TECHNICAL APPENDICES

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Current Conditions

The dimensions and nature of current land uses, including information on vacant land for various uses, existing development constraints, and social and economic factors that exist today, are all factors that must be understood before a community charts it future course. The following subsections provide an overview of these key conditions.

Current Land Use: 2015

2014 Buildable Lands Summary

The City of Bremerton covers 30 square miles (19,000 acres). There are 5,000 acres in residential designations, 1,000 acres are commercial, 4,000 acres are industrial, and 7,000 acres are public lands.

Population at the end of 2012 was 39,650 according to Washington Office of Financial Management (OFM) estimates. Quick calculation reveals that overall residential density is approximately five persons per acre. According to the *Buildable Lands Analysis,* recent development has been at that density at approximately 5.07 persons per acre (*Kitsap County Buildable Lands Report, 2014*).

It is additionally estimated that there are approximately 225 acres of commercial land that is available in 2012 for future development.

It should be noted that significant portions of each category of land is vacant or underutilized. The Buildable Lands Analysis estimated that there were approximately 1,482 net acres of vacant or underutilized residential land in the city in 2012. These lands were designated in both single family and multi-family categories.

While estimates of vacant industrial properties are more difficult to develop, it is clear that there are significant vacant industrial lands, at least, within the current City. For example, over 2,500 acres of vacant industrial land is located in the western portions of the City alone (Puget Sound Industrial Center – Bremerton).

Development Constraints

Environmentally Sensitive Areas

Bremerton has adopted a Critical Areas Ordinance that defines, addresses and regulates aquifer recharge areas, fish and wildlife habitat conservation areas, flood hazard areas, geologically hazardous areas, wetlands, and stream corridors. This ordinance is intended to ensure that the City's remaining critical areas are preserved and protected and that new development in and adjacent to these areas will be carefully managed to avoid further degradation. While viewed as development constraints, these regulations will ultimately enhance new development and reduce long-term problems. The regulations influence will be felt least in the already developed portions of Bremerton. The greatest opportunities for impact will be on larger sites in less-urbanized West Bremerton locations. Even there, development can be planned and adjusted to shift densities away from sensitive areas without losing development potential.

Watershed Lands: Bremerton's primary source of water is a carefully managed surface system along the Union River Watershed. Over time the City has acquired approximately 3,100 acres of land to protect that water resource and will continue to strengthen it. These lands are currently planned and zoned for watershed use and not available for other types of development.

Utility Owned Lands: Adjacent to the City watershed in southwest Bremerton are approximately 5,000 acres of mostly forested lands owned by the City's Utility. Some of the non-watershed lands are used for recreation (Gold Mountain Golf Course) and some are needed for the composting and disposal of bio-solids from the City's sewage treatment plant. This practice serves the dual purpose of disposing of the waste product while enhancing tree growth and wood production.

Shorelines: Bremerton has over 20 miles of lake and marine shoreline, including Kitsap Lake, Dyes and Sinclair Inlets, and the Port Washington Narrows. These are important natural, scenic, aesthetic and recreational resources. Although most shoreline parcels have already been developed, the overall impact of this program on development will be minimal. We do expect additional infill and redevelopment along our shorelines. The provisions of the Shoreline Master Program will help ensure that those activities will enhance with no net loss of environmental functions, rather than damage, our shoreline environment.

Steep Slopes and Hillsides: Bremerton has very little flat land. It was built on hilly terrain surrounded by waterways and, in some locations, steep marine bluffs and hillsides. Again, since most of the urban area has already been developed, these constraints are not expected to seriously affect new or infill development. Most areas have street access and utilities and, since the hills and slopes provide excellent and highly desirable view sites, they tend to be considered valuable resources rather than development obstacles.

Existing Development Patterns: Existing structures and development patterns may be the greatest development constraint. Bremerton's housing stock consists of many small older homes (median age of homes in Bremerton are 65 years). Many of the lots are large enough to place an accessory dwelling unit on them, are large enough to further subdivide, or are suitable for redevelopment. However, the presence of existing structures on the potential redevelopment site, or deteriorating structures nearby tends to raise the cost of development, affect financing, and/or reduce the desirability of the site to potential buyers or tenants. Bremerton will continue to support the improvement of the overall condition of structures and properties throughout the City.

Market and Competitive Factors: Although Bremerton has a sufficient supply of zoned land area to accommodate the additional residents projected by this Plan, a number of market factors stand in our path. Among the obvious are regional or national economic conditions, availability of financing for new construction and home-ownership, weak "curb appeal" of available sites, availability of business-related financing, strength of the job market, etc. Some constraints are more directly related to the Land Use Element, including:

Willingness to Convert: Many of Bremerton's oversized lots and other vacant infill sites are being enjoyed by their owners for yard areas, additional off-street parking or RV storage, to protect views, etc. These yards are valuable and not readily given up by many resident home-owners. However, investors may be more financially-inclined and willing to maximize the development potential of these properties. So, while the City encourages home-ownership, it also encourages property investment, new ideas, infill, redevelopment and neighborhood improvement. The conversion process is slow and favors vacant lots over underutilized lots. Bremerton has many more of the latter.

Competition and Development Pressures: Bremerton has an extensive public infrastructure, zoning, an efficient permitting process, development incentives, all the conveniences and services of a central city, and a land use inventory that shows where the development opportunities are. We are in position and ready to grow.

There are reasons why Bremerton is not yet growing as intended. The city is surrounded by rapidly growing urban development in unincorporated areas that also have urban services. Kitsap County is one of the fastest growing counties in Washington and development pressures are great. However, development is often easier and less expensive when done on the urban fringe or in rural areas where public sewer and water systems aren't required and road and other standards are considerably lower than in urban areas. Those areas are also more likely to have larger vacant parcels available, less expensive land, and occasionally urban services to further stimulate growth.

Socio-Economic Considerations

The "profile" presented in the Housing Element of this Comprehensive Plan explains the social and economic diversity that is characteristic of the Bremerton community. This diverse landscape shapes the Land Use Element.

Health and the Built Environment

Provided by Kitsap Public Health District for consideration for all Land Use decisions.

"Healthy community design is about planning and designing communities [in ways that] make it easier for people to live healthy lives. Healthy community design encourages mixed land uses to bring people closer to the places where they live, work, worship, and play. Doing so reduces dependence on cars and provides affordable housing, good bicycle and pedestrian infrastructure, space for social gathering, and access to transit, parks, and healthy foods." Centers for Disease Control and Prevention

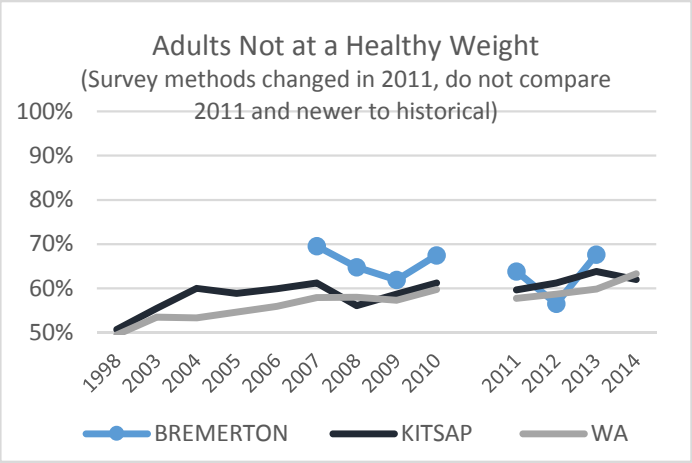
Chronic disease is the leading cause of death and disability in Kitsap County and the U.S. According to the Centers for Disease Control and Prevention, almost 1 in 2 adults in the U.S. has at least one chronic disease. Approximately 75% of U.S. health care spending is used to treat patients with chronic diseases.

Many risk factors, such as not enough physical activity, poor nutrition, and smoking, can lead to risk conditions such as obesity, high cholesterol, and high blood pressure that can result in in chronic diseases like heart disease, stroke, diabetes, etc.

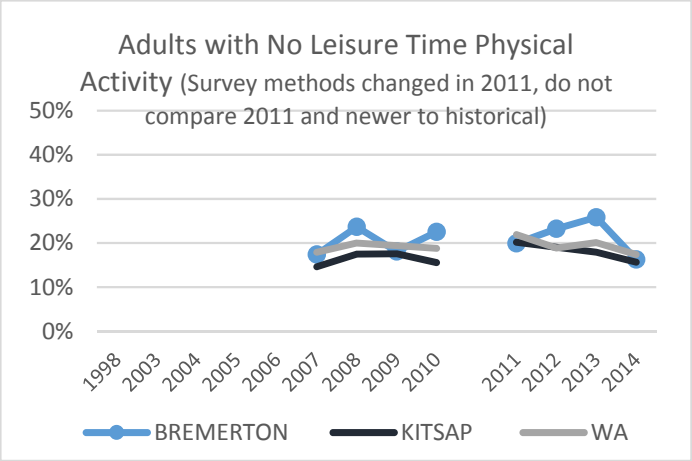
Residents of Bremerton need access to healthy food retail, places in which to safely exercise, and ways of getting around and accessing services without their cars. It is critical that we recognize the changes that need to be made to our environments, both natural and man-made, in order to improve the health and wellbeing of our community. This health resource guide focuses on the importance of healthy food access and active living, and the relationship between these attributes and chronic disease prevention.

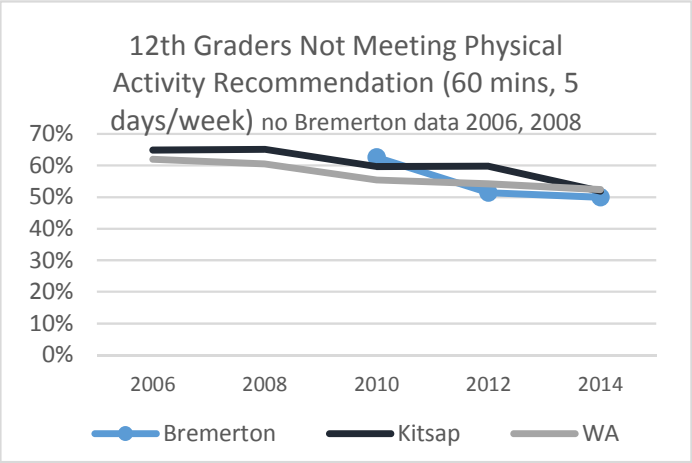
Currently we are seeing an increase in overweight and obese adults, with almost two thirds of Bremerton residents overweight or obese (See Health Figure I). Furthermore, over 20% of adults get no leisure time activity and over 50% of 12th graders are not achieving the recommended daily physical activity recommendations (See Health Figure II.). In Bremerton 70 percent of Bremerton adults eat less than the recommended 5 fruits and vegetables per day (See Health Figures III a. and III b.). Additionally, 43 percent of adults in Bremerton have been told by a medical professional that they have high cholesterol (see Health Figure IV.) and 36 percent have been informed that they have high blood pressure.

Health Figure I

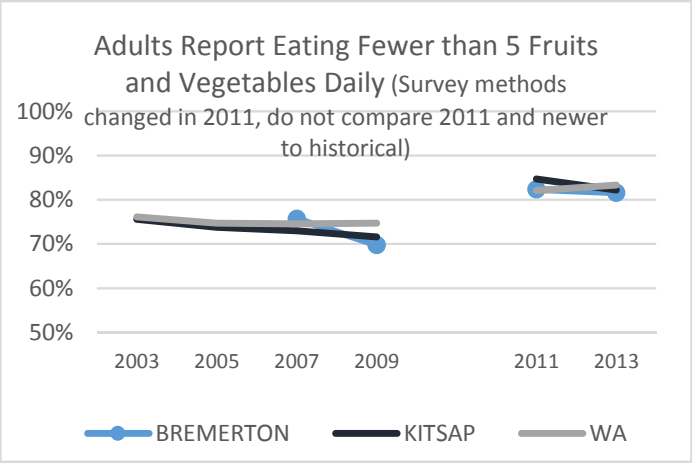


Health Figure II

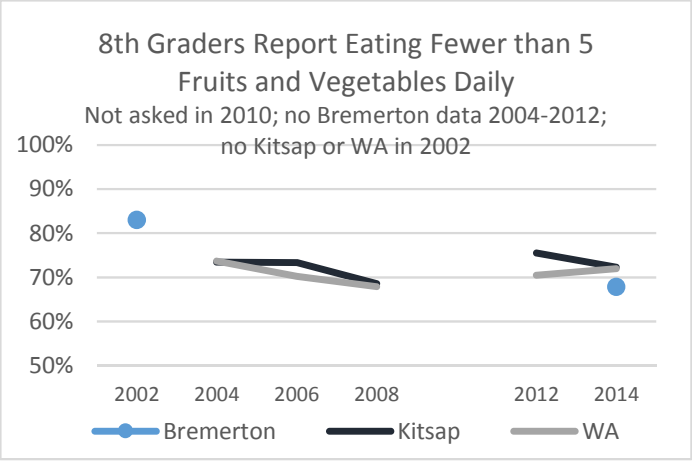




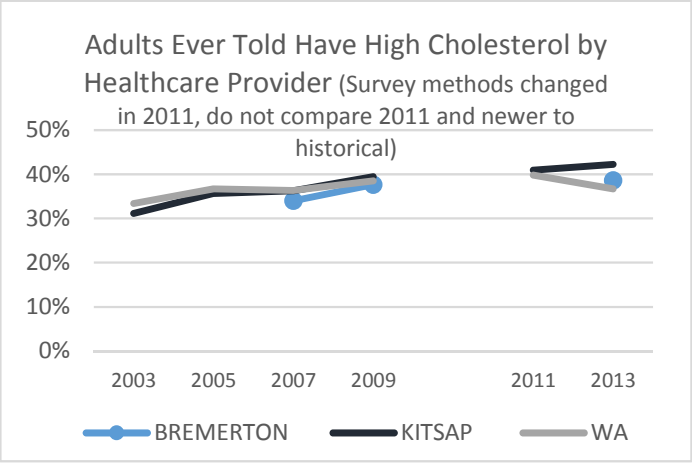
Health Figure III a



Health Figure III b



Health Figure IV



In this section, the aim is to show the connections between access to healthy food and physical activity and our community's long-term health, and provide correlation between this important topic and the Comprehensive Plan which will create a strong start to helping all residents of Kitsap achieve fuller, healthier lives.

Active Living

Two main sources of physical activity in our day to day lives are *active transportation* and *active recreation*.

Active transportation is the use of walking, biking or public transport instead of using a private car or other personal motorized means. Active transportation can be the part of a trip during which one is walking to a bus stop or from a car to a home or office.

Active recreation (for our purposes) refers to outdoor recreational activities, such as organized sports, playground activities, or exercise for the purpose of being active and not for the purpose of getting from one place to another.

Physical activity is a known determinant of health. It is understood that if an individual participates in physical activity on a regular basis (150 minutes of moderate activity per week for adults and at least 60 minutes daily for children) that it will reduce an individual's risk of respiratory illnesses, cardiovascular conditions, obesity and diabetes.

Increasing access to opportunities to be physically active for all residents and incorporating inviting design and accessible facilities has shown to result in more people routinely exercising. By implementing policies in our Comprehensive Plan that promote the improvement of biking and pedestrian facilities, public transportation, proximity to services, and open spaces and parks, we increase the likelihood that physical activity in our communities will increase. An increase in physical activity through active living will improve our community's overall health and ultimately lead to less chronic disease and a more vibrant city.

The Impact of Policy on Active Living

There are many opportunities within a long term plan to set policy that will support bicycling and walking as potential forms of daily transportation and recreation. Good transportation is vital for access to activities and essential services that are needed to fully participate in our society. In automobile dependent communities those who do not have the ability to drive or have access to autos can be at a great economic and social disadvantage. Many experts note that approximately 30% of all-age populations do not drive for various reasons. Communities without adequate quality and quantity of transportation, including facilities for bicycling and walking, place residents at a distinct disadvantage when trying to access jobs, school, medical services or other daily needs. (ALTA)

Land Use

Within the Land Use and Transportation chapters of this Comprehensive Plan Update, there are implications for health in policies regarding how many people live in certain places, how connected people are, how many services are provided in each unit of land, and the ease with which people can travel from one type of land use (*residential*) to another (*commercial*).

When addressing land use policies there are a variety of ways in which planning policies impact residents' access to active living, most of which address three main issues; *connectivity, mixed use*, and *density*.

Connectivity is the extent that roads and streets are connected, allowing for direct travel between them.

Mixed use is the ratio of residential and commercial use within a set land unit. For instance, a mall is considered *commercial* whereas a shop, or row of shops, with apartments above would be considered *mixed use*. Combining the uses of land helps diminish the distance an individual needs to travel between where they live, work, and access good and services. This type of use makes it more likely that people will walk, bike or use transit options to get where they need to go, supporting a more active and healthier lifestyle.

Density is **t**he number of units (families or individuals) living on a portion of land, usually an acre. Density in this Comprehensive Plan is categorized into Low Density Residential (LDR) Medium Density Residential (MDR) and Multifamily Residential (MR).

When there are higher densities of people and mixed use of residential and commercial destinations there are often shorter distances to travel, making it more likely that individuals will make trips from one place to another by biking or walking. Furthermore, when there are safe and accessible active transportation options, there is an increase in opportunity for physical activity to be incorporated into someone's regular routine.

Transportation has a significant impact on our health and well-being. Most transportation systems in our region do not facilitate or support biking and walking and tend to focus on the movement of vehicles, not people. By increasing residents' opportunities to be physically active while transporting themselves between work, home and daily activities, we provide a platform for an increase in physical activity that decreases the likelihood of chronic disease prevalence in these communities.

Access to transit is often associated with active transportation due to the distance between residence, or business and the transit hub. The more an individual takes public transportation the more physically active they are as a result of the need to walk or bike between transit and destination. Additionally, transit provides connections to the broader community and increases the opportunity to access destinations throughout the larger region. When homes, business and other destinations are located near transit, there is less reliance on motorized vehicles for transportation, and a greater opportunity for active transportation modes to be used[1].

[1] Gresham, Appendix 49: Health through the Built Environment.

Three main barriers to active transportation are: long distances between origins and destinations, a lack of facilities within relatively easy access, and traffic safety concerns. The ways in which we try to combat these barriers in transportation policy are to ensure that non-motorized access and safety is incorporated into jurisdictions' transportation plans, encourage and support the integration of bike lanes and pedestrian paths in as many areas as possible and to ensure that non-motorized transportation means are accessible to all residents.

The presence of parks in close proximity to all residents increases the likelihood of physical activity and good health. Parks, natural areas, and recreation facilities provide individuals and communities with personal, social, economic, and environmental benefits that contribute to a higher quality of life[2]. Parks provide for physical activity, connections to greenspaces, quiet places for reflection, and an enhanced sense of community derived through public spaces and community events. Parks also provide connections within and between neighborhoods and act as community gathering spaces. Many parks provide community gardening space, providing individuals the opportunity to grow their own food.[3]. Additionally, studies show that residents who live within walking distance of a park are 25% more likely to achieve recommended minimum weekly levels of exercise.[4] By implementing policies that support the availability of parks we ensure that as development continues in Bremerton that new and existing parks, trails and open spaces are equitably accessible allowing for higher rates of activity for all.

Healthy Food Access

The food we consume, and how accessible it is, has direct effect on our community's health. The more local, fresh produce an individual eats, and the less fast food one consumes, the better their health. When a community has healthy food access, reports show lower diet-related diseases and obesity.[5]

There are multiple factors that contribute to the accessibility of healthy local food, and they include the *production*, *distribution*, and *retail availability* of such food. By supporting our local food system we work to encourage and increase the ability that our community has to provide healthy local food for all residents.

Production is the process by which raw food ingredients, such as nuts, vegetables and grains, are transformed into prepared food products, such as peanut butter, soups and bread.

Distribution is the way in which food gets transported and delivered to retail sites, such as farmers markets, food banks, grocery stores and restaurants.

Retail availability addresses the number of grocery stores, markets, stands and restaurants at which one can purchase (healthy) food. This discussion refers to "food access" as the combination of the availability and affordability of high quality, healthy food in different settings.

Healthy food availability means healthy food is physically present on store shelves, in restaurants, farmers' markets, schools and organizational food facilities. This includes the affordability of healthy food, meaning that it is priced low enough to be purchased and consumed on a regular basis by all residents. Low affordability of healthy food can result in ***food insecurity***, a situation in which individuals' ability to acquire healthy food is limited or uncertain.[6]

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[2] Parks and Recreation, Trails and Natural Areas Master Plan, City of Gresham, 2009.
[3] Gresham Appendix 49: Health through the Built Environment.
[4] Frank, Lawrence et. al. "Linking Objectively Measured Physical Activity with Objectively Measured Urban Form: Findings from SMARTRAQ." American Journal of Preventive Medicine. 2005.
[5] PolicyLink, The Food Trust. *Access to Healthy Food and Why It Matters.* http://www.policylink.org/sites/default/files/GROCERYGAP_FINAL_NOV2013.pdf
[6] Bickel et al., Guide to Measuring Household Food Security, Revised 2000. Available at http://www.fns.usda.gov/fsec/FILES/FSGuide.pdf.

Planning for local food access is a growing topic of interest both locally and around the country. As called out by the Puget Sound Regional Council's Food Blueprints, 'supporting local food is important for the local rural economy, for community food security…for reducing the distance food travels from farm to table.' Local governments can play a significant role in supporting local agriculture, promoting public health, improving access to healthy and affordable food, reducing environmental impacts, and diverting food waste from landfills.'

Transportation, a critical component of distribution, can be costly when associated with perishable food transport and often causes healthier food to be unattainable in lower income and underserved communities. The aim of food related policies in this Comprehensive Plan is to provide all Bremerton residents with the opportunity to access healthy food options through the provision of better transportation, a more supportive and financially feasible production and distribution network and healthy affordable retail. By providing equitable access for Bremerton residents through proximity to healthy food options, we can improve individual eating options and reduce their risk for obesity and diet-related disease.

Currently, the retail environment in Bremerton consists of approximately 73 fast food establishments, 3 grocery stores, and a farmers market that occurs twice a week for three hours on Thursdays and three hours on Sundays from May to October. As of 2013, there were 2.4 supermarkets or other grocery stores per 10,000 residents and 9.8 fast food or convenience stores per 10,000 residents, over four times higher than the rate of available grocery stores (See Figure V). Additionally, in Figure VI, below, the areas of Bremerton that are designated as food deserts can be seen for low-income populations.

Health Figure V.

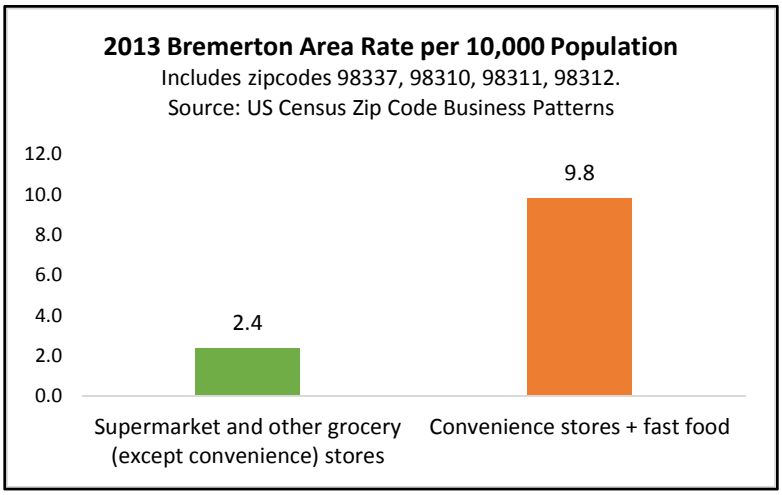


Figure VI

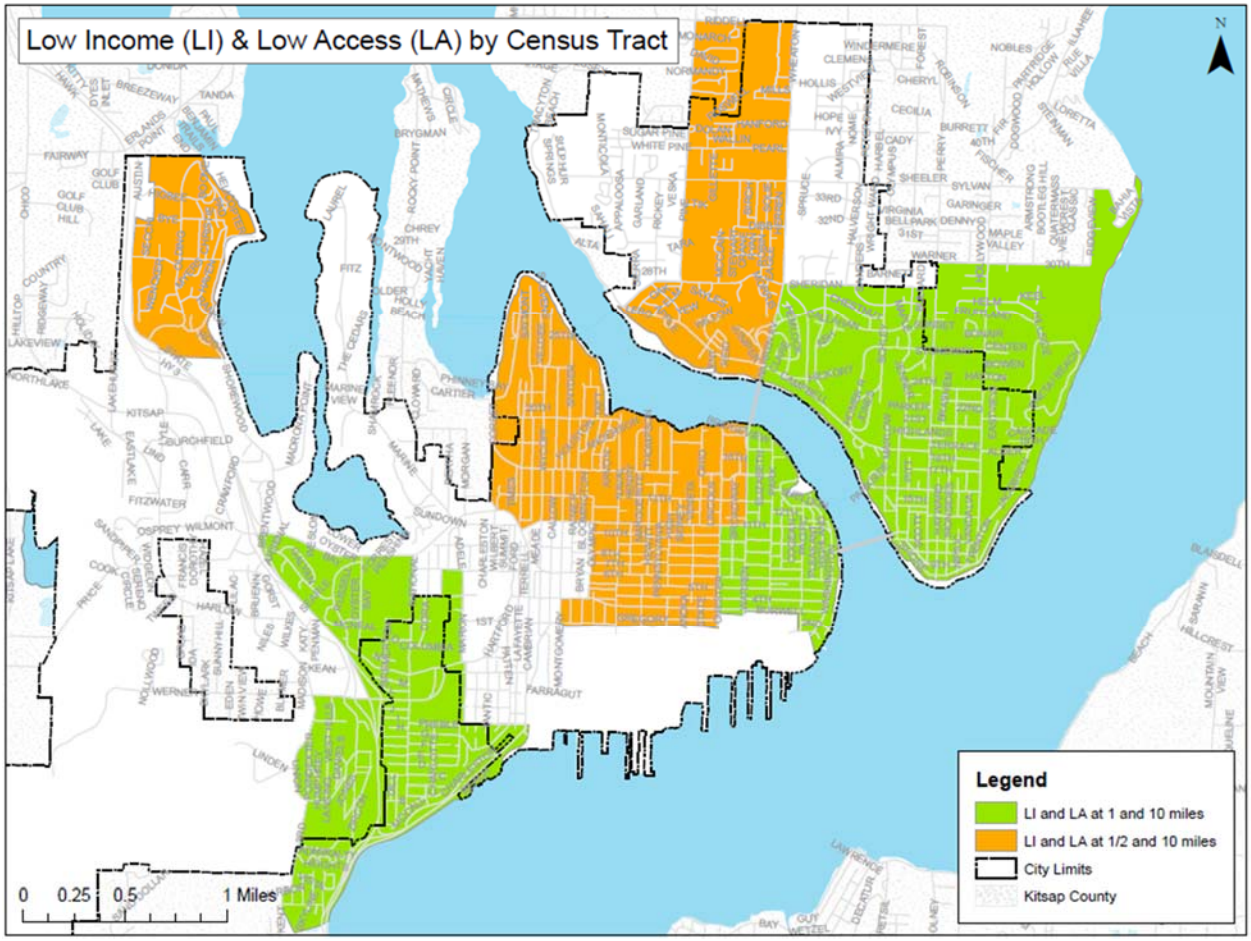

Low Income (LI) & Low Access (LA) by Census Tract
N
Legend
LI and LA at 1 and 10 miles
LI and LA at 1/2 and 10 miles
City Limits
Kitsap County
0
0.25
0.5
1 Miles

Figure VII.

