pedestrian Street Fronts		X	X
Priority Streetscape Improvements		X	X

Source: BERK, 2019.

1.5 Key Issues and Options

1.5.1 Other Alternatives

The City explored several options for a mix of land use and zoning designations with a EEC Sounding Board before creating a bookend of alternatives to test in this Draft EIS. These Draft EIS alternatives are meant to identify pros, cons, and tradeoffs of residential mixed use or commercial mixed use patterns. It is anticipated a preferred alternative would be developed through public input and evaluated in the Final EIS, and could combine or mix and match elements of the Draft EIS Alternatives.

1.5.2 Major Issues, Significant Areas of Controversy and Uncertainty, and Issues to be Resolved

The key issues facing decision makers include:

- Development of a Preferred Alternative illustrating the desired future for the subarea.
- Approval of a Subarea Plan including the vision, guiding principles, land use concept and design principles.
- Approval of a new set of development regulations.
- Type and level of growth to be incentivized in a Planned Action.
- Type and location of new park and street investments, to serve new growth.

1.6 Summary of Impacts and Mitigation Measures

This section summarizes the evaluation in Chapter 3 of each alternative by environmental topic. For the full context and evaluation please see Chapter 3.

1.6.1 Natural Environment

How did we analyze the Natural Environment?

Impacts on the natural environment were identified by evaluating the presence, extent, and type of natural resources, which requires a review of available information about the site (e.g., surveys and studies) and analyzing how those resource may be affected by the Action Alternatives. Sources included review of existing soils wetlands, vegetation; and fish and wildlife.

The marine shoreline of Port Washington Narrows (Narrows) that fronts the southern boundary of the study area is a valuable natural resource. Its estuarine and marsh wetland habitats support a variety of important aquatic, fish, and wildlife species, including salmon and trout. Local beaches support hardshell clam and forage fish (surf smelt) spawning, among other resources, and provide public recreational use and aesthetic value.

What impacts did we identify?

Impacts common to all studied alternatives include temporary construction-related exposure to soil erosion hazards until building sites are permanently stabilized. These impacts will be minimized by implementation of stormwater requirements related to stormwater pollution prevention at construction sites.

Geologically hazardous areas may experience impacts common to all studied alternatives including temporary construction-related exposure to soil erosion hazards until building sites are permanently stabilized. In addition, increased stormwater runoff in proportion to introduced impervious areas increases the potential for pollutant loading into shoreline and wetland related areas.

What is different between the alternatives?

Impacts to natural resources along the marine shoreline from all studied alternatives could include impacts to wetlands, existing vegetation, and fish and wildlife. Proposed land use of the area adjacent to the marine shoreline and areas abutting forested undeveloped areas would be similar in intensity between the two Action Alternatives, and slightly lower intensity in terms of building heights and with greater design standards than the No Action Alternative. Therefore, there would be no substantial differences in impacts to the natural environment between the Residential Focus and the Employment Focus alternatives. However, under the No Action Alternative, there are potentially greater heights, larger impervious development footprints, and fewer building design standards associated with the No Action Alternative which may allow more intense urban structures than the Action Alternatives, and potentially greater impacts on the natural environment.

Most of the pollutant generating impervious surface in the EEC does not receive treatment for stormwater pollutants prior to discharge to the Narrows. Under all studied alternatives, individual redevelopment projects would be required to comply with stormwater management requirements defined in the City code and stormwater manuals. Projects that include 5,000 square feet or more of pollutant generating hard surface or 0.75 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. Flow control is not required in the EEC because the stormwater system discharges directly to flow control-exempt marine waters. The Residential Focus and Employment Focus alternatives would both result in more rapid and intense development than the No Action Alternative, thus they would also result in greater improvement to stormwater quality.

What are some solutions or mitigation for Natural Environment impacts?

Development and redevelopment projects within the study area that have the potential to impact environmentally sensitive natural resources will require compliance with federal, state, and local regulations.

All alternatives are expected to attract development within the study area and outside of critical areas and shoreline buffers. Focusing growth in locations without critical areas avoids impacts to environmentally sensitive features, such as plant and animal habitat, which may be found in lesser developed areas. During redevelopment or new development under all studied alternatives, opportunities exist to strategically reduce impervious surfaces and restore native vegetation to improve the conditions of the natural environment in these spaces.

The Employment Focus and Residential Focus alternatives include new street connections, streetscape improvements, parks or open space, pedestrian street front improvements, and other improvements to the right-of-way. Under all proposed alternatives, the City will install stormwater treatment best management practices (BMPs) when required by City code and also consider installation of proactive stormwater treatment BMPs (i.e., retrofits) that employ natural systems to improve the quality of stormwater entering Port Washington Narrows and provide habitat within the EEC.

There is a potential to require street standards with green infrastructure on the boulevards and new connections. This would be implemented either through advanced infrastructure implementation or through street frontage improvements as development occurs.

The City could set a maximum impervious area through new zones that together with stormwater standards encourage pervious pavement, biofiltration, or other methods to address water quality and groundwater recharge.

With mitigation, what is the ultimate outcome?

Under all of the proposed alternatives, any redevelopment or new development will require compliance with all applicable regulations to avoid, minimize, or mitigate any impacts to critical areas or critical area buffers or to ensure no-net-loss of shoreline ecological function in the study area. With the implementation of mitigation measures, no significant unavoidable adverse impacts are anticipated.

1.6.2 Population, Housing, Employment

How did we analyze Population, Housing, Employment?

The evaluation considers demographic information from state, regional, and federal sources, and a land capacity analysis of alternatives.

The evaluation reviews whether the alternatives would produce:

- Insufficient capacity to relocate displaced dwellings and population.
- Changes to employment mix resulting in involuntary economic displacement by businesses.

What impacts did we identify?

All studied alternatives allow for more dwellings, population, and jobs with different areas of emphasis. All Alternatives would add new growth to redevelopable sites.

What is different between the alternatives?

The Action Alternatives could displace some uses by zoning categories that have primary uses different than existing uses. See Exhibit 1-14.

Exhibit 1-14. Redevelopment Acres and Uses by Alternative

	No Action	Residential Focus	Employment Focus
Redevelopment Acres	59.6	54.7	54.7
Existing Dwellings on Redevelopable Sites	69	69	69
Dwellings in Employment Zones	0	0	41
Business Space (rounded square feet) in Residential Zones	0	364,100 (including 261,500 hospital space)	14,100

Source: City of Bremerton 2014; Kitsap County Assessor 2019; BERK, 2020.

The No Action Alternative would retain the current Comprehensive Plan land use designations and zoning that allow for a modest growth in jobs and dwellings above existing. A wide range of employment and residential uses are allowed throughout the EC zone and there is no "mismatch" of zoning and current uses. However, about 59 acres in the study area are redevelopable and existing uses may or may not be incorporated into new development.

There are minor differences between the proposed employment zones and the location of employment uses in the Employment Focus Alternative and a small potential change in business space is anticipated. There is a greater difference between the location of residential uses and residential zones and such uses may change on their present sites, but dwellings could be accommodated in Multi-Use and Center Residential designations elsewhere in the Study Area.

The Residential Focus Alternative acknowledges the voluntary relocation of Harrison Hospital and does not replace the building space for employment purposes but focuses on residential uses considering market forces. It is anticipated that the hospital and other medical uses may relocate near one another outside of the study area in Silverdale. The Residential Focus Alternative generally aligns residential zones on residential redevelopment sites and existing units may be incorporated into new residential developments or stay as is.

On redevelopable sites where there is a match between the proposed zone and existing uses there may be incorporation of existing dwellings or business space into new development and added development as well.

What are some solutions or mitigation for Population, Housing, Employment impacts?

- The Action Alternatives would alter development standards (e.g., density, height and parking) to allow greater housing and jobs.
- The City could allow existing legal uses in the EEC under the new Subarea Plan allowing market forces to determine changes of use.
- The Action Alternatives promote infrastructure investments and amenities to support current and future residents and employees.

With mitigation, what is the ultimate outcome?

Under all studied alternatives, additional growth may occur in the Study Area, leading to an increase in building height and bulk and development intensity over time, as well as the gradual conversion of single purpose, low-intensity uses to higher intensity mixed-use development patterns. This transition may be unavoidable, but is not significant and adverse since this is an expected characteristic of a mixed-use center.

As the area develops, there may be displacement of existing jobs; however, there is sufficient employment space under the Employment Focus Alternative to relocate businesses. The

Residential Focus Alternative recognizes voluntary relocation of hospital jobs and the likely relocation of complementary medical/dental uses and focuses on residential needs of the community. Thus, there are no significant unavoidable adverse impacts.

Under all studied alternatives, displacement of existing residents in the Study Area is possible as land is redeveloped. However, all studied alternatives have sufficient capacity to replace units onsite or in the Study Area.

1.6.3 Land Use

How did we analyze Land Use?

This analysis addresses consistency of the studied alternatives with City and regional plans and policies. This section also addresses physical land use patterns within and surrounding the Study Area, considering changes in type and intensity of residential, commercial, and mixed uses. Existing land use pattern conditions are based on field reconnaissance, imagery review, and Kitsap County and City of Bremerton parcel data.

What impacts did we identify?

The evaluation reviewed whether alternatives would cause:

- Inconsistency with current plans and policies.
- Change to land use patterns or development intensities that preclude reasonable transitions between areas of less intensive zoning and more intensive zoning.
- Differences in activity levels at boundaries of uses likely to result in incompatibilities.
- Potential for loss, change, or disturbance to historic and cultural resources inconsistent with applicable laws.

Policy Consistency: All alternatives are consistent with Growth Management Act (GMA) goals to focus growth and reduce sprawl in the region. All alternatives would create a mixed use center per the City's Comprehensive Plan centers framework though some would alter the level of jobs.

Land Use Patterns in the Center: All studied alternatives include some amount of redevelopment. As redevelopment occurs within the Study Area, there is the potential for localized land use compatibility impacts to occur where newer development is of greater height and intensity than existing development. These compatibility impacts, if they occur, are temporary and will be resolved over time. The extent of these conflicts varies by alternative and can be reduced by the application of existing or new development and design standards.

New growth is expected to occur under all the studied alternatives, although the amount of growth and composition of the mix of land uses will vary by Alternative. Activity levels would increase across the Study Area with new businesses, residents, and employees.

Land Use Surrounding the Study Area: Land use compatibility impacts are unlikely to occur to the north, south or west of the Study Area due to physical barriers, topography, or the Port Washington Narrows.

Historic/Cultural Resources: Under all studied alternatives, there is a potential that cultural resources could be discovered during development activities. However, there are federal and state laws as well as City shoreline regulations that require stop work and appropriate consultation and mitigation. Development subject to federal or state permits or laws would undergo appropriate historic resource evaluation.

What is different between the alternatives?

Policy Consistency: No Action Alternative is unlikely to assist the City in meeting its increased VISION 2050 growth allocations for the 2017-2050 period given its low development capacity, whereas the Action Alternatives could assist with that objective.

Land Use Patterns in the Center: Overall the No Action Alternative has the greatest heights and the Residential Focus Alternative the lowest. The Employment Focus Alternative would have greater heights for commercial uses up to 7 stories (75 feet) whereas the No Action Alternative allows 6 stories(60 feet) for commercial uses, and the Residential Focus Alternative allows up to 5-6 stories (or 65 feet depending on floor heights). The Action Alternatives allow residential heights up to 5-6 stories (up to 65 feet if ground floor commercial) whereas the No Action Alternative allows up to 8 stories (80 feet).

The greatest housing and residential population growth is associated with Residential Focus Alternative and the greatest job growth is associated with the Employment Focus Alternative. The No Action Alternative has the lowest growth anticipated of the three alternatives. There are proposed transitional standards for development compatibility.

Land Use Surrounding the Study Area: Under the No Action Alternative developments of 60-80 feet are allowed and would be less compatible with lower density residential areas to the northeast where the Study Area abuts residential areas. However, transitional setbacks and landscaping could reduce effects. Building heights would be lower in this area under the Action Alternatives and would be more compatible with adjacent existing development.

What are some solutions or mitigation for Land Use impacts?

- Mixed-use centers are intended to take the majority of the city's projected housing and employment growth. Minor changes to the Comprehensive Plan would be incorporated into

the implementation of the Employment Focus Alternative and Residential Focus Alternative to ensure full consistency between the Comprehensive Plan and the Study Area policies and zoning.

- The Employment Focus Alternatives and Residential Focus Alternative include the development of new and revised zoning and development regulations for the Study Area through the Subarea Plan.
- Numerous state and federal laws and the City's Shoreline Master Program (SMP) address consultation with appropriate agencies and tribes to avoid impacts to cultural resources. The City could require inadvertent discovery conditions of project approval consistent with state law apply to areas outside of shoreline jurisdiction as well as areas within jurisdiction. Locally, the City could encourage education and understanding of historic events and places in the subarea.

With mitigation, what is the ultimate outcome?

Under all studied alternatives, additional growth and development will occur in the Study Area, leading to increases in height and bulk of buildings and increased land use intensity. This transition is unavoidable, but is not considered significant or adverse within an urban area designated as a mixed-use center in the Comprehensive Plan.

Future growth is likely to create temporary or localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with existing and new development regulations, zoning requirements, and design guidelines, no significant adverse impacts are anticipated.

With applicable laws described in mitigation measures, no significant unavoidable adverse impacts to cultural resources are anticipated.

1.6.4 Transportation and Greenhouse Gas Emissions

How did we analyze Transportation and Greenhouse Gas Emissions?

Existing transportation conditions are documented throughout the Study Area and present results of research into transportation and circulation. Traffic counts were taken in 2019 or through prior studies. The City provided mapping of current sidewalks and bike routes. Transit routes were researched with Kitsap Transit.

The Kitsap County travel demand model was used to develop 2040 traffic volume forecasts for the alternatives. The 2040 horizon year is slightly beyond that of the City's Comprehensive Plan (2036).

It was selected to align with the SR 303 Corridor Study and to provide a conservative analysis of background traffic conditions. Traffic operations were analyzed using Synchro 10 software.

What impacts did we identify?

By 2040, traffic volumes would increase due to the land use growth that would occur within the EEC and other parts of the city as well as regional growth.

What is different between the alternatives?

Exhibit 1-15 summarizes the significant impacts for each alternative, with auto and freight impacts under all three alternatives and a transit impact under the No Action Alternative only. All alternatives affect auto and freight movement with the Employment Focus Alternative producing the greatest impacts requiring signals. The No Action Alternative includes additional queuing impacts for transit.

Exhibit 1-15. Summary of Transportation Impacts by Alternative

Type of Impact	No Action	Residential Focus	Employment Focus
Auto and Freight	Queuing impact at one intersection	Queuing impact at one intersection	Two LOS impacts and queuing impacts at three intersections
Transit	Queuing impact at one intersection	None	None
Pedestrian & Bicycle	None	None	None
On-street Parking	None	None	None
Safety	None	None	None
Greenhouse Gas Emissions	None	None	None
Emissions per Capita ($MTCO_2e$)	332	321	321

Source: Fehr & Peers, 2020.

The Residential Focus Alternative and Employment Focus Alternative would include added street network improvements which should improve walkability and non-motorized travel as well as distribute vehicles.

The scale of climate change is so large that a project's impacts should be considered on a cumulative scale and in relation to the service population (residents and employees) of the area. Under all studied alternatives, emissions are likely to be less than similar development located elsewhere in the county given Bremerton's proximity to employment centers including the navy yard and Seattle. Moreover, the emissions per capita are expected to be less under

the Employment Focus Alternative or Residential Focus Alternative than under the No Action Alternative. Therefore, no significant emissions impacts are expected under the Employment Focus

What are some solutions or mitigation for Transportation and Greenhouse Gas Emissions impacts?

- **All Alternatives:** For the SR 303 & Sheridan Road intersection, signal timing changes were tested in Synchro to eliminate queueing impacts on the southbound and westbound movements. Removal of the east-west split phasing, protected-permitted phasing for the westbound left-turn, and a shortened cycle length mitigated the queues under the Action Alternatives to be no longer than the No Action Alternative. While these changes would reduce queueing for the southbound and westbound approaches under all studied alternatives, northbound spillback to the SR 303 Ramps at Callahan Drive would continue to occur as it is an underlying condition rather than an impact of the land use proposals.
- **Employment Focus Alternative:** The City could make capital improvements to increase the capacity of impacted intersections and roadways in the Study Area. The two intersections with LOS impacts are currently side street stop controlled. Those side street approaches are expected to experience high delays as traffic along Lebo Boulevard and Sheridan Road increases. To allow those movements to proceed with less delay, two options were considered at each location: all-way stop control and signals.

With mitigation, what is the ultimate outcome?

Significant adverse impacts to auto and freight were identified under the Residential Focus Alternative and Employment Focus Alternative. With some combination of the potential mitigation measures outlined in the previous section, the magnitude of the intersection LOS impacts could be mitigated to meet City standards. Therefore, no significant unavoidable impacts to auto or freight are expected.

1.6.5 Aesthetics

How did we analyze Aesthetics?

This section illustrates and describes the physical character of the EEC. It also describes how the alternatives differ in building form and geographic distribution of growth throughout the Study Area. Representations for each alternative include selected views from significant public spaces, a review of height transitions across development, and potential effects on public spaces.

What impacts did we identify?

Under all studied alternatives, increased levels of development in the Study Area would create a more urban environment. Development standards would result in taller buildings than exist today, and growth would increase with the potential to alter views or add light and glare.

All Alternatives would result in some alteration of current private views. Given that City policies protect public views and since allowed building heights under both Action Alternatives are not significantly different from those allowed in the No Action Alternative, especially in areas in the north and south where there are current public views, increased development under any of the Alternatives is not anticipated to result in significant impacts.

Currently presence of existing retail, hospital and medical-related uses, as well as proximity to SR 303, the Study Area is already an environment with high levels of artificial lighting. As such, increased lighting conditions under any of the Alternatives is not anticipated to result in significant impacts. Design standards under Action Alternatives could address light and glare through amended standards.

What is different between the alternatives?

Building heights are likely to increase from a range of about 1 to 8 stories (15-80 feet) under existing conditions and the No Action Alternative to a range of about 1 to 7 stories (15-75 feet) under the Action Alternatives.

- Building heights may reach as high as 7 stories (75 feet) under the Employment Focus Alternative but this would be concentrated on a few parcels. Under the Employment Focus Alternative, the vast majority of development is expected to develop at a height of 3 to 5 stories (35-65 feet depending on ground floor commercial).
- Under the Residential Focus Alternative, no height increases are proposed. Instead, building height maximum would decrease across the Study Area to a range of up to 5-6 stories (35-65 feet depending on ground floor commercial). The greatest decrease in height is proposed along the northeastern edge, where the Study Area abuts a lower density residential neighborhood and along a handful of sites along the southern edge.

Under both Action Alternatives, with greater allowed densities and floor area ratios and increased heights, and with the increased street and park investments, there would be more growth in the Study Area than under the No Action Alternative.

What are some solutions or mitigation for Aesthetics impacts?

- Policies in the EEC Subarea Plan will address urban design and character.

- The Action Alternatives propose development and design standards and public investments to improve the quality of the urban environment and attract investments in mixed-use residential and job-oriented uses. Topics would include:
  - Height, bulk, and scale
  - Light and Glare
  - Public Views
- The Action Alternatives transition building heights from west to east, with relatively lesser heights along the eastern edges of the Study Area where it abuts lower-density neighborhoods and residential uses.

With mitigation, what is the ultimate outcome?

Over time, redevelopment will occur, even under the No Action Alternative, as older structures are replaced, and property owners increase development to take full advantage of the development capacity allowed by zoning. Under all studied alternatives, increased development in the study area would have the effect of creating a more urban character and more intensive development pattern.

The overall character, significance, or magnitude of visual impacts on the analysis area depends largely on the quality of the architectural and urban design features incorporated into the development. With proposed mitigation, particularly through implementation of design guidelines addressing height and bulk, development would meet the City's vision and policies for the EEC. With the incorporation of proposed mitigation, all studied alternatives would be consistent with the City's policies in the Comprehensive Plan regarding protection of public views. However, under all scenarios, private views may experience increased obstruction, which is not protected by City policies or codes.

1.6.6 Public Services

How did we analyze Public Services?

This section addresses police services, fire and emergency medical services, schools, and parks and recreation. Following a description of current services in the EEC and level of service standards, an impact analysis is presented for each alternative. Mitigation measures are proposed to address impacts to services.

What impacts did we identify?

Each alternative has capacity for growth in residential population that would increase the demand for public services.

What is different between the alternatives?

Police: Each Alternative would increase residential population and if applying current or policy-based levels of service additional officers may be needed to serve the new growth with the least associated with the No Action Alternative and the most with the Residential Focus Alternative.

Fire/Emergency Medical: Each alternative would increase calls for fire and emergency services with the No Action Alternative and the most with the Residential Focus Alternative. However, the Employment Focus Alternative would have greater traffic impacts and could affect response times unless intersection improvements are made.

Schools: Each alternative would generate new students in dwellings with the Residential Focus the most and the No Action Alternative the least. However, it is likely the school capacities are sufficient to address new student growth as the growth would occur over a long-term. If permanent capacity becomes a concern, the School District could realign attendance boundaries or provide temporary portables or other demand management measures.

Parks: Each alternative would increase population and therefore demand for parks and recreation. Based on a combination of jobs and population, the amount of use would be lowest with the No Action Alternative and the most with the Employment Focus Alternative. The Residential Focus Alternative and Employment Focus Alternative include additional investments and new parks.

What are some solutions or mitigation for Public Services impacts?

- The City Services Element and Appendix addresses levels of service and capital improvements for fire, police, and parks. This is updated periodically with the Comprehensive Plan.
- The City could employ crime prevention through environmental design standards through its design guidelines.
- Park and recreation improvements are proposed with each action alternative such as in association with the shoreline and in proximity to Sheridan Road or open space connection to water reservoir.
- The Action Alternatives include common open space standards for new residential developments.

With mitigation, what is the ultimate outcome?

All studied alternatives would increase the demand for fire, police, schools, and parks and recreation with No Action Alternative the least and the Residential Focus Alternative the most. Regular capital facility planning and implementation of mitigation measures significant unavoidable adverse impacts are anticipated.

1.6.7 Utilities

How did we analyze Utilities?

Utilities were analyzed by considering how the proposed alternatives, including changes in population, dwelling units, and jobs would affect water demand, wastewater generation, and the quantity of stormwater runoff. Stormwater quality is discussed in the Natural Environment section.

What impacts did we identify?

Increased demand for drinking water, increased wastewater generation, and changes in surfaces that generate the need for additional stormwater infrastructure.

What is different between the alternatives?

Demand for water and generation of wastewater are scalable with population and jobs, but, in general, both are more heavily influenced by population increases than job increases. As a result, the Residential Focus Alternative would have the greatest increase in water demand and wastewater generation because it would cause the largest increase in population. Harrison Hospital is a large water user and wastewater generator, and the departure of the hospital will help offset some of the increased water demand and wastewater generation that would result from denser development.

There is no substantial difference between the No Action Alterative, the Residential Focus Alternative, or the Employment Focus Alternative, from the standpoint of stormwater flow generation and ability of the stormwater system to convey the flow.

What are some solutions or mitigation for Utilities impacts?

Chapters 15.02, 15.03, and 15.04 of the Bremerton Municipal Code include requirements for water, wastewater, and stormwater respectively. Each chapter includes requirements that would apply to redevelopment for all three alternatives, including requirements to improve the

conveyance system if necessary, to meet engineering and safety standards for water and wastewater, as well as requirements to treat stormwater runoff from pollutant generating impervious surfaces.

With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts are anticipated for the water, wastewater, and stormwater utilities under any of the alternatives. The City has developed comprehensive plans for all three utilities and these plans are updated regularly to reflect system needs. The capital project needs to support redevelopment of the EEC are similar in scale to projects that the utilities execute on a regular basis. The costs of these improvements would be partially offset by general facility charges, connection fees, and rates for service.

2.0 Proposal and Alternatives

2.1 Introduction and Purpose

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, and housing. The Harrison Medical Center is the the hub of many related medical services in this area and is the primary job provider in the EEC. Harrison Medical Center has begun transitioning 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 initiated a subarea plan for the EEC. The plan will describe a vision, land use and design, zoning, and action strategies for the EEC. The subarea plan will be an element of the Comprehensive Plan. Zoning and other standards will be part of the City's development regulations. The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

This Environmental Impact Statement (EIS) studies three alternatives described below and is further detailed in this chapter:

- **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.

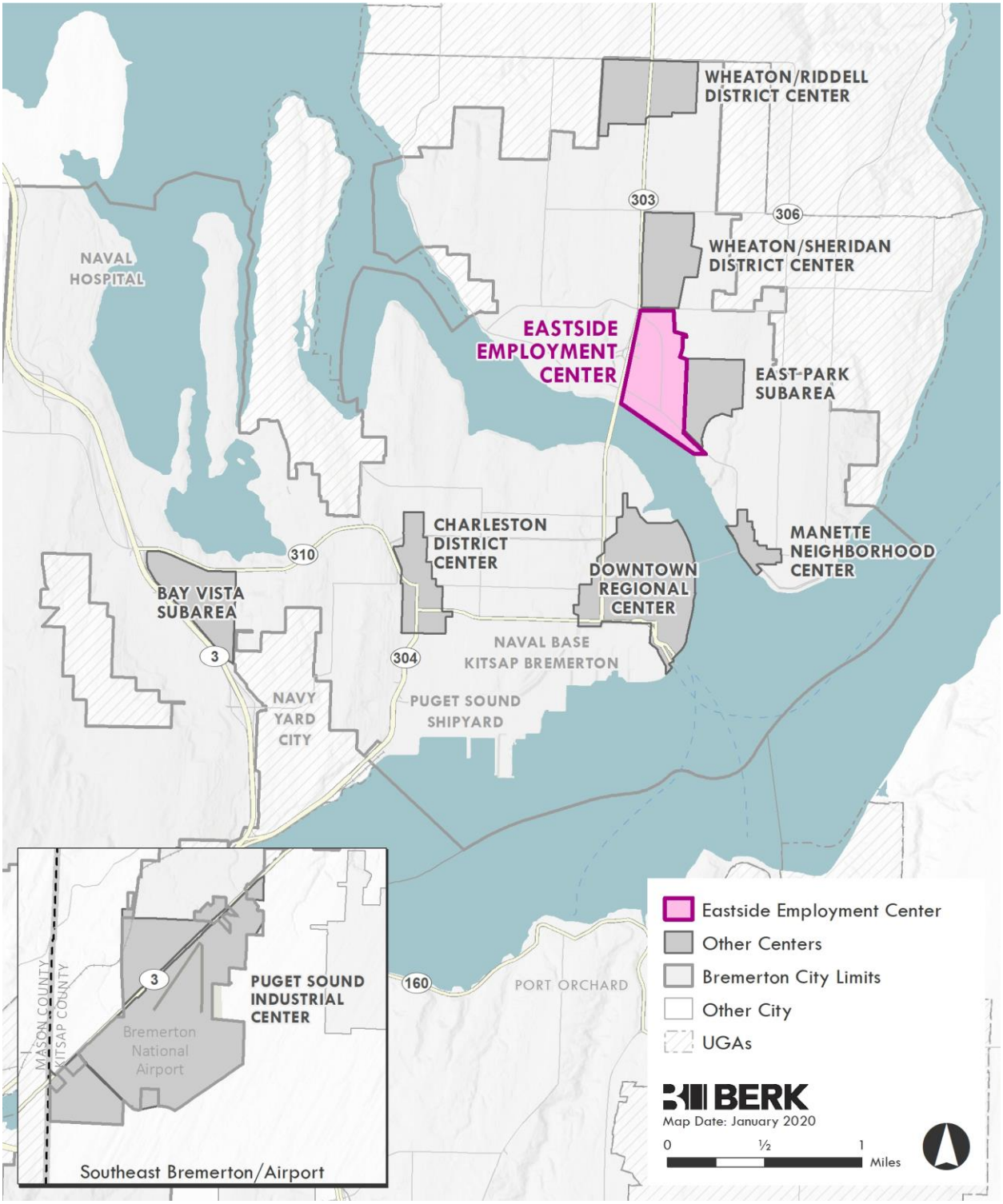
2.2 Description of the Study Area

The location of the EEC is in East Bremerton, close to SR 303 to the east and Port Washington Narrows to the south.

The Center is well connected to residential neighborhoods to the west and abuts 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. See Exhibit 2-1.

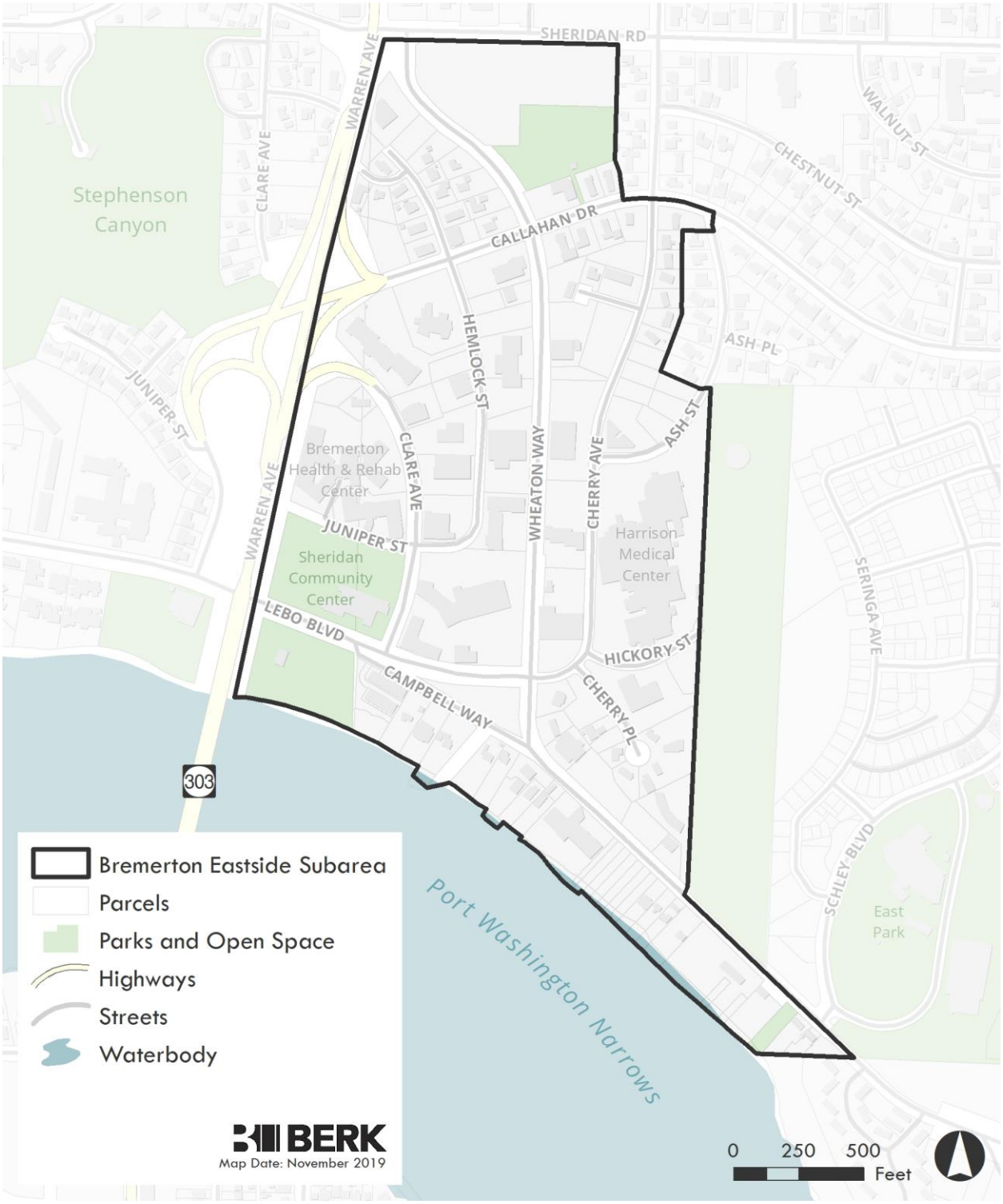
The Study Area is about 80 acres in terms of parcels, and is bounded by Sheridan Road in the north, East Park Natural Area to the east, the Port Washington Narrows on the south, and Warren Avenue/SR-303 to the west. See Exhibit 2-2.

Exhibit 2-1. Study Area in the Region, 2019



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

Exhibit 2-2. Study Area, 2019



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

2.3 Process

2.3.1 Planning Process

The EEC planning process reflects three phases illustrated in Exhibit 2-3 and summarized below.

- **Visioning and Evaluation** – Develop a market analysis and existing conditions evaluation. Engage stakeholders and the community to Vision the future of the area and scope the EIS topics and alternatives.
- **Draft Plan and EIS** – Prepare a Draft Subarea Plan and EIS to test the Vision and Alternatives.
- **Preferred Alternative and Final Plan** – Considering the Draft EIS and public input, engage stakeholders and the community to create a Preferred Alternative. Develop a Final Plan and EIS incorporating the Preferred Alternative.

Exhibit 2-3. Timeline, Phases and Milestones

2.3.2 Public Comment Opportunities

Summer and Fall 2019

To date public comment opportunities have included a range of interviews, pop-up events, and meetings described below. Event summaries are included in Appendix A.

Pop-up at Bridging Bremerton Community Event – June 2019. The project team set up a table at this Bridge to Bridge event and offered quick, simple and fun ways for people to learn about the project and have their say about the Vision for the EEC. About 21 people attended.

Public Vison Workshop – August 2019. This Vision Workshop 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 20 people attended this event.

Stakeholder interviews – Summer 2019. As part of the market analysis the project team interviewed three stakeholders knowledgeable about the EEC to gather additional insights on the project. The interviewees included property owners, real estate experts, and representatives from Naval Base Kitsap.

EIS Scoping – September to November 2019. A public scoping notice was issued to a mailing list and posted online to receive comments on issues that should be studied in the EIS. The scoping period extended from September 26 to October 21, 2019. Because the newspaper notice was not properly published in September, it was published in the Kitsap Sun and the scoping period was extended to November 15, 2019.

Business Community Engagement – October 2019. Project staff conducted door-to-door outreach to local businesses in order to invite local business participation in the conversation. About 15 local businesses were contacted. Information was provided to business owners about the purpose of EEC subarea plan and planned action, and opportunities to provide input through online an open house and project website.

Pop-up at Kitsap Regional Library – October 2019. The project team set up a table at this popular location and offered quick, simple and fun ways for people to learn about the project and have their say. About 25 people participated. This included questions similar to that of the online survey and Story Map.

Online Survey and Story Map – September 2019 – January 2020. An online Story Map and feedback tool provided another option for the public to provide comments September 2019 through January 2020. About 41 responses were received to the survey.

Current and Future Comment Opportunities

With the publication of this Draft EIS, a 30-day comment period has been established from March 6, 2020 to April 6, 2020. A public meeting is planned in this period to assist with development of a Preferred Alternative. See the Fact Sheet for more information.

The Planning Commission will hold a public hearing on the Draft Subarea Plan and Planned Action. Their recommendations will be forwarded to the City Council for a public hearing and deliberation. The schedule will be included at the project website: www.bremertonwa.gov/eastsidecenter.

2.4 Objectives and Alternatives

2.4.1 Proposal Objectives

SEPA requires a statement of objectives that address the purpose and need for the proposal. The proposal objectives for the EEC are based on the Draft Subarea Plan Guiding Principles and objectives for Coordinated Planning.

Guiding Principles

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, large 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 EEC.
- 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.

2.4.2 Alternatives

No Action Alternative

The current intent for the EEC 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.

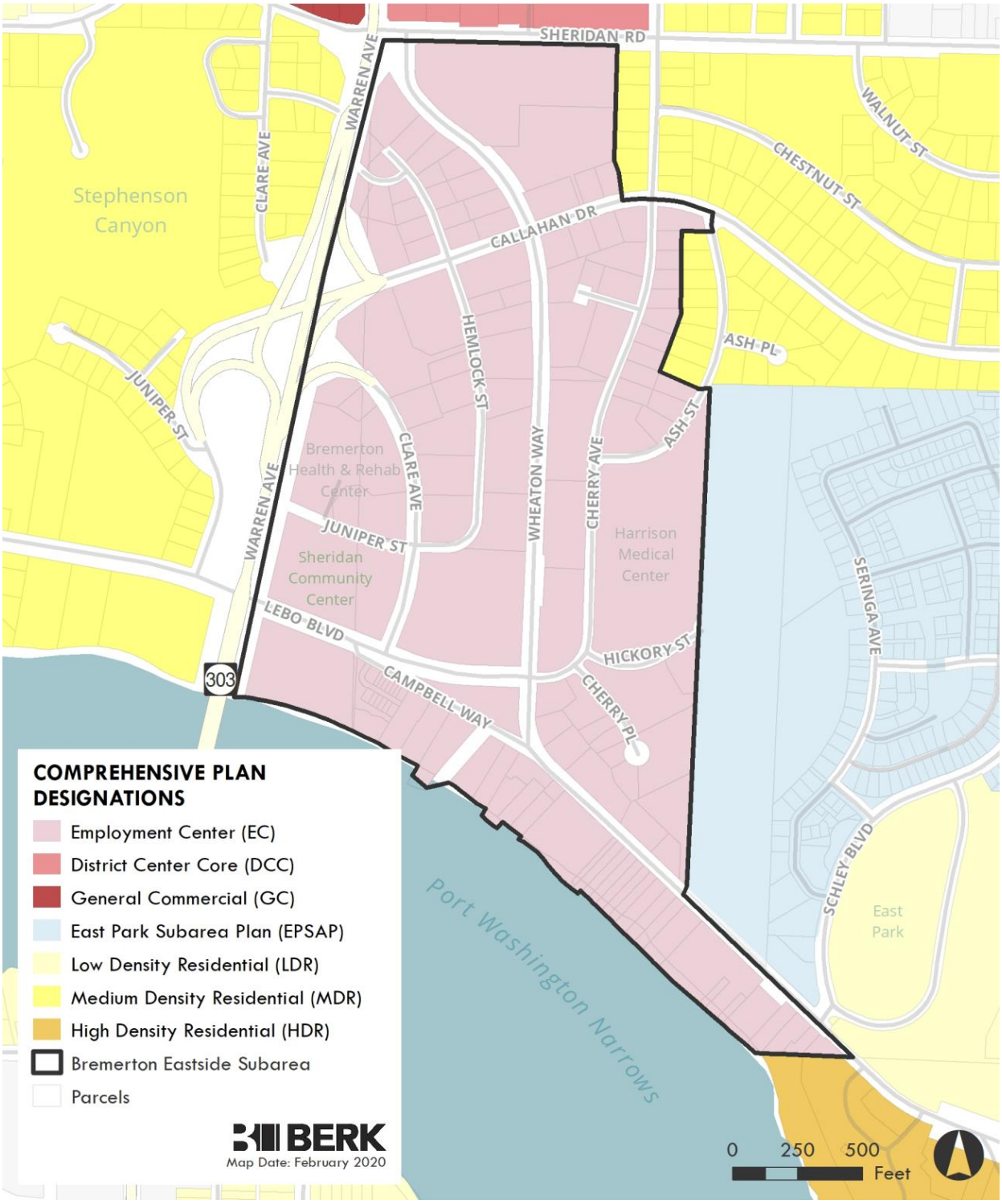
About 80.7 parcel acres are designated and zoned as Employment Center. See Exhibit 2-5 and Exhibit 2-6. The No Action Alternative would allow for net growth rounded to 455 dwelling units, 790 population, and 890 jobs. See Exhibit 2-4. The No Action Alternative plans assume current employment at about 2,850 jobs is maintained and slightly increased; however, there are no incentives or investments planned, and trends indicate a net loss of jobs with the moving of the hospital.

Exhibit 2-4. No Action Alternative: Current and Planned Growth

	Population	Dwellings	Jobs
Existing	451	332	2,851
Comprehensive Plan (net) 2036	750	350	450
Transportation Model (net) 2036	789	455 (households)	889
Total	**1,201-1,240**	**682-787**	**3,301-3,740**

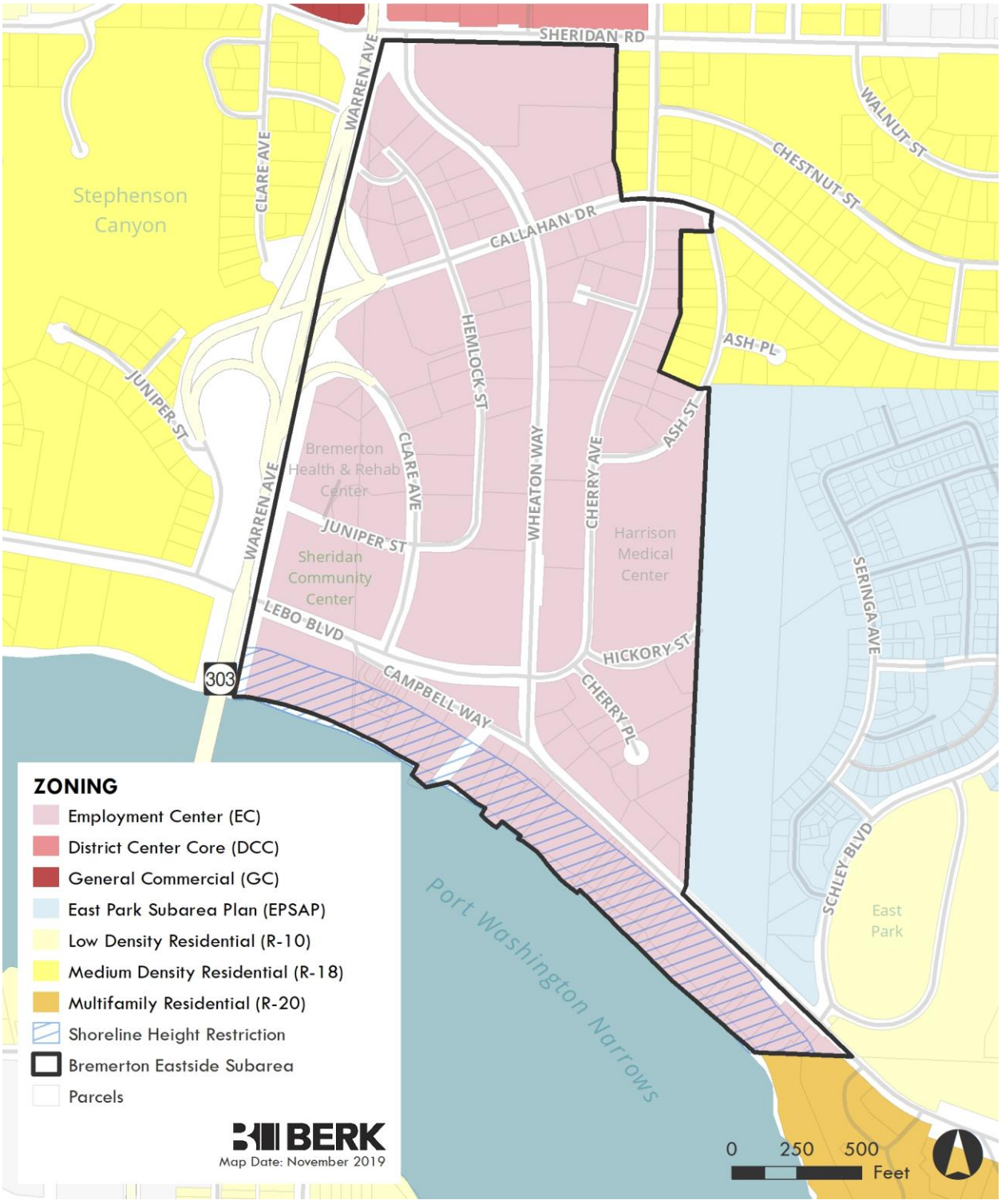
Source: City of Bremerton, 2016; PSRC 2019; Fehr & Peers 2019: BERK, 2019.

Exhibit 2-5. Comprehensive Plan Future Land Use Designations, 2019



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

Exhibit 2-6. Current Zoning Within Study Area



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

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 Boulevard and Wheaton Way. See Exhibit 2-8.

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 2-9.

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 2-7.

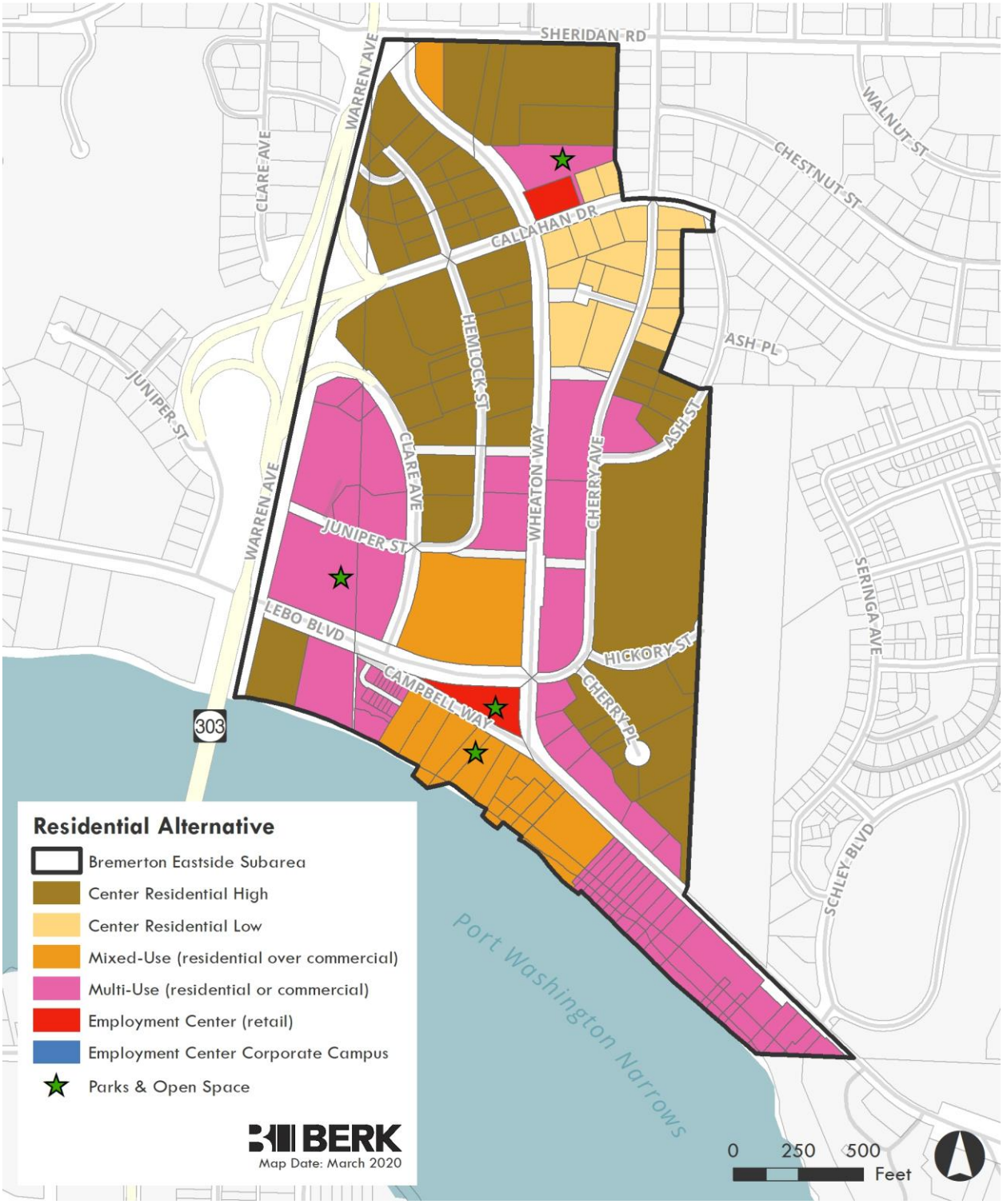
Exhibit 2-7. Residential Focus Alternative: Current and Planned Growth

	Existing	Residential Focus: 2040	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.

