8

References

References

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Appendix A

Land Use Designations & Zoning Districts

The Study Area is designated as an Employment Center (EC) in the Comprehensive Plan. See Exhibit 39. The Plan anticipates future land use changes as well as desired intensity and character for the area:

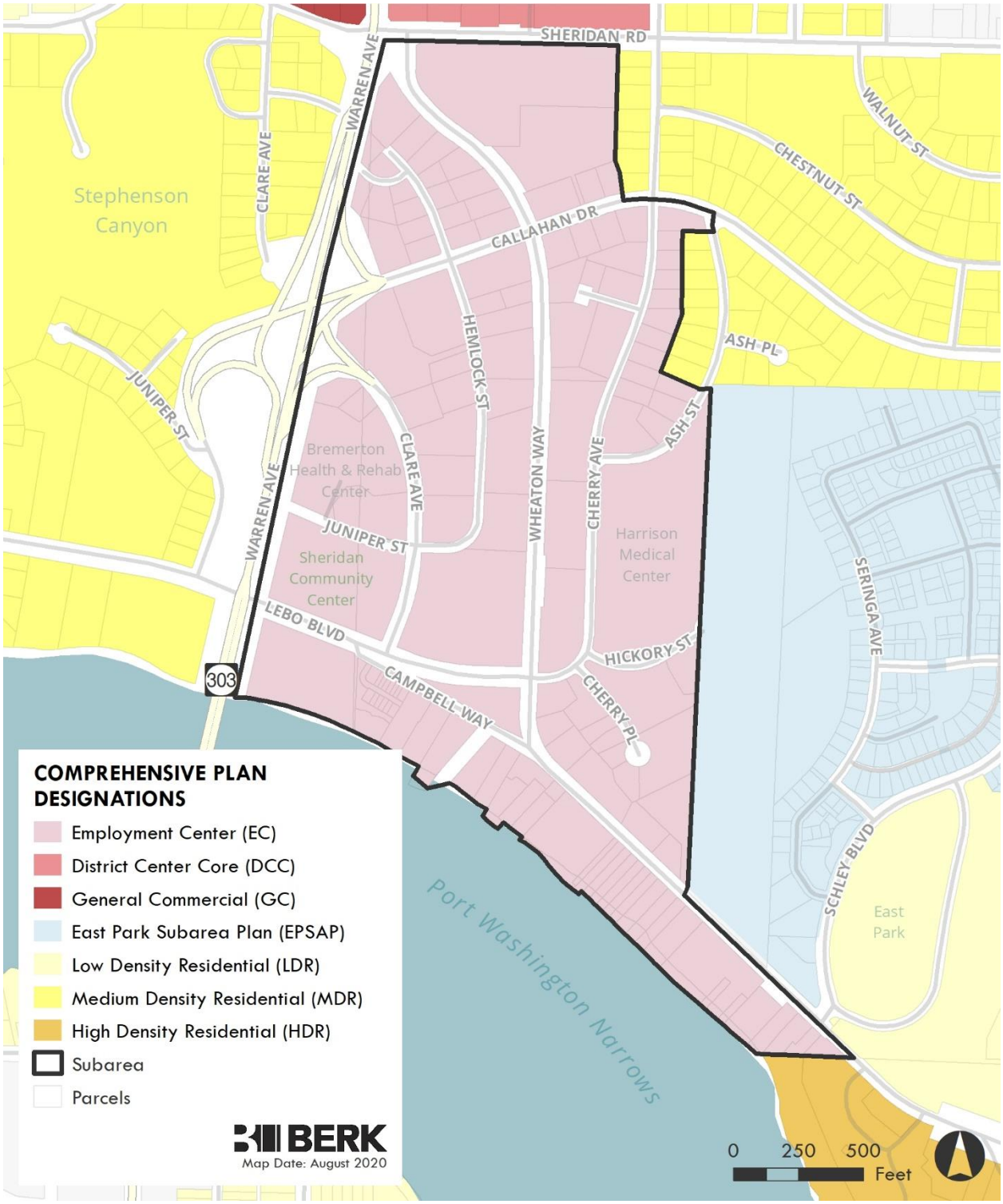
Employment Centers are intended to be mixed-use environments characterized by co-location of employment activities, residential, and commercial amenities for workers. The center type allows for large scale employment activities that may draw workers from a large geographic area, where workers can also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