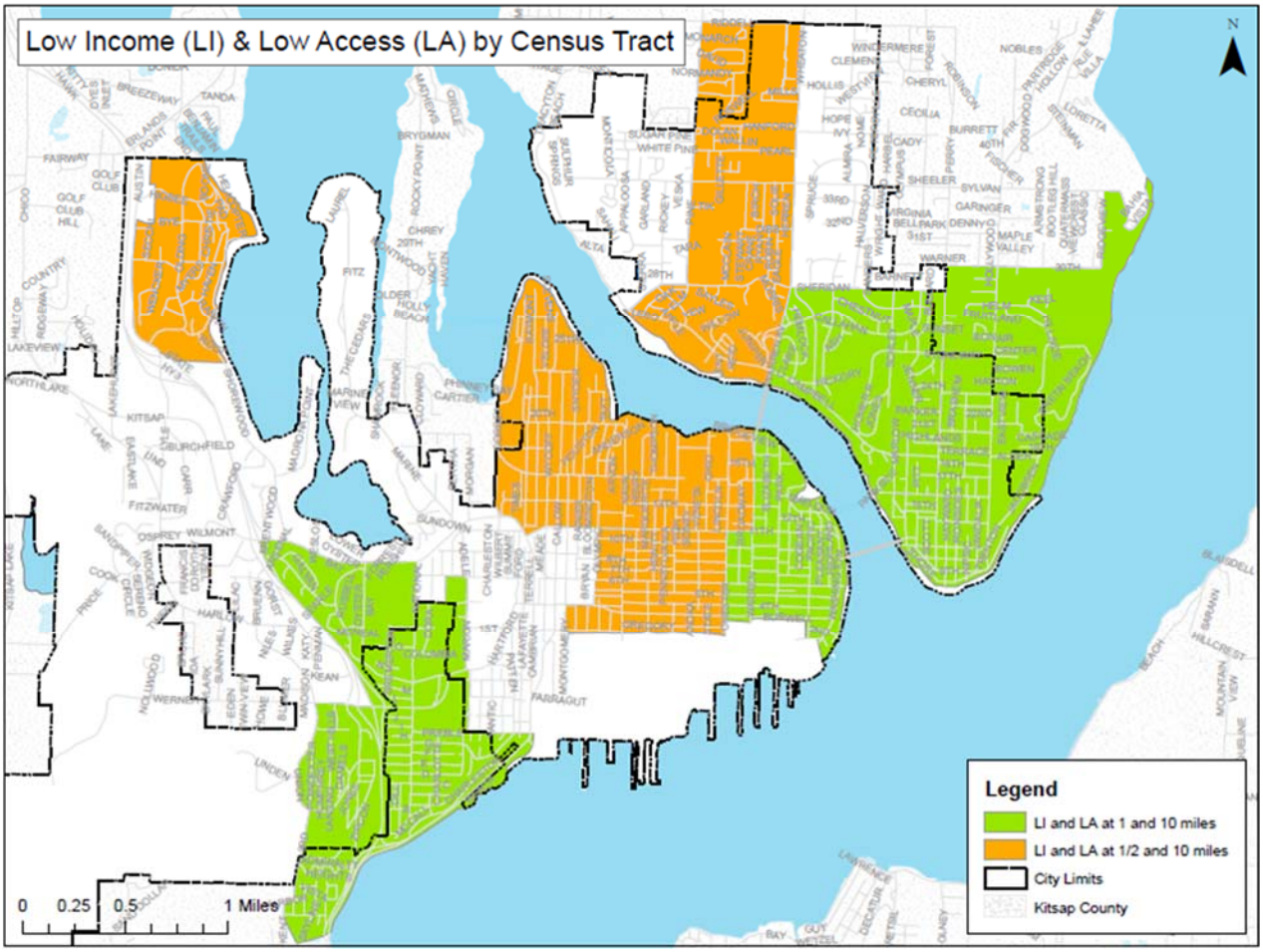
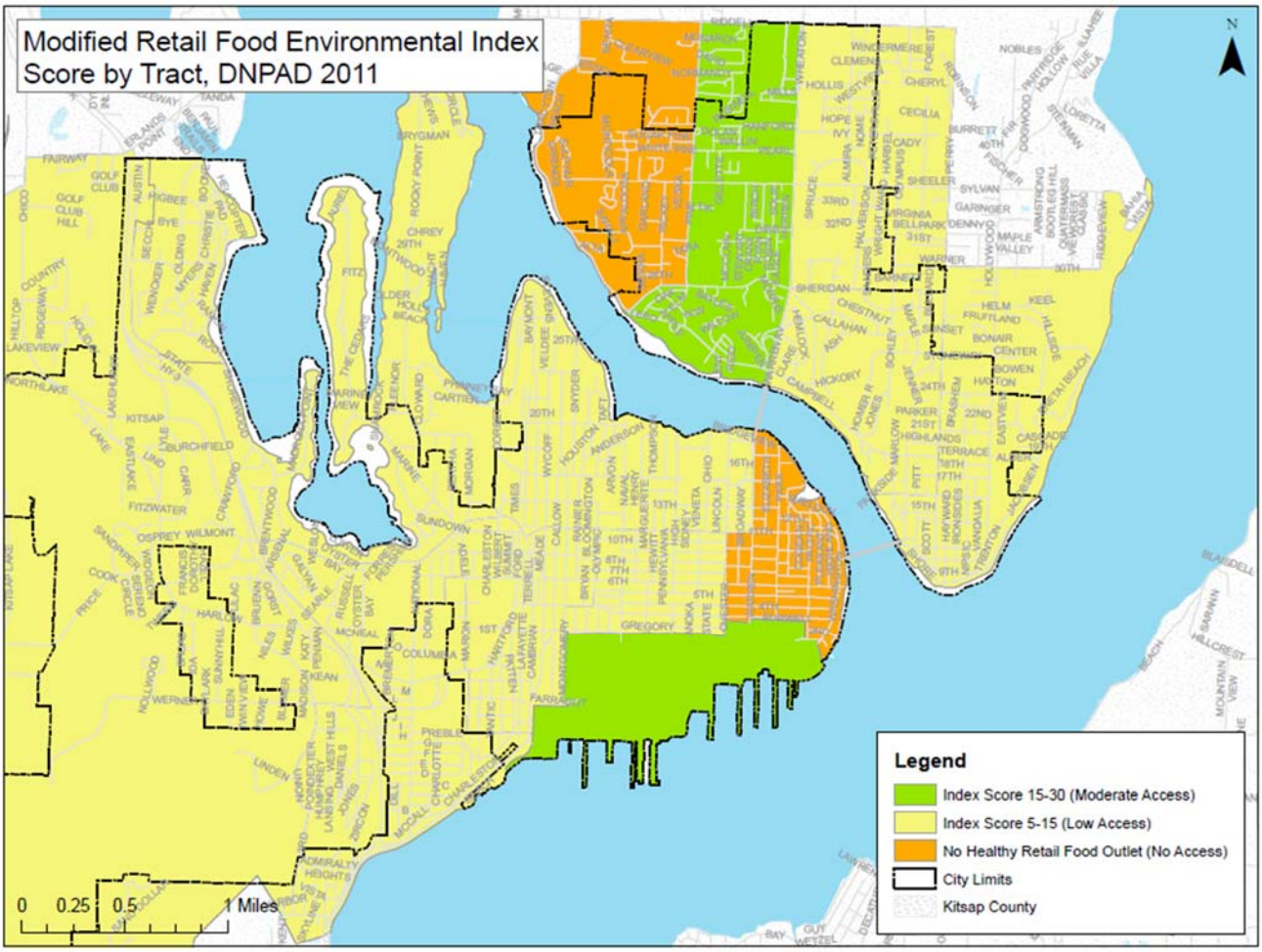

Low Income (LI) & Low Access (LA) by Census Tract
N
Legend
LI and LA at 1 and 10 miles
LI and LA at 1/2 and 10 miles
City Limits
Kitsap County
0 0.25 0.5 1 Miles

Figure VIII.



The Impact of Policy on Healthy Food Access

Healthy food policies in all three above-mentioned areas of the food system areas can impact the access and health of all Bremerton residents, through support for healthy food retail, supportive zoning for urban agriculture and school gardens and farmers markets, and prioritizing underserved areas.

Healthy food retail is beneficial for communities, creating more opportunity to access healthy foods, and subsequently healthier lifestyles, as well as supports the local economy. A presence of a neighborhood supermarkets is correlated with higher produce consumption and lower prevalence of overweight and obesity.[7] Three times as many supermarkets per capita are located in upper and middle income neighborhoods leading to limited access to heathier food options for lower income households who are

[7] CDC. *Healthier Food Retail: An Action Guide for Public Health Practitioners.*

less likely to own a car.[8] Policies that encourage equitable distribution of supermarkets, neighborhood healthy food stores, healthy food programs and increase access to healthy food for low income shoppers are all ways in which policy can enhance the support for consumer access. Additionally, whereas an increase in supermarkets has a positive impact on health, a large number of fast food establishments can have the opposite impact; individuals who eat fast food one or more times per week are at increased risk for weight gain, overweight and obesity.[9]

The promotion of healthy, local food products is good for health and business. When healthy products are promoted, consumers purchase these products, sales and demand of these products increase, and prices decrease.[10] Healthy food retail in the community also provides additional financial revenue and jobs. Increase local revenues: According to the United States Department of Agriculture, farmers' net revenue increases seven times per unit by selling locally and directly rather than in conventional markets. That revenue stays in communities and recirculates throughout the local economy.

Promoting local food production in Bremerton through zoning policy support for community gardens, green houses, school gardens, and vacant lot gardening are policy examples that support access. Local urban food production is a sustainable solution to the issue of food deserts (as seen in Figures VII and VIII). Communities that have implemented urban agriculture report that they consume more fruits and vegetables, reduce hunger, and increase awareness of healthy food.[11] Data reports that if youth grow their own vegetables, their vegetable food consumption increases and they report eating less processed foods.[12] Through healthy food access zoning, Bremerton has the opportunity to make an impact on the health of the community and generations to come.

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http://www.cdc.gov.nccdphp/dnpao/state-local-programs/pdf/healthier-food-retail-guide-full.pdf

[8] Urban and Environmental Policy Institute. *Transportation and Food: The Importance of Access.* *https://www.accesskent.com/Health/ENTF/pdfs/TransandFoodAccess.pdf*. NACCHO. *Healthy Food Access.* *http://www.naccho.org/advocacy/positions/upload/13-04-Healthy-Food-Access-2.pdf*

[9] Urban Land Institute. *Intersections. Health and the Built Environment* *http://uli.org/wp-content/uploads/ULI-Documents/Intersections-Health-and-the-Built-Environment.pdf*

[10] PolicyLink. *Healthy Food, Healthy Communities.* http://www.policylink.org/sites/default/files/HFHC_FULL_FINAL_20120110.PDF. PolicyLink, The Food Trust. *Access to Healthy Food and Why It Matters.* http://www.policylink.org/sites/default/files/GROCERYGAP_FINAL_NOV2013.pdf

[11] PolicyLink. *Growing Urban Agriculture: Equitable Strategies and Policies for Improving Access to Healthy Food and Revitalizing Communities.* *http://www.policylink.org/sites/default/files/URBAN_AG_FULLREPORT.PDF*

[12] Puget Sound Regional Food Policy Council. *Food Policy Blueprints* *http://www.psrc.org/growth/foodpolicy/resources-topic/*

Projected Land Use Conditions

The projected conditions section describes the demands for land created by population and employment growth, and expected changes in social and economic conditions that effect land use.

Summary of Population and Employment Projections

The population and employment projections that drive this Plan provide the basis upon which other discussions of future conditions are built.

Population in Bremerton is expected to grow from approximately 37,700 in 2010 to 53,407 in 2036. Of the total new population of nearly 14,000 people, nearly 9,000, or half, are projected to be in the new neighborhood and district centers (including downtown). That equates to approximately 4,431 units within the Centers. The planning period for this plan is the twenty years between 2016 and 2036.

Over that same 20 year planning period the number of jobs is expected to increase approximately 18,800 jobs. Of the total increase of about 18,800 jobs, 13,000, or about 80% are expected to be provided in the various centers, including the downtown and the Puget Sound Industrial Center-Bremerton.

Land Demand

The population and employment growth summarized above creates demand for new homes, and new places of business and employment. One of the most basic – and fundamental – operations that this Comprehensive Plan achieves is a demonstration that the community has identified adequate land for this future growth and even has surplus area. This demonstration starts with making a projection of the dimensions of that future need. Calculation of future land need is performed in three basic areas, residential land, commercial land, and industrial land. The following section summarizes those calculations.

Calculation of Future Residential Land Need

The population projections employed in this plan anticipate that the 13,757 new persons (approximately 6,400 household units) expected in the community by 2036 will live in a variety of single family households and multi-family settings. The table below is derived from data in the Kitsap County Buildable Lands Analysis 2014 and illustrates the historic trends in this area.

Table LU-A Single Family Housing Types Permitted in Bremerton, 2006-2012 Source data: Kitsap County Buildable Lands Analysis, 2014					
Permitted Urban Single Family Densities by Zone Type	**Zoning**	**Count of Applications**	**New Dwelling Units**	**Acres**	**Density**
(Applied under 1988 Zoning Code)	Single Family-2 (SF-2)	2	2	0.59	3.39
	Single Family -3 (SF-3)	3	3	0.52	5.77
	Medium Density Family (MF)	4	4	0.5	8
(Applied under 2005 Zoning Code)	Center Core Residential (CCR)	1	1	0.23	4.35
	Freeway Corridor (FC)	1	1	2.08	0.48
	Neighborhood Center (NC)	3	3	0.34	8.82
	Low Density Residential (R10)	297	297	59.66	4.98
	Bay Vista SAP	41	41	3.58	11.45
Grand Total		**352**	**352**	**67.6**	

Table LU - B Multifamily Housing Types Permitted in Bremerton, 2006-2012 Source data: Kitsap County Buildable Lands Analysis, 2014					
Permitted Urban Multifamily Densities by Zone Type	**Zoning**	**Count of Applications**	**New Dwelling Units**	**Acres**	**Density**
(Applied under 1988 Zoning Code)	Low Density Residential (DR)	2	6	0.57	10.53
	Medium Density Residential (MR)	1	3	0.14	21.43
(Applied under 2005 Zoning Code)	Bay Vista SAP	31	202	6.3	32.06
Grand Total		**34**	**211**	**7.01**	

The two tables above present the past – a historical backdrop. Out of the 563 units constructed during 2006-2012, 352 units (or 63%) was single family, with 37% multifamily structures. While the past certainly influences the future, the goals and policies of the 2004 plan and this update represent an attempt by the community to move to a new paradigm. In general, that change is focused on providing a moderate increase in the proportion of future housing opportunity in higher density types. The majority of these opportunities will occur in mixed use centers. In addition to this emphasis, the Plan's community goals and policies also indicate a desire to increase density in existing neighborhoods –both by encouraging smaller lots in new subdivisions, and also by encouraging infill of vacant existing properties. The net result, never-the-less will be small increase in overall density in traditional neighborhoods as well.

The following table provides calculation of residential land need for the City of Bremerton's population growth forecast over the twenty year planning period – approximately 14,000 persons. The table is based on four categories of residential uses. If the assumption is made in the "centers (SF + MF)" (single family and multifamily residential uses in centers combined) that 30% of the housing units category are single family uses and 70% are multifamily, it is possible to estimate that more than 50% of the new housing units anticipated by this calculation are in single family types. It is important to note that even within a model that places nearly 60% of new housing units in centers (and nearly 55% of new population) an overall emphasis on single family housing types remains. In fact, the actual proportion of SF types increases over the historic pattern depicted by the data in Table LU-B on the previous page. This is consistent with community goals and policies calling for increased home ownership and supporting traditional neighborhoods, while it also addresses the community's desire to create a new urban experience and living environment - the ability to choose to live in the new mixed-use centers.

Table LU-C
Net Future Residential Land Need

Type	Density (du/ac)		Net Acres Needed		DU		% of total need	Household Size	Population	
	Low	High	Low	High	Low	High			Low	High
1. **Neighborhood (SF)**	5	7*	255	402	1,556	1,897	30.28	2.24	3,500	4,250
2. **Neighborhood (MF)**	8	18	28	94	500	1,000	9.97	2	1,000	2,000
3. **Centers (SF+MF)**	20	20	119	143	1,429	1,785	40.25	2.1	3,000	3,750
4. **Downtown (MF)**	40	40	25	31	2,000	2,250	17.95	2	4,000	4,500
	Total		**427**	**670**			***Total Pop***		**11,500**	**14,500**
							Centers Pop (lines 3&4)		7,000	8,250

*****While implementing zoning in the LDR designation may allow up to 10 du/ac, it is estimated here that overall density in that area will not exceed 7 du/ac by the end of the planning period

The result of the table above is a calculation of Net acres needed in the four residential housing categories used. In other words, the acres of land required to site the houses and apartments along with their related on-site improvements.

However, to calculate the number of Gross acres needed for residential development, allowances must be made for the proportion of land area that will be consumed by roads and streets, and portions of land that are not developable due to the existence of environmental constraints – so-called "critical areas". In Bremerton those proportions have been found to be approximately 15% and 17% respectively. Therefore, the gross land area needed for residential uses is larger than the NET area by a factor of approximately 32%. This document proceeds under the assumption that the actual residential land need is as follows on Table LU-D.

Table LU - D Gross Future Residential Land Needed		
Type	**Range of Net Acres Needed**	**Range of Gross Acres Needed***
Neighborhoods (SF)	255-402	336-531
Non-Center (MF)	28-94	37-124
Centers (SF & MF)	119-143	157-189
Downtown Center (MF)	25-31	33-41
TOTALS	**427-670**	**564-884**

*Net acreage plus 32% (per the *Kitsap County Buildable Land Analysis*, 2012)

Calculation of Future Commercial Land Need

Table LU - E Bremerton's Targeted Employment Growth Source: US Census, 2010; OFM ACS, 3-Year Estimate, 2012; and PSRC/ESD				
	2010 Jobs	**2012 Jobs**	**Growth Assumptions 2010-2036 Jobs**	**Growth Assumptions 2012-2036 Jobs**
Bremerton	28,440	28,167	18,509	18,782

In many ways the calculation of commercial land need is simpler than that for residential land. Employing widely accepted ratios of acreage per population, population growth projections can be converted to projections of need for commercial acreage. The commercial land need calculation below employs ratios of gross land area per population. The calculation is based on information supplied by the Washington State Department of Community Development in, *"Preparing the Heart of Your Comprehensive Plan, A Land Use Element Guide"* (WSDCD, April 1993). The ratios are different for the two primary types of commercial growth anticipated by this comprehensive plan. Those types are; 1) centers commercial, which assumes more compact commercial business employing less parking; and 2) non-center commercial, a more automobile-oriented model typically found along busy arterials in most American cities. Centers include downtown, district centers, neighborhood center, employment center, and Puget Sound Industrial Center – Bremerton.

Table LU - F Future Gross Commercial Land Needed				
Type	**Population Served**	**Acres/1000 population[1]**	**Net Acres Needed[2]**	**Gross Acres Needed**
Center Commercial	11,500	6.5	75	51
Non-Center Commercial	7,500	10	75	51
Total Population Growth	19,000			**102 acres**

1. Acres needed per 1,000 population derived from discussion of Washington communities found in, "Preparing the Heart of Your Comprehensive Plan, A Land Use Element Guide" WSDCD, April 1993, page 62-63.
2. Gross land needed equals net +32% per the *Kitsap County Buildable Land Report, 2014*

The city has the capacity with the proposed Land Use designations to serve the 102 acres needed to accommodate the 20-year employment growth. However, that number is conservative as Bremerton currently has many vacant buildings that can help absorb a portion of the growth.

In addition to an assurance that sufficient acres of commercial land are provided on the land use map and placed in appropriate locations, this plan addresses an additional concern; that a variety of sizes of commercial parcels be provided. It is recognized that a wide variance exists is this arena. In other words, while smaller businesses can locate in many areas of the City, including the new centers, at least some commercially designated parcels must be of sufficient size to accommodate larger types of businesses.

Calculation of Future Industrial Land Need

The calculation of future industrial land needed is similar to that for commercial land. The 1993 American Planning Association (APA) study also reported that, in the average American city, industrial land also amounted to about 11 gross acres per thousand population. Employing that simple ratio, it can be calculated that to accommodate the expected population increase of 14,000 persons, 154 acres (gross) of additional industrial land must be available. Once again the population associated with employment centers was not included in this calculation as there are no industrial lands associated directly with that population. It is not necessary to locate industrial lands in the community generally to accommodate this aspect of overall population growth.

In addition, the Puget Sound Regional Council (PSRC) conducted *An Industrial Land Analysis for Central Puget Sound Region*, March 2015 (http://www.psrc.org/growth/industrial-lands/). This regional effort reviewed PSRC's jurisdictions (King, Pierce, Snohomish and Kitsap counties) industrial lands for capacity and potential demand. The following table has been provided from that report.

Table LU - G
Employment Forecasts and Land Area, PSIC-Bremerton, 2012-2040
Source: PSRC's Industrial Lands Analysis, 2015

Job	2012	2040	2012-2040
Industrial	12,640	15,906	3,266
Non-Industrial	3,039	4,305	1,266
Total	15,679	20,211	4,532
Land Area			
Total Acres	5,526		
Vacant	2,414		

Forecasts for employment in the PSIC-Bremerton Subarea show that the majority of the growth (72%) is anticipated to occur in industrial jobs. This forecast reflects anticipated growth more than the redevelopment of existing industrial space since the subarea is currently largely undeveloped with a significant amount of vacant land, as well as forest lands and wetlands. It is also currently served by few transportation facilities. The 3,266 new industrial jobs could require 210 to 300 additional acres of land (built at a jobs density ranging from 700 s.f. to 1,000 s.f., per employee, which fits the land uses anticipated in the area.). Accommodating non-industrial job growth at modest densities for this area (300 s.f. per job, FARs of 0.5) would require an additional 17 acres of land. The 2,414 vacant acres could easily accommodate these forecasts with little change in development patterns in the area.

Summary of Additional Land Need

The following table summarizes the calculations of land need discussed in the preceding sections.

Table LU – F
Summary of Additional Land Needed

Type	Additional Land Needed (net acres)	Additional Land Needed (gross acres)	Underutilized/Vacant Land Provided by the Plan (net acres)
Non-centers SF	255-402	336-531	1150
Non-centers MF	28-94	37-124	350
Centers (SF + MF)	119-143	157-189	200
Downtown MF	25-31	33-41	50
Total Residential	**427-670**	**564-884**	**1,750**
Center Commercial	51	75	250
Non-center Commercial	51	75	350
Total Commercial	102	150	600
Industrial	105	154	2,500
Total acres Needed	**634-877**	**868-1,188**	**4,850**

Land Supply

This comprehensive plan must demonstrate that adequate land exists to accommodate the projected growth. To make this demonstration, the following section will compare the land needs discussed above with the designations depicted on the Land Use Map found in the Land Use Element.

Residential Land Supply

The land needs analysis above indicates that between 427 and 670 net acres of additional residential land will be needed over the next 20 years to accommodate the expected population increase. This estimate is comprised of two primary components, non-centers residential need and centers residential need. Of 14,300 new population, approximately 9,000 are intended to be accommodated in Centers, while the remaining 5,300 distributed as "infill" to non-centers locations.

Residential population in non-centers locations

The *Kitsap County Buildable Land Report, 2014* estimates that, in 2012, there were 840 net vacant residential acres in Bremerton. The Buildable Land Analysis also estimates that there was an additional 642 net acres of "underutilized" residential lands, as many lots within the City may be redeveloped at a higher use (such as a single family lot becoming subdivided).

If the 840 acres that are clearly available for locating residential uses is discounted by a **30% market factor** (described more in following pages)**,** it can be estimated that about 588 acres is likely to be available for residential development. By dividing the 588 acres into the 7,000 population and employing an assumed household size of 2.24 persons, it is calculated that by employing an average density of 7.5 units per acre the expected population can be accommodated on the available acres. This density is within the range assigned to the Low Density Residential land use designation in this Plan. During implementation of this comprehensive plan, care will be taken to assure that average density in new residential areas (outside of centers) in that range is enabled under zoning and subdivision regulations.

The availability of some amount of "redevelopable" residential land (the some portion of the 642 acres referenced in the Kitsap Buildable Lands Analysis and above) increases the level of confidence here that the expected population will be accommodated on available lands.

Note: A large proportion of the available lands employed in this calculation are currently designated for low density residential, with a relatively small portion of medium to high density residential uses. However, this analysis does consider that some areas have been redesignated to higher density residential land to accommodate existing nonconforming uses.

In Sum, the calculations discussed above demonstrate that there is sufficient capacity on existing lands outside of centers to accommodate the expected increase in population assigned to those areas. While the demonstrated capacity is at the low and of the range of need calculated in this Plan, it must be noted that the number employed uses a significant market factor. In addition, it is known that there is a high amount of excess capacity available in centers that would be able to accept additional residential growth (see discussion below). This acts as "market factor". This is more fully explained in the following paragraphs.

Residential population in centers

The population projection employed by this Comprehensive Plan was developed under an assumption about the potential population accommodation of centers as designated and conceived by the Plan. In other words, once a community decision to employ the centers concept was arrived at, and once the potential centers were identified, sized, and assumptions about densities and mixes of uses in each center were developed, these factors were employed to calculate population accommodation potential. In addition, full build-out population of each center is tempered by assumptions that much less than full potential build-out will occur during the current 20-year planning period. The population accommodation assumptions employed for centers in this plan represent only 20-50% of the total potential population in any given center.

As the assumed proportion of potential full build out of each center is limited as described above, it is also understood that, in effect, a "market factor" is built into the amount of land truly available in the designated centers. Depending in the particular center that market factor ranges from 50% to 80% (or the inverse of the build out assumptions employed).