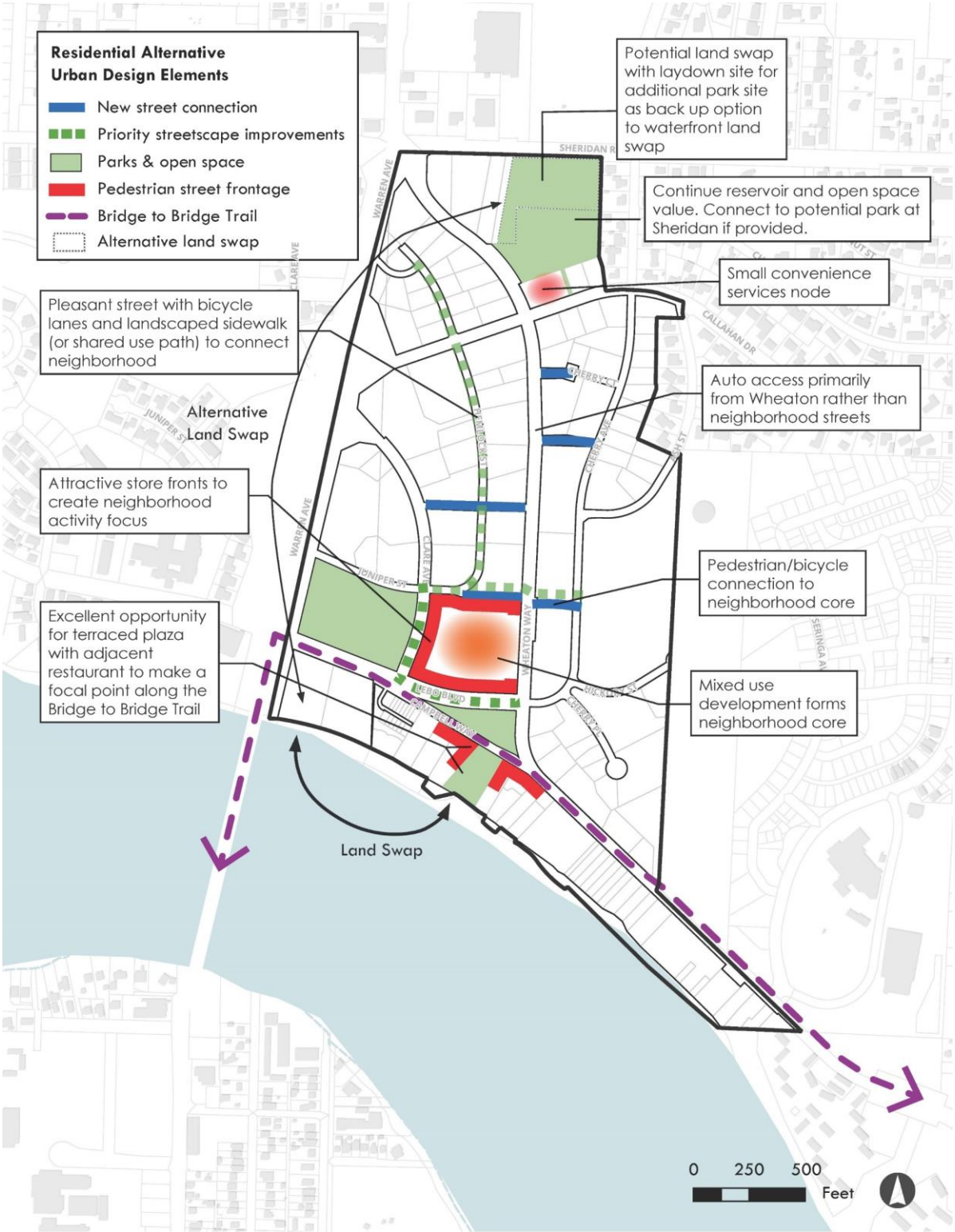
The Residential Focus Alternative would adopt a Subarea Plan and a Planned Action Ordinance to help guide future development and facilitate environmental review of new development and redevelopment.

Exhibit 2-8. Residential Focus Alternative



Source: Makers, 2019; BERK, 2019.

Exhibit 2-9. Residential Focus Alternative Street and Park Improvements



Source: Makers, 2020.

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 2-11.

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 in proximity to Sheridan Road or the water reservoir near Callahan Drive as an open space with potential connections to other recreation features.

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 2-10.

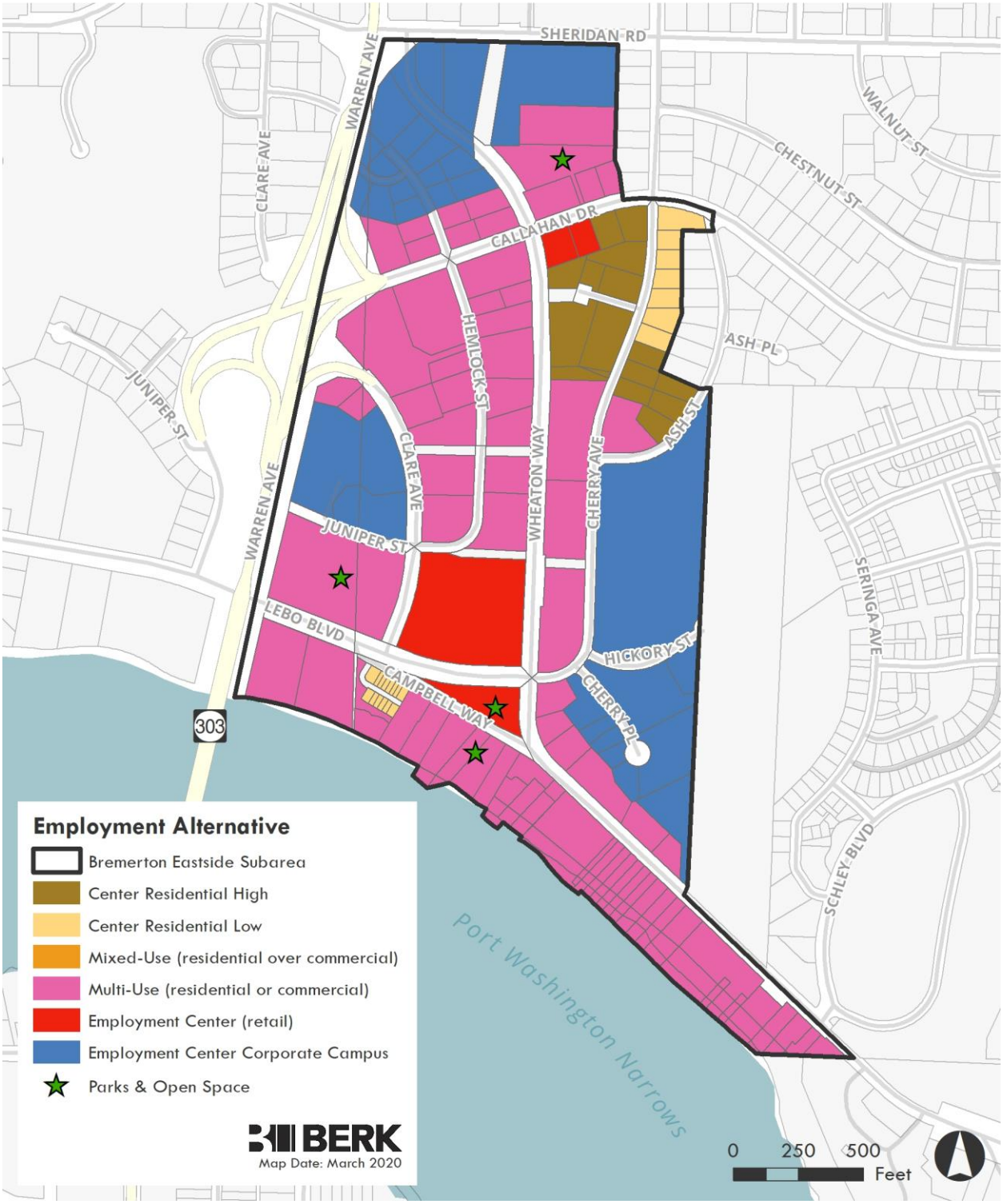
Exhibit 2-10. Employment Focus Alternative: Current and Planned Growth

	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.

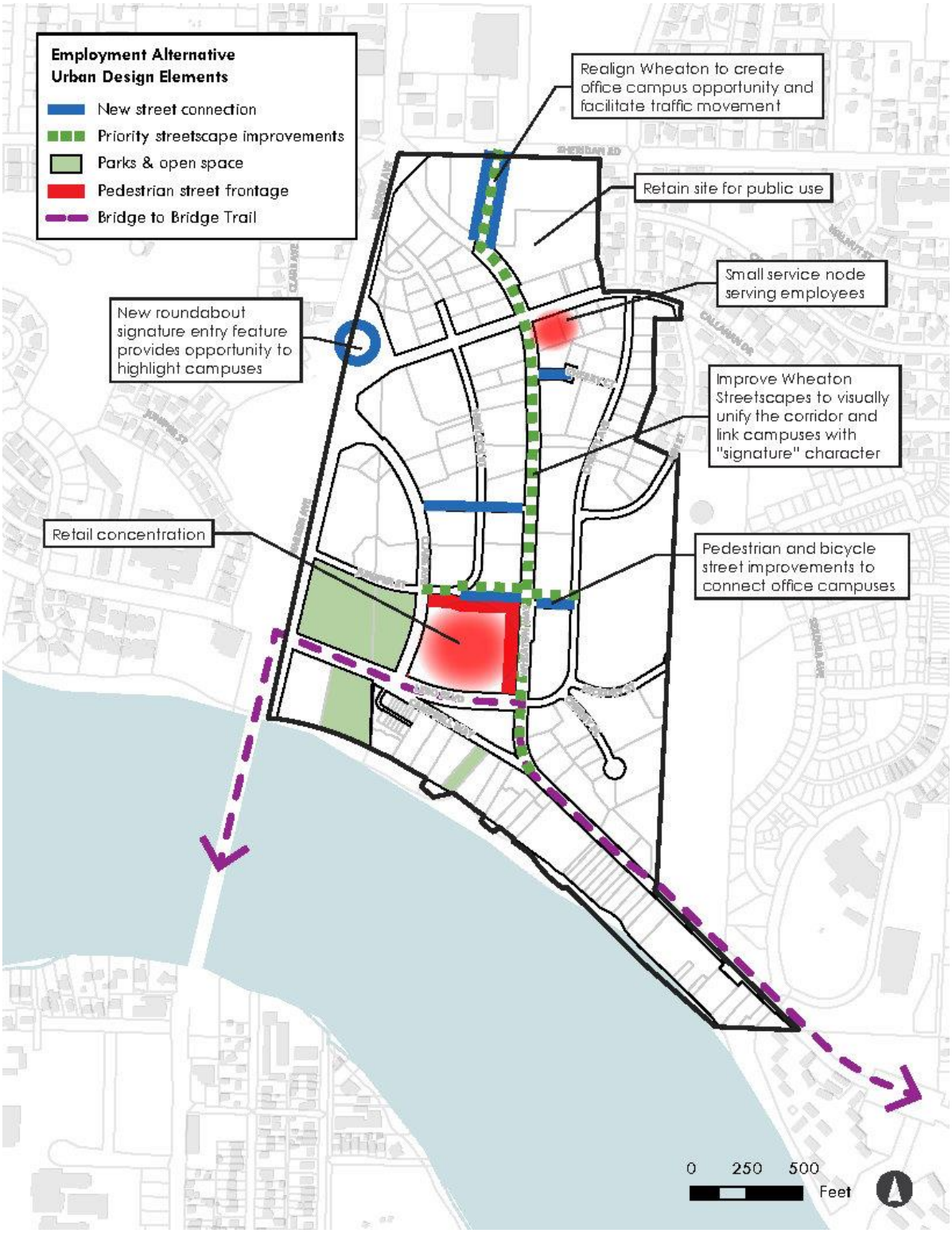
The Employment Focus Alternative would adopt a Subarea Plan and a Planned Action Ordinance to help guide future development and facilitate environmental review of new development and redevelopment.

Exhibit 2-11. Employment Focus Alternative



Source: Makers, 2019; BERK, 2019.

Exhibit 2-12. Employment Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Future Alternatives

Following the Draft EIS comment period, the City may develop a Preferred Alternative that is similar to a studied alternative or in the range of the studied alternatives. The Preferred Alternative may combine different features of the studied alternatives. For example, in the Residential Focus Alternative, lands may be residential designated and in the Employment Focus Alternative, lands may be employment designated, but in the Preferred Alternative, the designation may be mixed use or multi use allowing for both type of uses. As another example, heights may shift among the land use designations within the range studied up to 8 stories in height (80 feet).

2.4.3 Alternative Comparisons

Major features of the alternatives are described and compared below.

Land Use

Each alternative proposes a different focus of land use. See Exhibit 2-13. The No Action Alternative has a single zone allowing multiple uses, called Employment Center. The Employment Focus Alternative emphasizes Multi-Use and Employment Corporate Campus designations. The Residential Focus Alternative emphasizes Center Residential High and Multi-Use designations.

Exhibit 2-13. Alternative Parcel Acres by Designation

Designation	No Action Acres	Residential Focus Acres	Employment Focus Acres
Employment Center	80.7	—	—
Employment Center Corporate Campus	—	—	25.6
Employment Center Retail	—	1.3	5.5
Multi-Use	—	27.7	43.9
Mixed Use	—	10.3	—
Center Residential High	—	36.0	5.3
Center Residential Low	—	6.2	2.0
Grand Total	**80.7**	**81.5**	**82.3**

Source: Makers, 2019; BERK, 2019.

The difference in parcel acreage among the alternatives is due to changes in street locations with both added and relocated streets under the Employment Focus and Residential Focus Alternatives.

The Employment Focus Alternative assumes the tallest buildings at 5-7 stories (55-75 feet) for Corporate Campus and mid-rise for Multi-Use at 3-5 stories (35-65 feet depending on ground floor commercial). Center Residential High is the most emphasized designation in the Residential Focus Alternative with a maximum of 5 stories (35-65 feet depending on ground floor commercial; size of commercial is limited). Densities would increase under both Action Alternatives to a range of 20 to 60 units per acre.

Heights proposed for the Action Alternatives are similar to but more varied than the 6 stories/60 feet maximum for employment uses and 8 stories/80 feet for residential uses in the EC zone under the No Action Alternative.

Exhibit 2-14. 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 commercial 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

Notes: *See Draft Subarea Plan and Code. Existing single family residential dwellings would be allowed; new ones would be limited. **Residential may be 3-5 stories over 1 story of retail.
Source: Makers, 2019.

Growth

Each alternative's projected growth is listed in Exhibit 2-15. The Employment Focus Alternative has the greatest total employment and would retain and increase jobs. It would also almost double the number of new dwellings compared to the No Action Alternative. The Residential Focus Alternative would increase residential dwellings five times that of No Action and nearly

three times that of the Employment Focus Alternative; it would not maintain current employment to the same degree since the hospital site would change to residential uses.

Exhibit 2-15. Alternative Comparison of Total and Net Growth

	Existing	No Action	Net Change*	Residential Focus	Net Change*	Employment Focus	Net Change*
Population	451	1,240	789	3,740	3,289	2,030	1,579
Dwellings *(including Conv Care)*	332	787	455	2,155	1,823	1,170	838
Jobs	2,851	3,740	889	1,457	(1,394)	4,171	1,320

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

The total population, housing, and jobs for each alternative is illustrated in Exhibit 2-16. As noted above, the Employment Focus Alternative has the greatest total jobs and the Residential Focus Alternative the greatest dwellings and population. Given the intent of the hospital to move and the likelihood that the other nearby medical uses would also transition away, the No Action Alternative trend would be for modest housing. Though the No Action Alternative has capacity for jobs, without further investment or a vision and plan there are likely to be fewer jobs than existing over the longer term.

Exhibit 2-16. Total Population, Dwellings, and Jobs 2040 by Alternative

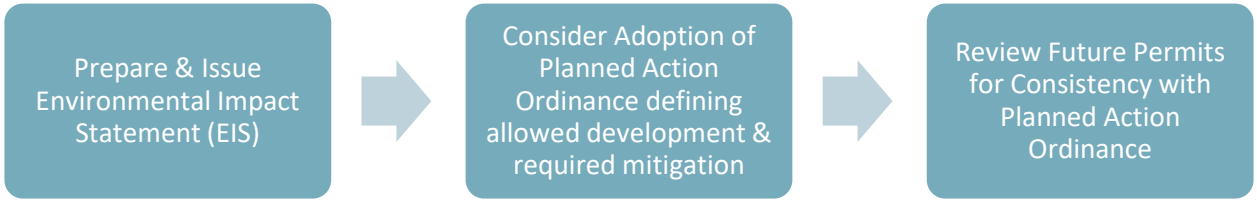
Source: PSRC 2019; Fehr & Peers 2019: BERK, 2020.

Planned Actions

The Employment Focus and Residential Focus alternatives propose the designation of a Planned Action in the Study Area, as authorized under SEPA (RCW 43.21C.440 and WAC 197-11-164 through -172). Planned actions provide more detailed environmental analysis during the area-wide planning phase, rather than during the permit review process. Future projects in the Study Area that develop under the designated Planned Action will not require SEPA determinations at the time of permit application if they are certified as consistent with the type of development, growth and traffic assumptions, and mitigation measures studied in the EIS. Such projects are still required to comply with adopted laws and regulations and would undergo review pursuant to the City's adopted land use and building permit procedures.

See Exhibit 2-17 for a summary of the process. A draft Planned Action Ordinance is included in Appendix B.

Exhibit 2-17. Planned Action Process



Source: BERK, 2019.

Comparison of Features

Based on the description of alternatives in this chapter, Exhibit 2-18 compares the features of the alternatives in terms of changes to plans and regulations and infrastructure investments.

Exhibit 2-18. Alternative Features

Feature	No Action Alternative	Residential Focus Alternative	Employment Focus Alternative
Plans and Regulations			
Continue Current Plans and Regulations	X		
Subarea Plan including Development Regulations		X	X
Planned Action Ordinance		X	X
Investments			
Continue Current Capital Plans	X		

Feature	No Action Alternative	Residential Focus Alternative	Employment Focus Alternative
Improve Sheridan Park		X – relocate at Campbell	X – existing site
Add Park at Water Reservoir		X– add or relocate at Sheridan Road	X– reservoir as open space value; seek connections if possible
New Road Connection from Sheridan Road to Callahan Drive			X
New Roundabout at SR 303 and Clare Avenue/Callahan Drive			X
New Mid-Block Connections		X	X
Pedestrian Street Fronts		X	X
Priority Streetscape Improvements		X	X

Source: BERK, 2019.

2.5 Benefits and Disadvantages of Delaying the Proposed Action

Delaying the proposed action would limit the overall amount of development in the EEC that could otherwise occur with the proposal by changing development regulations, approving a Planned Action Ordinance, or adding investments in infrastructure and parks. Delaying the proposal would also delay any increased demand for public services or utilities associated with development. Delaying the proposal would delay improvements of water quality accompanying redevelopment and green infrastructure investments.

If the proposal is not adopted, the area would continue with the established multi-use Employment Center designation, though at a lower intensity than under the proposed action. Without a refreshed vision, plan, and infrastructure and park investments the EEC is likely to see a loss of medical service jobs.

3.0 Environment, Impacts, and Mitigation

3.1 Natural Environment

3.1.1 Affected Environment

Habitat and Sensitive Area Features

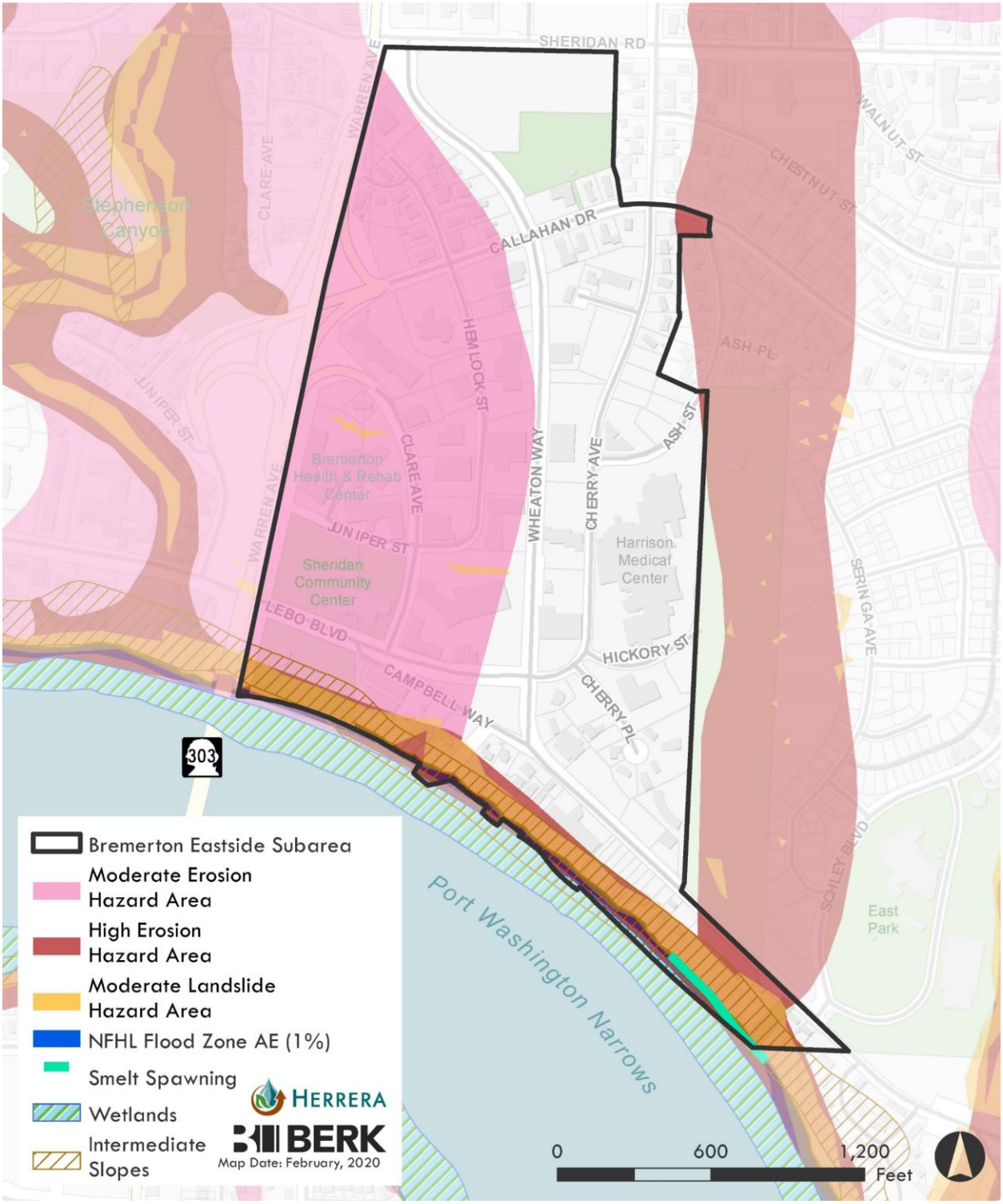
Approximately ten percent of the full study area currently consists of parks, open space and utility areas that provide habitat for urban species of wildlife and birds, and for stormwater infiltration, in addition to public recreation. In addition, the marine shoreline provides fish and wildlife habitat.

Other environmetally sensistive areas, including seismic or geologically hazardous steep slopes, wetlands, frequently flooded areas, and fish and wildlife conservation areas are mapped in both the developed and undeveloped areas of the EEC. In addition to these natural resources within the EEC, the study area is bounded on the east by the Madrona Trails Park, a 16-acre forested natural area and to the west of the EEC, across SR 303, is Stephenson Canyon, a 28-acre forested natural area. See Exhibit 3-1.

Shoreline

The existing development within the shoreline area is relatively low in intensity with residential, commericial, retail, utility, and other service uses mixed with parks and currently vacant areas. The marine shoreline of Port Washington Narrows (Narrows) that fronts the southern boundary of the EEC is a valuable natural resource. Its estuarine and marsh wetland habitats support a variety of important aquatic, fish, and wildlife species, including salmon and trout. Local beaches support hardshell clam and forage fish (surf smelt) spawning, among other resources, and provide public recreational use and aesthetic value.

Exhibit 3-1. Natural Environment in the Eastside Employment Center



Sources: Kitsap County, 2019; Herrera, 2019.

Buffer and setbacks in SMP 7.010 include:

- Urban Conservancy: Buffer 175 feet and 15 foot building setback, though the buffer would end at the start of the next shoreline designation
- Commercial: Buffer 50 feet, and 15 foot building setback.

Building height requirements in SMP 7.090 include:

- Urban Conservancy: 25 feet
- Commercial: 35 feet

Per the SMP, heights in the commercial and industrial districts may be increased to the zoning district height limit (60-80 feet in Employment Center zone, BMC 20.92.060) through a Conditional Use Permit provided it does not block views of upland residential properties, and greater height is an essential element of an allowed use. The project may be required to include compensating elements that substantially enhance the visual and physical public access to the shoreline. Also, the developments must demonstrate that No Net Loss of habitat function will be achieved. The City has approved some conditional use permits for height increases in the study area.

Earth

Geology

The study area is located within the southern portion of the Puget Sound Lowland physiographic region. The Puget Sound Lowland has undergone physiographic and depositional changes due to at least five glacial episodes. The most recent was the Vashon Stade of the Fraser Glaciation, which created the landforms that are present today. The advance of the Vashon Glacier deepened and widened the north/south trending valleys situated between the Olympic Mountains and the Cascade Range in western Washington (Sceva 1957; WDGER 2019). As the Vashon glacial lobe advanced south over northern Puget Sound, outwash deposits consisting of clay, sand, and gravel were deposited and covered by the ice sheet.

The Bremerton landscape was defined during the Vashon Stade of the Fraser Glaciation, and the impact of the ice on surface and subsurface geology remains apparent (Haugerud, 2009). The soils and rocks creating the subsurface sediments are mapped as Vashon drift till. The till is a mixture of clay, silt, sand, and gravel that has been consolidated into a hard layer approximately 80 feet thick. These are ground moraine sediments which were under the glacial ice that once covered the site. Sliding of the glacial ice sheet created long, wide, subparallel grooves in the underlying sediment, leaving behind a fluted glacial surface.

Washing State DNR does not identify any faults within the study area, indicating no local seismic risk. The area would feel shaking as a result of a major earthquake on a regional fault; for example, a greater than 7.0 magnitude event on the Whidbey Island or Nisqually fault

(Washington Geological Survey 2018; Bowman and Czajkowski 2019). There are no mapped landslides or landslide deposits in the EEC area. This mapping is at a coarse resolution and the soils on steep slopes near the shoreline could pose a landslide risk as discussed below.

Topography

The study area generally slopes downwards towards the shoreline on its southern boundary. There are very steep slopes along the southern and eastern boundaries of the study area which are described in greater detail below. The steep slopes on the eastern boundary slope towards the west. The slopes on the southern boundary are adjacent to the shoreline and slope towards the south.

Soils

The majority of the soils that are naturally in the study area are mapped as Urban land-Alderwood complex (Soil Survey Staff, 2020). These are the soils found at slopes under 8 percent. The low to no natural slope combined with low water retention and natural strength in the parent till material make this area suitable for infrastructure. Urban land-Alderwood complex is found in the area bounded by Sheridan Road, Ash Street, and Wheaton Way. Immediately west of Wheaton Way, the Neilton gravelly loamy sand dominates. This soil is found at slopes between 15 and 30 percent where it is a consistent gravelly loamy sand to 60 inches depth that does not retain water. These features have contributed to create a soil conducive to infrastructure in the area bounded by Sheridan Way, Wheaton Way, and Campbell Way.

The remainder of the area is dominated by Alderwood gravelly sandy loam where slopes are between 8 and 30 percent and Harstine gravelly ashy sandy loam at the steeper slopes. Upper layers of plant material are common in these soils and there is greater variability in gravel and sand content with depth. These soils overlie denser material that has restricted infrastructure foundation depths.

Geologic Hazard Areas

Kitsap County critical areas mapping indicates that there are moderate erosion hazards through most of the upland portion of the EC and the shoreline of the Narrows is mapped as having high erosion and moderate landslide hazard areas. There are no mapped geologic seismic hazards in the Eastside Center. There are some small areas of moderate geologic hazard for shallow landslides in the interior of the EC (Kitsap County 2020). Setbacks related to geologic hazards are specified in Bremerton Municipal Code (BMC) 20.14.630, which specifies a Building and Impervious Surface buffer of 50 feet for high geologic hazard areas and 25 feet for moderate geologic hazard areas. Geologic hazard buffers may be reduced through an approved geotechnical report per BMC 20.14.660.

Water Resources

Groundwater

The City of Bremerton and Kitsap County identify the study area as a Category II critical aquifer recharge area (CARA). These are areas that provide recharge to aquifers that are currently or potentially important potable water supplies and can be vulnerable to contamination. Jurisdictions will typically restrict certain types of land use activities in these types of aquifer recharge areas. Parks and residential development are currently allowed without restrictions in Category II CARAs (BMC 20.14.430). Land uses which pose a potential threat to aquifer contamination may be prohibited or require a hydrogeological assessment, and compliance with development requirements outlined in BMC 20.14.440. Examples of uses with particular requirements include, but are not limited to:

- Storage tanks
- Vehicle repair and servicing
- Car washes
- Chemical treatment storage and disposal
- New impervious surface area exceeding twenty thousand (20,000) square feet

Surface Water

The study area is located in the southwest portion of Water Resource Inventory Area (WRIA) 15 (Kitsap Watershed) within the Barker Creek-Frontal Dyes Inlet subbasin. The southern edge of the study area is adjacent to a marine waterway known as the Port Washington Narrows.

Streams

Streams defined by the City in its Critical Areas Ordinance (CAO) include year-round or intermittent watercourses or routes. These streams, formed by nature and sometimes modified by humans, generally consist of a defined channel with a bed, banks, or sides for a substantial portion of their length. The City uses the Washington stream typing system (WAC 22-16-030) to classify streams. Type F streams are defined as segments of natural waters other than Type S waters, which are within the bankfull widths of defined channels, and periodically inundated areas of their associated wetlands; or within lakes, ponds, or impoundments having a surface area of 0.5 acre or greater at seasonal low water and which in any case contain fish habitat. There are no streams mapped within the study area. There are two Type F streams identified on the east and west sides of the study area. Existing stormwater conveyance systems in the EEC discharge directly to marine waters and do not contribute any stormwater to streams.

Wetlands

The Port Washington Narrows shoreline is mapped by Ecology as supporting patchy low marsh, and patchy salt marsh (Ecology 2020a). The National Wetlands Inventory (NWI) online mapper and the Kitsap County Department of Community Development Critical Areas map depicts Estuarine and Marine Wetland (USFWS 2020b) that includes a total area of 376.01 acres along the shoreline of Port Washington Narrows, most of which is adjacent to, but outside of the EEC area. The presence of these wetlands has not been confirmed; individual site investigation may be necessary. The likely wetlands in this area are estuarine wetlands, which are either Category I or II wetlands depending on the habitat score according to the Washington State Wetland Rating System for Western Washington–Revised (Hruby 2014). Category I estuarine wetlands are those estuarine wetlands which are over one acre and Category II estuarine wetlands are those estuarine wetlands which are less than one acre or over one acre but are disturbed by human activity (BMC 20.14.320). Standard buffer widths for estuarine wetlands range from 150 feet for a Category II to 200 feet for a Category I (Exhibit 2-2, BMC 20.14.330). Any activities with the potential to impact a wetland or wetland buffer will require compliance with all applicable local, state, and federal regulations. This may include compensatory mitigation at the appropriate ratios per BMC 20.14.340.

Water Quality

Water quality for the Narrows within the vicinity of the EEC is mapped by Ecology as a Category 4a water body for bacteria. Category 4a waters are impaired water bodies that already have an EPA approved Total Maximum Daily Load (TMDL) plan in place and implemented. The Sinclair and Dyes Inlet Bacteria TMDL was approved by the EPA in 2012 (Ecology 2020b).

The Narrows is also mapped by Ecology as a Category 2 water for temperature. Category 2 listings have some evidence of a water quality problem but do not have sufficient evidence to show a persistent impairment.

Existing stormwater conveyance systems do not currently contribute to any streams in the study area.

Frequently Flooded Areas

The Narrows has been included in the Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP). According to the FEMA Flood Insurance Rate Map, areas along the Narrows are capable of flooding and a base flood elevation has been established. The maps identify the 100-year floodplain as generally confined within the Mean Higher High Water (MHHW) in the study area. Floodplains are regulated through the Bremerton CAO. The Bremerton Shoreline Master Program (SMP) regulates activities in the floodway and within 200 feet of the Narrows, and any associated wetlands. Encroachments into the FEMA

floodplain are unlikely due to a steep bluff that separates the marine shoreline from developable land.

Biota

Vegetation

The study area is highly urbanized, with approximately ten percent consisting of parks and open spaces. The marine shoreline of Port Washington Narrows along the southern boundary of the study area is a valuable natural resource and includes estuarine and marsh wetland vegetation communities.

The estuarine and marsh wetlands are likely dominated by salt and inundation-tolerant wetland vegetation. Species commonly found in this area include willows (*Salix spp.*), pickleweed (*Salicornia depressa*) and saltgrass (*Distichlis spicata*) (Herrera 2019). Ecology's Coastal Atlas Map (Ecology 2020) shows a continuous fringe of kelp along the shoreline on the waterward boundary of the study area. Upland buffers between wetlands and adjacent roadways are likely dominated by bigleaf maple (*Acer macrophyllum*), Himalayan blackberry (*Rubus armeniacus*), Nootka rose (*Rosa nutkana*), and giant horsetail (*Equisetum hyemale*) (Herrera 2019). Wetlands and adjacent buffers provide water quality, hydrologic, and habitat functions.

Throughout the remaining portions of the study area, vegetation communities in unmaintained areas, landscaped areas, and other small green spaces (including the Sheridan Community Center) are likely dominated by bigleaf maple, western hemlock (*Tsuga heterophylla*), Douglas fir (*Pseudotsuga menziesii*), Scotch broom (*Cytisus scoparius*) nonnative ornamental tree species, Himalayan blackberry, Nootka rose, nonnative ornamental shrub species, giant horsetail, hairy cat's ear (*Hypochaeris radicata*), common dandelion (*Taraxacum officinale*), nonnative ornamental herbaceous species, and grass (lawns) (Herrera 2019). These areas provide hydrologic and water quality benefits by slowing and absorbing surface waters and pollutants. Landscaped areas may cause pollution if chemicals such as fertilizers and pesticides are used for maintenance purposes. These areas may support a variety of wildlife species, discussed below.

The Madrona Trails Park is located outside of the study area, but adjacent to its eastern boundary. This area is dominated by a forested vegetation community which likely contains a mix of native and nonnative vegetation as listed previously in this section, in addition to a population of Pacific madrones (*Arbutus menziesii*). This area provides greater water quality, hydrologic, and habitat functions than the isolated spaces previously discussed due to its dense vegetation and complexity of habitat niches.

No rare, sensitive, threatened, or endangered native plant species or important plant communities are documented in the study area (WDNR 2020).

Fish

The Port Washington Narrows contains potential habitat for several species protected under the Endangered Species Act (ESA). The Narrows may be used by ESA-listed Chinook salmon (*Oncorhynchus tshawytscha*) and bull trout (*Salvelinus confluentus*) during foraging and migration. The Narrows is mapped within the Evolutionary Significant Units (ESU) for several other ESA identified fish populations including; Puget Sound chum (*O. keta*), Species of Concern Puget Sound coho salmon, the Distinct Population Segment (DPS) for Puget Sound steelhead (*O. mykiss*), and the Southern distinct population segment (DPS) for Eulachon (*Thaleichthys pacificus*) (WDFW 2020b, NOAA 2020). The study area is situated within the ESA designated final nearshore critical habitat for Bocaccio (*Sebastes paucipinis*) and the yelloweye rockfish (*Sebastes ruberrimus*) DPS in Puget/Georgia Straits (NOAA 2020).

Port Washington Narrows is also mapped for the presence of several recreational and commercially important species including pink salmon (*O. gorbuscha*) (WDFW 2020a). Smelt spawning is mapped along 400 linear feet of the shoreline near the southeastern corner of the EEC (WDFW 2020a). The estuarine and marine wetlands located along the Port Washington Narrows are listed as aquatic habitat and have documented Hardshell Clam presence (WDFW 2020b).

Wildlife

The vegetation types described above support a variety of wildlife species within the study area. These include many bird, mammal, and fish species common in the Puget Sound region. Due to the highly urbanized nature of the study area, mammal species are likely to primarily include species tolerant of human activity such as opossums, Pacific moles, big brown bats, beavers, Norway rats, eastern gray squirrels, deer mice, eastern cottontail rabbits, feral cats, muskrats, raccoons, striped skunks, and perhaps coyotes. Areas adjacent to the study area including the East Park Nature Area have a sufficient abundance of forest habitat that the bird, reptile, and insect communities are likely dominated by native species.

Marbled murrelet, a bird species protected under the ESA, are mapped as occurring within the study area (USFWS 2020a). Designated critical habitat for these species, however, is not present in the EEC. Critical habitat for Southern resident killer whale includes all waters relative to a contiguous shoreline in Clallam, Jefferson, King, Kitsap, Island, Mason, Pierce, San Juan, Skagit, Snohomish, Thurston, and Whatcom that are within the following three areas: 1) Summer Core Area, 2) Puget Sound Area, and 3) Strait of Juan de Fuca Area, and delimited by the line at a depth of 20 feet relative to extreme high water. The Port Washington Narrows is included in Area 2 - Puget Sound Area (NOAA 2020).

3.1.2 Impacts

Thresholds of Significance

The thresholds of significance utilized in this impact analysis include:

- Erosion that could not be contained on future development sites
- Exposure of people to risk of injury or substantial damage to structures and infrastructure due to the creation or acceleration of a geologic hazard
- The potential for degradation or loss of wetland, stream, or fish and wildlife habitat, or inconsistency with current regulations protecting critical area functions and values or shoreline ecological functions
- Likelihood of jeopardizing a plant or animal population that is not currently vulnerable in Bremerton and is a priority habitat or species

Impacts Common to All Alternatives

As discussed below in the Land Use section (Section 3.3), about 14 percent of the study area is currently vacant and could convert to urban uses allowed in the No Action Comprehensive Plan and Zoning Code or Action Alternatives' Draft Subarea Plan and Code. This could add impervious area and reduce groundwater recharge and could also potentially increase surface water runoff and cause erosion during construction. City critical area regulations, stormwater regulations, and grading standards would apply to reduce potential impacts.

About half of the study area includes commercial or residential lands with lower assessed values per square feet or include the hospital site that is transitioning out of the Study Area and may be redevelopable. See Exhibit 3-16 in Section 3.2 Population, Housing, Employment. As these sites redevelop, there may be removal of existing impervious areas and structures and replacement with more intense urban uses. However, there is an opportunity to employ newer stormwater facilities and green infrastructure that can improve conditions for ground water and surface water quality. Erosion during redevelopment would require application of construction stormwater pollution prevention measures.

No Action Alternative

Under the No Action Alternative, development of currently undeveloped natural areas along the shoreline would likely occur on a slow time scale according to market demand, and this would result in a piecemeal approach to impact mitigation as determined by individual project permitting processes.

Under the No Action Alternative, maximum allowed building heights along the shoreline with conditional use permits are taller (6-8 stories or 60-80 feet) than those allowed under the Action Alternatives (3-5 stories or 35-65 feet depending on ground floor use). These taller buildings have the potential to cast larger shadows than the lower buildings that would be constructed under the Action Alternatives. The shadows would have the potential to shade vegetation communities along the shoreline during summer months between the hours of 5 A.M and 9 A.M. (Hoffmann 2020), however this is unlikely to cause any significant adverse effects. Lights associated with buildings may also be visible from farther distances in Narrows, and taller lights would be able to be seen from a farther distance than those under the Action Alternatives. This light pollution could negatively impact wildlife along the marine shoreline.

Heights of 6-8 stories (60-80 feet) are allowed next to the Madrona Trails natural open space under current zoning whereas under the Action Alternatives heights of 3-5 stories (35-65 feet with Residential Focus depending on ground floor use) or 5-7 stories (55-75 feet with Employment Focus) are allowed.

There are no required building setbacks under the current zoning designation (Employment Center), although building coverage limits would apply along with landscaping standards. As well, the shoreline setbacks of the SMP would apply in that location. There is no maximum impervious limit other than what is required for setbacks or landscaping under all studied alternatives. All together there are potentially greater heights, larger impervious development footprints, and fewer building design standards associated with the No Action Alternative which may allow more intense urban structures than the Action Alternatives.

The lower growth in human population under the No Action Alternative would result in less disturbance to habitat and wildlife associated with Madrona Trails Park and the marine shoreline than the Action Alternatives. Impacts to earth, water resources, biota, and frequently flooded areas are discussed in more detail below.

Earth

Impacts on earth resources under the No Action Alternative would result primarily from activities that alter existing topography (such as trenching, cut, and fill), or that are vulnerable to, or that alter the risk from, geologic hazards. Areas undergoing redevelopment would also be subject to surficial erosion hazards until construction has been completed and the disturbed areas permanently stabilized.

Water Resources

Most of the pollutant generating impervious surface in the EEC does not receive treatment for stormwater pollutants prior to discharge to Port Washington Narrows. Under the No Action Alternative, individual redevelopment projects would be required to comply with stormwater

management requirements defined in the City code and stormwater manuals. These requirements are discussed in more detail in the Mitigation section.

In addition, the increases in population and employees associated with the No Action Alternative could result in additional traffic in the EEC, which could contribute additional pollutants to stormwater generated in the roadway. However, this impact is expected to be more than offset by the stormwater quality improvements resulting from treatment facilities that are required by regulations during redevelopment.

Biota

Under the No Action Alternative, redevelopment that is centered in already developed areas within the study area is unlikely to result in any direct impacts on habitat areas. Any redevelopment along the Port Washington Narrows proposed under the No Action Alternative could result in impacts such as reduction in wetlands or marine habitat. Protected habitats would be governed by the City's CAO and SMP. Impacts to wetland habitats, if any were to occur, would be subject to the avoidance, minimization, and mitigation requirements set forth in federal and state laws and in the City's CAO. These regulatory requirements are sufficient to reduce potential impacts on wetland habitats such that residual impacts would be less than significant.

Frequently Flooded Areas

Any new development proposed within 200 feet of the marine shoreline (and associated wetlands) would be subject to the City's CAO and SMP that governs Frequently Flooded Areas. Any proposed alterations within the Frequently Flood Areas must be compliant with development standards aimed at protecting habitat, fish, and wildlife (BMC 20.14.530). Therefore, under the No Action Alternative there would be no significant impacts on frequently flooded areas.

Residential Focus Alternative

The Residential Focus Alternative would include new street connections, streetscape improvements, parks improvements or relocation, pedestrian street front improvements and other improvements to the right-of-way. During the course of these projects, the City will install stormwater treatment best management practices (BMPs) where required by City code. This additional treatment will result in the positive impact of water quality improvement under the residential alternative. In addition, each of these right-of-way improvements creates an opportunity to install more stormwater treatment than required, i.e., retrofitting, to improve water quality even more than would be required by code. These improvements also present an opportunity to employ green stormwater infrastructure where feasible so that stormwater

improvements result in broader benefits to the natural environment, such as providing habitat for birds and pollinators. Though not required by City code, permeable pavement feasibility can be evaluated in each of these right of way improvements to reduce the amount of impervious surface in the EEC.

Under the Residential Focus Alternative, a similar area of development is possible on vacant and redevelopable land as the No Action Alternative. Maximum heights and coverage would be similar to those under the No Action Alternative. However, with greater investments in roads and parks, land may redevelop sooner under this action alternative, with opportunities to incorporate new stormwater treatment.

Under the Residential Focus Alternative there would be more mid-block crossings with greater opportunity for green infrastructure than the No Action Alternative. The Residential Focus Alternative proposes a swap of parkland south of the Sheridan Community Center at the parks laydown site. That site would redevelop with residential uses and the City would invest in a more centrally located park property that could offer opportunities for sensitive shoreline treatment and low impact park development. The proposed new park area under the swap (See Exhibit 2-9 in Chapter 2.0 Proposal and Alternatives) is also adjacent to a triangular parcel across the street that would change from Employment Center (retail) to a park. Likewise, if park and recreation opportunities are added at the Water Reservoir, landscape and stormwater standards could promote low impact designs.

The Residential Focus Alternative would result in a greater net population in the study area as compared to the Employment Focus Alternative. Adjacent to Madrona Park, the Residential Focus Alternative would include the development of 3-5-story high-density residential buildings in this location (35-65 feet depending on ground floor use), lower in height than the 6-8 stories of the No Action Alternative (60-80 feet) or 5-7 Stories (55-75 feet) of the corporate campus under the Employment Focus Alternative. Proposed high-density residential land use adjacent to Madrona Park would likely cause greater instances of habitat disturbances associated with noise and lights present 24 hours a day compared to the Employment Focus Alternative and likely the No Action Alternative. The area adjacent to the shoreline on the southern boundary of the study area would be designated for multi-use (office, residential, or retail) and mixed use (residential over commercial) and would have a slightly higher population living within a few blocks of the shoreline, compared to the Employment Focus Alternative, which favors commercial over residential uses.

Under the Residential Focus Alternative, there would likely be more people and pets using shoreline promenade areas or abutting natural lands such as the Madrona Trails over a 24-hour period, which could potentially disturb wildlife and vegetation. If users follow designated paths and sidewalks, the additional human and pet use in or abutting sensitive areas could be managed. Appropriate park and trail design could be implemented to avoid and minimize the impacts of increased park use.

There are no significant differences in building heights between the Employment Focus and Residential Focus alternatives along the shoreline or adjacent to Madrona Trails Park; rather, the difference lies in building occupancy and use and, when compared to the No Action Alternative, in required setbacks. Rezoning the area next to Madrona Trails Park to high density residential would require new development to maintain a 15-foot transitional building setback per the Draft Subarea Plan, which could provide a small amount of vegetated buffer between urban areas and the habitat provided by the park.

The Residential Focus Alternative proposes to relocate the small Sheridan pocket park on the shoreline in the southwest corner of the study area to a location to the east along the marine shoreline and to convert an adjacent triangular parcel to park. Relocation of the southwestern park adjacent to the new triangular park would provide minor habitat connectivity benefits.

Employment Focus Alternative

Potential impacts on the natural environment under the Employment Focus Alternative would be similar to the Residential Focus Alternative except that there would be greater road extensions such as between Sheridan Road and Callahan Avenue with more opportunities for green infrastructure. There is a similar potential to incorporate low impact designs into current or new parkland (e.g., at the reservoir if feasible).

Maximum building heights and coverage would be similar to the No Action Alternative and the Residential Focus Alternative, though there could be a greater height for employment than for residential uses. It is anticipated that the greatest heights would be associated with the Employment Center Corporate Campus development and some development of that scale would be possible next to the Madrona Trails property, similar to but potentially taller than the current hospital structure. Depending on design, there is a potential for greater light and glare that could affect wildlife compared to the Residential Focus Alternative; development standards regarding materials or light standards could address the potential for impacts.

The Employment Focus Alternative would result in a lower net residential population in the study area compared to the Residential Focus Alternative. The corporate campus near Madrona Park may receive less evening and nighttime habitat disturbance associated with noise and lights compared to the Residential Focus Alternative due to the area being used for daytime employment rather than residential purposes. As under the Residential Focus Alternative, the Employment Focus Alternative would require a 15-foot transitional building setback from parks and lower density areas along the periphery of the study area, which would provide a small vegetated buffer that would not exist under the No Action Alternative.

Under the Employment Focus Alternative, the area adjacent to the shoreline designated as multi-use (commercial *or* residential) could mean a slightly lower population living in the area compared with the Residential Focus Alternative, which incorporates more mixed-use

(residential over commercial). This could cause less disturbance to wildlife and habitat over a 24-hour period from light and noise pollution and human presence outdoors compared to the Residential Focus Alternative and the No Action Alternative. However, there may be a greater daytime population than nighttime population if more commercial uses are established, and potentially greater human use of shoreline promenades and trails during daytime office hours. As under the Residential Focus Alternative, appropriate park and trail design could be implemented to avoid and minimize the impacts of increased daytime park use.

The Employment Focus Alternative would not relocate the small park in the southwest corner to the east, and the adjacent triangular parcel would not be converted to park. Potential benefits from increased habitat connectivity between the two new park areas would not occur. The existing park would maintain some connectivity to the park area to the west of the Warren Avenue Bridge.

The effects of building heights would be similar to those under the Residential Focus Alternative.

3.1.3 Mitigation Measures

By applying the incorporated plan features, regulations, City commitments, and other proposed mitigation measures, no significant unavoidable adverse impacts are anticipated under any of the proposed alternatives.

Incorporated Plan Features

All studied alternatives are expected to attract development within the study area and outside of critical areas and shoreline buffers. Focusing growth in locations without critical areas avoids impacts to environmentally sensitive features, such as plant and animal habitat, which may be found in lesser developed areas. During redevelopment or new development under all studied alternatives, opportunities exist to strategically reduce impervious surfaces and restore native vegetation to improve the conditions of the natural environment in these spaces.

The Employment Focus and Residential Focus alternatives include new street connections, streetscape improvements, parks or open space, pedestrian street front improvements, and other improvements to the right-of-way. Under all proposed alternatives, the City will install stormwater treatment BMPs when required by City code and also consider installation of proactive stormwater treatment BMPs (i.e., retrofits) that employ natural systems to improve the quality of stormwater entering Port Washington Narrows and provide habitat within the EEC.

Regulations and Commitments

Development and redevelopment projects within the study area that have the potential to impact environmentally sensitive natural resources will require compliance with federal, state, and local regulations. Mitigation sequencing to avoid, minimize, and mitigate environmental impacts is typically required for all applicable permitting reviews and authorizations. Exhibit 3-2 provides a regulatory permit matrix for actions requiring local, state, and federal authorizations. Appropriate mitigation measures specific to project alternatives will need to be proposed when alternatives are farther along in the planning process. This may include preservation, enhancement, and restoration of wetland and marine shoreline buffer.

Exhibit 3-2. Environmental Regulations

Jurisdictional Agency	Regulations/Authorizations
City of Bremerton	Pre-Application submittal Conference SEPA Determination (No Action Alternative) Planned Action Consistency Determination (Action Alternatives) Shoreline Exemption or Substantial Development Permit Critical Areas Review
Washington State Department of Ecology (Ecology)	Section 401 Water Quality Certification Construction Stormwater General Permit Coastal Zone Management Act Consistency Certification
Washington Department of Fish and Wildlife (WDFW)	Hydraulic Project Approval (HPA)
Department of Archaeology and Historic Preservation (DAHP)	Cultural Resources Review Form EZ1
U.S. Army Corps of Engineers	Section 404 Clean Water Act Section 10 Rivers and Harbor act Requires Compliance with: Section 7 of Endangered Species Act Section 106 Historic Preservation Act Magnuson-Stevens Act

Sources: City of Bremerton Municipal Code, 2020; Herrera, 2020.

