

City of Bremerton

2003 – 2004

Comprehensive Plan Update

Final Supplemental Environmental Impact Statement

December 2004



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The City of Bremerton is pleased to present the Final Supplemental Environmental Impact Statement for the 2004 Bremerton Comprehensive Plan Update.

The Draft Supplemental Environmental Impact Statement was issued on October 22, 2004. Public comment was received until November 22, 2004.

It should be noted that no comments were received from the public or agencies.

This document, therefore together with the draft SEIS constitutes the complete environmental review for the 2004 Comprehensive Plan. The City appreciates the contributions of all those who have taken the time to review drafts and offer assistance of any kind.

We will continue to review the environmental implications of all decisions and actions taken during and after the implementation of the Comprehensive Plan.

Sincerely,

Paul Rogerson, AICP

FACT SHEET

Project Title

City of Bremerton 2003-2004 Comprehensive Plan Update

Proposed Action/Alternatives

The Proposed Action by the City of Bremerton includes the following elements:

- (1) adoption of new and revised Comprehensive Plan elements and policies to guide development for the ensuing 20 year period; and
- (2) adoption of a Future land Use Map in the Comprehensive Plan designating planned uses of land within the City.

The Comprehensive Plan is being updated to comply with the requirements of the Growth Management Act (RCW 36.70A). Development regulations, design guidelines, sub-area plans, incentives and other implementation tools will be proposed in subsequent actions.

The SEIS considers three alternatives which would guide and organize future growth in different ways. All alternatives would accommodate a population increase of approximately 13,000 and 9,000 additional jobs.

Alternative 1 - No Action: Assumes that the City would not take action to update its Comprehensive Plan and that growth would follow the pattern of recent trends. Most growth would locate outside the City limits, but within the Urban Growth Area (City UGA and non-associated unincorporated UGA).

Alternative 2 - Updated Plan without Centers: Assumes that the draft Comprehensive Plan Update and future land use map would be adopted, but without those policies or designations related to centers. More growth, but less than a majority, would locate in the City and its UGA.

Alternative 3 /Preferred - Updated Plan with Centers: Assumes that the majority of future growth would locate in the City and more than one-half of that would be guided to "centers" designated throughout the City on the Future Land Use Map. Centers would vary in size and function, but would be characterized by a mix of activities, higher densities, pedestrian orientation, amenities and adequate public services.

Westpark: The Bremerton Housing Authority is preparing a master plan for redevelopment of its Westpark site. The direction of the conceptual master plan is to create a mixed use, mixed-income

urban village. Land uses would include residential, retail, office, and community facilities. A variety of housing types and styles, for rent and for sale, would be developed to meet the housing needs of various income groups. New infrastructure would be constructed. All existing public housing units would be replaced on-site and off-site. Westpark could be developed under any of the alternatives; Alternatives 2 and 3 would specifically re-designate the site for public redevelopment. Additional environmental review would occur when an application is submitted to the City.

No changes to the proposal have occurred since publication of the Draft SEIS and the Final SEIS does not contain significant changes to the environmental analysis.

Location of Proposal	The Comprehensive Plan would affect all lands within the incorporated boundaries of the City. The Plan also proposes land uses and policies for lands within the City's unincorporated urban growth area.
Proponent	The City of Bremerton
Lead Agency	City of Bremerton Community Development Department
Responsible Official	Chris Hugo, Director Department of Community Development 345 6 th Street, 6 th Floor Bremerton, WA 98337 360-478-5243
EIS Contact Person/ Location of Background Information	Paul Rogerson, Planning Manager Department of Community Development 345 6 th Street, 6 th Floor Bremerton, WA 98337 360-473-5283
Required Permits & Approvals	Adoption of an updated Comprehensive Plan and Future Land Use Map by legislative action of the Bremerton City Council.
SEIS Authors & Principal Contributors	<i>Huckell/Weinman Associates, Inc.</i> – document preparation; land use; population, housing and employment; public services <i>Pentec Environmental/Hart Crowser</i> – water resources, wetlands, plants and animals <i>KPFF Engineers</i> – utilities

**Type/Timing of
Subsequent
Environmental Review**

The City of Bremerton has developed a phased work program to complete its Comprehensive Plan Update. Following adoption of the Comprehensive Plan, the City will propose new and revised development regulations and other implementation programs. Sub-area plans will also be prepared for designated centers. The City is using SEPA's phased review provisions (WAC 197-11-060(5)) to track its GMA actions. Future environmental documents will address the environmental impacts associated with various implementation tools. Future public and private development proposals will also comply with SEPA and may use this document as relevant.

The City is relying on adopted plans and development regulations to mitigate significant adverse impacts pursuant to WAC 197-11-158.

**Prior Environmental
Documents; Use of
Existing Documents**

This document supplements the Draft and Final SEISs prepared for the 1995 Comprehensive Plan (1995).

**Date of Final SEIS
Publication**

December 1, 2004

**Cost & Availability of
Final SEIS**

Copies of the Final SEIS may be purchased for \$8.00. Copies are also available for review at the Bremerton Community Development Department and the Bremerton Public Library.

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I. SUMMARY OF ALTERNATIVES, ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

This section provides a brief summary of the environmental information contained in the City of Bremerton Comprehensive Plan Update Supplemental Environmental Impact Statement (SEIS). The summary describes the framework for the planning process and provides a matrix-level overview of the issues, impacts, and mitigation measures analyzed for each of the alternatives.

This summary is intended to be concise and is selective. For complete information concerning environmental and mitigation measures, please refer to the appropriate section(s) within the Draft and Final SEIS.

A. Proposed Action and Alternatives

1. Proposed Action

The Proposed Action by the City of Bremerton consists of the following:

1. Amendment or adoption of policies in the Comprehensive Plan organized in specific elements or chapters, including Land Use, Transportation, Housing, Environment, City Services, and Economic Development.
2. Adoption of a generalized future land use map showing the location of various land uses.

2. Location of Proposal

The City of Bremerton is located on the eastern edge of the Kitsap Peninsula on State Route 3, on the western side of Puget Sound in Washington State. Most of the City's land area is located on two peninsulas, separated by the Port Washington Narrows.

3. Alternatives

This SEIS evaluates the impacts of three alternatives/scenarios, including revised Comprehensive Plan policies and a "preferred" future land use map recommended by the Bremerton Planning Commission. The three alternatives differ in the manner in which they would distribute projected population and employment growth within and between the existing City limits, the City's Unincorporated UGA (mostly located adjacent to the north of the City limits in East Bremerton, in Unincorporated Kitsap County, between the city limits and Riddell Road), and the "Non-Associated UGA" (which is mostly located adjacent to the north of Riddell Road in East Bremerton, in Unincorporated Kitsap County). All alternatives would accommodate a 20-year population increase of approximately 13,000 people, and employment growth of 9,000. All alternatives would retain current UGA boundaries.

Alternative 1 (No Action)

The No Action alternative would retain the existing Comprehensive Plan policies and future land use map from the 1995 Comprehensive Plan. In this alternative, approximately 75 percent of the projected new growth acres would continue to locate in the Non-Associated unincorporated UGA. Approximately 15 percent of the total growth acres projected by 2023 would locate outside existing City limits but within the Bremerton Unincorporated UGA. Only 10 percent of the total growth acres projected by 2023 would locate within the existing City limits. The growth within the City limits would mostly be distributed as infill on vacant properties along existing primary and secondary arterial streets. This alternative reflects a continuation of recent market trends, which has dispersed growth in UGAs outside the City.

Alternative 2 – Plan Update without Centers

Alternative 2 includes most revised Comprehensive Plan policies and an updated future land use map, but excludes those policies and map changes that reflect the “centers” concept of Alternative 3. The majority of the projected new population and employment growth by 2023 (approximately 55 percent) would locate in the Non-Associated unincorporated UGA. Approximately 30 percent of growth would locate outside existing City limits but within Bremerton’s Unincorporated UGA. Only 15 percent of future growth would locate within the existing City limits. New growth within the City would be accommodated as infill on vacant properties along existing primary and secondary arterial streets, and through redevelopment.

Alternative 3 – Plan Update with Centers (Preferred Alternative)

Alternative 3 has been preliminarily recommended as the preferred alternative by the Bremerton Planning Commission, pending further discussion, public comment and review of the SEIS. This alternative includes revised Comprehensive Plan policies and an updated future land use map, including those policies and map changes that reflect the centers concept. They would be characterized by higher densities, mixed-use, pedestrian-oriented development, and reflect improved design. Centers of different type, size and function would be located throughout the City. Almost all projected 2023 population and employment growth (approximately 86 percent) would occur within the incorporated City limits. Of this, approximately 55 percent of the new population growth and 45 percent of the new job growth would locate within 14 designated centers. To encourage this concentration of growth, the City would redesignate most existing multi-family residential properties outside the centers to Low Density Residential (LDR), which allows 5-10 dwelling units per acre.

Westpark

The Bremerton Housing Authority is developing a master plan for the redevelopment of Westpark. The 74-acre site, which was developed in the 1940’s with 642 public housing units, is located in West Bremerton near the junction between Kitsap Way and Highway 3. The Westpark site is currently being planned as a mixed-income urban including a mix of land uses, higher densities, pedestrian-oriented design, a grid street system, integrated open space, and modern facilities. Alternatives 2 and 3 designate Westpark (and two other sites) for “Public

Redevelopment.” Under Alternative 1, a comprehensive plan amendment and rezone would be required.