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

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

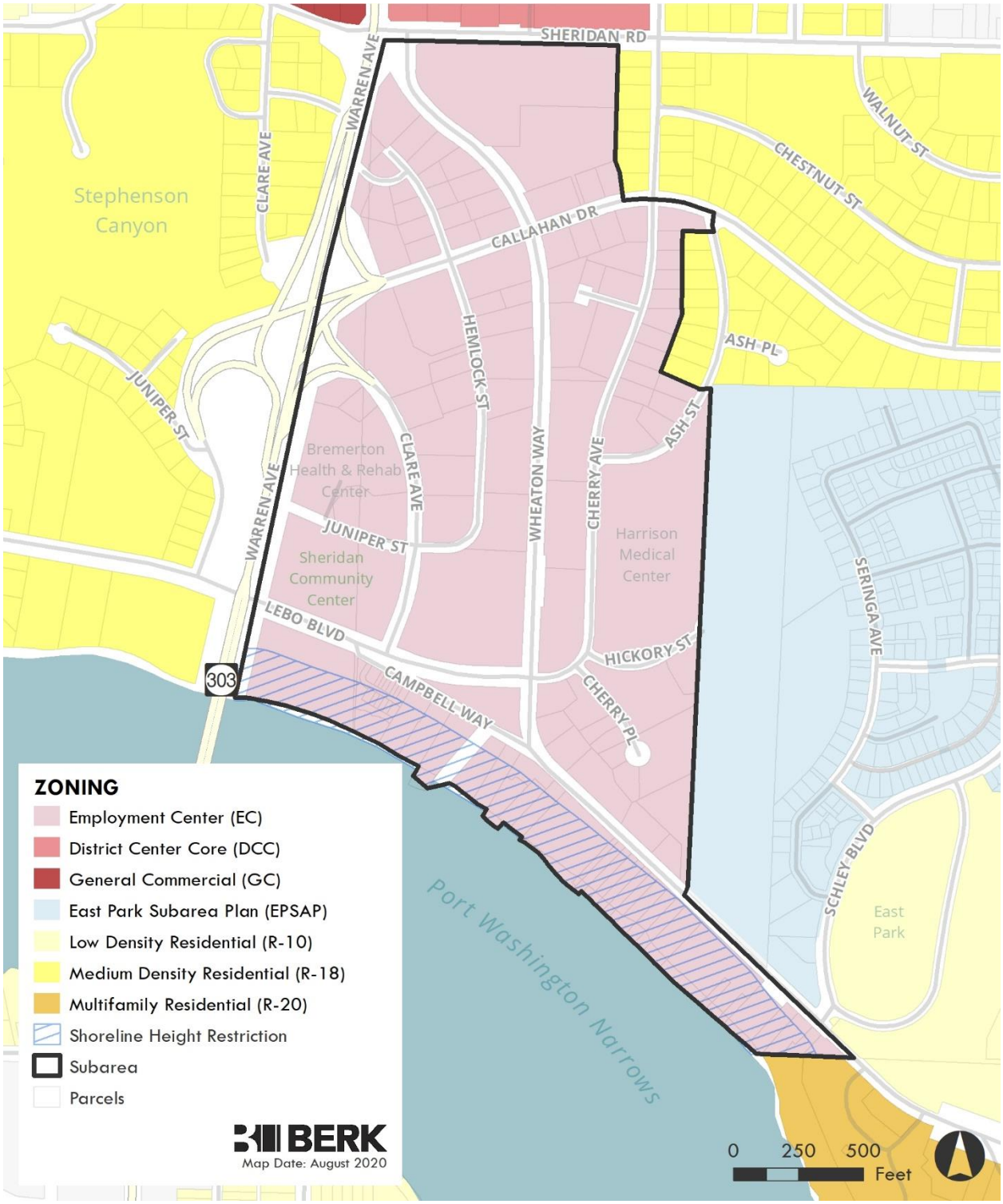
Zoning follows the Future Land Use Designations with EC as the primary zone, and its description is similar to the Comprehensive Plan designation. The minimum allowed residential density in the EC is 15 dwelling units per acre. Allowed building heights are 80' for residential uses and 60' for nonresidential uses. For mixed uses, allowed building height will be based on the use that predominantly (50% or greater) occupies the structure. See Exhibit 40 for a zoning map and Exhibit 41 for a chart of standards.

Exhibit 39 Comprehensive Plan Future Land Use Designations, 2019



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

Exhibit 40 Current Zoning Within Study Area



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

Development Standards Under Current Zoning

Exhibit 41 Maximum Development Standards for Current Zoning

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

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

Anticipated Growth & Development Capacity

Population in Bremerton is expected to grow from approximately 39,650 in 2012 to 53,407 in 2036. The total new population of 13,757 persons (approximately 6,400 household units) expected in the community by 2036 will live in a variety of single-family households and multi-family settings within and outside centers. See Exhibit 42.

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 Village, 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 42 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

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

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

Buildable Lands Capacity

Within the Eastside Village, 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 43 Comprehensive Plan Eastside Village Growth Estimates