Shoreline Master Program (SMP)

Properties situated within 200 feet of designated Shorelines of the State are regulated according to the City's SMP guidelines (Section 20.16.010 of BMC). The shoreline designations for EEC

properties that are within the shoreline jurisdiction associated with the Port Washington Narrows include Urban Conservancy and Commercial.

The purpose of the Urban Conservancy designation is to protect and restore relatively undeveloped or unaltered shorelines to maintain open space, floodplains, or habitat, while allowing a variety of compatible uses. This designation applies to shorelines that retain important ecological functions, even if partially altered. These shorelines are suitable for low intensity development, uses that are a combination of water-related or water enjoyment uses, or uses that allow substantial numbers of people access to the shoreline (SMP 4.030 of Section 20.15.010 of BMC).

The Commercial designation is intended to accommodate high intensity business districts, light industry, and various commercial operations located in the shoreline jurisdiction. The designation is suitable for existing and future high intensity water-oriented uses and water oriented commercial uses. The designation encourages commercial development that could enhance visual and physical public access to the shoreline. A primary goal is to provide a setting for commercial operations that will be of economic benefit while protecting and/or restoring ecological functions in areas that have been previously degraded (SMP 4.030).

Critical Areas Regulations

The City's Critical Areas regulations (BMC 20.14) are applicable for the protection of wetlands, fish and wildlife conservation areas, geologically hazardous and frequently flooded areas, critical aquifer recharge areas, and designated buffers to protect critical areas. Based on BMC 20.14.430, a hydrogeological assessment would be required for any addition of impervious surface greater than or equal to 2500 square feet.

Federal

Federal regulations including the Clean Water Act Section 404 and Section 10 of the Rivers and Harbors Act, as administered by the U.S. Army of Corps of Engineers are applicable to any proposed alterations to Waters of the US. Compliance with Section 7 of the Endangered Species Act and Section 106 of the Historic Preservation Act are additionally required for federal permits. The Magnuson-Stevens fishery Conservation and Management Act provides protection for Essential Fish Habitat. The Marine Mammal Act is applicable for the protection of species in marine waters. Projects require federal authorization will typically require 6 to 18 months for final review.

Water Resources Protection

The potential for erosion from excavation and soil disturbing activities during construction would be mitigated by implementation of construction stormwater pollution prevention best

management practices (BMPs) that are required by the City on every project that involves soil disturbance.

Projects that include 5,000 square feet or more of pollutant generating hard surface or ¾ of an acre of pollutant generating pervious surface would be required to construct stormwater treatment facilities; therefore, redevelopment under the No Action Alternative would result in a net improvement in the quality of stormwater that is discharged to the Port Washington Narrows. Flow control is not required in the EEC because the stormwater system discharges directly to flow-control-exempt marine waters.

Other Proposed Mitigation Measures

There is a potential to require street standards with green infrastructure on the boulevards and new connections. This would be implemented either through advanced infrastructure implementation or through street frontage improvements as development occurs.

The City could set a maximum impervious area through new zones that together with stormwater standards encourage pervious pavement, biofiltration, or other methods to address water quality and groundwater recharge.

3.1.4 Significant Unavoidable Adverse Impacts

Under all of the proposed alternatives, any redevelopment or new development will require compliance with all applicable regulations to avoid, minimize, or mitigate any impacts to critical areas or critical area buffers or to ensure no-net-loss of shoreline ecological function in the study area. Therefore, no significant unavoidable adverse impacts are anticipated on the natural environment under any of the proposed alternatives.

3.2 Population, Housing, Employment

This section examines current demographic and socio-economic characteristics of residents of the Study Area and current employment characteristics. Data on age, incomes, households, and other characteristics are from the US Census and an Economic and Market Analysis Report prepared for the Eastside Employment Center by BERK Consulting, Inc. and Stowe Development Strategies in November 2019.

After describing current conditions, the impacts analysis considers how each alternative could affect population, housing, and job growth and displacement and opportunities to relocate dwellings and employment.

3.2.1 Affected Environment

Existing Policies and Regulations

The City of Bremerton plans in coordination with Kitsap County and other jurisdictions. The Bremerton Comprehensive Plan accommodates population and employment growth for the 20-year planning period 2016-2036. See Exhibit 3-3. The City plans for growth slightly higher than its assigned growth targets in the Countywide Planning Policies (CPP) developed through a regional consultation process. Kitsap County and cities collectively strive for growth that is within +/- 5% of targets.

Exhibit 3-3 City of Bremerton Growth Targets and Assumptions – Bremerton City Limits, 2019-2036

	Current	CPP Target 2036	City Plan Growth 2036
Population	42,080 (2019)	52,017	53,407
Employment	31,418 (2018)	46,441	46,949*

*The City's Comprehensive Plan identifies a net increase of about 18,800 jobs (rounded from 18,782). Consistent with the employment allocation base year, this net increase would be added 2012 jobs which equaled 28,167.
Source: (Kitsap County Board of Commissioners, 2015); (City of Bremerton, 2016); (Puget Sound Regional Council, 2019); OFM 2019.

Bremerton reviews its Comprehensive Plan periodically consistent with GMA. The Comprehensive Plan will address the regional growth strategy in VISION 2050 and its growth allocations in coordination with Kitsap County. The PSRC Draft VISION 2050 plan anticipates a net increase of 33,000 population and 20,000 jobs in Bremerton from 2017-2050. The EEC is one of several centers that would contribute to achieving the new as well as the existing growth target.

The Comprehensive Plan contains goals and policies that support a growing vital city with economic development and housing choices:

> *LU1. Plan for Bremerton's population and employment growth.*
>
> *LU1(B): Coordinate Bremerton's growth consistent with the Kitsap Countywide Planning Policies and the Puget Sound Regional Council's Vision 2040, and state requirements.*
>
> *LU2. Encourage economic development within the City.*
>
> *H2. Encourage the development of a variety of new housing options and densities to meet the changing needs of Bremerton's residents.*
>
> *Goal ED1. Support expansion of commerce by diversifying and expanding Bremerton's commercial base.*

Current Conditions

Population

Growth and Forecast

Population from 1970 to 2019 is illustrated in Exhibit 3-4 for both the City of Bremerton and Kitsap County.

Exhibit 3-4 Historic and Current Population – Kitsap County and Bremerton

	1970	1990	2010	2015	2019	1970-2010 Rate	2010-2019 Rate	2015-2019 Rate
Kitsap Co.	101,732	189,731	251,133	258,200	270,100	2.3%	0.8%	1.1%
Bremerton	35,307	38,142	37,729	39,410	42,080	0.2%	1.2%	1.7%

Source: State of Washington Office of Financial Management

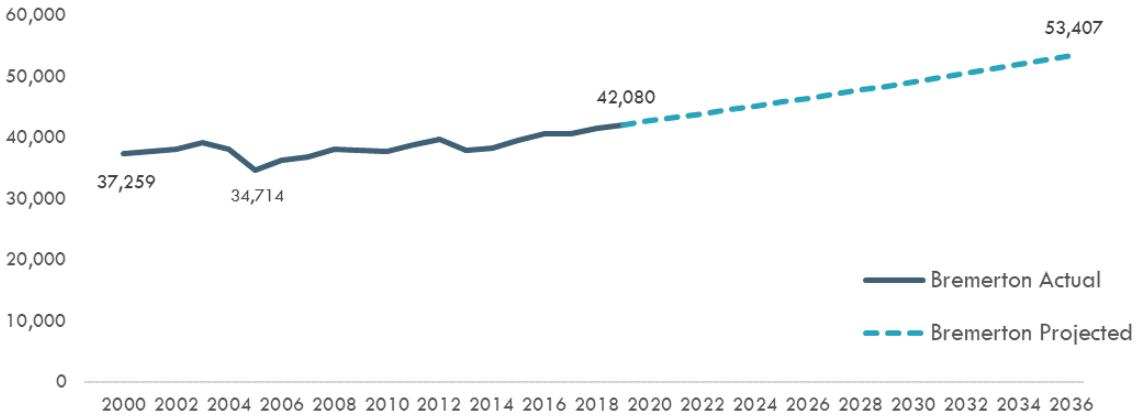
- The overall number of residents in the City remained relatively stable from the 1970s to around 2014. In 2019 the population of Bremerton was estimated to be 42,080, adding about 6,700 people since 1970. The growth rate was about 0.2%.
- Kitsap County added over 168,000 people and had a growth rate of 2.3% from 1970-2010.
- Since 2015 there has been notable growth in the City with a growth rate at 1.7%, exceeding the countywide growth rate of 1.1%.
- A trend that impacts overall population is the temporary increase in population tied to the maintenance period for Aircraft Carriers at Puget Sound Naval Shipyard. Population increases by roughly 3,000 people during the maintenance period that can last 10 - 28

months. There is typically one docked at the shipyard for maintenance and sometimes two carriers.

The City's 2016 Comprehensive Plan is based on a population target adopted in the Countywide Planning Policies of 53,407 people by 2036, a growth rate of about 1.4% per year. This is a net change of 11,327 people over the 2019–2036 period.

Population growth from 2000 to 2036 is illustrated on Exhibit 3-5. Aside from a notable reduction in city population in 2005 the City has maintained a steady population growth and more recently has seen an uptick in the rate of population growth described above that is anticipated to carry forward in City plans.

Exhibit 3-5 Population Estimates and Target, 2000-2036



Source: OFM 2019; BERK, 2019.

Population in Study Area

The population of the Study Area has been relatively constant, with about 450 residents. See Exhibit 3-6. This includes both households in the residential area in the north of the Study Area, as well as two independent living retirement homes. Convalescent care home units are not included.

Exhibit 3-6 Study Area Population and Households, PSRC Estimates 2002-2018

Year	Population	Households
2002	462	279
2005	453	271
2010	448	259

Year	Population	Households
2018	451	260

Source: PSRC, 2019.

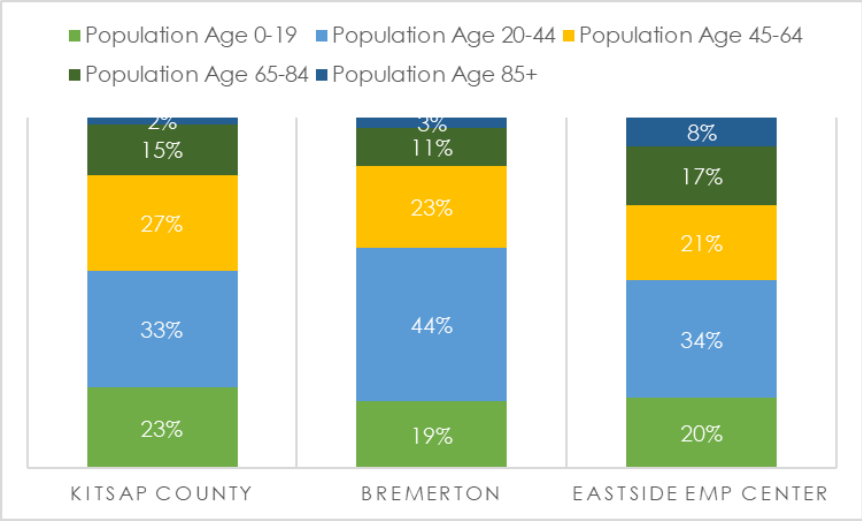
The PSRC estimates are lower than other estimates such as those using ESRI Business Analyst, which rely on 2010 Census blocks and formulas applied to the 2017 American Community Survey that is not a full count. For the year 2010 the ESRI Business Analyst results show 567 persons and 330 households and for the year 2019, the results show 619 persons and 347 households. The total dwelling unit count described further below is around 330. ESRI numbers would assume more households than housing units and are likely high, whereas PSRC numbers assume far fewer households compared to housing units and may be too low.

The future population growth assigned to the EEC in the Comprehensive Plan is 750 people and 350 households. This would about double the current population and households.

Demographics

Likely due to the Navy presence, the City of Bremerton has a higher share of young adults than the county or the EEC Study Area. The EEC has a higher share of seniors over 65 and over 85 years old compared to the city and county; otherwise the spread of age groups in the EEC is more like the county than the city.

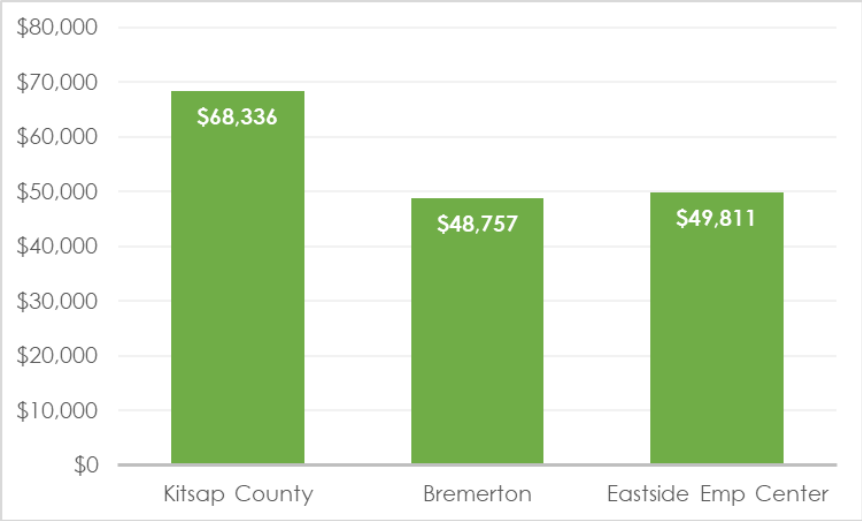
Exhibit 3-7 Age – Study Area, Bremerton, and Kitsap County



Sources: ACS, 2013-2017, Bremerton and Kitsap County; EEC Study Area ESRI, 2019; BERK, 2019.

The EEC Study Area has an estimated household income that is similar to the citywide income; however, the income level in the City and EEC is about $20,000 less than the County level.

Exhibit 3-8 Household Income – Study Area, Bremerton, and Kitsap County



Sources: ACS, 2013-2017, Bremerton and Kitsap County; EEC Study Area ESRI, 2019; BERK, 2019.

The EEC, City, and County adults 25 years old and greater have high rates of high school graduation. Persons in the county tend to have post-secondary education. The EEC Study Area has the lowest share of persons with a bachelor's degree or higher. See Exhibit 3-9.

Exhibit 3-9 Educational Attainment of Population >25 years – Study Area, Bremerton, and Kitsap County

	Kitsap County	Bremerton	Eastside Employment Center
High school graduate or higher, percent of persons age 25 years+, 2013-2017	94%	93%	95%
Bachelor's degree or higher, percent of persons age 25 years+, 2013-2017	32%	22%	18%

Sources: ACS, 2013-2017, Bremerton and Kitsap County; EEC Study Area ESRI, 2019; BERK, 2019.

Employment

The City's total employment is expected to grow at a rate similar to but slightly lower than Kitsap County's rate from 2015-2040. The total employment in 2015 is higher due to the way the PSRC

broke down its macroeconomic forecast. The more important information is the level of change. See Exhibit 3-10.

Exhibit 3-10 Current and Projected Employment – PSRC Land Use Vision

	2015	2035	2040	Net Change 2015-2040	Rate 2015-2040
Kitsap County	103,409	132,985	149,408	45,999	1.5%
City of Bremerton	37,105	48,425	51,805	14,700	1.3%

Notes: PSRC's 2015 macroeconomic forecast is broken down to jurisdiction-level household, population, and job control totals (for cities and towns, unincorporated UGAs, and rural areas), by numerical policy guidance including the VISION2040 Regional Growth Strategy and adopted local growth targets. Secondly, the control totals are then allocated across each jurisdiction using PSRC's UrbanSim land use model.
Source: (Puget Sound Regional Council, 2017).

Current jobs that are covered by the state Unemployment Insurance Program are estimated below for the year 2018. Most of the City's jobs are in government, whereas for the County the highest amount is in services. See Exhibit 3-11.

Exhibit 3-11 Covered Employment, 2018 – Bremerton and Kitsap County

	Kitsap County	Bremerton
Construction/ Resource	4,561	485
Finance, Insurance & Real Estate	2,759	644
Manufacturing	2,623	1,038
Retail	10,944	1,943
Services	32,717	8,651
Wholesale Trade, Transportation, and Utilities	2,385	691
Government	25,678	16,149
Education	7,070	1,817
Total	**88,737**	**31,418**

Source: State of Washington Employment Security Department (ESD) and PSRC 2018. Covered employment includes jobs covered under the state's Unemployment Insurance Program and excludes self-employed workers, proprietors, CEOs, etc., and other non-insured workers.
Source: (Puget Sound Regional Council, 2019).

The current jobs in the EEC are estimated by regional and state sources to equal 2,851 or about 9% of the citywide covered employment estimates of 31,418. See Exhibit 3-12. The City has planned for an additional 450 jobs in its 2016-2036 Comprehensive Plan.

Exhibit 3-12 Eastside Employment Center Covered Job Estimates

Year	EEC Jobs
2002	2,529
2005	3,126
2010	3,264
2015	3,123
2018	2,851

Source: State of Washington Employment Security Department (ESD) and PSRC 2019. Covered employment includes jobs covered under the state's Unemployment Insurance Program and excludes self-employed workers, proprietors, CEOs, etc., and other non-insured workers.
Source: (Puget Sound Regional Council, 2019).

Housing

Total Stock

The Study Area contains about 332 dwelling units, which primarily are forms of attached housing units, from duplex to apartments. Assisted living and senior care provide long-term residential living and make up the bulk of dwelling types. See Exhibit 3-13.

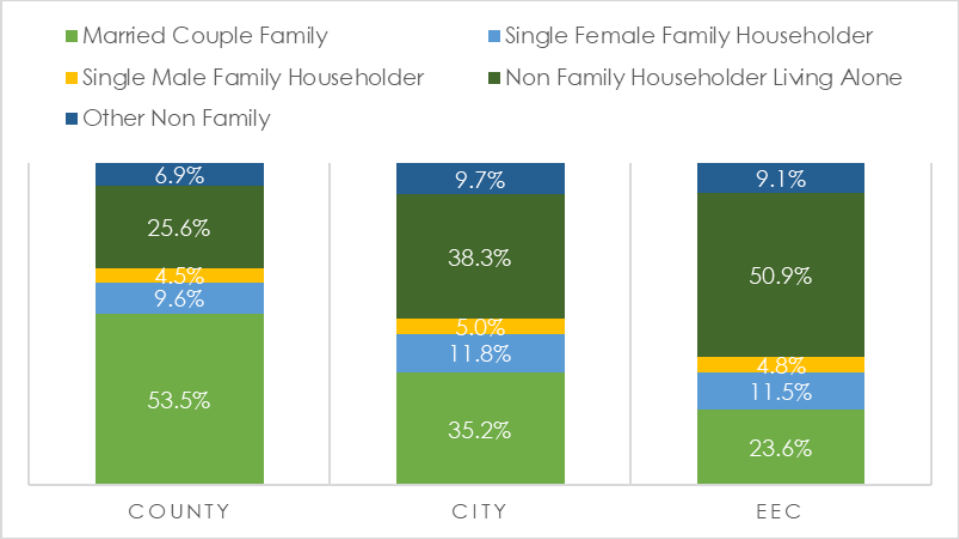
Exhibit 3-13 Eastside Employment Center Dwelling Units by Type

Building Use	Housing Units
Apartments	92
Duplex	26
Multiple Res-Assisted Living	76
Senior Care Facility	95
Single family	43
TOTAL	**332**

Source: Kitsap County Assessor, 2019; Co-Star, 2019; BERK, 2019.

The Study Area household arrangements match the dwelling types with a lower share of families and a greater share of single-person households compared to the city and county. See Exhibit 3-14.

Exhibit 3-14 Household Arrangements – Study Area, Bremerton, and Kitsap County



Sources: ACS, 2013-2017; ESRI, 2019 (based on 2010 HH Distribution).

Senior Housing

The Study Area currently includes the Canterbury Manor and Claremont Senior Living senior communities, and the Bremerton Health and Rehabilitation nursing home. Demand for a range of seniors housing options is expected to increase over time and developing a supportive neighborhood that can provide services to help meet the needs of a growing senior population.

3.2.2 Impacts

Thresholds of Significance

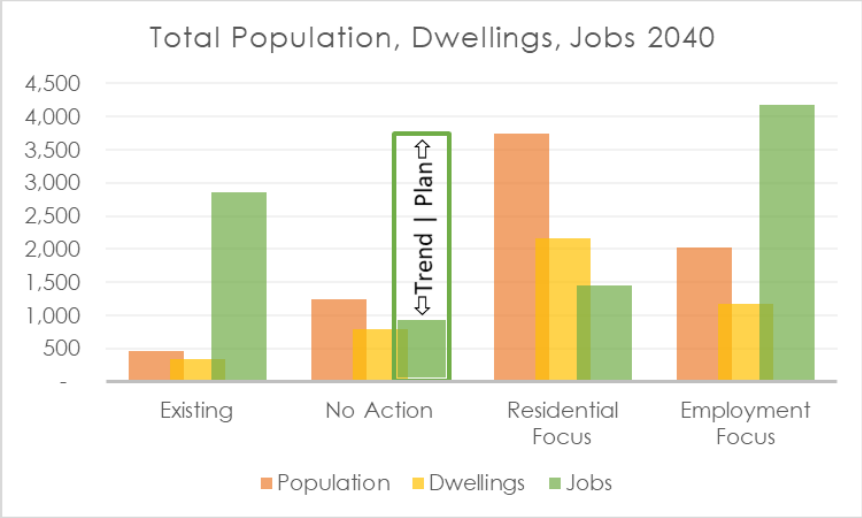
This analysis identifies significant impacts using the following thresholds:

- Insufficient capacity to relocate displaced dwellings and population.
- Changes to employment mix resulting in involuntary economic displacement by businesses.

Impacts Common to All Alternatives

All studied alternatives allow for more dwellings, population, and jobs with different areas of emphasis. See Exhibit 3-15. The No Action Alternative would emphasize jobs though trends would indicate a loss of employment over time as Harrison Hospital moves. The Residential Focus Alternative would primarily add dwellings and the Employment Focus Alternative would primarily focus on new employment opportunities over the long term. See Appendix C for a methodology describing the growth assumptions.

Exhibit 3-15 Existing and Estimated 2040 Population, Dwellings, and Jobs, All Alternatives

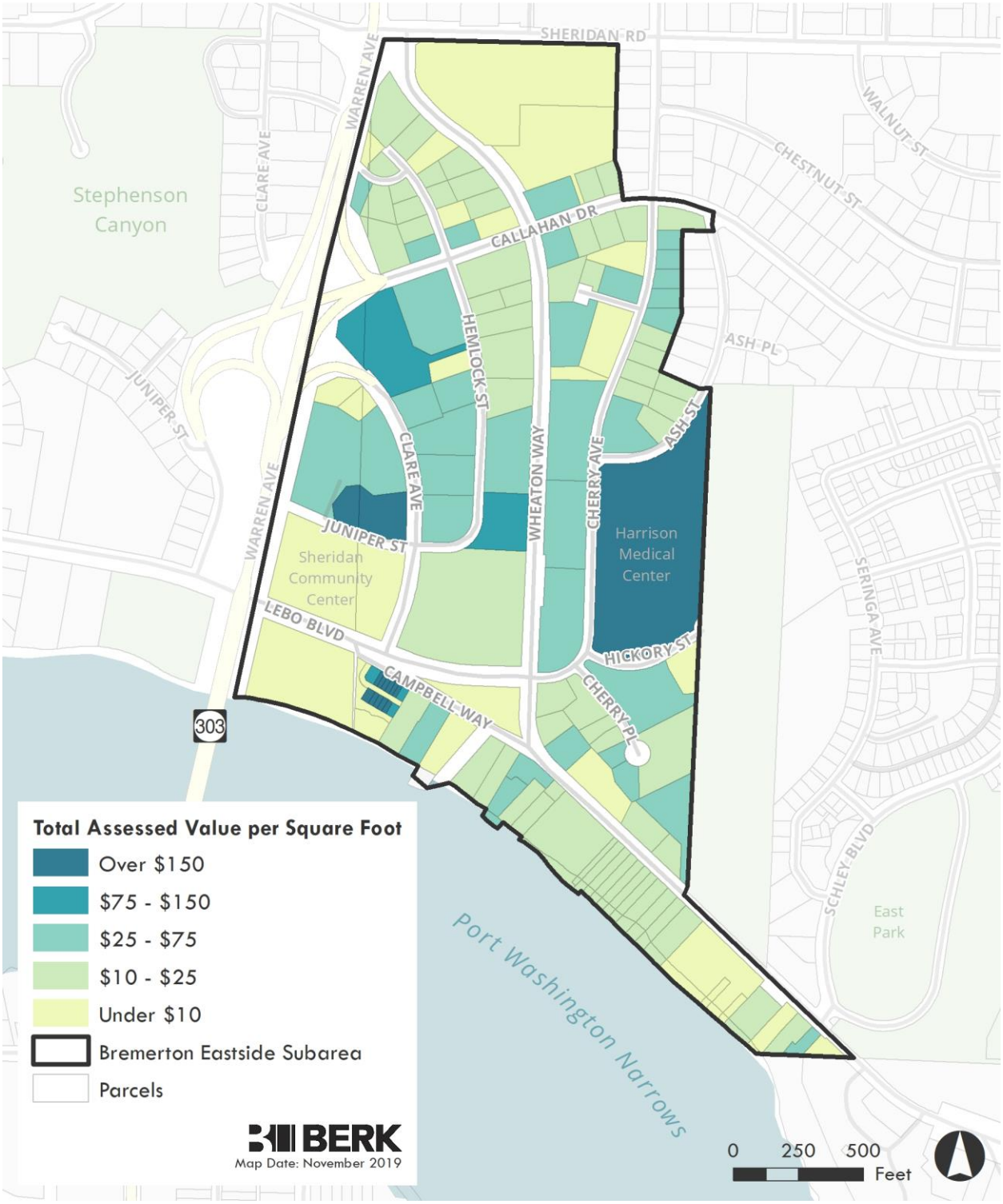


Source: Makers, 2019; BERK, 2019.

All studied alternatives would add new growth to redevelopable sites. The Comprehensive Plan land capacity analysis found most land in the EEC is underutilized and may change apart from right-of-way, water systems, tidelands, fully encumbered easements, common areas, public lands, and other similar areas. However, the amount of new development was anticipated to be at 15 units per acre and about 30 jobs per acre (the latter on redevelopable acres reduced by 40%). Thus, the No Action Alternative assumed low added development.

The Action Alternatives consider a similar number of redevelopable acres considering land that has a lower value of improvements per square foot (less than $75/square foot), except that the Harrison Hospital site is included and convalescent care and more intensely developed medical services sites are excluded. See Exhibit 3-16. Appendix B contains the land capacity analysis approach for the Action Alternatives.

Exhibit 3-16. Assessed Value per Square Foot



Source: Kitsap County Assessor 2019; BERK, 2019.

The Action Alternatives could displace some uses by zoning categories that have primary uses different than existing uses. As well, some lower intensity uses on redevelopment sites could change to higher intensity uses under the No Action Alternative. See Exhibit 3-17 for a review of developable acres and the number of dwellings in non-residential zones and employment space in residential zones.

There are minor differences between the proposed employment zones and the location of employment uses in the Employment Focus Alternative and a small potential change in business space is anticipated. There is a greater difference between the location of residential uses and residential zones and such uses may change on their present sites, but dwellings could be accommodated in Multi-Use and Center Residential designations elsewhere in the Study Area.

The Residential Focus Alternative acknowledges the voluntary relocation of Harrison Hospital and does not replace the building space for employment purposes but focuses on residential uses considering market forces. It is anticipated that the hospital and other medical uses may relocate near one another outside of the study area in Silverdale. The Residential Focus Alternative generally aligns residential zones on residential redevelopment sites and existing units may be incorporated into new residential developments or stay as is.

Exhibit 3-17. Redevelopment Acres and Uses by Alternative

	No Action	Residential Focus	Employment Focus
Redevelopment Acres	59.6	54.7	54.7
Existing Dwellings on Redevelopable Sites	69	69	69
Dwellings in Employment Zones	0	0	41
Business Space (rounded square feet) in Residential Zones	0	364,100 (including 261,500 hospital space)	14,100

Source: City of Bremerton 2014; Kitsap County Assessor 2019; BERK, 2020.

On redevelopable sites where there is a match between the proposed zone and existing uses there may be incorporation of existing dwellings or business space into new development and added development as well. See Exhibit 3-18.

Exhibit 3-18. Potential for New Growth and Displacement, All Alternatives

Sites	No Action Alternative		Residential Focus Alternative		Employment Focus Alternative	
	Jobs	Dwellings	Jobs	Dwellings	Jobs	Dwellings
Existing	2,851	332	2,851	332	2,851	332
Sites Unlikely to Change	—	263	390	263	390	263
Sites Redeveloping - Base Retained	—	69	460	69	1,542	28
Sites Redeveloping - New/Added	889	455	607	1,823	2,239	879
Total	**3,740**	**787**	**1,457**	**2,155**	**4,171**	**1,170**
Net Potentially Displaced by Zone	0	0	1,394	0	70	41
Capacity – Relocate in Study Area	Yes	Yes	No	Yes	Yes	Yes

Source: BERK, 2019.

A visualization of development retained on existing sites, development that would be incorporated or replaced on site, and new growth on redevelopable sites appears in Exhibit 3-19.

Exhibit 3-19. Redevelopment and Retained and Added Growth, Action Alternatives

Source: BERK, 2019.

No Action Alternative

The No Action Alternative would retain the current Comprehensive Plan land use designations and zoning that allow for a modest growth in jobs and dwellings above existing. A wide range of employment and residential uses are allowed throughout the EC zone and there is no "mismatch" of zoning and current uses. However, about 59 acres in the study area are redevelopable and existing uses may or may not be incorporated into new development. The amount of redevelopment potential was deemed low in the Comprehensive Plan despite the base acres that could redevelop.

There is no new vision or particular investment in the study area under the No Action Alternative. With current policies and levels of investment it is likely the trends are a relocation of hospital jobs and related businesses outside the Study Area. There is a potential that current employment sites would remain vacant after relocation for some time or reoccupied with lower intensity employment uses.

Residential Focus Alternative

The Residential Focus Alternative would recognize the voluntary relocation of Harrison Hospital from the Study Area and focus on residential uses with the greatest number of dwellings on redevelopable sites. Given voluntary relocation of the primary medical use the displacement is not considered a significant impact.

There is a match of residential or mixed use designations to current residential uses and displacement is not anticipated; in any case there is sufficient residential capacity to relocate dwellings should that occur.

Potential growth in housing may create more potential customers for retail businesses and more opportunities for residents to live near their work.

Employment Focus Alternative

The Employment Focus Alternative anticipates that new employment uses in a campus setting on a currently vacant site near Sheridan and the redevelopment of the Harrison Hospital site as well as added employment in multi-use areas would replace current jobs and add to the total jobs beyond existing levels. There would be fewer zones accommodating single-purpose residential uses and a potential for displacement of homes though sufficient capacity to replace them elsewhere in the Study Area, which would avoid a significant impact. There are few residential zones that encompass employment space and a few jobs that could be relocated in the Study Area. There is sufficient capacity to do so, and no significant impacts are anticipated.

3.2.3 Mitigation Measures

Incorporated Plan Features

- The Action Alternatives would alter development standards (e.g., density, height and parking) to allow greater housing and jobs.
- The Action Alternatives promote infrastructure investments and amenities to support current and future residents and employees.

Regulations and Commitments

- The Bremerton zoning code guides the development of employment and housing uses through heights, setbacks, and other requirements.

Other Proposed Mitigation Measures

- The City could allow existing legal uses in the EEC under the new Subarea Plan allowing market forces to determine changes of use.

3.2.4 Significant Unavoidable Adverse Impacts

Under all studied alternatives, additional growth may occur in the Study Area, leading to an increase in building height and bulk and development intensity over time, as well as the gradual conversion of single purpose, low-intensity uses to higher intensity mixed-use development patterns. This transition may be unavoidable, but is not significant and adverse since this is an expected characteristic of a mixed-use center.

As the area develops, there may be displacement of existing jobs; however, there is sufficient employment space under the Employment Focus Alternative to relocate businesses. The Residential Focus Alternative recognizes voluntary relocation of hospital jobs and the likely relocation of complementary medical/dental uses and focuses on residential needs of the community. Thus, there are no significant unavoidable adverse impacts.

Under all studied alternatives, displacement of existing residents in the Study Area is possible as land is redeveloped. However, all studied alternatives have sufficient capacity to replace units onsite or in the Study Area.

3.3 Land Use

This section addresses consistency of the Alternatives with City and regional plans and policies. The Affected Environment reviews Bremerton's Comprehensive Plan growth strategy and policies as well as Puget Sound Regional Council's (PSRCs) centers growth strategy and Kitsap County Countywide Policies. Alternatives are compared to these strategies and policies.

This section also addresses physical land use patterns within and surrounding the Study Area, considering changes in type and intensity of residential, commercial, and mixed uses. Existing land use pattern conditions are based on field reconnaissance, imagery review, and Kitsap County and City of Bremerton parcel data. Future conditions consider the level of growth and land use change described in Chapter 2 for the Alternatives.

3.3.1 Affected Environment

Existing Policies and Regulations

Bremerton Plans

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 capitalizes 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 2-1 for the centers in Bremerton.

The following policies implement the City's centers focused 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).

Bremerton Shoreline Master Program (SMP)

The City's SMP applies to all shorelines of statewide significance and their associated wetlands within the city, to 200 feet landward of the ordinary high-water mark (OHWM). Portions of the EEC are within SMP jurisdiction and are designated as Urban Conservancy and Commercial (SMP 4.020) with Urban Conservancy in the first 100 feet of the OHWM and Commercial in the second 100 OHWM.

The purpose of the Urban Conservancy designation is to protect and restore relatively undeveloped or unaltered shorelines to maintain open space, floodplains, or habitat, while allowing a variety of compatible uses. This designation applies to shorelines that retain important ecological functions, even if partially altered. These shorelines are suitable for low intensity development, uses that are a combination of water-related or water enjoyment uses, or uses that allow substantial numbers of people access to the shoreline (SMP 4.030).

The Commercial designation is intended to accommodate high intensity business districts, light industry, and various commercial operations located in the shoreline jurisdiction. The designation is suitable for existing and future high intensity water-oriented uses and water oriented commercial uses. The designation encourages commercial development that could enhance visual and physical public access to the shoreline. A primary goal is to provide a setting for commercial operations that will be of economic benefit while protecting and/or restoring ecological functions in areas that have been previously degraded (SMP 4.030).

As new development occurs, SMP policies and regulations apply addressing land uses directing uses consistent with the environment intents above. The SMP also guides building location and heights, and visual and physical shoreline access. See the Natural Environment section for information about shoreline buffers and building heights. New development greater than 4 units per acre provides shoreline public access either physical or visual.

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 and Kitsap County Countywide Policies

Both the Puget Sound Regional Council's Multi-County Planning Policies (MCPPs) 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 MCPPs, 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.

Land Use Patterns

Current Land Uses

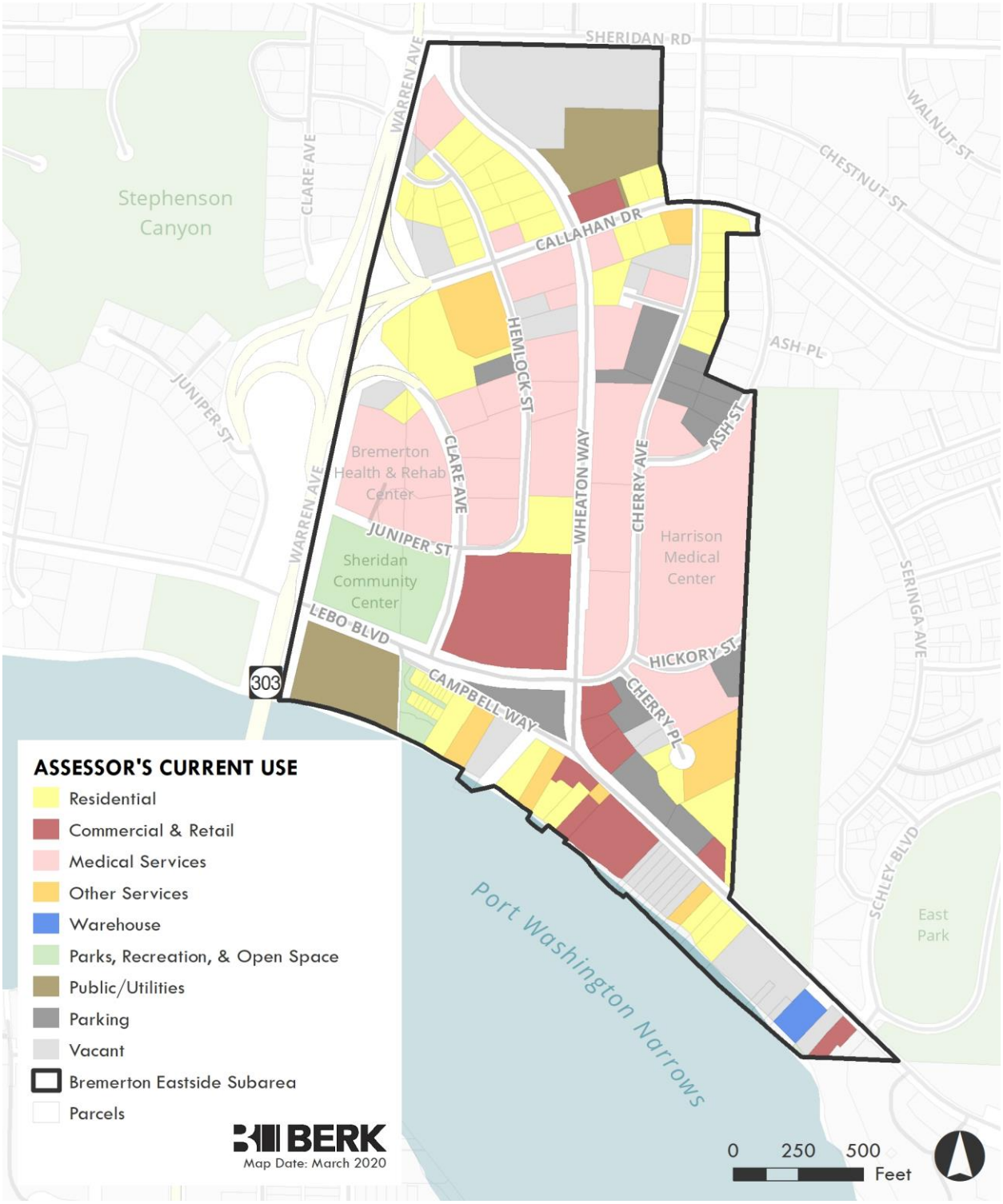
Medical services use, including Harrison Hospital and smaller medical/dental offices surrounding it, are the predominant land use in the Study Area occupying roughly 34% of the total acreage. See Exhibit 3-20 and Exhibit 3-21.

Exhibit 3-20. 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 3-21. Current Land Use, 2019



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

Harrison Hospital
Source: Harrison Hospital, 2019.

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

Sheridan Village Shopping Center (top) and commercial Uses along Lower Wheaton Way (bottom).

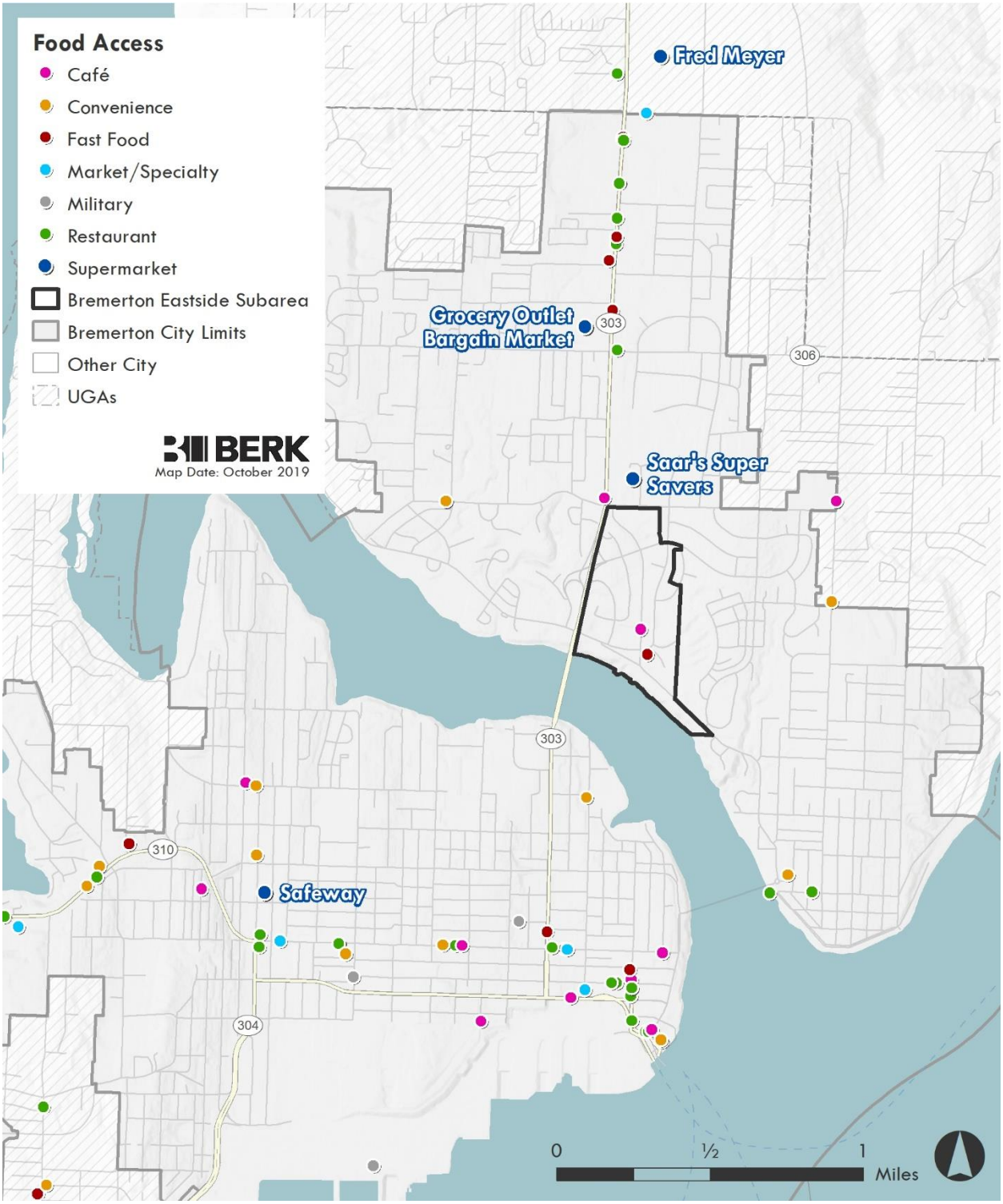
In the northeastern corner, surface parking for the Madrona Trails Forest separates the cluster of medical services use from housing in the Callahan and Chestnut neighborhoods to the north. The northern edge of the Study Area bordering Sheridan Road and Wheaton Way, includes a large undeveloped parcel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

Sheridan Park Community Center (top left), Park laydown site along Lebo Blvd (top right), Shoreline adjacent to Port Washington Narrows along the Southern boundary of the Study Area (bottom left), and Housing along Campbell Way (bottom right).

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 Way 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.

The Study Area is in an area with relatively low food access; residents would need to travel north or south for groceries. See Exhibit 3-22.

Exhibit 3-22. Study Area Food Access, 2019



Source: BERK, 2019.

Land Use Designations and Zoning Districts

The Study Area is designated as an Employment Center (EC) in the Comprehensive Plan. See Exhibit 2-5. 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 6-8 stories of height (60-80 feet).

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 2-6 for a zoning map and Exhibit 3-23 for a chart of standards.

Exhibit 3-23. 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.

Historic Resources

Bremerton and the Study Area are part of the traditional grounds of the Suquamish Tribe, and through treaty rights continue to fish and gather shellfish throughout their usual and accustomed places. A State of Washington Department of Archaeology and Historic Preservation predictive model shows a potential for cultural resources, mostly along waterways such as Port Washington Narrows.

The Study Area was largely undeveloped until housing development began in 1940. 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. 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. At the close of the war, need for housing decreased as the influx of wartime workers returned to their homes.

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.

According to the data on historic property inventory from the Washington State Department of Archaeology of Historic Preservation (DAHP), two structures within the Study Area have been determined to be eligible for historic designation. These include a single-family home and the Bay Bowl. There is no determination on the hospital.

Anticipated Growth and 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 3-24.

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 3-24. 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
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 EEC, 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 3-25. Comprehensive Plan EEC 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 (estimated)	455 (households)	889

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

Edges and 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 some commercial space along lower Wheaton Way.

A rare grove of native Madrona trees, referred to as the "Madrona Trails" Natural Area separates Harrison Medical Center in the Study Area and East Park. Madrona forests such as this one are relatively rare in the regional landscape, especially in unfragmented, unlogged conditions free of nonnative species. Madrona 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 3-16. 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.

3.3.2 Impacts

Thresholds of Significance

For the purposes of this EIS, the thresholds of significance are:

- Inconsistency with current plans and policies.
- Change to land use patterns or development intensities that preclude reasonable transitions between areas of less intensive zoning and more intensive zoning.
- Differences in activity levels at boundaries of uses likely to result in incompatibilities.
- Potential for loss, change, or disturbance to historic and cultural resources inconsistent with applicable laws.

Impacts Common to All Alternatives

All studied alternatives include some amount of redevelopment. As redevelopment occurs within the Study Area, there is the potential for localized land use compatibility impacts to occur where newer development is of greater height and intensity than existing development. These compatibility impacts, if they occur, are temporary and will be resolved over time. The extent of these conflicts varies by alternative and can be reduced by the application of existing or new development and design standards.

Land Use Plans and Policies

There are no common impacts to land use plans and policies. See each alternative for more information.

Land Use Within the Eastside Employment Center

New growth is expected to occur under all the Alternatives, although the amount of growth and composition of the mix of land uses will vary by Alternative. Activity levels would increase across the Study Area with new businesses, residents, and employees.

Exhibit 3-26 shows the projected growth in building space and land use mix under each of the alternatives.

Exhibit 3-26. Alternative Comparison of Total and Net Growth

	Existing	No Action	Net Change*	Residential Focus	Net Change*	Employment Focus	Net Change*
Population	451	1,240	789	3,740	3,289	2,030	1,579
Dwellings *(including Conv Care)*	332	787	455	2,155	1,823	1,170	838
Jobs	2,851	3,740	889	1,457	(1,394)	4,171	1,320

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

The majority of growth through 2040 is anticipated to occur on redevelopable sites with assessed values below $25 per Square Foot, with the exception of the Harrison Hospital site and the vacant parcel owned by the Hospital. There may also be redevelopment on some sites with assessed values in the $25-$75 per Square Foot range.

Land Use Surrounding the Study Area

Land use compatibility impacts are unlikely to occur to the north, south or west of the Study Area. In the north, Sheridan Road is a physical barrier between the Study Area and areas to the north. Past the barrier of the street, surface parking areas and open space buffer development in the Study Area from commercial development across the street. In the south, steep topography and the Port Washington Narrows buffer the Study Area from other development. In the west, steep topography and Wheaton Way act as physical barriers separating the Study Area from areas further west. There are differences in impacts regarding development in east among the alternatives and this is covered under individual alternatives below.

Changes in land use in the Study Area will be supported by the development of parks and open space, additional street connections and improvements to Wheaton Way (as part of the SR 303 Corridor project). In general, these improvements provide important amenity and transportation resources to support the land use in all studied alternatives. Collectively these resources provide access to open space, and pedestrian, bicycle, and transit connections for future residents and employees to commute to and from and circulate within the Study Area. The increased connectivity and support for non-motorized circulation minimizes the use of land for auto-related uses such as parking. Well designed, activated, and located parks and public spaces provide multiple benefits such as places to recreate, gathering spaces, access to nature, a visual break

from surrounding development, and environmental benefits. Together, these additions increase opportunities for people to walk, and bike, adds activity to the area and supports a safe and vibrant environment. Additional information about the impacts of transportation in the Study Area can be found in Section 3.4.

Historic and Cultural Resources

Under all studied alternatives, there is a potential that cultural resources could be discovered during development activities such as activities south of Campbell Way/Lebo Way in proximity to Port Washington Narrows or other areas identified with a potential for cultural resources on the State's predictive model. However, there are laws that require stop work and appropriate consultation and mitigation:

- Inadvertent human remains discovery requirements consistent with RCWs 68.50.645, 27.44.055, and 68.60.055.
- The Bremerton Shoreline Master Program (SMP), applicable to the Port Washington Narrows, includes Section 7.060 which requires appropriate tribal and state review and consultation in areas of probable cultural resources.

There are two properties potentially eligible for listing under state or federal historic registers, and other properties may contain buildings that are 45 years or older that are undetermined. The protection of historic properties on private lands at the federal and state levels relies on incentives, such as tax benefits, to encourage protection. Qualification and listing on either (or both) the national or state heritage registers does not limit a property owner's ability to modify a listed historic building, structure, or object. However, if federal or state funds or permits are involved there may be an evaluation of effects of development on a historic structure through Section 106 consultation under the National Environmental Policy Act or Governor's Executive Order 05-05 for state activities, e.g. use of capital funds. In summary, development subject to federal or state permits or laws would undergo appropriate evaluation.