Given the methodology described above, it can be easily stated that the centers-related proportion of overall population increases in the City during the 20-year planning period are accommodate by design.

Commercial Land Supply

Vacant commercial land need is calculated in two major categories, centers commercial and non-centers commercial. These needs are calculated at 51 acres each (as described earlier in this appendix)

Centers commercial land is calculated. This indicates the proportion of each mixed use center that that is expected to be available for commercial uses. Those lands total 600 acres. This number exceeds the amounted needed (102 acres). This excess is attributable to the expectation that not all of the available commercial land in centers will be built-out during the initial 20-year planning period. This excess is related to total full build out potential for each center in exactly the same manner as that for population and residential land.

In other words, commercial land "market factors" for centers are also in the 50% to 80% range as discussed previously.

The non-centers commercial land need is calculated at 51 acres. An estimate of vacant commercial land outside of centers designations was performed by City staff using GIS technology and aerial photography. That estimate reveals that there are approximately 615 acres of such land designated, with approximately 120 acres available for development. This, once again exceeds the calculated need.

The issue of parcel size is crucial in such calculations and discussions. Commercial development occurs at a variety of scales. It is important that at least some commercial properties are of sufficient scale to accommodate larger stores and commercial establishments. The City analysis indicates that several larger parcels are available in or near the Wheaton/Riddell and Wheaton/Sheridan District Centers as well as within the designated employment center. While these western areas are formally designated for industrial uses, the employment centers designation also calls for mixing commercial (and residential) uses.

Industrial Land Supply

The land needs analysis in the previous section indicates that approximately 154 new acres of vacant industrial land is needed within the twenty year planning period to accommodate the expected population increase. All three scenario maps indicate large tracts of industrial designations in the western areas of the City. Of the approximately 3,700 total acres in PSIC-Bremerton and the City's additional industrial land, 2,500 acres is currently vacant.

Table LU – G Estimates of 20 Year Population and Employment of Centers and Noncenters					
	Total Acres	Avg. Res. Density (du/ac)	Sum of Population (People)	Sum of Dwellings (Households)	Sum of Employment (Jobs)
Centers*					
Downtown Regional Center (DRC)	138	40	4,355	2,188	3,463
District Center – **Wheaton/Riddell**	94	20	1,910	909	670
District Center – **Wheaton/Sheridan**	77	20	1,288	613	318
District Centers – **Charleston**	125	20	489	232	124
DCC Totals			3,687	1,754	1,112
Neighborhood Center – **Manette**	19	15	106	51	50
Employment Center (EC)	82	40	750	350	450
Bay Vista	73	20	550	255	70
East Park	58	15	320	150	20
Non Centers					
Freeway Commercial (FC)	324	0	0	0	1075
General Commercial (GC)	273	30	450	210	825
Neighborhood Business (NB)	18	15	30	15	35
Higher Education (HE)	47	20	90	190	76
Industrial (I)	390	0	0	0	1,525

Housing Appendix

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Current Conditions

Recent trends, local demographics, and characteristics of the housing stock present a significant challenge if Bremerton is to live up to its legacy as a great place to reside. Current conditions in the local housing market, detailed in this section, are in large part, the result of deteriorating local economics and a gradual weakening of the residential qualities of the city's aging neighborhoods. The data, however, also portrays the opportunity to capitalize on Bremerton's well established neighborhoods, the city's unique position in the greater Puget Sound economy, and, lastly, to capitalize on regional and national housing trends.

The City of Bremerton's population has essentially been stagnant for the past 40 years. The decennial census reports from 1970 to 2010 shows a negligible increase of less than 2,500 people. Over such a time span, this is an insignificant increase (less than 1/5 of 1% annual growth), easily dismissible in Bremerton where there are regular fluctuations in the military population of two to three thousand people, due to the arrival and departure of Navy personnel. Furthermore, the most recent U.S. Census report (April 2010) stands out from previous census counts for actually showing a decrease in the city's population (413 people) since the 1990 Census (minimal increase in population from 2000 of about 500 people). The only other decrease on record was reported between census years 1950 and 1960, due to a downswing of city's population from its all-time high associated with World War II activity at the Puget Sound Naval Shipyard. At the height of World War II, Bremerton's housing stock came under severe stress, when a population of 72,500 required immediate shelter among a housing stock in place for a 1940 population of around 15,000 people.

While it is not unheard of for a well-established city to have either a stable or slightly decreasing population count over time, Bremerton's lack of growth in the past 40 years, despite land use capacity, eludes both past and current growth forecasts. More glaring, the surrounding county and region have witnessed unprecedented growth in the past twenty years. During this time, the whole of Kitsap County, for example, went from a population of 147,152 in 1980 to a population of 251,133 in 2010, (20,000 population increase from 2000) an increase of nearly 70%. Bremerton's proportion of the county's total population and regional growth has dramatically decreased, beginning in 1970. (See Table HSA-1)

As Table HSA-1 demonstrates, Bremerton's population represents a steady percentage of the total Kitsap County population despite land capacity within the City to accommodate significant numbers of new people.

Housing

Evidently, the housing and development market in Bremerton has proven to be uncompetitive with surrounding areas. There are numerous causes for this, on both the supply and demand side of the housing market. Supply-side factors include the higher cost to redevelop existing city lots verses the abundance of undeveloped parcels and new development opportunities in the County, including its own Urban Growth Areas. Bremerton's somewhat outdated housing stock, dating back to the previous growth periods of 1940's and 1960's, often fails to address contemporary market demands or to address the diverse market demand for housing. Today's market demands partially reflect demographic changes which are discussed throughout this document, in areas such as household type, size, income level, and special needs populations. Overarching demographic dynamics which include substantial growth in Senior citizens, Singles (Non-Married, no children), and Single Parent Households, will out pressure on the housing market to provide a variety of housing types.

Table HSA-1
Bremerton's Historical Population Growth: 1940-2014
Source: Washington State Office of Financial Management & U.S. Census of Population and Housing

Year	Population	Population Change	Percent of County
Population Reports, U.S. Census (as reported on April 1st of every 10th year), 1940 – 2010			
1940	15,134	-	34.1%
1950	27,678	+12,544	36.6%
1960	26,681	-997	31.7%
1970	35,307	+8,626	34.7%
1980	36,208	+901	24.6%
1990	38,142	+1,934	20.1%
2000	37,259	-883	16%
2010	37,729	+470	15%
Population Estimates, Washington State Office of Financial Management (as reported April 1st of each year)			
2011	38,790	+1,061	15%
2012	39,650	+860	16%
2013	37,850	-1,800	15%
2014	38,180	+330	15%

The overall median income of the County is relatively high, estimated at $62,413 for 2013. The overall median income in the City of Bremerton however is much lower at $43,183. The figure is bolstered by the County's long shoreline and concentration of wealth in many of the waterfront households. In Kitsap County there some households living in housing considered substandard, overcrowded, or severely overcrowded. These numbers are relatively low when compared to the number of households in Kitsap County overall. There are considerably more cost burdened households and some residents with zero or negative income. In the City of Bremerton there are severely cost burdened households with a large percentage paying over 35 percent or more of their income for housing costs. Kitsap County's housing stock overall is less than 50 years old and in standard or better condition. The housing stock in Bremerton is significantly older than other areas of the County. The median year that housing units were built is 1960 while for Kitsap County the median year is 1981. Increasing housing costs and a low-income population hinder the overall ability of residents to afford housing within the City.

Existing Housing Stock

Characteristics of the existing housing stock include type, occupancy, age, condition, and affordability, as detailed in sections following this general summary. By comparing the housing stocks of the city and the wider Kitsap community, the characteristics of Bremerton's existing housing stock, and its current position in the development and housing market emerges. This position can then be advanced and improved upon.

Census 2010 reports a total of 17,273 housing units (14,932 occupied) in the City of Bremerton. This is a 3.9% increase (642 new units) since the 16,631 dwelling units reported in 2000. Bremerton's population increased by 470 people between 2000 and 2010. The discrepancy between an increasing housing stock and a lower population count can be partially explained by an increased vacancy rate in the 2010 census, to just over a 13% vacancy rate (2341 units) in 2010, versus a 6% vacancy rate in 1990 (897 units.)

Vacancy rates in the Bremerton are strongly influenced by the arrival and departure of ships and their crews at the Naval Base Kitsap-Bremerton (NBK-B). This is evident particularly in Bremerton where the vacancy rate can rise and fall dramatically due to its relatively smaller housing stock universe and its proximity to NBK-B. A market equilibrium vacancy rate is commonly estimated to be 5%, which is closer to the 2010 Census vacancy rate reported for the county at 9.5%. Bremerton's unique housing demands require a built-in flexibility in its housing stock, or generally higher quantities of units than average vacancy rates and population counts would suggest for communities with more stable population numbers.

Though largely attributed to military deployments in Bremerton, a generally lower number of people per household is another factor to consider in looking at the needs of current residents, especially as the percentage of smaller households is growing in long-term national trend analysis. Household size is an especially important factor in projecting housing needs and ensuring a housing market that will be better attuned to changing national and regional demographics. It will be further addressed in following sections, which will also look at Bremerton's demographics to better understand local needs for housing types.

The smaller size of existing units, detailed in the first subsection below titled, "Type of Housing Units", is an obvious factor underlying Bremerton's smaller household size and its overcrowding rates. The city's relatively lower income levels and higher poverty status, detailed under "Affordability" are also related, complicating the challenge of meeting housing needs and providing healthy residential settings.

Table HSA-2

Housing Units and Population: Bremerton and Kitsap County

Source: Washington State Office of Financial Management & U.S. Census of Population and Housing

	1980	1990	2000	2010
Bremerton				
Population	36,209	38,142 (+5.5%)	37,259 (-2.5%)	37,729
Housing Units	14,960	15,693 (+6%)	16,631 (+6%)	17,273
Households (HH)	14,067	14,718 (+5%)	15,085 (+2.5%)	14,932
Persons per Household	2.31	2.34	2.3	2.24
Kitsap County				
Population	147,152	189,731 (+29%)	231,969 (+22.5%)	251,133
Housing Units	57,327	74,038 (+29%)	92,644 (+25%)	107,367
Households	52,809	69,267 (+31%)	86,416 (+25%)	97,220
Persons per Household	2.6	2.5	2.6	2.5

More recent quantifiable changes in the Bremerton's housing stock are identifiable in local building permit records. Between 2006 and 2012, Bremerton's demolition activity was approximately 700 units (161 single family and 540 multifamily units) largely due to the redevelopment of Bay Vista (formerly West Park), and expansion of the Olympic College. In that same time period approximately 600 units were constructed (353 single family units and 137 multifamily units).

Though there were more demolitions then construction of units, it must be noted that the time period stated above was during the Financial Crisis of 2008. Prior to 2008, the City was receiving about 70 single family permits per year for 2006 and 2007 (at the end of the housing boom). During the recession, financing was difficult to obtain for housing and many jurisdictions saw little or no activity. However, the City continued to get a flow of permits between 2008 and the subsequent years as illustrated in the table below.

Table HSA –3
Bremerton Housing Units issued Permit between 2008-2011
Source: Kitsap County Buildable Lands Report, 2014

Year	Housing Units Permitted
2008	35
2009	48
2010	110
2011	90

Type of Housing Units

Of the 17,723 units reported in Census 2010, the majority (approximately 58%) are contained in free standing single unit structures while nearly half the housing units (40%) are in classified as multifamily housing (attached) units. The remaining 2% of units, traditionally not considered single units or multi-family units, is made up of mobile homes, trailers, or other special housing units such as houseboats.[1] These units represent nontraditional housing types and can be used, in sum, to help evaluate how well traditional housing choices serve the existing population and housing market.

Table HSA-4
Bremerton Housing Units by Type: 1980-1990-2000-2010
Source: 1980/1990/2000/2010 Census of Population and Housing, STF 1A; Puget Sound Regional Council.

Type	1980		1990		2000		2010	
	#	% of Total	#	% of Total	#	% of Total	#	% of Total
1 unit, detached	7060	47.2%	7700	49.1%	7,917	47.6%	8,414	48%
1 unit, attached	1169	7.8%	1490	9.5%	1,090	6.6%	1,697	10%
Total, Single Units	8,229	55%	9,190	59%	9,007	54%	10,111	58%
2-Units	1,685	11.3%	1,543	9.8%	1,664	10%	1,168	7%
3 & 4 Units	1,117	7.5%	1149	7.3%	1,421	8.5%	974	6%
5+ Units	2,554	17.1%	3,432	22%	4204	25%	4,860	28%
Total, Multifamily Units	5,356	35.8%	6,124	39%	7,289	44%	7,002	40%
Mobile Home/Trailer	173	1.2%	216	1.4%	286	1.7%	270	2%
Other Units*	1202	8%	163	1%	49	.3%	0	0
Total Units =	**14,960**	**100%**	**15,693**	**100%**	**16,631**	**100%**	**17,383**	**100%**

* "Other Units" definition has varied, yielding irregularities in these numbers

[1]The Census uses the term "mobile home or trailer" to refer to mobile homes to which no permanent rooms have been added. While not clearly differentiated in Census, manufactured housing affixed to a foundation, are not considered or counted as either "mobile homes" or "other housing" in counts of single family and multifamily units.

Age of Housing Units

Over half of Kitsap County's housing units have been built since 1980. The City of Bremerton has the largest inventory of aging housing in the County. In the City of Bremerton 77.3% of housing units were built before 1980 and 22.4% were built in 1939 or earlier. In the City of Bremerton rehabilitation of the aging housing stock is a high need. Over three-quarters of the housing units were built before 1980, nearly one-quarter before WWII. Many of these housing units are solidly built and structurally sound but in need of energy efficiency improvements and upgrades to preserve them for the long-term.

The older age of Bremerton's housing stock, with an associated increased cost for maintenance, has an impact on the conditions of housing, as detailed below, particularly in common deference of maintenance as homes approach obsolescence in today's market for homeowners.

Table HSA-5
Bremerton Age of Housing
Source: U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

Year Structure Built	Number	Percent
Total Number of Housing Units	17,396	
Built 2010 to 2013	119	0.7%
Built 2000 to 2009	1,195	6.9%
Built 1990 to 1999	1,214	7.0%
Built 1980 to 1989	1,436	8.3%
Built 1970 to 1979	2,568	14.8%
Built 1960 to 1969	1,837	10.5%
Built 1950 to 1959	1,977	11.4%
Built 1940 to 1949	3,154	18.1%
Built 1939 or earlier	3,896	22.4%

Based on the 2010 Census, the City of Bremerton has a high rental to owner occupant rate, 57.5% of Bremerton residents rent to 42.5% buyers. Single-family owner units are available at relatively low prices, but the demand isn't there because of this need for extensive and expensive renovation in many of the structures, as well as stricter loan standards and higher down payment requirements which limit the number of potential buyers. More affluent buyers will tend to favor newer construction, in other more attractive parts of the City or even the County. The rental market is stronger because of the transient nature of the community which creates an increased demand, especially for more modern or better kept buildings. Rents tend to increase, even for poorer buildings, exacerbating the cost burden issue for low-income households. Landlords are often unable to make costly repairs to their rental units thereby creating unsafe and a lower quality of housing for some low-income households as well.

Housing

With the Navy presence, Bremerton will always have a higher-than-average rental rate, but with efforts to improve the housing stock, new homeownership can be attract to our city. These aging units typically have more issues related to upkeep than buildings built more recently. As home maintenance and improvement projects are necessary with older housing, more residents will be faced with increasing housing costs, which hinder the overall ability of residents to afford housing in these jurisdictions over time. Also, many of these older homes lack energy efficiency. This poses two problems: environmental concerns and higher utility costs for occupants.

Older homes may also present health hazards due to their potential to contain lead-based paint and/or asbestos. Many of these holder housing units require some degree to bring them to current, acceptable building standards. Aging housing is also important in regards to renter-occupied units. When renters occupy older housing, housing quality and occupant safety concerns become more of an issue because many of the owners may not have much of an incentive to invest time and money into maintenance and improvements. Thus, over time rental units begin to deteriorate and suffer from deferred maintenance.

Geographic analysis shows that the concentration of older housing stock overlaps with a concentration of low to moderate income families. Areas which have a greater than 51% concentration of low and moderate income persons are located in a higher percentage primarily in West Bremerton, and a slightly lower percentage in East Bremerton. Housing units built before 1978, also concentrated primarily in West Bremerton are more likely to contain lead-based paint and are more likely in need of major repair. Yet, these houses are occupied by families least likely to have the financial means to correct either potential lead hazards or make all other needed repairs. The City's low/moderate Census Tracts are all in need of reinvestment through owner and rental housing rehabilitation.

Occupancy

Of 4,255 persons living in group quarters in 2010, 79% (3,370 people) lived in military quarters. While this number fluctuates with ship deployments by the U.S. Navy, (reported as 77% in 2000, and 83% of the 1990 group housing population), the military population regularly represents the vast majority of group-housing in Bremerton. There are few other long-term shelters and there is one multifamily Olympic College housing option. The next largest percentage of group housing, after military group housing, is accounted for by a growing population in local nursing and convalescent homes. Demographic changes and the relocation of Harrison Hospital, and the impacts with the associated local medical community, will impact the population, including group quarters.

Non family households, where non-relatives live together, maintain a substantial presence in Bremerton with a 2010 Census to 47% of all households, while this percentage is only 29% countywide. The trend away from family households which are composed of either married couples or children related to the head of household, continues in Bremerton where it was reported at 38% in 1980 and 40% in 1990. This is significant in terms of providing units for existing residents and demographics but also for realizing that Bremerton's neighborhoods are becoming less and less characterized by "single family" living. This demographic trend is one of several that this Comprehensive Plan looks at as it re-orients community strategies. Specifically, this is one of the primary trends that new urban living environments such as "centers" have been shown to be successful in addressing.

The majority of housing units in Bremerton are occupied by "renters", with the 2010 Census report showing 57.5% of specified dwelling units being occupied by renters and only 42.5% of units being owner-occupied. These percentages are exactly reversed in the wider Kitsap community which shows a rate of 68% owner occupied and 32% of units being renter-occupied. The percentage of owner-occupied homes has generally declined throughout the region, likely due to unprecedented increases in housing costs, but Bremerton shows the most severe decline in home ownership rates, from 43% in the 1980 Census, to 39% in the 1990 Census, and, in Census 2000, at 37%, the lowest level ever reported by the Census for the City of Bremerton. (Table HSA-5)

Table HSA-6 Occupied Units: Specified Owner or Renter, 1980-2010								
Specified Owner-Occupied Units								
Place	**1980**		**1990**		**2000**		**2010**	
	Total	**Percent**	**Total**	**Percent**	**Total**	**Percent**	**Total**	**Percent**
Bremerton	6,082	43%	5,755	39%	5,259	37%	6,380	43%
Kitsap County	35,552	67.5%	44,539	64.5%	46,779	63%	66,425	68%
Specified Renter-Occupied Units								
Place	**1980**		**1990**		**2000**		**2010**	
	Total	**Percent**	**Total**	**Percent**	**Total**	**Percent**	**Total**	**Percent**
Bremerton	7,985	57%	8.963	61%	8,933	63%	8,552	57%
Kitsap County	17,257	32.5%	24,728	35.5%	27,944	37%	30,795	32%

Recent increases in residential property values and sales activity in the City of Bremerton suggest improving conditions for homeownership. However, any short-term gains in owner-occupied units may be off-set by investors who continue to buy and hold local properties for investment purposes, especially with the current, unprecedented low interest rates for home mortgages. Low mortgage rates and increasing values, in other words, attract both new owners and new investors. Significant change in this area will only accompany an expansion of the existing housing stock to better meet the area's evident homeowner market. In doing so, affordability issues arise for the existing population. Affordability is also addressed later as a factor in looking at future housing needs, following further examination of the conditions of the existing housing stock.

Table HAS-7 Housing Occupancy Source: U.S. Census Bureau, 2010 Census; 2013 Population Estimates	
Housing Occupancy	Number
Total Housing Units	17,396 units
Occupied Housing Units	14,918
Vacant Housing Units	2,478
Homeowner Vacancy Rate	3.5%
Rental Vacancy Rate	10.8%

Affordability

At first glance, housing costs in Bremerton appear to be most affordable in the region, with the lowest costs in a county that has been witnessing exceptional increases in housing costs. However, the increase in housing costs is also present in East and West Bremerton where the impacts on affordability are more severe due to relatively less elastic, lower income populations. In other words, Bremerton citizens must now spend a greater percentage of their income to continue to afford to buy or rent housing as prices climb. In addition, with reinvestment and revitalization efforts quite apparent in Bremerton, housing costs should continue to increase, possibly bringing a market for comparable units more in line with other Seattle-satellite cities than with the outlying, less urban, jurisdictions of Kitsap County.

Kitsap County and the cities cumulatively permitted 5,492 new housing units from 2006-2012. County-wide, new single family units accounted for 89.9 percent and multifamily units accounted for 10.1 percent of new units permitted (source: Kitsap Buildable Lands Report, 2014). Building permits declined during the recession, however as the economy has recovered building permit activity has increased. Construction of multifamily housing may be slow to recover due to the lengthy financing and development process for multi-family properties.

National Housing Market Analysis Overview:

Nationally, homeownership rates have fallen back to 1993 levels. The decline can be attributed to several factors including the effects of the recession on household formation and first time homebuyers, decline in household incomes since the start of the recession, and restricted access to financing. At the same time there has been a strong increase in demand for rental units. As the vacancy rate for rentals has declined, rent increases continue to outpace inflation. To meet the surge in demand for rental units, the number of single-family detached homes in the rental market increased and developers also responded to soaring demand by steadily expanding the multifamily housing supply. Despite this expansion of the stock, rental markets nationally continued to tighten in 2014. The national vacancy rate dipped to 7.6 percent, its lowest point in nearly 20 years. As a result rents rose at a 3.2% rate last year – twice the pace of overall inflation. (Source: The State of the Nation's Housing 2015, Joint Center for Housing Studies of Harvard University).

Home sales have increased overall in Washington State but are still recovering from the recession. A typical first-time buyer can't afford most homes for sale. The median renter household income in 2012 across the Washington State was $36,778. This means that a typical first-time homebuyer, paying no more than 30% of that income on housing, could afford to purchase a $145,201 home. The median priced home in Bremerton is $215,700 and Kitsap County in 2012 was $233,000. (Source: Washington State Housing Needs Assessment 2015)

Housing

City of Bremerton and Kitsap County, like all jurisdictions in Washington State, have land use policies implementing the Growth Management Act. In general these policies drive new development towards designated urban growth areas that can support higher densities and better infrastructure such as sewers, public water supply, storm-water controls, more efficient transportation systems and public parks. Bremerton and Kitsap County engage in ongoing efforts to advance policy for increasing the supply of affordable housing. The City has made efforts to streamline the permit process and include incentives for affordable housing development, such as the Multifamily Tax Exemption.

New development of housing is expensive and the cost is ultimately passed on to homebuyers and renters. For new housing units to be affordable to households with incomes below 50% Area Median Income (AMI) there typically must be some level of subsidy to bring the cost below market level. This subsidy, most often from Federal and State sources, has been shrinking. The result has been a decline in the production of new units and fewer resources to preserve existing housing and provide housing vouchers (rent assistance). This means the supply of affordable housing is more constrained as demand grows, prices increase and more households compete for the same supply of affordable units.

Nationally, most of the recent increase in rental supply has come from single-family homes. Since the Recession there has been an increase in conversions of owner-occupied single-family homes to rentals. The American Community Survey reports that the number of single-family homes rented during this period increased by 3.2 million, roughly twice the number of new apartments added, pushing the single-family share of all rentals from 30% in 2006 to 34%. New multifamily construction typically adds units at the upper end of the rent distribution, well out of reach for households with limited incomes. At the same time, owners of existing low-rent properties have little revenue to cover operating and maintenance costs, leaving these units at risk of removal. (Source: NLIHC, Out of Reach 2015).

The difference in home prices between the city and the surrounding parts of the county can be attributed in a large part to the quantity and diversity of their respective housing inventories. For example, many home sales in Central Kitsap are of new homes, while most sales in Bremerton are of older homes. Older homes, especially those with relatively fewer bedrooms, smaller yards, and lower investment costs, are often converted into rental properties and are absent from the market for homeownership. A higher percentage of rental properties in Bremerton than elsewhere in the County results in fewer affordable houses available to first-time, low and moderate income buyers in Bremerton. This exacerbates the challenge Bremerton residents face in their attempts to obtain an affordable entry-level home within the City.

Table HSA-8 City of Bremerton Monthly Owner Cost as a Percentage of Household Income (housing units with mortgage only) Source: US Census, 2009-2013 American Community Survey 5-year Estimates	
% of Income	**Percentage**
Less than 20%	31.4%
20% to 24.9%	14.3%
25% to 29.9%	14.2%
30% to 34.9%	9.0%
35% or more	31.1%

As seen in the table above, nearly 40% of Bremerton's current rental population is paying more than what is deemed affordable for rental housing. This translates to over a third of the total population living in rental properties that they cannot truly afford. With increasing housing costs throughout the County, housing affordability is obviously a pressing regional issue, challenging policy makers in both housing and economic development. In fact, despite generally higher income levels in the rest of the County, rental properties countywide have been shown as equally unaffordable. Demand is evidently high for the existing rental opportunities, especially in Bremerton with its highly transitory and young population (ages 25-44 regularly the largest cohort in census counts, suggesting an infusion of this age (often navy personnel), and not an aging of the existing population). This demographic helps fuse the rental market and continues to constrain the inventory of existing units for purchase, especially the affordable entry-level units that are positioned to get a large return from the existing rental market.

An additional qualifier when comparing this data for affordability, and an important factor in assessing the housing stock, is that the inventory of homes in Bremerton is much smaller than the County. This makes comparisons rather difficult as a smaller pool of data can cause exaggeration as compared to change that is demonstrated amid a larger or more diverse inventory. Often, the cost of homes is tied to the supply of comparable homes as opposed to simple appreciation of the housing stock. An increase in the inventory of homes (supply) in Bremerton, potentially enticed by the current increase in value and demonstrated regional demand, could then bring greater diversity and greater affordability to the existing housing stock.

The issue of housing affordability is a county-wide issue. The availability of affordable housing is crucial for lower income households, which more often face limited choices, including geographic options. A lack of affordable housing distributed equitably and near work places, forces people to live farther from their jobs, despite the magnified impact of transportation costs. Higher densities and Bremerton's urban setting has also resulted in a higher percentage of multi-family units built over the years, particularly older apartment complexes, that now heavily rely on the Federal government's Section 8

program that subsidizes rental costs for low income households. The subsequent, disproportionate, amount of the county's subsidized and public housing in Bremerton has resulted in a concentrated number of low income people, and with that concentration, weakened tax revenues yet higher needs for public services. However, Bremerton might have even more subsidized income households if more of its housing stock qualified for federal certificates and vouchers. Unfortunately, a great deal of the city's housing stock is of too low a quality to be used for publicly subsidized housing and is thus, truly detracting from quality, stable residential settings. It is important for the Comprehensive Plan to encourage property owner to rehabilitate the aging housing space.