4. Planning Process & Environmental Review

The City of Bremerton adopted its first Comprehensive Plan in 1987. The Plan included goals and policies for land use, natural resources, transportation, public services, housing and economic development. An Environmental Impact Statement (EIS) was completed for the 1986 Comprehensive Plan to address possible environmental impacts. In 1995, the City adopted a new revised Comprehensive Plan to comply with the Washington State Growth Management Act (GMA) requirements and ensure consistency with other jurisdictions in the region. A Supplemental Environmental Impact Statement (SEIS) was prepared and issued. The Comprehensive Plan is being updated at this time to comply with the requirements of the GMA, to address new market opportunities and to incorporate a new approach to managing growth within the City.

Supplemental EIS/Phased Environmental Review

Supplemental EIS. This document is supplementing the SEIS previously prepared for the City’s Comprehensive Plan in 1995. A “Supplemental EIS” is one, which adds new information and analysis about impacts and alternatives (WAC 197-11-405(4)). It supplements environmental information in an existing EIS.

Analyses of impacts in the SEIS prepared for the existing Comprehensive Plan (1995) concerning many elements of the environment would not change and applies to the proposed Comprehensive Plan Update. These existing environmental documents have been used to focus the scope of the present Supplemental EIS on those issues where impacts of the updated Comprehensive Plan would be significantly different from those identified previously. Consistent with the SEPA rules (WAC 197-11-620), information in the existing SEIS is not repeated in this document.

Non-Project Document. Environmental Impact Statements on Comprehensive Plans and related policies and regulations are referred to as “non-project” or “programmatic” documents (WAC 197-11-704). Their purpose is to help the public and decision-makers to identify and evaluate the environmental effects of alternative policies, land use patterns, service standards, implementation approaches, and similar choices related to future growth. A non-project EIS is intended to promote understanding of environmental trade-offs among alternative courses of action (WAC 197-11-442).

Phased Environmental Review. The City of Bremerton is conducting phased environmental review of its GMA-mandated actions (pursuant to WAC 197-11-060(5) and 197-11-228 (2)(b)). Phasing of environmental review helps decision-makers and the public to focus on environmental issues that are clearly defined and ready for decision, while deferring analysis of other issues that are not ready for decision, or for which additional information is needed before a decision can be made. Phased environmental review generally progresses from proposed actions that are broad in scope and general in nature, to those that are narrow in scope and more

detailed. In the case of the City of Bremerton, the current phase of environmental review considers the proposed revisions to the City's Comprehensive Plan policies and future land use map. Future phases of environmental review will consider future actions, which would implement the revised Comprehensive Plan. These could include adoption of a revised zoning map, development regulations, sub-area plans, and financing programs and incentives.

B. Summary of Significant Impacts of the Alternatives

Table S-1 summarizes the significant environmental impacts and mitigation measures evaluated in the SEIS. Significant unavoidable adverse impacts were also identified. The following elements of the environment are evaluated in this document:

- Natural Environment
- Land Use
- Population, Housing, and Environment
- Public Services
- Utilities
- Transportation

Note that the City Services Element of the Comprehensive Plan Update includes both Public Services and Utilities. These topics are organized as separate sections in the SEIS.

Please see the respective section in the Draft and Final SEIS for each element of the environment for further details concerning impacts and proposed mitigation measures.

**Table S-1
Summary of Significant Environmental Impacts by Alternative**

Elements of the Environment	Alternative 1 No Action	Alternative 2 Plan Update without Centers	Alternative 3 Plan Update with Centers (Preferred Alternative)
IMPACTS			
<p>NATURAL ENVIRONMENT</p> <p><i>Water Resources</i></p>	<p>All alternatives involve potential impacts to surface water which would include increased impervious surfaces, altered surface water flows, increased stormwater flow, localized flooding impacts, and generation of non-point source pollution to local surface waters.</p>	<p>Impacts generally similar to No Action. Shifting somewhat more growth to the City and its UGA, with existing roads and infrastructure, can reduce impacts.</p>	<p>Focusing development in centers, mostly as infill or redevelopment in urbanized areas, could reduce these impacts.</p>
<p><i>Plants and Animals</i></p>	<p>Any alternative will result in land clearing for construction of housing and infrastructure, stormwater runoff and human disturbance associated with future growth. Environmental resources subject to risk of direct and indirect impacts include numerous species of plants, animals and fisheries (including threatened or endangered species and their habitat).</p> <p>The more dispersed land pattern for No Action would extend impacts over a relatively larger area.</p>	<p>Impacts generally similar to No Action. Shifting somewhat more growth to the City and its UGA would help conserve existing resources outside the City to some degree.</p>	<p>This alternative would lead to the least amount of land clearing, habitat modification and new impervious surface, as most development or redevelopment is planned to occur within the City limits on already disturbed sites.</p>

Elements of the Environment	Alternative 1 No Action	Alternative 2 Plan Update without Centers	Alternative 3 Plan Update with Centers (Preferred Alternative)
LAND USE	<p>Most growth would continue to locate outside of the City and the City's UGA. Overall land use pattern relatively unchanged. Growth within the City would mostly occur on vacant and underdeveloped land and follow current development trends.</p>	<p>Impacts generally similar to No Action.</p> <p>Somewhat more growth would occur within the City and City's UGA than No Action.</p>	<p>Most growth would be focused in the City. Growth and development within the City would be focused in designated mixed-use, high density, pedestrian oriented centers of different scales. Relatively less change in other areas of the City and in unincorporated areas.</p> <p>Redevelopment in centers would result in some impacts related to displacement and/or redevelopment of existing uses.</p> <p>Potential compatibility and scale impacts between new center development, and existing development adjacent to the center.</p>
POPULATION, HOUSING & EMPLOYMENT <i>Population</i>	<p>All three alternatives assume projected population growth of approximately 13,000 people through 2023. Distribution of this growth is different under each alternative.</p> <p>In Alternative 1, population growth is dispersed throughout the City (10%), City's UGA</p>	<p>In Alternative 2, population growth is dispersed throughout the City (15%), City's UGA (30%), and unincorporated Kitsap County (55%).</p> <p>The City's projected population for 2023 is 38,950 people.</p>	<p>In Alternative 3, 86% of the projected population growth will be within the City and 14% of the growth within the City's UGA.</p> <p>The City's projected population for 2023 is 50,172 people.</p> <p>Population growth more</p>

Elements of the Environment	Alternative 1 No Action	Alternative 2 Plan Update without Centers	Alternative 3 Plan Update with Centers (Preferred Alternative)
	(15%), and unincorporated Kitsap County (75%).		focused in designated mixed-use centers.
<i>Housing</i>	Existing density and mix of single-family and multi-family housing would continue.	Existing density and mix of single-family and multi-family housing would continue.	Higher density housing would be focused within the designated centers, with existing density in the existing single-family neighborhoods and lower density in areas outside centers currently zoned multi-family.
<i>Employment</i>	<p>All three alternatives include an addition of approximately 9,000 new jobs by 2023.</p> <p>New jobs will continue to be dispersed, with many locating in unincorporated Kitsap County.</p>	Impacts generally similar to No Action.	Approximately 45% of the new employment would be focused in designated centers, including downtown.
PUBLIC SERVICES <i>Fire Service & EMS</i>	<p>No additional Fire or EMS equipment, personnel, or facilities will be necessary in the City.</p> <p>Depending on proximity to fire facilities, the more dispersed growth pattern outside of the City could cause relatively longer response times and less efficient fire/EMS service by</p>	Impacts generally similar to No Action.	<p>Additional personnel would be necessary to fully staff all of the City's existing fire apparatus (including reserve units which are not currently staffed).</p> <p>To meet the needs of the projected population, one new EMS unit and associated personnel would be necessary.</p>

Elements of the Environment	Alternative 1 No Action	Alternative 2 Plan Update without Centers	Alternative 3 Plan Update with Centers (Preferred Alternative)
	other providers in unincorporated areas.		
<i>Police Service</i>	2 or 3 new officers would be required by 2023	Impacts generally similar to No Action.	About 20 new officers would be needed by 2023.
<i>Parks</i>	<p>Additional local parkland, facilities, programs and maintenance required under any land use alternative.</p> <p>An additional 10 acres would be necessary under Alternative 1. The City currently has a 200 to 300 acre deficit of local park and open space acreage.</p>	An additional 12 to 20 acres of local parkland would be required (in addition to current deficit).	An additional 70 to 110 acres of local parkland would be required in addition to current deficit.
<i>Public Schools</i>	<p>Most growth would occur in unincorporated areas of Kitsap County, which could impact both the Bremerton School District and the Central Kitsap School District.</p> <p>The more dispersed growth pattern might increase transportation needs.</p>	Impacts generally similar to No Action.	<p>Approximately 2,000 new students within City limit. The school district estimates a need for an additional four to five elementary and one middle school.</p> <p>Development and siting of new schools could be more centrally located within the centers.</p> <p>There is a potential reduction in transportation needs because more students would live in centers near schools.</p>