The City currently does not have historic preservation regulations for buildings in this area. Locally, the City could encourage education and understanding of historic events and places in the subarea.

No Action Alternative

Land Use Plans and Policies

The No Action Alternative would not amend current Bremerton plans or regulations to reflect changed conditions with the impending departure of the Harrison Hospital. No Planned Action would be adopted to facilitate environmental review of new development or redevelopment.

The No Action Alternative would continue the current Employment Center designation and zoning.

The No Action Alternative would continue to meet GMA goals by identifying the EEC as a multi-use center which can focus growth and avoid sprawl in the region. However, with the change in the Hospital site and no further Vision or investments the area may take longer to redevelopment. The No Action Alternative is unlikely to assist the City in meeting its increased VISION 2050 growth allocations for the 2017-2050 period given its low development capacity.

The Bremerton SMP would be retained, and continue to allow commercial, residential, and mixed uses. There would continue to be a conditional use permit requirement to exceed 35 feet and attain 65-80 feet in height. There would not be an opportunity to adjust heights in shoreline jurisdiction as there is under Action Alternatives.

Public access would continue to be required for more than four dwelling units and non-water-oriented commercial uses. There would not be an opportunity to adjust shoreline access opportunities as there is under Action Alternatives.

Land Use Patterns Within the Eastside Employment Center

The No Action Alternative is the least intensive land use alternative. It applies future growth to existing conditions using the policies and zoning that are in place today. As a result, future land use under the No Action Alternative is consistent with Bremerton's current Comprehensive Plan, Future Land Use Map (Exhibit 2-5), zoning (Exhibit 2-6) and development regulations (Exhibit 3-23).

Under the No Action Alternative, the Study Area would allow for net growth rounded to 455 dwelling units, 790 population, and 890 jobs (see Exhibit 3-26). Under the No Action Alternative current employment at about 2,850 jobs is maintained and slightly increased by 889 jobs; however, there are no incentives or investments planned, and trends indicate a likely net loss of jobs with the moving of the hospital.

As the area grows, the mix of land uses under the No Action Alternative will remain similar to the existing condition. Based on the City's non-motorized transportation plan improvements to SR 303 and better connectivity could increase the likelihood of the redevelopment of land uses in a few areas. There is likely to be some redevelopment on under-utilized sites in the Study Area, but concentrated mixed-use development is not anticipated. Improvement to SR 303 to add a share used path and new bike lane per the City's non-motorized transportation plan will create a stronger non-motorized connection between the study area and Downtown, which could lead to increased activity on this corridor. The same could be true near Lebo Boulevard from SR 303 to Cherry Avenue where a new bike lane and pedestrian improvements are planned and Sheridan Road where a new shared use lane is planned.

Building forms would also remain similar to the forms that exist today. Redevelopment of some areas may result in larger buildings where new construction maximizes development on parcels that are currently underutilized according to existing zoning. This is most likely to occur on under0utilized or vacant parcels along Campbell Way in the southern edge of the Study Area, along Wheaton Way, Callahan Dr. or where redevelopment occurs on lots formerly used for surface parking or for Harrison hospital related medical uses.

With a mix of land uses and building form similar to existing conditions, there are unlikely to be issues with land use incompatibility within the center.

Land Use Patterns Abutting the Study Area

The entire Study Area is currently zoned Employment Center. According to the Land Use Code, maximum heights for this zone are 80 feet for residential buildings and 60 feet for non-residential buildings. While heights of 60-80 feet are allowed, development of this scale is not likely, but are possible such as on the northeast where the Study Area abuts residential areas. However, added screening is required near nonresidential development proposed on a site that is adjoining the low or medium density residential zones such as the R-18 zone (BMC 20.50.050).

Historic and Cultural Resources

See Impacts Common to All Alternatives.

Residential Focus Alternative

Land Use Plans and Policies

Comprehensive Plan and Zoning: The current Comprehensive Plan envisions the EEC as a mixed-use environment characterized by co-location of employment activities, residential, and commercial amenities for workers. Under the Residential Focus Alternative, the EEC would become a mixed use center with a greater focus on residential uses than found today and jobs oriented around retail or service to a residential population. If the Residential Focus Alternative is carried forward, other City employment districts would need to absorb more of the City's jobs (e.g. Puget Sound Industrial Center, Downtown, Wheaton Way corridor).

The current Land Use Element includes policies that support mixed-use and standalone residential uses, and a mix of housing types. The Residential Focus Alternative is consistent with policy language in the Land Use Element that prioritizes mixed-use centers as areas that will receive the majority of Bremerton's growth but under the Residential Focus Alternative, the Comprehensive Plan would be amended to reduce the emphasis on employment. Residential uses under the Residential Focus Alternative 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 similar to current Comprehensive Plan policies.

Exhibit 3-27 provides a comparison of current and future building height and intensity.

Exhibit 3-27. Height and Intensity, Curent and Proposed Zoning

Max Height and Intensity by Zone	Current Zoning	Proposed Zoning – Residential Focus	Proposed Zoning – Employment Focus
Employment Center	6-8 stories/60-80 feet (40 du/acre)	—	
Employment Center Corporate Campus	—	—	5-7 stories/55-75 feet (20-30,000 sf/ac)
Employment Center Retail	—	1 story/15-35 feet (13-15,000 sf/ac)	1 story/15-35 feet (13-15,000 sf/ac)
Multi-use*	—	3-5 stories/35-65 feet (20-40 du/ac, 13-15,000 employment sf/ac)	3-5 stories/35-65 feet (20-40 du/ac, 13-15,000 employment sf/ac)
Mixed-use*	—	3-5 stories/35-65 feet (40-50 du + 6-7,000 retail)	3-5 stories/35-65 feet (40-50 du + 6-7,000 retail)
Center Residential High*	—	5 stories/35-65 feet (40-60 du/acre)	5 stories/35-65 feet (40-60 du/acre)
Center Residential Low	—	2-3 stories/25-35 feet (20-30 du/acre)	2-3 stories/25-35 feet (20-30 du/acre)

Note: *Residential may be 3-5 stories over 1 story of retail, for a range of 35-65 feet. Retail size on ground floor is limited in some residential-focused zones.
Source: Makers, 2019; BERK, 2020.

The current Comprehensive Plan specifies a land use designation with heights and intensities which are not fully consistent with the heights and intensities shown under the Residential Focus Alternative. The EC Land Use designation, for example, limits the intensity to 40 units per acre and height of six-to eight stories across the Study Area with lower heights for commercial uses and greater heights for residential uses; typically heights above seven stories require more expensive construction and it is less likely that residential development would bear that cost. The Residential Focus Alternative proposes building forms with heights up to 5 stories (60 feet) in some areas and intensities of 40 to 60 du/acre in some areas; this height allows for a base level and five floors of wood-frame residential construction.

Under the Residential Focus Alternative, the Subarea Plan would add policies and a code applicable to the study area and adjustments to the Comprehensive Plan land use map to

identify "Subarea Plan" would be needed. Policy adjustments in the Comprehensive Plan Element would refer to the subarea plan for area-specific policies.

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

The Residential Focus Alternative further GMA goals by allowing more growth of residents in the Study Area which can focus growth and avoid sprawl in the region and the alternative could assist the City in meeting its increased VISION 2050 growth allocations for the 2017-2050 period with its greater growth in residential population above the No Action Alternative.

Shoreline Uses and Standards: The Mixed-Use and Multi-Use districts are proposed along the shoreline, and would allow for residential, commercial, and mixed uses similar to uses allowed in the current SMP.

The City could continue to require a conditional use permit for development above 35 feet, or as part of its pending SMP update, adjust the heights to match the proposed heights of the districts that are 3-5 stories in the proposed districts which would be lower in height than the 6-8 stories allowed today.

Public access would continue to be required for more than four dwelling units and non-water-oriented commercial uses but the urban design guidelines for the study area under the Residential Focus Alternative would promote greater opportunities for coordinated shoreline access.

Land Use Patterns Within the Study Area

The Residential Focus Alternative represents the medium growth alternative. Land uses are mixed in a different proportion and distributed differently compared to the Employment Focus Alternative. This Alternative emphasizes residential uses with approximately 52% of land within the Study Area with residential zoning (high and low density), 44 % to mixed use and multi-use zoning, and 2% commercial retail zoning. Under this Alternative, 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 use development with street-oriented retail and resident serving amenities such as groceries or services on the ground floor would develop across from the Sheridan Park Community Center forming a neighborhood core. Similarly, across the street, mixed uses with one floor of retail/commercial and multiple floors of housing would create an active edge for a waterfront amenity/public space at Lebo Way and Wheaton Way. See Exhibit 2-9.

Building heights may reach as high as 60 feet under the Residential Focus Alternative, but mostly in concentrated areas on the eastern edge of the Study Area, in the northwest and on the

vacant parcel along Sheridan Road. Areas adjacent to the residential areas on the east are expected to develop at a height of 20-35 feet while areas along the waterfront are expected to develop at a height of 30-55 feet. See Exhibit 2-8 and Exhibit 3-27.

The Residential Focus Alternatives 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. This Alternative would increase residential dwellings five times that of the No Action and nearly three times that of the Employment Focus Alternative. The increase in housing units is likely to bring additional weekend and evening activity into the Study Area.

Mid-block connections, boulevard treatments, and pedestrian oriented street fronts, along with park space relocated along Campbell Way and/or at Sheridan Road. Open space amenities at the water reservoir at Callahan Drive also contribute at least a visual amenity, and potentially if feasible there could be connections to parks offsite such as near Sheridan Road. The parks and open space would help meet the anticipated increase in households. New street connections would improve the pedestrian environment making it more walkable as well as improve circulation. A waterfront public space along Lebo Way with a terraced plaza with adjacent restaurant is a focal point along the Bridge to Bridge Trail. See. Exhibit 2-9.

The higher amount of residential development anticipated under the Residential Focus Alternative makes the addition of parks and open space options more feasible because it increases the potential for private contributions toward the acquisition and construction of the facilities through impact fees, dedication of lands, and incentive programs.

Land Use Patterns Abutting the Study Area

Compatibility conflicts could occur due to changes in the mix of land use and changes related to the increased intensity and height of new development. Building height increases on the northwest side of the Study Area, north of Callahan Dr. and east of Wheaton Way, could place future buildings of five stories in this area. Even though adjacent development tends to be in commercial or office use, or vacant, new development would be slightly different. Within the Study Area there is also the greatest potential for temporary land use conflicts under the Residential Focus Alternative, particularly in early redevelopment phases, where new areas of greater height and intensity abut areas of existing development. However, careful attention in the creation of zoning, development regulations, and design standards could limit potential land use compatibility conflicts both within the Study Area and in adjacent areas.

Historic and Cultural Resources

See Impacts Common to All Alternatives.

Employment Focus Alternative

Land Use Plans and Policies

Comprehensive Plan and Zoning: The Employment Focus Alternative would be more consistent with current Comprehensive Plan policies that support center with large scale employment activities that may draw workers from a large geographic area, where workers can also choose to live and shop near work. The Employment Focus Alternative is also consistent with policy language in the Land Use Element that prioritize mixed-use centers as areas that will receive the majority of Bremerton's growth. However, if the Employment Focus Alternative is carried forward there may be a period of business recruitment to replace large format employment like the hospital, that may take a long period; in the meantime, other market-based uses may need to be discouraged (e.g. housing) to achieve the vision of this alternative.

Exhibit 3-27 provides a comparison of current and future building height and intensity. The current Comprehensive Plan specifies a land use designation with density and heights which are not fully consistent with the heights and intensities shown under the Employment Focus Alternative. The EC Land Use designation limits the intensity to 40 units per acre and height to 6-8 stories across the Study Area. The Employment Focus Alternative proposes commercial building uses with heights up to 7 stories in some areas and residential intensities of 40-60 du/ac in some areas. Updates to the Comprehensive Plan would be needed to ensure policy consistency with Employment Focus Alternative.

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.

The Employment Focus Alternative meet GMA goals by identifying the EEC as a larger employment center with some opportunities for living in the area, and could support the City's increased VISION 2050 growth allocations for the 2017-2050 period.

Shoreline Uses and Standards: Multi-Use districts are proposed along the shoreline. Potential changes to shoreline development patterns would be similar to that identified for the Residential Focus Alternative.

Land Use Patterns within the Eastside Employment Center

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 2-11.

A realigned Wheaton Way with a 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. The realigned Wheaton Way would also create an opportunity to improve streetscapes to visually unify the corridor and link employment areas with "signature" character. Similarly, in addition to improving circulation, the roundabout acts as a signature entry feature that provides an opportunity to highlight employment uses, especially if they are part of a corporate campus. A smaller retail node on the northern half and a larger retail node along Lebo Boulevard and Lower Wheaton Way will support employees with services.

Mid-block crossings would improve walkability and access. Improved park space at Sheridan Community Center and Sheridan Park, and added park space would be in proximity to the water reservoir near Callahan Drive. A waterfront activity node is not anticipated in this Alternative.

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 2-15.

Building heights are likely to increase from a range of about 1-8 stories (under existing conditions and the No Action Alternative to a range of about 1 to 7 stories to accommodate additional growth and development. Most buildings will be 3-5 stories in height, with the greatest potential for 5-7 stories of height on the site of the existing Harrison Hospital and sites south of it, on sites along Sheridan and Wheaton Way. See Exhibit 2-12.

A change in land use patterns under the Employment Focus Alternative is expected to increase activity in the Study Area. Under this Alternative High- and Low-Density Residential zoning accounts for only 9% of land in the Study Area. This Alternative is anticipated to result in net increase of 838 housing units, compared to 455 under existing conditions and the No Action Alternative and 1,820 under the Residential Focus Alternative.

The bulk of the land in this Alternative (54%) is zoned Multi-use for a flexible collection of uses including retail, office, residential and other uses. This Alternative makes significant space available for redevelopment that permits collections of uses driven by developers and investors. Given this flexibility, within the 2040 planning period, employment-generating development is much more likely under the Employment Focus Alternative than under the No Action Alternative or existing conditions.

Land Use Patterns Abutting the Study Area

Compatibility conflicts could occur due to changes in the mix of land use and changes related to the increased intensity and height of new development. Building height increases on the eastern side of the Study Area, adjacent to the Madrona Trails Forest, along Sheridan Rd. and adjacent to Wheaton Way could place future buildings of 3-6 stories on the boundary of the

Study Area. Development just outside the Study Area boundary along the North and is primarily commercial development that is less sensitive to impacts. There is a significant grade change and the physical separation of Wheaton Way that buffers some of the residential development further to the west where proposed building heights would be 3-6 stories.

Within the Study Area there is also the potential for temporary land use conflicts, particularly in early redevelopment phases where new areas of greater height and intensity abut areas of existing development. However, careful attention in the creation of zoning, development regulations, and design standards could limit potential for land use compatibility conflicts both within the Study Area and in adjacent areas.

Historic and Cultural Resources

See Impacts Common to All Alternatives.

3.3.3 Mitigation Measures

Incorporated Plan Features

The Bremerton Comprehensive Plan designates the EEC as one of the City's mixed-use centers. The Comprehensive Plan includes policies and plans for improvements to support the development of the land use under the No Action Alternative.

Increases in land use intensity and changes to the land use mix under the Employment Focus Alternative and the Residential Focus Alternative could be mitigated through improved design guidelines and an area specific development code as proposed under the proposed Subarea Plan and code. The Action Alternatives promote improved recreation resources including the development of new public park and gathering spaces. In addition, improvements to non-motorized transportation connections supports new development helps to soften potential impacts of more intensive land use. Park and open space amenities can be used for recreation, community gathering, access to nature, a visual break, and a variety of environmental benefits.

Regulations and Commitments

Bremerton's Municipal Code contains regulations that help to ensure land use compatibility. A summary of these regulations, which would mitigate impacts associated with the alternatives, is presented below.

Development Regulations. Title 20 contains Bremerton's Land Use Code, which establishes zoning and development regulations. These development regulations contain provisions governing the design of buildings, site planning, and provisions to minimize land use incompatibilities. The EC

zone contains provisions relating to building form and design, such as standards related to height, scale, density, setbacks, screening, parking, landscaping, etc. Regulations are in place to address such issues related to the implementation of the No Action Alternative.

Design Standards. Design standards specific to the EC zone addresses primary design features, including building massing, orientation, transparency, and secondary design features including roof modulation, façade materials, weather protection and public amenities. These regulation and standards work to promote land use compatibility. These rules would be in place under the No Action Alternative.

Shoreline Master Program (SMP) standards address land uses, building heights and location, and public access.

Historic/Cultural: In terms of historic and cultural resources the following local, state, and federal laws or rules apply:

- Bremerton's SMP includes policies and regulations that would require appropriate cultural review by tribal and other agencies.
- State funded capital projects require Governor's Executive Order 0505 review. Implementation of the Executive Order requires all state agencies implementing or assisting capital projects using funds appropriated in the State's biennial Capital Budget to consider how future proposed projects may impact significant cultural and historic places.
- Section 106 of the National Historic Preservation Act requires that each federal agency identify and assess the effects its actions may have on historic buildings.

Other Proposed Mitigation Measures

Land Use Plan Consistency

Mixed-use centers are intended to take the majority of the city's projected housing and employment growth. Minor changes to the Comprehensive Plan would be incorporated into the implementation of the Employment Focus Alternative and Residential Focus Alternative to ensure full consistency between the Comprehensive Plan and the Study Area policies and zoning. Zoning and development regulation changes associated with the Employment Focus Alternative and Residential Focus Alternative would be incorporated into the EEC Subarea Plan to ensure consistency.

Design Standards

The Employment Focus Alternatives and Residential Focus Alternative include the development of new and revised zoning and development regulations for the Study Area through the Subarea Plan. New regulations will address permitted uses, dimensional requirements, the

conversion of non-conforming uses and properties, parking and circulation, landscaping, and the development of streets and sidewalks. These regulations will be crafted with the intent of creating land use compatibility within and adjacent to the Study Area.

- The Employment Focus Alternatives and Residential Focus Alternative will also include the adoption of design standards specific to the Study Area. It is anticipated that design regulations developed to implement the Employment Focus Alternatives and Residential Focus Alternative would include standards related to: integration of the natural environment, building design, enhancement of gateway features, pedestrian experience and streetscapes, public spaces, mixed-use building features, site planning, parking, lighting, screening, and signage.

Historic and Cultural Resources

The City could require Inadvertent Human Remains Discovery Language recommended by the State of Washington Department of Archaeology and Historic Preservation as a condition of project approval consistent with RCWs 68.50.645, 27.44.055, and 68.60.055. This could apply to areas outside of shoreline jurisdiction since the Shoreline Master Program (SMP) has a process for lands within 200 feet of the ordinary high water mark of the marine shoreline.

Through the Subarea Plan goals and policies, the City could encourage education and understanding of historic events and places in the subarea.

3.3.4 Significant Unavoidable Adverse Impacts

Under all studied alternatives, additional growth and development will occur in the Study Area, leading to increases in height and bulk of buildings and increased land use intensity. This transition is unavoidable, but is not considered significant or adverse within an urban area designated as a mixed-use center in the Comprehensive Plan.

Future growth is likely to create temporary or localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with existing and new development regulations, zoning requirements, and design guidelines, no significant adverse impacts are anticipated.

The Employment Focus Alternatives and Residential Focus Alternative are consistent with the policy direction of the Comprehensive Plan. However, updates to some policies and maps in the Comprehensive Plan will be needed under the Action Alternatives to ensure full consistency. A list of these potential updates can be found in the Draft Subarea Plan under separate cover.

With applicable laws described in mitigation measures, no significant unavoidable adverse impacts to cultural resources are anticipated.

3.4 Transportation and Greenhouse Gas Emissions

This section presents a multimodal transportation analysis evaluating the potential impacts from enacting proposed zoning and transportation network changes in the Eastside Employment Center (EEC). Existing transportation conditions are documented throughout the Study Area. Future transportation conditions are evaluated under three alternatives: the No Action Alternative that represents the condition if zoning remains the same, the Residential Focus Alternative and the Employment Focus Alternative. The evaluation identifies significant impacts that could occur for the following modes: auto, freight, transit, pedestrian, and bicycle. Safety, parking and greenhouse gas emissions impacts are also considered. Potential capital and programmatic mitigation measures are identified for the two Action Alternatives.

3.4.1 Affected Environment

Bremerton lies in central Kitsap County, a 30-minute to one-hour ferry ride to Downtown Seattle. The Bremerton EEC is located north of downtown Bremerton, across the Warren Avenue/State Route (SR) 303 Bridge. It is bounded by SR 303 to the west, the waterfront to the south, Sheridan Road to the north, and the Madrona Trails greenbelt to the east. Regional connections to the EEC are provided by SR 303 and Kitsap Transit. The roadway network includes facilities for pedestrians, bicycles, vehicles, and transit. This section describes the existing types and locations of those transportation facilities. In addition, 16 intersections were analyzed to evaluate existing traffic operations. Results of a traffic safety analysis are also included in this chapter. Exhibit 3-28 shows boundaries of the EEC as well as the study intersections.

The City and WSDOT are collaborating on a study of the SR 303 corridor, which runs through the Study Area. The project includes community outreach and will develop multiple corridor alternatives for consideration. The study will culminate in a corridor improvement plan to be shared in 2020.

Exhibit 3-28. Study Area Intersections

Source: Fehr & Peers, 2019.

Active Transportation Connectivity

The City's Transportation Element includes a spatial analysis of potential travel demand via active transportation—any human-powered mode of transportation such as walking or biking. The evaluation took multiple factors into account including proximity to attractions, schools, parks, transit; population and employment density; and diversity of land use. The Study Area scored highly in this evaluation indicating that many of the fundamental drivers for potential pedestrian and bicycle travel demand are present in the EEC.

Pedestrian Network

Most roadway segments in the EEC have sidewalks on both sides of the street, but some segments only have sidewalks on one side or no pedestrian facilities, as shown in Exhibit 3-29. The SR 303 bridge has a separated path along each side with stairs connecting to Lebo Boulevard. The City maintains a sidewalk condition inventory as shown in Exhibit 3-29. Conditions vary from excellent new facilities along Lebo Boulevard and Wheaton Way to poor conditions on streets including Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive. The Lebo Boulevard facilities form part of the Bridge-to-Bridge Trail loop that connects the Warren Avenue Bridge, Manette Bridge, and both sides of the Port Washington Narrows.

The Transportation Element designates Sheridan Road, Wheaton Way, and Lebo Boulevard as part of the Pedestrian Priority Network, indicating that the City intends to provide pedestrian infrastructure along those corridors in the long term. As shown in Exhibit 3-29, sidewalks are missing on one side of the street on Sheridan Road east of Spruce Avenue and on Wheaton Way north of Callahan Drive and north of Lebo Boulevard. Within the study area, pedestrians can cross SR 303 at Sheridan Road, the Callahan Drive underpass, and the Lebo Drive underpass.

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. Existing sidewalks are generally five feet wide in the EEC, and while most are directly adjacent to vehicle traffic, some have landscape buffers. The sidewalk on Wheaton Way south of Lebo Boulevard/Cherry Avenue has wider sidewalks ranging from 6 to 11 feet. Most major intersections on Lebo Boulevard, Wheaton Way, and SR 303 have well-marked crossing facilities, and there are two mid-block crossings in the EEC near the Harrison Medical Center – on Wheaton Way and Cherry Avenue. Both mid-block crossings could be improved with new pavement markings and ADA-compliant ramps at either end of the crosswalks. Some sidewalks in the EEC have either no curb separation or extruded curbs.

Exhibit 3-29. Existing Pedestrian Facilities

Source: City of Bremerton, 2019; Fehr & Peers, 2019.

Bicycle Network

Bicycle infrastructure is limited within the EEC, as shown in Exhibit 3-30. There are currently bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard. These facilities form part of the Bridge-to-Bridge Trail loop that connects the Warren Avenue Bridge, Manette Bridge, and both sides of the Port Washington Narrows. Within the study area, bicycles can cross SR 303 at Sheridan Road, the Callahan Drive underpass, and the Lebo Drive underpass. Sheridan Road has wide shoulders and "fog lines," which some cyclists may feel comfortable using. The steep topography of the area also makes bicycling challenging. Overall, bicycle volumes within the EEC are relatively low.

The Transportation Element designates Sheridan Road, Wheaton Way, and Lebo Boulevard as part of the Bicycle Priority Network, indicating that the City intends to provide bicycle infrastructure along those corridors in the long term. As shown in Exhibit 3-30, bike lanes are present on Lebo Boulevard connecting to Wheaton Way to the south. 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.

Exhibit 3-30. Existing Bicycle Facilities

Source: City of Bremerton, 2019; Fehr & Peers, 2019.

Transit Network

Public transit in the Study Area is provided by Kitsap Transit (see Exhibit 3-31 and Exhibit 3-32). Route 225 is the only bus route traveling within the EEC and has stops along Lebo Boulevard, Cherry Avenue, Callahan Drive, and Wheaton Way. Routes 215 and 217 run along the edge of the EEC along SR 303/Wheaton Way with stops just north of the EEC at Wheaton Way and Sheridan Road.

Exhibit 3-31. Existing Bus Routes

Route	Destinations	Peak Headway	Off-Peak Headway	Corridors Served
KT 215	Crossroads Park & Ride to Bremerton Transportation Center	Timed with ferry arrival and departure	N/A	SR 303/Wheaton Way
KT 217	Silverdale Transit Center to East Bremerton Transit Center to Bremerton Transportation Center	30	30	SR 303/Wheaton Way
KT 225	East Bremerton Transit Center to Bremerton Transportation Center	60	60	Lebo Blvd, Cherry Ave, Callahan Dr, Wheaton Way

Source: Kitsap Transit, 2019.

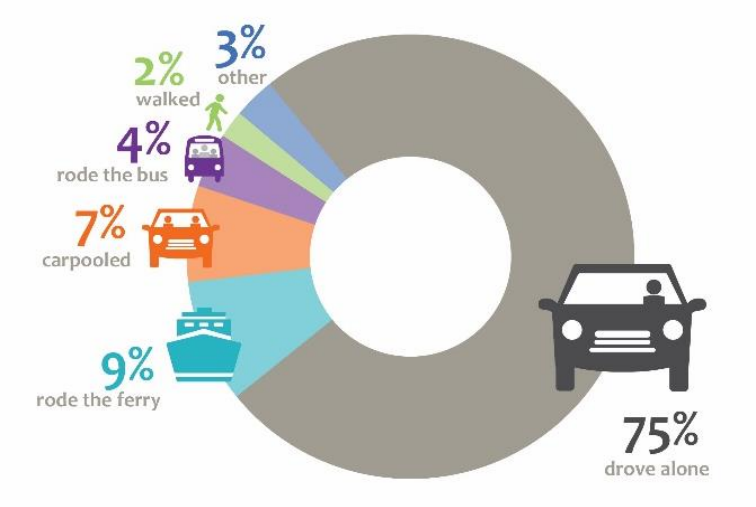
Exhibit 3-32. Existing Transit Service

Source: City of Bremerton, 2019; Fehr & Peers, 2019.

Mode Share

According to 2017 American Community Survey (ACS) 5-year data for the census tract that includes the EEC, 75% of workers over the age of 16 living in the area drive alone to work, as shown in Exhibit 3-33. In contrast, 9% ride the ferry and 7% carpooled to work. Very few residents reported riding the bus, walking, or working from home. No residents reported bicycling to work.

Exhibit 3-33. Existing Mode Share



Street Network

Functional Classification of Streets

The EEC is located immediately east of SR 303, a north-south arterial connecting to SR 3 in Silverdale to the north and SR 304 in Downtown Bremerton to the south. Within the EEC, the other main north-south roadways are Wheaton Way, Clare Avenue, and Cherry Avenue. East-west connectivity is provided by Sheridan Road, Callahan Drive, and Lebo Boulevard. Speed limits range from 10 mph to 25 mph, with 30 mph to 35 mph speed limits on SR 303. The only signalized intersection within the EEC is at SR 303 and Sheridan Road.

Study Area roadways are paved with either concreate or asphalt. Concrete is present along Lebo Boulevard, Wheaton Way, Cherry Avenue, Hickory Street, Ash Place, and Campbell Way as well as the SR 303 ramps and their immediate connections. All other roadways are paved with asphalt. The City maintains data on pavement condition. Based on that data, portions of Hemlock Street, Callahan Drive, and Ash Street are in poor condition. Lebo Boulevard and Wheaton Way south of Lebo Boulevard were recently reconstructed and are in excellent condition.

SR 303 provides regional freight access to the EEC. Some roadways within the EEC may be challenging for freight mobility due to steep grades, narrow roadways, and tight turns.

North-South Corridors

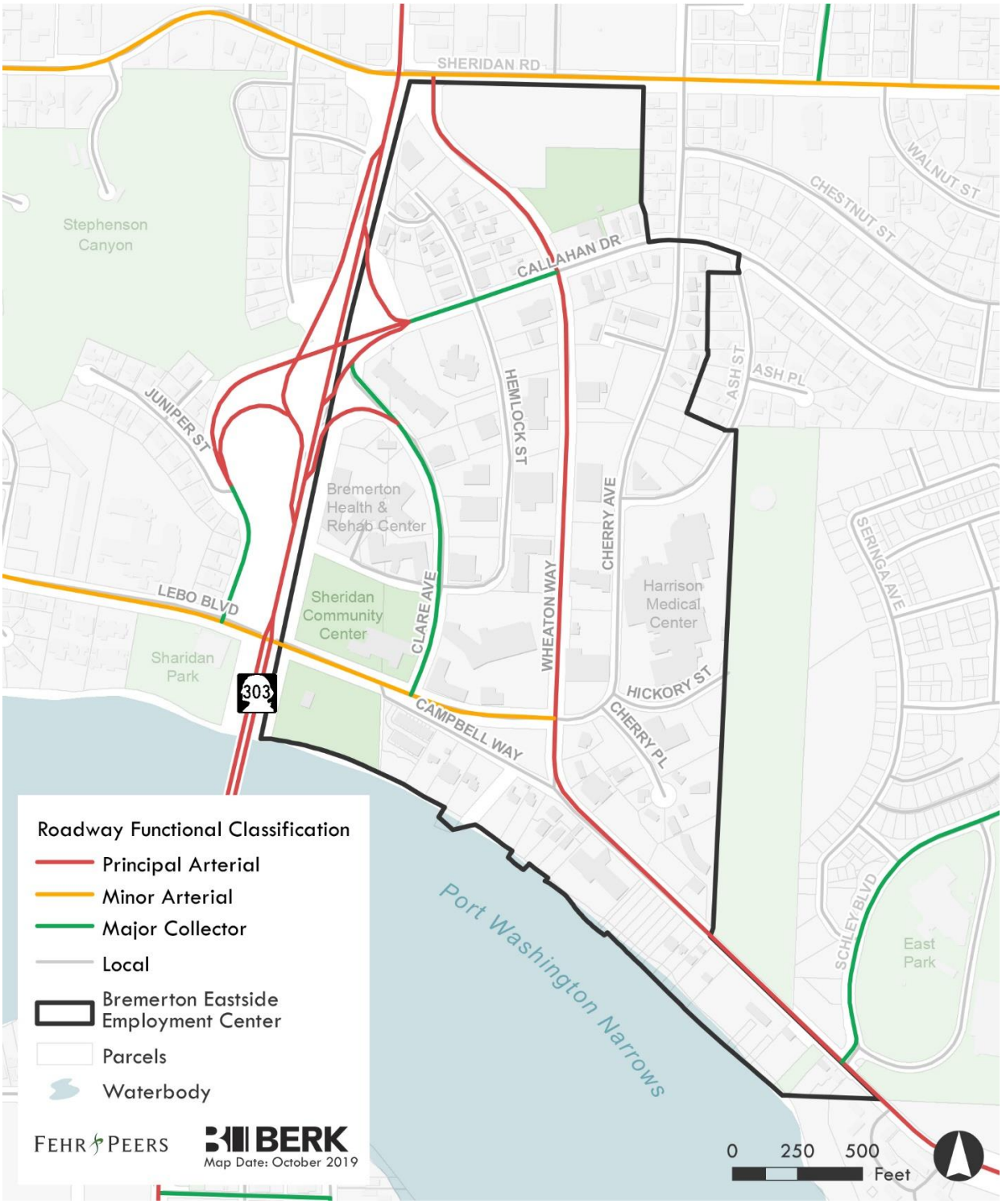
- **State Route 303** is a principal arterial on the western edge of the EEC. It has two travel lanes in each direction with a right and left turn lane at Sheridan Road. The roadway does not provide direct access to any land uses within the EEC. SR 303 is designated by the City as a truck route. Based on WSDOT's Freight and Goods Transportation System, SR 303 is classified as T-3, meaning it is estimated to carry between 300,000 and four million tons of freight each year (WSDOT, 2017).
- **Wheaton Way** is a principal arterial that has one travel lane in each direction with turn lanes. North of Callahan Drive, the land uses are residential, and to the south, the land uses are a mix of medical, office, and commercial.
- **Clare Avenue** is a major collector that has one travel lane in each direction. The adjacent land uses are a mix of medical, commercial, civic, and residential. There are two senior living facilities along the corridor.

East-West Corridors

- **Sheridan Road** is a minor arterial that has one travel lane in each direction with turn lanes. The land uses along the corridor are predominantly residential, though the northeast corner of SR 303 and Sheridan Road is commercial.
- **Lebo Boulevard** is a minor arterial with one travel lane in each direction and a left turn lane at Wheaton Way. The land uses along the corridor are predominantly residential south of Lebo Boulevard, and commercial, office, and civic north of Lebo Boulevard.
- **Callahan Drive** is a major collector west of Wheaton Way. It has one travel lane in each direction. The land uses along the corridor are predominantly residential with a church and medical facility.

Exhibit 3-34 shows the street functional classification map for the EEC.

Exhibit 3-34. Functional Classification



Source: City of Bremerton, 2019; Fehr & Peers, 2019.

Study Intersections

Traffic operations at the study intersections could be affected by land use changes in the EEC. The 16 study intersections most likely to be affected were selected for analysis, as shown in Exhibit 3-28. These locations were analyzed during the weekday PM peak hour, which typically represents the most congested traffic conditions. One study intersection, Sheridan Road & SR 303, is signalized and under WSDOT jurisdiction.

The study intersections are:

- Sheridan Road and SR 303
- Sheridan Road and Wheaton Way
- Sheridan Road and Cherry Avenue
- Callahan Drive and SB SR 303 Ramps
- Callahan Drive and NB SR 303 Ramps
- Callahan Drive and Hemlock Street
- Callahan Drive and Wheaton Way
- Callahan Drive and Cherry Avenue
- Callahan Drive and Ash Street
- Juniper Street and Clare Avenue
- Cherry Avenue and Ash Street
- Lebo Boulevard and Juniper Street
- Lebo Boulevard and Clare Avenue
- Lebo Boulevard and Wheaton Way
- Cherry Avenue and Cherry Place
- Cherry Avenue and Hickory Street

Intersection Level of service (LOS) is a concept used to describe traffic operations from the driver's perspective. LOS is defined by intersection delay in seconds and ranges from LOS A with no congestion and little delay to LOS F with substantial congestion and delay. This study uses PM peak hour average vehicle delay to evaluate LOS at each study intersection. The City sets a level of service standard of LOS E for all intersections.

Traffic operations were analyzed using the Synchro 10 software package and Highway Capacity Manual (HCM) 6th Edition methodology. The Synchro network reflects the EEC's existing roadway network including segment and intersection geometry, and signal timings. The network also includes existing traffic volumes, including passenger vehicles, heavy vehicles, and pedestrian and bicycle counts which were collected in January 2018, May 2019, and July 2019. For signalized and all-way stop controlled intersections, LOS is based on the average delay of all movements. For side street stop-controlled intersections, LOS is based on the movement with the

highest delay. Exhibit 3-35 summarizes the LOS and delay thresholds specified in the Highway Capacity Manual, which is a standard methodology for measuring intersection performance.

Exhibit 3-35. LOS and Delay Thresholds for Signalized and Unsignalized Intersections

LOS	Signalized Intersections (Delay in Seconds)	Unsignalized Intersections (Delay in Seconds)
A	≤ 10	≤ 10
B	> 10 to 20	> 10 to 15
C	> 20 to 35	> 15 to 25
D	> 35 to 55	> 25 to 35
E	> 55 to 80	> 35 to 50
F	> 80	> 50

Source: Highway Capacity Manual (Transportation Research Board), 2016.

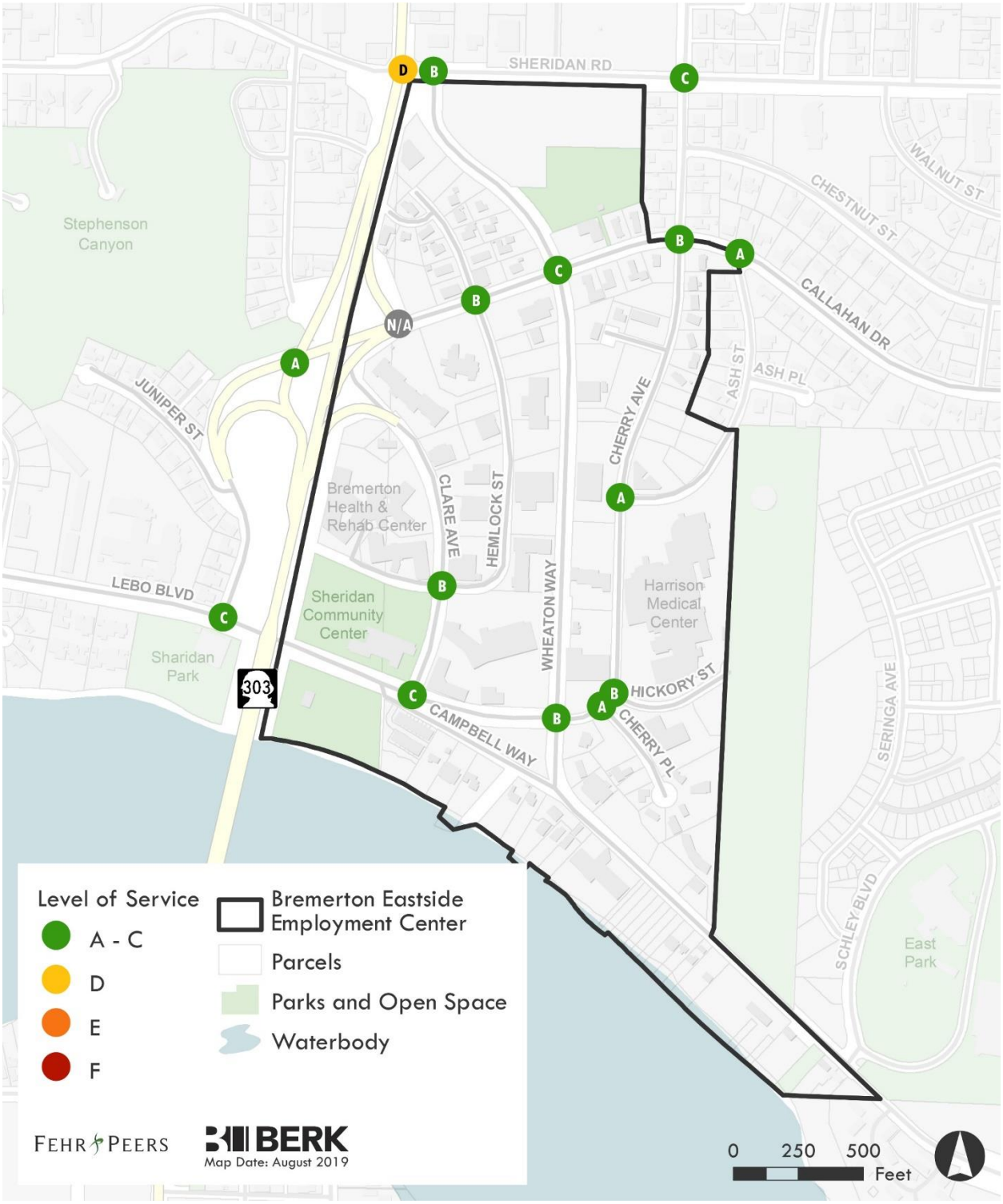
Exhibit 3-36 and Exhibit 3-37 summarize the existing intersection LOS at the study intersections. The level of service analysis indicates that vehicles move through the EEC with relatively little delay during the PM peak hour. All intersections currently meet the City's minimum LOS standard. Note that there is no control delay experienced at the Callahan Drive/NB SR 303 ramps (i.e. no stop sign, signal or roundabout is present). Delay would only occur for those making an eastbound left turn from Clare Avenue onto the NB SR 303 on-ramp. Based upon the current volumes, that delay is minimal.

Exhibit 3-36. Existing PM Peak Hour Intersection Level of Service and Delay

ID	Intersection	Traffic Control	LOS Threshold	LOS/Delay in seconds (Side street approach with highest delay)
1	Sheridan Rd & SR 303	Signal	E	D / 42
2	Sheridan Rd & Wheaton Way	Side-street stop	E	B / 11 (NB)
3	Sheridan Rd & Cherry Ave	Side-street stop	E	C / 18 (NB)
4	Callahan Dr & SB SR 303 Ramps	Side-street stop	E	A / 9 (SB)
5	Callahan Dr & NB SR 303 Ramps	None	E	—
6	Callahan Dr & Hemlock Street	Side-street stop	E	B / 12 (NB)
7	Callahan Dr & Wheaton Way	Side-street stop	E	C / 17 (WB)
8	Callahan Dr & Cherry Ave	Side-street stop	E	B / 13 (NB)
9	Callahan Dr & Ash St	Side-street stop	E	A / 10 (NB)
10	Juniper Street & Clare Ave	Side-street stop	E	B / 11 (EB)
11	Cherry Ave & Ash St	Side-street stop	E	A / 10 (WB)
12	Lebo Blvd & Juniper St	Side-street stop	E	C / 22 (SB)
13	Lebo Blvd & Clare Ave	Side-street stop	E	C / 19 (SB)
14	Lebo Blvd & Wheaton Way	All-way stop	E	B / 12
15	Cherry Ave & Cherry Pl	Side-street stop	E	A / 10 (NB)
16	Cherry Ave & Hickory St	Side-street stop	E	B / 10 (EB)

Notes: The delay at Intersection 16 exceeds the threshold between LOS A and B but rounds to 10 seconds.
Source: Fehr & Peers, 2019.

Exhibit 3-37. Existing PM Peak Hour Intersection Level of Service



Source: Fehr & Peers, 2019.

Parking

As discussed in the mode share section, most of the travel to and from the EEC is currently made by vehicle. This section summarizes the current parking facilities available in the area. Most of the available parking spaces are provided by surface/off-street facilities for visitors of the associated businesses or residences. This land use pattern results in large areas of parking separating adjacent land uses. On-street parking use is primarily on smaller side streets such as Hemlock Street, Clare Avenue, and Cherry Place. None of the on-street parking areas are currently subject to parking fees or time limitations.

The City's on-street and off-street parking standards are established in the Bremerton Municipal Code (BMC). BMC 20.48.060 Residential Parking Development Standards details the requirements for off-street parking spaces for all residential development, including:

- 1 space per dwelling unit for multi-family residential (for those areas falling within the Center designation) and senior housing complexes; and
- 2 spaces per dwelling unit for single-unit and two-unit residential.

Section 20.48.080 Nonresidential Parking Development Standards details standards for off-street parking spaces for all nonresidential development and parking lots and lists minimum parking spaces needed for different land use categories. Requirements for some of the most common land uses are summarized below:

- 1 space per 300 square feet of office;
- 1 space per 250 to 300 square feet of retail;
- 1 space per 150 square feet of medical/dental office;
- 1 space per 600 square feet of nursing home/health institution/convalescent home; and
- 1.8 spaces per overnight bed based on state license.

Safety

Crash data for the past five years (July 2014 through June 2019) were evaluated for the EEC. WSDOT provided all data for collisions reported to police, including details of the location and any injuries that occurred. The collisions were first associated with either one of the study intersections or one of the major corridors in the EEC.

Collision rates at all 16 study intersections and the segments connecting them are shown in Exhibit 3-38. Collision rates normalize the number of crashes based on the traffic volumes using each facility. Rates at intersections are provided per the number of million entering vehicles (MEV) and rates along segments are provided per the number of million vehicle miles traveled (MVMT).

Of the 16 study intersections, SR 303 & Sheridan Road had the highest number of crashes (67 over five years) and the third highest crash rate of 1.0 crashes per million entering vehicles. The intersections with the highest crash rates were Wheaton Way & Callahan Drive and Cherry Avenue & Callahan Drive, at 1.8 and 1.7 crashes per million entering vehicles, respectively. The total number of collisions was highest along SR 303, but the crash rate is relatively low given the high volume of traffic carried. However, crash rates along the associated ramps tend to be higher than the rest of the subarea. Among the non-highway roadways, crash rates were highest on Callahan Drive between the SR 303 ramps and between Cherry Avenue and Ash Street.

There were two severe injury crashes and no fatality crashes in the EEC during the analysis period. One severe injury crash occurred on Cherry Avenue at Cherry Place and another occurred on Cherry Avenue midblock between Ash Street and Callahan Drive. Both severe collisions involved one motor vehicle hitting a stationary object and did not involve other vehicles, pedestrians, or bicyclists.

Exhibit 3-38. Collision History, July 2014-June 2019

Sources: City of Bremerton, 2019; Fehr & Peers, 2019.

Greenhouse Gas Emissions

Climate change and greenhouse gas emissions are addressed as Air elements of the environment under the State Environmental Policy Act (SEPA) analyses. Transportation and land use changes can contribute to climate change due to increases in greenhouse gas (GHG) emissions. Land use changes can result in GHG emissions through the construction process; utilities used during operations such as electricity, natural gas, and water; and waste production. Land use also generates vehicle trips. Travel completed using gasoline and diesel-fueled passenger, commercial, or transit vehicles can emit carbon dioxide, methane, and nitrous oxide. The accumulation of GHG in the atmosphere contributes to climate change.

Current Conditions

Regional and County

In 2018, the Puget Sound Clean Air Agency (PSCAA) published greenhouse gas emissions information representing 2015 conditions in the four-county region of King, Pierce, Snohomish, and Kitsap counties. The inventory follows the GHG accounting protocols and datasets outlined in the *U.S. Community Protocol for Accounting and Reporting Greenhouse Gas Emissions*. Emissions are broken out at the county level and quantified using the Metric Ton Carbon Dioxide Equivalent (MTCO2e) unit, which equates to 2204.62 pounds of CO2. As shown in Exhibit 3-39, the built environment accounts for nearly two-thirds of Kitsap County emissions, and transportation and other mobile sources account for an additional 30%. The remaining 4% is made up of emissions generated by generation and disposal of solid waste, water and wastewater process emissions, agriculture, and supplementary emission sectors.

Exhibit 3-39. Kitsap County GHG Emissions, 2015

Emissions ($MTCO_2e$)	Kitsap County Total Emissions– 2015	Kitsap County Emissions per Capita
Built Environment	1,614,000	6.3
Transportation and Other Mobile Sources	745,400	2.9
Solid Waste	56,600	0.2
Water and Wastewater	17,700	<0.1
Agriculture	12,800	<0.1
Supplementary Emission Sectors	8,500	<0.1
Total	**2,455,000**	**9.5**

Source: Puget Sound Clean Air Agency, 2018.

Of the transportation and mobile sources emissions, 88% are caused by on-road vehicle emissions; the remainder are caused by marine and off-road transportation. Exhibit 3-40 summarizes the daily vehicle miles traveled in Kitsap County by type of vehicle, as well as per capita.

Exhibit 3-40. Kitsap County Daily Vehicle Miles Traveled, 2015

Vehicle Miles Traveled	Kitsap County Total Daily Vehicle Mile Traveled – 2015	Kitsap County Daily Vehicle Miles Traveled per Capita
Single Occupant Vehicle	3,333,300	12.9
High Occupancy Vehicle – 2 passengers	773,600	3.0
High Occupancy Vehicle – 3 or more passengers	348,600	1.3
Medium Truck	198,900	0.8
Heavy Truck	46,800	0.2
Total	**4,701,200**	**18.2**

Source: Puget Sound Clean Air Agency, 2018.

Eastside Employment Center

A more detailed evaluation of GHG emissions generated by the EEC was also conducted. According to Kitsap County Assessor land use data, the EEC currently has the following existing land uses:

- 43 single family homes;
- 118 multi-family units and 171 senior care/assisted living units;
- 516,000 square feet of medical uses (hospital and medical/dental offices); and
- 159,000 square feet of other uses.

This land use data forms the basis of the GHG evaluation described below.

The City of Bremerton has not established specific GHG analysis requirements as part of its SEPA process for development projects. King County is among the first jurisdictions to develop policies that consider the impacts of GHG emissions during the SEPA process along with a spreadsheet tool to support this process. The SEPA GHG Emissions Worksheet is a comprehensive tool that estimates all GHG emissions that would be created over the lifespan of a project:

- Embodied Emissions: the extraction, processing, transportation, construction, and disposal of materials and landscape disturbance;
- Energy Emissions: energy demands created by the development after it is completed; and
- Transportation Emissions: transportation demands created by the development after it is completed.

