

II. OVERALL SUB AREA PLAN

STUDY AREA

The Wheaton – Riddell District Center was established in the 2004 Bremerton Comprehensive Plan. It is bounded by Riddell Rd. to the north, Almira Dr. to the east, Hollis St. and private property lines to the south, and the 2007 Bremerton City Limit to the west. (See map below.)

Although the Comprehensive Plan envisions this area as a compact, walkable destination, these conditions are generally not present in the Wheaton – Riddell area today. Currently the center is characterized by box retailers, including K-Mart, Rite Aid and Goodwill that have large streetfronting parking lots with little vegetation. Some box retail spaces are vacant, including the former Lowe’s site on the east side of the District Center.

Wheaton Way is a five lane State arterial (SR 303) running through the middle of the district. Wheaton way carries high volumes of commuter traffic. It is a busy urban arterial roadway with few pedestrian amenities. The future treatment and configuration of Wheaton Way is a key factor in this Sub Area Plan.

Both the east and west halves of the District Center contain opportunities for infill development and redevelopment. The west half contains a sand, gravel, and topsoil yard that is in non-conforming land use status. The proposed City Villa development would replace this yard. The eastern flank contains an undeveloped forested area with heavy vegetation and environmental sensitivities.

The site is well located with proximity to many urban services. Medical facilities are nearby in the Harrison Hospital District. Fire and emergency services, the regional library and post office are nearby. Both Wheaton Way and Riddell Road are serviced by existing bus routes. Downtown Bremerton employment centers and ferry access to Seattle are within a five minute drive to the south. The site is currently served by all public and private utilities.



HISTORY & BACKGROUND

Until the 1960s and 1970s the Wheaton - Riddell district was used for agriculture and pasturelands. Before 1904 the land was owned by Emil Urban who operated the Bremerton Dairy. In 1904 the 208 acre farm centered on the present alignment of Wheaton Way was purchased by Samuel Clare and his family. The area became known as Clare's Marsh. Every winter the pasture along the current Wheaton Way would flood and then freeze. Clare's Marsh was a popular spot for iceskating during the winter. Aerial photos taken at different times of the year during 1956 and 1963 (right) show the marsh and pasture lands along the current Wheaton Way alignment. A Bremerton Sun newspaper article included a photo of iceskaters enjoying the frozen Marsh in 1968.

During the 1960s and 1970s the lands on the east side of the district were developed with retail. For a period, the area served as a retail hub for East Bremerton. The Wheaton - Riddell District was considered, but not selected as a potential site for the regional mall. Eventually the west half of the district developed in the mid 1980's with additional box commercial (present day Goodwill and adjacent buildings.) With the maturation of the Kitsap Mall in Silverdale, also built during the mid 1980's, the Wheaton - Riddell district began to struggle. Off price tenants predominate, and some spaces are currently vacant.



Iceskaters on Clare's Marsh. A Bremerton Sun Newspaper article on the area was published in 1976 at the time commercial development plans were being considered.

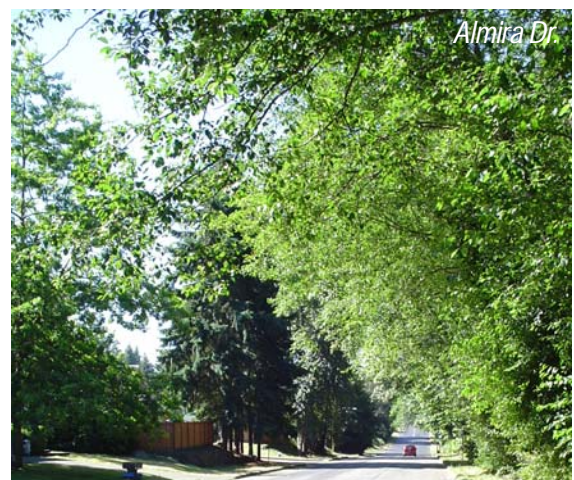


Today the Wheaton – Riddell District faces several challenges. As noted, during recent years the area has struggled to retain commercial viability. Several commercial vacancies continue, most notably the former Lowe’s site in the northeastern section of the district. A sand, gravel and topsoil yard along the western edge of the district is in non-conforming use status.

Another complicating factor is that ownership of land within the Sub Area is spread among more than 25 property owners according to 2007 Assessor records. Also, property owners in the area have differing levels of interest in a Sub Area Planning effort. The dispersed ownership makes coordinated redevelopment difficult.

The visual character of the district is generally not held in high regard by residents and the public. Many structures are aging. Expansive parking areas were not designed to current standards for landscaping and vegetation. A proliferation of pole signs from different time periods does not project any coherent image.