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

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

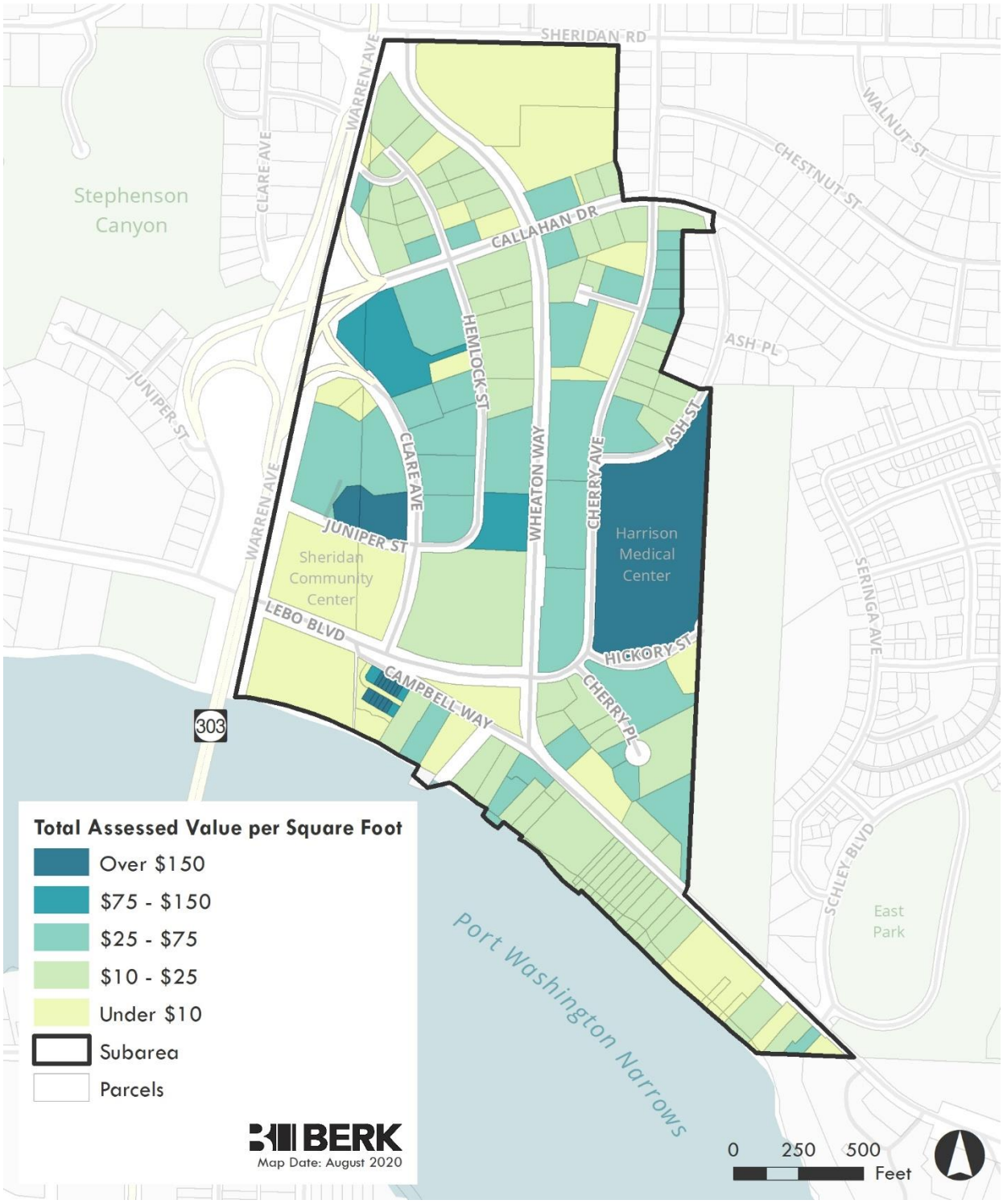
Redevelopment Potential

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

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

Exhibit 44 Assessed Value Per Square Foot



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

Draft Alternatives & Public Comment

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

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

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

No Action Alternative

The current intent for the Eastside Village is for a well-planned and designed environment where a potentially large employee population is offered the option to live near places of employment. The No Action Alternative would continue the current Comprehensive Plan designation and Zoning. No Planned Action would be adopted to facilitate environmental review of new development or redevelopment.

Employment Focus Alternative

The Employment Focus Alternative creates a new mix of businesses including: two corporate campuses on the north near Sheridan Road and on the current hospital site; multi-use areas along major routes flexibly allowing office, residential, or mixed use commercial; and a retail core at Campbell Way and Wheaton Way. A node of high and low residential density dwellings would be located to the northeast largely respecting existing development. See Exhibit 46.

A new connecting road extending from Sheridan Road to Callahan Drive and a round-about at Clare/Callahan Drive and SR 303 provide additional circulation options to support employment uses. Mid-block crossings improve walkability and access. Improved park space at Sheridan Community Center and Sheridan Park, and added park space would be located in proximity to the water tower near Callahan Drive. See Exhibit 47

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 45.

Exhibit 45. Employment Focus Alternative: Current and Planned Growth

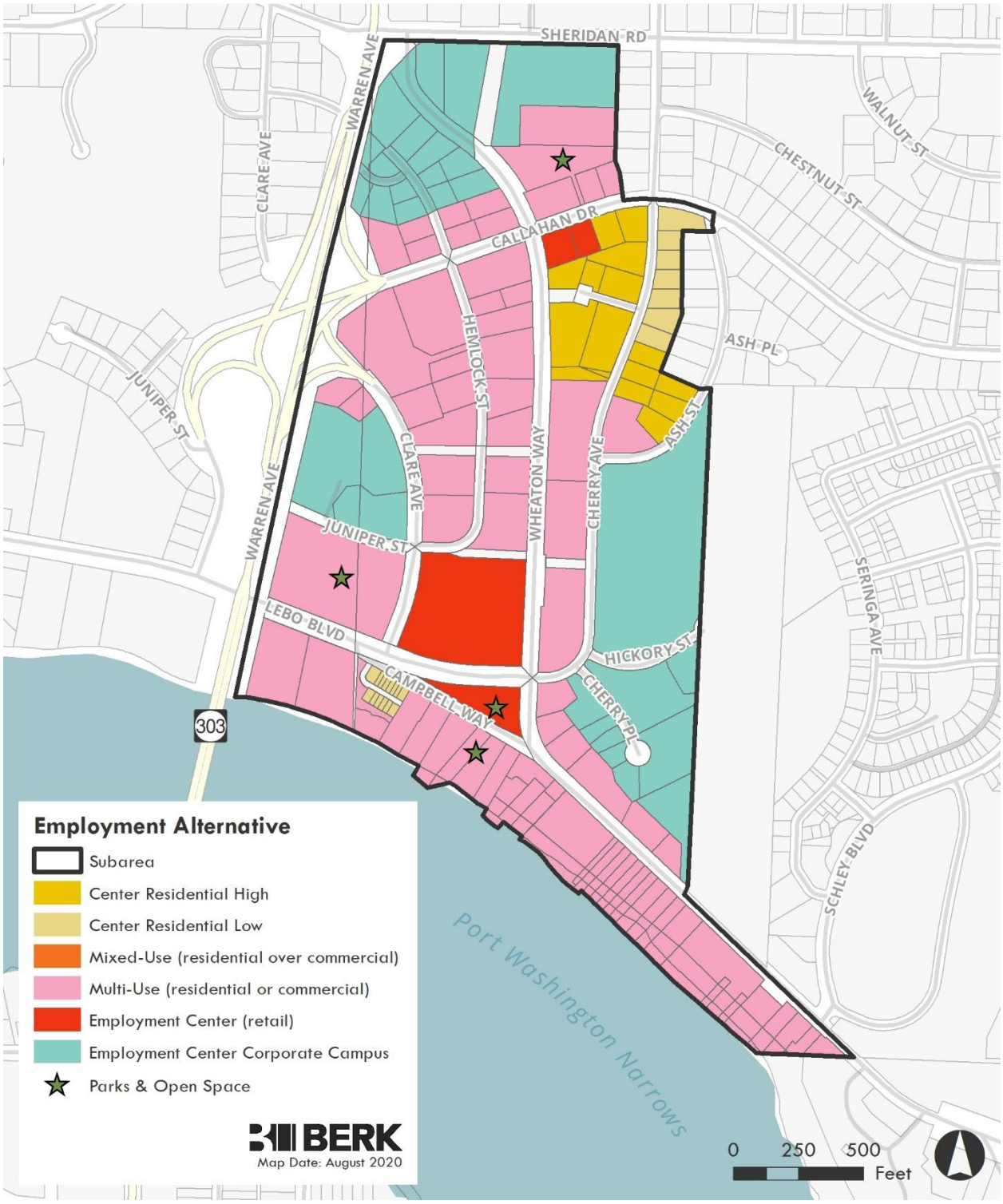
	Existing	Employment Focus: 2040	Net Change*
Population	451	2,030	1,579
Dwellings (*including Convalescent Care)*	332	1,170	838
Jobs	2,851	4,171	1,320

