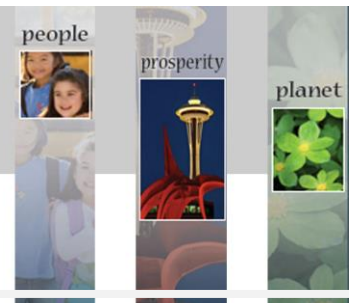


PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

THE CITY OF BREMERTON MIC SUBAREA PLAN

AUGUST 26, 2014



BACKGROUND

A major emphasis of the Washington State Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council (PSRC) have worked together to develop an overall process for reviewing local, countywide, regional, and transit agency policies and plans for compatibility and consistency. VISION 2040, Transportation 2040, and the Adopted Policy and Plan Review Process call for PSRC to review and certify subarea planning efforts of jurisdictions with designated regional centers.¹ This process also provides an opportunity to coordinate and share information related to local and regional planning.

VISION 2040 includes an action (DP-Action-17 and p. 98) for jurisdictions with regional growth centers and/or manufacturing/industrial centers to develop subarea plans for those centers. This expectation has been in place since the PSRC Executive Board adopted its Plan Review Process in 2003. The following report addresses planning requirements and expectations for regional manufacturing/industrial centers.

DISCUSSION

In 2012, the City of Bremerton completed a subarea plan for the South Kitsap Industrial Area, commonly known as SKIA.² SKIA was recognized as a regional manufacturing/industrial center (MIC) in 2003. Following annexation of the area by the City of Bremerton in 2008, the city proceeded to develop a subarea plan. The subarea consists of approximately 3,700 acres located in south central Kitsap County, adjoining both the north and south sides of SR 3 and located just northeast of the boundary with Mason County. The majority of the subarea is in the City of Bremerton, although small areas along the northern and southern boundaries are located in unincorporated Kitsap County. In 2012, the city adopted its *Sustainable SKIA* plan and submitted it to PSRC, along with a completed PSRC Reporting Tool. PSRC staff worked with city staff in preparation of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the City of Bremerton's MIC subarea plan, the following recommendation is proposed for action:

The Puget Sound Regional Council certifies that the City of Bremerton's *Sustainable SKIA* plan addresses subarea planning expectations for regional manufacturing/industrial centers.

¹ The specific requirements for center planning are provided in [PSRC's Plan Review Manual](#), and the process is also described in [VISION 2040, Part IV: Implementation](#). Certification of the jurisdiction's comprehensive plan for consistency with the regional transportation plan, regionally established guidelines and policies, and Growth Management Act requirements for transportation planning is completed through a separate board action.

² As of August 2014, the City of Bremerton, with the Port of Bremerton's concurrence, acted to rename the center the "Puget Sound Industrial Center – Bremerton." This report documents the adopted plan, which utilized the former name SKIA. Future documents will reflect the new center name.

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Review of Regional Manufacturing/Industrial Center Planning

BACKGROUND

The success of regional centers lies at the heart of VISION 2040 and the Regional Growth Strategy, and jurisdictions with regionally designated centers are expected to conduct subarea planning for these areas. Subarea planning efforts are reviewed for consistency with the Regional Center Plans Checklist. The review contained in this section follows the format and content established in this checklist, covering the six major categories (center plan concept, environment, land use, economy, public services, and transportation).

OVERVIEW

The City of Bremerton adopted the *Sustainable SKIA* plan in 2012. The subarea plan is the product of a 2010 Climate Showcase Communities Grant awarded to the city by the U.S. Environmental Protection Agency to complete a subarea plan and Planned Action Environmental Impact Statement for the area. The objectives of the project include "economic development and job creation; protection of natural systems, reductions in greenhouse gas emissions and more sustainable development patterns and buildings; and development of innovative and sustainable infrastructure." Approximately half of the land in the MIC is undeveloped forest land and wetlands; therefore, the plan objectives are to promote compact industrial development, along with preservation of natural resources.

The plan includes sections addressing goals and strategies, implementation, zoning and development standards, sustainable design guidelines, development incentives, and a capital facilities plan. Goal areas address the natural environment, economic development, land use, transportation, greenhouse gases, utilities, and capital facilities. The plan also includes case studies of strategies used in other industrial areas.

CENTER CONCEPT

Vision. The city has adopted a clear vision statement for its manufacturing/industrial center that supports VISION 2040 and the Regional Growth Strategy. The subarea plan includes a vision statement that describes the MIC at the end of the 2030 planning horizon as a thriving employment center.

