

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

## CITY OF BREMERTON COMPREHENSIVE PLAN

October 29, 2016



### BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.<sup>1</sup> This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

### DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of Bremerton, adopted by the city on May 18, 2016. PSRC last certified the City of Bremerton's comprehensive plan amendments in 2012. PSRC staff reviewed the 2016 comprehensive plan amendments and coordinated with city staff in the development of this report.

### CERTIFICATION RECOMMENDATION

Based on the review of the City of Bremerton comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

**The Puget Sound Regional Council certifies that the transportation-related provisions in the City of Bremerton 2016 comprehensive plan update conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.**

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<sup>1</sup> The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

The remainder of this report contains a summary of the PSRC review of the City of Bremerton comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and Local Comprehensive Plan Checklist, is listed in high-level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the city is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

## Part I: Conformity with Growth Management Act Transportation Planning Requirements

### SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

**Land use assumptions and forecasts of travel demand** that are internally consistent and consistent with growth targets.

**Service and facility needs**, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

**Financing and investments**, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

**Intergovernmental coordination** with neighboring cities, counties, and regional and state agencies.

**Demand management**, including programs to implement the Commute Trip Reduction Act.

**Pedestrian and bicycle planning**, including project funding and capital investments, education, and safety.

**Land uses adjacent to airports**, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The City of Bremerton's comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- Provisions to support bicycle and pedestrian mobility, including guidance on preferred nonmotorized level of service standards, maps of the pedestrian and bike priority networks and policies to support safe nonmotorized access and effective connections with public transit (TR3(D), TR3(E)).
- Policies to support intergovernmental coordination in transportation planning through coordination with Kitsap County, WSDOT, Washington State Ferries, Kitsap Transit and other entities to plan, fund and implement joint projects and programs.

- ☑ Various policies to support safety, including spacing driveways to avoid conflicts between pedestrians and automobiles and traffic calming by using curb bulbs, median obstacles, reducing street widths, or other measures (TR3(B), TR3(I)).
- ☑ Emphasis on stakeholder input and outreach in development of the transportation element. The plan includes public outreach findings from stakeholder and community workshops and includes a policy to expand opportunities for public involvement in the identification, design, and implementation of transportation related improvements within Bremerton (TR1(L)).
- ☑ Emphasis on context-sensitive design in transportation planning and streetscape enhancements and beautification. For example, TR3(H) calls for restoring and creating unique neighborhoods via formation of distinctive streetscapes and traffic controlling devices.

**DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for improvement of the plan to better align with GMA transportation planning requirements.

## Part II: Consistency with Regional Plans and Policies

**OVERVIEW**

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region’s long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region’s residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

### VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The comprehensive plan includes a statement describing how the plan supports VISION 2040, including the multicounty planning policies (MPPs) and the Regional Growth Strategy.

## Environment

**SCOPE OF REVIEW**

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

**Stewardship**, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

**Earth and habitat**, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

**Water quality**, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

**Air quality and climate change**, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

**DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The Bremerton comprehensive plan addresses the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- ☑ The plan includes policies to address greenhouse gas emissions and support multijurisdictional efforts to address sea-level rise, ocean acidification, and impacts of climate change (LU3(C), LU3(D), E1(G)). The plan also includes a detailed list of climate change strategies, including scale of impact and feasibility.
- ☑ The plan includes varies polices to support integration and preservation of parks and open space (LU3-OP(A), LU3-OP(B), LU3-OP(C), CS1(H)).
- ☑ Policies to maintain and improve water quality, stormwater management and low-impact development (LU3(E), LU3(G), LU3(K), E3(B), E3(E), E3(F)).

#### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the environment.

## Development Patterns – Including the Regional Growth Strategy

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

**Urban areas**, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

**Centers**, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

**Unincorporated urban areas**, including policies that advance annexation and orderly transition of governance.

**Resource lands**, including identification of steps to limit development.

**Regional design**, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

**Health and active living**, addressing healthy environment, physical activity and well-being, and safety.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- ☑ The plan accommodates a significant share of growth in Kitsap County, anticipating an additional 6,400 new housing units and 18,800 new jobs by 2036. The plan includes policies that support growth within Bremerton’s regional growth center. Consistent with VISION 2040, TR5(L) calls for a prioritized list of transportation projects, including projects that support the regional Downtown Center and Puget Sound Industrial Center-Bremerton and the City’s Centers Concept.
- ☑ The plan supports the Transportation 2040 physical design guidelines through various policies that address pedestrian-oriented design and civic uses. For example, LU2-Cen(C) encourages incentives and flexibility to enable development in centers, including alternative parking options such as payment in lieu of parking spaces.
- ☑ The plan promotes infill by supporting adaptive reuse, restoring environmentally degraded property, flexible development regulations to allow transitions over time, and considering zoning regulations that promote occupancy for buildings with prolonged vacancies (LU2(A), LU2(B), LU2(C), LU3(I), E1(D)).
- ☑ Emphasis on transition of unincorporated areas to city governance through coordinating with Kitsap County to consider development regulations, planned level of service, and infrastructure standards within the city’s urban growth areas and encouraging and assisting property owners in existing unincorporated “islands” or “peninsulas” to annex to the city (LU1-UGA(A) - LU1-UGA(K), CS3(M)). The plan also

includes a zoning equivalence table to coordinate county and city land use designation in unincorporated urban areas.