* Net change compared to existing

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

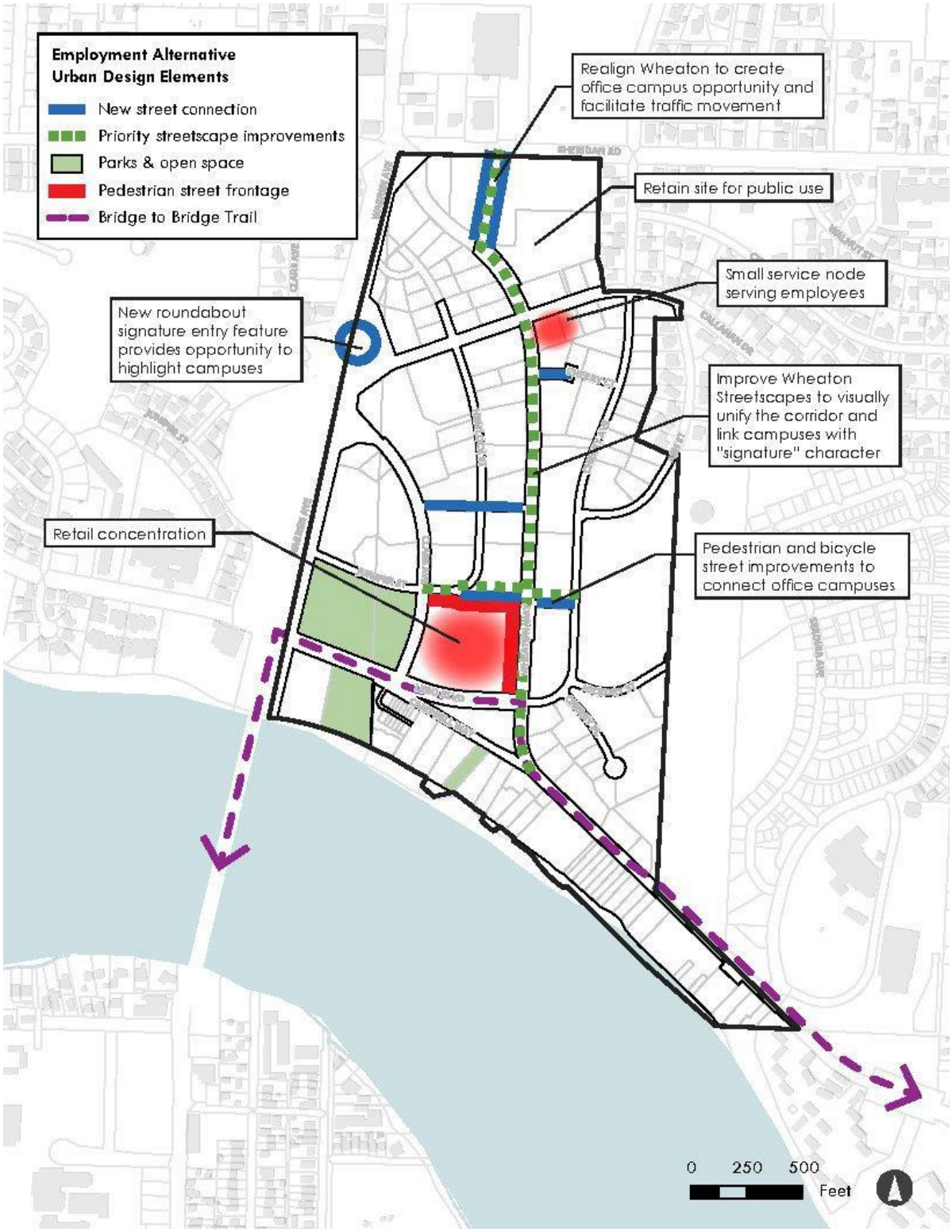
The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Exhibit 46.Employment Focus Alternative



Source: Makers, 2019; BERK 2019.

Exhibit 47. Employment Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Residential Focus

The Residential Focus Alternative would recognize market conditions that are favorable for high density residential development. Residential uses would be designed to take advantage of topography, open space, and water views and be supported by quality commercial services and mixed waterfront restaurant and retail destinations. High density residential development would be newly established on the Harrison Medical Center site at Cherry Avenue and along Wheaton Way north. Areas of flexible multi-use would be placed along central and lower Wheaton Way offering professional office, commercial, or residential development opportunities. Mixed uses with one floor of commercial and multiple floors of residential uses would be centrally focused around Lebo Way and Wheaton Way. See Exhibit 49

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 50.

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 48.