For this evaluation, the SEPA GHG Emissions Worksheet is used to estimate the GHG emissions associated with embodied and energy emissions. GHG emissions analyses for land use developments in the Puget Sound region are typically prepared using the King County SEPA GHG Emissions Worksheet. While the spreadsheet tool encompasses a variety of emissions categories, it is designed for high-level planning. To provide a location-specific estimate of the transportation related GHG emissions of the EEC, a more detailed evaluation was prepared.

Using the number of households and square footage of building space, the number of vehicle trips currently generated by the EEC was estimated using Fehr & Peers' MXD+ trip generation tool. Based on the trip generation estimate, the total vehicle miles traveled (VMT) was calculated using trip length survey results from the Puget Sound Regional Council (PSRC) Household Travel Survey. An area-specific trip length was estimated based on average City of Bremerton trip lengths as well as regional medical-related trip lengths given the EEC's high proportion of medical uses.

Average running emissions rates per mile traveled were extracted from the California Environmental Protection Agency Air Resources Board EMFAC2017 web database; this model is the most recently approved version by the federal Environmental Protection Agency. To develop "lifetime" GHG emissions estimates that are similar to those produced by the King County SEPA GHG Emissions worksheet, the average building lifespan defined in the King County tool was used to factor up the annual GHG emissions estimate.

Exhibit 3-41 summarizes the GHG emissions estimates from the existing EEC developments. Based upon this evaluation, the EEC currently generates roughly 2,160,800 $MTCO_2e$ GHG emissions over the lifespan of its development, with transportation accounting for half of total emissions. This equates to approximately 655 $MTCO_2e$ per current resident and employee in the EEC.

Exhibit 3-41. Lifetime GHG Emissions of Eastside Employment Center, Existing Conditions

Emissions ($MTCO_2e$)	Eastside Employment Center
Embodied Emissions	37,400
Energy Emissions	1,049,700
Transportation Emissions	1,073,700
Total Emissions	**2,160,800**
Population + Jobs	*3,300*
Emissions per Capita	**655**

Source: King County SEPA GHG Emissions Worksheet, 2019; Fehr & Peers, 2020.

Existing Policies and Regulations

The state GMA, enacted in 1990, requires that all cities and counties of a minimum size prepare comprehensive plans and update those plans at certain intervals. GMA's goals include reducing sprawl and directing growth to areas that already have urban services. Comprehensive plans must show that each city has enough land in appropriate zoning categories to absorb the expected level of growth for 20 years into the future, along with transportation facilities to serve that growth.

Washington State Greenhouse Gas Emissions Limits

In 2008, the Washington State legislature passed a law requiring that statewide emissions of greenhouse gases be reduced to 1990 levels by 2020 and to 25% below 1990 levels by 2035 (RCW 70.235.020). The State prepares an inventory every two years tracking statewide emissions against the 1990 baseline.

PSRC Vision 2040

The Puget Sound Regional Council (PSRC) is the regional metropolitan planning organization covering King, Snohomish, Pierce, and Kitsap counties. It is governed by elected officials from across the region, and together they have adopted a regional growth strategy called Vision 2040. It calls for concentrating population and job growth in designated centers and for using multimodal transit options to connect these centers. Vision 2040 also assumes a distribution of growth across the Puget Sound Region, with especially large shares of growth going to the five metropolitan cities of Seattle, Bellevue, Everett, Tacoma, and Bremerton. Bremerton's Comprehensive Plan reflects its commitment to accommodate its share of regional growth. At the time of this writing, VISION 2050 is in draft form and has a similar approach of concentrating growth in centers with Bremerton as a primary location for growth.

Bremerton 2016 Comprehensive Plan – Transportation Element

The Bremerton Comprehensive Plan Transportation Element, last updated in 2016, outlines the policies, projects, and programs necessary to implement the City's vision of future mobility over the next 20 years. The Transportation Element includes traffic projections extended to a horizon year of 2036. The Transportation Element anticipates population and employment growth consistent with the Land Use Element. To achieve a multimodal community where all residents can travel easily, the Transportation Element is guided by five goals:

1. Promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.
2. Acknowledge the existing built environment and maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.

3. Provide for and improve the safety and security of transportation users and the transportation system.
4. Enhance Bremerton's quality of life through transportation investments that promote energy conservation, healthy communities, aesthetics and protect the environment.
5. Continuously improve the quality, effectiveness, and efficiency of the transportation system.

Additionally, given the number of state routes that begin and end in Bremerton, this plan aims to coordinate with the Washington State Department of Transportation (WSDOT) to ensure that these state facilities can adequately serve the region's needs.

Bremerton 2016 Comprehensive Plan – Environment Element

The Environment Element includes a vision to "protect Bremerton's natural environment by meeting the needs of today's citizens without compromising the needs of future generations." The City's policies are guided by four environmental goals, two of which are relevant to greenhouse gas emissions:

1. **Stewardship:** Provide stewardship by considering long-range implications of City policies on the environment, to conduct City operations in a manner that protects the environment, and to provide education on how the City, its businesses, and residents can improve the quality of the environment.
2. **Air:** Ensure compliance with good federal, state, regional, and local air quality standards through coordinated, long-term strategies that address the many contributors to air pollution.

The Environment Element includes policies related to low impact development (LID) techniques and sustainable building methods and materials; transit expansion and encouragement of car-sharing, cycling and walking; and continuation of the City's commute trip reduction program.

Bremerton 2016 ADA Transition Plan

The Americans with Disabilities Act (ADA) Transition Plan guides the City's efforts to provide an accessible transportation system program within the city. The purpose of the Plan is to identify deficiencies in City policies, procedures, and physical assets, and to provide a path to correction of those deficiencies. The Plan also provides guidance for removal of accessibility barriers. The Plan outlines progress to date and identifies steps necessary to bring the City program into compliance with ADA regulations.

Bremerton Complete Streets Ordinance

The City of Bremerton has a complete street ordinance (Municipal Code Chapter 11) aimed at providing an affordable, safe, and accessible transportation system for all residents and visitors, regardless of their age, ability, or financial resources. The policy states that the City "will plan for,

design, construct, operate and maintain a transportation system that is safe, convenient, and integrated into a network for all users in a balanced, responsible, and equitable manner consistent with and supportive of the surrounding community." In particular, the City will strive to benefit vulnerable users and underinvested and underserved communities. Potential facilities that contribute to complete streets would be projects such as pavement marketing and signs; street and sidewalk lighting; safety improvements; ADA compliance, transit and bicycle accommodations; and appropriate streetscapes, furniture and art.

Bremerton Capital Improvement Program

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.

3.4.2 Impacts

Methods

Analysis Methodology – Planning Scenarios Evaluated

This section describes the planning scenarios that are evaluated as well as the methodology and assumptions used to analyze the alternatives. Three alternatives are evaluated under future year conditions: the No Action Alternative, the Residential Focus Alternative, and the Employment Focus Alternative. The No Action Alternative maintains the Study Area's current zoning and includes only projects identified in the City's adopted plans. The Residential Focus Alternative would increase the amount of high density residential growth with mixed uses in the core while the Employment Focus Alternative would create a mix of businesses in corporate campus and multi-use settings with additional transportation network changes. A full description of the land use assumptions may be found in Chapter 2.

Exhibit 3-42 summarizes the transportation network assumptions for the future year alternatives. All alternatives assume improvements included in current City plans. Transportation network changes that would be in place under the No Action, Residential Focus Alternative, and Employment Focus Alternative include:

- SR 303 Warren Avenue Bridge – new shared use path;

- Cherry Avenue from Lebo Boulevard to Sheridan Road – new shared use lane[1]; and
- Sheridan Road – new shared use lane.

In addition to these improvements, the Residential Focus and Employment Focus alternatives would include:

- Callahan Drive from SR 303 to Cherry Avenue – new bike lane and pedestrian improvements

In addition to these improvements, the Employment Focus Alternative would include:

- 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.

[1] The City may consider Lower Wheaton Way as an alternate north-south bicycle route through the EEC.

Exhibit 3-42. Transportation Network Assumptions

Source: Fehr & Peers, 2020.

Trip Generation

The Kitsap County travel demand model was used to develop 2040 traffic volume forecasts. The 2040 horizon year is slightly beyond that of the City's Comprehensive Plan (2036). It was selected to align with the SR 303 Corridor Study and to provide a conservative analysis of background traffic conditions. These forecasts account for the current zoning of the EEC and the background growth assumed for the rest of the city and region are used for the No Action Alternative. MXD+, a trip generation tool that accounts for the variation in land use type and density, was applied to estimate the vehicle trips that would occur under the Action Alternatives. MXD+.

Exhibit 3-43 summarizes the forecasted increase in vehicle trips for the PM peak hour. MXD+ estimated that the Employment Focus Alternative would result in 316 more vehicle trips than the No Action Alternative during the PM peak hour. The Residential Focus Alternative would result in 88 fewer vehicle trips than the No Action Alternative during the PM peak hour. The trips removed due to the Residential Focus Alternative's decrease of roughly 1,400 jobs would outweigh those generated by the more than 1,800 dwelling units resulting in a net decrease.

Exhibit 3-43. PM Peak Hour Vehicle Trips Generated, All Alternatives

Alternative	PM Peak Hour Vehicle Trips	Net Change in Trip Generation Compared to No Action Alternative
No Action	1,656	—
Residential Focus	1,568	-88
Employment Focus	1,972	316

Source: Fehr & Peers, 2020.

Trip Distribution

The Kitsap County travel demand model was used to estimate the trip distribution of vehicle trips generated within the EEC during the PM peak period in 2040, as shown in Exhibit 3-44. These trips were assigned to the transportation network as turning movement volumes at each of the study intersections and then analyzed in the traffic operations model.

Traffic Operations Analysis

Traffic operations were analyzed using Synchro 10 software. The existing Synchro network was updated to reflect roadway modifications planned to be in place by 2040 as well as the forecasted vehicle volumes under each alternative. Signal timings for 2040 (phase splits and offsets for coordinated signals) were optimized to maximize the efficiency of the system based upon the projected future year vehicle volumes. The signal timings were kept consistent between the No Action Alternative and Action Alternatives. The roundabout proposed under the Employment Focus Alternative was analyzed using SIDRA software following WSDOT's analysis protocol.

Exhibit 3-44. Trip Distribution

Source: Fehr & Peers, 2020.

Impacts Common to All Alternatives

Exhibit 3-45 summarizes the significant impacts for each alternative, with auto and freight impacts under all three alternatives and a transit impact under the No Action Alternative only. These impacts are described in detail in the following sections.

Exhibit 3-45. Summary of Transportation Impacts by Alternative

Type of Impact	No Action	Residential Focus	Employment Focus
Auto and Freight	Queuing impact at one intersection	Queuing impact at one intersection	Two LOS impacts and queuing impacts at three intersections
Transit	Queuing impact at one intersection	None	None
Pedestrian & Bicycle	None	None	None
On-street Parking	None	None	None
Safety	None	None	None
Greenhouse Gas Emissions	None	None	None

Source: Fehr & Peers, 2020.

No Action Alternative

The No Action Alternative serves as the baseline for the impact analysis of the Residential Focus and Employment Focus alternatives. It represents the operation of the transportation system if no zoning or network changes were made in the EEC. However, growth would continue to occur under the No Action Alternative consistent with the existing zoning.

This section summarizes analysis results and environmental impacts of the No Action Alternative. Specifically, the following definitions are used to identify auto, freight, and transit[2] impacts under the No Action Alternative:

- Intersection level of service below the LOS E standard; or
- Queues from a downstream intersection expected to spill back to a study intersection.

Pedestrian, bicycle, parking, safety, and greenhouse gas emissions impacts are discussed qualitatively. As defined above, this EIS identifies impacts if future transportation operations are not expected to meet the City's adopted level of service standards.

[2] Applicable only to study intersections through which transit routes travel.

Traffic Operations – Auto, Freight, and Transit

Exhibit 3-46 and Exhibit 3-47 summarize the average vehicle delay for each study intersection compared to its LOS standard. By 2040, traffic volumes would increase due to the land use growth that would occur within the EEC and other parts of the city as well as regional growth. Therefore, delay at most intersections is expected to increase to some degree. Of the 16 study intersections, 10 are expected to drop by at least one LOS grade compared to existing conditions. However, all study intersections are expected to meet their LOS standards under the No Action Alternative.

The 95th percentile queue at study intersections (as reported by the Synchro software) was reviewed to identify any potential queue spillback issues between study intersections. Only the SR 303 and Sheridan Road intersection was identified as having queues that exceed storage capacity. The northbound queue would impact the SR 303 Ramps at Callahan Drive, while the queue for left-turning vehicles on the westbound and southbound approaches would exceed storage and impact through traffic. Although overall intersection LOS is expected to meet the City's standards, queuing impacts affecting auto, freight, and transit are expected under the No Action Alternative.

Exhibit 3-46. 2040 PM Peak Hour Intersection LOS and Delay, No Action Alternative

ID	Intersection	Traffic Control	LOS Threshold	LOS/Delay in Seconds (Side street approach with highest delay)	
				Existing	No Action Alternative
1	Sheridan Rd & SR 303	Signal	E	D / 42	E / 66
2	Sheridan Rd & Wheaton Way	Side-street stop	E	B / 11 (NB)	B / 12 (NB)
3	Sheridan Rd & Cherry Ave	Side-street stop	E	C / 18 (NB)	E / 50 (NB)
4	Callahan Dr & SB SR 303 Ramps	Side-street stop	E	A / 9 (SB)	A / 9 (SB)
5	Callahan Dr & NB SR 303 Ramps	None	E	—	—
6	Callahan Dr & Hemlock Street	Side-street stop	E	B / 12 (NB)	B / 13 (NB)
7	Callahan Dr & Wheaton Way	Side-street stop	E	C / 17 (WB)	D / 27 (EB)
8	Callahan Dr & Cherry Ave	Side-street stop	E	B / 13 (NB)	C / 19 (NB)
9	Callahan Dr & Ash St	Side-street stop	E	A / 10 (NB)	B / 10 (NB)
10	Juniper Street & Clare Ave	Side-street stop	E	B / 11 (EB)	B / 13 (EB)
11	Cherry Ave & Ash St	Side-street stop	E	A / 10 (WB)	B / 11 (WB)
12	Lebo Blvd & Juniper St	Side-street stop	E	C / 22 (SB)	D / 26 (SB)
13	Lebo Blvd & Clare Ave	Side-street stop	E	C / 19 (SB)	E / 38 (SB)
14	Lebo Blvd & Wheaton Way	All-way stop	E	B / 12	C / 21
15	Cherry Ave & Cherry Pl	Side-street stop	E	A / 10 (NB)	B / 11 (NB)
16	Cherry Ave & Hickory St	Side-street stop	E	B / 10 (EB)	B / 13 (WB)

Source: Fehr & Peers, 2019.

Exhibit 3-47. Intersection Level of Service, No Action Alternative

Source: Fehr & Peers, 2020.

Pedestrian and Bicycle

Several planned improvements to the pedestrian and bicycle network are anticipated under the No Action Alternative. The principal changes would occur through the Non-Motorized Transportation Plan, the SR 303 corridor plan, and the SR 303 Warren Avenue Bridge Pedestrian Improvement Project which will create an 8-foot wide shared use path on SR 303 Warren Avenue Bridge. The construction will meet current design standards and connect bicyclists and pedestrians to the north (including the EEC) and south areas of the SR 303 Warren Avenue Bridge. In addition, the City's comprehensive transportation element calls for new shared use lanes on Sheridan Road and Cherry Avenue from Lebo Boulevard to Sheridan Road.

Because the No Action Alternative would result in an improved pedestrian and bicycle traveling experience, no significant adverse impacts to pedestrians or bicycles are identified under the No Action Alternative.

Parking

Some areas of current parking supply could be redeveloped under the No Action Alternative. However, it is anticipated that developers would maintain or build adequate supply for their new needs and comply with City parking requirements. Because it is expected that developers will continue to provide parking supply as dictated by market need and given the current abundance of parking supply, no significant adverse parking impacts are expected under the No Action Alternative.

Safety

Traffic volumes in the EEC are projected to increase by 2040. With higher volumes, there is potential for an increased number of collisions. However, there is no indication that collision rates at intersections or along segments would increase. Planned improvements to the pedestrian and bicycle network as described above would also provide safety benefits. The City would also continue its current monitoring programs to identify locations in need of safety improvements and implement measures that address those concerns as they arise. Therefore, no safety impacts are identified under the No Action Alternative.

Greenhouse Gas Emissions

GHG emissions under future year conditions were estimated for the three alternatives using a similar approach as described for existing conditions. For the existing conditions analysis, an area-specific trip length was estimated based on average City of Bremerton trip lengths as well as regional medical-related trip lengths given the EEC's high proportion of medical uses. Because the hospital and many of the affiliated land uses would relocate in the future, the trip length used for the future year analysis is based solely on the citywide average trip length. The

total vehicle miles traveled (VMT) for each alternative was calculated based on the trip generation estimate from the MXD+ tool and average trip length.

Average running emissions rates per mile traveled were extracted from the California Environmental Protection Agency Air Resources Board EMFAC2017 web database. Because vehicle emissions requirements will become more stringent in the future, the average emissions rates per mile in the horizon year would be lower than those for existing conditions. The SEPA GHG Emissions Worksheet was used to estimate the GHG emissions associated with embodied and energy emissions.

Exhibit 3-48 summarizes the GHG emissions estimates from the existing EEC developments and for the No Action Alternative. Based upon this evaluation, the EEC is expected to generate roughly 1,653,400 $MTCO_2e$ GHG emissions under the No Action Alternative over the lifespan of its development. On a per capita (population and jobs) basis, the No Action Alternative is expected to generate 332 $MTCO_2e$ per resident and employee of the EEC, roughly half that expected under existing conditions.

Exhibit 3-48. Lifetime GHG Emissions of Eastside Employment Center, No Action Alternative

Emissions ($MTCO_2e$)	Existing Conditions	No Action Alternative
Embodied Emissions	37,400	77,500
Energy Emissions	1,049,700	1,200,500
Transportation Emissions	1,073,700	375,400
Total Emissions	**2,160,800**	**1,653,400**
Population + Jobs	*3,300*	*4,980*
Emissions per Capita	**655**	**332**

Source: King County SEPA GHG Emissions Worksheet, 2020; Fehr & Peers, 2020.

Both the embodied emissions associated with redevelopment and the energy emissions generated would increase compared to existing conditions due to the increased land use. However, the energy emissions would increase by a more moderate rate because medical uses consume more energy than most other employment uses. The transportation emissions are expected to decrease by roughly 65%. As mentioned above, there are two main drivers for this decrease:

- Trip length – the travel characteristics of the Study Area are expected to change with the relocation of the hospital and replacement with a more typical housing and jobs balance. Medical related trips tend to be substantially longer than the average trip; under existing conditions, an average trip length of 7.4 miles was assumed. However, the No Action Alternative is assumed to generate trips at the average citywide rate of 4.5 miles.

- Emissions rates – as vehicles become more fuel efficient due to more stringent regulations, each vehicle mile traveled will contribute fewer GHG emissions to the environment.

As the No Action Alternative is expected to generate fewer GHG emissions than existing conditions, no significant GHG emissions impact is identified.

Thresholds of Significance

The following definitions are used to identify auto, freight, and transit[3] impacts for the Action Alternatives:

- Vehicle level of service below the LOS E standard at a study intersection that operated acceptably under the No Action Alternative or an increase in delay of at least 5 seconds at a study intersection already expected to operate below its LOS E standard under the No Action Alternative.
- Queues from a downstream intersection expected to spill back to a study intersection that would not experience queues under the No Action Alternative or queues substantially longer than those expected under the No Action Alternative.

Pedestrian, bicycle, parking, safety, and greenhouse gas emissions impacts are discussed qualitatively in comparison to the No Action Alternative. An impact is defined if the action alternative would:

- preclude or fail to implement a City-identified bicycle or pedestrian improvement;
- result in on-street parking demand exceeding supply beyond the level anticipated under the No Action Alternative;
- increase the collision rate along a study segment or at a study intersection compared to the No Action Alternative; or
- increase per capita emissions compared to the No Action Alternative.

Residential Focus Alternative

This section summarizes analysis results and environmental impacts of the Residential Focus Alternative.

Traffic Operations – Auto, Freight, and Transit

Exhibit 3-49 and Exhibit 3-50 summarize the average vehicle delay for each study intersection compared to its LOS standard and the No Action Alternative. The Residential Focus Alternative's land use growth would result in slightly increased vehicle volumes compared to the No Action

[3] Applicable only to study intersections through which transit routes travel.

Alternative. The Residential Focus Alternative would have the same fundamental transportation network as the No Action Alternative, but enhanced with mid-block connections (and potentially associated crossings), boulevard treatments, and pedestrian oriented streets. To provide a conservative analysis, traffic has been assigned assuming the network in place though new connections could provide improved access and alleviate congestion by distributing traffic over more facilities.

As defined above, impacts are evaluated in comparison to the No Action Alternative. No significant adverse traffic operations impacts are expected under the Residential Focus Alternative. Of the 16 study intersections, nine would operate with less delay under the Residential Focus Alternative as a result of the change in land use within the Study Area. While most improvements in delay are relatively small, the Sheridan Road & Cherry Avenue intersection is expected to see a substantial improvement (24 seconds). This is due to the reduction in outbound employment trips during the PM peak hour which would be making the northbound left turn on to Sheridan Road to reach the SR 303 corridor.

A review of the 95th percentile queue (as reported by Synchro software) indicated that the only intersection expected to queue back to an adjacent study intersection was SR 303 & Sheridan Road. The northbound and westbound queues would be similar to those expected under the No Action Alternative; therefore, they are not considered a significant impact. However, the queue extending from the southbound left turn lane is expected to noticeably increase under the Residential Focus Alternative, which is considered a significant impact affecting auto and freight (transit is not expected to be affected based on current routing).

Exhibit 3-49. 2040 PM Peak Hour Intersection LOS and Delay, Residential Focus Alternative

ID	Intersection	Traffic Control	LOS Threshold	LOS/Delay in Seconds (Side street approach with highest delay)	
				No Action	Residential Focus
1	Sheridan Rd & SR 303	Signal	E	E / 66	E / 65
2	Sheridan Rd & Wheaton Way	Side-street stop	E	B / 12 (NB)	B / 13 (NB)
3	Sheridan Rd & Cherry Ave	Side-street stop	E	E / 50 (NB)	D / 26 (NB)
4	Callahan Dr & SB SR 303 Ramps	Side-street stop	E	A / 9 (SB)	A / 9 (SB)
5	Callahan Dr & NB SR 303 Ramps	None	E	—	—
6	Callahan Dr & Hemlock Street	Side-street stop	E	B / 13 (NB)	B / 13 (NB)
7	Callahan Dr & Wheaton Way	Side-street stop	E	D / 27 (EB)	C / 23 (EB)
8	Callahan Dr & Cherry Ave	Side-street stop	E	C / 19 (NB)	C / 15 (SB)
9	Callahan Dr & Ash St	Side-street stop	E	B / 10 (NB)	B / 10 (NB)
10	Juniper Street & Clare Ave	Side-street stop	E	B / 13 (EB)	C / 16 (WB)
11	Cherry Ave & Ash St	Side-street stop	E	B / 11 (WB)	B / 10 (WB)
12	Lebo Blvd & Juniper St	Side-street stop	E	D / 26 (SB)	C / 24 (SB)
13	Lebo Blvd & Clare Ave	Side-street stop	E	E / 38 (SB)	D / 32 (SB)
14	Lebo Blvd & Wheaton Way	All-way stop	E	C / 21	C / 19
15	Cherry Ave & Cherry Pl	Side-street stop	E	B / 11 (NB)	B / 11 (NB)
16	Cherry Ave & Hickory St	Side-street stop	E	B / 13 (WB)	B / 12 (WB)

Source: Fehr & Peers, 2020.

Exhibit 3-50. Intersection Level of Service, Residential Focus Alternative

Source: Fehr & Peers, 2020.

Pedestrian and Bicycle

The Residential Focus Alternative would include the pedestrian and bicycle projects identified for the No Action Alternative as well as additional improvements as parcels redevelop. These could include mid-block connections and crossings, boulevard treatments, and pedestrian oriented street fronts that make walking in the EEC a more convenient and attractive way to travel. Bicycle and pedestrian improvements on Callahan Drive would connect cyclists to Cherry Avenue, which would be the designated connection to the Warren Avenue bridge. Therefore, rather than preclude any pedestrian or bicycle improvements, the Residential Focus Alternative is expected to provide additional benefits. Due to these improvements to the network in the EEC and that development is expected to meet the City design standards related to bicycle and pedestrian facility accommodations, no significant adverse impacts to pedestrian or bicycle travel are identified under the Residential Focus Alternative.

Parking

Some areas of current parking supply could be redeveloped under the Residential Focus Alternative. However, it is anticipated that developers would maintain or build adequate supply for their new needs and comply with City parking requirements. Because it is expected that developers will continue to provide parking supply as dictated by market need and given the current abundance of parking supply, no significant adverse parking impacts are expected under the Residential Focus Alternative.

Safety

Traffic volumes in the Study Area under the No Action Alternative and Residential Focus Alternative are expected to be very similar, with some intersections experiencing slightly higher volumes and other experiencing lower volumes due to the change in land uses. With higher volumes, there is potential for an increased number of collisions. However, there is no indication that collision rates at intersections or along segments would increase meaningfully compared to the No Action Alternative. No significant adverse impacts to safety are identified under the Residential Focus Alternative.

Greenhouse Gas Emissions

Exhibit 3-51 summarizes the GHG emissions estimates for the EEC under the Residential Focus Alternative. The EEC is expected to generate roughly 1,667,600 $MTCO_2e$ GHG emissions under the Residential Focus Alternative over the lifespan of its development. This is within one percent of the No Action Alternative as the higher residential uses and lower employment uses generally balance one another out from the perspective of embodied and energy emissions. The VMT generated by the Residential Focus Alternative is expected to be higher than that for the No

Action Alternative so transportation emissions generated by the EEC are expected to be approximately roughly 15% higher under the Residential Focus Alternative.

Exhibit 3-51. Lifetime GHG Emissions of EEC, Residential Focus Alternative

Emissions ($MTCO_2e$)	No Action Alternative	Residential Focus Alternative
Embodied Emissions	77,500	92,500
Energy Emissions	1,200,500	1,143,800
Transportation Emissions	375,400	431,300
Total Emissions	**1,653,400**	**1,667,600**
Population + Jobs	*4,980*	*5,200*
Emissions per Capita	**332**	**321**

Source: King County SEPA GHG Emissions Worksheet, 2020; Fehr & Peers, 2020.

The scale of climate change is so large that a project's impacts should be considered on a cumulative scale and in relation to the service population (residents and employees) of the area. The Residential Focus Alternative's emissions are likely to be less than similar development located elsewhere in the county given Bremerton's proximity to employment centers including the navy yard and Seattle. Moreover, the emissions per capita are expected to be less under the Residential Focus Alternative than under the No Action Alternative. Therefore, no significant emissions impacts are expected under the Residential Focus Alternative.

Employment Focus Alternative

This section summarizes analysis results and environmental impacts of the Employment Focus Alternative.

Traffic Operations – Auto, Freight, and Transit

Exhibit 3-52 and Exhibit 3-53 summarize the average vehicle delay for each study intersection compared to its LOS standard and the No Action Alternative. The Employment Focus Alternative's land use growth would result in higher vehicle volumes than either the No Action Alternative or the Residential Focus Alternative. In addition, the Employment Focus Alternative would have slightly different travel patterns than the No Action Alternative and the Residential Focus Alternative due to two changes: the realignment of Wheaton Way which would allow northbound left turns onto Sheridan Road and the roundabout on SR 303 which would connect only to Clare Avenue on its east side rather than Callahan Drive.

As defined above, impacts are evaluated in comparison to the No Action Alternative. Two significant adverse traffic operations impacts are expected under the Employment Focus Alternative (and shown in bold in Exhibit 3-52):

- Cherry Avenue & Sheridan Road – falling from LOS E to LOS F
- Lebo Boulevard & Clare Avenue – falling from LOS E to LOS F

Both of these intersections have side street stop control. With higher volumes along the main street of Sheridan Road, it would become increasingly difficult for vehicles on the minor street approaches to find a gap in traffic causing the high delay. Similarly, the higher volumes along Lebo Boulevard paired with the increased volume on Clare Avenue due to rerouted volume from the reconfigured SR 303 ramps are expected to result in the minor street experiencing high delay while waiting for gaps in traffic on Lebo Boulevard.

Because autos and freight pass through both of the impacted intersections, these intersections are considered to have significant auto and freight impacts. Although transit passes through the Lebo Boulevard & Clare Avenue intersection, there is no impact to transit because buses travel along Lebo Boulevard which does not have stop control. No transit routes currently pass through the Sheridan Road & Cherry Avenue intersection.

A review of the 95th percentile queues indicate that three intersections would have substantial increases in queueing under the Employment Focus Alternative. The northbound queue at Sheridan Road & SR 303 would be similar to that expected under the No Action Alternative; therefore, it is not considered a significant impact. However, the queues extending from the southbound left turn lane and westbound right turn lane are expected to noticeably increase under the Employment Focus Alternative. In addition, the queues for the stop-controlled movements at both the Sheridan Road & Cherry Avenue and Lebo Boulevard & Clare Avenue intersections would increase by approximately 100 feet although queues would not extend to adjacent study intersections. Therefore, queuing impacts to auto and freight are expected under the Employment Focus Alternative (transit is not expected to be affected based on current routing).

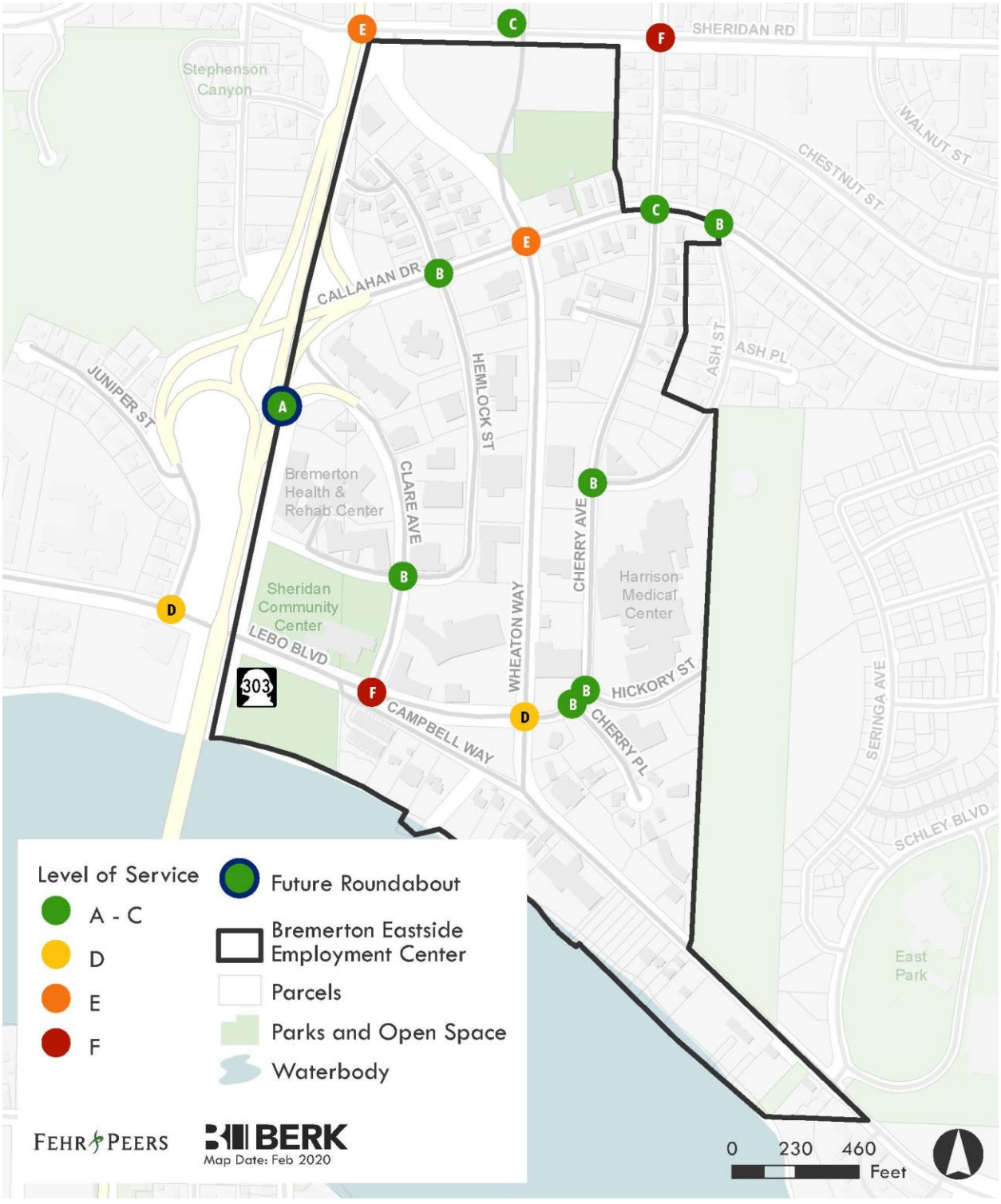
Potential measures to mitigate the impacts on the impacted intersections are presented in the Mitigation Measures section.

Exhibit 3-52. 2040 PM Peak Hour Intersection LOS and Delay, Employment Focus Alternative

ID	Intersection	Traffic Control	LOS Threshold	LOS/Delay in Seconds (Side street approach with highest delay)	
				No Action	Employment Focus
1	Sheridan Rd & SR 303	Signal	E	E / 66	E / 74
2	Sheridan Rd & Wheaton Way	Side-street stop	E	B / 12 (NB)	C / 21 (NB)
3	Sheridan Rd & Cherry Ave	Side-street stop	E	E / 50 (NB)	**F / 84 (NB)**
4	Callahan Dr & SB SR 303 Ramps	Side-street stop in No Action / Roundabout in Employment Focus	E	A / 9 (SB)	A / 9[1]
5	Callahan Dr & NB SR 303 Ramps	None in No Action / Roundabout in Employment Focus	E	—	A / 9[1]
6	Callahan Dr & Hemlock Street	Side-street stop	E	B / 13 (NB)	B / 13 (NB)
7	Callahan Dr & Wheaton Way	Side-street stop	E	D / 27 (EB)	E / 35 (EB)
8	Callahan Dr & Cherry Ave	Side-street stop	E	C / 19 (NB)	C / 22 (NB)
9	Callahan Dr & Ash St	Side-street stop	E	B / 10 (NB)	B / 10 (NB)
10	Juniper Street & Clare Ave	Side-street stop	E	B / 13 (EB)	B / 14 (EB)
11	Cherry Ave & Ash St	Side-street stop	E	B / 11 (WB)	B / 11 (WB)
12	Lebo Blvd & Juniper St	Side-street stop	E	D / 26 (SB)	D / 29 (SB)
13	Lebo Blvd & Clare Ave	Side-street stop	E	E / 38 (SB)	**F / 66 (SB)**
14	Lebo Blvd & Wheaton Way	All-way stop	E	C / 21	D / 27
15	Cherry Ave & Cherry Pl	Side-street stop	E	B / 11 (NB)	B / 12 (NB)
16	Cherry Ave & Hickory St	Side-street stop	E	B / 13 (WB)	B / 13 (WB)

Notes: 1 Under the Employment Focus Alternative, the SR 303 roundabout configuration combines study intersections 4 and 5.
Source: Fehr & Peers, 2020.

Exhibit 3-53. Intersection Level of Service, Employment Focus Alternative



Source: Fehr & Peers, 2020.

To help distinguish the cause of the increased delay at the impacted intersections, the Employment Focus Alternative land use was also tested on the roadway network without the SR 303 roundabout. The results are shown in Exhibit 3-54 and Exhibit 3-55. Similar to the Employment Focus Alternative with the SR 303 roundabout in place, two significant adverse traffic operations impacts are expected without the roundabout (and shown in bold in Exhibit 3-54):

- Sheridan Road & Cherry Avenue – falling from LOS E to LOS F
- Lebo Boulevard & Clare Avenue – falling from LOS E to LOS F

While the LOS letter grades are expected to be the same as with the roundabout, the seconds of delay would be slightly less. Similarly, queueing impacts at those two intersections would be lessened under the alternative without the SR 303 roundabout. No queuing impacts are expected at the SR 303 & Sheridan Road intersection.

Exhibit 3-54. 2040 PM Peak Hour Intersection LOS and Delay, Employment Focus Alternative Without SR 303 Roundabout

ID	Intersection	Traffic Control	LOS Threshold	LOS/Delay in seconds (highest delay side street approach)	
				No Action	Employment Focus
1	Sheridan Road & SR 303	Signal	E	E / 66	E / 74
2	Sheridan Road & Wheaton Way	Side-street stop	E	B / 12 (NB)	B / 15 (NB)
3	Sheridan Road & Cherry Avenue	Side-street stop	E	E / 50 (NB)	**F / 73 (NB)**
4	Callahan Drive & SB SR 303 Ramps	Side-street stop	E	A / 9 (SB)	A / 9 (SB)
5	Callahan Drive & NB SR 303 Ramps	None	E	—	—
6	Callahan Drive & Hemlock Street	Side-street stop	E	B / 13 (NB)	C / 15 (NB)
7	Callahan Drive & Wheaton Way	Side-street stop	E	D / 27 (EB)	E / 38 (WB)
8	Callahan Drive & Cherry Avenue	Side-street stop	E	C / 19 (NB)	C / 24 (NB)
9	Callahan Drive & Ash Street	Side-street stop	E	B / 10 (NB)	B / 10 (NB)
10	Juniper Street & Clare Avenue	Side-street stop	E	B / 13 (EB)	B / 14 (WB)
11	Cherry Avenue & Ash Street	Side-street stop	E	B / 11 (WB)	B / 11 (WB)
12	Lebo Boulevard & Juniper Street	Side-street stop	E	D / 26 (SB)	D / 28 (SB)
13	Lebo Boulevard & Clare Avenue	Side-street stop	E	E / 38 (SB)	**F / 56 (SB)**
14	Lebo Boulevard & Wheaton Way	All-way stop	E	C / 21	D / 25
15	Cherry Avenue & Cherry Place	Side-street stop	E	B / 11 (NB)	B / 12 (NB)
16	Cherry Avenue & Hickory Street	Side-street stop	E	B / 13 (WB)	B / 13 (WB)

Source: Fehr & Peers, 2020.

Exhibit 3-55. Intersection Level of Service, Employment Focus Alternative Without SR 303 Roundabout

Source: Fehr & Peers, 2020.

Pedestrian and Bicycle

The Employment Focus Alternative would include the pedestrian and bicycle projects identified for the No Action Alternative. As well as the bicycle and pedestrian improvements on Callahan Drive connecting cyclists to Cherry Avenue, which would be the designated connection to the Warren Avenue bridge. The Employment Focus Alternative is not expected to preclude any pedestrian or bicycle improvements. Because future development is expected to meet the City design standards related to bicycle and pedestrian facility accommodations, no significant adverse impacts to pedestrian or bicycle travel are identified under the Employment Focus Alternative.

Parking

Some areas of current parking supply could be redeveloped under the Employment Focus Alternative. However, it is anticipated that developers would maintain or build adequate supply for their new needs and comply with City parking requirements. Because it is expected that developers will continue to provide parking supply as dictated by market need and given the current abundance of parking supply, no significant adverse parking impacts are expected under the Employment Focus Alternative.

Safety

Traffic volumes in the Study Area are expected to be higher under the Employment Focus Alternative than under the No Action Alternative. With higher volumes, there is potential for an increased number of collisions. However, there is no indication that collision rates at intersections or along segments would increase meaningfully compared to the No Action Alternative. No significant adverse impacts to safety are identified under the Employment Focus Alternative.

Greenhouse Gas Emissions

Exhibit 3-56 summarizes the GHG emissions estimates for the EEC under the Employment Focus Alternative. The EEC is expected to generate roughly 1,989,300 $MTCO_2e$ GHG emissions under the Employment Focus Alternative over the lifespan of its development. This is approximately 20 percent higher than under the No Action Alternative and 19 percent higher than the Residential Focus Alternative. However, emissions per capita are equivalent between the two Action Alternatives. The energy emissions show a greater increase than the embodied emissions because employment uses are more energy intensive than residential uses. VMT is expected to be highest under the Employment Focus Alternative.

Exhibit 3-56. Lifetime GHG Emissions of EEC, Employment Focus Alternative

Emissions ($MTCO_2e$)	No Action Alternative	Residential Focus Alternative	Employment Focus Alternative
Embodied Emissions	77,500	92,500	93,500
Energy Emissions	1,200,500	1,143,800	1,433,200
Transportation Emissions	375,400	431,300	462,600
Total Emissions	**1,653,400**	**1,667,600**	**1,989,300**
Population + Jobs	*4,980*	*5,200*	*6,200*
Emissions per Capita	**332**	**321**	**321**

Source: King County SEPA GHG Emissions Worksheet, 2020; Fehr & Peers, 2020.

The scale of climate change is so large that a project's impacts should be considered on a cumulative scale and in relation to the service population (residents and employees) of the area. The Employment Focus Alternative's emissions are likely to be less than similar development located elsewhere in the county given Bremerton's proximity to employment centers including the navy yard and Seattle. Moreover, the emissions per capita are expected to be less under the Employment Focus Alternative than under the No Action Alternative. Therefore, no significant emissions impacts are expected under the Employment Focus Alternative.

3.4.3 Mitigation Measures

This section identifies a range of potential mitigation strategies that could be implemented to help reduce the significance of the adverse impacts identified for the Residential Focus and Employment Focus Action Alternatives. These include significant impacts at three intersections affecting autos and freight.

Incorporated Plan Features

All alternatives include improvements in the six-year Capital Improvement Program, and the Residential Focus Alternative and Employment Focus Alternative offer additional transportation and circulation improvements.

Regulations and Commitments

Travel Demand Management

Managing demand for auto travel is an important part of mitigating the auto and freight impacts identified in this EIS. The Washington State Commute Trip Reduction (CTR) law requires employers with 100 or more employees and located in high-population counties to implement TDM programs. Kitsap Transit administers the program for Kitsap County and the cities within the County. Currently, the only CTR affected employer in the EEC is the Harrison Medical Center. If another employer with at least 100 employees were to locate within the EEC, they would be required to join the CTR program. The employer would identify an employee transportation coordinator who administers the program which could include strategies such as facilitation of vanpools and carpools, flex-work arrangements to avoid travel during peak periods, secure and sheltered bicycle parking, locker rooms, changing areas, and showers.

The City could build upon its existing TDM 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 EEC. Potential strategies include:

- The City could require Transportation Management Programs (TMPs) for property owners of newly constructed buildings through its municipal code. TMPs are designed to encourage tenants to reduce their traffic and parking impacts on city facilities and could be geared toward both employers and residential buildings. The TMP would include specific strategies for the tenants of the building, for example subsidies or discounts for non-auto travel, free parking for carpools and vanpools, bike parking and on-site locker and shower facilities, travel options information displayed in the building, and assistance to help travelers identify non-auto commute options, rideshare, and ride match services.
- Work with property owners and transit agencies to encourage or require transit pass provision for employees and residents. The ORCA Business Passport and ORCA Business Choice programs offer ways for employers to provide transit passes to their employees; there are also small business subsidies available. A similar program called ORCA Multifamily Development Passport is geared toward multifamily housing. The Multifamily Development Passport is an annual transportation pass that property owners can offer to residents; buildings must have a minimum of 20 residential units and the pass must be offered to every unit.
- The City could establish an EEC transportation management association to provide programs, services, and strategies specific to the EEC's needs. Local Puget Sound examples include Choose Your Way Bellevue, Tacoma's Downtown on the Go, Whatcom County's Smart Trips, or the Seattle University District's U District, Let's Go programs. These programs offer a central location for employees and residents to find information on how they can conveniently use non-auto or high occupancy modes. Some programs offer travel tracking and rewards programs.

- The City could consider further changes to its parking code to influence travel behavior and provide more flexibility to residents who choose to forgo owning a private vehicle. For example, the City could implement any or all of the following: parking maximums to limit the number of parking spaces that can be built with new development; increased parking taxes/fees; or unbundling of parking costs from total property costs, allowing buyers or tenants to forgo buying or leasing a parking space.

Transportation Systems Management and 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. This suite of strategies can be considered as part of the City's ongoing monitoring traffic operations.

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% 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. Restricted parking zones could be used to discourage spillover parking.

Other Proposed Mitigation Measures

The City could make capital improvements to increase the capacity of impacted intersections and roadways in the Study Area. The two intersections with LOS impacts are currently side street stop controlled. Those side street approaches are expected to experience high delays as traffic along Lebo Boulevard and Sheridan Road increases. To allow those movements to proceed with less delay, two options were considered at each location: all-way stop control and signals.

A Synchro evaluation found that all-way stop control would not fully mitigate the impacts at either intersection. All-way stop control at both intersections would improve the intersection LOS to B at both locations; however, with all-way stop control, queuing would increase on both Sheridan Way and Lebo Boulevard which are currently uncontrolled. Signals would mitigate both the LOS and queueing impacts at both locations. However, a signal warrant analysis indicates a warrant would not be met with the forecasted volumes at the Sheridan Road & Cherry Avenue intersection and

signals are not typically installed until a signal warrant is met. The warrant analysis completed for the Lebo Boulevard & Clare Avenue intersection indicates that the signal warrant would be met with the forecasted volumes (with or without the SR 303 roundabout is in place).

For the SR 303 & Sheridan Road intersection, signal timing changes were tested in Synchro to eliminate queueing impacts on the southbound and westbound movements. Removal of the east-west split phasing, protected-permitted phasing for the westbound left-turn, and a shortened cycle length mitigated the queues under the Action Alternatives to be no longer than the No Action Alternative. While these changes would reduce queueing for the southbound and westbound approaches under all studied alternatives, northbound spillback to the SR 303 Ramps at Callahan Drive would continue to occur as it is an underlying condition rather than an impact of the land use proposals.

3.4.4 Significant Unavoidable Adverse Impacts

Significant adverse impacts to auto and freight were identified under the Residential Focus Alternative and Employment Focus Alternative. With some combination of the potential mitigation measures outlined in the previous section, the magnitude of the intersection LOS impacts could be mitigated to meet City standards. Therefore, no significant unavoidable impacts to auto or freight are expected.

3.5 Aesthetics

This section illustrates and describes the physical character of the EEC. It also describes how the alternatives differ in building form and geographic distribution of growth throughout the Study Area. Representations for each alternative include selected views from significant public spaces, a review of height transitions across development and potential effects on public spaces.

3.5.1 Affected Environment

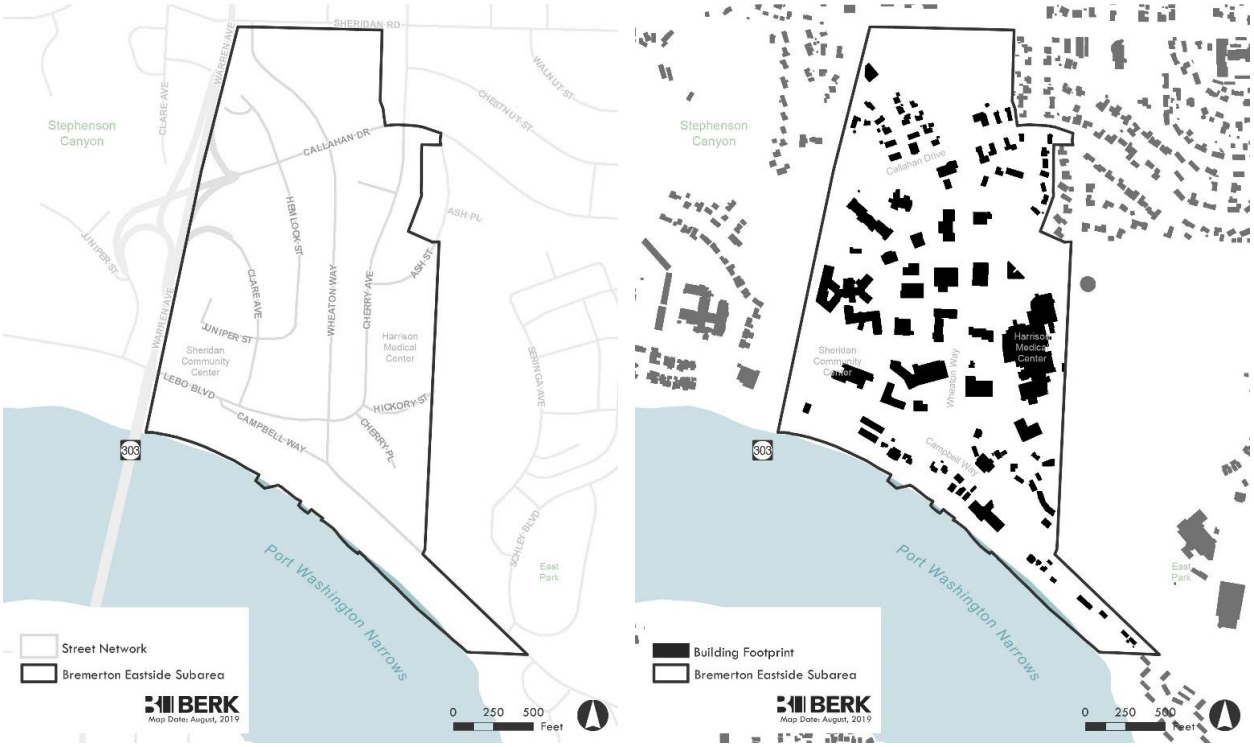
The Study Area's form and character overall reflects an auto-oriented urban form with single-use development, arterial streets, and large block patterns. See Exhibit 3-58. Many buildings were designed to be approached by car, instead of by foot, and are surrounded by large areas of surface parking. Buildings and their frontages were developed with site-specific orientations and with less relationship to the street network. The street system is discontinuous, especially in the east-west direction, and several existing streets are limited to the function of providing access or internal circulation for large sites.