Elements of the Environment	Alternative 1 No Action	Alternative 2 Plan Update without Centers	Alternative 3 Plan Update with Centers (Preferred Alternative)
Utilities <i>Water</i>	<p>Growth associated with any land use alternative will generate additional needs for water.</p> <p>The capacity of the water system would permit the existing water supply, storage, transmission and distribution system to satisfy projected demand through 2023.</p>	<p>Impacts generally similar to No Action.</p>	<p>Impacts generally similar to Alternatives 1 and 2.</p> <p>The recommended water system improvements would need to be completed earlier in Alternative 3 to serve the more concentrated population growth in the City.</p>
<i>Sanitary Sewer</i>	<p>Growth associated with each of the alternatives will increase demands on the regional wastewater collection and treatment facilities. The existing wastewater collection, transmission and treatment system will satisfy projected loads through 2003 with identified WWTP improvements, beach sewer replacement and CSO control projects.</p> <p>Under No Action, a correspondingly greater demand would occur in systems serving unincorporated UGAs.</p>	<p>Impacts generally similar to No Action.</p>	<p>Impacts generally similar Alternatives 1 and 2.</p> <p>The recommended WWTP improvements would need to be completed earlier in Alternative 3 to meet the needs of the increased population in the City.</p>

Elements of the Environment	Alternative 1 No Action	Alternative 2 Plan Update without Centers	Alternative 3 Plan Update with Centers (Preferred Alternative)
<i>Stormwater</i>	Any land use alternative would result in the need to upgrade the existing stormwater system to function effectively through 2023.	Impacts generally similar to No Action.	Impacts generally similar to Alternatives 1 and 2. The recommended upgrades to the stormwater system would need to be completed earlier in Alternative 3 to meet the needs of the increased population.
TRANSPORTATION	All alternatives show relatively similar impacts on traffic (traffic congestion and delay) based on assumptions of PSRC regional model and City's growth targets. From a regional perspective (including growth alternatives for unincorporated areas), future improvements will be necessary. No Action would likely generate incrementally greater auto traffic because it is the most dispersed and auto dependent.	Impacts generally similar to No Action.	Impacts generally similar to Alternatives 1 and 2. Concentrating higher density and mixed-use development within the City and City's UGA would support and encourage greater use of public transit. The centers approach would facilitate more efficient use of existing streets, thus reducing future capital needs, and would support and encourage greater use of public transit.

C. Summary of Mitigation Measures

Natural Environment – Surface Water, Plants, and Animals

Water Resources

Recommended measures to mitigate direct impacts to water quality could include: adoption of updated critical area regulations which address wetland and stream and applicable buffer preservation or restoration; preservation or restoration of existing native vegetation on a watershed scale; adoption of updated stormwater controls; education programs that lead to reduced fertilizer and pesticide entering surface waters; implementation of construction best management practices (BMP's); and mitigation for project specific impacts. Water resources would also be protected through future updates of the Critical Areas Ordinance and Shoreline Master Program. The Comprehensive Plan Update references these mitigation measures.

Plants and Animals

Impacts to plants and animals may be mitigated by the following measures, in addition to those identified above for water resources: timing allowable in-stream work periods to protect fish during critical times of their life history; preservation or restoration of corridors for wildlife movement between isolated areas of habitat; removal of fish passage barriers; enhancement of shoreline habitats; enhancement of instream habitat; removal of derelict structures in marine waters; requiring design of new structures to minimize overwater structures; and requiring mitigation designs for specific projects and impacts. By implementing federal, state, and local regulations regarding plants and animals, impacts may be further mitigated.

Land Use

The proposed Comprehensive Plan objectives, goals and policies are intended to mitigate land use impacts associated with growth. Design standards for new multi-family, mixed-use and commercial development within centers would address the type and location of use, site planning, building design, and site features, and would be implemented through project planning and design. Updated development regulations and design standards and guidelines would address impacts to residential areas directly adjacent to designated centers. Potential mitigation for building design and height compatibility could include building modulation, landscape buffers and development setbacks, which could be addressed through sub-area plans and design guidelines.

Population, Housing, and Employment

The demand for housing, public services and employment associated with an increased residential population could be mitigated by implementation of the proposed goals, policies, and objectives of the Comprehensive Plan Update. Updated development regulations, design guidelines and capital facilities programs would further mitigate impacts from an increased population and employment base.

Public Services

Fire, Emergency Medical, and Police Services

Under any alternative, the Fire, EMS, and Police Departments should review their respective level of service standards to ensure that they have accounted for projected growth. If necessary, adjustments in level of service standards would be reflected in future capital facilities plans. Continued monitoring of service demand is also recommended.

Parks

Regardless of alternative, the City currently has a deficit in local parks. Any growth within the City would increase this deficit. The City should actively seek opportunities to acquire land for local parks, playgrounds, and plazas. Future capital facilities plans should reflect the need to acquire and develop such properties, particularly in or near designated centers.

Public Schools

The Bremerton School District should review current projections and update future Capital Facilities Plans to address population projections for the City and proposed centers. Future enrollment projections should reflect the population and housing targets adopted and used for planning purposes in the City's Comprehensive Plan. The City could consider the adoption of an impact fee ordinance, consistent with RCW 80.02.050, in order to address the impacts from projected growth.

Utilities

Water Service

Under any of the alternatives, the City will need to implement water system improvements. The City has already included several system improvements in the capital improvement program (CIP), which would increase reliability, water quality, storage capacity, flows and pressure within the City's water service area.

Sanitary Sewer

Sewer system improvements will be required regardless of which Comprehensive Plan alternative is implemented. Improvements include replacing or constructing new sewer lines, and combined sewer overflow (CSO) projects to minimize the impact of wet weather flows on the sewer system.

Storm Water

The current CIP identifies several improvements to the storm drainage system which would apply under all of the alternatives. Implementation of adopted stormwater controls would mitigate development-related impacts.

Transportation

Population and employment growth will increase traffic congestion and delay. The degree of increase could be reduced or minimized, however, by implementing identified capacity improvements, transportation demand management strategies, proposed land use policies and map designations, and development regulations. Focusing a greater increment of growth within designated centers at higher densities could facilitate greater use of transit and non-motorized modes of travel, which could effectively extend the capacity of the existing transportation system.

D. Significant Unavoidable Adverse Impacts

Natural Environment

Increased growth, construction, human activity, traffic, and the expansion of public facilities under any of the alternatives would result in incremental impacts to the City's natural environment and resources.

Land Use

Future growth within the City would cause some unavoidable impacts to land use, including displacement, urbanization, discontinuity in type and scale of land use, and temporary construction impacts.

Population, Housing, and Employment

Growth and development will occur in and around the City over time, with or without the adoption of an updated comprehensive plan, and regardless of plan alternative. Land developed for residential and commercial uses will generally be unavailable for other uses.

Public Services

Growth within the City will result in increased demands on existing public services and facilities, creating a need for additional facilities, personnel, and equipment. Additional costs resulting from service increases will need to be planned for, and funding sources will need to be identified.

Utilities

Anticipated growth for any of the alternatives will increase demands placed on the water and wastewater collection and treatment facilities. Any growth would also increase the demand for water resources and improvements to delivery systems. Increased development will result in increased impervious surface area and consequent increased volumes of stormwater run-off.

Transportation

Growth will unavoidably increase traffic congestion and delay. The extent of impacts could be reduced or minimized by implementing identified capacity improvements, transportation demand management strategies, proposed land use policies and map designations, and development regulations.

E. Major Conclusions, Issues to be Resolved and Environmental Choices Among Alternatives

The City is a developed urban area, with impervious surfaces and disturbed natural features. It is planning to accommodate future growth as mandated by the GMA. The SEIS identifies environmental impacts within the City of Bremerton due to projected increases in population and employment. To some extent, these impacts are inherent in the development and redevelopment of cities and implementation of long-range plans. In terms of environmental impacts there are some significant advantages in implementing Alternative 3 and designating centers. Most future growth would be focused within the City and would occur through redevelopment, impacting a developed urban area where most environmental resources have previously been modified. In addition, the City can directly manage and regulate development occurring within its boundaries. In contrast, dispersing more growth to unincorporated UGAs – rather than focusing it with centers – would be less efficient (lower density) and would consume more vacant land, and would require greater inter-jurisdictional coordination (with Kitsap County). To realize the centers strategy, the City will need to provide sufficient incentives to alter the historical direction of the market, which has encouraged a dispersal of growth to vacant lands.

II. PROJECT DESCRIPTION & ALTERNATIVES

A. Description of Proposed Action

The proposed action addressed in this Supplemental Environmental Impact Statement (SEIS) is the revision by the City of Bremerton of its 1995 Comprehensive Plan. The revised Comprehensive Plan will guide growth and development within the City for the next twenty years (until 2023). The City's 2002 population was 37,260; the revised Comprehensive Plan is planning to accommodate a 2023 total population of 50,172 residents, or growth of approximately 13,000 people. The revised Comprehensive Plan will comply with the requirements of the Washington State Growth Management Act (GMA), and of Kitsap County's County-wide Planning Policies (CPPs).

The proposed action consists of two primary elements:

1. Amendment or adoption of policies in the Comprehensive Plan organized in specific elements or chapters, including Land Use, Transportation, Housing, Environment, City Services, Economic Development, and Community Character.
2. Adoption of a generalized Future Land Use Map showing the location of various land uses.