From the vision statement:

"In 2030, SKIA is a vibrant and lively industrial employment center, distinguished for success in recruiting, growing, and retaining industrial employment in an attractive and sustainable setting. The vision for SKIA encourages industrial uses, clean tech uses and green industrial development. By embracing a diverse range of industrial activity, the SKIA industrial employment center has assured its long-term viability and significantly expanded employment opportunities for residents throughout Kitsap County and beyond."

The city's vision statement for the area emphasizes its role both to accommodate employment growth and to serve as a model for sustainable development.

Context. The subarea plan provides an overview of SKIA in the context of the city and the region as a designated manufacturing/industrial center. The plan discusses its regional and local role in accommodating employment growth both now and in the future.

Market Analysis. The *South Kitsap Industrial Area Market Feasibility Analysis* was prepared for the city in 2010. The market analysis studied opportunities in Clean Technology and other industrial sectors, as well as the center's local and regional strengths. The planning effort builds on this analysis and also calls for periodically monitoring the economic conditions and trends affecting the center.

ENVIRONMENT

Critical Areas. The subarea plan addresses sustainability and critical areas in a manner consistent with VISION 2040. For example, the plan includes a policy to “promote sustainability of ecosystem functions through protection, restoration, and enhancement of native vegetation, waterways, wetlands, and buffers.” Several strategies are included to implement this policy, including establishing site planning and design standards to minimize impact on native plants, application of landscape architectural standards to protect native vegetation, and appropriate planting of trees and shrubs in stream buffers.

The plan also includes a policy to encourage compact development and protection of critical areas through a program that allows transfer of development capacity within the MIC. This would allow areas with significant critical areas or other constraints to send their development capacity to receiving sites better suited to accommodate development.

Stormwater Management. The plan includes innovative policies and strategies to address stormwater management. These include maximizing implementation of low-impact development stormwater treatment, encouraging innovative sustainable development measures, and establishing a fee structure to encourage innovative and ultra-high performance water conservation.

Air Quality & Climate Change. The city includes provisions for a multifaceted program to address greenhouse gas emissions and air quality. One of the plan’s primary goals is to reduce greenhouse gas emissions by approximately 30 percent compared to traditional industrial development. The plan addresses these topics through a set of integrated strategies that address greenhouse gas emission reductions through managing vegetated areas, coordinating transportation and land use planning, adopting site and building standards and developing public capital infrastructure. Specific actions include a carbon accounting program, opportunities for shared parking, recruiting industries with relatively short shipping distances, energy-efficient lighting, and adopting energy conservation goals for new development, among other strategies.

LAND USE

Boundaries & Shape. The subarea plan includes a map of the center boundary and vicinity. Through this planning process, the city reduced the manufacturing/industrial center boundary to exclude a mixed-use area located to the south and west to focus on industrial employment in the designated center. Existing development in the MIC includes the Bremerton National Airport, the Olympic View Industrial Park and other industrial and commercial uses. Much of the area is in managed forest practice and is characterized by forest lands, streams, and wetlands.

Employment Growth Targets. The Planned Action EIS and capital facilities plan include targeted employment for 5,000 additional jobs in the manufacturing/industrial center in 2030. The plan includes a goal for demonstrated progress toward 10,000 jobs in the future and demonstrated progress towards 20,000 jobs, as established through PSRC’s designation procedures for new regional centers. The plan focuses on encouraging continued growth of the manufacturing and industrial sector in Bremerton and the county.

Planned Land Use and Zoning. The subarea plan includes a zoning map indicating planned uses. The plan establishes four new zones aimed at diversifying the industrial base while protecting the environment and existing uses such as the Bremerton National Airport. The zoning allows flexibility in land uses, but emphasizes protecting and growing industrial land uses. Future employment growth is expected to be primarily industrial in nature, though the plan notes that areas in the designated MIC may contain up to 20 percent of employment as supporting retail/business services.

Incompatible Uses. The plan addresses limiting incompatible uses, including policies to restrict uses incompatible with intensive industrial development; maintaining restrictions on large retail, residential and other non-industrial uses; promoting airport-compatible land uses; and avoiding adverse effects on

industrial uses. The recent planning process reduced the area of the designated manufacturing/industrial center to exclude areas designated for other employment types.

Design Standards. The plan includes design standards that help mitigate aesthetic and other impacts of manufacturing and industrial activities both within the center and on adjacent uses. The plan includes design guidelines to implement sustainable features and encourage high-quality development. Also included are regulatory and financial incentive programs for projects that sufficiently achieve sustainable development goals.

ECONOMY

Economic Role. The subarea plan describes the economic role of the center within the city and the region. SKIA is to function as an employment center that serves local and regional economic objectives to accommodate employment growth.