Exhibit 3-57. Aerial View of Eastside Employment Center

Source: Google, 2020.

Buildings scale in the Study Area range from single-story, smaller format retail and single-family residential areas in the southern and northern edges and larger, taller, medical service and multifamily buildings in the center. The five-story Harrison Hospital building is the tallest building within the Study Area.

Exhibit 3-58. Street, Block, and Building Pattern, 2019



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

Single family housing on Hemlock Street (left) and medical facility on Wheaton Way (right).
Source: Google Earth, 2020.

The Study Area has several assets that can be built upon, as well as challenges to address to improve quality of life, encourage job growth, and attract investment. Community assets and barriers are summarized below.

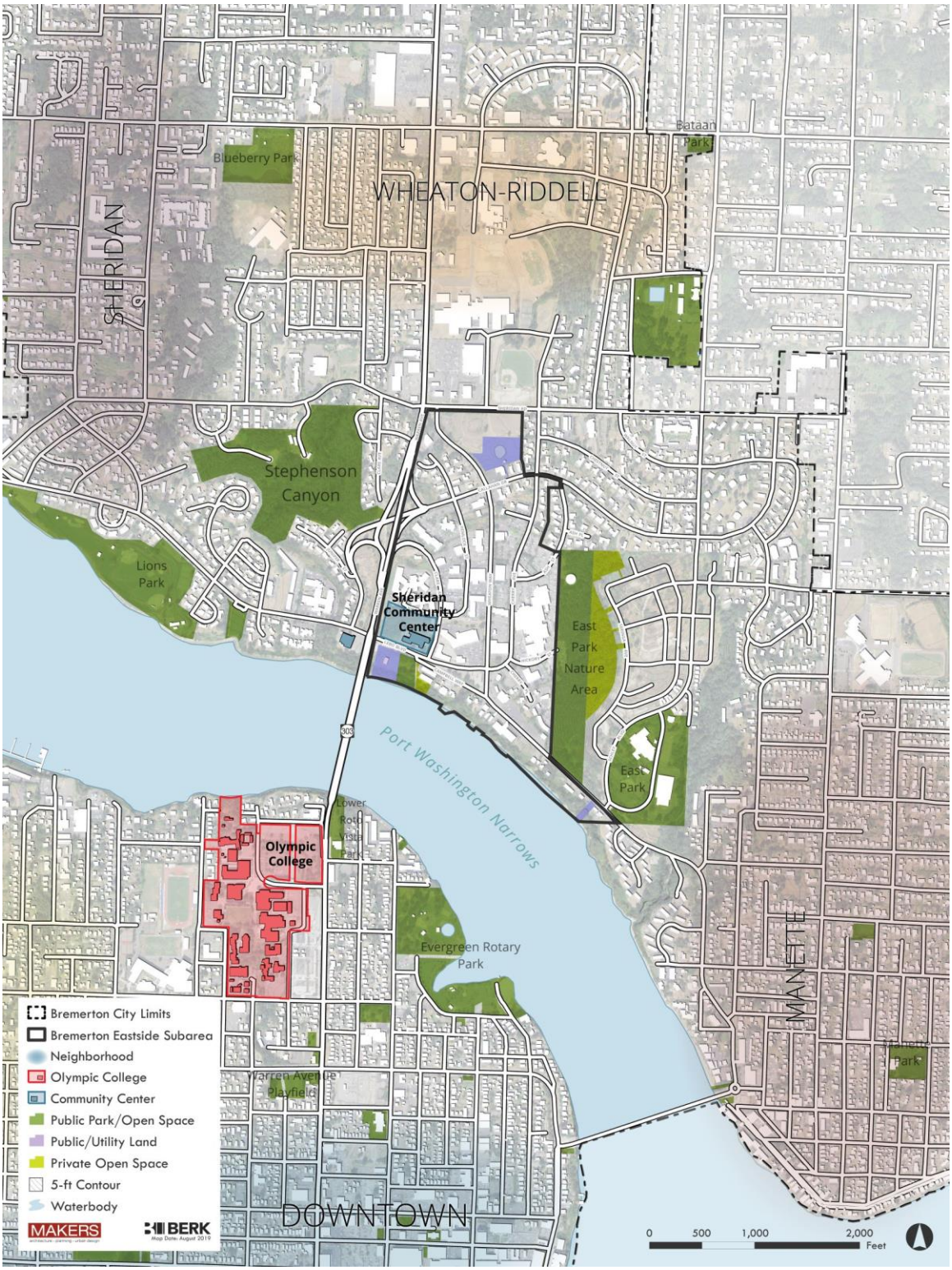
Assets

- Location with easy access to City and regional destination through SR 303 and the ferry terminal.
- Planned investment along SR 303 to support livability, investment, and economic vitality.
- Views of the water and skyline from higher elevation sites, such as the Harrison Hospital site, and vacant parcels in the north.
- Adjacent open space systems, in the Madrona Trails Natural Area adjacent to the Study Area and Lions Park, and Stephenson Canyon outside.
- Athletic fields and facilities on the Bremerton School District site adjacent to the Study Area.
- Proximity to Olympic College.
- Established residential areas to the east, west, and north.
- Publicly owned land that can be redeveloped potentially to catalyze redevelopment of the area.
- Designation as an Employment Center in the Comprehensive Plan and a destination for more intense uses and employment.
- Wide sidewalks such as along Lebo Boulevard as part of Bridge to Bridge Loop.

Barriers

- Auto-oriented urban form.
- Steep slopes and major roads/highways that physically separate the EEC
- Lack of identity for the area with the impending departure of a key anchor.

Exhibit 3-59. Urban Design Existing Conditions



Source: MAKERS, 2019.

Gathering Places and High Activity Areas

The EEC includes a few places where people already gather or visit. Areas with high levels of activity include:

- **Major employers.** With over 2,800 jobs concentrated at Harrison Hospital and other medical-related employers, daily visits bring life to the center.
- **Retail and restaurants.** Medical services and small retail uses in the Sheridan Park Village and scattered along Campbell Way bring some visitors to the area.

However, the EEC is generally not seen by residents, businesses and employees as an amenity-rich area with lively gathering places, and no activated public places are found in the area. The assets listed above are a starting point for improvement.

Open Space and Recreation

The EEC has access to open space and recreational natural areas:

Sheridan Park Community Center (top left), the Parks Maintenance yard (top right), passive open space at the water reservoir north of Callahan Drive (bottom left), and undeveloped, city-owned property on Wheaton Way (bottom right). Source: Google Earth, 2020.

- The Sheridan Community Center – an indoor facility that offers a gym, classrooms, pre-school, and art studio – is located in the EEC.
- The Parks Maintenance yard is a publicly owned property across from the Community Center with a small structure, a pocket park with play equipment, and a picnic bench.

- A water reservoir north of Callahan Drive and small city-owned undeveloped property on Wheaton Way in the southeast offer passive open space opportunities.
- Several public parks immediately abut the EEC, most prominently the East Park Nature Area (Madrona Trails Natural Area) to the east and East Park to the southeast.
- Stephenson Canyon is located west of the EEC across SR 303.
- Sheridan Park is a small waterfront property diagonally across the street from the Community Center to the southwest of the EEC.

Trail access to Madrona Forest from Wheaton Way (top left) and East Park (top right) east of the EEC, and to Stephenson Canyon from Callahan Drive (bottom left) and Birch Street (bottom right) west of the EEC.
Source: Google Earth, 2020.

Paths, Mobility, and Connectivity

The EEC has a few assets that can play a role in the building a pedestrian and bicycle-friendly network. These assets include:

- Most roadway segments in the EEC have sidewalks on both sides of the street.
- Trails in the Madrona Trails Natural Area that provide options for people walking or biking in the area.
- Access to transit.
- Connection to Bridge-to-Bridge loop via wide sidewalks, e.g. Lebo Boulevard.

Though sidewalks exist almost entirely in the EEC, missing connections, a lack of amenities such as shopping, restaurants, and gathering places, and long distances between destinations make it challenging for pedestrians and cyclists. As referenced above, the overall street network is oriented toward car travel. It does not follow a typical grid pattern and has curving roadways and varying topography throughout the Study Area. Surface parking lots take up a large portion of the land, especially along the southern edge of the Study Area.

Missing sidewalks on Wheaton Way (left) and large parking lot on Cherry Ave (right).
Source: Google Earth, 2020.

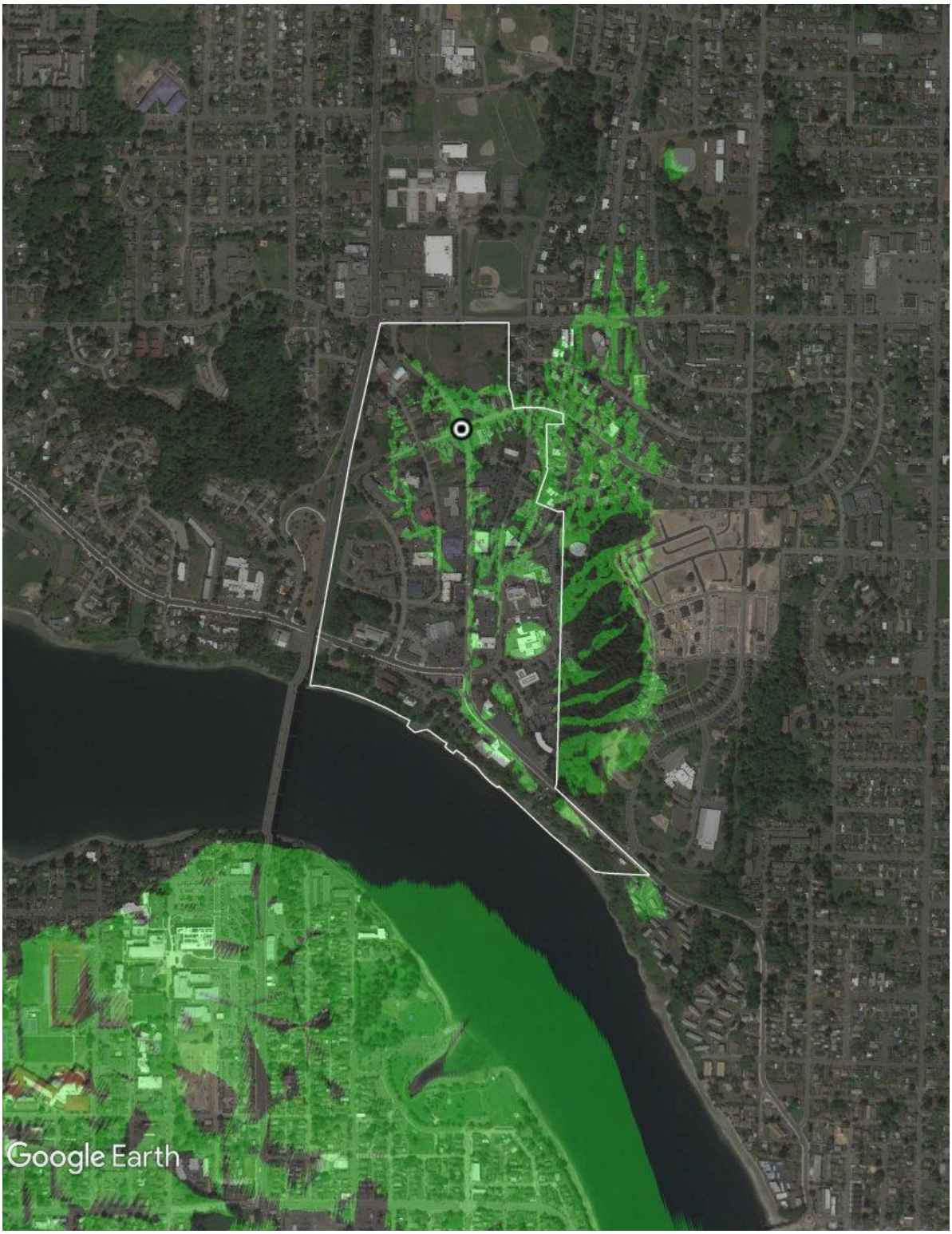
Views

The City of Bremerton Comprehensive Plan Land Use element contains a policy related to public view protection, stating:

> *Preserve regional historic, visual and cultural resources including public views, landmarks, archaeological sites, historic and cultural landscapes, and areas of special character within Bremerton. Coordinate with proper agencies and tribal governments to ensure preservation.*
>
> — LU1(E). P LU-7

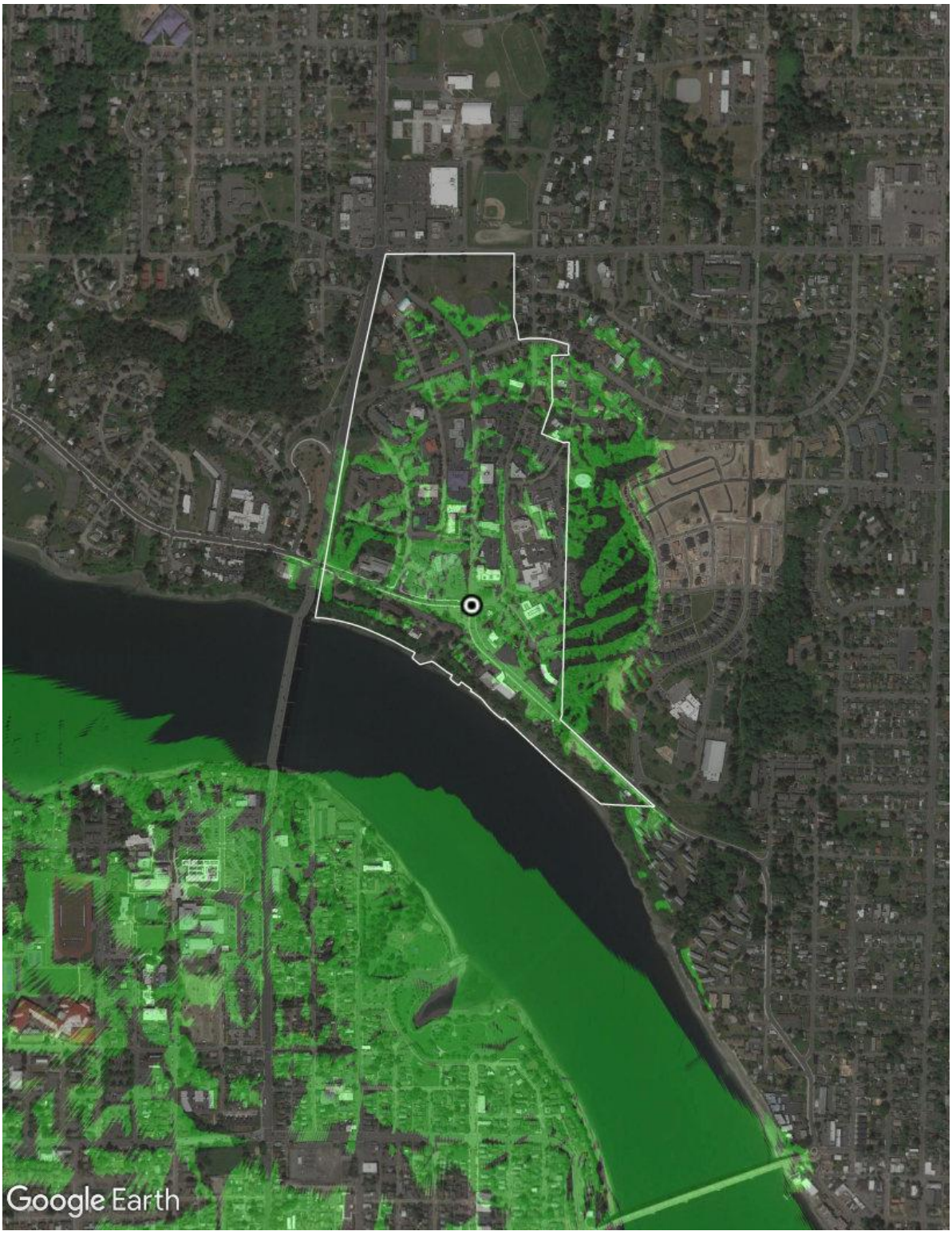
Public views from the higher areas in the northern portion of the Study Area include views of Downtown Bremerton and the shoreline below. See Exhibit 3-60 viewshed from Wheaton Way at Callahan Dr. Public views from southern portion of the Study Area include views of the Madrona Forest, Downtown Bremerton and the shoreline. See Exhibit 3-61 viewshed from Wheaton Way at Lebo Boulevard.

Exhibit 3-60. Viewshed from Wheaton Callahan Intersection



Source: Google Earth, 2020.

Exhibit 3-61. Viewshed from Wheaton Lebo Intersection



Source: Google Earth, 2020.

Height, Bulk, and Scale

Current zoning allows heights up to 80 feet for residential uses in general, and 60 feet for non-residential uses. Much of the study area is not developed to the full height potential, and most often includes buildings of 1-3 stories.

3.5.2 Impacts

Thresholds of Significance

The following thresholds are considered in the impact analysis:

- Height of development abutting surrounding neighborhoods creating an appropriate transition to areas of greater or lower density or to public parks and recreation facilities
- Consistency with plan objectives to achieve a holistic, mixed-use employment center:
  - Improve transit access for employees commuting to the area, overall freeway/highway access, and multi-modal infrastructure to improve circulation within and around the EEC.
  - Implement new public park space(s) with recreational uses and with investments in signature public spaces.
  - Increase the number of retail and service amenities that serve the EEC and the surrounding area.

Impacts Common to All Alternatives

Neighborhood Character

Under all studied alternatives, increased levels of development in the Study Area would create a more urban environment. While the Alternatives differ in the scale of growth proposed, all alternatives would include a mix of uses and focus this future growth on parcels likely to redevelop. As a result, these portions of the Study Area corridor would feature more prominent urban buildings than currently exist, with greater height and potentially greater site coverage than existing conditions.

While the assessment of redevelopment potential identifies these parcels as the primary location for future growth under all studied alternatives, it should be noted that slight increases in building heights and improvements to the street and public space network are proposed across the Study Area. This allowance for greater height and the addition of supportive neighborhood elements may spur redevelopment in other locations.

Height, Bulk and Scale

While the No Action would not alter the existing height limits in the Study Area, both the Residential Focus Alternative and the Employment Focus Alternative would change the allowable building heights in the areas. Building heights are likely to increase from a range of about 1 to 8 stories (80' for residential uses and 60' for non-residential uses) and under existing conditions and the No Action Alternative to a range of about 1 to 7 stories (75') under the Action Alternatives.

Building heights may reach as high as 7 stories (75') under the Employment Focus Alternative but this would be concentrated on a few parcels. Under the Employment Focus Alternative, the vast majority of development is expected to develop at a height of 3 to 5 stories (50'-60').

Under the Residential Focus Alternative, no height increases are proposed except for a modest increase of 5' for non-residential uses in the multi-use category. Instead, building height maximum would decrease across the Study Area to a range of up to 5 stories (50'-60'). The greatest decrease in height is proposed along the northeastern edge, where the Study Area abuts a lower density residential neighborhood and along a handful of sites along the southern edge.

Under both Action Alternatives, there will be more growth in the Study Area, with the Study Area changing to a more urban, mixed-use scale and character.

Views

All studied alternatives would result in some alteration of current private views. Given that City policies protect public views and since allowed building heights under both Action Alternatives are not significantly different from those allowed in the No Action Alternative, especially in areas in the north and south where there are current public views, increased development under any of the Alternatives is not anticipated to result in significant impacts.

Light and Glare

Currently presence of existing retail, hospital and medical-related uses, as well as proximity to SR 303, the Study Area is already an environment with high levels of artificial lighting. As such, increased lighting conditions under any of the Alternatives is not anticipated to result in significant impacts. Design standards under Action Alternatives could address light and glare through amended standards.

No Action Alternative

Neighborhood Character

Under the No Action Alternative which allows buildings up to 5-8 stories (80' for residential and 60' for non-residential), over time, infill development and redevelopment in the Study Area would gradually lead to a more intense development pattern, but the current mid to low-rise character would be maintained.

Though the EEC would see redevelopment, current development standards and planned City investments would not achieve all plan objectives:

- Additional connections to the street network would not be added, leaving the area lacking in walkability and comfortable connections to transit. Development along streets would likely not result in a lively, active, comfortable walk.
- With minimal requirements for open space, private development would likely not contribute to new public parks or signature public spaces. Even if public space were provided, the quality of the public space would be lower, since there is no emphasis or requirement to have adjacent development that can act as an active, lively edges around these spaces.
- Redevelopment under current development standards and without further City investment or encouragement through regulatory approaches is unlikely to include ground floor retail and service amenities.
- Development may be likely to occur in an uncoordinated manner, with residential and employment uses disconnected from supportive amenities such as retail, and services.

Height, Bulk, and Scale

The No Action Alternative would retain current zoning and associated height limits in the Study Area. As the area grows, building forms are likely to remain similar to the forms that exist today with limited growth capacity. Since some properties in the Study Area are not developed to the full height allowed under current zoning, some overall increase in building heights is likely to occur.

Views

The No Action Alternative would not change existing building height limits in the Study Area. If there were extensive development at 5-8 stories (60'-80') it is possible and could impact on public views depending on building location and design.

Light and Glare

More buildings and more intense urban development would increase the level of artificial illumination in the Study Area under all studied alternatives including the No Action Alternative.

Given the presence of commercial uses, and proximity to SR 303, the Study Area is already an environment with high levels of artificial lighting. As such, the slight increase in lighting conditions under the No Action Alternative is not anticipated to result in significant impacts.

Residential Focus Alternative

Neighborhood Character

Development under the Residential Focus Alternative would be characterized by the introduction of a substantially higher amount of residential development in the Study Area. Since the Study Area is a low-intensity suburban neighborhood, widespread introduction of low and mid-rise housing would fundamentally change the visual character of some portions of the Study Area that are presently more commercial in nature, compared to the No Action Alternative. In addition to this increase in housing supply and types, the following urban design features will affect neighborhood character:

- Additional connections to the street network (including mid-block connections), boulevard treatments, and pedestrian oriented street fronts would improve walkability and comfortable connections to transit. Development along streets would result in a lively, active, and comfortable walk.
- A mixed-use core with ground floor retail and housing, and multi-use along central and lower Wheaton Way with office, residential, and commercial would provide residents with easy access to supportive amenities and services for their daily needs.
- A waterfront mixed-use node with restaurants or other amenities would add destinations and a signature amenity and would be designed to take advantage of water views.
- Relocated park space along Campbell Way and/or at Sheridan Road as well as open space connections to the water reservoir at Callahan Drive would increase active recreational opportunities because of the greater amount of amenities and proximity to residences.
- Active, lively edges would ensure that high-quality public spaces are created as growth happens.

These urban design features will change the character of the neighborhood to make it more walkable, livable, and connected.

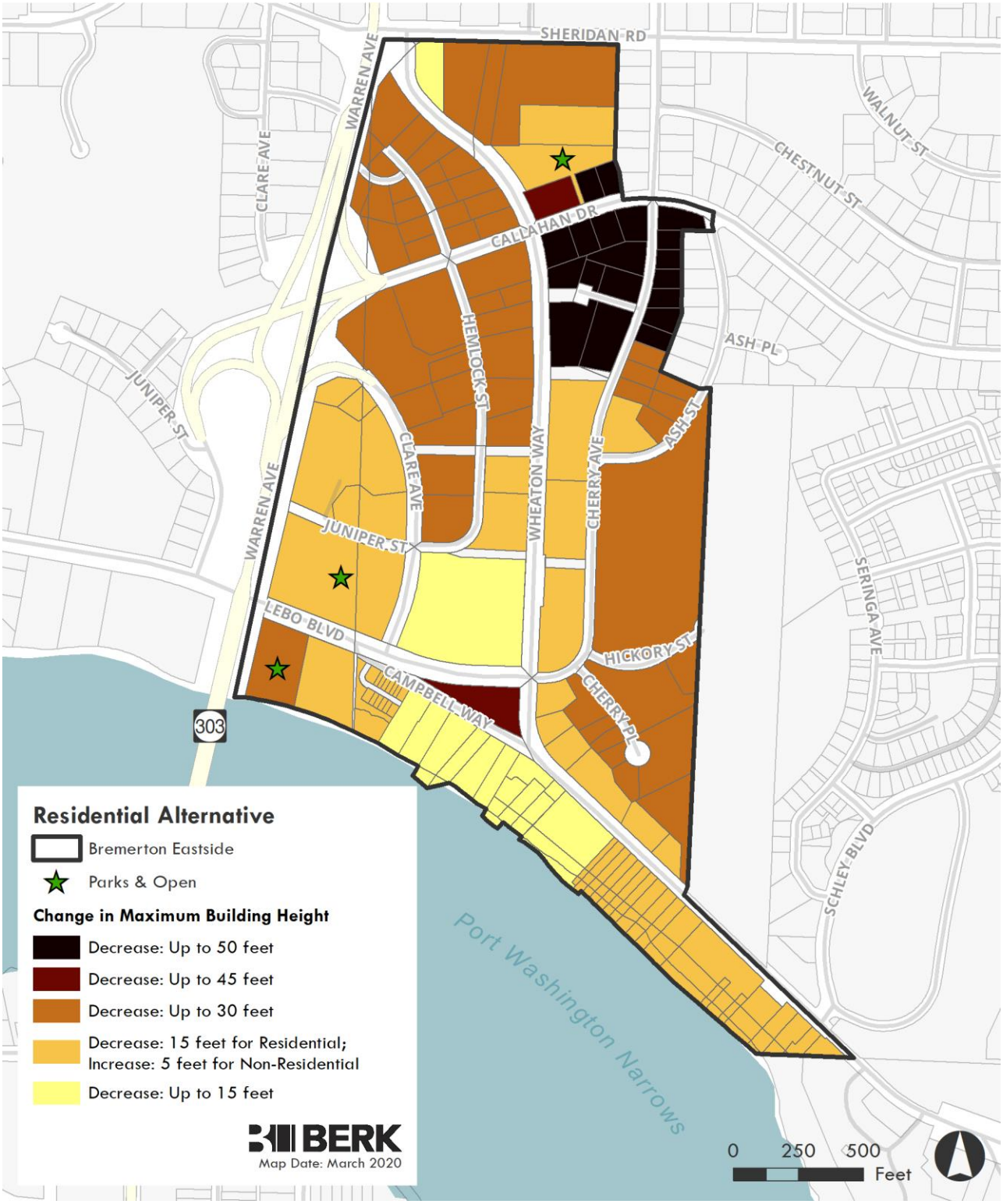
Height, Bulk, and Scale

The Residential Focus Alternative anticipates development in the 1 to 5 story (10-65') height range, compared to the No Action Alternative which allow heights up to 8 stories (80')for residential uses and 5 stories (60') for commercial uses. Building heights are likely to decrease from a range of 5 to 8 stories (60'-80') under the No Action Alternative to a range of about 3 to 5 stories (30'-65') in most circumstances under the Residential Focus Alternative. Areas across the Study Area would see decreases in height, with the greatest decrease in the northeastern corner

of the Study Area where allowed building heights would reduce to 2-3 stories, a decrease of up to 50' from the 60'-80' allowed under current zoning and the No Action Alternative. Given the acreages of redevelopable parcels in the Study Area, most buildings will likely be under 65' in height. This represents a slight decrease in allowed building height for residential uses in the Study Area. See Exhibit 3-62.

The Residential Focus Alternative would increase the types and amount of housing in the Study Area. Changes to allowed development would also encourage different building typologies, which would result in an overall more urban visual aesthetic and pedestrian-oriented experience in the EEC.

Exhibit 3-62. Height Changes, Residential Focus Alternative



Source: Makers, 2020; BERK, 2020.

Views

The Residential Alternative would have a lesser potential for impacts on public views from the Study Area because it decreases existing building height limits in the EEC. Updated policies and design standards could further advance the protection of public views.

Light and Glare

More buildings and more intense urban development would increase the level of artificial illumination in the Study Area under all studied alternatives including the Residential Focus Alternative. Given the presence of commercial uses, hospital-related uses, and proximity to SR 303, the EEC is already an environment with high levels of artificial lighting. As such, the moderate increase in lighting conditions under the Residential Focus Alternative are not anticipated to result in significant impacts. The proposed Subarea Plan and Design guidelines would require shielded lights where non-residential uses abut residential uses or where new development abuts the shoreline or public parks and open space that have habitat value (e.g. the Madrona Trails Natural Area).

Employment Focus Alternative

Neighborhood Character

Development under the Employment Focus Alternative would be characterized by the introduction of a higher amount of commercial development in the Study Area. This is likely to change the visual character of some portions of the Study Area, compared to the No Action Alternative. In addition, the following urban design features will affect neighborhood character:

- Additional connections to the street network would be added, improving walkability and comfortable connections to transit. Development along streets would result in a lively, active, and comfortable walk.
- Streetscape improvements to Wheaton Way would visually unify the corridor and link corporate campuses through a signature character.
- A new signature roundabout entry feature at Clare/Callahan Drive and SR 303 would be an opportunity to highlight the corporate campuses in the EEC.
- A multi-use area along major routes with office, residential, and mixed-use commercial would provide residents easy access to supportive amenities and services.
- A retail core at Campbell Way and Wheaton Way would provide destinations on the Bridge to Bridge Trail.
- Improved park space at Sheridan Community Center and Sheridan Park, and open space by the water reservoir near Callahan Drive offer potential active and passive recreational opportunities because of the greater amount of amenities and proximity to residences.

- Active, lively edges would ensure that high-quality public spaces are created as growth happens.

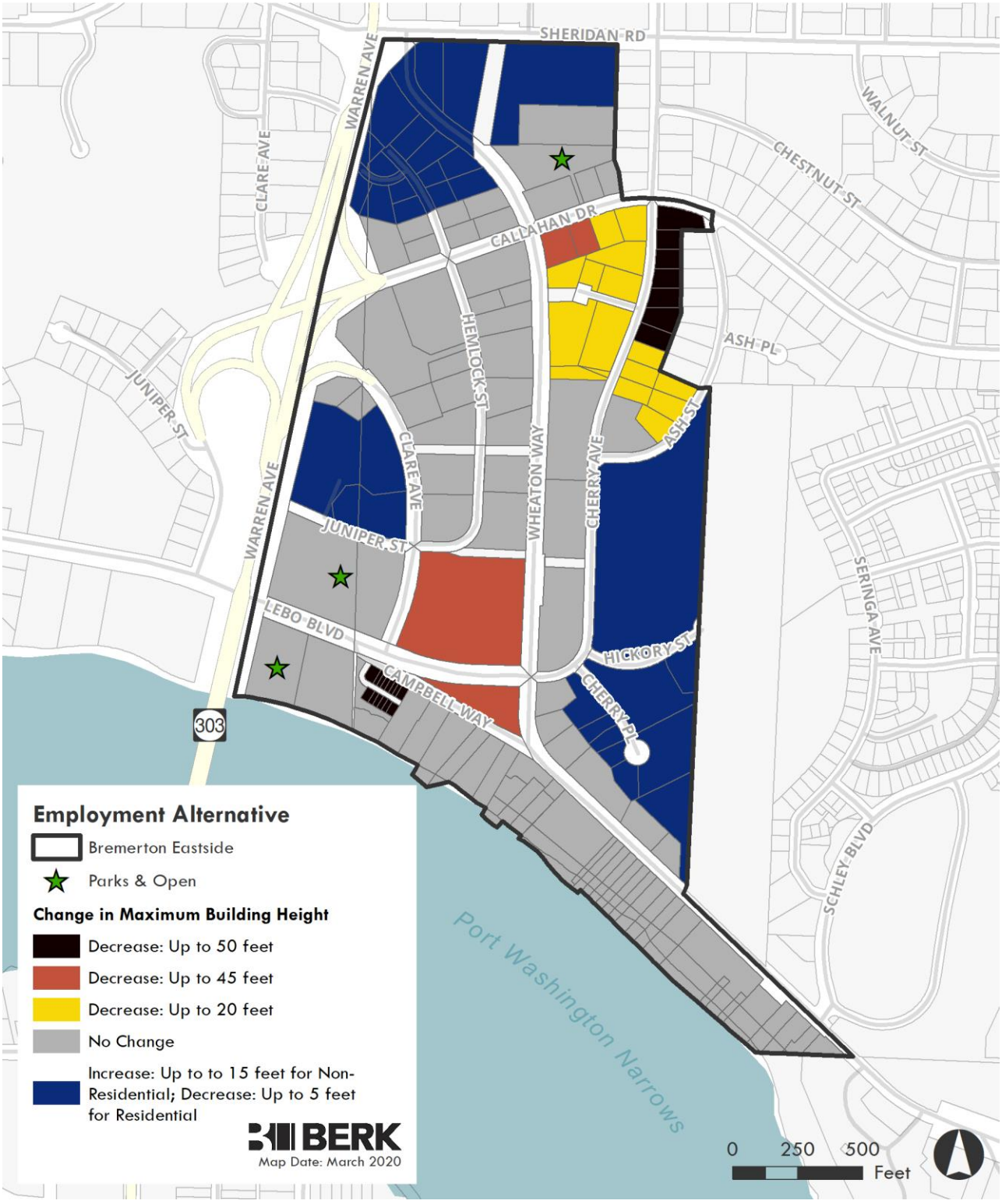
These urban design features will change the character of the neighborhood to make it more walkable, livable, and connected.

Height, Bulk, and Scale

The Employment Focus Alternative anticipates development in the 1-7 stories (12'-75') height range, compared to the No Action Alternative which allow heights up to 60' for non-residential uses and 80' for residential uses. Building heights are likely to decrease from a range of 6 to 8 stories (60'-80') under the No Action Alternative to a typical range of about 3 to 7 stories (36'-75') under the Employment Focus Alternative, though some areas would see slight increases in height. The greatest decrease in heights would be along the northeastern corner of the Study Area and in the southern part of the Study Area where allowed building heights would reduce to 3 stories (30'), a decrease of up to 50' from existing zoning and the No Action Alternative. Most buildings will likely be commercial in nature and in a typical range of 3 to 5 stories in height (36'-60'), representing similar heights as the No Action Alternative that caps commercial uses at 60'. With allowed heights to 7 stories (75') of the corporate campus locations including the Sheridan Road site and Harrison Hospital site there could be an increase of 15' (roughly a single story) increase above the No Action Alternative for non-residential uses, though less than the maximum 80' for residential uses. See Exhibit 3-63.

The Employment Focus Alternative would increase the types and amount of development in the Study Area. Flexible regulation would allow new collections of uses with different building typologies. Regulations would ensure building forms are supportive of activity and provide a supportive environment for walking. This would result in an overall more urban visual aesthetic and pedestrian-oriented experience in the EEC.

Exhibit 3-63. Height Changes, Employment Focus Alternative



Source: Makers, 2020; BERK, 2020.

Views

The Employment Focus Alternative would not change existing building height limits in most of the Study Area and would have modest height increases in a few locations. This Alternative would have minimal impacts on public views from the Study Area. Updated policies and design standards could further advance the protection of public views.

Light and Glare

More buildings and more intense urban development would increase the level of artificial illumination in the Study Area under all studied alternatives. Given the presence of many commercial uses, the EE is already an environment with high levels of artificial lighting. As such, the moderate increase in lighting conditions under the Employment Focus Alternative are not anticipated to result in significant impacts. The proposed Subarea Plan and Design guidelines would require shielded lights where non-residential uses abut residential uses or where new development abuts the shoreline or public parks and open space that have habitat value (e.g. the Madrona Trails Natural Area).

3.5.3 Mitigation Measures

Incorporated Plan Features

- Policies in the EEC Subarea Plan will address urban design and character.
- The Action Alternatives propose development and design standards and public investments to improve the quality of the urban environment and attract investments in mixed-use residential and job-oriented uses.
- The Action Alternatives transition building heights from west to east, with relatively lesser heights along the eastern edges of the Study Area where it abuts lower-density neighborhoods and residential uses.

Regulations and Commitments

- **Development Regulations.** Title 20 contains Bremerton's Land Use Code, which establishes zoning and development regulations. These development regulations contain provisions governing the design of buildings, site planning, and provisions to minimize land use incompatibilities. The Employment Center zone contains provisions relating to building form and design, such as standards related to height, bulk, scale, density, setbacks, FAR, screening, landscaping, etc. Existing regulations are in place to address such issues related to the implementation of the No Action Alternative.

- **Design Standards.** The EC zoning district includes some overall design standards that promote neighborhood character and visual attractiveness. These rules would be in place under the No Action Alternative.

Other Proposed Mitigation Measures

The Residential Focus Alternative and the Employment Focus Alternative would require the development of new or revised zoning and development regulations for the Eastside Employment Center. New regulations will need to address permitted uses, dimensional requirements, the conversion of non-conforming uses and properties, parking and circulation, landscaping, and the development of streets and sidewalks. These regulations will need to be crafted with the intent of creating land use compatibility within and adjacent to the Eastside Employment Center.

Design Standards

The Residential Focus Alternative and the Employment Focus Alternative will include the adoption of design standards specific to the EEC, just as there are design standards specific to Downtown, East Park, and to the Gorst Subareas. It is anticipated that design regulations developed to implement the Residential Focus Alternative and the Employment Focus Alternatives would include standards related to building design, pedestrian experience and streetscapes, public spaces, and mixed-use building features in addition to other standards.

Aesthetic and urban design impacts could be further mitigated through implementation of the following measures.

Height, Bulk, and Scale

In areas where building heights above six stories are allowed, require upper-story setbacks to preserve access to light and reduce height and bulk impacts.

- Locate the tallest portions of the building away from the street. The height of lower sections along the street frontage should be limited to ensure smaller scale and pedestrian character at street level.
- Encourage the incorporation of standards for active and transparent facades for the street level section of buildings.
- Encourage the incorporation of standards for roof articulation and design that minimize visual bulk
- Encourage incorporation of mid-block passages to break up the bulk of buildings and enhance the pedestrian experience.

- Prioritize streetscape improvements and amenities to maintain an attractive atmosphere for pedestrians.
- Implement development standards that encourage modulation of façades to break up large building walls.

Light and Glare

- Require no light trespass beyond site boundaries for each development.
- Require outdoor lighting fixtures and accent lighting to be shielded and aimed downward.
- Ensure outdoor lighting fixtures and accent lighting do not point towards the sky or adjacent properties, and do not directly illuminate public waterways unless required as a navigational light by other city, state, or federal laws.

Public Views

- Require ground-level setbacks, upper-story setbacks, building massing separation, or some combination of these to preserve partial views of the Downtown and the water from the area near Wheaton and Callahan.

3.5.4 Significant Unavoidable Adverse Impacts

Over time, redevelopment will occur, even under the No Action Alternative, as older structures are replaced, and property owners increase development to take full advantage of the development capacity allowed by zoning. Under all studied alternatives, increased development in the study area would have the effect of creating a more urban character and more intensive development pattern.

The overall character, significance, or magnitude of visual impacts on the analysis area depends largely on the quality of the architectural and urban design features incorporated into the development. With proposed mitigation, particularly through implementation of design guidelines addressing height and bulk, development would meet the City's vision and policies for the EEC. With the incorporation of proposed mitigation, all studied alternatives would be consistent with the City's policies in the Comprehensive Plan regarding protection of public views. However, under all scenarios, private views may experience increased obstruction, which is not protected by City policies or codes.

3.6 Public Services

This section addresses police services, fire and emergency medical services, schools, and parks and recreation. Following a description of current services in the EEC and level of service standards, an impact analysis is presented for each alternative. Mitigation measures are proposed to address impacts to services.

3.6.1 Affected Environment

Law Enforcement

Existing Conditions

The City of Bremerton Police Department provides law enforcement and public safety services to the city. Bremerton Police Department's duties include keeping public order, responding to and investigating criminal activity, traffic control, crime prevention, and other related services. The Department's vision "is to maintain a safe, desirable place to live, work and visit."

The Department has 59 sworn police personnel and 13.5 full-time equivalent civilian personnel. The Bremerton Citizens Auxiliary Patrol is a volunteer organization supervised by Bremerton PD, which the 2019 City budget noted had eight voluntary patrol personnel. Kitsap911 handles all emergency calls and dispatches for Kitsap County.

There are five patrol "beat" areas in the city, with the EEC located within the East beat.

The Department's headquarters are located about 2 miles away from the center of the subarea. See Exhibit 3-64.

Exhibit 3-64. Bremerton Police Department Headquarters

Source: Bremerton Police Department, 2019; BERK, 2019.

The Department responded to over 50,400 calls for service in 2017. Response times were under 4 minutes for Priority 1 calls and under 5 minutes for Priority 2 calls. See Exhibit 3-65.

Exhibit 3-65. Bremerton Police Department Statistics

Characteristic	Number
Number of Police Officers	59
Calls for Service (2017)	50,419
Average Priority 1 Response Time (minutes)	3:46
Average Priority 2 Response Time (minutes)	4:43

Source: City of Bremerton Budget, 2019; City of Bremerton Comprehensive Plan, 2016; BERK, 2019.

Inventory

Capital facilities in Bremerton include building space for use and storage by personnel and vehicles/equipment, shown in Exhibit 3-66. The 2019 City budget includes $60,000 in funding for the optional replacement of undercover vehicles.

Exhibit 3-66. Bremerton Policed Department Facilities

Facility	Location	Size (Sq. Ft.)
City Hall/Police Facilities	1025 Burwell Street	7,085
West Precinct/Patrol Headquarters	4846 Auto Center Way	3,700
Capital Hills Fire Station/Special Investigative Unit (SIU)	3001 6th Street	5,400
Total		**16,185**

Source: Bremerton Police Department, 2019; City of Bremerton Comprehensive Plan, 2016; BERK, 2019.

Police Resources

The City of Bremerton has set a level of service standard of 1.8 officers per 1,000 residents and 250 square feet per officer and the local staffing level is consistent with state averages. While cities across the region use police department-population ratios to determine staffing, this is an imperfect measure of the adequacy of police officer staffing. Research across police departments by the ICMA Center for Public Safety Management (CPSM) shows that workload, deployment, and response times are better indicators for the demand for police services and the supply of police resources.

Exhibit 3-67 illustrates the Department currently has 1.4 officers per 1,000 residents presently and 274 SF of space per officer. Eight volunteer officers also support the sworn officers.

The City can revisit its police resources at the time of its Comprehensive Plan Update periodically years (next due in 2024 at the time of this writing) and consider the most appropriate levels of service at that time.

Exhibit 3-67. Bremerton Police Department Level of Service

Adopted Level of Service Standard	1.8 Officers per 1,000 Residents
Sworn Police Personnel	59
Population	42,080
Officers per 1,000 Residents	1.4
Adopted Level of Service Standard	**250 Square Feet per Officer**
Facility Space (Sq. Ft.)	16,185
Space per Sworn Officer	274

Source: Bremerton Police Department, 2019; City of Bremerton Comprehensive Plan, 2016; BERK, 2019.

Fire/Emergency Medical Services

Existing Conditions

The City of Bremerton Fire Department is responsible for protecting the public from fires, medical emergencies, hazardous material incidents, and disasters. The Department also provides development related services, including building plan review, fire safety inspections, and fire incident investigations. Kitsap 911 handles all emergency calls and dispatches for Kitsap County, which includes Bremerton fire/EMS.

The Department's mission is "to heighten the quality of life for citizens of Bremerton in a safe and efficient manner by the prevention of fires, the mitigation of natural and man-made hazards, and providing assistance to citizens in need of emergency services."

The EEC is in Fire Zone 8. The nearest Bremerton Fire Department Station is #3, which has a 1-mile drive to the center of the subarea. Station #1 is also nearby, with a 1.6-mile drive to the center of the area. See Exhibit 3-68.

Exhibit 3-68. Bremerton Fire Stations Near Eastside Employment Center

Source: BERK, 2019.

Inventory

The Bremerton Fire Department capital inventory is shown in Exhibit 3-69. The City of Bremerton budget allocates $10.6 million to the department for 2019, which includes funding for 63 full-time equivalent staff positions. The City's general facilities fund provides funding for fire suppression services and fire department facilities. The 2019 capital considerations for the Fire Department includes remodel plans for Fire Stations # 2 and #3 and has completed a seismic assessment in preparation. $981,531 is budgeted for these considerations.

In 2015, voters approved a public safety $4.5 million bond to provide fire/EMS services, including providing fire apparatus, life safety equipment, and the remodel of fire facilities (stations #2 and #3). In 2018 two fire engines, one ladder truck and command vehicle were added to the Fire Department's fleet.

Exhibit 3-69. Current Facilities Inventory, Bremerton Fire Department

Facility	Location	Vehicles	EMS Services?	Size (Sq. Ft.)
Al Duke Fire Station No. 1	911 Park Avenue	1 Command 2 Engines 2 Medic Units	Yes	15,346
Max Meigs Fire Station No. 2	5005 Kitsap Way	2 Engines 2 Medic Units	Yes	9,389
Ted Tillet Fire Station No. 3	3027 Olympus Drive	2 Engines 2 Medic Units	Yes	7,640
Drill Tower*	1201 Union Avenue		No	1,500

*Drill tower owned jointly in partnership with Central Kitsap Fire & Rescue, Kitsap County Fire District #7, Olympic College and the National Guard; Chief Al Duke, 2015.
Sources: City of Bremerton Comprehensive Pan City, 2016; Bremerton Fire Department 2019; BERK, 2019.

Fire Resources

Fire facility needs are a function of facility location and staffing, which feeds into a unit's response time in the case of an emergency. Level of service (LOS) is generally measured according to response time – response time is defined as the amount of time that elapses between the initial call for assistance and arrival of the first emergency unit. Response time is planned for through geographic distribution of stations, type of equipment based at each facility, and the staffing level at each facility. The City's adopted LOS and actual performance are shown in Exhibit 3-69.

Exhibit 3-70. Fire and Emergency Level of Service Standard

Adopted Level of Service Standard: 6.0-minute response time	
Fire and Aid Calls (2017)	9,014
Population (2017)	47,342
Calls per Capita (2017)	.19
Priority 1 Response Time (minutes)	5:41
Firefighters (2019)	27
Firefighters / Paramedics	15

Sources: Bremerton Comprehensive Plan, 2016; City of Bremerton Budget, 2019; BERK, 2019.

Schools

Existing Conditions

The Bremerton School District No. 100-C serves the entire Eastside Subarea and provides educational facilities and services from pre-school through grade 12. The Office of the Superintendent of Public Instruction (OSPI) oversees public K-12 education in Washington State and sets policy for the District. Schools in the vicinity of the subarea are shown in Exhibit 3-72.

The mission of Bremerton Schools is "together with families and community members, provides equitable education opportunities and supports for all students to provide them the foundation to live productive and rewarding lives."

Summary data about the Bremerton School District is shown in Exhibit 3-71.

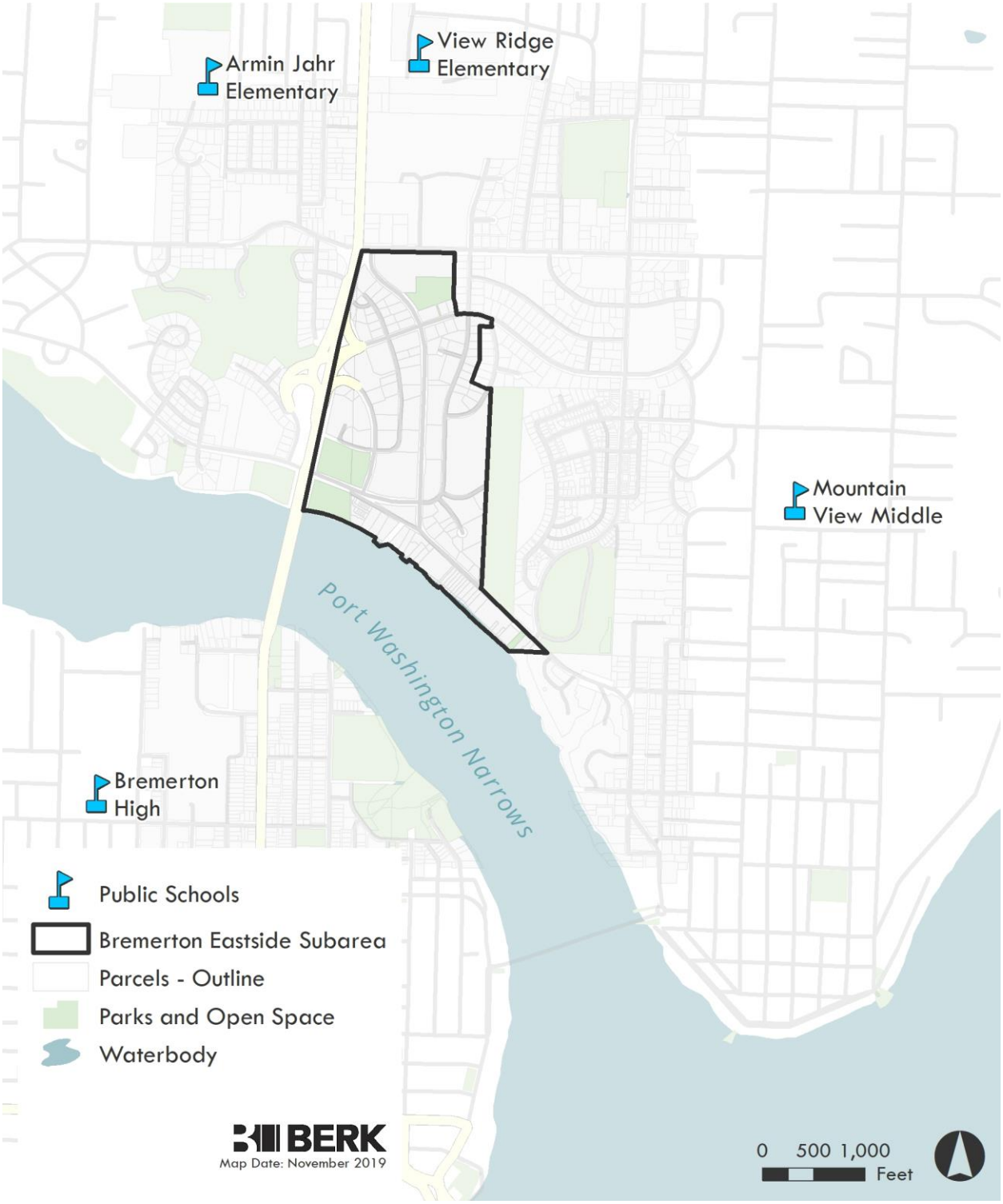
Exhibit 3-71. School District and Adjacent Summary Data

Characteristic	Number
Bremerton School District Population	48,334
Bremerton School District Students	4,956
Number of Teachers	355
Student to Teacher Ratio	14.1

Sources: WA State Office of Superintendent of Public Instruction, 2020; WA Office of Financial Management, 2019; BERK, Consulting, 2020.