The "preferred alternative" evaluated in this SEIS incorporates a "centers" concept for accommodating projected growth. Under this concept, almost all of the projected population and employment growth would be accommodated within the existing Bremerton City limits, and most of this growth would be concentrated in fourteen mixed-use, higher density, pedestrian oriented "centers" which would be designated in various locations throughout Bremerton. The centers would vary in function, scale and intensity. Downtown Bremerton would be the largest of these centers.

The SEIS also contains information concerning planned redevelopment of the Westpark site, being proposed by the Bremerton Housing Authority. The site will be redeveloped pursuant to a master plan that is currently being prepared. Designation of the site area for mixed-use development would occur as part of the Comprehensive Plan Update and is addressed in this SEIS. Redesignation will not approve development, foreclose alternatives, or commit the City to a course of action. Review and approval of the master plan and redevelopment of the site are separate actions which will be considered by the City in the future, and will be the subject of separate, more detailed environmental review.

After deliberations by the City's Planning Commission and City Council, and public hearings and other public comment, the revised Comprehensive Plan and Future Land Use Map will be adopted by ordinance by the Bremerton City Council.

Actions to implement the Comprehensive Plan – such as adoption of a revised zoning map, development regulations, design guidelines, sub-area plans, financing programs and/or incentives – will occur in subsequent phases of the City's GMA work program. According to the GMA,

these implementing regulations must be consistent with the Comprehensive Plan. Future environmental review will examine potential environmental impacts associated with any actions proposed by the City to implement the Comprehensive Plan.

B. Location of Proposed Action

The revised Comprehensive Plan would apply to lands within the City of Bremerton, located on the eastern edge of the Kitsap Peninsula on State Route 3, on the western side of Puget Sound in Washington State. Most of the City's land area is located on two peninsulas, separated by the Port Washington Narrows. The City limits consist of 14,454 acres, including over 8,000 acres of undeveloped land and open space in the western portion of the City distributed between the Union River watershed (the city's surface water supply), the city-owned Gold Mountain Golf Course, and other forested utility-owned lands. The Comprehensive Plan will also apply to the City's unincorporated Urban Growth Area (UGA), located primarily in East Bremerton, generally between the existing City limits and Riddell Road, and small areas in West Bremerton near Navy Yard City, West Hills, and Rocky Point. This unincorporated UGA is illustrated in the City's current Comprehensive Plan. The revised Comprehensive Plan does not propose changes to the existing City limits, or to the current boundaries or size of the City's unincorporated UGA.

C. Overview of the City of Bremerton & Surrounding Area

Most of Bremerton is located on two smaller peninsulas and is separated by the Port Washington Narrows. The Manette and Warren Avenue Bridges connect the two peninsulas and join east and west Bremerton. The boundaries of the city extend west to include approximately 8,000 acres of undeveloped land, which includes the Union River watershed, the city owned Gold Mountain Golf Course, and other forested utility owned lands. Neighborhoods within the city include Charleston, Kitsap Lake, Manette, Oyster Bay, and Wheaton Way.

The Puget Sound Naval Shipyard (PSNS) is located in West Bremerton, along Sinclair Inlet. PSNS is a large naval shipyard and supply center, and is a regional employment center.

The Washington State Ferries provide a direct link to downtown Seattle, and SR-3 and SR-16 lead to Tacoma. Bremerton also serves as a link for people traveling to the Olympic Peninsula.

Existing land uses reflect a mix of public, residential and commercial and industrial activities. Public open space land (including lands designated Watershed, Utility, and most Open Space) is the most extensive land use in the City, encompassing over 8,000 acres. Most of this large amount of land is located in the western portion of the City, and is set aside for protection of the City's water supply, and for used as part of the City's Gold Mountain Golf Course. The Comprehensive Plan Update does not propose changes to these open space and public lands.

Residential land use is the next largest land use designation, applied to approximately 7,330 acres. The residentially designated areas are mostly smaller lot sizes in the older portion of Bremerton with larger lot sizes in East Bremerton and in the West Hills/Kitsap Lake areas. The majority of housing units are detached single unit structures. Single-family units comprise 54

percent of the total, while nearly 44 percent of the population lives in multi-family units. Approximately 63 percent of the population lives in rental units, compared to approximately 37 percent in Kitsap County as a whole. The City of Bremerton also has a high proportion of affordable housing as compared to the remainder of Kitsap County; many of these affordable units are of old and/or of poor quality.

Industrial and commercial land use designations consist of approximately 1,435 acres. The majority of that land is underutilized; approximately 90 percent of commercial and industrial lands are vacant. Most of the industrially designated lands are in the west Bremerton area near Auto Center Way. The area developed for commercial uses stretches to the north on Wheaton Way. It is comprised of auto oriented commercial uses including fast food, and large footprint stores (such as Costco and Fred Meyer). Kitsap Way near Highway 3 is also developed for commercial uses, including restaurants and motels serving tourist uses.

Although Bremerton's population growth in the last ten years has been stagnant, with some years of decline, the population is projected to add approximately 13,000 new people by 2023, reaching a total population of 50,172 people. Some of the population growth can be accommodated by redeveloping existing underutilized residentially zoned land within the city; however it is estimated that an additional 512 to 852 acres of residentially designated land will be necessary. (This estimate includes the amount of land necessary for development, roads and street, and areas that are not developable because of critical areas.)

Bremerton is also expected to add approximately 9,000 new jobs over the next 20 years, increasing total employment from 45,000 to 54,000 jobs by 2023. To accommodate this employment growth, the City estimates that 127 acres of developable land will be necessary for commercial uses and 126 developable acres will be necessary for industrial use. Existing commercial and industrial land designations are expected to be adequate to accommodate this growth.

The City is surrounded to the north and east by unincorporated urban areas. The Wheaton Way corridor extends from Bremerton north to Silverdale, an unincorporated area within Kitsap County which contains the Silverdale Mall, many large retailers and service-oriented businesses. To the west and south, the surrounding area is largely rural, with the exception of the cities of Port Orchard (and the South Kitsap/McCormick Woods UGA) and Gig Harbor.

D. State Environmental Policy Act (SEPA) Review Process

This Supplemental Environmental Impact Statement (SEIS) is being prepared to satisfy the requirements of the Washington State Environmental Policy Act (SEPA, 43.21C) and implementing rules (WAC 197-11). It is also intended to assist local decision-makers and members of the public to better understand the potential environmental impacts of, and alternatives to, the proposed action. The SEIS will accompany the Draft Comprehensive Plan Update as it is reviewed by the Planning Commission, the City Council, citizens and agencies.

Supplemental EIS. This document is supplementing the EIS previously prepared for the City's adopted Comprehensive Plan. A "Supplemental EIS" is one which adds new information and

analysis about impacts and alternatives (WAC 197-11-405(4)), thereby supplementing environmental information in an existing EIS.

Analyses in the 1995 SEIS prepared for the currently adopted Comprehensive Plan concerning many elements of the environment is relevant and applicable to the proposed Comprehensive Plan Update. Only minor changes in background conditions (such as current and forecast population levels) have occurred, and the conclusions of the existing analysis would not change significantly for many elements of the environment (Earth, Air, Energy & Natural Resources, Environmental Health, Aesthetics and Cultural Resources). The existing environmental document is being used to focus the scope of the present Supplemental EIS on those issues where impacts of the updated Comprehensive Plan would be significantly different from those identified previously, including the Water Resources, Plants and Animals, Land & Shoreline, Population and Housing, Transportation, Public Services and Utilities. Consistent with the SEPA rules, the scope of this SEIS has been narrowed to focus on significant issues, and information in the document being supplement is not repeated in this SEIS (WAC 197-11-620). To assist the reader, however, Section G below summarizes the information contained in the existing EIS.

Non-Project Document. Environmental Impact Statements on Comprehensive Plans and related policies and regulations are referred to in the state SEPA rules as “non-project” or “programmatic” documents (WAC 197-11-704). Their purpose is to help the public and decision-makers to identify and evaluate the environmental effects of alternative policies, land use patterns, service standards, implementation approaches, and similar choices related to future growth. A non-project EIS is intended to promote understanding of environmental trade-offs among alternative courses of action (WAC 197-11-442). While land use plans and policies do not directly result in alterations to the physical environment, they do provide a framework within which future growth and development – and resulting environmental impacts – will occur.

Phased Environmental Review. The City of Bremerton is conducting phased environmental review of its GMA-mandated actions (pursuant to WAC 197-11-060(5) and 197-11-228 (2)(b)). Phasing of environmental review helps decision-makers and the public to focus on environmental issues that are clearly defined and ready for decision, while deferring analysis of other issues that are not ready for decision, or for which additional information is needed before a decision can be made. Phased environmental review generally progresses from proposed actions that are broad in scope and general in nature, to those that are narrow in scope and more detailed. In the case of the City of Bremerton, the current phase of environmental review considers the proposed revisions to the City’s Comprehensive Plan policies and Future Land Use Map. Future phases of environmental review will consider future actions which would implement the revised Comprehensive Plan. These could include adoption of a revised zoning map, development regulations, sub-area plans, and financing programs and incentives.

Draft and Final SEIS. A Draft SEIS and a Notice of Availability were published on October 22, 2004. Copies of the Draft SEIS were mailed to the distribution list contained in Appendix A. The comment period closed on November 22, 2004. No comments were received from public agencies, tribes or interested citizens. The Final SEIS contains the Fact Sheet, Summary and

Project Description from the Draft SEIS, with only minor updating. Some updated information regarding City Services (Utilities) is provided in Section III.