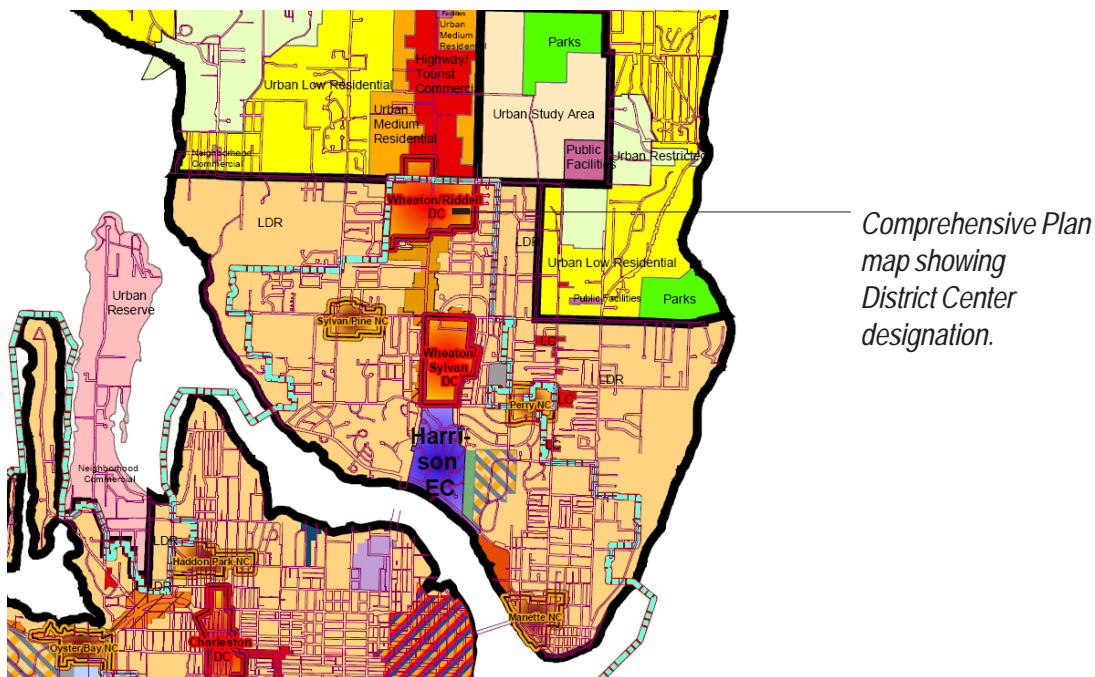
High traffic volumes, and a generally uncoordinated circulation pattern within the district make for challenging vehicle and pedestrian circulation. Roadways in the area were designed in an era when pedestrian circulation was not regarded as an important factor. Piecemeal development over time of circulation driveways, curb cuts and entries complicates vehicle circulation.



COMPREHENSIVE PLAN CONSISTENCY

The City of Bremerton completed a Comprehensive Plan update in December of 2004. A City's development pattern and zoning must be consistent with the Comprehensive Plan. The following demonstrates how the Wheaton - Riddell Sub Area Plan fits the framework of the 2004 Bremerton Comprehensive Plan. The 2004 Comprehensive Plan Land Use Map (below) represents how the City should grow and develop over a 20 year period. The land use map designates the Wheaton – Riddell District Center, and describes the intent of the District Center designation as follows:

"District Centers are the larger Center type. They are sized and designed to provide a focus as well as services for several neighborhoods. Commercial and professional uses are more plentiful and of larger scale than those in Neighborhood Centers. Residential uses are also focused in more dense patterns. ... Distinguishing characteristics of the Center type are: alternative circulation to and from nearby arterials, parking immediately outside the pedestrian core, and, opportunities for locating medium intensity employers. District Centers will typically have several key "focus amenities". In the larger District Centers, focus amenities may be needed on either side of major arterials to minimize pedestrian/ traffic conflicts."



Descriptive statements from page 55 and 56 of the Comprehensive Plan for District Centers include the following.

East Portion – Wheaton-Riddell District Center

- "High density mixed use node that provides open space or public plaza as a community focus"
- "Frontage parking lots may be redeveloped to provide both on-street mixed-use structures and the needed pedestrian, bicycle and transit spaces."
- "Mixed-Use structures may be up to five stories"
- "Strategic parking areas can be provided away from Wheaton Way and accessed from alternative circulation routes"
- "Some small parking areas along Wheaton may remain"

West Portion – Wheaton-Riddell District Center

- "As in the eastern portion of the Center, a secondary circulation loop should be introduced behind existing structures or their replacements."
- "More intense commercial uses and employment sites"
- "Street fronting commercial structures should be introduced along Wheaton Way."
- "Significant levels of parking may continue immediately behind street-side buildings here."

The Sub Area Plan includes numerous elements called for specifically in the Comprehensive Plan such as: a proposed retrofit of Wheaton Way to transform it into a pedestrian and auto friendly thoroughfare; a coordinated secondary circulation network; and public open spaces in each half of the district. The Sub Area Plan also meets many of the more generally stated Goals and Policies of the Comprehensive Plan as follows:

LU1C – Focus on central organizing features in planning communities, Centers and neighborhoods.

The Sub Area Plan includes a Boulevard Concept for Wheaton Way as a central organizing feature. The east and west portions of the sub area plan also have civic central organizing features.

LU1I – Integrate Centers and transportation corridors with surrounding neighborhoods.

The Sub Area Plan design concept seeks to better integrate Wheaton Way with neighborhoods on both sides of the

LU2D – In order to facilitate a linked system of open space; integrate parks, schools, trails, and other open space features in a wide variety of land use designations.

The Sub Area Plan proposes a network of green and open spaces throughout the Center including a heritage tree park, plazas and green streets, and calls for an enhanced connection to the nearby Illahee Preserve.

LU3C – Encourage increased density with development incentive and zoning flexibility.

The Sub Area Plan process allows a development interest to tailor their own zoning standards as seen for the City Villa site. On the eastern half of the Center, incentives and density bonuses are proposed to balance preservation of natural features.

LU4 – Provide for walkability throughout Centers and neighborhoods.

The Sub Area Plan proposes street design for both the major arterial, Wheaton Way, and interior circulator streets to improve and enhance walkability.

LU9D – In general, the intensity of land uses should be varied, with more intense uses nearer the core of the Center and less intense at the edge.

The Sub Area Plan tapers density and intensity from Wheaton Way (high) down towards the edges of adjacent neighborhoods (medium/ low).

CC2E Buildings should demonstrate efforts to accommodate a human scale and urban livability.

CC2F Create and improve urban open spaces.

CC1 Demonstrate excellent urban design qualities in new development.

The entirety of the Sub Area Plan calls for human scale, urban livability, and high quality urban design. These goals are embodied throughout the Plan in street and boulevard design, in the scale of buildings and their orientation to the street, and through the inclusion of public gathering spaces, plazas and trails.