Military personnel and their families living in the community represent a significant impact on housing and local rents that should be considered. Military stipends paid for housing often represent the maximum rent that landowners can charge to rent out their property.

Table HSA-9
Military Housing Allowance, Bremerton 2013
Source: United States Department of Defense (Military.com), 2015

	Monthly Range		Annual Range	
	Min	**Max**	**Min**	**Max**
Personnel with dependents	$1,221	$2,082	$14,652	$24,984
Personnel without dependents	$1,032	$1,755	$12,384	$21,060

In the City of Bremerton the non-housing community development need is centered on the communities need for jobs. The City has an unemployment rate of 6.5% compared to 5.5% in Washington State, and 5.3% in Kitsap County. The City has chosen to focus its efforts on economic development with the goal of creating and sustaining jobs for its residents. The low/mod percentage is comparatively high with 61% city-wide and 69% within the Downtown Regional Center. In 2015, the City Council determined that targeting Community Block Grant (CDBG) funds in this center which includes a designated blighted area will provide a strategy to come up with a strong economic development and housing focus which will abate these blighted conditions, as well as utilizing limited funds in a way that can provide the best opportunity for leverage. Public facilities will be eligible for funding as long as they are within the target area known as the "Downtown Regional Center." The intention is to focus on capital projects that curb slum and blight, improve public facilities, and invest in economic development.

Preservation of housing is also critical. It is more cost effective to keep people housed. If housing units are lost, households are forced to find a new place to live that is affordable, adding to the already increased demand for affordable housing. Minor rehabilitation is less expensive than production of new units and has the added benefit of also improving the neighborhood.

Production of new units, although expensive, is also needed. New units may be created through the acquisition and rehabilitation of existing market rate housing or through new construction. Additional units of permanent affordable housing that targets special needs populations and individuals with housing barriers is needed.

Housing Conditions

A study of Kitsap County Assessor data also revealed that less than 10% of Bremerton's occupied single family housing units rated as being in fair, poor or very poor condition. Kitsap County Assessor "fair" assumes to have only minor deficiencies. Structures rated "poor" or "very poor" are assume to that they have substantial deficiencies (e.g. cracked foundation or need new roof).

Table HSA – 10
Housing Condition (Buildings)
Source: Kitsap County Assessor's Office, 2015

Type	Excellent	Very Good	Good	Average	Fair	Poor	Very Poor	Total
Single Family	284	1142	3138	3657	388	103	43	8755
Manufactured Home	3	1	23	120	10	2	3	162
Duplex	18	80	304	437	74	14	2	929
Triplex	3	10	24	25	9	1	0	72
Fourplex	1	7	3	36	6	0	0	53
Total Buildings	309	1240	3492	4275	487	120	48	9971
Percent	3%	12%	35%	43%	5%	1%	1%	

Substandard housing will need to be replaced or rehabilitated in the next 20 years. In addition to the existing substandard units, additional units can be expected to become substandard each year. A rule of thumb is that, based on typical survival rates of existing housing stock, 2% of units at least 25 years old will become substandard each year. The estimate of units to be replaced or rehabilitated is based on the following assumptions

- A backlog of 156 units rated "poor" or "very poor" must be rehabilitated or replaced in the next 20 years -- an average of 8 per year.
- An additional 268 housing units are expected to become substandard each year (2% of approximately 13,432 built before 1980).

Therefore, the replacement or rehabilitation of 268 units per year will eliminate the current backlog of substandard housing and address the units that becoming substandard by 2036. In total, it is expected that approximately 5,000 units will be in need of some level of rehabilitation during the planning period. Private and public efforts listed in the Goals and Policies section of this Housing Element describe measures aimed at stemming this tide of rehabilitation needs. The direction of the elements goals and policies include taking actions such as supporting code enforcement as well as recognizing the critical role of new development and increase land values that will spur new investments and property improvements.

Housing Resources

Meeting the needs and vision for housing in the City of Bremerton is predicated by a shared understanding and commitment between all interested parties, including residents, public officials, non-profit organizations, and private developers. Housing resources, from tax credits for new market affordable high density projects to federal housing vouchers administered locally, require continual coordination and education.

While endorsing the Countywide Consolidated Plan and its objectives regarding shared public housing strategies, this Element works to elevate the housing issues and opportunities among federal, state, and county resources.

There are two housing authorities located in Kitsap County, The Bremerton Housing Authority and Housing Kitsap. Together with Kitsap County and the City of Bremerton they help meet the housing needs of low income households in our community. The following narrative information was provided by both housing authorities.

Table HSA - 11
Public Housing by Program Type

	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled*
# of units vouchers in use	0	0	179	1,831	197	1,603	31	0	0

*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

The total number of families on the Housing Kitsap waiting lists for Public Housing are:

- 1-Bedroom – 84 Families
- 2-Bedroom – 217 Families
- 3-Bedroom – 122 Families
- 4-Bedroom – 34 Families.
- HCV – 98 Families (waiting list is opening during the summer of 2015)

There are all types of families on the Housing Kitsap Public Housing and Housing Choice Voucher waiting lists; however, the largest number of applicants are elderly and/or disabled families looking for Housing Choice Vouchers, 2 bedroom fully accessible units and 1 bedroom units.

Bremerton Authority has 725 applicants on the Public Housing wait list (as of 4/1/2015). This list has been closed since 7/2011. The number of applicants on the Section 8 tenant-based rental assistance program is 357 (as of 4/1/2015). This list was opened for a two-week period in March 2015 and a lottery system was used to add 300 names to the list. A total of 3,170 applications were received. It is expected that the Section 8 tenant-based list will be reopened in mid-2016 for another lottery placement of 300 names.

Both wait lists (public housing and Section 8 tenant-based rental assistance programs) contain a wide range of household sizes, from elderly/disabled one-person households to families with 4 or more children. The most immediate needs are increases in the supply of rental units and housing subsidies so that those on wait lists do not languish for years waiting for assistance.

The City of Bremerton has a wide variety of non-profit and government agencies working together to address our community's most pressing needs. Kitsap Continuum of Care Coalition is actively meeting, planning and working to address homeless. Our county has fully implemented Health Management Information System (HMIS) and conducts an annual Point in Time Count. The Homeless Housing Plan is being updated in 2015 and there are groups working on veterans homelessness and chronic homeless on the streets.

The City of Bremerton homeless response system is coordinated through the Kitsap Continuum of Care Coalition, comprised of 40+ organizations providing prevention rental assistance, emergency shelter beds, transitional housing units, rapid rehousing subsidies, and permanent supportive housing units in tandem with a wide range of progressive engagement case management and tailored supports. Kitsap's coordinated entry program, the Housing Solutions Center, provides intake, assessment, and referrals for all households experiencing housing instability and homelessness. The Housing Solutions Center refers households to appropriate emergency housing resources and maintains a community-wide waiting list for emergency housing. Chronically homeless individuals are currently under-served in Kitsap, with few programs targeting their needs. Kitsap Community Resources provides a wide range of social services, including housing and supports, for homeless families. Veterans receive prevention funding through the Kitsap Veterans Assistance Fund, and rental assistance and case management through the Veterans Assistance and Supportive Housing (VASH) voucher and the Supportive Services for Veteran Families (SSVF) program. The Coffee Oasis provides a wide array of services for unaccompanied homeless and street-oriented youth, drop-in centers, case management, job training, and a youth shelter.

Despite great improvements in provision of housing and services to people experiencing homelessness, and a vastly improved capacity over the last 10 years, specific barriers and gaps to our community's capacity to assist all people who are homelessness have been identified. These barriers and gaps are the underlying causes of Kitsap's inability to meet the needs of all homeless residents at this time. They include:

- Insufficient funding
- Increased demand
- Limited capacity – both in housing stock and services, and in providers' ability to expand service provision

Public and Assisted Housing Opportunities

Over the last 8 years Bremerton Housing Authority (BHA) has transformed its inventory of public housing units. In 2007, BHA had two public housing developments, West Park (581 units) and Tara Heights (21 units). In 2008, BHA received a HUD HOPE VI Public Housing Revitalization grant and began the transformation of West Park into Bay Vista, a new mixed-income, mixed-use, mixed-housing type neighborhood. All 581 public housing units at West Park were demolished with HUD approval in 2008-09 and new replacement public housing was built in on-site (The Summit, 83 units total / 47 public housing; Bay Vista West, 69 units total / 54 public housing; and Bay Vista South, 68 units total / 41 public housing). In addition, as part of the revitalization plan, BHA acquired and renovated two additional off-site properties in east Bremerton (Winfield Apartments, 22 units all public housing; and Shadow Creek Apartments, 32 units / 15 public housing). The revitalization plan for West Park resulted in a reduction in public housing units from 581 to 179, but an increase in total affordable units from 581 to 624 (a combination of replacement public housing, tenant protection Housing Choice Vouchers, Low Income Housing Tax Credit units, project-based Section 8 vouchers, Section 202 project-based rental assistance, and first-time homebuyer assistance).

In 2014, BHA completed a HUD Rental Assistance Demonstration (RAD) conversion of the 21-unit Tara Heights development from public housing to project-based Section 8 rental assistance. All units remain affordable with no net loss in inventory available to lower-income households. As a result of the revitalization plan of West Park, BHA's inventory of public housing units are either new or completely renovated within the last 5 years.

Table HAS - 13
Public Housing Condition

Public Housing Development	Average Inspection Score
Winfield Apartment	91
Shadow Creek	96
Tara Heights	86
The Summit at Bay Vista	98
Bay Vista West	97
Nollwood	71

Similar to Washington State as a whole, Bremerton has a number of assisted units at risk of being lost due to expiring contracts which keep them affordable. In Kitsap County 833 units funded through HUD Section 8 and USDA Section 515 are at risk of loss by 2017 (source: State of WA Housing Needs Assessment, Jan. 2015). It is possible over the next five year period that rental housing properties with expired affordability contracts will be sold and converted to market rate rental units, if there is a lack of funding to keep them subsidized. When rental income is insufficient to cover the maintenance and operation of housing, owners are left with two choices; raise rents to cover expenses or reduce maintenance and operating costs which eventually results in dilapidated properties.

Special Needs Housing Opportunities

Special needs populations are another important demographic to consider in assessing the quality and efficacy of Bremerton's housing stock. Special needs populations include the elderly, people living with mental, physical, and/or developmental disabilities, people with alcohol or other drug addiction, people living with HIV/AIDs, victims of domestic violence and people who have been discharged from institutions such as jail or prison, State Mental Hospital or the foster care system. This population represents the majority of Kitsap County's most vulnerable people.

Community public services needs such as food programs, childcare, poor and homeless case management and employment skills training are some of the services that support vulnerable populations. In general, there is a high quality to the supportive services provided to populations with special needs throughout Kitsap County. However, overall federal and state funding for most services has decreased or not been renewed during the past decade. Finally, the increasing cost of permanent housing severely challenges the low-income majority within Bremerton, as well as the special needs and homeless populations.

Facilities are available in Bremerton and throughout the county to provide supportive housing for the elderly and frail elderly. Facilities cover a broad range: adult family homes for 2-6 adults, Section 8 construction, assisted living, convalescence, and a range of personal care and services. In addition, services provided throughout the county aim to forestall homelessness of the elderly by providing services that help the elderly to remain in their existing housing. Paratransit provides transportation to and from Medicaid covered medical services to anyone who receives medical assistance through DSHS. Kitsap Transit Access also provides transportation to the elderly and disabled persons who are unable to use the fixed route transit system and meet specific criteria. However, the service has been significantly reduced as the result of legislation that reduced transportation funding.

Some individuals with special needs, such as the disabled, have very little income and may never be fully self-sufficient. They do not have the ability to work full-time and many live on very minimal amounts of Social Security. Because of the disparity between Supplemental Security Income (SSI) income and rental housing costs, non-elderly adults with significant disabilities are often forced to choose between homelessness or placement in a segregated and restrictive institutional setting such as an adult care home, nursing home, or other congregate setting. About 8.3 million individuals nationwide receive Supplemental Security Income (SSI) because they are elderly, blind, or disabled, and are not fully covered by Social Security. They are among the nation's poorest citizens. The maximum federal monthly SSI payment for an individual is $733 in 2015. On this income, an SSI recipient can afford rent of only $220 per month (Source: National Low Income Housing Coalition, Out of Reach 2015).

Other special needs populations may require support initially, but with a little assistance and housing, are able to go on to become self-sufficient. Because special needs populations are often very low-income, affordable housing is significant issue and often the reason for homelessness and instability. The combination of lack of income with other housing barriers such as poor credit, criminal history, and poor rental history, means that even some subsidized housing is not available to them.

Bremerton will continue to experience a growing population of residents over the age of 60. The City of Bremerton has a higher percentage of disabled individuals when compared to other areas of the county. Seniors over the age of 65 make up 38% of the disabled population in the county. The major causes for disability in the U.S. are changing from medical to social and behaviorally-related conditions, increasingly involving complications such as substance abuse, violence, and poor mental health. In Kitsap County between July 1, 2012 through June 30, 2013, 613 or 41.6% of the individuals admitted to publically funded treatment reported having a disability; 20.2% had a mental/psychological disability, 8.3% had ADHD/ADD, the remaining included cognitive impairment, hearing, learning, mobility, speech and vision impairments (Source: Kitsap County Strategic Plan for Substance Abuse, Dept. of Human Services, 2014-2016.)

As the population ages, particularly the baby boom generation, there has been an increase in drug use by older adults. This combined with different cultural norms and general attitudes about drug use, and increases in the availability of psychotherapeutic medications, will likely increase substance use problems in this population. Substance abuse among those 60 years and older (including misuse of prescription drugs) currently affects about 17% of this population. By 2020, the number of older adults with substance abuse problems is expected to double. In Kitsap County between 2007 and 2013, admission for individuals age 55+ admitted to publically funded treatment rose from 18% to 27%, Bremerton can assume similar trends (Source: Kitsap County Strategic Plan for Substance Abuse, Dept. of Human Services, 2014-2016).

Kitsap Mental Health Services provides mental health evaluations and services for homeless individuals; in partnership with Bremerton Housing Authority, it also provides permanent supportive housing for individuals needing long-term mental health supports. Agape unlimited and West Sound Treatment Center provide substance abuse disorder treatment, transitional housing, and sober supported housing for homeless individuals needing these services. Employment services are provided through WorkSource, a division of the Washington State Department of Labor and Industries, and the Compass Vocational Program, which is tailored to serve homeless individuals residing in emergency shelters and transitional housing.

Temporary and Transitional Housing Opportunities

The homeless response system includes a network of shelter operators that include emergency housing beds for women and children, single men, and families with children. Couples, families with teen-age boys, households with pets, and men with children are currently under served.

As quickly as possible, households are moved from emergency shelter into rapid rehousing programs (short shallow subsidies with progressive engagement case management), permanent subsidized housing, long-term housing with specific supports (such as substance abuse disorder recovery) or permanent supportive housing. However, insufficient funding for rapid rehousing and a shortage of units of affordable housing, housing with supports, and permanent supportive housing results in longer shelter stays and households who stay homeless for longer.

Homeless youth are served by a spectrum of services, supports, and housing provided through the Coffee Oasis. These programs include outreach to street-oriented youth, youth drop-in locations, case management for homeless and at-risk youth, job training for youth, and emergency shelter beds for youth and young adults.

At this time there are few services available for chronically homeless individuals and/or individuals with complex and multiple barriers to stable housing.

The Challenge to End Veteran Homelessness in Kitsap is part of a national initiative to end veteran homelessness as quickly as possible. It includes participation from a wide range of programs specific to veterans and programs that serve all individuals experiencing homelessness. Recently a Supportive Services for Veteran Families grant has expanded the resources available for providing rental assistance and case management to veteran households. In the County, Building 9 at Retsil provides 60 beds of transitional housing for veterans throughout the region.

Future Housing Projections

Evaluating local housing needs requires multiple levels of analysis from numerous perspectives. It is meant to be an on-going charge to the city and to housing organizations and cannot be fully accomplished in one snapshot in time or in a rigid housing plan.

Demographics, studied over time from the local to the national level, is a conventional approach to an examination of the housing market. National trends, for example, suggest continued and significant growth in the number of single households (non-married without children), seniors (65 years and older households) and single-parent headed households. The particular housing needs and characteristics of these demographics, including a smaller household size, challenge the predominance of suburban-style single-family detached housing units in the current housing market. While household size nationwide continues to decrease, a significant subset of the nation's minority population shows consistently higher household sizes with different housing expectations.

Demographic data taken from U.S Census, described in Current Conditions above help profile the City of Bremerton, Kitsap County, and the State of Washington. Population and household size are key factors used to estimate the number of new housing units which will be needed during the next twenty year period. Income and age information, described above in occupancy and affordability section above, help identify the types of housing and physical improvement which will be in demand.

The focus of this Comprehensive Plan, however, is on enticing new growth to the city which capitalizes on Bremerton's unique location and access in the region as well as its metropolitan characteristic, unique in Kitsap County. Existing demographics, household sizes, and incomes are instructive for gauging the existing market but, as detailed above, current data highlight approaching changes in the market. This Plan endeavors not only to address long-standing issues regarding housing, but to attract new kinds of housing and opportunities. The Centers Concept, central to this Comprehensive Plan, form the basis for this approach. It is found in the Land Use Element but repeated below as it provides the destination point that the goals and policies are designed to assist the community in reaching.

Calculation of Future Residential Land Need

The population projections employed in this plan anticipate that the 14,000 new persons expected in the community by 2036, will live in a variety of single family households and multifamily settings. The table below is derived from data in the Kitsap County Buildable Lands Analysis 2014 and illustrates the historic trends in this arena.

Table HSA– 14 Bremerton 2006-2012 Single Family Permits Source: Kitsap County Buildable Lands Report, 2014					
	Zoning	**Count of Applications**	**New Dwelling Units**	**Acres**	**Density (dwelling units/acre)**
Applied under 1988 Comp Plan	SF-2	2	2	0.59	3.39
	SF-3	3	3	0.52	5.77
	MF	4	4	0.5	8
Applied under the 2004 Comp Plan	CCR	1	1	0.23	4.35
	FC	1	1	2.08	0.48
	NCC	3	3	0.34	8.82
	LDR	297	297	59.66	4.98
	BVSAP	41	41	3.58	11.45
Grand Total		**352**	**352**	**67.6**	

Table HSA– 15 Bremerton 2006-2012 Multifamily Permits Source: Kitsap County Buildable Lands Report, 2014				
Zoning	**Count of Applications**	**New Dwelling Units**	**Acres**	**Density (dwelling units/acre)**
DR	2	6	0.57	10.53
MR	1	3	0.14	21.43
BVSAP	31	202	6.3	32.06
Grand Total	**34**	**211**	**7.01**	

The tables presents the past – a historical backdrop. While the past certainly influences the future, the goals and policies in this plan represent an attempt by the community to move to a new paradigm. In general, that change is focused on providing a moderate increase in the proportion of future housing opportunity in higher density types. The majority of these opportunities will occur in mixed use centers. In addition to this emphasis, the Plan's community goals and policies also indicate a desire to increase density in existing neighborhoods –both by encouraging smaller lots in new subdivisions, and also by encouraging infill of vacant existing properties. The net result, never-the-less will be small increase in overall density in traditional neighborhoods as well.

The following table provides calculation of residential land need to accommodate the City of Bremerton's population growth forecast over the twenty year planning period – approximately 14,000 persons. The table is based for four categories of residential uses. Because the new framework introduced by this Plan results in some new housing environments, these categories are not the same as those for which the historical data depicted. However, if the assumption is made that 30% of the housing units in the "centers SF + MF" (single family and multifamily residential uses in centers combined) category are single family uses and 70% multifamily, it is possible to estimate that more than 50% of the new housing units anticipated by this calculation are in single family types. It is important to note that even within a model that places nearly 60% of new housing units in centers (and nearly 58% of new population) an overall emphasis on single family housing types remains. In fact, the actual proportion of SF types increases over the historic pattern depicted by the data in the previous Tables. This is consistent with community goals and policies calling for increased home ownership and supporting traditional neighborhoods, while it also addresses the community's desire to create a new urban experience and living environment - the ability to choose to live in the new mixed-use centers.

Tanle HAS – 16
Future Residential Land Need

Type	Density (du/ac)		Net acres needed		Household		Household Size	Population	
	Low	**High**	**Low**	**High**	**Low**	**High**		**Low**	**High**
Neighborhood SF	4	6	333	562	2,000	2,250	2.8	4,000	4,500
Non-center MF	8	18	28	94	500	750	2.0	1,000	1,500
Center SF + MF	20	20	113	125	2,250	2,500	2.4	5,000	6,000
DT Center MF	40	40	19	25	750	1,000	2.0	1,500	2,000
		Total			5,500	6,500	**Total Pop**	11,500	14,000
				Centers Population (lines 3 &4)				6,500	8,000

The result of the table above is a calculation of net acres needed in the four residential housing categories used. In other words, the figures for the land are needed to site the houses and apartments needed along with their related on-site improvements.

However, to calculate the number of gross acres needed for residential development, allowances must be made for the proportion of land area that will be consumed by roads and streets, and portions of land that are not developable due to the existence of environmental constraints – so-called "critical areas". In Bremerton those proportions have been found to be approximately 20% for land infrastructure constraints and 12% for an average of "critical areas". Therefore, the gross land area needed for residential uses is larger than the net area by a factor of approximately 32%. This document proceeds under the assumption that the actual residential land need is as shown on the following table.

Residential Land Supply

In Sum, the calculations discussed in the Land Use Appendix demonstrate that there is sufficient capacity in on existing lands throughout the City to accommodate the expected increase in population assigned to those areas. It is known that there is a high amount of excess capacity available in centers that would be able to accept additional residential growth and the centers would to also provide needed services.

Glossary

The following definitions have been derived from state law and coordinated countywide policy planning:

a. **Below Market Rate Housing** shall mean housing intended for low-to-middle income households. Below-Market Rate Housing is a result of a concerted effort to provide housing for people who can not afford market rates, often achieved through public strategies and subsidies. Qualifying income levels are further defined as follows (WAC 365.195):

   i. **Extremely low-income** shall mean those households that have incomes that are at or below 30% of the countywide median.

   ii. **Very low-income** shall mean those households that have incomes that are within the range of 31 - 50% of the countywide median.

   iii. **Low-income** shall mean those households that have incomes that are within the range of 51 - 80% of the countywide median.

   iv. **Moderate-income** shall mean those households that have incomes that are within the range 81-95% of the countywide median.

   v. **Middle-income** shall mean those households that have incomes that are within the range of 96-120% of the countywide median.

b. **Market Rate Housing** shall mean housing intended for households with incomes that are greater than 120% of the countywide median.

c. Affordable Housing shall include both below-market and market rate housing. It represents a diverse spectrum of housing choices that supports a diverse population. Affordable housing choices represent housing costs that are 30% or less of all the various household income levels, throughout the city.

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City Profile

The City of Bremerton is the largest city in Kitsap County, only 11 miles across the water from Seattle and just 33 miles northwest of Tacoma off State Highway 16. The Washington State Ferry system conveniently links downtown Bremerton to downtown Seattle, providing unobstructed automobile access, a unique feature, in comparison to other satellite cities around Seattle. State highways tie Bremerton and Port of Bremerton facilities (including the Bremerton National Airport), to Tacoma on the south, and to the Hood Canal Bridge on the north, Puget Sound's link to the Olympic Peninsula.

The table below compares Bremerton statistics with Kitsap County and Washington State.

Table EC-1
Bremerton Statistics, Compared with Kitsap County, State of WA

	Bremerton	Kitsap County	Washington State
Population, 2014 Estimate	38,572	254,183	7,061,530
Population, 2010	37,729	251,133	6,724,540
Land Area (square miles)	28.41	395	66,456
Persons per square mile	1,328	636	101
Median age of population	31.9	39.4	37.3
Median Household Income	43,183	62,413	59,478
Total Housing Units	17,273	109,327	2,963,141
Individuals Below Poverty Level	20.4%	10.4%	13.4%
Number of Companies	2450	5567	175,553

Source: U.S. Census Bureau 2010, American Community Survey

The following table shows the net total businesses with active City of Bremerton business licenses since 2006. This number reflects annual changes due to closing of businesses and new licenses.

Table EC-2
Active Business Licenses – City of Bremerton

Year	2014	2013	2012	2011	2010	2009	2008	2007	2006
Number of Business Licenses	5,253	5,503	5,390	5,300	5,296	4,569	4,536	4,454	4,356

Source: City of Bremerton Financial Services – Tax and License Division

Inventory of the Local and Regional Economy

The Puget Sound Regional Council publishes summaries based on data from the Quarterly Census of Employment and Wages, which is reported by employers to the Washington State Employment Security Department. PSRC uses data from March, which is a representative month with minimal seasonal fluctuations. The data in the following table indicates number of jobs (vs. FTEs). Bremerton has the largest number of jobs compared to the other incorporated cities within Kitsap County.

Table EC-3
2014 PSRC COVERED EMPLOYMENT ESTIMATES

	Constr/ Res	FIRE[1]	Manu-facturing	Retail	Service	WTU[2]	Gov't (public sector)	Education	Total
Bremerton	452	590	705	1,819	8,955	639	13,667	1,788	28,614
Bainbridge Island	324	250	421	677	3,526	293	741	613	6,845
Port Orchard	182	219	98	1,523	2,987	521	1,353	452	7,336
Poulsbo	125	355	65	1,218	2,967	115	308	555	5,707
Unincorporated Kitsap County	2,538	1,071	826	4,459	13,317	889	6,209	3,159	32,469

1 Finance, Insurance, Real Estate
2 Wholesale trade, Transportation, and Utilities

Kitsap County Regional Economy

Bremerton is included in the Kitsap County region covered by the Kitsap Economic Development Alliance (KEDA), a public/private nonprofit partnership focused on attracting and retaining businesses in the Kitsap region. Kitsap County ranks high in what KEDA calls essential economic development indicators. These indicators include educational attainment and skilled work force; development of intellectual property; per capita economic output; and median household incomes.

Kitsap has the advantage of multi-modal access to wider business markets (Seattle, Tacoma) – close proximity to rail, deep water ports, airfields, and the interstate highway system with uncongested traffic areas.

Kitsap is a recognized leader in several key regional economic indicators: maritime; military; manufacturing; health care; technology; and tourism. Kitsap is also home to the most-dense concentration of engineering talent in the Seattle region[1].

KEDA defines 'Large Establishments' as businesses with 20 or more employees. In 2013, the Kitsap Region had a total of 352 Large Establishments.