E. Draft Comprehensive Plan / SEIS Alternatives

1. Background

The City of Bremerton adopted its first Comprehensive Plan in 1987. The Plan included goals and policies for land use, natural resources, transportation, public services, housing and economic development. An Environmental Impact Statement (EIS) was completed for the 1987 Comprehensive Plan to address possible environmental impacts; it was not appealed. In 1995, the City adopted a revised Comprehensive Plan to comply with the Washington State Growth Management Act (GMA) and to ensure consistency with other jurisdictions in the region. A Supplemental Environmental Impact Statement (SEIS) was prepared and issued; it was not appealed. The Comprehensive Plan is being updated at this time to comply with the requirements of the GMA, to address new market opportunities and to incorporate a new approach to managing growth within the City.

2. Public Involvement

To ensure public involvement in the Comprehensive Plan Update process, the City established six citizen committees – each focused on one element of the plan – to review and provide input to goals and policies. One member from each citizen committee was selected to join the Coordinating Council, which acts in an advisory capacity to the Planning Commission. The Planning Commission then held public meetings to discuss and refine the recommendations from the citizen committees and ultimately made a preliminary recommendation (preferred alternative) for the Comprehensive Plan Update. Prior to final adoption of the plan, the City Council will also hold public hearings, which will offer additional opportunities for public involvement.

3. Alternatives: Major Features, Similarities and Differences

This SEIS evaluates the impacts of three alternatives, including the revised Comprehensive Plan policies and the preferred Future Land Use Map recommended by the Bremerton Planning Commission. (Note that the “alternatives” addressed in this SEIS were referred to as “scenarios” during the public’s and Planning Commission’s initial review of Draft Comprehensive Plan Update policies and land use map.) The three alternatives differ in the manner in which they distribute projected population growth within and between the existing City limits, the City’s existing (1995) unincorporated UGA (mostly located adjacent, north of the City limits in East Bremerton, in Unincorporated Kitsap County, between the City limits and Riddell Road), and the existing “Non-Associated UGA” (which is mostly located adjacent, north of Riddell Road in East Bremerton, in Unincorporated Kitsap County).

Alternative 1 (“Scenario 1: Existing Plan and Patterns”) assumes no change to the City’s current adopted 1995 Comprehensive Plan policies and Future Land Use Map; this is the “No-Action” alternative for purposes of SEPA review. It reflects what would be likely to happen if recent

patterns and trends continued into the future, and provides a benchmark against which to measure the other alternatives. Alternative 2 (“Scenario 2: Updated Plan without Centers”) assumes the adoption of revised Comprehensive Plan policies and Future Land Use Map, except those policies and map changes embodying the proposed “centers” concept. Growth within the City would be more dispersed. Alternative 3 (“Scenario 3: Plan Update with Centers”) assumes adoption of revised Comprehensive Plan policies and Future Land Use Map, including policies and map changes reflecting the proposed “centers” concept. This alternative was recommended by the Bremerton Planning Commission and is considered the preferred alternative for the purposes of environmental review. Designating it as “preferred” at this point in time is preliminary, does not commit the City to adopting it, and does not foreclose other courses of action. The Planning Commission will review the information in the SEIS before making a formal recommendation to the City Council.

Major factors considered in the alternatives include the following:

- **Population Growth:** All three alternatives assume a year 2023 population projection of 50,172 for the City (an increase of 12,912 over the 2002 population). They differ as to where within the City and the UGA(s) this population would be accommodated. Alternative 3, the preferred alternative, would accommodate this population growth as follows:

Neighborhood (Non-Centers) Single-family:	4,000-4,500
Non-Centers Multifamily:	1,000-1,500
Centers Single-family and Multifamily:	5,000-6,000
<u>Downtown Center Multifamily:</u>	<u>1,000-1,500</u>
Total Population Growth	11,000-13,500
Centers Population Growth	6,000 -7,500 (55 percent)

- **Employment Growth and Economic Development:** All three alternatives assume a year 2023 employment total of 54,030 jobs, an increase of 8,719 over the year 2000 job total.
- **City Limits:** All three alternatives assume no change in the existing City limits.
- **Urban Growth Area:** The alternatives assume no change to the City’s unincorporated UGA boundary (mostly located north of the existing City limits and south of Riddell Road in East Bremerton) as illustrated in the City’s 1995 Comprehensive Plan. In particular, none of the alternatives propose to add any of the unincorporated Non-Associated UGA (located generally north of Riddell Road) to the City’s UGA. City and County policies call for the eventual annexation by Bremerton of properties within the City’s unincorporated UGA. Currently the City does not plan to plan for or annex properties within the Non-Associated unincorporated UGA over the next 20 years.
- **Land Use:** The “No Action” alternative assumes continuation of existing land use patterns, with the vast majority of the new population and job growth occurring outside the City and its unincorporated UGA, in the Non-Associated UGA north of East Bremerton. No centers would be designated as a focus for future growth. Alternative 2 assumes a similar land use pattern; though relatively more growth would occur in or near the City (i.e. in the City’s

unincorporated UGA), the land use pattern would be similar to No Action. Similarly, Alternative 2 would not designate or guide future growth to mixed-use, higher density centers.

The preferred alternative (Alternative 3 - “Scenario 3: Plan Update with Centers,”) assumes adoption of revised Comprehensive Plan policies and a Future Land Use Map, which would designate fourteen mixed-use centers throughout the City. Almost all of the City’s projected population and job growth would occur within the existing City limits, with most of that being focused into the proposed centers at higher densities. To encourage and focus growth within designated centers, the City would redesignate most existing multi-family residential properties outside the centers as Low Density Residential. Over a period of years, this is expected to result in a significantly different land use pattern – concentrated, higher density, more mixed-use – when compared to the other alternatives.

Alternative 3, would accommodate projected growth and residential land needs as follows:

Neighborhood (Non-Centers) Single-family:	314-531 gross acres
Non-Centers Multifamily:	37-124 gross acres
Centers Single family and Multi-family:	144-172 gross acres
<u>Downtown Center Multifamily:</u>	<u>17-25 gross acres</u>
Total Growth Acres Needed	512-852 gross acres

- Housing Mix and Density: The No Action alternative would not change the existing mix of housing and density within the City. The growth that would occur within the city under this alternative would be infill or redevelopment on existing lots. Alternative 2 would also accommodate most growth as infill or redevelopment without any significant change in housing mix or density. Alternative 3 would increase housing density in the designated centers and encourage small-lot single family and multi-family units. Areas outside of the designated centers would be lower in density and include more traditional single-family units; they would not experience significant change.
- Centers: Alternative 3 incorporates a “centers” concept for accommodating projected growth. Centers would be characterized by higher density mixed-use development, and planned to be pedestrian-oriented and transit supportive. Four types/scale of centers are identified - neighborhood, district, employment and regional. Fourteen centers would be designated on the Future Land Use Map. Downtown Bremerton would be the largest, the most diverse and the most intensively developed of the centers. Under the centers concept, almost all of Bremerton’s projected population and employment growth (approximately 86 percent) would be accommodated within the existing City limits, and most of this growth (55 percent of total growth) would be concentrated in designated centers. Public open space would be included in most or all of the centers.
- Downtown Bremerton: In all alternatives, downtown Bremerton would continue to be the City’s major employment center and the focus of new economic and job growth. The Puget Sound Naval Shipyard would continue to be a principal economic base for the foreseeable future. The preferred alternative would incorporate goals and policies encouraging quality

design in the downtown, where special design guidelines would apply to new construction. These and other goals and policies would strive to transform downtown Bremerton into a “full-service” regional downtown center, with 24-hour activity.

- Transportation: The Transportation Element of the Comprehensive Plan Update identifies future transportation system deficiencies, and proposed transportation improvements and costs, based on projected land use and population. In order to encourage growth in centers (preferred alternative), the Transportation Elements calls for the adoption of level of service standards that would allow greater congestion on certain streets within designated centers.
- Capital Facilities/City Services: The City Services Element of the Comprehensive Plan Update contains policies that would assure that capital project expenditures were consistent with the Comprehensive Plan in each alternative.
- Urban Design/Community Character: The preferred alternative would incorporate goals and policies encouraging high quality design throughout the community, and particularly in the centers, where special design guidelines would apply to new construction.

The three alternatives are described below, and summarized in Table 1.