Exhibit 48.Residential Focus Alternative: Current and Planned Growth

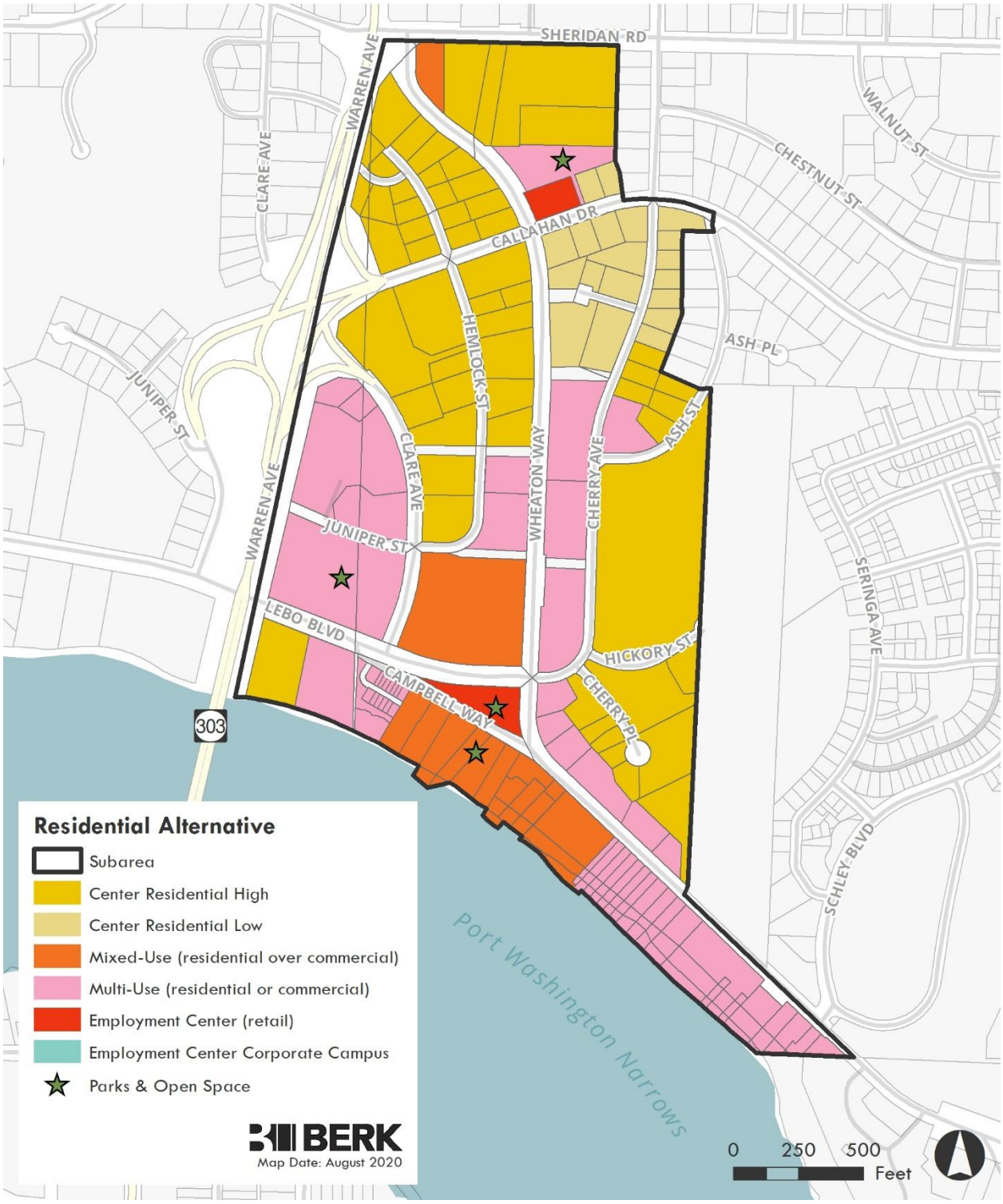
	Existing	Residential Focus	Net Change*
Population	451	3,739	3,289
Dwellings (*including Convalescent Care)*	332	2,155	1,823
Jobs	2,851	1,457	(1,394)

*Net change compared to existing.

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

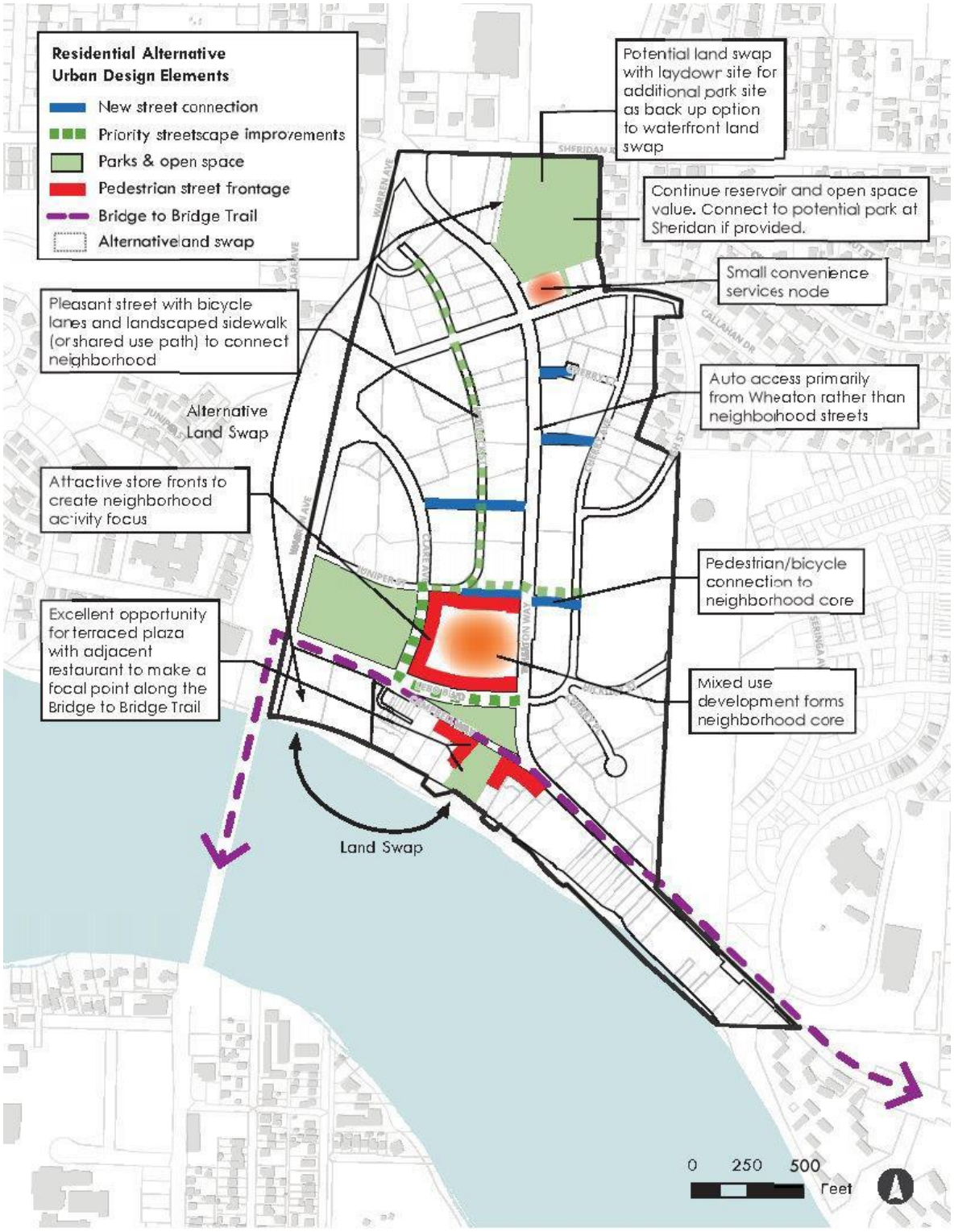
The Residential Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Exhibit 49. Residential Focus Alternative



Source: Makers, 2019; BERK, 2019.