- ☑ Emphasis on health and social equity throughout the plan. The city encourages the local food movement and small urban gardens, particularly for low-income neighborhoods, promotes healthy community design to improve walkability and links between neighborhoods, and emphasizes land use regulations that give opportunities for fair access to livelihood, education, and resources (LU4(C), LU4(D), LU4(E), Goal LU4, LU4-Cen(A)). The plan also includes maps of health and food access conditions in the Land Use appendix.

#### **DISCUSSION: AREAS FOR FURTHER WORK**

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- ☐ PSRC will be reviewing center subarea plans for certification, and the city should ensure that it has addressed requirements of [PSRC's Center Plan Checklist](#) for the regional growth center. More information on center planning can be found in PSRC's [Plan Review Manual](#), page 3-1.

## **Housing**

### **SCOPE OF REVIEW**

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

**Increased housing production opportunities**, including diverse types and styles for all income levels and demographic groups.

**Affordable housing needs**, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

**Regional housing objectives** in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- ☑ Policies support access to affordable housing and housing choice through non-traditional housing types, accommodating Bremerton's fair share of countywide need, and dispersing affordable housing options close to employment and public transportation (Goal H3, H3(A), H3(B), H3(E)).
- ☑ Policies support preserving and enhancing the city's existing housing stock. For example, H1(D) calls for financial assistance to repair substandard structures that provide housing for low and moderate income persons.
- ☑ Multiple policies addressing special needs housing. For example, H2(E) calls for addressing unique needs of emergency group housing, homeless shelters, students, military personnel, elderly, and low-income housing. The Housing appendix also includes a comprehensive discussion of special needs housing and support services.

### **DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on housing.

# Economy

## SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

**Retention and recruitment efforts** that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

**Equitable benefits and impacts**, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

**Adequate housing growth in centers** through collaboration with the private sector and provision of infrastructure.

## DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- An economic development element and appendix that includes a discussion of conditions, recent trends, and place-based strategies to support economic growth in Bremerton.
- Goals and policies to support living wage jobs, educational opportunities, workforce training programs, small businesses and start-ups (ED1(C), ED1(D)).
- Emphasis on the role of the downtown center and existing commercial developments, including ED2(A), which calls for upgrades and rehabilitation of existing development through decorative lighting, window displays, recognition of historic storefronts and signage, and maintenance and repair for pedestrian-scale enhancements.

## DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comment at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans

- VISION 2040 calls for economic development efforts within the region to include programs and provisions for distressed areas and areas with disadvantaged populations (MPP-Ec-11,12,13). The city should work to develop and add to the plan supportive policies, programs, and strategies that address MPP-Ec-11, 12, and 13. PSRC's [Planning for Whole Communities Toolkit](#) has tools on enhancing economic opportunity.

## Transportation

### SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

**Maintenance, management, and safety**, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

**Support for the regional growth strategy**, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

**Improved transportation options and mobility**, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

**Linking land use and transportation**, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Bremerton comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- ☑ Multiple goals and policies to encourage the continued development of public transit and other alternatives to single occupant vehicle travel. The plan includes policies to require new development and redevelopment to incorporate transit, pedestrian, and nonmotorized measures, such as bus shelters or pull-outs, extending connectivity of the nonmotorized system, furthering complete streets, and enhancing the pedestrian environment through open space or green streets (TR2(A)). The plan also includes a policy to identify corridors for development of future mass transit options such as bus rapid transit, etc. (TR1(K)).
- ☑ Provisions that support equity in transportation and mobility for all residents through policies demonstrating awareness and consideration for special needs populations, providing ADA-accessible facilities, supporting transportation needs of traditionally underserved neighborhoods and vulnerable populations, and accommodating persons with disabilities using appropriate design standards (TR1(M), TR1(N), TR4(N), and CS2(G))
- ☑ Mode split goals for the regional growth centers which reflect the desire to reduce single-occupant automobile travel as a share of commute trips.

### DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comment at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans (please also see comments addressing Growth Management Act transportation planning requirements starting on page 3 of this report):

- ☐ Consistent with MPP-DP-55, the plan includes guidance on potential layered network facility completeness measures for pedestrian, bicycling, and transit priority areas. The city is encouraged to continue developing policies, standards, and regulatory approaches that incorporate multiple travel modes. While there are challenges involved in implementing multimodal level-of-service standards, progress in this area would strengthen and reinforce the plan's vision of supporting walking, biking and transit. The Washington State Department of Commerce's [Transportation Element Guidebook](#) has information on how to set level-of-service standards and identify system needs (pages 143-150 and 183-189). PSRC has resources on [multimodal concurrency](#).

## Public Services

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

**Promote more efficient use of existing services**, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

**Promote renewable energy and alternative energy sources.**

**Plan for long-term water needs**, including conservation, reclamation and reuse.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Bremerton comprehensive plan update contains policies that address the public services provisions of VISION 2040. Highlights include:

- Policies emphasize waste reduction and recycling measures (E1(A) – E1(C)).
- Provisions that support sustainable building methods and materials and reduce solid waste through salvage and reuse of building materials (E1(N), E1(P)).
- Comprehensive documentation of capital facilities needs and finances over the life of the plan.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on public services.

## Conclusion

PSRC staff thanks the city for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the city has questions or needs additional information, please contact Liz Underwood-Bultmann at 206-464-6174 or [LUnderwood-Bultmann@psrc.org](mailto:LUnderwood-Bultmann@psrc.org).