Table 1. Summary of the Alternatives

	Alternative 1 "No Action"	Alternative 2 Updated Plan without Centers	Alternative 3 – Preferred Alternative Updated Plan with Designated Centers
Comprehensive Plan Policies	Existing (1995) policies	Revised policies, minus centers	Revised policies, including centers
Comprehensive Plan Future Land Use Map	Existing (1995) Future Land Use Map	Revised map, minus designated centers	Revised map, including designated centers
Forecast Population Growth	13,000 increase (50,172 total)	13,000 increase (50,172 total)	13,000 increase (50,172 total)
Growth Distribution	City: 10% City UGA: 15% Non-Associated UGA: 75%	City: 15% City UGA: 30% Non-Associated UGA: 55%	City: 86%, 55% of new population growth, and 45% of new job growth occurs in designated centers City UGA: 16% Non-Associated UGA: 0%
Employment	9,000 new jobs over 20 years	9,000 new jobs over 20 years	9,000 new jobs over 20 years, 45% in centers
City Limits	Existing City limits	Existing City limits	Existing City limits
Urban Growth Area (Unincorporated City UGA and Non-Associated UGA)	No changes from 1995 Comprehensive Plan	No changes from 1995 Comprehensive Plan	No changes from 1995 Comprehensive Plan
Housing Mix/Density	Existing mix of single-family and multi-family	Existing mix of single-family and multi-family	Small-lot single-family and multi-family in centers; single-family elsewhere
Centers Concept	No	No	Yes
Downtown Bremerton	Continues as City's employment center	Continues as City's employment center	Continues as City's employment center, but with a new mixed-use focus
Transportation	Identifies projected deficiencies, recommended improvements, and costs.	Identifies projected deficiencies, recommended improvements, and costs.	Identifies projected deficiencies, recommended improvements, and costs; lower LOS standards in centers
Capital Facilities / City Services	Consistent with Comprehensive Plan	Consistent with Comprehensive Plan	Consistent with Comprehensive Plan
Urban Design / Community Character	No design guidelines	City-wide design guidelines	City-wide design guidelines, special design guidelines in centers

Alternative 1: No Action (Existing Plan and Patterns)

The No Action alternative would retain the existing 1995 Comprehensive Plan policies and Future Land Use Map. See Figure 1. Like the other two alternatives, it also would retain the City's unincorporated UGA boundary from the 1995 Comprehensive Plan. The vast majority of the projected new population growth and new employment growth (approximately 75 percent of the total growth [in acres] projected by 2023) would continue to locate in the Non-Associated unincorporated UGA located north of Riddell Road in East Bremerton. Approximately 15 percent of the total growth (in acres) projected by 2023 would locate outside existing City limits but within the 1995 Bremerton Unincorporated UGA. Only 10 percent of the total growth (in acres) projected by 2023 would locate within the existing City limits; it would generally occur as infill on vacant properties along existing primary and secondary arterial streets. This alternative reflects current growth and development patterns. This alternative would not meet proposed goals and policies regarding centers development in the Comprehensive Plan Update.

Alternative 2 (Scenario 2: Updated Plan Without Centers)

Alternative 2 ("Scenario 2: Updated Plan Without Centers") would include most revised Comprehensive Plan policies and an updated Future Land Use Map, but excludes those policies and map changes that reflect the centers concept. See Figure 2. As in the No Action alternative, the majority of the projected new population and employment growth (approximately 55 percent of the total growth [in acres] projected by 2023) would continue to locate in the Non-Associated unincorporated UGA located north of Riddell Road in East Bremerton. Approximately 30 percent of the total growth (in acres) would locate outside existing City limits but within the 1995 Bremerton Unincorporated UGA. Only 15 percent of the total growth (in acres) would locate within the existing City limits. As in No Action, new growth would generally occur as infill on vacant properties, along existing primary and secondary arterial streets, and through redevelopment. Growth would be somewhat more focused in or adjacent to the City. Alternative 2 would retain the City's unincorporated UGA boundary from the 1995 Comprehensive Plan.

Alternative 3 (Scenario 3: Updated Plan With Centers/Preferred Alternative)

Alternative 3 ("Scenario 3: Updated Plan With Centers") has been preliminarily recommended as the preferred alternative by the Bremerton Planning Commission. This alternative would include all revised Comprehensive Plan policies and an updated Future Land Use Map, including those policies and map changes that reflect the centers concept. See Figure 3. Cumulatively, designated centers would comprise approximately 462 acres of land. Almost all of the projected new population and employment growth in Alternative 3 would occur within the incorporated City limits of Bremerton. Of this, approximately 55 percent of the new population and jobs would locate within the designated centers, rather than the more dispersed pattern of the other two alternatives. To encourage this redirection and concentration of growth, the City would redesignate most existing multi-family residential properties outside the centers to Low Density Residential (LDR), which allows 5-10 dwelling units per acre. Over a period of years, these actions are expected to result in a significantly more concentrated land use pattern compared to the other two alternatives. It would be characterized by higher densities, contain more mixed-use

Figure 1. Alternative 1 - No Action

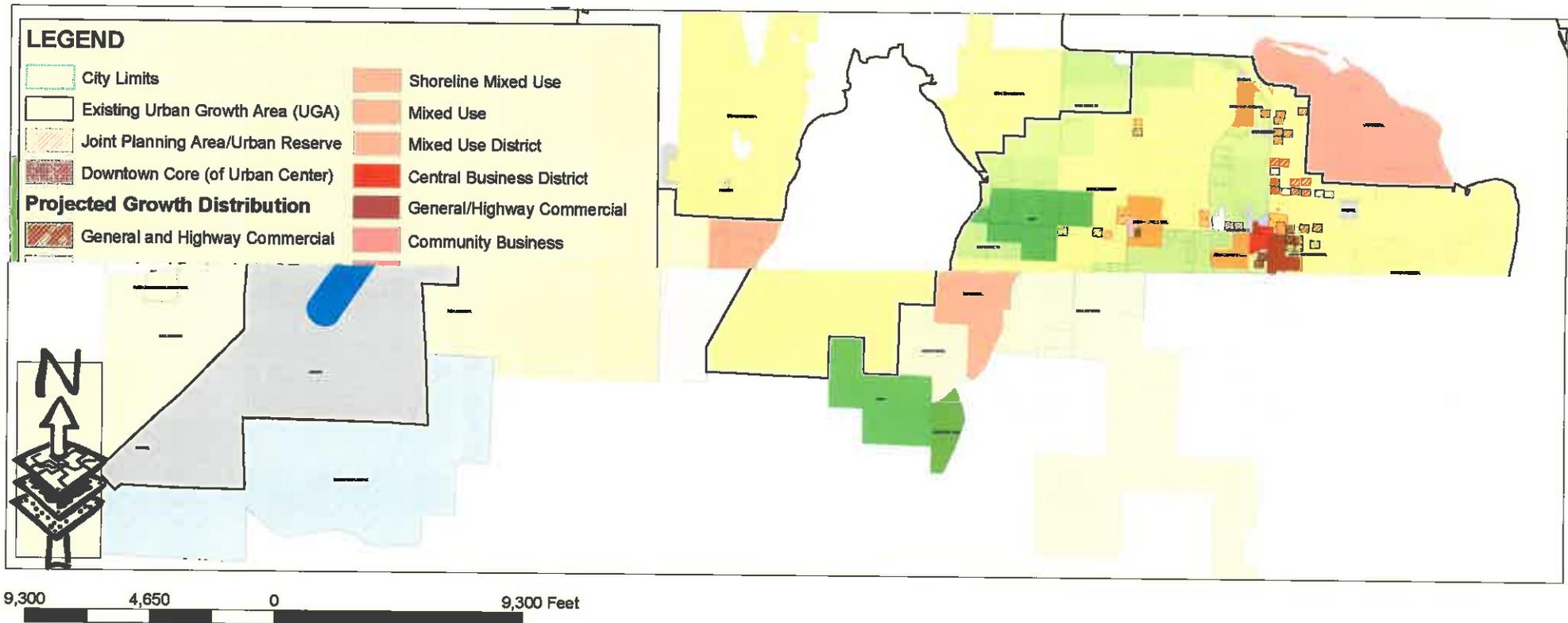


Figure 2. Alternative 2 - Plan Update without Centers



development, and reflect improved design. Alternative 3 would retain the City's unincorporated UGA boundary from the 1995 Comprehensive Plan.

Land Use Map Designations

Centers

The following centers are described in the Comprehensive Plan Update and designated on the Future Land Use Map.

NC (Neighborhood Center)

General Development Parameters:

- Density: 20 dwelling units per acre (average)
- Height: 1-4 stories
- Housing Type: Mixed, ranging from small-lot single-family near the edge, to 4-story mixed use structures as the focal point of the center.

DC (District Center)

General Development Parameters:

- Density: 20 dwelling units per acre (average)
- Height: 1-5 stories
- Housing Type: Mixed, ranging from small-lot single-family near the edge, to 5-story mixed use structures as the focal point of the center.

EC (Employment Center)

General Development Parameters:

- Density: none specified
- Height: none specified
- Structure Type: Master-planned light industrial and/or office uses in combination with supporting residential and commercial uses.

DRC (Downtown Regional Center)

General Development Parameters:

- Density: 40 dwelling units per acre
- Height: (consistent with DT height plan)
- Housing Type: Various, single use residential and commercial, and/or mixed-use structures.

Centers proposed in Alternative 3 are described below, and are summarized on Table 2.