Exhibit 50.Residential Focus Alternative Street and Park Improvements



Source: Makers, 2020.

Land Use Comparisons

Alternative Comparisons

Major features of the alternatives are described and compared below.

Land Use

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

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

Exhibit 51. 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 Low	Townhouses + courtyard apartments	20-30 du/ac
	Multi-Use	Office building – 3-5 story Residential – Retail**	20-40 du/ac and13-15,000 retail sf/ac
	Mixed Use	3-5 story multi-family over 1 story commercial	40-50 du + 6-7,000 retail sf/ac
	Employment Center Retail	Commercial buildings	13-15,000 retail sf/ac
	Employment Center Corporate Campus	5-7 story office buildings with some structured parking	20-30,000 sf/ac

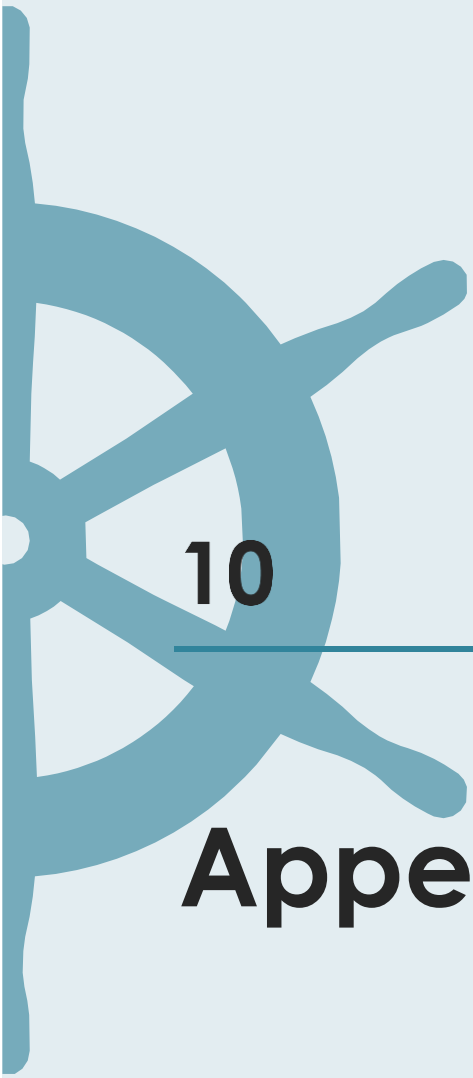
Note: *Existing single-family and other existing lower density housing would be allowed. **Residential may be 3-5 stories over 1 story of retail.

Source: Makers, 2019.

Comprehensive Plan Amendments

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

- The Comprehensive Plan Land Use Map would be amended to replace Employment Center (illustrated on Exhibit 39) with a designation called "Subarea Plan".
- Goals and Policies in Land Use Element would be amended to refer to Subarea Plan Goals and Policies. See Chapter 2 Vision & Guidance Framework.
- Infrastructure and park concepts would be integrated into the Community Services Appendix and eventually into functional plans. See Chapter 7 Infrastructure Investments, and Chapter 3 Urban Design Concepts, respectively, for infrastructure and park concepts. The City's Noise Provisions (BMC 6.32.010(c)) shall be updated to reference this plan
- Repeal BMC 20.92 Employment Center as this SAP supersedes it.



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Appendix B

Preliminary Concept for New Park with Stormwater Features at Lebo Blvd and Campbell Way

The City of Bremerton is considering acquiring and developing a parcel near the intersection of Lebo Boulevard and Campbell Way for use as a stormwater park. The park would be used as a dual-purpose facility to provide water quality treatment and serve as a public gathering space within the Eastside Village. As part of this analysis, Herrera conducted a high-level assessment of existing background information, researched precedent images for regional stormwater parks, and identified key opportunities and challenges for potentially developing this parcel into a stormwater park.

The purpose of this technical memorandum is to conduct a high-level review of the feasibility and potential benefit of a stormwater park at this site. The results are intended to help the City decide whether to include the stormwater park concept in the Eastside Village subarea plan and potentially invest more effort into conceptual engineering design and grant application preparation for this multi-benefit opportunity.

Methods of Analysis

The potential park site is located on an existing 36,120 sf parcel (R121490531200). As a starting point, it was assumed that up to half of the parcel (approximately 18,000 sf) could be devoted to water quality treatment facilities and the other half to park facilities (hardscape, paths, benches, gathering spaces). The actual area for stormwater treatment facilities may be smaller or larger depending on whether some additional right of way area is used to provide treatment or if a larger gathering area is desired.

The primary stormwater outfall for the Eastside Village is a 21-inch storm drainage pipe that flows under the middle of the triangle site (approximately 12- to 15-ft below ground surface) and discharges to the Puget sound at the Campbell Way Outfall south of the triangle site. Herrera reviewed the approximate profile of this pipe to confirm that it may be feasible to bypass a portion of the stormwater from the storm main to the site by constructing a diversion structure upgradient from the triangle site.