The following table shows the major industries in the Kitsap Region, number of employees in each industry, and shows each industry's share of the total by percentage.

Table EC-4
Business Major Industries Summary – Kitsap County

Major Industry	# Employees	%	Establishments
Services	42,280	40.3	5,169
Public Administration	30,166	28.8	198
Retail Trade	14,689	14.0	1,673
Construction	4,040	3.8	938
Finance/Insurance/Real Estate	4,020	3.8	836
Manufacturing	3,738	3.5	380
Transportation/Communications	2,906	2.7	387
Wholesale Trade	1,608	1.5	401
Ag/Forestry/Fishing	1,144	1.0	298
Mining	96	0.0	6

Source: KEDA 2013

[1] Kitsap Economic Development Alliance (KEDA), 2015, http://kitsapeda.org/demographics/workforce/

Naval Base Kitsap

Naval Base Kitsap is a large military installation with discrete geographic locations within Kitsap County. It greatly impacts Bremerton and the county as a whole. Naval Base Kitsap is comprised of multiple facilities and locations, including NBK-Bremerton, NBK-Bangor, NBK-Keyport, the Dabob Bay Range Complex, Jackson Park housing complex, Manchester Fuel Depot, and the Navy Railroad. Naval Base Kitsap provides base support to dozens of military and civilian commands with combined annual payrolls of approximately $2.3 billion. Protection of the integrity of this base is critical to national security and the region's economy.

Both Military and civilian personnel contribute to the local economy. Spending generates local business revenues, which supports additional jobs and wages, as well as sales and business and occupation (B&O) taxes for the state, county and local municipalities. A substantial portion of employment in Kitsap County is related to the federal government (i.e. DOD), with many of those jobs located in Bremerton.

- 14,600 of 22,400 government jobs in the county are located in Bremerton.
- Naval Base Kitsap provides base operations support for Military and Civilian Commands that employ roughly 14,000 + civilian personnel, up from a reported 13,661 in 2011, according to the PSRC.
- 65 percent of federal employees in Kitsap County are employed by the United States Navy.
- More recently (2014-2015), hiring at the Puget Sound Naval Shipyard and Intermediate Maintenance Facility in Bremerton resulted in approximately 1,800 additional jobs

Transportation Appendix

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Transportation Introduction

Bremerton is a city rich in history and beauty. Over the past century, Bremerton has continued to grow into an attractive waterfront community on the shores of Puget Sound. This Transportation Appendix aims to provide a 20-year vision for Bremerton's transportation system, which respects the community's history and character, supports anticipated growth in the region, and builds on Bremerton's momentum as an attractive community in which to live, work, and play by supporting safe and comfortable travel by all modes through 2036.

The overall vision for Bremerton's Transportation Plan is to promote, manage, and maintain a safe, efficient, and integrated multimodal transportation system that is consistent with the City's overall vision and adequately serves anticipated growth. Guidance from City staff, the Planning Commission, stakeholders, and citizens helped identify several priorities:

- Create an interconnected multimodal network that connects all users to City Centers and major destinations within Bremerton as well as Kitsap County
- Improve safety for all users through updated facilities and street designs that accommodate all modes
- Coordinate with local and regional partners to ensure that travel patterns do not disproportionately impact Bremerton residents' quality of life
- Increase transportation spending on maintaining, preserving, and operating the existing transportation system

The Transportation Plan sets a framework for understanding, prioritizing, measuring, and creating a transportation network to help Bremerton achieve its vision. This document includes five sections:

- **Section 1 – Conditions and Trends:** Describes conditions for all travel modes in the existing transportation system. This section also identifies current challenges and trends that will affect Bremerton's transportation network in the future.
- **Section 2 – Community Outreach:** Describes the public outreach process conducted with community stakeholders and members, as well as specific feedback received from community members.
- **Section 3 – Future Transportation Vision:** Introduces a layered network concept that forms the foundation of this plan to accommodate all modes of travel and create a complete transportation network in Bremerton. This section also details how to accommodate each travel mode and establishes the City's level of service standards.
- **Section 4 – Transportation Projects:** Provides a long-term capital plan based on the community values expressed in the transportation goals and layered network.
- **Section 5 – Implementing the Transportation Plan:** Evaluates Bremerton's financial conditions over the next 20 years and provides guidance on plan implementation.

To serve as a useful document for the community, including both City staff and the public, this Transportation Appendix focuses on the City's vision and the projects and programs intended to meet that vision.

Conditions and Trends

This section describes how people use Bremerton's transportation network today, as well as how that may change over the next 20 years as the region grows. The way people travel is greatly influenced by the built environment, which includes land use and travel corridors; it also includes the key destinations people travel to, such as where they live, work, play, shop, and recreate, and an understanding of how people are traveling based on anticipated travel growth and travel mode data.

Land Uses and Key Destinations

The places where people live, work, and play are impacted by how a city and surrounding communities guide where development occurs. The Land Use Chapter of the Comprehensive Plan provides the guidance mentioned here. One way a city can influence this is through zoning. Zoning allows a city to encourage specific development, such as homes and businesses, to occur in targeted areas of the city. It is important to consider land use when planning for transportation because it provides insight into areas where more people may concentrate their travel.

The City of Bremerton also endorses the "Centers Concept", which is described in detail in the Land Use Chapter of this Plan. In general, a Center is a mixed-use area. It places residences, basic services for residents, employment opportunities, and amenities such as public spaces and parks, in a well-designed area. Centers plan for growth in the most efficient manner possible. Centers also support easier access to jobs and transportation, urban amenities, and a pedestrian-friendly environment with walking access to basic services.

The commercial areas in Bremerton, where people commonly shop, are located downtown, within the East Bremerton area, and west of SR 3; these areas are zoned for commercial and residential uses and can be seen in the Land Use Chapter.

Downtown and East Bremerton are linked by the Manette Bridge, with properties within these areas zoned by the Downtown Regional Center and Manette Neighborhood Center. The intent of centers is to focus commercial, entertainment, cultural, civic uses, and urban residential into an active compact, walkable area served by public transit.

Other areas of commercial and industrial land use are located in the western portions of the City along Burwell Street, 6th Avenue, and Kitsap Way. Much of the remaining City area is zoned for single-family residential, multi-family residential, institutions, and the military. Parking is also a major land use in Bremerton[1].

Key destinations, areas of the City where people typically concentrate their travel to and from, and the Bremerton Centers are summarized in **Figure 1**.

[1] PSRC. 2013. "Regional Centers Monitoring Report" http://www.psrc.org/assets/268/rgc-profile-Bremerton.pdf

Downtown Bremerton

Downtown Bremerton, located on Washington Avenue next to the Ferry Terminal, is a major trip generator in Bremerton. Within the district locals and visitors alike, explore public parks, fountains and art along Bremerton's waterfront, while enjoying the district's restaurants, museums, shops and tourist attractions. The downtown area also features community events such as the Bremerton Farmer's Market at Evergreen Rotary Park.

Kitsap Conference Center

Just a short ferry ride from Seattle, the Kitsap Conference Center provides a 15,000 square foot venue for meetings, conferences, trade shows, social events, reunions, and weddings along one of Bremerton's prime waterfront locations. Over the years, countless conferences and events have been located at this waterfront location drawing visitors from the region and nation.

Bremerton Transportation Center & Ferry Terminal

Located in downtown, the Bremerton Transportation Center and Ferry Terminal provide connections to key local and regional destinations. Seven Kitsap Transit bus routes and one Mason Transit bus route serve the Transportation Center. The Ferry Terminal is served by the Washington State Ferries, with connections to Seattle, and Kitsap Transit, with passenger only connections to Port Orchard and Annapolis. Both The Bremerton Transportation Center and Ferry Terminal create high levels of multimodal activity, especially during peak commute travel times.

Schools

The Bremerton School District operates neighborhood schools that serve approximately 5,000 students within the City and surrounding areas[2]. The District consists of:

- Crownhill Elementary
- Armin Jahr Elementary
- Kitsap Lake Elementary
- View Ridge Elementary
- Naval Avenue Early Learning Center
- West Hills Stem Academy
- Mountain View Middle School
- Bremerton High School
- Renaissance High School

The City of Bremerton, the Bremerton School District, and neighborhood groups, have made a commitment to provide safe access to the City's schools by establishing a State Safe Routes to School (SRTS) program. Currently, the Bremerton School District has an established set of safe walking routes for Armin Jahr Elementary School, Crownhill Elementary School, Kitsap Lake Elementary School, Naval Avenue Elementary School, and West Hills Elementary School.

[2] Bremerton School District. 2015. "About our District" http://www.bremertonschools.org/domain/51

Olympic College

Olympic College is a major destination in central Bremerton, and is home to approximately 8,000 students[3]. In general, the pedestrian network surrounding the college is well connected by streets to the south and east side of campus, however the streets to the west are less connected and lack sidewalks in many locations.

Warren Avenue serves as a major barrier between the college and residential neighborhoods, restricting walking and biking opportunities. The lack of facilities on the Warren Avenue bridge further inhibit walking and biking to the campus. Currently, there are no bike lanes on the bridge, and sidewalks are less than four feet making it difficult for pedestrians to use the facility. As a result, access to the college is primarily by car, using Warren Avenue between 13th Street and 16th Street or by Kitsap Transit Bus Route 24.

Parks and Recreation Areas

The City's park system consists of one regional park, three community parks, nine neighborhood parks, 10 pocket parks, four natural areas, six plazas, and five special use facilities. The City's parks and recreation areas feature ball fields, playgrounds, walking paths, water access, picnic areas, scenic views, a skate park, and a dog park.

In addition to schools and parks, the Bremerton Senior Center and various retirement communities throughout the area are major generators of non-motorized trips. Many residents of retirement communities no longer drive their own vehicles, so they are dependent on privately operated shuttles, public transportation, and walking to get to doctors' appointments, residences of friends, and shopping/dining destinations. There are approximately 10 major retirement communities in Bremerton, located in a north-south corridor roughly centered on SR 303.

[3] Olympic College. 2015. "2014-2015 Facts and Figures" http://www.olympic.edu/about-oc/2014-2015-facts-and-figures

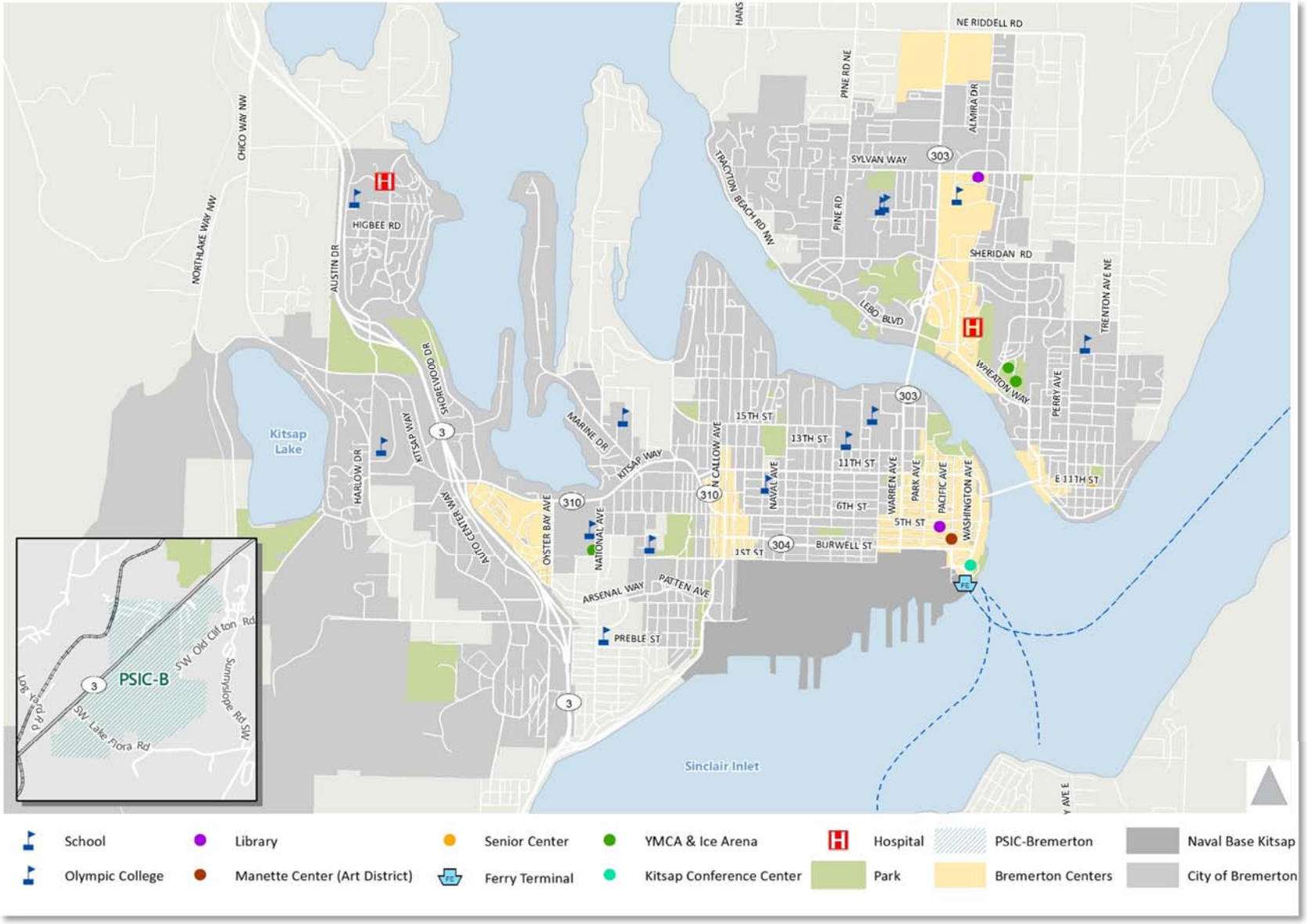
Naval Base Kitsap

Naval Base Kitsap (NBK-Bremerton) is located on the north side of the Sinclair Inlet within the incorporated boundaries of the City of Bremerton. It hosts the Puget Sound Naval Shipyard and Intermediate Maintenance Facility which is Washington State's second largest industrial employer. Almost half of Bremerton's jobs are associated with the Naval Shipyard, Naval Hospital and Fleet Logistics Center. NBK-Bremerton employers create a high level of multimodal transportation demand. Currently, heavy congestion exists on corridors leading to NBK-Bremerton during the weekday morning and afternoon peak hours, especially along Burwell Street. In the future, Commands located on Naval Base Kitsap-Bremerton are expected to see increased employment, which will further stress the transportation system surrounding the base.

Puget Sound Industrial Center (PSIC-Bremerton)

PSIC-Bremerton, formally known as South Kitsap Industrial Area (SKIA), is a key regional growth center and destination. It contains a mix of industrial and commercial businesses, including the Bremerton National Airport and the Olympic View Industrial Park. The roadway network within and surrounding PSIC-Bremerton consists of SR 3 (a principal north/south roadway on the Kitsap Peninsula), SR 16 (a major freeway that connects Bremerton with Tacoma), and several two-lane county roads. Currently, transit, bicycle, and pedestrian systems are limited within PSIC-Bremerton.

Figure 1: Key Destinations



Transportation Network

Bremerton's transportation network accommodates many modes of travel, including walking, bicycling, public transit, and driving. Vehicular travel is still the primary choice for most travelers in and around Bremerton, as shown in the American Community Survey data in **Figure 2**. The City has made significant investments in creating a walkable downtown. Nevertheless, city streets form the foundation of the transportation framework with roadways shaping how residents and visitors experience Bremerton.

The main travel corridors in Bremerton are mostly roadways with sidewalks, but also include some trails and bus routes. The downtown portion of Bremerton, roughly between Washington Avenue and Warren Avenue along 1st through 6th Streets has a relatively well-connected street grid. The northern and western portions of the city are characterized by larger blocks and curvilinear streets, which can make direct connections more difficult.

This plan classifies Bremerton's roadways into major arterials, minor arterials, collectors, and local streets, as shown in **Table 1** and displayed in **Figure 3.** Classifications for Washington State are defined and approved by the Federal Highway Administration (FHWA). There have been no changes in the roadway classifications since the previous plan, however changes to Bremerton's functional classification are being considered as part of this update.

Figure 2: Commute Mode to Work in Bremerton

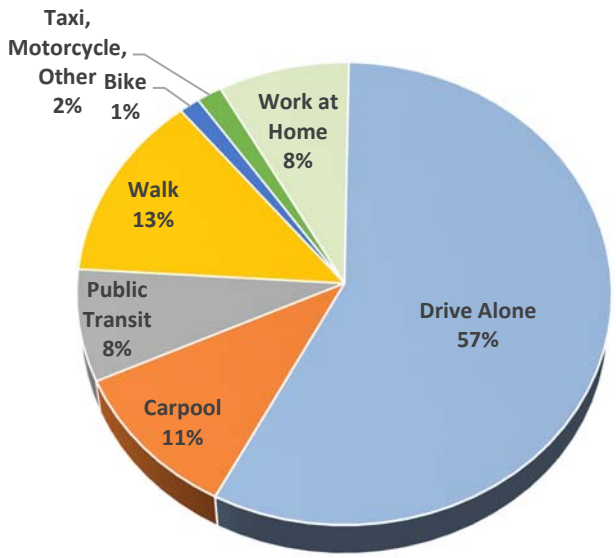
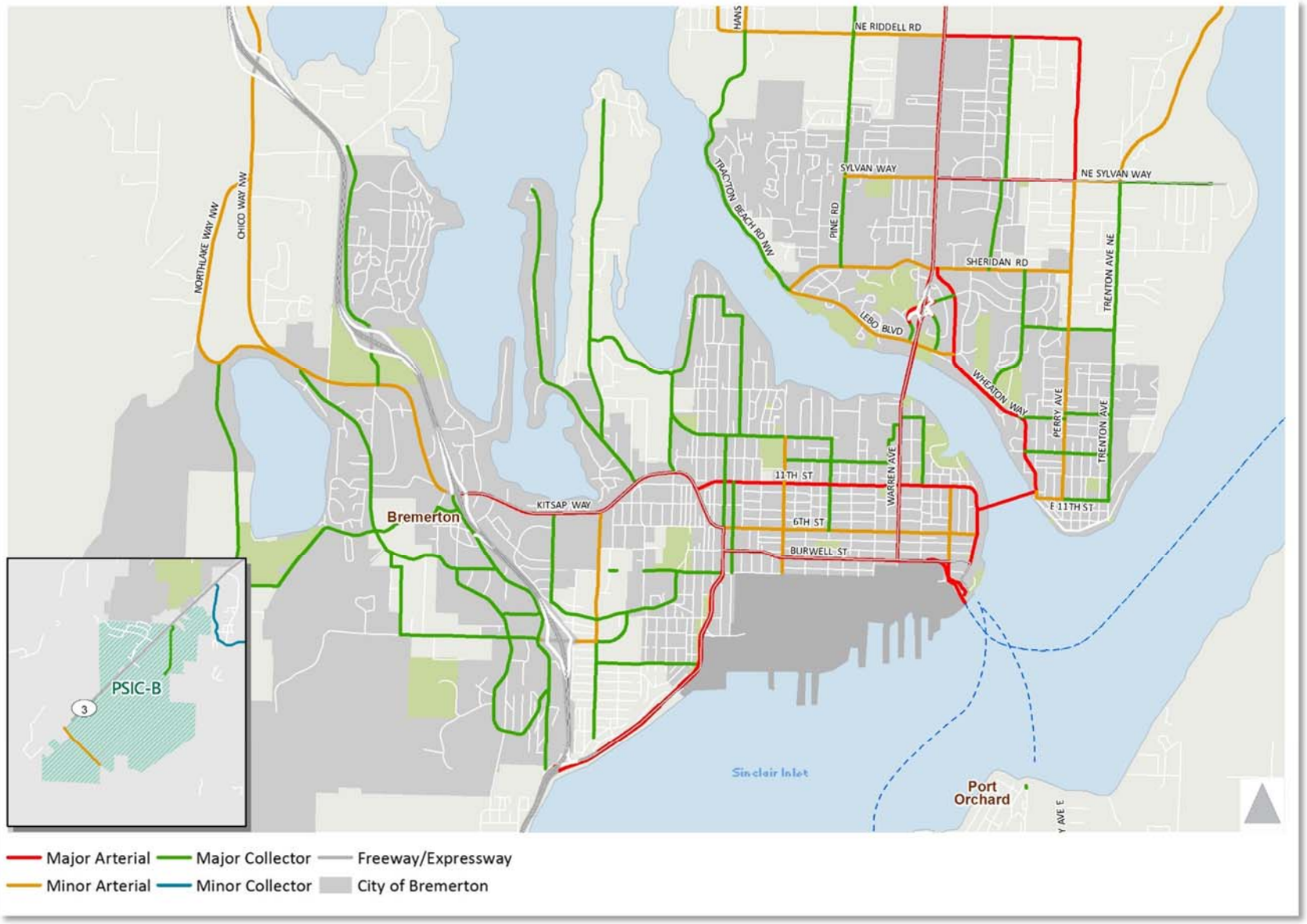


Table 1: Roadway Classifications

ROADWAY TYPE	DESCRIPTION / PURPOSE	EXAMPLE	
Principal Arterial	Principal arterials serve regional through trips and connect Bremerton with the rest of the region. These facilities are the focus of using technology to enhance and preserve capacity for moving vehicles and freight. Increasingly, principal arterials are used by pedestrians due to the direct connections they provide. However, in Bremerton, pedestrian facilities on principal arterials are generally outdated.	**Burwell Street** 11th Street	
Minor Arterial	Minor arterials are designed for higher volumes, but tend not to be major regional travel ways. Minor arterial streets provide inter-neighborhood connections. Similarly, technology to enhance and preserve capacity are a focus. These corridors could be the focus of targeted bicycle and pedestrian improvements.	**Naval Avenue** 6th Street	
Collectors	Major Collectors distribute trips between local streets and arterials and serve as transition roadways to or from commercial and residential areas. These are streets should be designed to maintain vehicular mobility at lower speeds to improve safety for motorists, bicyclists, and pedestrians.	**High Avenue** Park Avenue	
Local Streets	These streets also distribute trips between local streets and arterials and serve as transition roadways to or from commercial and residential areas. Minor Collectors have low volumes and can include select traffic calming elements to balance experience for all modes, while also providing vehicular mobility.	**Pleasant Avenue** Marion Avenue	

Figure 3: Roadway Classifications



Existing Pedestrian Facilities

Residents and visitors in Bremerton walk as a part of their daily travel for many reasons. Children attending school, commuters taking the bus or connecting with a carpool to get to work, senior citizens making midday trips, or residents walking their pets all require safe pedestrian amenities. Sidewalks, crosswalks, and curb ramps are all key features in creating a safe and welcoming environment for people to walk. Buffers between sidewalks and lanes of traffic, such as landscaping or on-street parking, can also provide some relief from traffic for pedestrians.

Figure 4 shows examples of Bremerton's existing pedestrian sidewalks and amenities.

The presence and conditions of sidewalks vary considerably throughout Bremerton. Sidewalks are generally available along all arterials, streets within the central business district, and in newer subdivisions. However, many older parts of the community and recently annexed areas have incomplete or older sidewalks. Sidewalk coverage and quality is also inconsistent near high priority pedestrian areas such as schools and major employers, which create challenges for children walking to school and residents commuting to work by foot or transit.

In addition, critical links such as the Warren Avenue Bridge, are in need of sidewalk and ADA improvements. Without improved sidewalk conditions on the Warren Avenue Bridge it is difficult for residents to connect to key destinations such as Olympic College and East Bremerton healthcare facilities. Currently, both sidewalks along the bridge are less than four feet wide and create major challenges for pedestrians in wheelchairs, pedestrians pushing strollers, and other users to pass each other within the sidewalk. In addition, there are currently no bike facilities on the bridge making it difficult for bicyclists to use the roadway, as vehicle travel typically exceeds speeds of 45 mph. Retrofitting and developing missing links in Bremerton's sidewalk network will promote a more walkable environment in Bremerton and contribute to more trips made by walking.

The ability of facilities to meet Americans with Disabilities Act (ADA) requirements is important to the City. The City is undertaking an inventory of existing barriers to ADA mobility and access, which will be used as part of the ADA Transition Plan.

Figure 4: Examples of Existing Pedestrian Facilities

Existing Bicycle Facilities

Bicycle facilities are an important element in the transportation network. Currently, bicycle facilities are limited to shared lane use markings and bicycle lanes on Kitsap Way, Wheaton Way, Charleston Boulevard, and Auto Center Way, as well as shared use paths and trails within city parks. Existing gaps in the bicycle network create "high stress" environments in which bicyclists must navigate through vehicle traffic or difficult arterial crossings to complete their journey.

Figure 5 shows examples of Bremerton's bicycle facilities including newly constructed bike lanes on Lower Wheaton Way (top) and share the road signage on Tracyton Beach Road (bottom).