Sectors & Industry. The plan describes current economic assets in the center, which include the Bremerton National Airport, the Olympic View Industrial Park, and other industrial and commercial uses. The plan includes policies to recruit, grow, and retain a wide spectrum of industrial employment opportunities in SKIA. Strategies include a balance of traditional industrial activity and expanded clean tech, promoting small business growth, recruiting clean-tech/eco-industrial development, and supporting complimentary sectors for military growth. The plan also identifies several site-specific and industry-specific incentives to encourage economic development in the center, as well as a plan to track performance. The subarea plan also embraces the Foreign Trade Zone (FTZ) classification to support export-oriented businesses, in addition to incentivizing development through the upfront environmental review process.

PUBLIC SERVICES

Existing & Planned Facilities, Including Financing. The city identifies existing and planned capital facilities. The capital facilities plan includes an inventory of existing facilities and a forecast of future needs. The plan notes that the capital facilities plan for SKIA is a general plan, intended to be adaptable to serve development as it occurs in the center. Policies focus on prioritizing future investments that serve businesses locating in the MIC, providing a range of service levels to support a variety of uses, and promoting innovative capital facilities. The plan's strategies to encourage economic growth through infrastructure improvements include seeking funding for public facilities in SKIA, using local funding to leverage other resources, providing public facilities that minimize operating and maintenance costs, and seeing opportunities to partner with the Port in funding infrastructure. The plan's utilities section also focuses on conservation techniques, which may reduce demand on public services.

TRANSPORTATION

Transportation Network. Transportation policies focus on developing a complete, financially-feasible transportation system that supports all modes of travel and users. Much of the center is undeveloped, and the plan presents a conceptual roadway alignment to provide access as development occurs. The plan also includes nonmotorized improvements to encourage travel by multiple modes.

Freight Movement. The plan includes policies to use freight corridors efficiently. Freight railroad parallels alongside SR 3 and primarily serves Bremerton and Bangor military installations.

Transit. The plan notes that the center is not currently served by transit and does not anticipate that new transit service would be provided to the study area in the foreseeable future. A potential outcome of the plan is that more employment activity and clustered land uses in the center will make transit more feasible. The plan includes a policy to build on the county's successful vanpool program, potentially, to serve the center.

Employee Commuting. The subarea plan addresses strategies for employee commuting, including developing a complete transportation system that supports all users. Strategies include developing an off-street trail network to encourage walking and cycling, developing a neighborhood electric vehicle

plan to encourage cleaner transportation for internal circulation, supporting vanpool access, and establishing a transportation management association for the manufacturing/industrial center.

Mode-Split Goals. The subarea plan includes a commitment to develop commute trip mode split goals and conduct regular surveys to monitor progress. Policies in the subarea plan support nonmotorized access, utilizing transportation demand strategies, implementing a parking management plan, and developing supportive land uses. The plan notes that, once total new employment within SKIA has exceeded 2,000 new employees, all employers with 50 or more employees will be required to participate in the Commute Trip Reduction Program.

COMMENTS AND GUIDANCE

The city's planning efforts for its manufacturing/industrial center are impressive and support regional goals for sustainability and planning for growth in centers. The plan establishes a clear vision for the area, focusing on growth that can achieve the triple-bottom line objectives of VISION 2040. The city has adopted many provisions to ensure that the MIC is able to accommodate significant employment growth while meeting environmental sustainability objectives. Particularly noteworthy are the focus on stormwater management and addressing greenhouse gas emissions in industrial development, proactively considering impediments to success, and establishing a focused set of short-term implementation actions.

While the plan addresses the Regional Manufacturing/Industrial Center Plan Checklist, some items could be strengthened when the plan is next updated.

- The plan includes a commitment to develop mode split goals. Mode split goals are an explicit expectation under VISION 2040 (DP-Action-18), and the city is encouraged to adopt center-wide mode split goals. PSRC recently produced [additional guidance](#) about setting mode split goals.
- The capital facilities plan includes forecasted needs and a project list with anticipated costs. As the city continues to plan for the MIC, capital facilities planning should prioritize investments and include revenue projections necessary to estimate funding shortfalls. Commerce's [Capital Facilities Planning Guidebook](#) includes more information about financing for public facilities.
- The plan notes that the center is not currently served by transit, and that new transit service is not anticipated. Future updates to the plan should include discussion about what types of transit service may be viable as the area develops, as well as policies about maintaining a working relationship with transit agencies.

PSRC has resources that may be useful as the city considers future plan amendments and updates. Resources can be accessed online here: <http://psrc.org/growth/planreview>. PSRC staff is also available to assist with this work.