The tributary area upstream of this outfall is approximately 200-acres and has a modeled 2-year peak flow rate of 48.75 cubic feet per second (Personal communication from City of Bremerton [Outfall Modeling Summary]). An adjacent 30-acre drainage basin (East Park) was analyzed by Herrera in 2010. Based on these analyses, the off-line water quality flow rate for the basin is estimated to be between 20 cfs and 30 cfs; 25 cfs was used to estimate the potential water quality treatment benefit of the stormwater park opportunity by varying the potential stormwater treatment facility sizes from 9,000 sf to 18,000 sf and a range of potential infiltration rates of treatment media from 3 inches per hour (representing conventional bioretention media with safety factors) to 100 inches per hour (representing proprietary stormwater treatment media types). Cartridge-type stormwater treatment systems were not evaluated, though they should be considered as an option during preliminary design.

Results

Based on examining a range of available stormwater treatment facility footprints and infiltration rates of filter media, it may be feasible to treat 100 percent of the offline water quality flow rate from the Campbell Way drainage basin (assumes at least 18,000 sf is available for stormwater treatment facility surface area and an infiltration rate of 60 inches per hour for the filter media used). Assuming 20 acres of pollutant generating surfaces in the Campbell Way drainage basin (rough estimate of 10% of the basin), this project may be able to meet the stormwater treatment requirements of the Stormwater Management Manual for Western Washington for the full 20 acres. However, these results are based on high-level analysis; the actual water quality benefits could be much less depending on available space for stormwater treatment facilities, the type of media used, and potential unidentified site constraints.

Summary of Opportunities and Challenges

Opportunities

- **Stormwater Treatment** The park could provide water quality treatment for all pollutant generating surfaces from the Campbell Way drainage basin. (*Note*: *Further design development is needed to refine the estimate of potential water quality treatment benefit*)
- **Educational Benefits** The park could have aesthetic and educational benefits by creating an amenity that could communicate the connection between stormwater in the urban environment and aquatic resources that depend on clean water, thereby fostering better environmental stewardship.
- **Community benefits** The park would revitalize a parcel that is well-situated near the Puget Sound, improve the pedestrian experience and enhance public offerings within the City of Bremerton.

Challenges

1. **Pipe Depth** The parcel is generally flat and somewhat sloped toward the water. The existing storm drainage system is approximately 12 to 15 feet below surface grade of the existing parcel. In order to route stormwater flow into the park via gravity flow, a diversion structure would need to be installed approximately 150 to 300 feet upstream underneath Wheaton Way and a new storm drainpipe would be required to route the water quality flow rate into the park. After treatment, stormwater would be routed back into the existing stormwater system and discharged into the Puget Sound. Alternatively, stormwater could be mechanically pumped from the existing storm drainage piping underneath the parcel, routed through the water quality treatment system in the park and discharged back into the existing storm drainage system. The technical feasibility, cost, and maintenance requirements related to these options would need to be studied in more detail.

2. **Stormwater from Mixed Sources.** Because the park would be at the downstream end of the basin, stormwater from multiple sources is mixed together in the existing storm main (i.e. the flow contains runoff from some cleaner surfaces [roofs] and some dirtier surfaces [roads]).

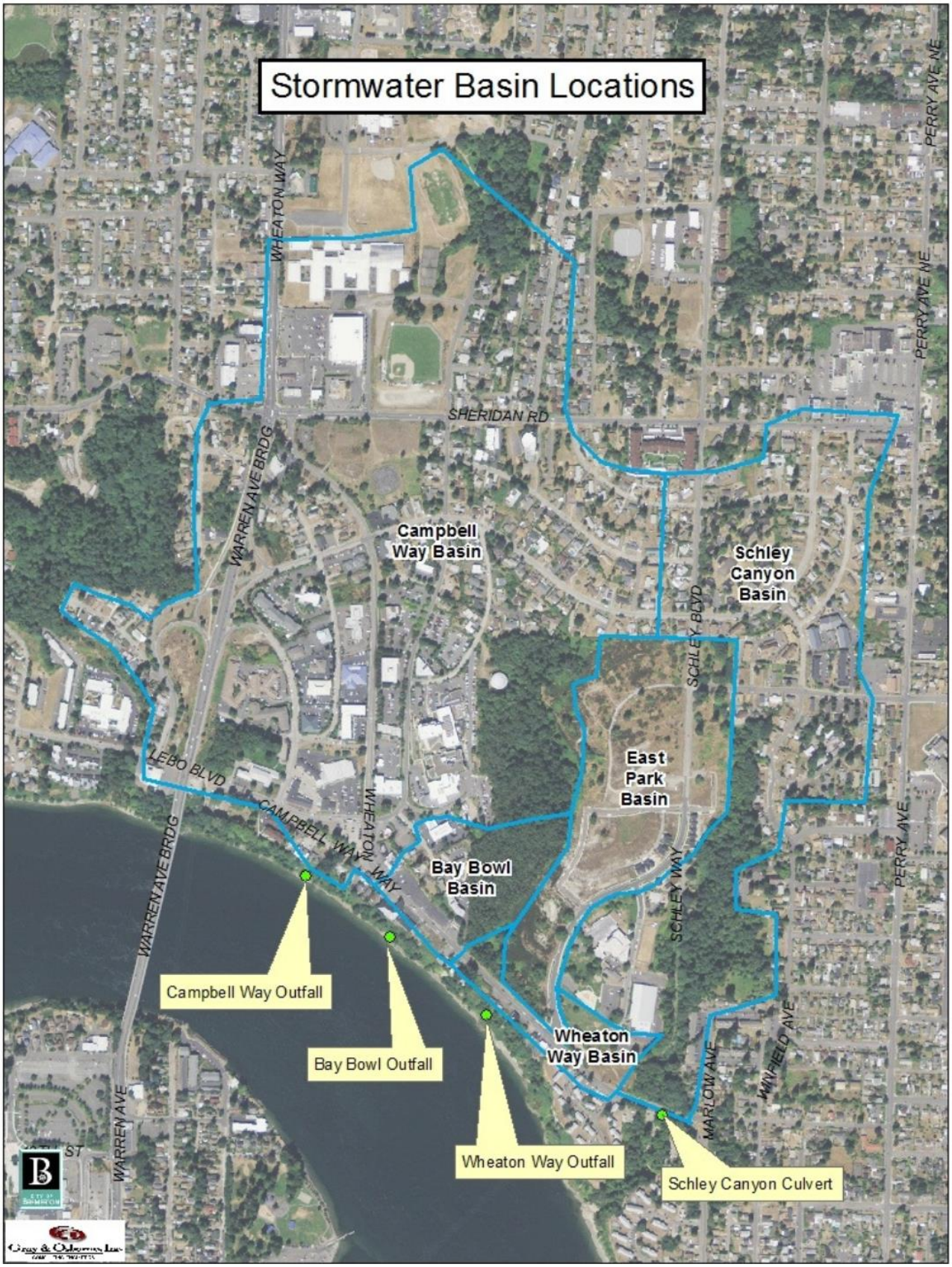
The stormwater park would tread the mixed flow, as it would likely be financially infeasible to separate out runoff from pollution generating surfaces into a separate pipeline. As a result, the facility will need to treat a higher flow rate than if it were treating runoff from only pollution generating impervious surfaces.