T1 - Encourage the development of an integrated multi-modal transportation system, that provides a variety of convenient transportation choices to improve the movement of people, goods, and freight.

T10 - Coordinate with WSDOT to ensure state facility improvements meet the goals of the Bremerton transportation vision and Comprehensive Plan, and minimize the negative impacts to the local transportation system.

T10B - Expand opportunities for public involvement in the identification, design, and implementation of transportation related improvements within Bremerton.

The Wheaton Way Corridor section of the Sub Area Plan calls for integration of multi-modal transit, lays out a plan for coordination with WSDOT and Kitsap Transit, and the Plan involved citizens in the design concept.

E10B - Encourage dense development around designated Centers, which incorporate open space.

E3C - Encourage developers of new projects in Bremerton, including public projects, to provide improvements that reduce the use of single occupancy vehicles.

E11C - Encourage streetscapes that are human-scale, enable walking, and bicycling, and are aesthetically pleasing.

E8C - Promote alternatives to traditional stormwater practices for new construction, encourage onsite filtration, and require the use of current Best Management Practices.

PUBLIC DESIGN PROCESS

The design process for the Wheaton – Riddell Sub Area Plan was a collaborative community based process. The design team held community workshops and open houses as listed below. Guiding principles and an overall urban design concept were created through the public design process.

Public Open House #1 – 9/5/2006

This meeting was intended to raise public awareness and provide information. The meeting included background presentation on Sub Area Planning and urban design principles. The meeting included an exercise where residents indicated example images that they liked and didn't like using red and green dot stickers. The exercise indicated strong general support for mixed use and new urban design concepts. Participants appeared to prefer northwest and craftsman design cues to sleek or modern design cues. Participants also supported tapering of density, so edges have smaller scale residential structures.

Public Workshop #2 – 10/14/2006

This meeting was in workshop format and was held on a Saturday. Participants worked from the input and direction provided during Open House #1. After general presentations and background review, the meeting broke into three working groups. Each working group was provided a base map and teams translated urban design ideas and concepts onto paper. The urban design concepts from all three teams had many commonalities. These urban design concepts, drafted by stakeholders and residents contribute significantly to the overall sub area plan design concept.

Public Open House #3 – 10/24/2006

At the third open house participants were invited to review, comment, and build on the work created during the workshop. Participants provided feedback on the draft urban design concepts. The level of consensus was again very high. Residents made further suggestions on elements such as the type and nature of the open spaces, the mix and nature of commercial development, and the boulevard concept for Wheaton Way.

Transportation Stakeholders Meeting – 11/30/2006

This meeting was a targeted meeting in Bremerton with key agency stakeholder representatives including the Washington State Department of Transportation (WSDOT), Kitsap Transit, and the City Engineer. During the meeting the design team presented concepts for Wheaton Way (SR 303) and transit.

City / WSDOT Coordination Meeting - 03/05/2007

This was a follow up meetings between the City of Bremerton and WSDOT regarding improvements and future configuration of Wheaton Way. The City and WSDOT reviewed concepts and signalization options for the Wheaton Way Corridor in the sub area planning area. A primary outcome was the central intersection with a right-in / right-out / left-in configuration.

Property Owner Stakeholder Meetings

Throughout the Sub Area Plan process the design team held a series of meetings and conversations with major property holders in the Distirct. Meetings with property owners stakeholders were intended to generate support and consensus for the Wheaton - Riddell District Center concept.

Public Open House #4 - 7/31/07

A final public open house was held to present the draft plan to the public. The design team recieved comments and feedback on the plan proposal. Comments and feedback are incorporated into the final plan document for review by City of Bremerton legislative bodies.

Wheaton - Riddell Sub Area Plan

A series of public meetings and workshops were held to generate ideas and build consensus on the Sub Area Plan.



SUB AREA PLAN GUIDING PRINCIPLES

The Principles below summarize key points from the Public Design Process. These principles guide the development of the overall Sub Area Plan.

Vibrant / Livable / Walkable Mixed Use District

- Add a compact mix of housing to the district ranging from single family townhomes to apartments, condominiums.
- Encourage a vibrant mix of shops and services to serve resident of the district, surrounding neighborhoods, and to foster a lively and active street atmosphere.
- Consolidate parking within central interior lots, and in structured garages within or below new buildings.
- Improve pedestrian and bicycle connections within and outside of the district.

Enhance Wheaton Way Corridor

- Upgrade Wheaton Way as an attractive boulevard that moves automobiles, transit, pedestrians and adds to the character of the district and the City of Bremerton, and is consistent with State Route 303 corridor plans.
- Improve transportation efficiency of Wheaton Way with techniques including access control, and consolidation of curb cuts over initially adding more travel lanes.
- Work with WSDOT to phase-in SR 303 improvements in accord with this Sub Area Plan.
- Create a frontage road configuration where a quieter local-serving frontage Rd. within the District Center improves circulation patterns in the corridor.

Taper Density & Intensity From Wheaton Way (high) to Neighborhoods (low)

- Promote highest intensity on surface parking lots adjacent to Wheaton Way. Allow ample zoning envelopes.
- Encourage redevelopment of existing box stores with added density and stories.
- Allow medium scale mixed residential and commercial at back edges of existing box stores.
- Blend west of edge of district with adjacent neighborhood, with single family and townhome structures.
- Maintain natural buffers at the east and west edges of the district.

Green & Re-Green the District

- Create a network of green pathways and linking trails and walkways within the District. Include a clear trail connection into the nearby Illahee Preserve.
- Balance development with preservation and enhancement of natural features such as wetland or streams especially on the forested area using clustering techniques.
- Use Low Impact Development techniques especially for stormwater management within City Villa and elsewhere.
- Create a heritage tree park along the District's west edge and maintain a forested buffer along the east edge.
- Promote high performance/sustainable building practices.