Table 2. Proposed Centers/Preferred Alternative

	Area (acres)	20-Year Population (# People)	Commercial Floor Area (square feet)	20-Year Employment (# Employees)
Neighborhood Centers				
Haddon Callow Ave/N 15 th	27	108	126,000	14-35
Manette Manette Peninsula	33	528	164,688	69-173
Perry Avenue Perry Ave/NE Sheridan	27	216	126,563	28-71
Sylvan/Pine	30	120	140,625	16-39
Kitsap Lake ("Reserve Center") Kitsap Way/Harlow Dr.	48	0	225,000	0
Oyster Bay/Westpark	37	1332	231,250	232-581
<i>Subtotal</i>	<i>202</i>	<i>2,304</i>	<i>1,014,126</i>	<i>359-899</i>
District Centers				
Wheaton/Riddell Riddell Rd/Wheaton Way	106	1908	660,000	370-924
Wheaton/Sheridan Sheridan Rd/Wheaton	81	875	500,000	169-424
Charleston Callow Way/N 1 st -N 11 th	39	280	244,000	54-136
<i>Subtotal</i>	<i>223</i>	<i>3,063</i>	<i>1,404,000</i>	<i>593-1,484</i>
Regional Center				
Downtown	37	1332	578,125	652-1630
Employment Centers				
Harrison	0	0	0	0
NW Corp. Campus	0	0	0	0
Port Blakely	0	0	0	0
<i>Total Centers</i>	<i>462</i>	<i>6,669</i>	<i>2,996,251</i>	<i>1,604-4,013</i>

Source: City of Bremerton, 2004; Huckell/Weinman Associates, 2004

Neighborhood Centers would be the smallest type of center, between 25 and 50 acres each in area, characterized by a small scale and a pedestrian focus. Commercial uses generally would be limited to personal and professional services serving a single neighborhood. Residential growth would be approximately 75 percent Medium Density Residential (MDR) and 25 percent Low Density Residential (LDR). There would be no new High Density Residential (HDR) development within a Neighborhood Center. Typically a Neighborhood Center would have a park, community center, post office, or school to provide a central point for the center and the residents. The city would designate six Neighborhood Centers throughout the city: Haddon, Manette, Perry Avenue, Sylvan/Pine, Oyster Bay, and Kitsap Lake. Kitsap Lake is designated as a "reserve" centers and is expected to redevelop after 2023.

District Centers would provide several neighborhoods with services and uses not found in the smaller Neighborhood Centers. District Centers would be characterized by larger commercial and professional uses supported by a more dense residential population.

People coming from outside of the Center in automobiles would also use the District Centers; although District Centers would be pedestrian in design, there would be road and parking infrastructure to support automobiles. Residential growth would be allocated with 50 percent being HDR, 25 percent being MDR, and 25 percent being LDR. There would be three District Centers: Wheaton/Riddell, Wheaton/Sheridan, and Charleston.

The section of Wheaton Way located between the two centers would be designated as a "Redevelopment Corridor (WWRC)." The goal of the plan is encourage infill and redevelopment of this auto-oriented commercial strip to a higher density, mixed-use corridor. Design guidelines would require buildings to front the street and to locate parking located behind buildings or on the side. The redevelopment corridor would support and connect the two district centers.

The Downtown Regional Center (DRC) consists of Bremerton's existing downtown core. The DRC would be designed to serve the entire region with jobs, high density residential development, civic and cultural activities. Development in the DRC would be characterized by ground floor retail, galleries, and restaurants and high density residential or office uses on the upper floors.

Employment Centers would be mixed-use areas, with large-scale employment activities supported by residential and commercial uses. Office, light industrial and industrial uses would be allowed and would attract a workforce from a large geographic area. While some employees would commute, there would be opportunities to live in or near the Employment Center. Three Employment Centers would be designated: Harrison at the hospital complex; the underutilized Northwest Corporate campus located in the Bremerton UGA; and the Pope and Talbot and Port Blakely properties in the West Hills area. The Employment Centers are assumed to develop over the longer term; no employment has been allocated to these centers at this time.

The fourteen centers were identified based on their ability to absorb population or commercial development, relative absence of constraints due to critical areas, and the availability (existing or planned) of water, sanitary sewer, storm sewer and transportation over the next twenty years. In subsequent phases of GMA planning, the City will prepare a variety of tools to help implement the centers concept, including sub-area/implementation plans, new zoning designations and design guidelines. Additional environmental review would occur for these future actions.

Other Land Use Map Designations

The Future Land Use Map would combine and consolidate the thirty-three designations on the current Comprehensive Plan Land Use Map into twenty-three designations. In addition to the four centers designations discussed above, the Future Land Use Map would designate sites within the City for a variety of land uses. These include different types of residential, commercial and industrial uses; a neighborhood business node; open space; shoreline mixed use; three public redevelopment sites; a redevelopment corridor (Wheaton Way); watershed; city utilities; transportation, utilities and public facilities; higher education; health care campus; and the Puget Sound Naval Shipyard (PSNS).

Three “Public Redevelopment Areas” are designated at Westpark, Eastpark and Jackson Park. These are generally lands owned by public entities (e.g., U.S. Navy, Bremerton Housing Authority) which are currently developed. The sites (or groups of site) are large in area, present a significant opportunity for master plan redevelopment, and would provide a benefit to the public. The designation is a means to ensure that redevelopment is coordinated with the Comprehensive Plan goals and policies.

F. Westpark Redevelopment

As noted previously, the Bremerton Housing Authority is preparing a master plan for the redevelopment of Westpark. The 74-acre site, which was developed in the 1940’s with 642 public housing units, is located in West Bremerton near the junction between Kitsap Way and Highway 3. In 2003, the City passed ordinance No. 4873 designating the site as “blighted” and appropriate for public redevelopment. Pursuant to the state Housing Cooperation Act (RCW 35.83), the City is also committed to “aid and cooperate with the Bremerton Housing Authority and Kitsap County Consolidated Housing Authority in the planning, undertaking and construction of housing projects by providing for planning and development parameters for the redevelopment of Westpark by providing for housing and other related uses” (Ordinance No. 4870).

The Westpark site is currently being planned as a mixed-income “urban village” incorporating “new urbanism” planning principles. The urban village concept includes a mix of land uses, higher densities, pedestrian-oriented design, a grid street system, integrated open space, and modern facilities. The general concept for redevelopment of the community, as described in a Strategic Master Plan (2003), indicates a mix of land uses, including the following:

- 500-1,000 residential units, rental and for sale, in a variety of types, and design. Between 20 and 25 percent of the units would be public housing, with the balance market rate. Any existing public housing units not replaced on-site would be replaced off-site; no net loss of public housing units would occur;
- neighborhood-scale retail and commercial uses, focused in and around a village center with a central open space; large footprint commercial uses could also be developed on a portion of the site;
- community facilities, such as a community center, library, social center, post office, and/r fire station;
- parks and open space dispersed throughout the community, and natural features preserved and integrated into the design; and
- potentially a new school.

Most existing units on-site would likely be demolished. Redevelopment would occur in phases over a 10-year period. The Housing Authority would implement a relocation plan for existing residents.

More detailed information about the master plan or the site is not available at this time. The Housing Authority’s planning process will include preparation of site-specific data, technical

environmental studies, market and feasibility analysis, and will culminate in a proposed master plan that will be submitted to the City of Bremerton. Additional environmental analysis pursuant to SEPA and/or NEPA will occur in conjunction with the master plan.

Implementation of a master plan for the Westpark site could occur under any of the Comprehensive Plan alternatives; however, actions required to permit the master plan would vary. Under No Action, redevelopment would require a comprehensive plan land use map amendment and a rezone initiated by the applicant. A change in land use designation for the Westpark site is included in Alternatives 2 and 3 (a portion the site is also within a designated Neighborhood Center). Rezoning of the site would occur as a separate action, likely in conjunction with master plan approval. The City is including information about Westpark in this Final SEIS to help further the purposes of phased environmental review (described in section C above), to identify and disclose potential impacts associated with the land use map redesignation, and to help inform the community about future redevelopment of the site.

G. Scope of Final SEIS & Summary of Environmental Information Contained in Previous EISs

Introduction

The City's review of the 1995 SEIS prepared for the adopted Comprehensive Plan indicated that much of the analysis of impacts is still relevant, would not change significantly as a result of updated information or the Comprehensive Plan Update, and would not resulting new or different impacts. The amount of growth being planned for in the 2003-2004 Comprehensive Plan Update is approximately the same as the planning target in the existing Comprehensive Plan. The 1995 Draft SEIS, for example, was based on a 1994 city population of 36,000 people, a 20-year planning forecast of 20,000 additional residents, and a total city population of 56,000 people. Due to limited growth over the last decade, current conditions and projections are only marginally different from those in the current plan. The 2003-2004 Comprehensive Plan Update is based on a 2002 city population of 37,260, a 20-year increase of 13,000 additional residents, and a total city population of just more than 50,000. The mix of land use by type is almost identical to that identified in 1995.

The proposed actions and alternatives are also similar to those evaluated in the existing environmental document. The "managed growth" alternative evaluated in the 1995 SEIS, for example, incorporated a number of elements or characteristics which are similar to features of Alternative 3, including downtown revitalization; new locations for commercial growth; and concentrating higher density housing, improvements and increased densities in and around certain business districts. Because the amount and type of growth forecast in 2023 is so similar to previous forecasts, many environmental impacts would be substantially the same, or possibly slightly lower, than those identified in the 1995 SEIS. In terms of the location of growth, Alternatives 1 and 2 in the 2003-2004 Comprehensive Plan Update are similar to those evaluated in the 1995 environmental document.

This SEIS for the Comprehensive Plan Update supplements the 1995 SEIS for the existing comprehensive plan. Based on the City's review of the existing documents, it determined that

analyses of probable impacts to the following elements of the environment was accurate and would not change significantly, and did not require reevaluation: Earth, Air, Environmental Health, Energy and Natural Resources, Aesthetics/Light & Glare, and Cultural Resources/Historic Preservation. Consistent with the SEPA Rules, information in the existing SEIS is not repeated in this SEIS (WAC 197-11-620). For the convenience of the reader, the major conclusions of the prior analysis is briefly summarized below.