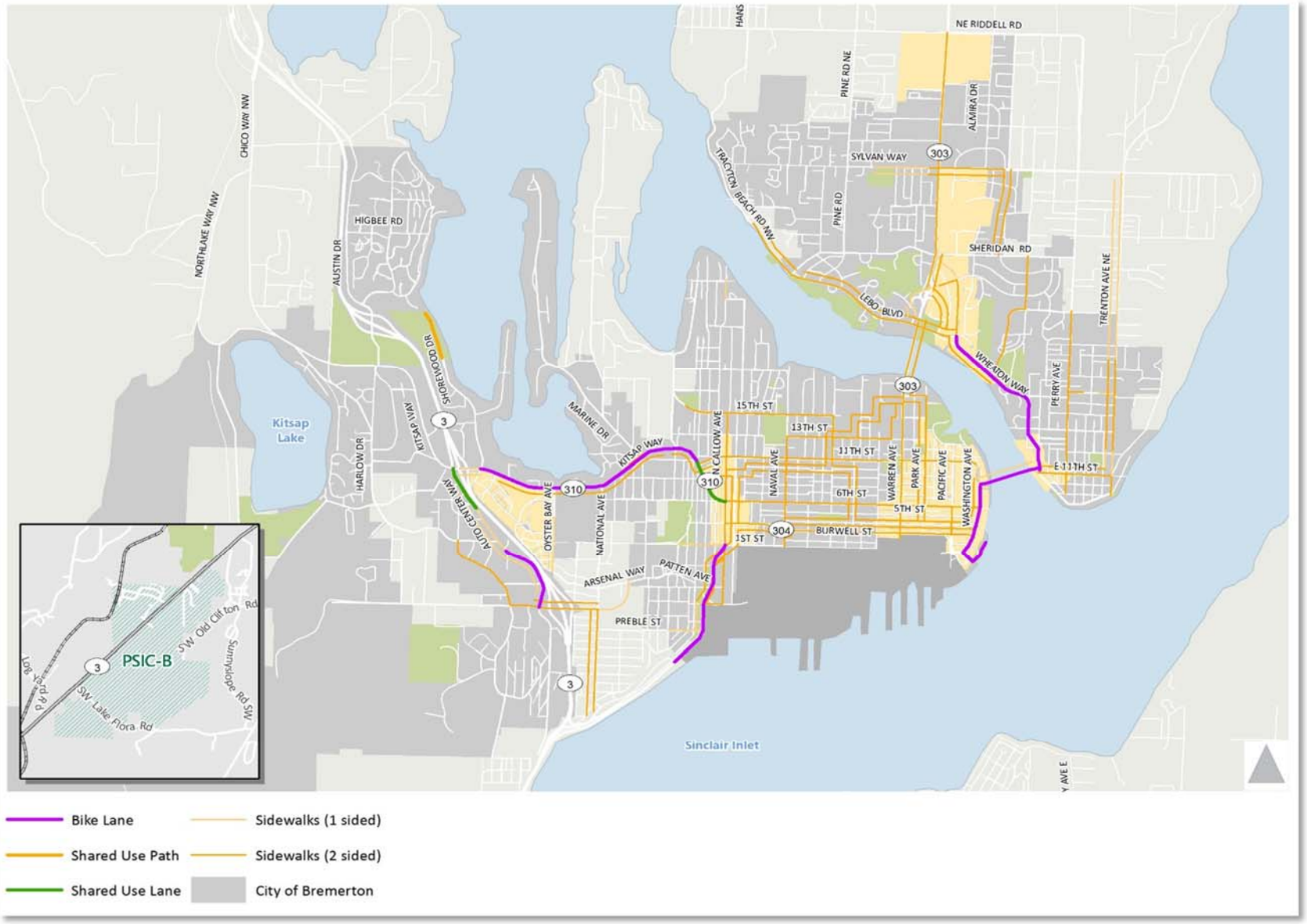
Bremerton is actively working to improve conditions for bicyclists. The City recently completed several bicycle projects including the installation of sharrows on Kitsap Way between Callow Avenue and SR 3, bicycle lanes on Wheaton Way between the Manette Bridge and Lebo Boulevard, traffic calming enhancements along Washington Avenue, and bicycle lanes on Pacific Avenue between 5th Street and the Manette Bridge.

The community has identified a need for an interconnected bicycle network with well-defined east-west and north-south bicycle routes as a major priority. Without adequate bicycle facilities, residents and commuters face challenges navigating the City's street network.

Figure 6 shows existing bicycle and pedestrian facilities within Bremerton.

Figure 5: Examples of Existing Bicycle Facilities

Figure 6: Existing Bicycle and Pedestrian Facilities



Kayaking

Waterfront communities, such as Bremerton, have a unique opportunity to provide a variety of water based transportation options. Although predominantly used for recreation, water trails are a viable transportation option to commute to work and other key destinations.

The Kitsap Peninsula has more than 300 miles of shoreline, making it the second longest coastline in Washington State. The peninsula is spanned by the Kitsap Peninsula Water Trail, as well as the National Water Trails System and the Washington Water Trails Cascadia Marine Trail, which reaches from Olympia to the Canadian Border. The peninsula connects to many kayak launch points, and has the potential to link to pedestrian and land based transit systems throughout Bremerton and surrounding areas.

Figure 7 shows a map of existing water trails in the Kitsap Peninsula.

Figure 7: Kitsap Peninsula Water Trails Map

Public Transit

Public transit serves as a key component of the transportation network that connects residents with employment centers, public places and regional destinations. Many Bremerton residents and employees use public transit for trips within and outside of the City. Public transit in Bremerton consists of fixed-route bus and ferry service provided by Kitsap Transit, Mason Transit, and Washington State Ferries.

Figure 8 on the following page highlights the route coverage of fixed-route bus and ferry service in Bremerton.

Kitsap Transit provides local, limited, and shuttle bus transit service. The majority of transit riders access Kitsap Transit service by walking to transit from their home or by driving to a parking lot or on-street parking and then walking to connect to transit. Fourteen bus routes serve Bremerton with frequencies ranging from 20 to 60 minutes.

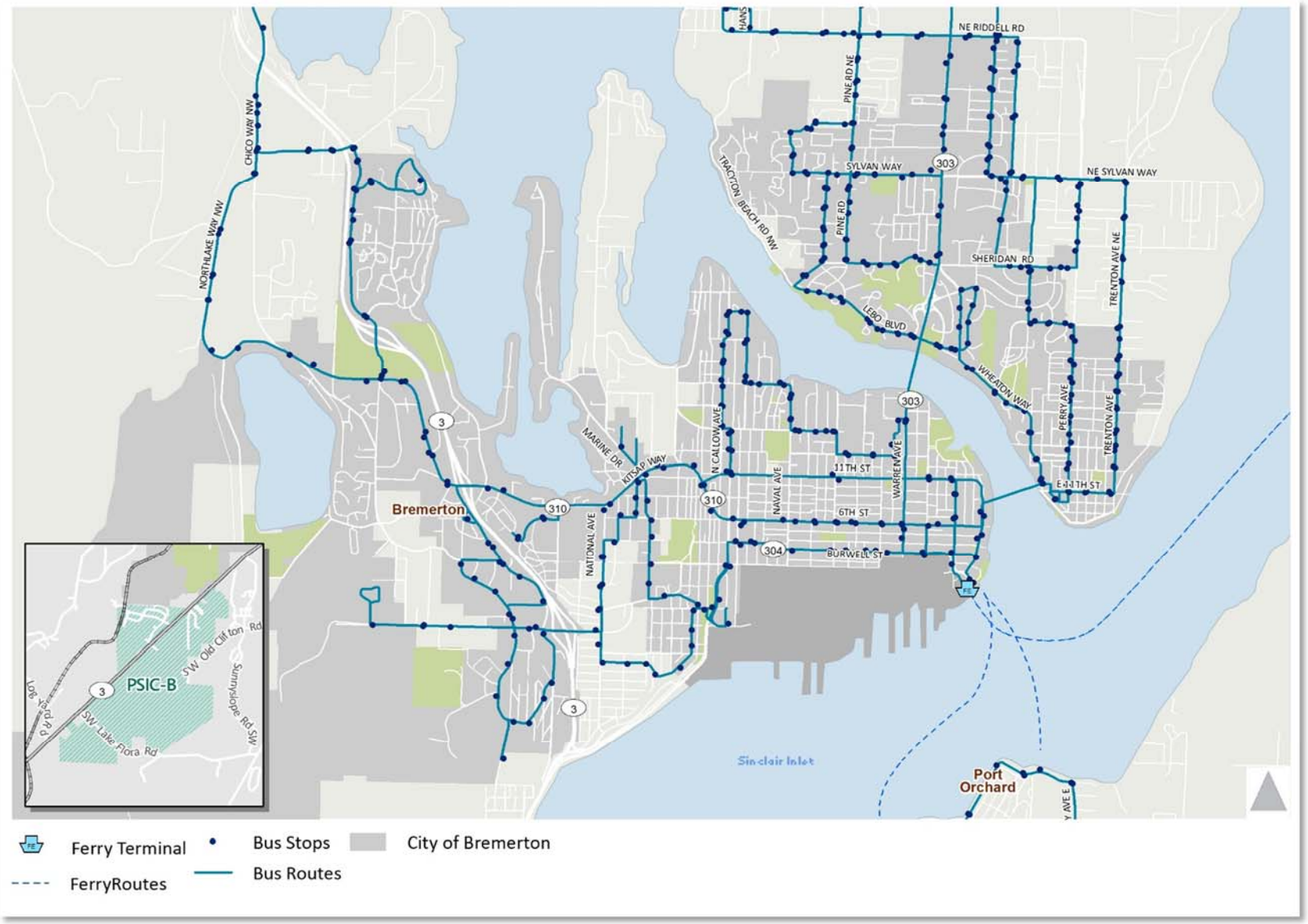
The Bremerton Transportation Center provides access to seven of the local bus routes. Additionally, Mason Transit operates one bus route from the Bremerton Transportation Center to the City of Belfair. Currently, no Kitsap Transit routes serve PSIC-Bremerton.

Kitsap Transit, Mason Transit, and the Washington State Ferries serve the Bremerton Ferry Terminal. Kitsap Transit provides passenger ferry service to Port Orchard and Annapolis, every half-hour, six days a week. In 2013, foot ferry ridership accounted for 450,732 of Kitsap Transit's total boardings[4].

The Washington State Ferries provides passenger and vehicular ferry service to Bremerton via the Bremerton-Seattle ferry, between 5 am to midnight. There are 15 daily ferries to Bremerton, departing every 60 to 120 minutes. Between 2013 and 2014, ridership between Bremerton and Seattle grew by approximately 10 percent, serving over 2.5 million passengers.

[4] http://www.kitsaptransit.com/uploads/pdf/board/annualreport2013.pdf

Figure 8: Existing Transit Service



Active Transportation Analysis

Active transportation is any human-powered mode of transportation, such as walking and biking. **Figure 9** displays areas that are attractive for active transportation in Bremerton. A description of the active transportation analysis process is provided below.

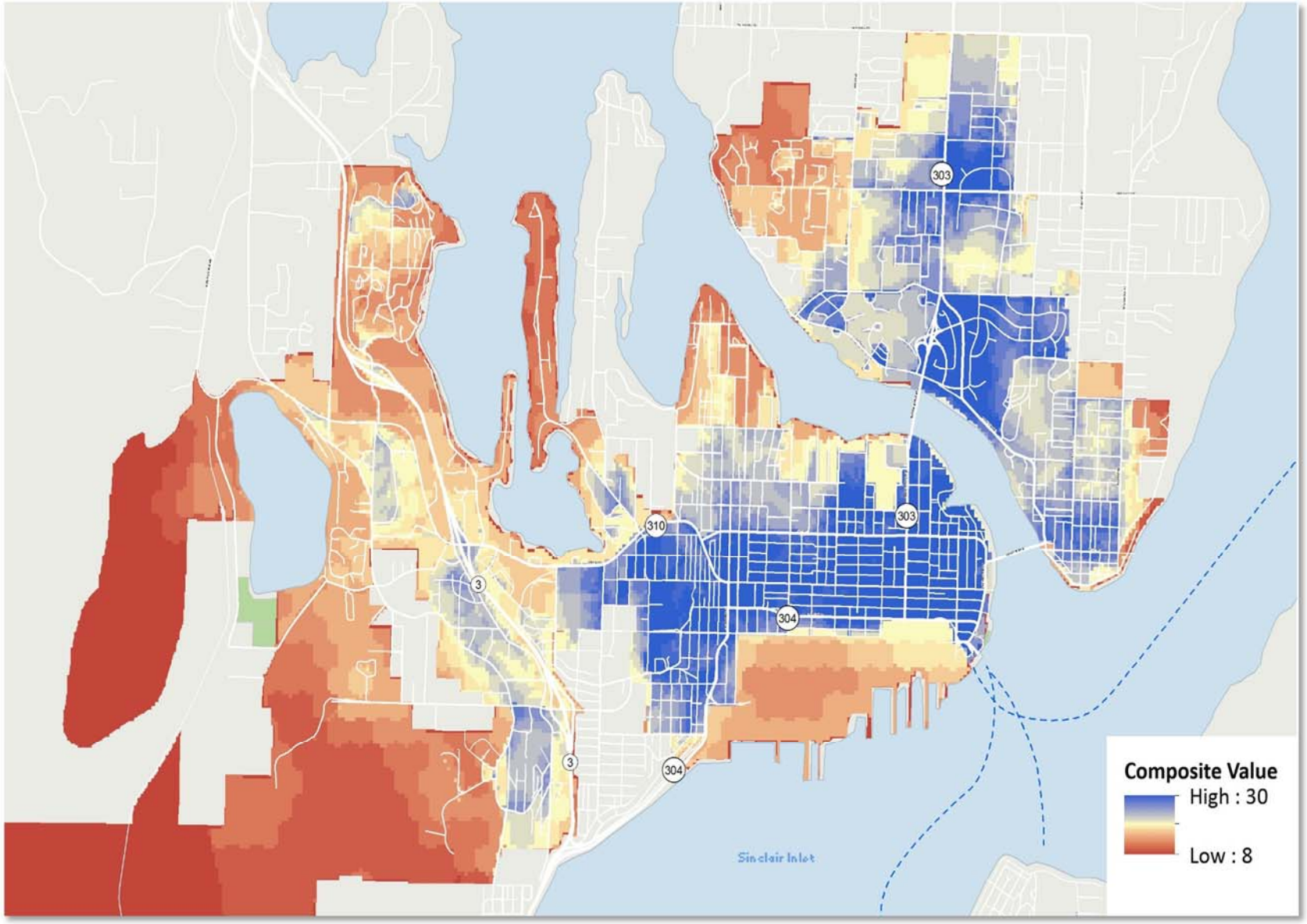
- **Tool.** To forecast areas that have higher levels of active transportation, several indices of walking and bicycling demand were evaluated. Each index was chosen based on its relationship between the built environment and travel patterns. A composite score was then calculated to determine the relative attractiveness of one area over another for active transportation.

- **Estimating Active Transportation.** To estimate walking and biking demand in Bremerton, eight indices were evaluated:
  - Proximity to attractions
  - Proximity to schools
  - Proximity to parks
  - Proximity to transit
  - Population density
  - Employment density
  - Diversity of land use
  - Age (8-80)

- Each index was weighted based on the strength of its relationship with walking and biking, and measured at the census block level using spatial analysis software. Each census block was then assigned a composite score based on how accessible or attractive it was for walking and biking.

- **Analyzing the Results**. Bremerton's walking and bicycling results indicate that many streets near Downtown Bremerton are especially attractive for walking and biking uses. Vital streets that serve as a link to a variety of uses and destinations scored highly, including Burwell Street, 6th Street, and Warren Avenue. This plan uses these findings as a resource to evaluate bicycle and pedestrian improvements along desire corridors.

Figure 9: Active Transportation



Freight and Aviation

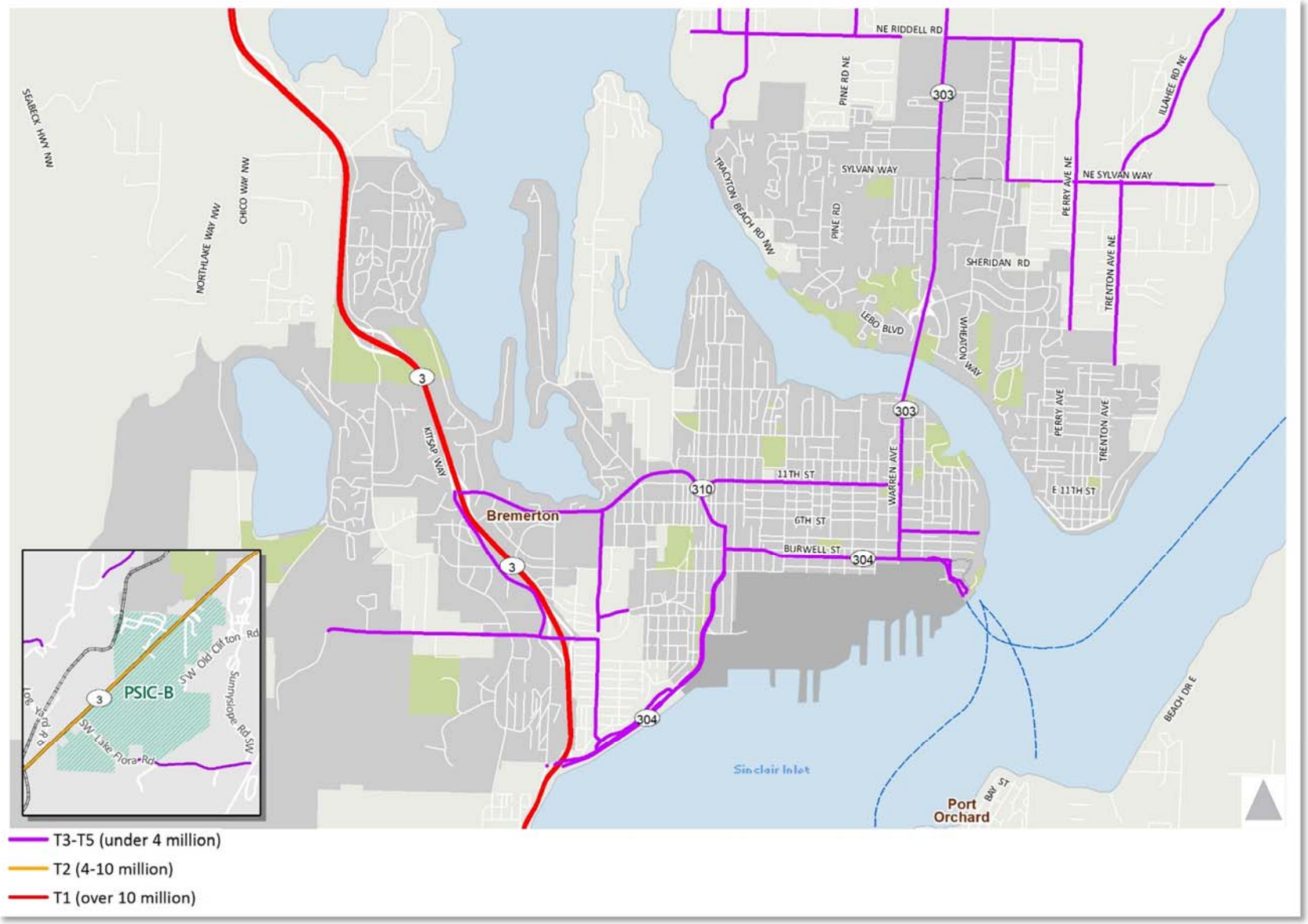
Freight movement in Bremerton occurs primarily via the State Routes (SR) that serve the City. SR 3, SR 304, and SR 310 are identified as WSDOT Highways of Statewide Significance. SR 3 is a grade-separated freeway that travels through West Bremerton and is classified by WSDOT as a T-1 Freight Corridor. SR 304, classified as a T-3 Freight Corridor, connects Bremerton with the Bremerton Ferry Terminal to the east and SR 3 to the west, providing access to PSIC-Bremerton and other industrial uses south of Bremerton. SR 310, another T-3 corridor, is a principal arterial that serves as an east-west distributor of freight traffic within the City. In addition, both SR 303 and National Ave serve as north-south city designated truck routes.

The WSDOT freight corridors that serve Bremerton along with additional truck routes designated by the City are shown in **Figure 10**.

In addition to highways and city truck routes, railroads and air facilities are key elements in freight distribution. The Bremerton National Airport handles a variety of imports and exports. Because PSIC-Bremerton is a Free-Trade Zone, companies have the option of avoiding certain duties and fees if they import parts into Washington and do their final assembly there. The Bremerton National Airport, in conjunction with the freight railroad corridor that parallels the west side of SR 3, provides the opportunity to serve these industrial uses and promote the movement of materials and finished goods. Consistent with FAA and WSDOT guidance, the PSIC Subarea Plan outlines policies that ensure future land uses and development are compatible with Bremerton National Airport and the industrial character of the PSIC-Bremerton.

Source: Google, 2015

Figure 10: Existing WSDOT and City Truck Routes



Motor Vehicles

With many Bremerton residents choosing motor vehicles as their primary mode of transportation, the City's street and roadway network is critical to the transportation system. Increased growth within the region has led to more traffic congestion along the State Routes and Bremerton's main corridors.

An analysis of intersections within the city limits was performed to assess existing traffic operations and the need for future roadway improvements. Given the extensive nature of previous studies, such as the PSIC-Bremerton Subarea Plan[5] and the SR 3/SR 304 Bremerton Interchange Improvements Study, which involved detailed LOS analysis and identified a range of projects needed to support Bremerton's transportation system, 14 intersections were selected due to their location on critical corridors within the City. Projects identified in previous studies are included in the final 20-year project list on page 44.

For this analysis, intersections were assigned a level of service (LOS) grade based on their operations in terms of vehicle delay. **Table 2** describes the Level of Service definitions laid out in Chapter 16 of the *Highway Capacity Manual* (HCM) (Transportation Research Board, 2010), which is the methodology used for most of the intersections within the study. In a few locations, HCM 2000 was used due to limitations in applying the HCM 2010 methodology.

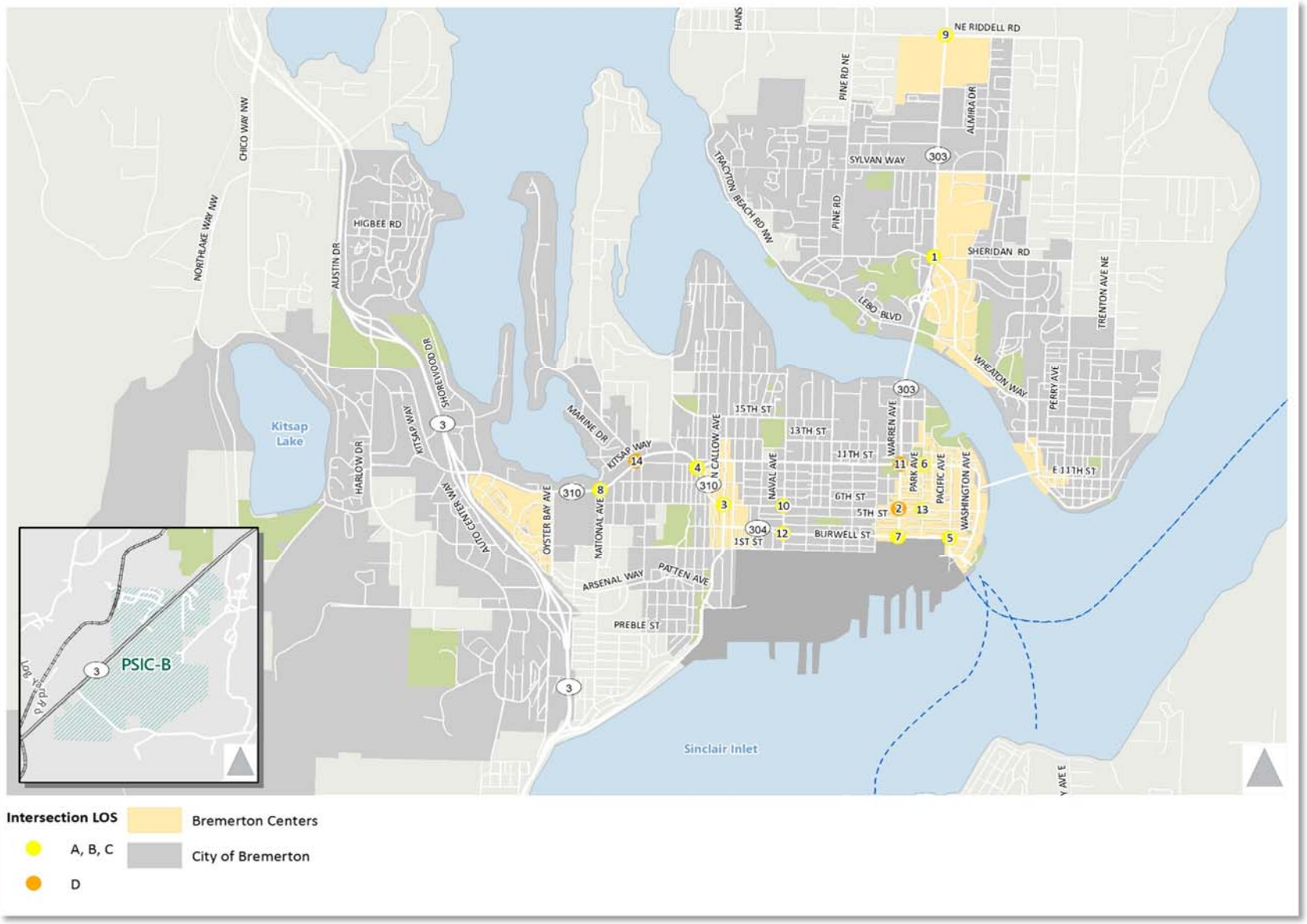
Figure 11 on the following page summarizes the intersection LOS analysis. Detailed reports of LOS are available in the **Technical Analysis.**

Table 2: Level of Service Definitions

LOS	DESCRIPTION
A	Free-flowing conditions.
B	Stable operating conditions.
C	Stable operating conditions, but individual motorists are affected by the interaction with other motorists.
D	High density of motorists, but stable flow.
E	Near-capacity operations, with significant delay and low speeds.
F	Over capacity, with delays.

[5] Formerly known as the SKIA Subarea Plan

Figure 11: Auto Level of Service



The City's level of service (LOS) policy aims to develop a transportation system that achieves a level of service (LOS) that balances multimodal needs and mobility. The City will maintain a LOS E or better (V/C less than or equal to 1.0) throughout the City; except along SR 310, which is a Highway of Statewide Significance (HSS) route.

All intersections analyzed meet the City's current level of service (LOS) standards. However, the following intersections are close to exceeding the acceptable maximum vehicle delay of the standards:

- Warren Avenue (SR 303) and 6th Street - (LOS D approaching LOS E)
- Warren Avenue (SR 303) and 11th Street - (LOS D approaching LOS E)

These intersections are located along key east-west and north-south corridors. SR 303 is a three to four-lane principal arterial road, which extends from Burwell Street (SR 304) in Bremerton to Waaga Way (SR 3/SR 303) at its northern terminus in Silverdale.

Opportunities and Challenges

The City of Bremerton has several important challenges to face as it prepares for future growth and the development of its downtown core, city centers, and PSIC-Bremerton. Motor vehicle travel dominates the City's transportation framework and contributes to congestion in Bremerton, especially during peak commute hours. Bremerton is working to create a more vibrant community that promotes an integrated multimodal transportation system, which will be key to addressing the transportation challenges within the city.

Network Connectivity

The Bremerton Transportation Center and Ferry Terminal serve as a major transportation hub for Kitsap County. With close access to Seattle, many regional commuters travel through Bremerton to access the ferry. Bremerton is also home to the largest employer in Kitsap County, Naval Base Kitsap (NBK-Bremerton). NBK-Bremerton places significant demands on SR 304 and surrounding roadways, especially during afternoon shift changes. Due to Downtown Bremerton's status as major center for commuters, the local transportation network experiences significant traffic surges in driving, walking, biking, and transit during peak hours.

Pedestrian and Bicycle Infrastructure

Bremerton downtown has a relatively complete network of sidewalks, however high pedestrian activity areas such as schools and shopping areas have gaps in the sidewalk and pedestrian facilities. This limits mobility and accessibility of some pedestrians between major destinations. Additionally, the city has a bicycle network that is limited to a small number of shared use trails, on-street facilities, and disjointed marked bicycle routes. These gaps in infrastructure, along with a topography that includes many hills, create travel challenges for pedestrians and bicyclists.