Clear & Logical Interior Circulation Network

- Create a network of interior circulator streets within the District.
- Establish a frontage road system in conjunction with the upgraded Wheaton Way boulevard.
- Consolidate curb-cut entry points on Wheaton Way and focus entry onto circulator streets from other roadways.
- Establish a primary east / west connection within each half of the District.
- Add designated bicycle lanes in the north south direction within the frontage road.

Enhance The Civic Realm & Create More Usable Open Space

- Create a civic plaza area as a focus within City Villa.
- Create a public gathering area that accentuates existing natural features within the east edge area.
- Establish a streetscape amenity zone in conjunction with the Wheaton Way frontage roads.
- Ensure all interior streets include ample street trees, sidewalks, pedestrian lighting and other features.
- Establish linking trails within the east and west edge buffers.
- Reserve space and incorporate features to accommodate future transit stations at Riddell Rd.

Reconnect With Area History

- Include cues within public spaces remembering the history of the district as Clare's Marsh.
- Include connections to history when naming new streets and public places - especially Clare's Marsh.

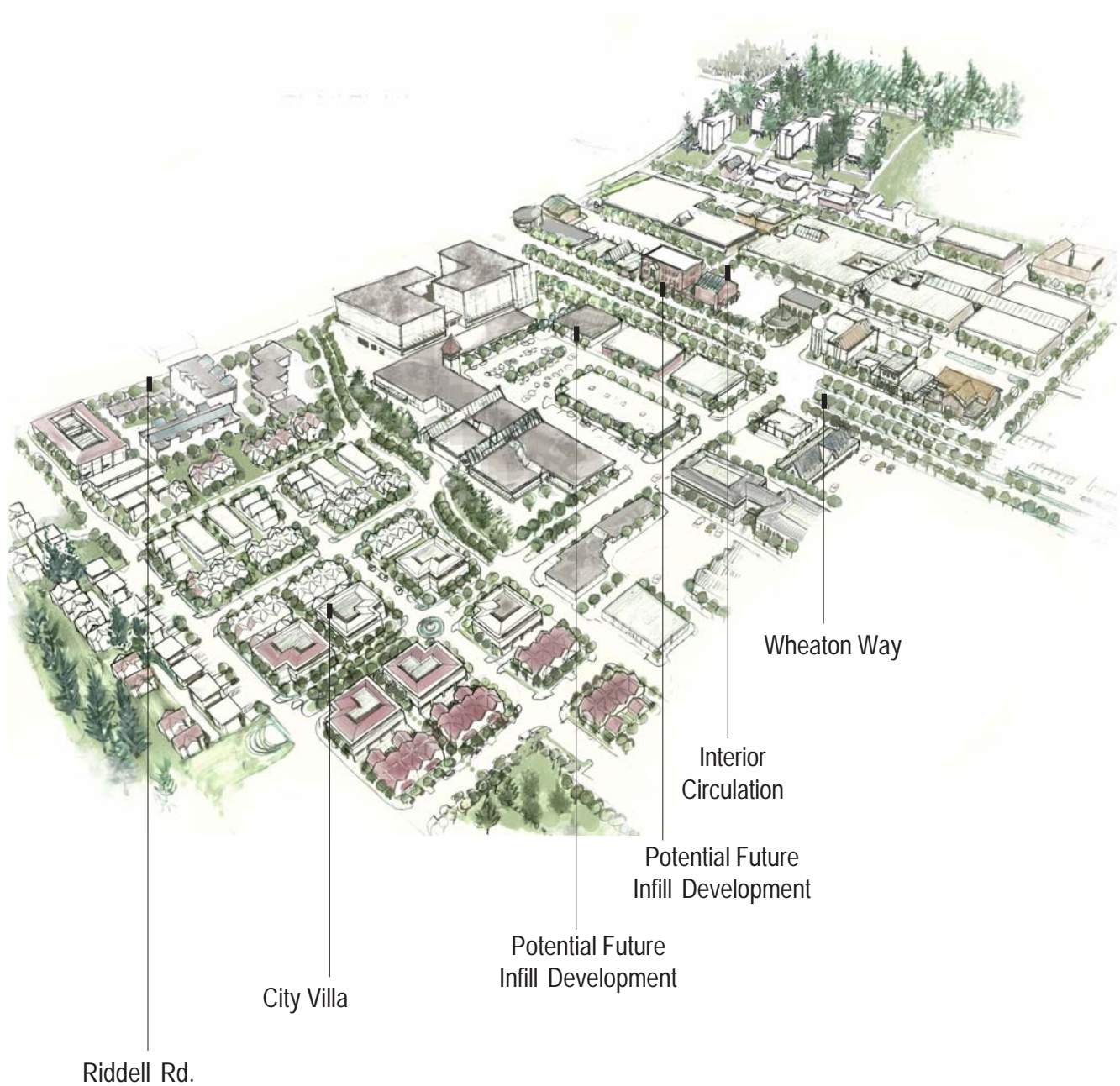
GROWTH PROJECTIONS

The 2004 Comprehensive Plan calls for buildout of the full district center with up to 3,800 residents, 660,000 GSF of commercial space, and up to 1,850 employees. About half of this development is anticipated to occur within a 20 year time horizon according to the Comprehensive Plan.

This Sub Area Plan enables buildouts to meet these targets. Development of City Villa and the East Edge for example according to this plan will create a total of about 700 housing units, or 1,700 residents. Proposed zoning envelopes in the Wheaton Frontages and Site Interiors allow for substantial infill to provide the remainder of the growth. However, since that development could happen with a wide range of mixed uses including residential, office and retail, it is difficult to predict exact amounts of GSF or housing units within those areas. A DCD technical memorandum on file documents full potential buildout to compare with planned growth targets.