1. Earth & Groundwater Resources

Earth. On a City-wide scale, potential development on or near steep slopes, unstable soils, or erodible soils could generate significant impacts. The West Bremerton and Anderson Creek areas are specifically mentioned as susceptible to such impacts. Seismic hazards are also identified. Identified mitigation measures include the City's Critical Areas Ordinance, which would avoid or limit impacts, and use of planned unit developments, to help tailor development to sensitive sites.

The general locations of some of the centers proposed in Alternative 3 are identified on the City's critical area maps as containing steep slopes or other geologic constraints (landslide hazards, erodible soils, seismic hazards). Redevelopment in these centers could impact constrained lands. However, impacts would not be different in type or magnitude from those previously identified. For the most part, these areas are already developed.

Review of future redevelopment projects would provide opportunities to address impacts. The City's adopted Critical Lands Ordinance would apply to redevelopment and would provide mitigation tools. The City will be updating its critical area regulations to comply with GMA requirements and will incorporate the best available science in its regulations. Implementation of these regulations would protect critical areas.

Ground Water Resources. Potential contamination of surface water resources was not identified as a significant impact within the City. Urbanization near wells or aquifers could reduce recharge or generate contaminated stormwater.

Information in the Comprehensive Plan Update identifies four critical aquifer recharge areas in or adjacent to the City (East Bremerton/Manette North, Gorst Creek, Anderson Creek, and North Lake) which together supply about one-third of the City's water. A city-wide wetland inventory is not required by GMA and has not been completed. Several frequently flooded areas, located within the 100 year floodplain, are identified.

The City will be updating its critical area regulations to comply with GMA requirements and will incorporate the best available science in its regulations. Implementation of these regulations would protect aquifer recharge areas and mitigate the effects of future growth.

2. Air Quality

Impacts to air quality associated with planned growth would result from construction activities, vehicular traffic and congestion, and use of wood-burning stoves. Higher density development and increased use of transit are identified as ways to reduce air quality impacts.

Levels of population growth in the Comprehensive Plan Update are almost identical to those in the 1995 Comprehensive Plan, and levels of construction activities and resulting air pollution would be comparable. Implementation of construction “best management practices” (BMPs) could mitigate these impacts. Updated information on traffic congestion is provided in this Final SEIS. In general, Alternative 3 would focus population and employment growth at higher densities into designated centers; the planned mix and density of development would facilitate use of public transit and non-motorized modes of transportation.

3. Energy & Natural Resources

Energy will be consumed to construct and operate new homes, buildings and facilities and for transportation. To the extent that population growth is a measure of energy consumption, impacts of the Comprehensive Plan Update would be the same as identified for the current plan. In actuality, new building codes and more fuel efficient autos would likely result in a decrease in future per capita energy consumption. Alternative 3 would focus almost one-half of projected growth over the next 20 years into designated centers. The mix of uses, higher densities, and pedestrian design of these centers would facilitate use of transit and non-motorized transportation modes, which would reduce energy consumption.

4. Environmental Health/Noise

The elements of environmental health (e.g., risk of contamination, explosion, etc.) and noise were not addressed in the previous EISs prepared for the Comprehensive Plan. These are not considered to be significant environmental issues in the context of Bremerton’s GMA planning and have not been included in the scope of the present SEIS. Phased environmental review is being used to address these issues; they would be evaluated and mitigated, as appropriate, in the context of site-specific project applications.

Some areas/sites within the City are affected by some degree of contamination as a result of past land uses. Such sites would be cleaned up pursuant to federal programs, such as Superfund (CERCLA), and/or state programs and regulations, such as the Model Toxics Control Act (MTCA, RCW 70.105D). Clean up would occur in connection with development, redevelopment or independent clean up actions.

Noise would be associated primarily with construction activities and increased traffic, both of which are exempt from noise control ordinances. Development conditions which limit construction hours and require construction best management practices are typically used to address such impacts. Noise levels in centers, including Downtown Bremerton, could increase as a result of urbanization. Some increase is unavoidable. Sensitive uses can be protected from significant impacts through conditions imposed during the development review process for new public and private activities. Setbacks, site planning/building orientation and/or noise walls or berms could be required to protect some sites from noise sources.

5. Aesthetics/Light & Glare

Urban growth – including clearing of trees and construction of buildings – could alter existing views and the appearance of developing portions of the City. Mitigation measures identified in the 1995 SEIS included: view corridor protection, building setbacks, parks and open space, and landscaping.

In Alternatives 1 and 2, this growth and change would be relatively more dispersed throughout the City and Urban Growth Areas. Alternative 3, in contrast, would guide growth to designated centers; redevelopment would change the appearance of these areas significantly. Other areas of the City would change relatively less. The Community Character element of the updated Comprehensive Plan contains numerous policies that would guide future change. Development regulations, design guidelines and a design review process would be adopted to implement these policies and help to ensure high quality urban design, particularly in centers.

6. Historic & Cultural Resources

Future development and redevelopment could result in the demolition or modification of historic structures, or the disturbance of cultural resources. Mitigation measures identified in the prior EISs include resource identification, and protection through development regulations and incentives. In addition, future development review and SEPA evaluation will help to identify and mitigate potential impacts at the project level.

III. UPDATED INFORMATION ON UTILITIES

No changes to the proposal have occurred since publication of the Draft SEIS. Similarly, no comments were received by the City on the Draft SEIS. Therefore, the Final SEIS does not contain significant changes to the environmental analysis. The following information consists of minor updates to the Utilities section of the Draft SEIS. This information is based on revisions to the City Services section of the Draft 2003-2004 Comprehensive Plan Update, which occurred subsequent to the publication of the Draft SEIS.

1. Water

Existing System

The number of principal aquifers used by the Bremerton Water Utility was incorrectly stated as four (Draft SEIS, page III-68); it is eight. The Water Utility provides water and operation and maintenance to the Rocky Point Water District, but not to the Tracyton District (Draft SEIS, page III-68).

Significant Impacts

The Water Utility's 1999 planning document is titled the "Water System Plan," not the "Comprehensive Water Plan" (Draft SEIS, page III-70).

The Draft SEIS indicated that two proposed Centers could require water system upgrades (Draft SEIS, page III-70). The Utility has completed additional runs of its water system computer model since publication of the Draft SEIS. Based on this modeling, the existing water system, together with planned source acquisition, disinfection, storage, transmission, and distribution improvements, is expected to be adequate to serve all of the proposed Centers in the Preferred Alternative (Alternative 3).

Mitigation Measures

Under the Preferred Alternative, to adequately serves some of the Centers it may be necessary to complete some planned water system improvements (Draft SEIS, page III-72) sooner than currently scheduled.

2. Sanitary Sewer

Existing System

The Wastewater Comprehensive Plan was adopted in 1995, not 2003 (Draft SEIS, page III-73); an update is scheduled for adoption in January 2005.

The City has already completed the East Bremerton CSO Treatment Facility and the Callow Basin improvements, both of which were described in the Draft SEIS as planned improvements (Draft SEIS, page III-78).

Significant Impacts

There are 15,096 existing sewer connections serving approximately 36,120 customers in the City's service area, not 9,242 connections serving 22,500 customers as stated (Draft SEIS, page III-75). The draft 2005 Wastewater Comprehensive Plan update estimates the 2004 service area population at 43,330, of which 7,070 are outside the City limits; approximately 8,210 people live within the service area but are not connected to the sewer system. Assuming 100 percent of this unsewered population is connected to the system in the next 20 years, there would be an estimated remaining sewer capacity to serve approximately an additional 21,880 persons. The City estimates the actual 2014 service area population will be 51,198. This is different (and lower) than the County's estimate for the 2014 service area population, due to differences in the projection methodologies used. These estimates also are different than the estimates stated in the Draft SEIS (Draft SEIS, page III-75). Table 11, titled "Future Need: Sanitary Sewer" (Draft SEIS, page III-77) should be replaced by the following table, which reflects these revised sanitary sewer connection and capacity projections.

Table 11. Future Need: Total Unsewered Population, Sanitary Sewer

	Year 2004	Year 2010	Year 2014	Year 2024
Within City Limits	37,260	39,552	41,158	45,464
Port Blakely area	0	2,230	2,230	2,230
Outside City limits	7,070	7,505	7,810	8,627
Total Population	44,330	49,287	51,198	56,321
Population with septic tanks	8,210	6,900	6,000	4,000
Total Sewered Population	36,120	42,387	45,198	52,321

Source: *City of Bremerton Draft Comprehensive Plan*

3. Stormwater

Significant Impacts

The City will be updating its stormwater plan within the next few years. Most of the anticipated development in the planning period will be redevelopment and small infill on already-developed lots that would not seriously affect the overall capacity of the City's drainage system. An exception is the anticipated development of the Port Blakely area west of Kitsap Lake. Due to the size of this proposed development, the City would require the developer to produce and implement a stormwater drainage plan to address both quality and quantity impacts of stormwater entering Kitsap Lake. Currently the Public Works Department does not anticipate any publicly funded capital improvements will be needed to mitigate impacts associated with this development. The Port Blakely area is not expected to develop in the planning period covered by the Comprehensive Plan Update.

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