The schools closest to the Study Area are mapped in Exhibit 3-72.

Exhibit 3-72. Bremerton Public Schools Near Eastside Subarea



Sources: WA State Office of Superintendent of Public Instruction, 2019; BERK, 2019.

Inventory

An inventory of the schools in the proximity can be seen in Exhibit 3-73. The main measure of school district facility inventory is permanent seating capacity. School districts can measure their instruction inventory to make sure they have enough capacity for student seats by grade level and instruction space measured by the number of teaching stations. All the schools near the Eastside Subarea have excess student capacity. A 2020 one-year levy was approved for the district which includes potential funding for added instruction spaces.

Exhibit 3-73. Bremerton Public Schools Near Eastside Subarea Summary Data

School	Student Capacity (2016)	Students (2019-20)	Surplus Capacity
Armin Jahr Elementary	481	393	88
View Ridge Elementary	528	434	94
Mountain View Middle	1,274	903	371
Bremerton High	1,674	1,210	464

Sources: WA State Office of Superintendent of Public Instruction, 2020; Bremerton Comprehensive Plan, 2016; BERK, 2020.

Level of Service

Neither the City of Bremerton nor the School District have adopted official level of service standards. A common effective level of service standard is a student to teacher ratio, which can be used to measure and compare standards across jurisdictions. The effective level of service standard of students to teachers is between 13.4 and 16.9, as shown in Exhibit 3-74.

Exhibit 3-74. Schools Effective Level of Service, 2019

School	Students	S-T Ratio
Armin Jahr Elementary	393	13.4
View Ridge Elementary	434	14.0
Mountain View Middle	903	16.9
Bremerton High	1,210	13.5

Sources: WA State Office of Superintendent of Public Instruction, 2019; Bremerton Comprehensive Plan, 2016; BERK, 2019.

Parks and Recreation

Existing Conditions

The City of Bremerton provides parks and recreation services to the Study Area. See Exhibit 3-75. The primary facility in the Study Area is the Sheridan Community Center, an indoor facility that offers a gym, classrooms, pre-school, and art studio. The Parks department administrative offices are located at the site.

Other properties provide open space resources. The Parks Maintenance yard is a publicly owned property with a small structure and lies along the water across from the Sheridan Community Center. The Parks Maintenance site also contains a pocket park with play equipment and a picnic bench. There is a private common space contiguous to the Parks maintenance yard along the shoreline. There is a water reservoir north of Callahan Drive. To the southeast along Wheaton Way is a small city-owned undeveloped property.

There are other public parks immediately abutting the Study Area, most prominently the East Park Nature Area to the east and East Park to the southeast.

Sheridan Park lies to the southwest of the Study Area boundary and is a small waterfront property diagonally across the street from the Community Center.

These parks are connected by a complete sidewalk network.

Exhibit 3-75. Parks, Public, and Utility Features

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

Inventory

The public park and public and private open space features are listed in Exhibit 3-76.

Exhibit 3-76. Study Area Park and Open Space Features

Study Area Feature	Acres
Public Parks: Sheridan Park Community Center	3.7
Public Use and Utility: City of Bremerton Reservoir and Maintenance Site with Pocket Park	5.2
Private Common Area	0.6
Total	**9.5**

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

Parks within and abutting the Study Area are listed in Exhibit 3-77.

Exhibit 3-77. Study Area and Vicinity Public Park and Open Space

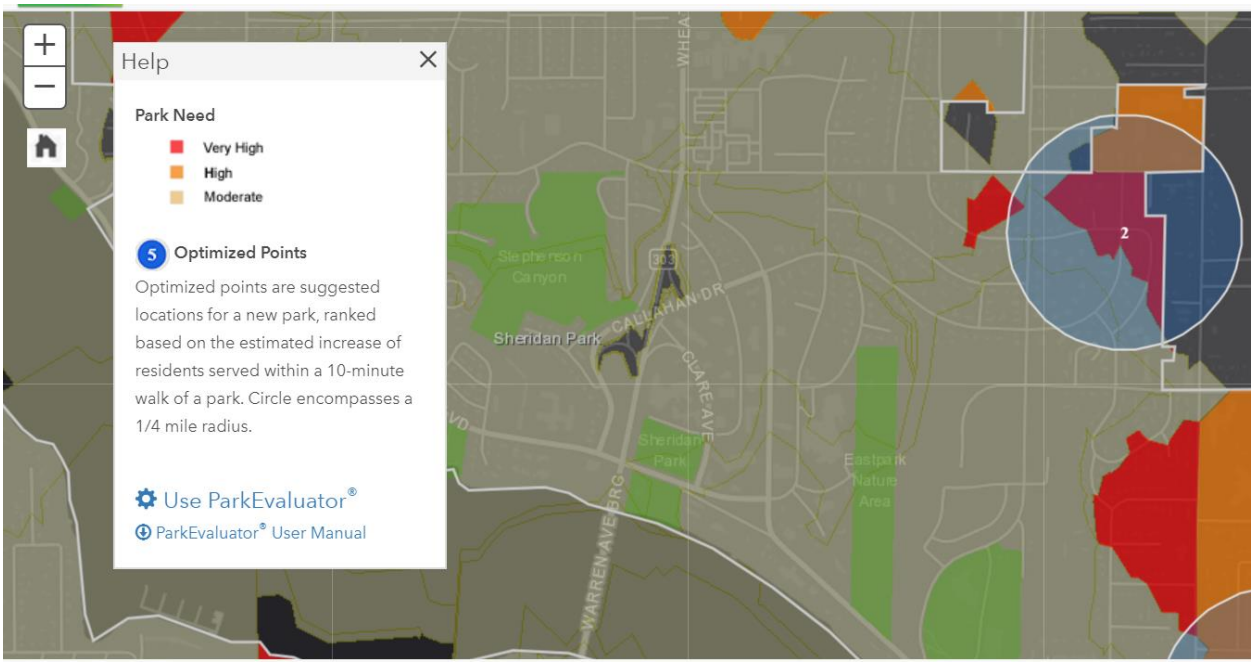
Park Name	Acres
East Park	3.4
Sheridan Park	0.8
Sheridan Park Community Center*	3.7
East Park Nature Area / Madrona Trails	15.4
Total	**23.3**

* = Park within the Study Area.
Source: City of Bremerton, 2019; BERK, 2019.

Level of Service

The Bremerton Parks and Recreation Department level of service standard is included in its Parks, Recreation and Open Space Plan (PROS), which was updated in February 2020. Based on the PROS Plan there is a desire for the population to have access to a park within a 10-minute walk of a park. The City PROS Plan references an approach developed by the Trust for Public Land to map access. The EEC is considered to have moderate park needs. Areas of high and very high park need lie east and north of the Study Area. Within the areas of high and very high need, the City proposes parks. No proposed parks are highlighted in the EEC.

Exhibit 3-78. Eastside Employment Center and Vicinity Park Need



Source: (The Trust for Public Land, 2020); BERK, 2020.

As part of the County and City trail plans, the City has proposed the Bridge to Bridge Trail through the EEC. A proposed Marine Trail extends along the Narrows. (City of Bremerton, 2019)

Shoreline public access is required of new development greater than four dwellings and for non-residential development that creates a demand for shoreline visual or physical access. Recently a multi-unit townhouse development installed common space along the shoreline for residents near Sheridan Park.

3.6.2 Impacts

Thresholds of Significance

Impacts on public services and utilities would be significant under one or more of the following thresholds:

- Negatively affect the response times for police and/or fire and emergency medical services.
- Increased demand for special emergency services beyond current operational capabilities of service providers.
- Reduce access to park and open space facilities.
- Result in increases in students and lack of facilities.

Impacts Common to All Alternatives

Considering population and employment together as activity units, all studied alternatives would have an increase in activity units and could increase demand for services. The Employment Focus Alternative would have the most new activity and No Action Alternative the least.

Exhibit 3-79. Activity Units

	Existing 2018	No Action 2036	Residential Focus 2040	Employment Focus 2040
Population	451	1,240	3,740	2,030
Jobs	2,851	3,740	1,457	4,171
Activity Units	**3,302**	**4,980**	**5,197**	**6,201**

Source: Makers, 2019; BERK, 2020.

All studied alternatives would increase the number of dwellings and population and would increase demand for emergency services, schools, and parks as the City's level of service standards are population based.

The alternatives differ in their level of employment with the Residential Focus reducing jobs in favor of residential population and other alternatives increasing jobs, though based on trends it is likely that the No Action Alternative would see a trend of reduced jobs as the Harrison Hospital site moves.

Police Services

Each Alternative would increase residential population and if applying current or policy-based levels of service additional officers may be needed to serve the new growth with the least associated with the No Action Alternative and the most with the Residential Focus Alternative. See Exhibit 3-80.

Exhibit 3-80. Potential New Officers per 1,000 Population by Alternative

Year	Officers per 1,000 Population	No Action	Residential Focus	Employment Focus
Net Population Increase		789	3,289	1,579
2019	1.40 effective	1.11	4.61	2.21
2036	1.80 level of service	1.42	5.92	2.84

Source: (City of Bremerton, 2016); BERK, 2020.

Under each alternative, the potential new officers would require space, which would be largely accommodated within the current space surplus under current conditions, with a small negative result under the Residential Focus Alternative and a continuing surplus under the No Action Alternative. See Exhibit 3-81.

Exhibit 3-81. Police Department Administrative Space Needs by Alternative

	Current Space in Square Feet	Current Officers	Space Need @250 SF /Officer	Surplus Space Square Feet
2019	16,185	59	14,750	1,435
Year	**SF per Officer**	**No Action**	**Residential Focus**	**Employment Focus**
2019	274 effective	303	1,265	607
2036	250 level of service	355	1,480	711
2019 Surplus minus Demand		1,080	(45)	724

Source: (City of Bremerton, 2016); BERK, 2020.

Fire and Emergency Services

The City's Fire LOS is based on response times of 6 minutes. The Fire Department measures that periodically. However, an understanding of response times in the EEC is not separately measured. Per the evaluation in Section 3.4 Transportation and Greenhouse Gas Emissions the current intersection operations meet the City's standards.

Another means of measuring the demand on services is based on incident calls. Each alternative would increase calls for service using data from the City Community Services Element Appendix to varying degrees. See Exhibit 3-82.

Exhibit 3-82. Fire Calls for Service by Alternative

	No Action	Residential Focus	Employment Focus
Net Population Increase	789	3,289	1,579
Calls per Capita: 0.1932	152	635	305

Source: (City of Bremerton, 2016); BERK, 2020.

Schools

Each alternative would generate new students in dwellings with the Residential Focus the most and the No Action Alternative the least. See Exhibit 3-83.

Exhibit 3-83. Student Generation by Alternative

	No Action	Residential Focus	Employment Focus
Dwelling Units	455	1,823	838
Student Generation: Multifamily Generation Rate = 0.22	100	401	184

Source: (City of Bremerton, 2016); BERK, 2020.

Parks

Each alternative would increase population and therefore demand for parks and recreation. See Exhibit 3-79.

No Action Alternative

Police Services. Currently. the City's level of service rate of officers per 1,000 population is higher than the current rate achieved. The No Action Alternative would cumulatively contribute demand for officers, but would produce the lowest growth and lowest demand for police services. The administrative space is sufficient to accommodate new officers when the City may add them.

Fire/Emergency Services. The No Action Alternative would produce the lowest calls for service. Currently and with the No Action Alternative growth, the transportation levels of service would be met and congestion is not likely to affect response times.

Schools. The No Action Alternative would produce the fewest dwellings and the lowest student generation. The capacity of current schools could accommodate the students over the planning period.

Parks. Under the No Action Alternative, the residential population would have access to the Sheridan Community Center and Park. The PROS Plan identifies trail improvements though no park improvements. Through shoreline development regulations additional public access may be provided on a piecemeal basis.

Residential Focus Alternative

Police Services. Currently. the City's level of service rate of officers per 1,000 population is higher than the current rate achieved. The Residential Focus Alternative would cumulatively contribute the highest demand for officers under either the achieved rate or the level of service. However, the amount of administrative space surplus in 2019 is nearly sufficient (within 50 feet).

Fire/Emergency Services. The Residential Focus Alternative would produce the highest calls for service. However, the transportation levels of service would be met and congestion is not likely to affect response times.

Schools. The Residential Focus Alternative would produce the most dwellings and the greatest student generation. It is anticipated that the capacity of current schools could accommodate the students over the planning period as the growth would occur over a long-term. If permanent capacity becomes a concern, the School District could realign attendance boundaries or provide temporary portables or other demand management measures.

Parks. Under the Residential Focus Alternative, the residential population would have access to the Sheridan Community Center and Park as well as two other potential parks identified at the shoreline on a City right of way and potentially with a land swap of the Sheridan Park on the shoreline, and/or a swap to attain parkland at Sheridan Road with an open space connection to the water reservoir. Through shoreline development regulations additional public access may contribute to the improved shoreline park. Additionally, there are planned Bridge to Bridge trail improvements and a potential water trail.

Employment Focus Alternative

Police Services. Currently. the City's level of service rate of officers per 1,000 population is higher than the current rate achieved. The Employment Focus Alternative would cumulatively contribute a greater demand for officers under either the achieved rate or the level of service less than the Residential Focus Alternative but greater than the No Action Alternative. The amount of administrative space surplus in 2019 is sufficient should officers be provided. However, this alternative would produce the most jobs. While not measured in the level of service added employment space could generate calls for service.

Fire/Emergency Services. The Employment Focus Alternative would produce calls for service less than the Residential Focus Alternative and more than the No Action Alternative. Given the amount of employment and added trips, the transportation levels of service would produce the most traffic trips and two intersections would require improvement to ensure congestion does not affect response times and also meets transportation levels of service. See Section 3.4 Transportation and Greenhouse Gas Emissions.

Schools. The Employment Focus Alternative would produce students in the range of the other alternatives. It is anticipated that the capacity of current schools could accommodate the students over the planning period.

Parks. Under the Employment Focus Alternative, the residential population would have access to the Sheridan Community Center and Park. The water reservoir provides an open space value, and could connect to offsite recreation if provided along with development (e.g. northward along Sheridan Road). Through shoreline development regulations additional public access may contribute to the improved shorelines development by development. Additionally, there are planned Bridge to Bridge trail improvements and a potential water trail.

3.6.3 Mitigation Measures

Incorporated Plan Features

- Park and recreation improvements are proposed with each action alternative such as in the shoreline and potentially near Sheridan Road.
- The Action Alternatives include common open space standards for new residential developments.

Regulations and Commitments

The following regulations address public services:

- Title 18 Fire – Includes requirements for fire suppression.
- City Services Element and Appendix – Addresses levels of service and capital improvements for fire, police, and parks. This is updated every eight years with the Comprehensive Plan.
- Parks, Recreation, and Open Space (PROS) Plan 2020 – Establishes a plan for 2020-2025 and a 20-year plan including capital projects.
- Bremerton School District Levy 2020 – Addresses Capital Replacement projects to ensure proper function of current schools.

Other Proposed Mitigation Measures

- The City could employ crime prevention through environmental design standards through its design guidelines.

3.6.4 Significant Unavoidable Adverse Impacts

All studied alternatives would increase the demand for fire, police, schools, and parks and recreation with No Action Alternative the least and the Residential Focus Alternative the most. Regular capital facility planning and implementation of mitigation measures significant unavoidable adverse impacts are anticipated.

3.7 Utilities

3.7.1 Affected Environment

The Bremerton Department of Public Works provides wastewater, water, and stormwater service to the EEC, which is fully developed. These utilities are operated based on the following planning documents:

- 2012 City of Bremerton Water System Plan
- 2014 City of Bremerton Wastewater Comprehensive Plan Update
- 2019 City of Bremerton Stormwater Management Program (SWMP)

These documents, along with the 2016 Comprehensive Plan, identify public facility needs for existing and future development. Currently, there are no water or wastewater capital needs identified in the EEC. No wastewater system constraints are anticipated in the EEC. The City occasionally receives complaints about surface flow of stormwater along Cherry Avenue, and one potential capital project related to stormwater in the EEC could be to install new stormwater mains along Cherry Avenue to reduce flooding. The City expects to meet water demand for the utility as a whole beyond 2032, though the potential for extreme weather events caused by climate change may make the unfiltered Union River source less reliable.

City-owned infrastructure in the EEC is shown in Exhibit 3-84.

Exhibit 3-84. Utility Infrastructure Inventory

Infrastructure	Count
Water Utility	
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 EEC 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
Wastewater Utility	
Force Main (LF)	1,496

Infrastructure	Count
Gravity Main (LF)	15,907
Manholes	65
Stormwater Utility	
Pipe (LF)	30,238
Catch Basins	301
Stormwater Facilities	6

Note: Linear Feet is abbreviated as LF.
Source: City of Bremerton, Herrera, 2019.

3.7.2 Impacts

Thresholds of Significance

For the purposes of this EIS, alternatives would be considered to result in a significant impacts on utilities if there are:

- Inconsistencies with utility system planned growth and capital plans.

Impacts Common to All Alternatives

In general, the capacity constraints of the wastewater and stormwater systems and demand for City water are impacted by changes in population and land use. Current planning documents have evaluated capacity constraints of the system and demand based on the City as a whole. Still, substantial changes in population and land use may require re-evaluation of the City-wide planning and projections. Potential impacts of the EEC alternatives for water, wastewater, and stormwater utilities are discussed below.

Water

Harrison Hospital represents a substantial water user and the City's Water System Plan estimated that the hospital contributes 472 equivalent residential units (Bremerton 2012) to the water demand in the EEC. The departure of the hospital represents a substantial reduction in water demand that will help offset increases in demand related to population and jobs increases among all proposed alternatives.

Redevelopment under all studied alternatives would need to comply with City code, and in some cases, this would require upgrades to service connections, water mains, or other system modifications to provide adequate fire flow. Fire flow was evaluated city-wide during the most

recent Water System Plan update and no deficiencies were identified in the EEC. This citywide fire flow analysis used general fire flow requirements of 1,000 gallons per minute (gpm) for residential and 1,500 gpm for commercial (both for 2 hours).

Under all studied alternatives, large buildings associated with multistory residential development or corporate campus development may require a larger fire flow than the existing buildings. However, the EEC has two reservoirs and is bisected by water mains ranging from ten to 24 inches in size, and the 2012 Water System Plan calculated surplus storage of over 3M gallons in 2031 after subtracting fire flow requirements, so major system modifications are not anticipated to be needed to provide adequate fire flow under any of the alternatives.

The 2012 Water System Plan accounts for an increase in maximum daily demand (MDD) of over eight million gallons per day (mgd) and none of the alternatives is expected to increase MDD by more than eight percent of this planned value; therefore, none of the alternatives are expected to have a significant impact on the utilities planned growth or capital plans. See Exhibit 3-85.

Exhibit 3-85. Growth of Maximum Daily Water Demand Among Alternatives

	No Action	Residential Focus	Employment Focus
Increase in Dwellings *including Conv Care*	455	1,823	838
Increase in Jobs	889	(1,394)	1,320
Increase in Water Demand MDD (gallons per day)	219,000	671,000	391,000

Assumptions: 400 gallons per day per dwelling, 42 gallons per day per employee (Bremerton 2012, Bremerton 2014).
Source: City of Bremerton, 2012; Herrera, 2020.

Wastewater

Under all studied alternatives, wastewater generation would continue to increase due to increases in population and jobs and, like growth in other areas of the City, contribute to increased flow to the Wastewater Treatment Plant (WWTP). Though the 2014 Wastewater Comprehensive Plan does not specifically account for the wastewater generation from Harrison Hospital, wastewater calculations are closely linked to water demand; therefore, like with the water utility, the departure of the hospital will offset some of the increase in wastewater generation that results from growth in population and jobs.

Redevelopment projects would need to comply with City code, and in some cases, this may result in sewer main upgrades or replacement, which would reduce the amount of inflow and infiltration where older sewer system components are replaced with modern components.

Current flows to the WWTP are currently well below the plant's permit limits of 15.5 million gallons per day (mgd) during the wet season and 11.0 mgd during the dry season. When flow projections reach 85 percent of the permit values, the City will begin to plan for WWTP expansion. The 2014 Wastewater Comprehensive Plan accounts for an increase in wastewater generation in excess of three mgd by 2040 and none of the alternatives account for more than five percent of this planned value; therefore, none of the alternatives are expected to have a significant impact on the utilities planned growth or capital plans. Some conveyance upgrades may be needed and will be mitigated as part of the normal city permit review process.

Exhibit 3-86. Growth of Wastewater Generation Among Alternatives

	No Action	Residential Focus	Employment Focus
Increase in Population	789	3,289	1,579
Increase in Jobs	889	(1,394)	1,320
Increase in Water Demand (gallons per day)	87,000	185,000	158,000

Assumptions; 71 gallons per day per person, 35 gallons per day per employee (Bremerton 2014).
Source: City of Bremerton, 2012; Herrera, 2020.

Stormwater

The EEC has a small percentage of area that is covered with a pervious surface in the exiting condition. This includes a large undeveloped parcel in the northern portion of the EEC just south of Sheridan Road. Under all studied alternatives, basin-wide stormwater generation may increase slightly if the amount of pervious surface decreases further. With the exception of the items discussed below, this is not expected to create a capacity problem for the stormwater system because the primary outfall for the EEC was recently upgraded to ensure adequate capacity and prevent excessive beach erosion.

The large undeveloped parcel in the northern end of the EEC is currently serviced by an eight-inch diameter clay pipe that connects to a 12-inch diameter concrete pipe along Wheaton Way. Under all studied alternatives the conveyance from the undeveloped parcel will need to be upgraded to at least 12-inch diameter pipe that meets current engineering standards. The preferred alignment for this upgrade varies by alternative.

Under all studied alternatives the City will also need to address a drainage deficiency along Cherry Avenue. The solution to this issue is described in more detail in the mitigation measures section. As discussed in the Natural Environment section, redevelopment projects under all studied alternatives would need to comply with City code. Because the EEC discharges to marine waters it is flow control exempt and therefore the primary stormwater requirement that

would be imposed is stormwater quality treatment for pollutant generating impervious surfaces. Very few areas in the EEC have stormwater treatment; therefore, most redevelopment will result in a net improvement in the quality of stormwater that is discharged to the Port Washington Narrows.

Redevelopment projects have the potential to generate stormwater pollution during construction. City code requires all projects to implement Temporary Erosion and Sediment Control (TESC) stormwater management best management practices during construction that will minimize these impacts.

No Action Alternative

All impacts associated with the No Action Alternative are discussed in the section above, Impacts Common to All Alternatives.

Residential Focus Alternative

Water

The Residential Focus Alternative would result in the largest increase in water demand among the alternatives because it would increase the number of dwellings by 1,823. However, increased water demand under the Residential Focus Alternative is not expected to significantly affect the City's ability to provide an adequate water supply during the planning period because the departure of Harrison Hospital will free up a substantial amount of water supply. In addition, the EEC has two nearby reservoirs and bisecting water mains, and the growth in the EEC is not large in comparison to the growth the water utility is already planning for on a city-wide level. The development density associated with Center Residential High zones in the northwest and southeast quadrants of the EEC would have the largest contribution to water demand increase under this alternative.

Wastewater

The Residential Focus Alternative would result in the largest increase in wastewater generation among the alternatives because it would increase the number of dwellings by 1,823. However, increased wastewater generation under the Residential Focus Alternative is not expected to significantly affect the City's ability to convey and treat wastewater from the EEC during the planning period. The development density associated with Center Residential High zones in the northwest and southeast quadrants of the EEC would have the largest contribution to wastewater generation under this alternative.

There is not currently a sanitary sewer main along Wheaton Way, and the new street connections that would be built under both Action Alternatives could provide an opportunity to efficiently improve sewer connections for developments along Wheaton Way. This would be a positive impact on the wastewater conveyance capacity in the EEC for the utility.

Stormwater

The Residential Focus Alternative is not expected to result in a greater percentage of overall impervious surface than the No Action Alternative; therefore, the impacts to the stormwater conveyance system are not expected to be different.

The Residential Focus Alternative would result in a greater amount of redevelopment activity than the No Action Alternative; therefore, the Residential Focus Alternative would result in more stormwater treatment BMPs being installed and thus greater stormwater quality improvement than the No Action Alternative.

When compared to the Employment Focus Alternative, the amount of stormwater quality improvement under the Residential Focus Alternative would depend on the rate of redevelopment and the surface area triggering stormwater treatment BMPs.

Employment Focus Alternative

Water

The Employment Focus Alternative would increase water demand by only about two thirds as much as the Residential Focus Alternative because employment focused land uses demand less water per person than residential uses. The Corporate Campus and Center Residential High land uses may have high fire flow demands, but all these areas are adjacent to existing reservoirs or large water mains so significant system improvements are not expected to be required.

Increased water demand under the Employment Focus Alternative is not expected to significantly affect the City's ability to provide an adequate water supply during the planning period because the departure of Harrison Hospital will free up a substantial amount of water supply, the EEC has two nearby reservoirs and bisecting water mains, and the growth in the EEC is not large in comparison to the growth the water utility is already planning for on a city-wide level.

Wastewater

The Employment Focus Alternative would result in the lowest increase in wastewater generation among the alternatives because employment focused land uses generate less wastewater than residential uses.

As under the Residential Focus Alternative, the new street connections could provide an opportunity to efficiently improve sewer connections for developments along Wheaton Way. This would be a positive impact on the wastewater conveyance capacity in the EEC for the utility.

Stormwater

The Employment Focus Alternative is not expected to generate a greater percentage of impervious surface than the No Action Alternative, therefore the impacts to the stormwater conveyance system are not expected to be different.

The Employment Focus Alternative would result in more redevelopment than the No Action Alternative; therefore, the Employment Focus Alternative would result in more stormwater treatment BMPs being installed and thus greater stormwater quality improvement than the No Action Alternative.

When compared to the Residential Focus Alternative, the amount of stormwater quality improvement under the Employment Focus Alternative would depend on the rate of redevelopment and the surface area triggering stormwater treatment BMPs.

3.7.3 Mitigation Measures

The Residential Focus Alternative and Employment Focus Alternative would increase water demand, wastewater generation, and alter the characteristics of stormwater runoff relative to the No Action Alternative. However, with application of incorporated plan features, regulations, City commitments, and other proposed mitigation measures, no significant unavoidable adverse impacts on utilities are anticipated under any of the proposed alternatives.

Incorporated Plan Features

The Employment Focus and Residential Focus alternatives include new street connections, streetscape improvements, parks or open space, pedestrian street front improvements and other improvements to the right-of-way. Before initiating these projects, the City should evaluate the need for water, wastewater, and stormwater system expansion or upgrades in these corridors and then complete utility system upgrades concurrently with right-of-way improvements to increase the cost efficiency of these upgrades.

Regulations and Commitments

Comprehensive Planning for Water, Wastewater, and Stormwater

The City regularly updates growth projections used to analyze water, wastewater, and stormwater capacity. Projected changed in the EEC will be considered during the next plan update for each utility. The City should model the water system under the selected alternative and verify fire flow supply can be provided as part of the next plan update for each utility. Until the plan updates occur, the City can condition development to document and provide as necessary required fire flow as documented below.

Rates and Fees

The City uses rates, fees, and other charges for service, as defined in BMC Chapter 15.06, to offset the cost of providing utility service, administration and maintenance of utility accounts, and for the operation, maintenance, repair, and improvements of the utility systems. These charges are used to fund capital projects that may be required to upgrade or expand the existing system to accommodate redevelopment of the EEC, if such upgrades or expansions are identified while updating the utility comprehensive plans. Rates, fees, and charges will be reassessed regularly and adjusted as needed.

Water

When evaluating new construction, Bremerton Public Works and Utilities Department personnel determine the ability of the water system to meet fire flow requirements at that location with a minimum of 20 psi residual pressure throughout the distribution system. If the water system cannot provide the required fire flow for the specific project, the developer is required to revise building construction and/or make the necessary improvements to the distribution system to meet the project's fire flow requirements as established by the Fire Marshal.

BMC Chapter 15.02 includes provisions for service connections and mains to be upgraded by developers during redevelopment if required to meet engineering design and construction standards. Chapter 15.02 also includes provisions for installation of pumps if required to achieve adequate pressure during peak demands.

Wastewater

BMC Chapter 15.03 includes provisions for wastewater service connections and extensions when existing connections are inadequate or sewer mains are not present along the frontage of a property.

Stormwater

BMC Chapter 15.04 includes provisions that require redevelopment to meet stormwater management requirements of the Stormwater Management Manual for Western Washington related to stormwater treatment. Under all the alternatives these requirements are expected to result in a net improvement in the quality of stormwater that is discharged to the Port Washington Narrows. 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.

Other Proposed Mitigation Measures

The proposed Action Alternatives include public improvements such as pedestrian street fronts and parks, which would be ideal locations for distributed stormwater treatment facilities that also function as public amenities and habitat. Stormwater improvements in the project area could also provide an educational benefit by communicating the connection between stormwater and the quality of water in the Port of Washington Narrows. To maximize the benefits of stormwater investments in the EEC, green stormwater infrastructure can be incorporated into street standards as different street typologies are developed. The pedestrian street front connections and new midblock connections present an opportunity for incorporating green street standards.

In addition to the strategies described by the 2012 Bremerton Water System Plan, the City will continue conservation education efforts to reduce future water demand and consider whether water conservation incentives in the EEC may reduce the need for capital improvements to system conveyance.

Along Cherry Avenue, some stormwater flows into the wastewater system. In the past, this has caused the sanitary sewer from Ash Street to Cherry Place to 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, but the installation of a new storm drain pipe (described below) will eliminate this problem by preventing stormwater from entering the wastewater system. T

In addition to backwatering of the wastewater system, some catch basin connections to the wastewater system along Cherry Avenue have been plugged, forcing stormwater to surface-flow down the street to downgradient catch basins connected to the stormwater system. To address this flooding issue and the wastewater system backwatering described above, the City plans to install approximate 1,700 linear feet of new storm drain pipe along Cherry Avenue. A 12-inch to 18-inch diameter pipe is expected to be adequate but the size needs to be confirmed by modeling. The anticipated cost of this capital project is expected to be between $1M and

$500,000, which is within the range of typical stormwater capital projects that are conducted annually by the stormwater utility so the impact of this project is not inconsistent with the utility planned growth and capital plans.

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 is 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.

Finally, the City will work to schedule future water, wastewater, and stormwater capital projects to coincide with redevelopment such as street improvements to maximize project efficiency.

3.7.4 Significant Unavoidable Adverse Impacts

The City has developed comprehensive plans for all three utilities and these plans are updated regularly to reflect system needs. The capital project needs to support redevelopment of the EEC are similar in scale to projects that the utilities execute on a regular basis. The costs of these improvements would be partially offset by general facility charges, connection fees, and rates for service. Therefore, no significant unavoidable adverse impacts are anticipated for the water, wastewater, and stormwater utilities under any of the alternatives.

4.0 Acronyms and References

4.1 Acronyms

ADA	Americans with Disabilities Act
BMC	Bremerton Municipal Code
CAO	Critical Areas Ordinance
CIP	Capital Improvement Program
CTR	Commute Trip Reduction
ESA	Endangered Species Act
ESU	Evolutionary Significant Units
FEMA	Federal Emergency Management Agency
GHG	Greenhouse Gas
GMA	Growth Management Act
gpm	Gallons per Minute
HCM	Highway Capacity Manual
LF	Linear Feet
LOS	Level of Service
MDD	maximum daily demand
MEV	Million Entering Vehicles
mgd	million gallons per day
MHHW	Mean Higher High Water
MPH	Miles per Hour
MVMT	Million Vehicle Miles Traveled
Narrows	Port Washington Narrows
NFIP	National Flood Insurance Program
NWI	National Wetlands Inventory
PSCAA	Puget Sound Clean Air Agency
PSRC	Puget Sound Regional Council
RCW	Revised Code of Washington
SMP	Shoreline Master Program
SOV	Single Occupancy Vehicle
SR	State Route
TESC	temporary erosion and sediment control
TMDL	Total Maximum Daily Load
VMT	Vehicle Miles Traveled
WRIA	Water Resource Inventory Area
WSDOT	Washington State Department of Transportation
WWTP	Wastewater Treatment Plant

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5.0 Distribution List

The following agencies, organizations, and individuals received a notice of availability for the Draft and Final EIS. Digital copies of the documents were also provided to agencies with jurisdiction, local service providers, and other interested parties upon request.

5.1 Federal and Tribal Agencies

- Suquamish Tribes
- Port Gamble S'Klallam Tribe
- Naval Base Kitsap
- US Army Corps of Engineers

5.2 State and Regional Agencies

- Port of Bremerton
- Puget Sound Clean Air Agency
- Puget Sound Regional Council
- State of Washington Department of Archaeology and Historic Preservation
- State of Washington Department of Commerce
- State of Washington Department of Ecology
- State of Washington Department of Fish and Wildlife
- State of Washington Department of Natural Resources
- State of Washington Department of Transportation

5.3 Adjacent Jurisdictions

- Kitsap County Assessor's Office
- Kitsap County Department of Community Development
- Kitsap Regional Coordinating Council

5.4 Services, Utilities, and Transit

- Bremerton School District
- Kitsap Public Health
- Kitsap Regional Library, Sylvan Way
- Kitsap Transit
- Puget Sound Energy
- Waste Management

5.5 Community Organizations and Individuals

- Bremerton Chamber of Commerce
- Kitsap Building Association
- Notice is provided to persons who signed up to be on a project interest list, and also sent to a Community Development Department ListServ of persons interested in planning in the City.

5.6 Media

- Kitsap Sun

6.0 Appendices

Appendix A Public Engagement Results

Appendix B Draft Planned Action Ordinance

Appendix C Land Capacity Method

Appendix A.
Public Engagement Results

Community Engagement

Public Outreach

Ongoing community participation was an essential part of developing the Draft Subarea Plan and Draft Planned Action Environmental Impact Statement (EIS). The planning process included an economic and market analysis with the 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 and EIS Feedback** provided an opportunity to share the draft subarea plan and EIS with the community and gather feedback and comments.
- **Phase 4: Final Plan and EIS 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 https://www.bremertonwa.gov/1144/Eastside-Employment-Center. 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. See the Attachment for the original scoping notice issued September 26, 2019. Because the notice was inadvertently not published in the Kitsap Sun, the notice was revised and republished on October 21, 2019. This resulted in an extended scoping period. No comments were received in response to the scoping notice. However, the notice directed interested persons to the online story map and survey (see below).

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 Community 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 and 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 input on the range of Eastside Employment Center land use alternatives. In March 2020, the Advisory Committee reviewed the Draft Plans and Draft EIS that evaluated the range of alternatives. In March 2020, the Advisory Committee will provide advice on a preferred plan for the Eastside Employment Center and be briefed on public comments regarding this plan and related Eastside Employment Center documents. The group is a sounding board for subarea information and concepts. The Planning Commission has a more formal role of providing recommendations to the City Council. See below.

Planning Commission and City Council

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 and informed the Plan and EIS alternatives development.

- **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.

Attachment: Scoping Notice and Document

City of Bremerton Eastside Employment Center Subarea Plan and Planned Action **Determination of Significance and Extended Scoping Comment Deadline**

Description of proposal

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, and housing. The Harrison Medical Center is the the hub of many related medical services in this area and is the primary job provider in the EEC. Harrison has begun transitioning 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 initiated a subarea plan for the EEC. The plan will describe a vision, land use and design, zoning, and action strategies for the EEC. The subarea plan will be an element of the Comprehensive Plan. Zoning and other standards will be part of the City's development regulations. The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

Proponent and Lead Agency

City of Bremerton

Location of Proposal

The study area is about 80 acres and is bounded by Sheridan Road in the north, East Park Natural Area to the east, the Port Washington Narrows on the south, and Warren Avenue/SR-303 to the west.

EIS Required

The lead agency has determined this proposal is likely to have a significant adverse impact on the environment that needs analysis and consideration of alternatives. An environmental impact statement (EIS) is required under RCW 43.21C.030 (2)(c) and will be prepared. A scoping document and other materials indicating likely environmental impacts can be reviewed at the project website: www.BremertonWA.gov/EastsideCenter

The lead agency has identified the following areas for discussion in the EIS: Natural Environment; Population, Employment, and Housing; Land Use; Transportation and Greenhouse Gas Emissions; Urban Design; Public Services; and Utilities. The City will evaluate a No Action Alternative addressing the current Comprehensive Plan and existing zoning regulations for the area. Two other alternatives would be addressed that vary future land use and investments in amenities and infrastructure designed to create a new future for the center.

Scoping

Agencies, affected tribes, and members of the public are invited to comment on the scope of the EIS. You may comment on alternatives, mitigation measures, probable significant adverse impacts, and licenses or other approvals that may be required. The City has extended the scoping comment period from 21 days to 50 days.

The methods and deadline for giving us your comments are:

Scoping Comment period, extended:	September 26 to November 15, 2019 (original comment deadline was October 21, 2019) Provide written comments to City Contact below by **5 pm November 15, 2019**
City Contact:	Allison Satter City of Bremerton, Community Development Department 345 6th Street Bremerton, WA 98337 P: 360-473-5845 E: Allison.Satter@ci.bremerton.wa.us

Responsible official

Andrea L. Spencer, AICP
Director of Community Development Department and SEPA Responsible Official
City of Bremerton
345 6th Street
Bremerton, WA 98337
Phone: (360) 473-5275 - Fax: (360) 473-5278

Date: 10/21/2019 Signature:

City of Bremerton Eastside Employment Center Subarea Plan and Planned Action **Determination of Significance and Request for Comments on Scope of EIS**

Description of proposal

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, and housing. The Harrison Medical Center is the the hub of many related medical services in this area and is the primary job provider in the EEC. Harrison has begun transitioning 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 initiated a subarea plan for the EEC. The plan will describe a vision, land use and design, zoning, and action strategies for the EEC. The subarea plan will be an element of the Comprehensive Plan. Zoning and other standards will be part of the City's development regulations. The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

Proponent and Lead Agency

City of Bremerton

Location of Proposal

The study area is about 80 acres and is bounded by Sheridan Road in the north, Eastpark Natural Area to the east, the Port Washington Narrows on the south, and Warren Avenue/SR-303 to the west.

EIS Required

The lead agency has determined this proposal is likely to have a significant adverse impact on the environment that needs analysis and consideration of alternatives. An environmental impact statement (EIS) is required under RCW 43.21C.030 (2)(c) and will be prepared. A scoping document and other materials indicating likely environmental impacts can be reviewed at the project website: www.BremertonWA.gov/EastsideCenter

The lead agency has identified the following areas for discussion in the EIS: Natural Environment; Population, Employment, and Housing; Land Use; Transportation and Greenhouse Gas Emissions; Urban Design; Public Services; and Utilities. The City will evaluate a No Action Alternative addressing the current Comprehensive Plan and existing zoning regulations for the area. Two other alternatives would be addressed that vary future land use and investments in amenities and infrastructure designed to create a new future for the center.

Scoping

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Participate in the Online Open House	The City has posted an interactive online open house with information, maps, and a survey. www.BremertonWA.gov/EastsideCenter Tells us about your ideas for the future of the EEC. You can also apply to become an Advisory Group member.

Responsible official
Andrea L. Spencer, AICP
Director of Community Development Department and SEPA Responsible Official
City of Bremerton
345 6th Street
Bremerton, WA 98337
Phone: (360) 473-5275 - Fax: (360) 473-5278

Date: 9/26/2019 Signature: _____

eastside **employment** center

Bremerton Eastside Employment Center (EEC) Planned Action EIS Scoping Document

September 2019

Introduction

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 initiated a subarea plan for the EEC. The plan will describe a vision, land use and design, zoning, and action strategies for the EEC. The subarea plan will be an element of the Comprehensive Plan. Zoning and other standards will be part of the City's development regulations. The City intends to adopt a planned action under RCW 43.21C.440 to facilitate future permitting of devleopment consistent with the subarea plan.

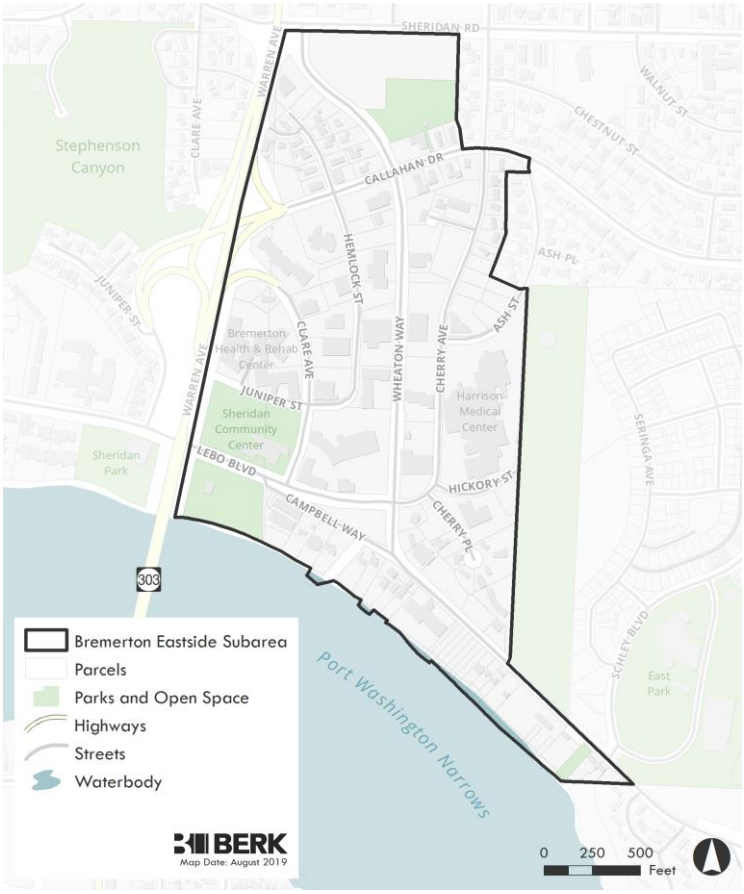
What is the EEC planning process and timeline?

The subarea plan and market analysis are currently underway. During summer and fall 2019 the City will gather community input on a vision. In early 2020, the City will develop the subarea plan and ask for public input on a preferred alternative. The Environmental Impact Statement (EIS) process will be closely integrated with the subarea plan and will help streamline permitting for future projects. Completion is expected by June 2020.

Jun 2019- Sep 2019	Sep 2019-Jan 2020	Feb 2020-Jun 2020
Market Analysis	Draft Subarea Plan	Preferred Alternative
Vision Development	Draft EIS	Final Plan
EIS Scoping		Final EIS

What is the Study Area?

The study area is about 80 acres and is bounded by Sheridan Road in the north, Eastpark Natural Area to the east, the Port Washington Narrows on the south, and Warren Avenue/SR-303 to the west. See map at right.



What is an EIS?

An EIS is an informational document that provides the City, public, and other agencies with environmental information to be considered in the decision-making process. It also allows the public and government agencies to comment on proposals and alternatives. An EIS describes:

- proposed actions and alternatives;
- existing conditions of the study area;
- impacts that may occur if an alternative were implemented;
- mitigation measures to reduce or eliminate adverse impacts; and
- potential significant, unavoidable, and adverse impacts.

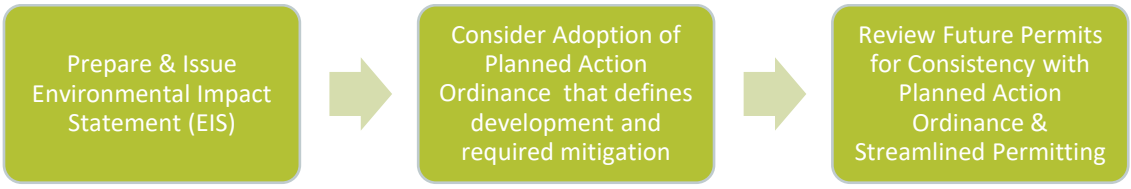
The EIS will also identify potential beneficial outcomes, where alternatives incorporate existing environmental features (e.g. shoreline habitat) in a sustainable manner, improve environmental characteristics (e.g. stormwater quality), and emphasize improved access and multimodal travel by transit, foot, and bike.

What is a Planned Action?

The City is proposing to designate the EEC a Planned Action, pursuant to the State Environmental Policy Act (" SEPA"; see RCW 43.21c.440 and WAC 197-11-164 to 172). A planned action provides more detailed environmental analysis during an areawide planning stage rather than at the project permit review stage. Designating a planned action streamlines environmental review for development proposals. Planned actions would be allowed if they

meet or exceed proposed land use and environmental performance standards in the planned action ordinance. A diagram of the Planned Action process is included below.

Planned Action Process



What topics would the EIS Cover?

The City of Bremerton has identified the following areas for discussion in the EIS: natural environment, land use, aesthetics, socioeconomics, transportation & greenhouse gas emissions, public services, utilities, and stormwater. Existing conditions, potential impacts of each alternative, and mitigation measures would be identified for each topic.

What Alternatives could be studied?

The City will evaluate a No Action Alternative addressing the current Comprehensive Plan and existing zoning regulations for the area. The No Action Alternative is required to be evaluated by the State Environmental Policy Act. Two other alternatives would be addressed that vary future land use and investments in amenities and infrastructure designed to create a new future for the center.

Some early scenarios that could be evaluated include:

- Corporate Campus - office | business | retail
- Mixed-use Housing Focus - Apartments I Townhomes I Services
- Intergenerational Hub – Age-Friendly I Residential I Services

What are your ideas? **Take the survey about the future Vision and Scenarios** that can help the city form alternatives to evaluate in the EIS.

How does the EEC Subarea Plan relate to the SR 303 Study?

Several projects and investments are currently underway in the EEC area that will work together to increase the Center's economic development potential. The City has started a 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. You can find some information here: https://www.bremertonwa.gov/1073/SR-303-Corridor-Study.

How can I participate in the EEC subarea plan? Where can I find more information?

We are creating a new center for you, come join the conversation!

The City invites your participation. You can:

- Visit the project website (www.BremertonWA.gov/EastsideCenter) to learn about the study area and planning process,
- Ask to be added to the email contact list (send your request to city contact below),
- Respond to surveys,
- Attend workshops, meetings, and hearings, and
- Provide written comments.

Information about events and comment opportunities will be posted at the project website identified above.

Scoping

Early comment opportunities including scoping. Scoping is an opportunity to provide your comments on the scope of the EIS including alternatives, mitigation measures, probable significant adverse impacts, and licenses or other approvals that may be required. Provide your written comments during the comment period to the City Contact below.

Scoping Comment period:	September 26 to October 21, 2019 Provide written comments to City Contact below by **5 pm October 21, 2019**
City Contact:	Allison Satter City of Bremerton, Community Development Department 345 6th Street Bremerton, WA 98337 **P: 360-473-5845** **E:** Allison.Satter@ci.bremerton.wa.us
Participate in the Online Open House:	The City has posted an interactive online open house with information, maps, and a survey. www.BremertonWA.gov/EastsideCenter Tells us about your ideas for the future of the EEC. You can also apply to become an Advisory Group member.