Transit Access and Availability

Kitsap Transit provides local, limited, and shuttle bus transit service on infrequent service schedules. This limits transit-dependent riders' accessibility, and it causes potential transit users to choose driving personal vehicles. In addition to fixed route and shuttle services,

Kitsap Transit offers a worker/driver bus program, which functions similarly to a large carpool. This program has seen success in reducing the number of drive alone commute trips within Bremerton at NBK-Bremerton.

The City should continue to look for ways to encourage enhanced transit service from Kitsap Transit through investments in projects that compliment transportation demand management programs such as the worker/driver bus, as well as transit-supportive amenities to help residents, employees, and visitor's access and use transit.

Ferry Service Access and Availability

Both Kitsap Transit and Washington State Ferries serve the Bremerton Ferry Terminal. Ferry service in Bremerton serves thousands of weekly commuters. During peak hours, the Ferry Terminal experiences significant surges in vehicle, walking, and bicycling traffic. Improving bicycle and pedestrian connections to the Ferry Terminal can help to further alleviate congestion in the downtown area.

Regional Growth

Regional development outside of Bremerton will play a major role in the growing demands on the City's transportation network by 2036. Kitsap County is expected to continue adding residents and jobs during this time period. This growth will add traffic to Bremerton's streets, and the City must make a concerted effort to accommodate its own growth, while coordinating with its partners outside the city on regional needs.

Puget Sound Industrial Center (PSIC)

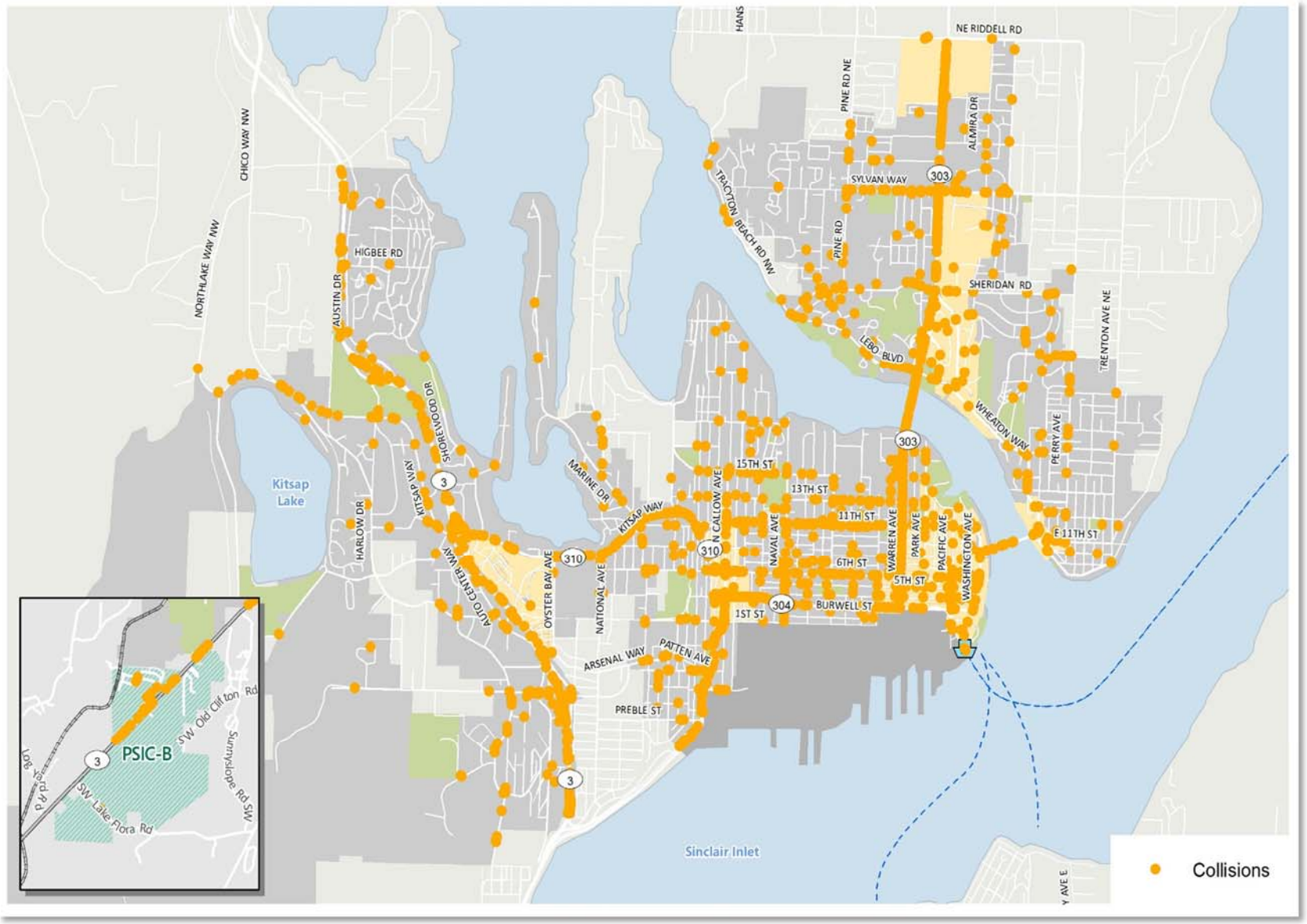
According to the PSIC Subarea Plan (formerly known as the SKIA Subarea Plan), 12 miles of trails are planned within the development area. It is anticipated that new roadways would have sidewalks on at least one side of the corridor. At this time, there are no other planned or funded transit, pedestrian, or bicycle improvements anticipated within PSIC-Bremerton. As PSIC-Bremerton develops as an attractive job center and employment grows, it is possible Mason Transit or Kitsap Transit will provide bus service.

Safe Routes for All, Especially Pedestrians and Bicycles

Since 2010, Bremerton has experienced nearly 700 traffic collisions per year. **Figure 12** display traffic crashes around the City over a five-year period spanning 2010-2014. **Figure 13** shows the severity of accidents by location. **Figure 14** displays bicycle and pedestrian crashes.

As an effort to increase pedestrian safety, Bremerton has undertaken sidewalk and crosswalk improvement projects to create a better environment for pedestrians moving around downtown, routes to schools, and key corridors. Corridors with a high number of collisions involving pedestrians and bicyclists include Warren Avenue, Burwell Street, and 6th Street. There were four vehicle related fatalities; two on SR 3, one on Wheaton Way, and one on Schley Blvd; and one pedestrian fatality on SR 30.

Figure 12: Collisions



Disclaimer: Under 23 U.S. Code § 409, safety data, reports, surveys, schedules, lists complied or collected for the purpose of identifying, evaluating or planning the safety enhancement of potential crash sites, hazardous roadway conditions, or railway-highway crossings are not subject to discovery or admitted into evidence in a Federal or State court proceeding or considered for other purposes in any action for damages arising from any occurrence at a location mentioned or addressed in such reports, surveys, schedules, lists or data.

Figure 13: Severity of Accidents

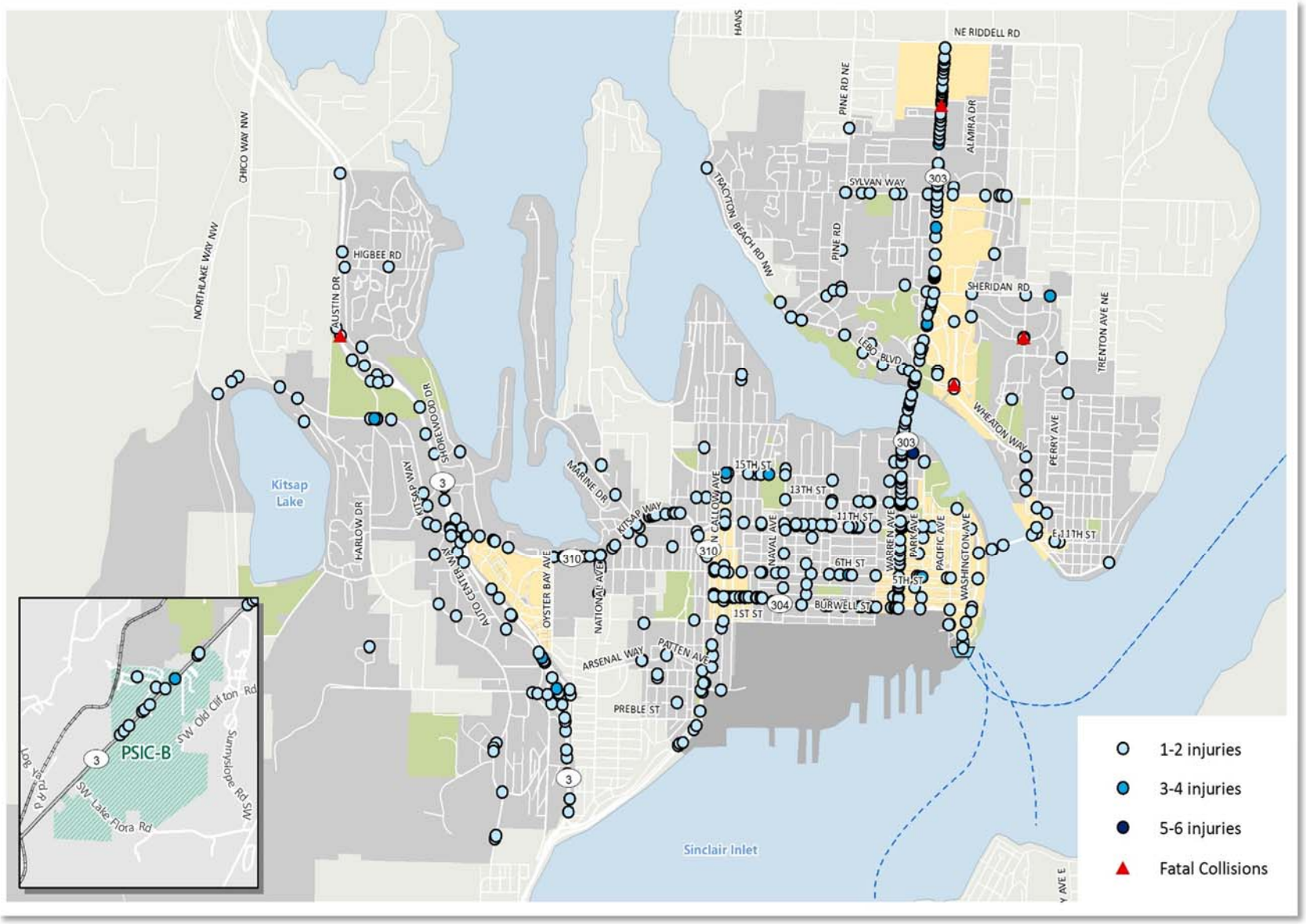


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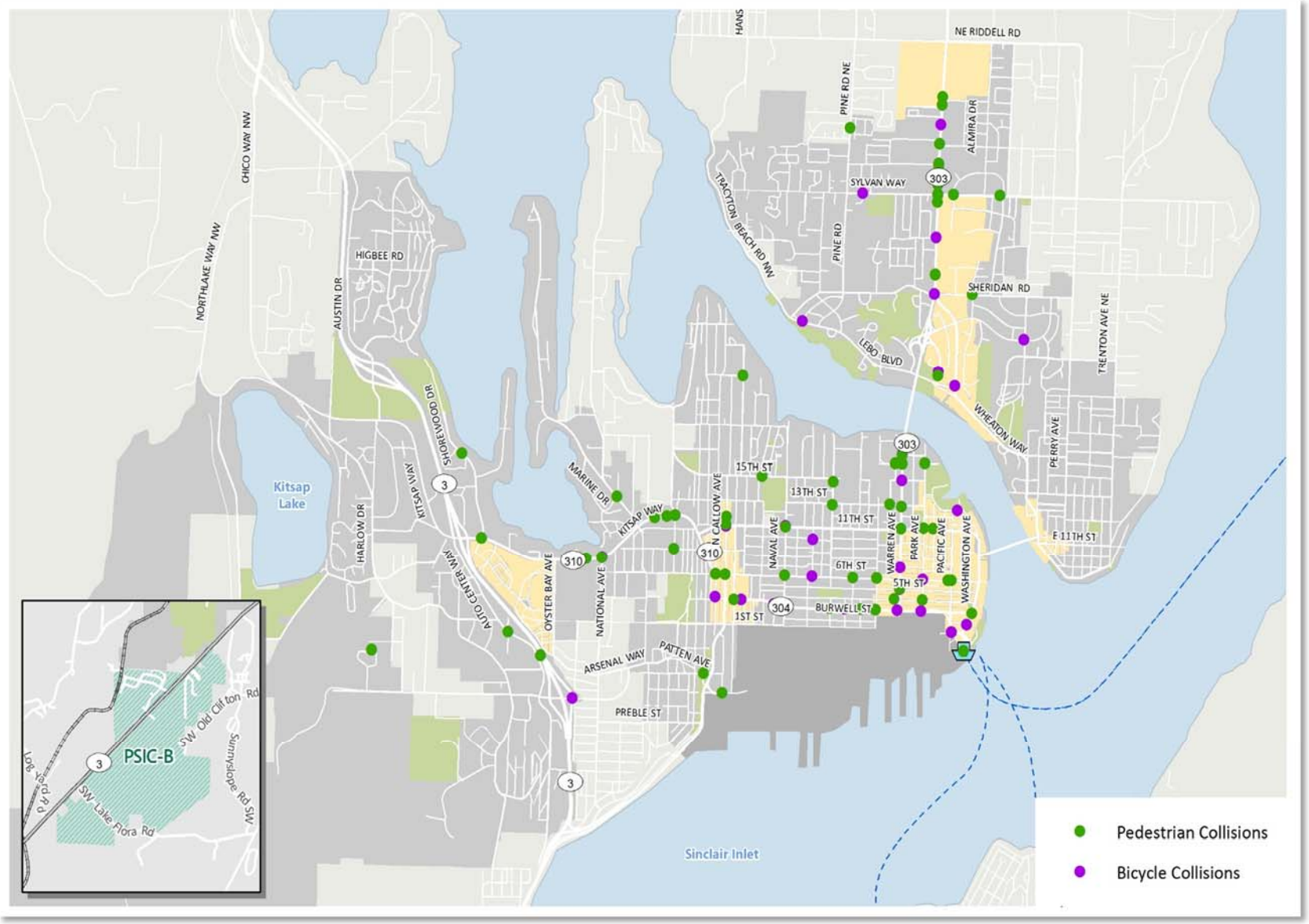
Figure 14: Bicycle and Pedestrian Collisions



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Downtown Circulation

Bremerton's downtown circulation pattern is a mixed network of one-way and two-way streets that face unique geographic and traffic demands. The downtown core is the primary area of congestion for Bremerton. Much of the community recognizes that Bremerton's congestion is greatest between 4:00 pm and 4:45 pm. During this time, many workers are released from work, including approximately 20,000 civilians and active duty personnel who work for Navy Commands located on NBK-Bremerton. This is approximately 5,000 people less than the 2014 Seattle Mariners' average attendance.

This results in a rush of vehicles departing from downtown parking garages, bus trips departing from the Bremerton Transportation Center, and ferry trips arriving/departing to Seattle, Port Orchard and Annapolis. As a result, daily vehicle traffic backs up quickly on Burwell Street, 6th Street, 11th Street and Warren Avenue.

Between fixed-route buses and ferries connecting at the Bremerton Transportation Center, to the release of major employment centers during peak hours, Downtown Bremerton experiences significant multimodal traffic congestion. Adding to the congestion is limited east-west and north-south arterials that create chokepoints, such as the Warren Avenue and Manette Bridge. Some key elements to be recognized for downtown circulation include the following.

Naval Base Kitsap

Puget Sound Naval Shipyard and IMF and many other Navy Commands are located onboard NBK-Bremerton in the urban core of Bremerton. Due to its location and position as a major regional employment center, Navy Employers on NBK-Bremerton contribute to a significant amount of traffic congestion. During shift changes, traffic increases on the roadways surrounding the base, with the greatest number of vehicles exiting the base on weekdays around 4:00 pm.

There is a variety of transit incentives being utilized by employers located on NBK-Bremerton in coordination with Kitsap Transit and the Washington State Ferries to provide alternatives to driving to work. The Commands located on NBK-Bremerton expect to see increased employment in the future, which will further stress the transportation system surrounding the base as well as downtown parking availability, as many of the employees who work on the base currently use city-owned parking garages and surface lots.

Downtown Parking Demand

Bremerton's downtown on-street parking supply is currently available on a first-come, first-serve basis, with time restrictions in some locations. City-owned parking areas include Harborside Garage, Washington Garage, Park Plaza Garage, City Lot 95, and City Lot 98. Anticipated growth and development in the central core may necessitate more active parking management in the future as demand for parking increases.

Peak Hour Transit Ridership

During morning and afternoon peak hours, the Bremerton Transportation Center and Ferry Terminal experience high numbers of passengers. The ferry service alone experiences over 10,000 boardings weekly on Kitsap Transit foot ferries to Annapolis and Port Orchard, and over 28,000 weekly boardings between Bremerton and Seattle.

Community Outreach

Community input regarding the future of transportation in Bremerton was collected at a public meeting and stakeholder workshop. Community members and stakeholder groups were asked to answer questions regarding the future of Bremerton's transportation in regards to prioritizing projects and funding, as well as identifying priority network routes and projects for all modes. Participants showed a desire for multimodal investments, improved network connectivity, and enhanced safety in Bremerton.

Stakeholder Meeting

On July 28th, 2015 a stakeholder workshop was conducted with the City of Bremerton and key stakeholders. The purpose of the meeting was to examine the transportation needs of Bremerton and identify both transportation challenges and opportunities for improvement. Stakeholder feedback, in regards to the most needed and visionary projects for Bremerton, can be seen in **Table 3.**

Table 3: Stakeholder Input

WHAT IS THE MOST NEEDED PROJECT IN BREMERTON?	WHAT IS THE MOST VISIONARY PROJECT FOR BREMERTON?
• Multimodal connections to Bremerton Centers	• Have the choice to move safely through Bremerton by all modes
• Updated facilities for all users	• Create an interconnected multimodal transportation system
• Roadway maintenance	• Create a seawater path system
• Parking management	• Improve parking management and repurpose underutilized lots
• Ferry connections	• Increase land use diversity in downtown
• ADA facilities and improvements	• Improve Kitsap Transit connections to Olympic College
• Traffic congestion relief on SR 3/304 interchange	• Be the transportation hub of Kitsap County
• East-west bicycle routes	• Adapt to new transportation technologies

Public Meeting

Nearly 200 comments were received at the public meeting. Community members provided input on what impacts how people travel in Bremerton today and what transportation projects should be the highest priority for funding. Respondents showed a desire for multimodal investments to reduce congestion, enhance safety and improve network connectivity.

It is important to note that the comments collected likely underrepresent regional commuters, as the majority of respondents were local residents. In addition, the meeting was heavily attended the bicycle community, which may have over represented Bremerton residents' bicycle interests and priorities.

Approximately 60 percent of the issues affecting residents' travel today involved safety (23%) and the lack of pedestrian (22%) and bicycle (15%) facilities, as seen in **Figure 15.**

Figure 16 outlines which projects were identified as the highest priority for funding—the top tier projects included:

- Build more sidewalks and crosswalks, improve existing crosswalks
- Make routes for bikes on quiet streets (greenways)
- Provide bike lanes on arterial streets
- Replace and repair older infrastructure

Figure 15: Greatest Impacts to Travel

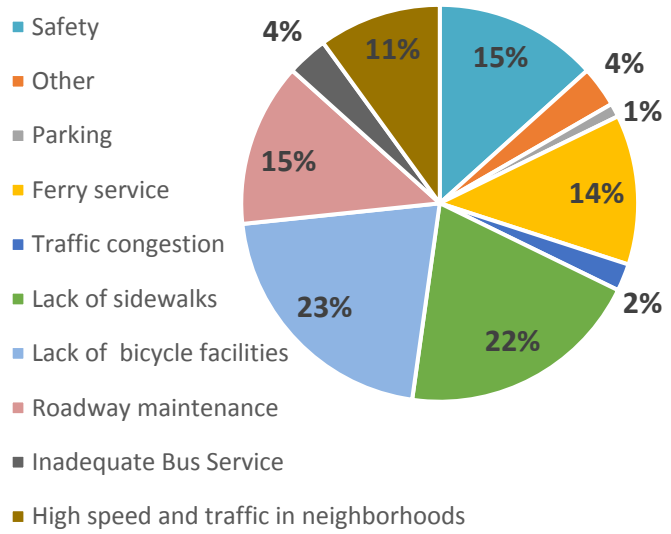
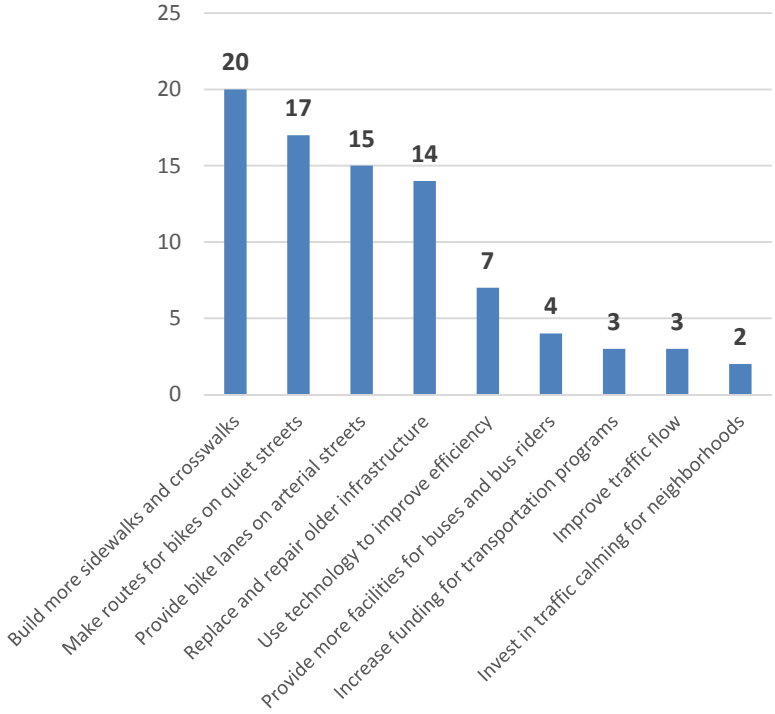


Figure 16: Priorities for Funding



Transportation
Section 3: Future Transportation Vision

Bremerton envisions a future transportation system that serves all users and modes of travel by offering a safe and robust network of walkways, bicycle facilities, intersections, and roadways. This section describes Bremerton's vision for its future transportation network and the infrastructure improvements that will get the City there.

As a part of the Comprehensive Plan update, the City is planning for expected growth in housing units and employment over the next 20 years through 2036. Based on growth estimates from the Puget Sound Regional Council (PSRC) and review by City staff, Bremerton is preparing for 8,050 new housing units and 20,244 new workers by 2036 within the city limits and urban growth area. This translates into a population growth of approximately 1.5 percent annually.

As identified in this plan, most of the improvements are focused on the development of a 'layered' transportation network, which focuses less on providing vehicular capacity and more on accommodating all modes of travel. - While some of the roadway improvements are needed to meet the City's vehicular level of service (LOS) standard, many of the future improvements focus on providing safer and more complete facilities for walking, bicycling, and riding transit in order to improve access and mobility for all road users.

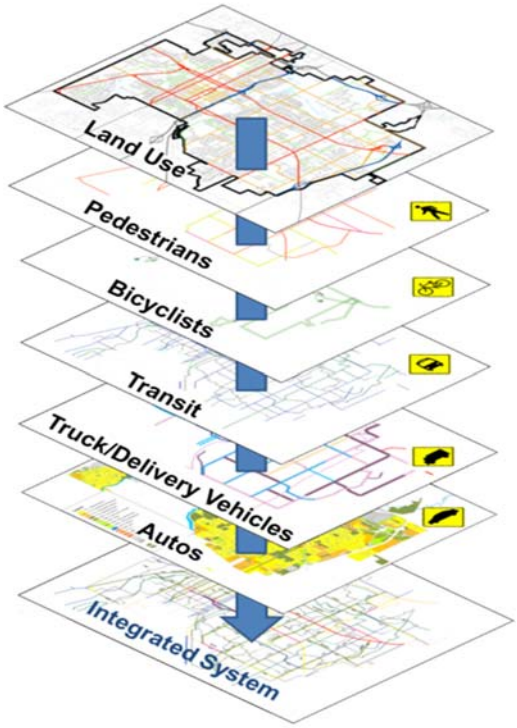
Introduction to the Layered Network

It can be a challenge for a single roadway to meet the demands and expectations of all modes at any given time. This is also generally not desirable from a user or a planning perspective.

In response to this challenge, the City of Bremerton has adopted a layered network approach that focuses on how the City's transportation network can function as a system to meet the needs of all users. In such a system, individual travel modes are prioritized on different facilities throughout the overall network. **Figure 17** illustrates the concept of a layered network.

The City will implement this layered network through a system of roadway typologies that define each street's user priorities and associated infrastructure needs.

Figure 17: Layered Network Concept



Modal Networks

Streets in Bremerton serve different travel purposes, and the modal networks therefore prioritize a different balance of users on each corridor. Determining how the entire transportation network fits together in Bremerton requires identifying desirable streets for each mode, combining them to locate overlaps, and then assigning priority to certain modes. The following sections review the priority networks for each mode and establish their level of service standards.

Pedestrian

While Bremerton's local streets tend not to need fully separate sidewalks or paths due to their low traffic volumes and slow speeds, the City's arterials and commercial collectors do warrant pedestrian infrastructure. Dense areas with commercial land uses and streets that serve schools, parks, and churches are particularly important for safe walking, as they support more pedestrians and may have a larger portion of vulnerable users than other streets.

Figure 18 highlights the *Pedestrian Priority Network*, which specifies where pedestrian infrastructure should be provided in the long-term.

Building on the *Pedestrian Priority Network*, **Table 4** establishes guidance in terms of the level of accommodation that the City wishes to provide for pedestrians around the City.

The highest level of accommodation for walking, indicated in the green row, would provide sidewalks on both sides of the road as shown in the *Pedestrian Priority Network*. The yellow level of accommodation would make strong progress in building out the *Pedestrian Priority Network* by filling sidewalks gaps around the City in locations nearby pedestrian generators, such as retail, schools and parks. Incomplete or missing pedestrian facilities would fall into the red category and not satisfy the City's goals for accommodating pedestrians.