CONCEPT SKETCH

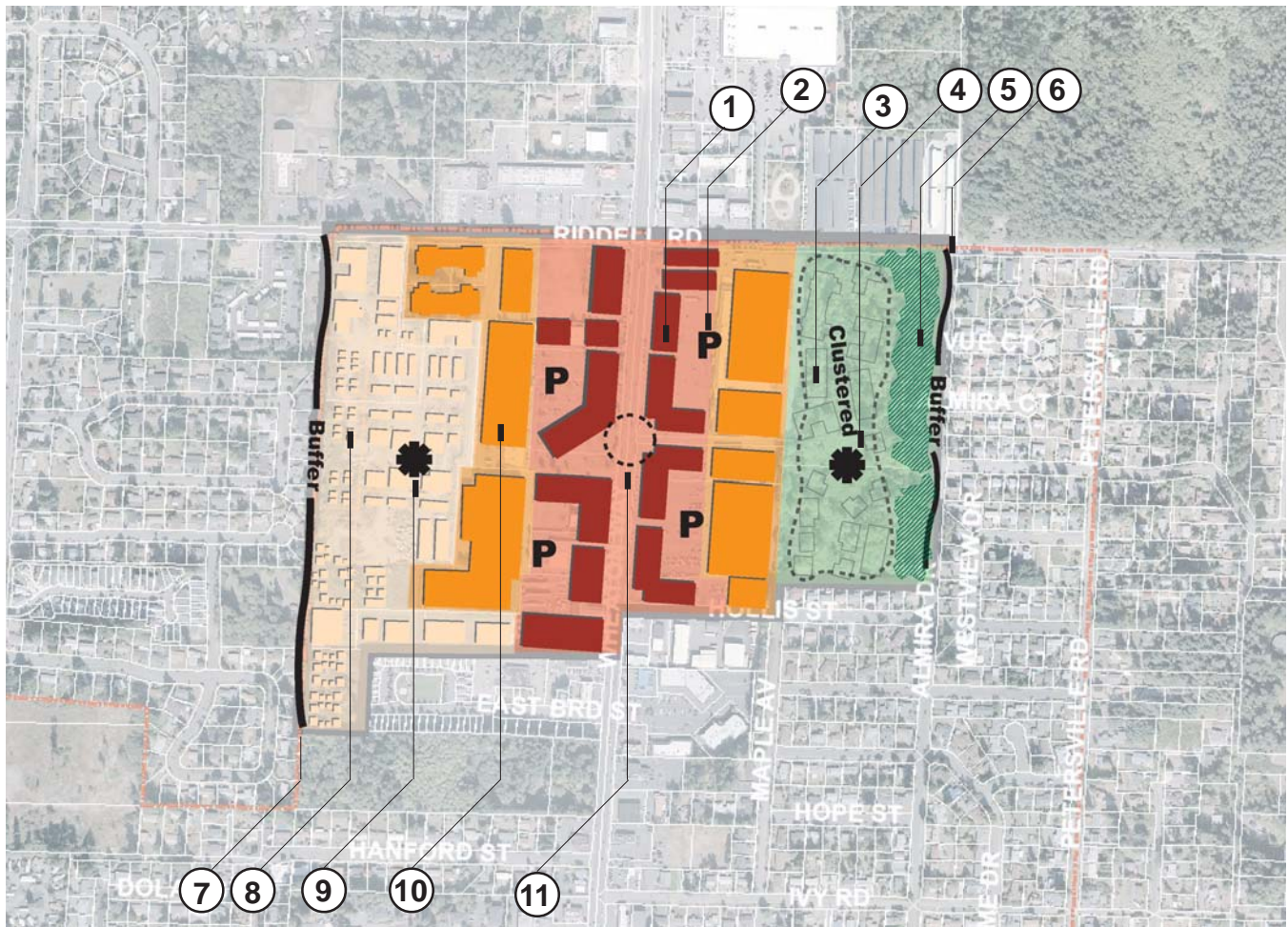
The rendering below displays the overall concept for the Wheaton - Riddell Sub Area. Specific Sub Area Plan items are detailed in the Land Use, Open Space and Circulation figures on the following pages. This is a general concept sketch only for how the area could potentially build out according to the Sub Area Plan.



LAND USE PATTERN

The Land Use Pattern figure below illustrates the preferred overall pattern of development for the Wheaton-Riddell District Center. At the center, along Wheaton Way lies a dense core of commercial, retail, and mixed use. This area includes an ample maximum height. Site interiors also include dense commercial and mixed use, and include the primary vehicle parking areas. A range of residential building types taper to lower density on the site's western edge, and clustered development is encouraged on the site's eastern edge. Each half of the center includes a feature public gathering place.

Specific elements of the Land Use Pattern are noted on the figure below.



*The building footprints shown are to illustrate potential forms of development only, and are not intended as binding site design in any way.