Appendix B.
Draft Planned Action Ordinance

ORDINANCE NO._____

AN ORDINANCE of the City Council of the City of Bremerton, Washington, establishing a planned action for the Eastside Center pursuant to the State Environmental Policy Act

WHEREAS, the State Environmental Policy Act (SEPA) and implementing rules provide for the integration of environmental review with land use planning and project review through designation of "Planned Actions" by jurisdictions planning under the Growth Management Act (GMA); and

WHEREAS, the City has adopted a Comprehensive Plan complying with the GMA; and

WHEREAS, the City has received a legislative appropriation to conduct a market study, subarea plan, and planned action environmental impact statement for the Eastside Employment Center, retitled Eastside Center through this planning process; and

WHEREAS, to guide Eastside Center's growth and redevelopment, the City has engaged in extensive subarea planning and has adopted amendments to the Bremerton Comprehensive Plan including the Eastside Center Subarea Plan; and

WHEREAS, the City desires to designate a Planned Action for the Eastside Center; and

WHEREAS, designation of a Planned Action expedites the permitting process for subsequent, implementing projects whose impacts have been previously addressed in a Planned Action environmental impact statement (EIS), and thereby encourages desired growth and economic development; and

WHEREAS, the Eastside Center Planned Action EIS identifies impacts and mitigation measures associated with planned development in the Eastside Center; and

WHEREAS, the City has adopted development regulations and ordinances which will help protect the environment, and is adopting regulations specific to the Eastside Center which will guide the allocation, form and quality of desired development; and

WHEREAS, the City's SEPA Rules, set forth in BMC 20.04.205 provide for Planned Actions within the City; and

WHEREAS, the City as lead agency provided public comment opportunities through an EIS scoping period from September 26 to November 15, 2019, and a public comment period for the Eastside Center Draft Subarea Plan and Draft Planned Action EIS from March 6, 2020 to April 6, 2020, and held public meetings and hearings as part of a coordinated Eastside Center public participation program throughout 2019 and 2020; and

WHEREAS, the City provided legal notice of a community meeting on October 4, 2013 by emailing to all affected federally recognized tribal governments and agencies with

jurisdiction over the future development anticipated for the planned action, in compliance with RCW 43.21C.440; and

WHEREAS, the City held a community meeting on March 16, 2020 in compliance with RCW 43.21C.440; and

WHEREAS, on XX, 2020 the City provided notification of a public hearing to be held on XX, 2020 to all parties of record and all affected federally recognized tribal governments and agencies with jurisdiction over the future development for the Eastside Center Subarea Plan; and

WHEREAS, the City Council held a public hearing on XX, 2020, considered public comment and approved the Eastside Center Subarea Plan as Ordinance XXXX; and

WHEREAS, on XX, 2020 the City provided legal notice in the Kitsap Sun of a public hearing to be held on XX, 2020 for the planned action; and

WHEREAS, on XX, 2020 the City provided notification of a public hearing to be held on XX, 2020 to all parties of record and all affected federally recognized tribal governments and agencies with jurisdiction over the future development anticipated for the planned action; and

WHEREAS, the City Council held a public hearing on XX, 2020 and considered public comment; NOW, THEREFORE,

THE CITY COUNCIL OF THE CITY OF BREMERTON, WASHINGTON, DOES HEREBY ORDAIN AS FOLLOWS:

SECTION 1. *Recitals.* The recitals set forth in this ordinance are hereby incorporated as if fully set forth herein.

SECTION 2. *Purpose.* The City Council declares that the purpose of this ordinance is to:

A. Combine environmental analysis, land use plans, development regulations, City codes and ordinances together with the mitigation measures in the Eastside Center Planned Action EIS to mitigate environmental impacts and process planned action development applications in the Planned Action Area;

B. Designate the Eastside Center as a Planned Action Area for purposes of environmental review and permitting of subsequent, implementing projects pursuant to SEPA, RCW 43.21C.440;

C. Determine that the EIS prepared for the Eastside Center Subarea Plan meets the requirements of a Planned Action EIS pursuant to SEPA;

D. Establish criteria and procedures, consistent with state law, that will determine whether subsequent projects within the Planned Action Area qualify as Planned Actions;

E. Provide the public with information about Planned Actions and how the City will process implementing projects within the Planned Action Area;

F. Streamline and expedite the land use permit review process by relying on the EIS completed for the Planned Action; and

G. Apply the City's development regulations together with the mitigation measures described in the EIS and this Ordinance to address the impacts of future development contemplated by this Ordinance.

SECTION 3. *Findings*. The City Council finds as follows:

A. The City is subject to the requirements of the GMA (RCW 36.70A), and is applying the Planned Action to a UGA [Urban Growth Area]; and

B. The City has adopted a Comprehensive Plan complying with the GMA, and is amending the Comprehensive Plan to incorporate a subarea element specific to the Eastside Center; and

C. The City is adopting development regulations concurrent with the Eastside Center Subarea Plan to implement said Plan, including this ordinance; and

D. An EIS has been prepared for the Planned Action Area, and the City Council finds that the EIS adequately identifies and addresses the probable significant environmental impacts associated with the type and amount of development planned to occur in the designated Planned Action Area; and

E. The mitigation measures identified in the Eastside Center Planned Action EIS and attached to this ordinance as Exhibit B, incorporated herein by reference, together with adopted City development regulations, will adequately mitigate significant impacts from development within the Planned Action Area; and

F. The Eastside Center Subarea Plan and Planned Action EIS identify the location, type and amount of development that is contemplated by the Planned Action; and

G. Future projects that are implemented consistent with the Planned Action will protect the environment, benefit the public and enhance economic development; and

H. The City and County provided several opportunities for meaningful public involvement in the Eastside Center Subarea Plan and Planned Action EIS, including a community meeting prior to the publication of notice for the planned action ordinance; have considered all comments received; and, as appropriate, have modified the proposal or mitigation measures in response to comments;

I. Essential public facilities defined in RCW 47.06.140 are excluded from the Planned Action and not eligible for review or permitting as Planned Actions unless they are accessory to or part of a project that otherwise qualifies as a planned action; and

J. The Planned Action applies to a defined area that is smaller than the overall City boundaries and smaller than overall County designated UGAs; and

K. Public services and facilities are adequate to serve the proposed Planned Action, with implementation of Subarea Plan and mitigation measures identified in the EIS.

SECTION 4. *Procedures and Criteria for Evaluating and Determining Planned Action Projects within Planned Action Area.*

A. Planned Action Area. This Planned Action designation shall apply to the area shown in **Exhibit A**, incorporated herein by reference.

B. Environmental Document. A Planned Action determination for a site-specific project application within the Planned Action Area shall be based on the environmental analysis contained in the Draft EIS issued by the City on March 6, 2020 and the Final EIS published on XX, 2020. The Draft and Final EIS documents shall comprise the Planned Action EIS for the Planned Action Area. The mitigation measures contained in **Exhibit B,** attached to this Ordinance and incorporated herein by reference, are based upon the findings of the Planned Action EIS and shall, along with adopted City regulations, provide the framework that the City

will use to apply appropriate conditions on qualifying Planned Action projects within the Planned Action Area.

C. Planned Action Designated. Land uses and activities described in the Planned Action EIS, subject to the thresholds described in Subsection 4(D) and the mitigation measures contained in **Exhibit B**, are designated Planned Actions or Planned Action Projects pursuant to RCW 43.21C.440. A development application for a site-specific Planned Action project located within Planned Action Area shall be designated a Planned Action if it completes the modified SEPA Checklist in **Exhibit B** and meets the criteria set forth in Subsection 4(D) of this Ordinance and all other applicable laws, codes, development regulations and standards of the City are met. [Another option is to use standard SEPA Checklist.]

D. Planned Action Qualifications. The following thresholds shall be used to determine if a site-specific development proposed within the Planned Action Area was contemplated as a Planned Action and has had its environmental impacts evaluated in the Planned Action EIS:

(1) Qualifying Land Uses.

(a) Planned Action Categories: The following general categories/types of land uses are defined the Eastside Center Subarea Plan and are considered Planned Actions:

i. Mixed Use and Multi Use Development: Mixed Use and Multi Use zoned uses including but not limited to retail, hotel, office, services, townhomes, and apartments in horizontal or vertical patterns consistent with zone requirements.

ii. Residential: Center Residential-High, Center Residential-Medium, and Center Residential-Low uses including but not limited to attached single family, cottages, townhomes, apartments, and accessory dwelling units consistent with zone requirements.

iii. Commercial: Center Employment Corporate Campus or Retail commercial uses including retail, hotel, office, and services consistent with zone requirements.

iv. Open Space, Recreation: Active and passive parks, recreation, and open space facilities consistent with zone requirements.

(b) Planned Action Uses: A land use shall be considered a Planned Action Land Use when:

i. it is within the Planned Action Area as shown in Exhibit A;

ii. it is within the one or more of the land use categories described in subsection 1(a) above; and

iii. it is listed in development regulations applicable to the zoning classifications applied to properties within the Planned Action Area.

A Planned Action may be a single Planned Action use or a combination of Planned Action uses together in a mixed use development. Planned Action uses include accessory uses.

(c) Public Services: The following public services, infrastructure and utilities are also Planned Actions: Multi-modal transportation improvements, water and sewer improvements, and stormwater improvements, considered in capital plans associated with the Eastside Center Subarea Plan.

i. Applicants for public services, infrastructure and utilities projects shall demonstrate consistency with the Eastside Center Subarea Plan, Bremerton Shoreline Master Program, and Bremerton Critical Areas Ordinance.

ii. Essential public facilities defined in RCW 47.06.140 are excluded from the Planned Action and not eligible for review or permitting as Planned Actions unless they are accessory to or part of a project that otherwise qualifies as a planned action.

(2) Development Thresholds:

(a) Land Use: The following amounts of various new land uses are contemplated by the Planned Action:

Table D2a-1. Alternative Comparison of Total and Net Growth

	Existing	No Action	Net Change*	Residential Focus	Net Change*	Employment Focus	Net Change*
Population	451	1,240	789	3,740	3,289	2,030	1,579
Dwellings *(including Conv Care)*	332	787	455	2,155	1,823	1,170	838
Jobs	2,851	3,740	889	1,457	(1,394)	4,171	1,320

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

(b) Shifting development amounts between land uses in Subsection 4(D)(2)(a) may be permitted when the total build-out is less than the aggregate amount of development reviewed in the EIS; the traffic trips for the preferred alternative are not exceeded; and, the development impacts identified in the Planned Action EIS and are mitigated consistent with Exhibit B.

(c) Further environmental review may be required pursuant to WAC 197-11-172, if any individual Planned Action or combination of Planned Actions exceed the development thresholds specified in this Ordinance and/or alter the assumptions and analysis in the Planned Action EIS.

(3) Transportation Thresholds:

(a) Trip Ranges & Thresholds. The maximum number of PM peak hour trips anticipated in the Planned Action Area and reviewed in the EIS is as follows:

Table D3a-1. PM Peak Hour Vehicle Trips Generated, All Alternatives

Alternative	PM Peak Hour Vehicle Trips	Net Change in Trip Generation Compared to No Action Alternative
No Action Alternative	1,656	—
Residential Focus Alternative	1,568	-88
Employment Focus Alternative	1,972	316

Source: Fehr & Peers, 2020.

(b) Concurrency. All Planned Actions shall meet the transportation concurrency requirements and the level of service (LOS) thresholds established in the Bremerton Comprehensive Plan and Chapter 11.12 BMC Transportation Development Code.

(c) Traffic Impact and Mitigation. The responsible City official shall require documentation by Planned Action Project applicants demonstrating that the total trips identified in Subsection 3.D(3)(a) are not exceeded, that the project meets the concurrency standards of Subsection 3.D(3)(b), and that the project has mitigated impacts consistent with **Exhibit B**.

(d) Discretion. The City Engineer or his/her designee or his/her designee shall have discretion to determine incremental and total trip generation, consistent with the Institute of Traffic Engineers (ITE) Trip Generation Manual (latest edition) or an alternative manual accepted by the City Engineer at his or her sole discretion, for each project permit application proposed under this Planned Action.

(4) Elements of the Environment and Degree of Impacts. A proposed project that would result in a significant change in the type or degree of adverse impacts to any element(s) of the environment analyzed in the Planned Action EIS, would not qualify as a Planned Action.

(5) Changed Conditions. Should environmental conditions change significantly from those analyzed in the Planned Action EIS, the City's SEPA Responsible Official may determine that the Planned Action designation is no longer applicable until supplemental environmental review is conducted.

(6) Substantive Authority. Pursuant to SEPA Substantive Authority at BMC 20.04.010 and Comprehensive Plan Policies, impacts shall be mitigated through the measures included in **Exhibit B**.

E. Planned Action Review Criteria.

(1) The City's SEPA Responsible Official may designate as "planned actions", pursuant to RCW 43.21C.030, applications that meet all of the following conditions:

(a) The proposal is located within the Planned Action area identified in **Exhibit A** of this ordinance;

(b) The proposed uses and activities are consistent with those described in the Planned Action EIS and Subsection 4(D) of this ordinance;

(c) The proposal is within the Planned Action thresholds and other criteria of Subsection 4(D) of this ordinance;

(d) The proposal is consistent with the City of Bremerton Comprehensive Plan and the Eastside Center Subarea Plan;

(e) The proposal's significant adverse environmental impacts have been identified in the Planned Action EIS;

(f) The proposal's significant impacts have been mitigated by application of the measures identified in **Exhibit B**, and other applicable City regulations, together with any modifications or variances or special permits that may be required;

(g) The proposal complies with all applicable local, state and/or federal laws and regulations, and the SEPA Responsible Official determines that these constitute adequate mitigation; and

(h) The proposal is not an essential public facility as defined by RCW 36.70A.200(1), unless the essential public facility is accessory to or part of a development that is designated as a planned action under this ordinance.

(2) The City shall base its decision on review of a Planned Action SEPA checklist (Exhibit B), or an alternative form approved by state law, and review of the application and supporting documentation.

(3) A proposal that meets the criteria of this section shall be considered to qualify and be designated as a planned action, consistent with the requirements of RCW 43.21C.030, WAC 197-11-164 et seq., and this ordinance.

F. Effect of Planned Action.

(1) Designation as a Planned Action Project by the SEPA Responsible Official means that a qualifying proposal has been reviewed in accordance with this Ordinance and found to be consistent with the development parameters and thresholds established herein, and with the environmental analysis contained in the Planned Action EIS.

(2) Upon determination by the City's SEPA Responsible Official that the proposal meets the criteria of Subsection 4(D) and qualifies as a planned action, the proposal shall not require a SEPA threshold determination, preparation of an EIS, or be subject to further review pursuant to SEPA.

G. Planned Action Permit Process. Applications for planned actions shall be reviewed pursuant to the following process:

(1) Development applications shall meet all applicable requirements of the Bremerton Municipal Code (BMC). Applications for planned actions shall be made on forms provided by the City and shall include the Planned Action SEPA checklist (Exhibit B).

(2) The City's SEPA Responsible Official shall determine whether the application is complete as provided in BMC Chapter 20.02.

(3) If the application is for a project within the Planned Action Area defined in Exhibit A, the application will be reviewed to determine if it is consistent with the criteria of this ordinance and thereby qualifies as a Planned Action project.

(a) The decision of the City's SEPA Responsible Official regarding qualification of a project as a Planned Action is a Type 1 decision. The SEPA Responsible Official shall notify the applicant of his/her decision. Notice of the determination on Type 1 decisions involving a planned action shall also be mailed or otherwise verifiably delivered to federally recognized tribal governments and to agencies with jurisdiction over the planned action project, pursuant to RCW 43.21C.440.

(b) If the project is determined to qualify as a Planned Action, it shall proceed in accordance with the applicable permit review procedures specified in BMC Chapter 20.02, except that no SEPA threshold determination, EIS or additional SEPA review shall be required.

(c) Notice of the application for a planned action project shall be consistent with Chapter 20.02 BMC.

(4) If notice is otherwise required for the underlying permit, the notice shall state that the project has qualified as a Planned Action. If notice is not otherwise required for the underlying permit, no special notice is required by this ordinance. See Subsection 4(G)(3)(a) regarding notice of the Type 1 decision.

(5) To provide additional certainty about applicable requirements, the City or applicant may request consideration and execution of a development agreement for a Planned Action project, consistent with RCW 36.70B.170 et seq.

(6) If a project is determined to not qualify as a Planned Action, the SEPA Responsible Official shall so notify the applicant and prescribe a SEPA review procedure consistent with the City's SEPA regulations and the requirements of state law. The notice shall describe the elements of the application that result in failure to qualify as a Planned Action.

(7) Projects that fail to qualify as Planned Actions may incorporate or otherwise use relevant elements of the Planned Action EIS, as well as other relevant SEPA documents, to meet their SEPA requirements. The SEPA Responsible Official may limit the scope of SEPA review for the non-qualifying project to those issues and environmental impacts not previously addressed in the Planned Action EIS.

SECTION 5. *Monitoring and Review.*

A. The City should monitor the progress of development in the designated Planned Action area as deemed appropriate to ensure that it is consistent with the assumptions of this ordinance and the Planned Action EIS regarding the type and amount of development and associated impacts, and with the mitigation measures and improvements planned for the Planned Action Area.

B. This Planned Action Ordinance shall be reviewed by the SEPA Responsible Official no later than five years from its effective date. The review shall determine the continuing relevance of the Planned Action assumptions and findings with respect to environmental conditions in the Planned Action area, the impacts of development, and required mitigation measures. The SEPA Responsible Official shall also consider the implementation of Public Agency Actions and Commitments in Exhibit C. Based upon this review, the City may propose amendments to this ordinance and/or may supplement or revise the Planned Action EIS.

SECTION 6. *Conflict.* In the event of a conflict between this Ordinance or any mitigation measures imposed thereto, and any Ordinance or regulation of the City, the provisions of this Ordinance shall control, except that the provision of any International Building Code shall supersede.

SECTION 7. *Severability*. If any one or more sections, subsections, or sentences of this Ordinance are held to be unconstitutional or invalid such decision shall not affect the validity of the remaining portions of this Ordinance and the same shall remain in full force and effect.

SECTION 8. *Effective Date*. This ordinance shall take effect and be in force ten (10) days from and after its passage, approval and publication as provided by law.

PASSED by the City Council the_____ day of _____, 2020

_____
Eric Younger, Council President

Approved this _____ day of _____, 2020

_____
Greg Wheeler, Mayor

ATTEST:

_____
Angela Hoover, City Clerk

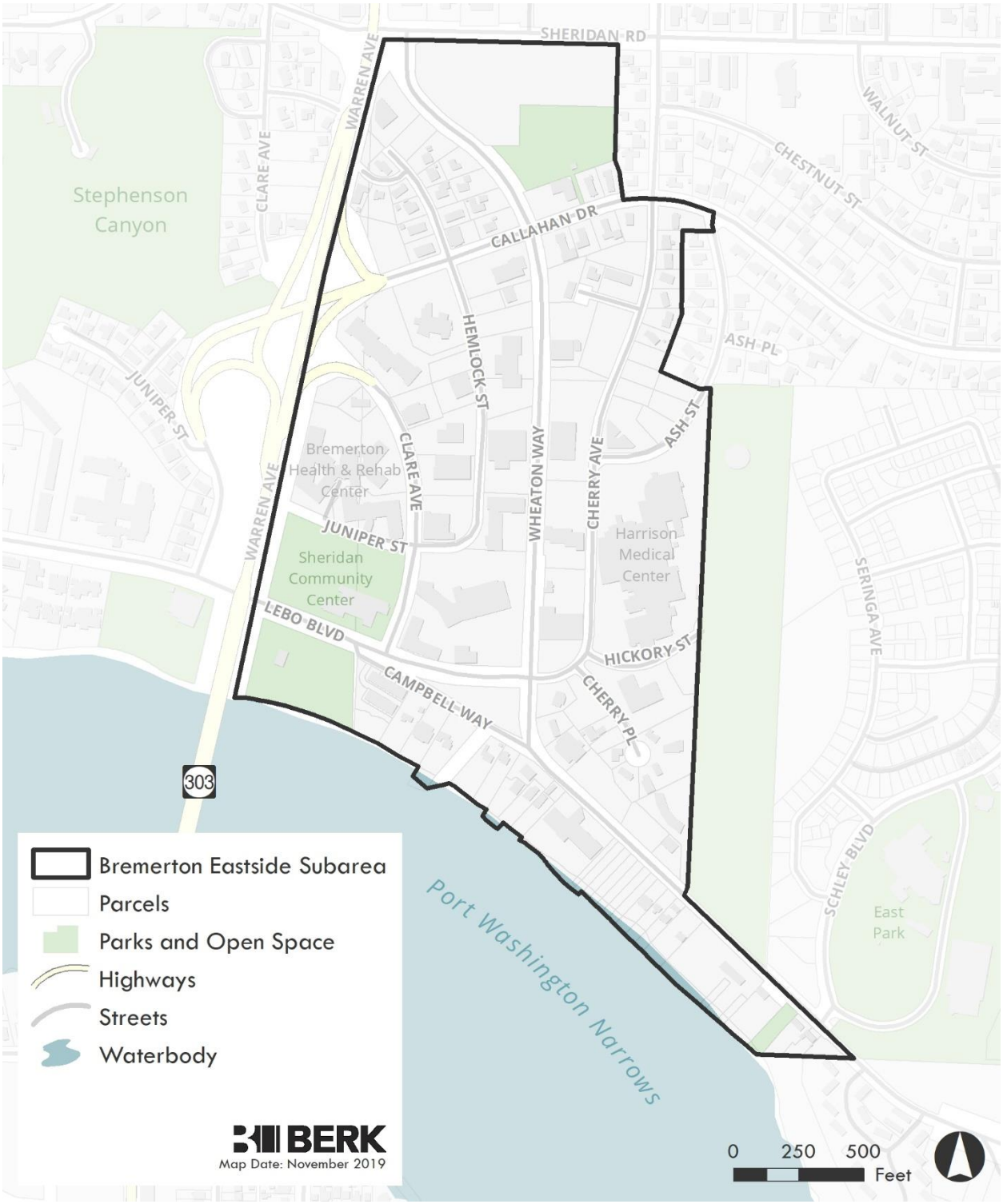
APPROVED AS TO FORM:

_____
Roger A. Lubovich, City Attorney

PUBLISHED the_____ day of _____, 2020
EFFECTIVE the _____day of _____, 2020

ORDINANCE NO. _____

Exhibit A: Eastside Subarea Planned Action Area



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

Exhibit B. SEPA Checklist and Mitigation Measures

Exhibit B: Example Environmental Checklist and Required Mitigation Document

INTRODUCTION

The State Environmental Policy Act (SEPA) requires environmental review for project and non-project proposals that are likely to have adverse impacts upon the environment. In order to meet SEPA requirements, the City of Bremerton issued the Eastside Center Planned Action Draft Environmental Impact Statement (EIS) on March 6, 2020, and the Final EIS was issued on XX, 2020. The Draft and the Final EIS together are referenced herein as the "EIS". The EIS has identified significant beneficial and adverse impacts that are anticipated to occur with the future development of the Planned Action Area, together with a number of possible measures to mitigate those significant adverse impacts.

On XX, 2020, the City of Bremerton adopted Ordinance No. _____ establishing a planned action designation for the Eastside Center studied as Planned Action in the EIS (see **Exhibit A**). SEPA Rules indicates review of a project proposed as a planned action is intended to be simpler and more focused than for other projects (WAC 197-11-172). In addition, SEPA allows an agency to utilize a modified checklist form that is designated within the planned action ordinance (see RCW 43.21c.440). This **Exhibit B-1** provides a modified checklist form adopted in the Eastside Center Planned Action Ordinance.

MITIGATION DOCUMENT

A Mitigation Document is provided in **Exhibit B-2**, and also summarized in the environmental checklist. **Exhibit B-2** establishes specific mitigation measures, based upon significant adverse impacts identified in the EIS. The mitigation measures shall apply to future development proposals which are consistent with the Planned Action scenarios reviewed in the EIS, and which are located within the Eastside Center Planned Action Area (see **Exhibit A**). In addition **Exhibit B-3** provides details of transportation and parks mitigation requirements.

APPLICABLE PLANS AND REGULATIONS

The EIS identifies specific regulations that act as mitigation measures. These are summarized in **Exhibit B-4** by EIS topic, and are advisory to applicants. All applicable federal, state, and local regulations shall apply to Planned Actions, including the regulations that are adopted with the Preferred Alternative. Planned Action applicants shall comply with all adopted regulations where applicable including those listed in the EIS and those not included in the EIS.

INSTRUCTIONS TO APPLICANTS

This environmental checklist asks you to describe some basic information about your proposal. The City of Bremerton will use this checklist to determine whether the project is consistent with the analysis in the Eastside Center Planned Action EIS and qualifies as a planned action, or would otherwise require additional environmental review under SEPA. Answer the questions briefly, with the most precise information known, or give the best description you can. You must answer each question accurately and carefully, to the best of your knowledge. The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The City may ask you to explain your answers or provide additional information. In most cases, you should be able to answer the questions from your own project plans and the Eastside Center Planned Action EIS without the need to hire experts.

EXHIBIT B-1 MODIFIED SEPA CHECKLIST

A. Proposal Description

Date:			
Applicant:			
Property Owner:			
Property Address	Street:	City, State, Zip Code:	
Parcel Information	Assessor Parcel Number:	Property Size in Acres:	
Give a brief, complete description of your proposal.			
Property Zoning	District Name:	Building Type:	
Permits Requested (list all that apply)	▫ Land Use: ▫ Building:	▫ Engineering: ▫ Other:	
	All Applications Deemed Complete? Yes __ No __ Explain:		
	Are there pending governmental approvals of other proposals directly affecting the property covered by your proposal? Yes __ No __ Explain:		
Existing Land Use	Describe Existing Uses on the Site:		
Proposed Land Use – Check and Circle All That Apply	▫ Mixed Use ▫ Residential	▫ Commercial ▫ Open Space, Recreation	
Dwellings	# Existing Dwellings: #____ Dwelling Type _____ #____ Dwelling Type _____	# Proposed Dwellings Units: #____ Type _____ #____ Type _____	Proposed Density (du/ac):
	Dwelling Threshold Total in Ordinance: XXX	Dwelling Bank Remainder as of _____20__ _____dwellings	
Non-residential Uses: Building Square Feet	Existing:	Proposed:	
	Employment in Ordinance: XXX	Job Remainder as of _____20__ _____ square feet	
Building Height	Existing Stories: Existing Height in feet	Proposed Stories: Proposed Height in feet:	
Parking Spaces	Existing:	Proposed:	
Impervious Surfaces	Existing Square Feet:	Proposed Square Feet:	
PM Peak Hour Weekday Vehicle Trips	Existing Estimated Trips Total:	Future Estimated Trips Total:	Net New Trips:
	Source of Trip Rate: ITE Manual ___ Other ____	Transportation Impacts Determined Consistent with BMC Chapter 11.12 Transportation Development Code: Yes ____ No ____	

Proposed timing or schedule (including phasing).	
Describe plans for future additions, expansion, or further activity related to this proposal.	
List any available or pending environmental information directly related to this proposal.	

B. Environmental Checklist and Mitigation Measures

NATURAL ENVIRONMENT CHECKLIST AND MITIGATION MEASURES

Geology/Soils Checklist and Mitigation Measures

1. Description of Conditions A. General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other _____ B. What is the steepest slope on the site (approximate percent slope)? _____ C. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? _____	**Staff Comments:**
2. Describe the purpose, type, and approximate quantities of any filling or grading proposed. Indicate source of fill.	
3. Has any part of the site been classified as a "geologically hazardous" area? (Check all that apply) □ Landslide Hazards □ Erosion Hazards □ Seismic Hazards □ Liquefaction Hazards □ Other: _____ Describe:	
4. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations**:** □ Temporary erosion and sediment controls □ Compliance with grading and fill standards □ Compliance with Critical Area Regulations Explain:	

Water Resources/Stormwater Checklist and Mitigation Measures

5. Will the proposal require or result in (check all that apply and describe below): □ any work over, in, or adjacent to (within 200 feet) Port Washington Narrows? □ fill and dredge material that would be placed in or removed from surface water or wetlands? □ surface water withdrawals or diversions? □ discharges of waste materials to surface waters? □ groundwater withdrawal or discharge? □ waste materials entering ground or surface waters?	**Staff Comments:**
6. Describe the source of runoff (including stormwater) and method of collection, treatment, and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.	
7. Is the area designated a critical aquifer recharge area? If so, please describe:	

Water Resources/Stormwater Checklist and Mitigation Measures

8. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?	
9. **What measures are proposed to reduce or control water resources/stormwater impacts?** Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations **(check all that apply):** □ Compliance with construction-related stormwater requirements, including temporary erosion and sediment control, and development and implementation of a stormwater pollution and spill prevention plan. □ Determination of necessary permanent, long-term water quality treatment requirements. □ Low Impact Development (LID) techniques employed, consistent with BMC 15.04.020 and the Eastside Center Subarea Plan? □ Adequate erosion protection at outfalls. □ Other: Explain:	

Plants and Animals Checklist and Mitigation Measures

10. Check or circle types of vegetation found on the site: □ Deciduous tree: Alder, maple, aspen, other _____ □ Evergreen tree: Fir, cedar, pine, other □ Shrubs □ Grass □ Pasture □ Crop or grain □ Wet soil plants: Cattail, buttercup, bullrush, skunk cabbage, other □ Water plants: Water lily, eelgrass, milfoil, other _____ Other types of vegetation: _____	**Staff Comments:**
11. Are there wetlands on the property? Please describe their acreage and classification.	
12. Is there riparian habitat on the property?	
13. What kind and amount of vegetation will be removed or altered?	
14. List threatened or endangered species known to be on or near the site	
15. Are there plants or habitats subject to Critical Areas and/or Shoreline Master Program?	
16. Is the proposal consistent with critical area regulations, shoreline regulations, and requirements of the Eastside Center Subarea Plan? Please describe.	
17. Proposed landscaping, use of native plants, buffers, or other measures to preserve or enhance vegetation on the site, if any:	

Plants and Animals Checklist and Mitigation Measures

18. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations **(check all that apply):** □ Compliance with Critical Areas Ordinance □ Compliance with Shoreline Master Program □ Implementation of on-site or street frontage green infrastructure □ Other: Explain:	

LAND USE/POPULATION, EMPLOYMENT, AND HOUSING/HISTORIC RESOURCES CHECKLIST AND MITIGATION MEASURES

Population/Employment/Housing Land Use Checklist and Mitigation Measures

19. What is the current use of the site and adjacent properties?	**Staff Comments:**
20. Describe any structures on the site. Will any structures be demolished? If so, what type, dwelling units, square feet?	
21. The current Comprehensive Plan designation is "Subarea Plan". What is the current zoning classification of the site?	
22. What is the current Comprehensive Plan designation and zoning classification of adjacent sites?	
23. If applicable, what is the current shoreline master program designation of the site?	
24. What is the planned use of the site? List type of use, number of dwelling units and building square feet.	
25. Approximately how many people would reside or work in the completed project?	
26. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.	
27. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.	
28. Approximately how many people would the completed project displace?	
29. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national or state preservation registers? If so, specifically describe.	
30. Are there any landmarks, features, or other evidence of Indian or historic use or occupation. This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or	

Population/Employment/Housing Land Use Checklist and Mitigation Measures

near the site? Please list any professional studies conducted at the site to identify such resources.	
Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations **(check all that apply):** □ Compliance with Eastside Center Subarea Plan. □ Compliance with other applicable land use and shoreline policies and development regulations. □ Compliance with tribal, federal, or state consultations or permits for cultural or eligible historic resources. □ Other Explain:	

TRANSPORTATION CHECKLIST AND GREENHOUSE GAS MITIGATION MEASURES

Transportation Checklist and Mitigation Measures

31. Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on site plans, if any.	**Staff Comments:**
32. Is site currently served by public transit? If not, what is the approximate distance to the nearest transit stop?	
33. How many parking spaces would the completed project have? How many would the project eliminate?	
34. Will the proposal require any new roads or streets, or improvements to existing roads or streets, not including driveways? If so, generally describe (indicate whether public or private).	
35. How many PM peak hour vehicular trips per day would be generated by the completed project?	
36. Is the land use addressed by the EIS Greenhouse Gas Analysis?	
37. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations **(check all that apply):** □ Evaluate and mitigate roadways consistent with Planned Action Ordinance Section 4.D(3). □ Transportation Management Programs (TMPs) □ Parking Reduction Incentive □ Other: Explain:	

AESTHETICS CHECKLIST AND MITIGATION MEASURES

Aesthetics Checklist and Mitigation Measures

38. What is the tallest height of any proposed structure(s)?	**Staff Comments:**
39. Would any views in the immediate vicinity be altered or obstructed?	
40. Would the proposal produce light or glare? What time of day would it mainly occur?	
41. Could light or glare from the finished project be a safety hazard or interfere with views?	
42. What existing offsite sources of light or glare may affect your proposal?	
43. Would shade or shadow affect public parks, recreation, open space, or gathering spaces?	
44. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations **(check all that apply):** □ Compliance with Eastside Center Subarea Plan. □ Use of Incentives for Height including public benefits in exchange for increased height? □ Compliance with other applicable land use and shoreline policies and development regulations. □ Other: Explain:	

PUBLIC SERVICES AND UTILITIES CHECKLIST AND MITIGATION MEASURES

Public Services and Utilities Checklist

45. Water Supply: Would the project result in an increased need for water supply or fire flow pressure? Can City levels of service be met?	**Staff Comments:**
46. Wastewater: Would the project result in an increased need for wastewater services? Can City levels of service be met?	
47. Police Protection: Would the project increase demand for police services? Can City levels of service be met?	
48. Fire and Emergency Services: Would the project increase demand for fire and/or emergency services? Can levels of services be met?	
49. Schools: Would the project result in an increase in demand for school services? Can levels of services be met? Is an impact fee required?	

Public Services and Utilities Checklist	
50. Parks and Recreation: Would the project require an increase in demand for parks and recreation? Can levels of services be met?	
51. Other Public Services and Utilities: Would the project require an increase in demand for other services and utilities? Can levels of services be met?	
52. Proposed Measures to control impacts including **Exhibit B-1 and B-4 regarding** Mitigation Required for Development Applications and **Exhibit B-3** Applicable Regulations **(check all that apply):** □ Capital Facility Plan has been considered, and development provides its fair share of the cost of improvements consistent with applicable local government plans and codes. □ Law enforcement agency has been consulted, and development reflects applicable code requirements. □ Fire protection agency has been consulted, and development complies with Uniform Fire Code. □ School district has been consulted, and appropriate mitigation has been provided, if applicable. □ Onsite park/recreation, or fee-in- lieu is required. □ Developer has coordinated with City to ensure that sewer lines, water lines, or stormwater facilities will be extended to provide service to proposed development site where required. □ General facility charges have been determined to ensure cumulative impacts to utilities are addressed. □ Other Measures to reduce or control public services and utilities impacts: Explain:	

C. Applicant Signature

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature:	
Date:	

D. Review Criteria

REVIEW CRITERIA

The City's SEPA Responsible Official may designate "planned actions" consistent with criteria in Ordinance No. _____ Subsection 4.E.

Criteria	Discussion
(a) the proposal is located within the Planned Action area identified in Exhibit A of this Ordinance;	
(b) the proposed uses and densities are consistent with those described in the Eastside Center Planned Action EIS and Section 4.D of this Ordinance;	
(c) the proposal is within the Planned Action thresholds and other criteria of Section 4.D of this Ordinance;	
(d) the proposal is consistent with the City of Bremerton Comprehensive Plan and the Eastside Center Subarea Plan;	
(e) the proposal's significant adverse environmental impacts have been identified in the Planned Action EIS;	
(f) the proposal's significant impacts have been mitigated by application of the measures identified in Exhibit B, and other applicable City regulations, together with any modifications or variances or special permits that may be required;	
(g) the proposal complies with all applicable local, state and/or federal laws and regulations, and the SEPA Responsible Official determines that these constitute adequate mitigation;	
(h) the proposal is not an essential public facility as defined by RCW 36.70A.200(1), unless the essential public facility is accessory to or part of a development that is designated as a planned action under this ordinance.	

DETERMINATION CRITERIA

Applications for planned actions shall be reviewed pursuant to the process in Ordinance No. ____ Section 4.G.

Requirement	Discussion
Applications for planned actions were made on forms provided by the City including this Eastside Center Environmental Checklist and Mitigation Document.	

Requirement	Discussion
The application has been deemed complete in accordance with BMC Chapter 20.02.	
The proposal is located within Planned Action Area pursuant to Exhibit A of this Ordinance	
The proposed use(s) are listed in Section 4D of the Ordinance and qualify as a Planned Action.	

E. SEPA Responsible Official Determination

A. Qualifies as a Planned Action: The application is consistent with the criteria of Ordinance_____ and thereby qualifies as a Planned Action project.
It shall proceed in accordance with the applicable permit review procedures specified in _____, except that no SEPA threshold determination, EIS or additional SEPA review shall be required.
Notice shall be made pursuant to BMC Chapter 20.02. as part of notice of the underlying permits and shall include the results of the Planned Action determination. If notice is not otherwise required for the underlying permit, no special notice is required. See Section 4.G(3)(a) regarding notice of the Type 1 decision.
The review process for the underlying permit shall be as provided in BMC Chapter 20.02.
NOTE: If it is determined during subsequent detailed permit review that a project does not qualify as a planned action, this determination shall be amended.

Signature	
Date:	

B. Does not Qualify as Planned Action: The application is not consistent with the criteria of Ordinance _____, and does not qualify as a Planned Action project for the following reasons:

Projects that fail to qualify as Planned Actions may incorporate or otherwise use relevant elements of the Planned Action EIS, as well as other relevant SEPA documents, to meet their SEPA requirements. The SEPA Responsible Official may limit the scope of SEPA review for the non-qualifying project to those issues and environmental impacts not previously addressed in the Planned Action EIS.

SEPA Process Prescribed:

C. Responsible Official Signature

Signature:	
Date:	

EXHIBIT B-2 MITIGATION DOCUMENT

This section is intended to include "Incorporated Plan Features" or "Other Proposed Mitigation Measures" referenced in the Draft EIS if not incorporated into the Subarea Plan Code. To the extent mitigation measures are incorporated into the Subarea Plan and Code, they would be part of applicable regulations and not necessary in the SEPA mitigation measures. Exhibit B-3 that follows would include more detailed procedures for some mitigation measures e.g. if planned improvements would be funded by SEPA mitigation fees.

Natural Environment

Population, Employment, and Housing

Land Use and Aesthetics

Transportation

Public Services

Utilities

EXHIBIT B-3 ADDITIONAL MITIGATION REQUIREMENTS & PROCEDURES

Pending: See Draft EIS for mitigation measures. If transportation and parks mitigation fees are collected for proposed improvements identified as mitigation measures, procedures would be included in this section.

Transportation

Parks and Open Space

Other

EXHIBIT B-4 APPLICABLE REGULATIONS AND ADVISORY NOTES

The Eastside Employment Center Subarea Plan includes goals, policies, and development regulations as well as capital investments. In addition, the following regulations may apply.

Natural Environment

Development and redevelopment projects within the study area that have the potential to impact environmentally sensitive natural resources will require compliance with federal, state, and local regulations. Mitigation sequencing to avoid, minimize, and mitigate environmental impacts is typically required for all applicable permitting reviews and authorizations. The table below provides a regulatory permit matrix for actions requiring local, state, and federal authorizations. Appropriate mitigation measures specific to project alternatives will need to be proposed when alternatives are farther along in the planning process. This may include preservation, enhancement, and restoration of wetland and marine shoreline buffer.

Environmental Regulations

Jurisdictional Agency	Regulations/Authorizations
City of Bremerton	Pre-Application submittal Conference SEPA Determination (No Action Alternative) Planned Action Consistency Determination (Action Alternatives) Shoreline Exemption or Substantial Development Permit Critical Areas Review
Washington State Department of Ecology (Ecology)	Section 401 Water Quality Certification Construction Stormwater General Permit Coastal Zone Management Act Consistency Certification
Washington Department of Fish and Wildlife (WDFW)	Hydraulic Project Approval (HPA)
Department of Archaeology and Historic Preservation (DAHP)	Cultural Resources Review Form EZ1
U.S. Army Corps of Engineers	Section 404 Clean Water Act Section 10 Rivers and Harbor act Requires Compliance with: Section 7 of Endangered Species Act Section 106 Historic Preservation Act Magnuson-Stevens Act

Sources: City of Bremerton Municipal Code; Herrera 2020.

Population, Employment, and Housing

None.

Land Use and Aesthetics

Bremerton's Municipal Code contains regulations that help to ensure land use compatibility.

- Title 20 Land Use Code, except where regulated by the Subarea Plan and associated development regulations.
- Bremerton Shoreline Master Program (SMP).

In terms of historic and cultural resources the following local, state, and federal laws or rules apply:

- Bremerton's SMP includes policies and regulations that would require appropriate cultural review by tribal and other agencies.
- State funded capital projects require Governor's Executive Order 0505 review. Implementation of the Executive Order requires all state agencies implementing or assisting capital projects using funds appropriated in the State's biennial Capital Budget to consider how future proposed projects may impact significant cultural and historic places.
- Section 106 of the National Historic Preservation Act requires that each federal agency identify and assess the effects its actions may have on historic buildings.

Transportation

The following regulations address transportation:

- Travel Demand Management (TDM): Washington State Commute Trip Reduction (CTR) law requires employers with 100 or more employees and located in high-population counties to implement TDM programs.
- Bremerton 2016 ADA Transition Plan
- Bremerton Complete Streets Ordinance
- Bremerton Capital Improvement Program
- The following sections of the BMC:
  - 11.12.060 Traffic Impact Analysis Reports.
  - 11.12.070 Traffic Impact Mitigation.
  - 11.12.090 Dedication of Right-Of-Way.
  - 11.12.110 Street Frontage Improvements.

Public Services

The following regulations address public services:

- Title 18 Fire – Includes requirements for fire suppression.
- City Services Element and Appendix – Addresses levels of service and capital improvements for fire, police, and parks. This is updated every eight years with the Comprehensive Plan.
- Parks, Recreation, and Open Space (PROS) Plan 2020 – Establishes a plan for 2020-2025 and a 20-year plan including capital projects.
- Bremerton School District Levy 2020 – Addresses Capital Replacement projects to ensure proper function of current schools.

Utilities

Water

When evaluating new construction, Bremerton Public Works and Utilities Department personnel determine the ability of the water system to meet fire flow requirements at that location with a minimum of 20 psi residual pressure throughout the distribution system. If the water system cannot provide the required fire flow for the specific project, the developer is required to revise building construction and/or make the necessary improvements to the distribution system to meet the project's fire flow requirements as established by the Fire Marshal.

BMC Chapter 15.02 includes provisions for service connections and mains to be upgraded by developers during redevelopment if required to meet engineering design and construction standards. Chapter 15.02 also includes provisions for installation of pumps if required to achieve adequate pressure during peak demands.

Wastewater

BMC Chapter 15.03 includes provisions for wastewater service connections and extensions when existing connections are inadequate or sewer mains are not present along the frontage of a property.

Stormwater

BMC Chapter 15.04 includes provisions that require redevelopment to meet stormwater management requirements of the Stormwater Management Manual for Western Washington related to stormwater treatment. Under all the alternatives these requirements are expected to result in a net improvement in the quality of stormwater that is discharged to the Port Washington Narrows. 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.

Appendix C.
Land Capacity Method

Bremerton Eastside Employment Center

Growth Estimate Methodology

No Action Alternative

Within the EEC, 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. See Exhibit 1.

Exhibit 1. Comprehensive Plan EEC Growth Estimates

Source	Population	Housing	Jobs
Existing	451	332	2,851
Table LU-G Comp Plan Land Use Appendix 2016 Adopted Plan	750	350	450
Comprehensive Plan Transportation Model 2016	789 (est)*	455 (households)	889
Total	**1,201-1,240**	**682-787**	**3,301-3,740**

Notes: The population was estimated based on persons per household (~1.735) derived by dividing 2018 population and household estimates prepared by the Puget Sound Regional Council (PSRC) for the EEC in 2019.
Source: City of Bremerton, 2019; BERK, 2019.

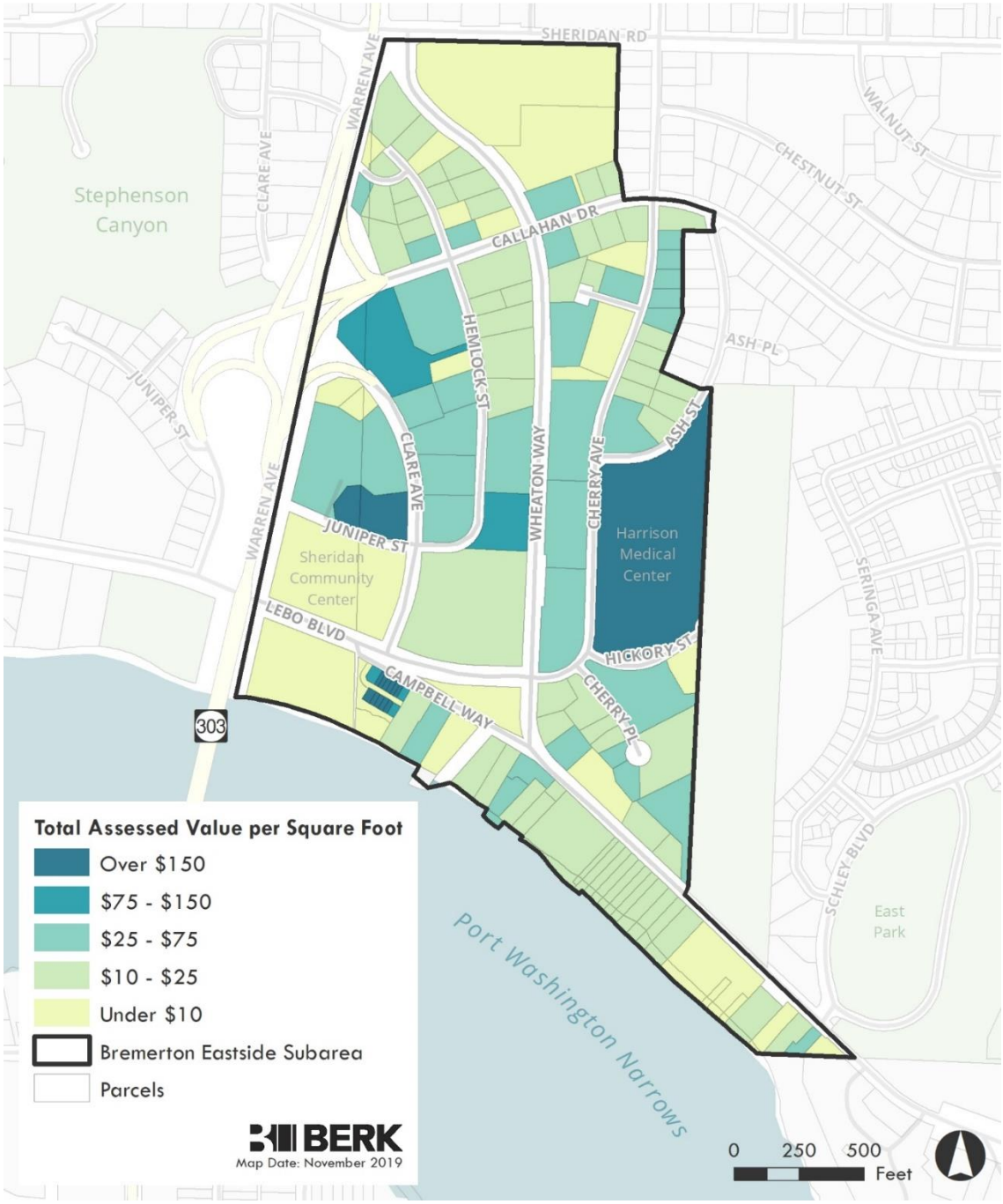
While transportation analysis zones do not neatly fit the study area, the growth estimates are modest and at least encompass the Comprehensive Plan assumptions and are carried forward.

Action Alternatives

Action alternatives' capacity estimates considered available land as follows:

- Exclude public owned land and easements/tracts.
- Include land considered redevelopable if the relationship of assessed value is < $75 assessed value per square feet. See Exhibit 2. Redevelopable land considered also involved exceptions:
  - Hospital is included
  - Convalescent homes excluded
  - Some sites built out excluded (staff identified and others)

Exhibit 2. Assessed Value per Square Foot



Source: Kitsap County Assessor, 2019; BERK 2019.

The analysis adjusted redevelopable land with reductions:

- Removed 65-foot depth on shoreline consistent with the Commercial use environment buffer and setback.
- Market Factor 25% reduction for land not likely to change in planning period
  - This is half of the 50% centers reduction in the 2014 Buildable Lands Report. A rationale is due to the proposed park and street investments and Planned Action Ordinance.

- Apply~90% of maximum densities for a conservative estimate and some variation in building type. See Exhibit 3.
- Apply ~90% of maximum square feet per acre for employment which may involve building additions or new buildings. See Exhibit 3.

Exhibit 3. Land Use / Zoning Designations Building Types and Development Intensity

Color	Designation	Typical Building Types	Typical Development per acre (/ac)	Capacity Assumptions	SF per AC	Job Rate
	Center Residential High	5 story multi-family building	40-60 du/ac	54		
	Center Residential Medium	3 story multi-family building	30-40 du/ac	36		
	Center Residential Low	Townhouses + courtyard apartments	20-30 du/ac	27		
	Multi-Use	Office building – 3-5 story Residential – Retail	20-40du/ac assumed	23-36*	14,000	200
	Mixed Use	3-5 story multi-family over 1 story commercial	40-50 du + 6-7,000 retail sf/ac	45	10,000	333
	Employment Center Retail	Commercial buildings	13-15,000 retail sf/ac	0	14,000	333
	Employment Center Corporate Campus	5-7 story office buildings with some structured parking	20-30,000 sf/ac	0	25,000	200

* Low Residential Focus and High Employment Focus.
Source: Makers 2019.

Other critical areas like geologic hazards or critical aquifer recharge areas were not deducted since the areas may be buildable subject to performance standards. An extra percentage for public lands was not removed. Rather all existing public lands and rights of way were excluded.