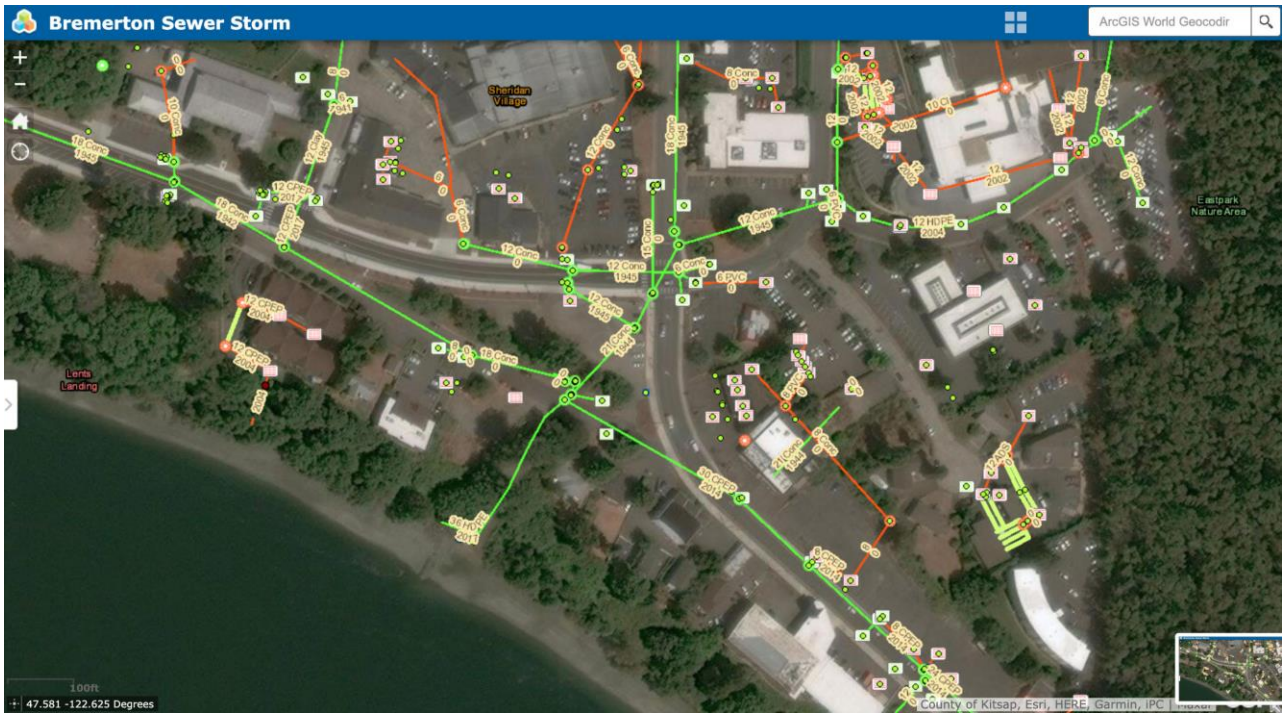
3. **Baseflow**. The Campbell Way basin is likely to have baseflow most of the wet season, and possibly year-round. Baseflow can negatively affect performance of stormwater treatment BMPs and will need to be carefully considered during design.

The following images are included to support for discussion or urban design development:

- Google Earth Pro aerial with parcel location.
- Google Earth Pro aerial with approximate profile of existing grades.
- Campbell Way basin map and outfall location.
- City of Bremerton Storm Sewer system GIS information.
- Precedent images from Manchester Stormwater Park, Whispering Firs Stormwater Park, Point Defiance Stormwater Treatment Facility and Rochester Infiltration Pond.


Wheaton Way
92 ft
747 ft
-0.3%
Campbell Way
Lebo Blvd
© 2020 Google
Google Earth
1994
Imagery Date: 5/13/2018 47°34'52.59" N 122°37'38.07" W elev 92 ft eye alt 841 ft
Graph: Min, Avg, Max Elevation: 7, 95, 134 ft
Range Totals: Distance: 1154 ft Elev Gain/Loss: 8.64 ft, -135 ft Max Slope: 12.0%, -42.6% Avg Slope: 2.0%, -11.0%
134 ft
100 ft
75 ft
50 ft
25 ft
7 ft
92 ft
-0.3%
250 ft
500 ft
747 ft
1000 ft
1154 ft


Stormwater Basin Locations
WHEATON WAY
PERRY AVE NE
SHERIDAN RD
WARREN AVE BRDG
Campbell Way Basin
Schley Canyon Basin
SCHLEY BLVD
East Park Basin
LEBO BLVD
CAMPBELL WAY
WHEATON WAY
Bay Bowl Basin
PERRY AVE
SCHLEY WAY
Campbell Way Outfall
Bay Bowl Outfall
Wheaton Way Basin
MARLOW AVE
MAYFIELD AVE
WARREN AVE
ST
Wheaton Way Outfall
Schley Canyon Culvert


Bremerton Sewer Storm
ArcGIS World Geocodir
Sheridan Village
Eastpark Nature Area
Lents Landing
100ft
47.581 -122.625 Degrees
County of Kitsap, Esri, HERE, Garmin, IPC