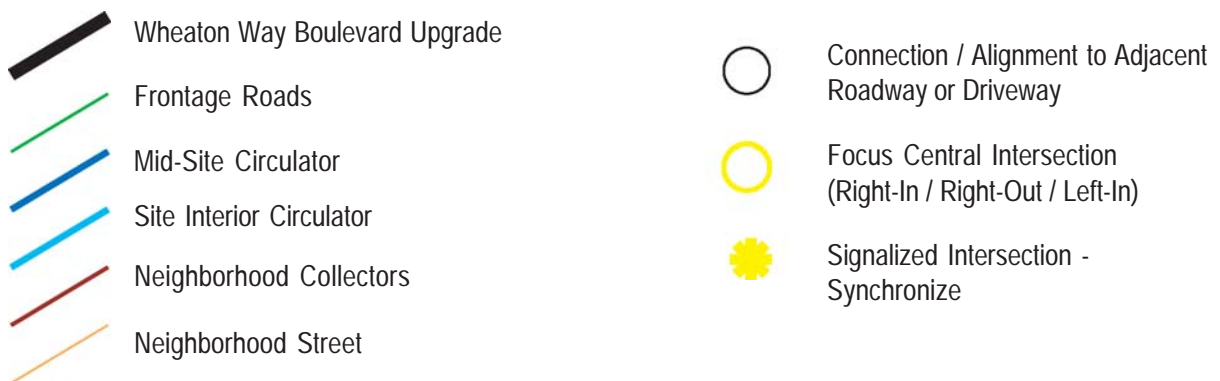
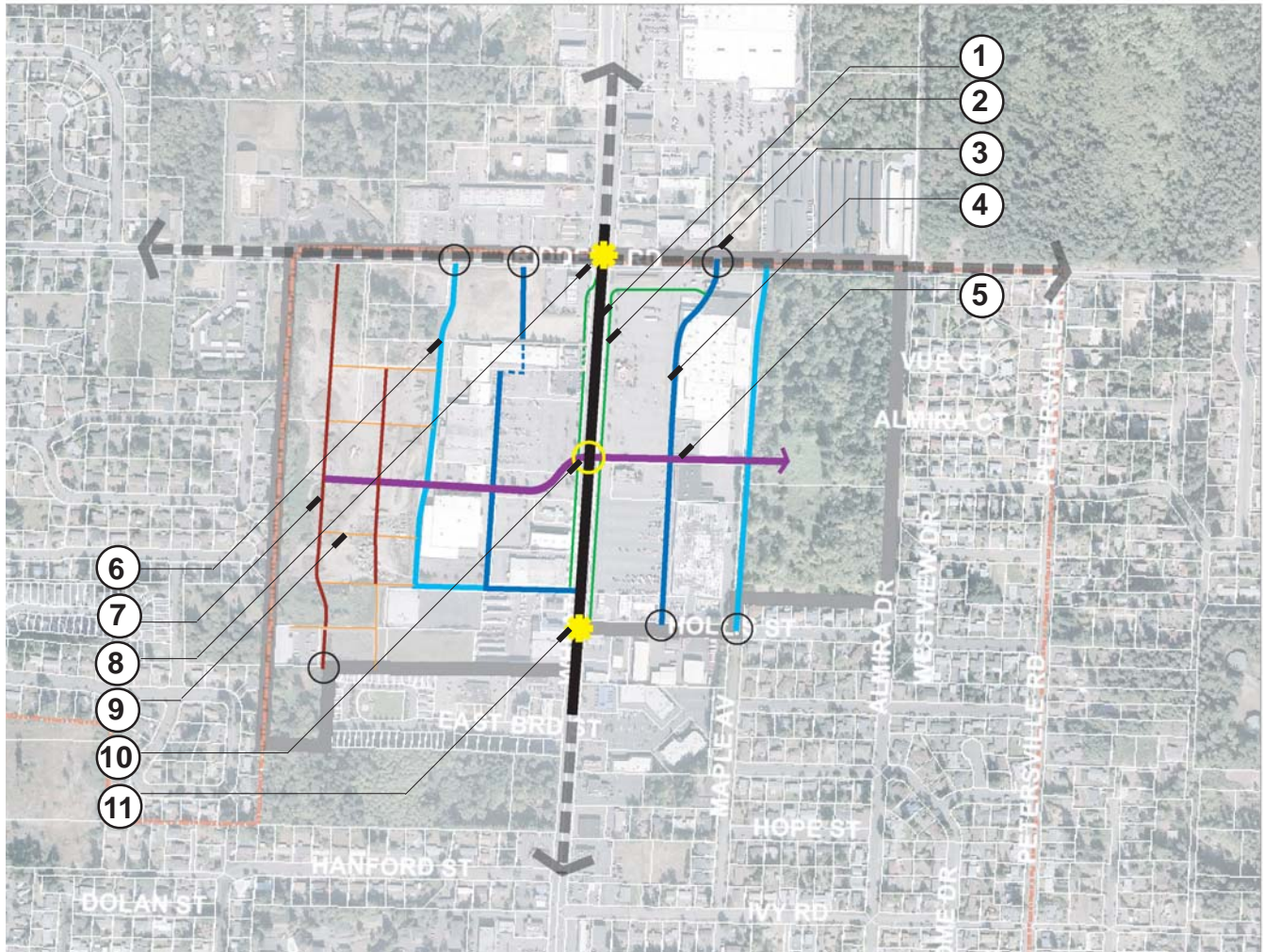
- Wheaton Frontages
(Development Standards Per Section IV.WF)
- Site Interiors
(Development Standards per Section IV.SI)
- City Villa
(Development Standards per Section V)
- East Edge
(Development Standards per Section IV.EE)
- Public / Open Space Feature

- Focus Central Intersection
- Consolidated Parking Area
- Potential Development Footprint
(Illustrative purposes only*)
- Vegetation & Slope Preservation / Forest Buffer
- Buffer

- 1 - *Wheaton Frontages Infill*** - Encourage and allow for intense infill development on surface parking lots at the Wheaton Way frontages including mixed use and residential structures. Practice careful siting of buildings to accommodate a frontage road boulevard concept along Wheaton Way.
- 2 - *Focused Interior Parking*** - Concentrate and consolidate parking in interior parking lots, or structures. Reduce the overabundance of parking in the district center for more efficient use of land.
- 3 - *Clustered Forested Development*** - Encourage and allow for clustered mixed development on the forested parcel on the east edge of the Center. Seek to preserve trees and natural features by clustering dense, intensive forms of development away from natural features and slopes.
- 4 - *Green Gathering Area*** - Create a public gathering place around natural green features on the forested area. Accentuate natural features such as the significant 'rock' located on the site, or the natural marsh or wet area. Seek to reconnect with the history of Clare's Marsh.
- 5 - *Slope and Vegetation Preservation*** - Avoid extensive grading and retaining walls in this area. Work with existing natural features.
- 6 - *East Buffer*** - Seek to retain a forested natural area at the edge of the study area to protect the adjacent residential neighborhood, and the pleasant 'green' character along Almira Dr.
- 7 - *West Buffered Edge*** - Create, and enhance a natural buffer along the west edge of the district adjacent to single family neighborhoods.
- 8 - *City Villa Development*** - Create a coordinated infill development called City Villa on the sand and topsoil yard at the west edge of the Center. Include a mix of residential densities ranging from single family at the edges to townhomes, and multi story apartments or condominiums at the center. Focus the City Villa development around a central civic plaza.
- 9 - *Civic Plaza*** - Include a civic plaza within City Villa, around which some retail and mix of uses is allowed.
- 10 - *Site Interior Infill*** - Encourage and allow for intense infill and refill development of the site interiors, where existing box stores are located. Redevelopment might include additional stories and retrofits of existing structures.
- 11 - *Focus Central Intersection*** - Create a significant entry identity and feature at the central intersection to the district. Focus landscaping, signage or feature vegetation to direct visitors into the District from Wheaton Way at the central location.

CIRCULATION

The figure below illustrates the preferred overall circulation pattern for the Wheaton-Riddell District Center. The primary goal is to create a coordinated and organized circulation system within the district. The diagram indicates preferred locations and connections for future roadways and driveways within the Sub Area. (Pedestrian and non-motorized circulation is depicted separately in Open Space.) Infill and refill development must be coordinated to allow for the proposed circulation system. The system will ensure an efficient and orderly pattern of circulation with increased density in the area. It also contributes to a safe and attractive environment.



1 - Wheaton Way Upgrade - Upgrade Wheaton Way with a boulevard configuration and transit consistent with the WSDOT 303 corridor study, and Kitsap Transit long term plans. Emphasize access control and streetscape improvements. (See Section III Wheaton Way Corridor.)

2 - Frontage Roads - Create a system of frontage roads adjacent to Wheaton Way. Frontage Roads create a slower, neighborhood scale roadway for access to businesses and reserve space for potential long term right of way expansion associated with a WSDOT SR 303 corridor improvements. (See Section III.1 Wheaton Way Corridor.)

3 - Alignment With Adjacent Roads & Driveways - Align new interior circulation routes with existing roadways and major driveways adjacent to the study area.

4 - Mid-Site Circulator - Create a continuous north / south circulation route in front of existing box stores. (See Sections III.2 Wheaton Frontages, and III.3 Site Interiors.)

5 - East / West Connector - Create a primary east / west connector road that begins at the central intersection and connects to both halves of the District.

6 - Interior Circulator - Create a continuous north / south circulation route behind existing box stores.

7 - Neighborhood Collectors - Create neighborhood scale collector roads within the City Villa infill development. All roadways within City Villa will be dedicated as City right of way. (See Section V City Villa)

8 - Wheaton / Riddell Intersection - Coordinate signalization of Wheaton / Riddell and Hollis St. intersections. Allow space for transit at the northbound and southbound approaches to the Wheaton / Riddell intersection. Implement these steps in conjunction with the SR 303 corridor upgrade.

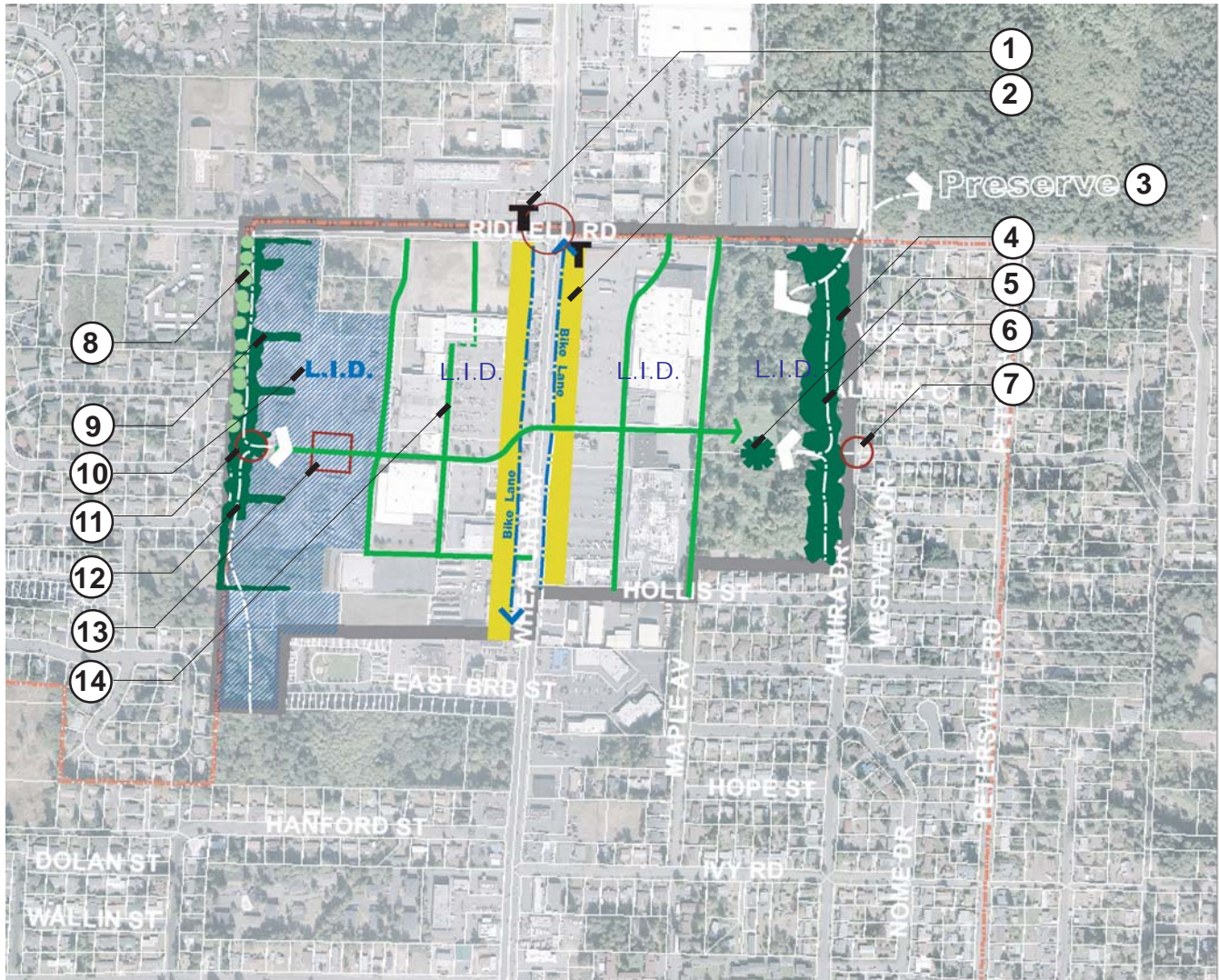
9 - Neighborhood Streets - Create small scale neighborhood streets within the City Villa infill development. All roadways within City Villa will be dedicated as City right of way. (See Section V City Villa)

10 - Central Intersection - Consolidate curb cuts to this central intersection. The central intersection will be a right-in / right-out / left-in intersection in the near term, but could be converted to a signalized intersection at some future time, or if the signal light at Hollis St. were relocated.

11 - Hollis St. - Coordinate and synchronize signalization of the Hollis St. and Wheaton - Riddell intersections. At a future time, the Hollis St. signal light could be relocated to the central intersection if there were a desire for a signal light at the central intersection.

OPEN SPACE / NON-MOTORIZED CIRCULATION

The figure below illustrates the preferred overall configuration of public open spaces and non-motorized circulation within the district. Key features include a pleasant 'amenity zone' adjacent to Wheaton Way in conjunction with the boulevard upgrade and infill development. Focus open space features are located in each half of the district. A pedestrian connection to the Illahee preserve is emphasized. And vegetative buffers at both the east and west edges of the district are retained and/or improved.



- | | | | |
|---------------|--|--|-----------------------------------|
| T | Transit Station Area | | Clare's Marsh Public Space |
| L.I.D. | Low Impact Development Stormwater Techniques | | Streetscapes Upgraded |
| | Civic Plaza Area | | Bicycle Lane |
| | Pedestrian Connection / Gathering Area | | Public 'Amenity Zone' Streetscape |
| | Heritage Tree Plantings | | Pedestrian Trail or Pathway |

- 1 - Transit Station Areas** - Reserve and enhance space for distinctive transit station areas at the southeast and northwest corners of the Wheaton - Riddell intersection. Transit stations accommodate future Bus Rapid Transit in the SR 303 corridor.
- 2 - Amenity Zone With Bike Lane** - Create a public / civic amenity zone along the frontage roads adjacent to infill developments. The amenity zone includes wide sidewalks, landscaping and streetscape elements in new developments. Include a dedicated bicycle lane within the frontage road in each direction.
- 3 - Illahee Preserve Connection** - Seek to create a linked pathway connection to the Illahee Preserve. The Illahee Preserve is a great natural amenity and recreation area immediately northeast of the study area.
- 4 - Greenbelt** - Preserve a forested greenbelt in the sloped area at the east edge of the district. Work with natural features by implementing tree retention, and limiting the amount of grading.
- 5 - Gathering Area** - Locate a public gathering area in a natural setting near the center of the forested area. The gathering area should include and enhance existing natural features such as the large rock in the vicinity and native vegetation. The gathering area should have public places for sitting and pathways for walking, and should reconnect with the history as Clare's Marsh.
- 6 - Linked Trail System** - Develop a linked system of trails running through the greenbelt, and connecting to the Illahee preserve.
- 7 - Clemens St. Connection** - Include a pedestrian-only connection from the Clemens St. right of way to improve the linkage of the neighborhood to the district center without generating cut-through vehicle traffic.
- 8 - Heritage Trees** - Plant a series of 'heritage' trees in the buffer at the west edge of the district. Plantings and species will depend on soil and light conditions. Work with Kitsap Trees on the heritage tree plantings.
- 9 - Green Buffer** - Reserve a green buffer at the west edge of the district center.
- 10 - Low Impact Development (LID)**- Require aggressive use of LID techniques for stormwater within City Villa. Sandy soils in the vicinity provide strong opportunity for use of LID. LID areas should double as naturally planted amenity features. Encourage future use of LID in other portions of Sub Area during site plan review.
- 11 - Amphitheatre** - Include an amphitheatre or public sitting on the hillside at the east terminus of the central street.
- 12 - Linking Trail**- Include a linking trail or walkway within the green buffer from Riddell Rd. to the south edge of the City Villa site.
- 13 - Civic Plaza**- Create a civic plaza area at the center of City Villa.
- 14 - Streetscape**- Require all interior streets or new private circulation routes to be upgraded with streetscape elements such as trees, and continuous walkways.

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