Table 4: Pedestrian Accommodation- Sidewalk Provision

WITHIN PEDESTRIAN PRIORITY NETWORK	
	Sidewalk provided on both sides of the road*
	Sidewalk or wide shoulder provided on one side of the road
	No pedestrian facility provided

Bicycling

Bremerton's existing bicycle network consists of bike lanes, shared-use markings and a number of trails and shared-use pathways. Bicyclists face many challenges connecting to existing facilities and traveling crosstown due to limited bicycle facilities, poor pavement conditions, and feelings of unease on the majority of the connecting roads. Key mobility corridors for bicyclists, such as Naval Avenue and Lebo Boulevard would be best served with on-street bike lanes, while bike boulevards and shared use paths would suffice on streets such as 4th and 5th Avenues.

Figure 19 highlights the *Bicycle Priority Network*, which specifies where pedestrian infrastructure should be provided in the long-term.

The City of Bremerton can strive for the green level of accommodation for bicycling by installing the bicycle facilities depicted in the *Bicycle Priority Network* or a facility that offers greater separation from vehicle traffic. At a minimum, the City should make meaningful progress toward constructing this network by building some initial north-south and east-west spines. Incomplete or missing bicycle facilities do not meet the City's desired level of accommodation for bicycling, as described in **Table 5.**

Table 5: Bicycle Accommodation- Facility Descriptions

WITHIN BICYCLE PRIORITY NETWORK	
	Provides minimum treatment* recommendation, as shown within the Bicycle Priority Network
	Provides a lower-level facility than recommend in the Bicycle Priority Network
	No bicycle facility or signage

Figure 18: Pedestrian Priority Network

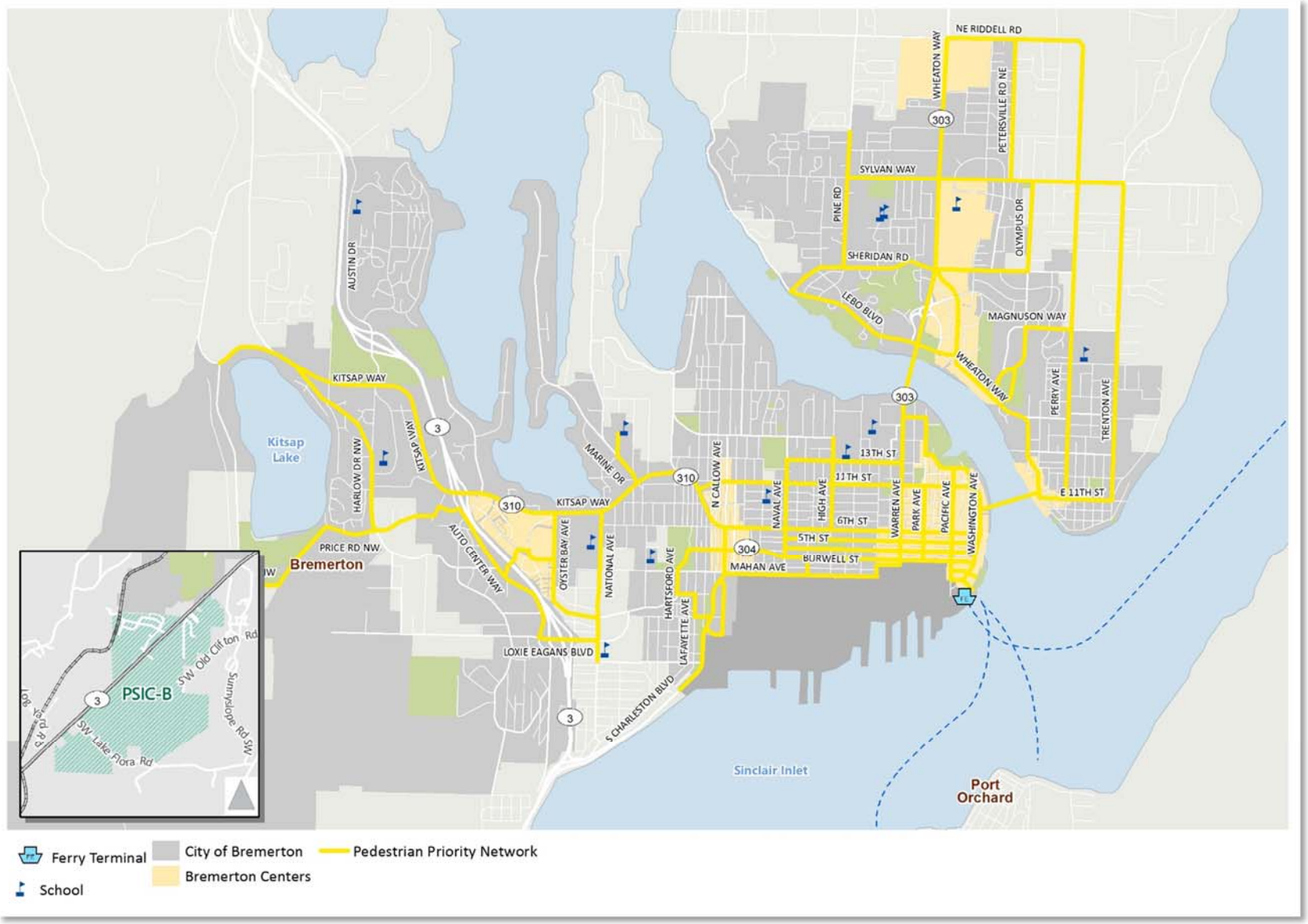
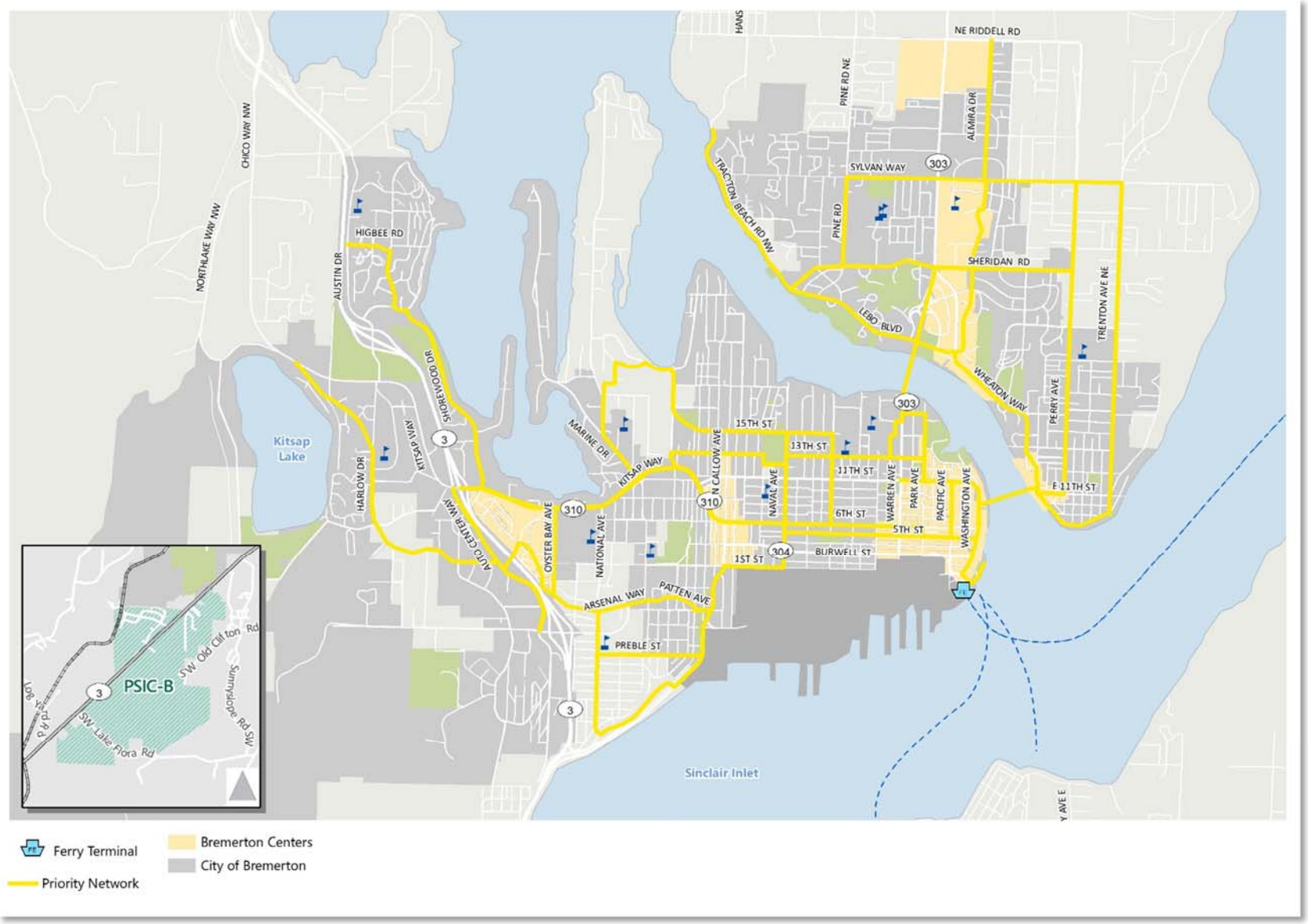


Figure 19: Bicycle Priority Network



Transit

Transit operations are out of the City's direct control, but Bremerton can still aim to create corridors that are welcoming to transit. The City will continue to work with transit agencies to enhance transit use by offering street lighting, safe routes for accessing transit stops, and other passenger amenities.

Bremerton's level of transit accommodation is based on the amenity provision guidelines established by transit agencies serving Bremerton. The City can reach the highest level of accommodation (green) by providing the level of transit-supportive amenities recommended including sidewalks, and marked crosswalks at all stops, as well as other supportive amenities, to support more frequent service. Bremerton's measurement of transit accommodation is summarized in **Table 6.**

Table 6: Transit Accommodation- Stop Amenities and Pedestrian Access

	TRANSIT STOP AMENITIES
	More than 80% of transit stops meet amenity minimum provisions
	More than 60% of transit stops meet amenity minimum provisions
	Less than 60% of transit stops meet amenity minimum provisions

REGIONAL TRANSIT COORDINATION

One of the City's top priority in this plan is effective coordination with regional players to ensure that the local and regional transportation systems complement one another. A key element of this will be partnering with Kitsap Transit, Mason Transit, and Washington State Ferries to provide local transit alternatives for getting across town. The potential increase in Kitsap Transit service offers a major opportunity to explore how the transit station can be better integrated with the City's multimodal transportation system and increase demand for local transit services.

Freight and Auto

Residents and workers in Bremerton use nearly every street in the roadway network at some point each day to access their homes, jobs, and other destinations. Many of these streets are local streets, however, and do not see significant traffic volumes throughout the day. Similarly, goods movement and delivery vehicles use some corridors frequently while other streets see only the occasional local delivery.

Figure 3 (page 12) calls out the functional classification of each of Bremerton's streets, in terms of whether it is an arterial, collector, or local street. These classes indicate the level of priority of each street for automobiles, specifically in terms of facilitating vehicle and freight mobility as well as other modes.

Bremerton's transportation network is constantly evolving along with the character of its roadways. As part of this update, changes to Bremerton's functional classification are being considered for roadways such as Sherman Heights Road, Charleston Beach Road, Cherry Avenue, and others.

Figure 10 (page 22) specifies the WSDOT freight classification of Bremerton's major streets that support goods movement. These classifications indicate the annual weight of goods that travel a corridor, whether via large trailer loads or smaller delivery vehicles.

The functional classification and freight class of a street should guide future investments in streetscape and LOS objectives.

Given the low growth rates for household and employment projected for Bremerton, future forecast delay at intersections differ little than from today. Of the 14 intersections analyzed as part of this update, all intersections (existing and future) meet the City's LOS standards. Also, the growth anticipated on state-owned facilities is driven by regional growth, as well as growth anticipated within the City. To address this, the City's network has capacity to absorb some growth. Delays on parts of the City's network are a result of backups on the regional network, rather than local-level capacity constraints.

The **Technical Analysis** of this Appendix summarizes existing and future forecast delay at intersections in the City. The capital list provided in next section includes future roadway projects that would maintain the City's intersection LOS standard through 2036.

Mode split targets

For its regional growth centers (RGCs), the City of Bremerton is required to develop mode split targets that align with the policy goals of planning these areas to be more compact and accessible for walking, biking, and transit modes. The following table provides existing and envisioned future mode split targets for commute trips within Bremerton's Downtown Regional Growth Center and the Puget Sound Industrial Center (PSIC), which is a Regional Manufacturing/Industrial Center.

The 2010 mode share estimates come from Puget Sound Regional Council's (PSRC's) regional travel survey. The future mode share estimates for each center were developed based on national travel survey, which show how non-SOV mode share can increase when a greater mix of uses, improved infrastructure for walking and biking, and proximate transit are provided.

These increased non-SOV mode shares reflect the City's goal of accommodating travel by all modes and prioritizing transportation investments within the regional growth centers (RGCs). These mode share goals also informed the travel modeling performed for this plan to ensure that transportation infrastructure investments align with forecasted travel demand.

Table 7: Mode Split Targets for Regional Growth Centers in Bremerton

MODE	DOWNTOWN BREMERTON		PUGET SOUND INDUSTRIAL CENTER	
	2010[1]	2036	2010[1]	2036
Drive Alone	69%	66%	89%	85%
Carpool	9%	10%	9%	11%
Transit	13%	14%	1%	2%
Walk/Bike	9%	10%	1%	2%

Transportation
Section 4: Transportation Projects

This section presents the capital and roadway maintenance projects that forms the basis of this Transportation Plan.

The overall capital plans were developed to create a transportation system that realizes Bremerton's ultimate transportation vision: to promote, manage, and maintain a safe, efficient, and integrated multi-modal transportation system to support a healthy and vibrant community.

- T1: Promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.
- T2: Acknowledge the existing built environment and maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.
- T3: Provide for and improve the safety and security of transportation users and the transportation system.
- T4: Enhance Bremerton's quality of life through transportation investments that promote energy conservation, healthy communities, aesthetics, and protect the environment.
- T5: Continuously improve the quality, effectiveness, and efficiency of the transportation system.

With these goals in mind, as well as completing the layered networks described in the previous sections, the project list was developed.

Table 8 summarizes the recommended capital projects for the City and PSIC-Bremerton[6], as well as operation and maintenance needs for the next twenty years. These projects represent a balance of safety, maintenance, and operational improvements for all modes.

Figure 22 to 24 display the locations of these projects around the City.

[6] Summarizes the projects that were identified for PSIC-Bremerton through the PSIC Subarea Plan

Table 8: Twenty Year Project List

8.1 Twenty Year Capital Projects				
Project #	**Project Title**	**Benefit to Bremerton**	**Total Cost**	**Goal Met**
1	**SR3 Corridor Planning/Environmental**	Reduce traffic congestion and improve accessibility	$15,000	T1, T3, T5
2	**Highway Safety Improvements Project - Phase 2**	Improve safety and accessibility	$951,000	T1, T2, T3, T5
3	**Crosswalk Project Bundle**	Improve pedestrian safety and connectivity	$670,000	T1, T3, T4, T5
4	**ADA Transition Plan**	Improve pedestrian safety and connectivity	$200,000	T1, T3, T4, T5
5	**Non-motorized Transportation Plan Update**	Improve bicycle and pedestrian travel in Bremerton	$50,000	T1, T3, T4, T5
6	**Traffic Calming**	Improve safety for all modes	$160,000	T1, T3, T4, T5
7	**Sidewalk Improvements (Sidewalk Abatement Fund)**	Improve pedestrian safety and connectivity	$1,780,000	T1, T3, T4, T5
8	**City Safety Improvement - Annual Program**	Improve safety citywide	$500,000	T3, T5
9	**Signal System Upgrades**	Upgrade signals to help move traffic and improve level of service	$1,025,000	T1, T2, T3, T5
10	**Lebo Blvd, Wheaton Way to City Limits Nonmotorized Improvements**	Improve bicycle and pedestrian safety and connectivity	$3,350,000	T1, T3, T4, T5
11	**Crownhill Elementary Safe Routes to Schools**	Improve bicycle and pedestrian safety near schools	$485,000	T1, T3, T4, T5
12	**Kitsap Lake Elementary - Safe Routes to Schools**	Improve bicycle and pedestrian safety near schools	$1,320,000	T1, T3, T4, T5
13	**View Ridge Safe Routes to Schools**	Improve bicycle and pedestrian safety near schools	$900,000	T1, T3, T4, T5
14	**Naval Avenue Safe Routes to Schools**	Improve bicycle and pedestrian safety near schools	$660,000	T1, T3, T4, T5
15	**Crownhill Elementary Safe Routes to Schools**	Improve bicycle and pedestrian safety near schools	$770,000	T1, T3, T4, T5

16	**Armin Jahr Elementary Safe Routes to Schools**	Improve bicycle and pedestrian safety near schools	$660,000	T1, T3, T4, T5
17	**National/Arsenal Safe Routes to School for STEM Academy (Joint w/ County)**	Improve bicycle and pedestrian safety near schools	$1,100,000	T1, T3, T4, T5
18	**Anderson Cove Sidewalks; 19th & Naval to 15th**	Improve pedestrian safety and connectivity	$440,000	T1, T3, T4, T5
19	**Matan & Lillian & James Walker Park Sidewalk Connector; Bloomington & Olympic**	Improve pedestrian safety and connectivity	$440,000	T1, T3, T4, T5
20	**Street Lights at Warren Avenue at 4th and 5th Street Crosswalks**	Improve safety for pedestrians at crossings	$30,000	T1, T3, T4, T5
21	**Install yellow-flashing lights on left turns city-wide**	Help move traffic and improve intersection level of service	$75,000	T1, T3, T5
22	**Washington Avenue, Warren to Manette Bridge**	Improve bicycle and pedestrian safety and connectivity	$2,750,000	T1, T3, T4, T5
23	**East Bremerton Shared Use Path (WSCC Initiative; connects to County)**	Improve bicycle and pedestrian safety and connectivity	$680,000	T1, T3, T4, T5
24	**Streets Electrical Cabinet Replacement Program**	Maintenance upgrades to streets electrical cabinets	$175,000	T2, T5
25	**Belfair Valley Road Shoulder Widening for Multimodal Travel**	Improve bicycle and pedestrian safety and connectivity	$450,000	T1, T3, T4, T5
26	**4th Street Landscaping Replacement / Sidewalk Repair**	Maintenance upgrades to sidewalk to improve pedestrian safety and connectivity	$400,000	T1, T2, T3, T4, T5
27	**Ped Connector Under Warren Avenue Bridge South Approach**	Improve pedestrian safety and connectivity	$500,000	T1, T3, T4, T5
28	**Warren Avenue Bridge Reconfiguration for Multi Use**	Improve bicycle and pedestrian safety and connectivity	$2,500,000	T1, T3, T4, T5
29	**SR303 Corridor Improvements - Burwell to Riddell**	Improve motor vehicle connectivity	$10,250,000	T1, T2, T5
30	**Wheaton Way - extend left turn pocket from 16th south to 13th for College Main Entrance**	Help move traffic and improve level of service near Olympic College	$700,000	T1, T3, T5

31	**Oyster Bay Avenue Improvements**	Help move traffic and improve roadway safety	$700,000	T1, T3, T4, T5
32	**Marine Drive NMT Improvements**	Improve bicycle and pedestrian safety and connectivity	$950,000	T1, T3, T4, T5
33	**Construct Werner Road widening and signal improvements**	Upgrade signals and roadway to help move traffic and improve level of service	$3,000,000	T1, T2, T3, T5
34	**Construct street lighting on Pine Road**	Improve roadway safety for all modes	$400,000	T3, T5
35	**Arsenal Way/Patton Ave Safety Improvements**	Improve bicycle and pedestrian safety and connectivity	$100,000	T1, T3, T4, T5
36	**Gorst Sinclair Trail (Planning)**	Improve bicycle and pedestrian safety and connectivity	$200,000	T1, T3, T4, T5
37	**Access ways in Dockside (Planning)**	Improve pedestrian safety and connectivity	$50,000	T1, T3, T4, T5
38	**Naval Ave Road Diet**	Improve bicycle and pedestrian safety and connectivity	$100,000	T1, T3, T4, T5
39	**Construct street lighting on Ricky Road per 2008 developer agreement**	Improve roadway safety for all modes	$200,000	T3, T5
40	**Shore Drive Shared Use path (Planning)**	Improve bicycle and pedestrian safety and connectivity	$60,000	T1, T3, T4, T5
41	**West Belfair Valley Road Guardrails - Evaluation and Implementation**	Improve roadway safety	$60,000	T3, T5
42	**City Street Lighting - evaluation and upgrade for compliance with standards**	Improve roadway safety for all modes	$50,000	T1, T3, T4, T5
43	**Hospital District Street Improvements; Callahan, Cherry, Wheaton**	Improve roadway safety for all modes	$50,000	T1, T2
44	**Replace traffic signs to meet retroreflective requirements**	Improve roadway safety for all modes	$200,000	T2, T5
45	**Sidewalk Improvement Wheaton Way at Callahan**	Improve pedestrian safety and connectivity	$187,504	T1, T3, T4, T5
46	**Sidewalk Ramp Reconstruction Warren Avenue - Wheaton Way Corridor (Joint w/ WSDOT)**	Improve pedestrian safety and connectivity	$100,000	T1, T3, T4, T5

47	**Bridge to Bridge Trail Wayfinding**	Improve bicycle and pedestrian safety and connectivity	$75,000	T1, T3, T4, T5
48	**Kitsap Way Bike Lane Improvements (See WSCC Proposal)**	Improve bicycle safety and connectivity	$200,000	T1, T3, T4, T5
49	**Lower Wheaton Way Reconstruction Lebo to Sheridan**	Improve bicycle and pedestrian safety and connectivity	$2,000,000	T1, T3, T4, T5
50	**West Kitsap Way Reconstruction / Rechannelization**	Improve motor vehicle connectivity	$3,000,000	T1, T3, T5
51	**Downtown Street Circulation Study**	Improve traffic circulation for all modes	$50,000	T1, T3, T4, T5
52	**Manette Traffic Circulation Study**	Improve traffic circulation for all modes	$25,000	T1, T3, T4, T5
53	**Repair Downtown Street Standard Banner Supports**	Maintenance improvements	$100,000	T2, T5
54	**State Street Pedestrian Corridor Improvements**	Improve pedestrian safety and connectivity	$5,000,000	T1, T3, T4, T5
55	**Kitsap Lake Vicinity Ped/Bike Improvements**	Improve bicycle pedestrian safety and connectivity	$6,000,000	T1, T3, T4, T5
56	**Warren Avenue Improvements for Bus Rapid Transit**	Improve transit service in Bremerton	$1,000,000	T1, T3, T4, T5
57	**Marine Drive LOS Improvements at Kitsap Way**	Reduce traffic congestion and improve accessibility	$1,500,000	T1, T5
58	**Warren Avenue Intersection LOS Improvements, Burwell to Bridge**	Reduce traffic congestion and improve accessibility	$8,000,000	T1, T5
59	**N/S Corridor Bike/Ped Backbone Improvements**	Improve bicycle pedestrian safety and connectivity	$3,000,000	T1, T3, T4, T5
60	**E-W Corridor Road Diet, Pacific to Kitsap Way**	Improve bicycle pedestrian safety and connectivity	$8,000,000	T1, T3, T4, T5

61	**Green Standard Pedestrian Improvements**	Improve pedestrian facility coverage (at least on one side of the street) to fill key gaps in non-local streets and near schools	$6,000,000	T1, T3, T4, T5
62	**Green Standard Bicycle Improvements**	Improve safety and comfort for people biking around the City through implementation of initial north-south and east-west spines, as well as bicycle boulevards	$3,000,000	T1, T3, T4, T5
63	**Yellow standard pedestrian improvements**	Improve pedestrian facility coverage (at least on one side of the street) to fill key gaps in non-local streets and near schools	$14,238,000	T1, T3, T4, T5
64	**Yellow standard bicycle improvements**	Improve safety and comfort for people biking around the City through implementation of initial north-south and east-west spines, as well as bicycle boulevards	$1,371,117	T1, T3, T4, T5
	Subtotal		**$102,952,621**	
8.2 Twenty Year PSIC-Bremerton Projects				
Project #	**Project Title**	**Benefit to Bremerton**	**Total Cost**	**Goal Met**
1	**Area B Collector Road- new roadway west of SR 3 at Cross PSIC-intersections**	Support PSIC-Bremerton growth and development	$4,441,400	T1, T5
2	**Area C Collector Road- new roadway south of Lak Flora Road to the Belfair Bypass**	Support PSIC-Bremerton growth and development	$1,835,600	T1, T5
3	**Area D Collector Road- portion of new roadway south of Lake Flora Road**	Support PSIC-Bremerton growth and development	$498,000	T1, T5
4	**Area F Collector Road- new roadway north from Lake Flora Road**	Support PSIC-Bremerton growth and development	$3,140,000	T1, T5
5	**Area G Collector Road- new roadway east from Cross PSIC Roads**	Support PSIC-Bremerton growth and development	$415,100	T1, T5

6	**Local Access Projects- 5.64 miles of local access road**	Support PSIC-Bremerton growth and development	$8,933,800	T1, T5
7	**SR 3 / Imperial Way- signalize intersection, modify approaches**	Support PSIC-Bremerton growth and development	$2,000,000	T1, T5
8	**SR 3 / Sunnyslope Road- signalize intersection, modify approaches**	Support PSIC-Bremerton growth and development	$2,000,000	T1, T5
9	**SR 3 / SR 16 / Sam Christopherson Ave- grade separation**	Support PSIC-Bremerton growth and development	$63,000,000	T1, T5
10	**Old Clifton Road / SR 16 Eastbound Ramps- Signalize intersection add dedicated right turn EB and dedicated left turn WB**	Support PSIC-Bremerton growth and development	$1,000,000	T1, T5
11	**Old Clifton Road / SR 16 Westbound Ramps- signalize intersection**	Support PSIC-Bremerton growth and development	$500,000	T1, T5
12	**Analysis Area C and SR 3- New intersection southwest of existing Lake Flora Road / SR 3 intersection**	Support PSIC-Bremerton growth and development	$2,000,000	T1, T5
13	**Analysis Area C/D and Lake Flora Road- New intersection southeast of existing Lake Flora Road / SR 3 intersection**	Support PSIC-Bremerton growth and development	$1,000,000	T1, T5
14	**Cross-SKIA Connector and Lake Flora Road- New intersection at southern terminus of extension of Cross-PSIC Connector**	Support PSIC-Bremerton growth and development	$1,000,000	T1, T5
15	**Cross-SKIA Connector / Analysis Area B / SR 3- New intersection at northern terminus of Cross-SKIA Connector**	Support PSIC-Bremerton growth and development	$500,000	T1, T5
16	**SR 3 Widening- Widening from Imperial Way to Gorst**	Support PSIC-Bremerton growth and development	$109,000,000	T1, T5

17	**Lake Flora Widening- Widening to southern end of potential southern end of Cross-PSIC Bremerton roads**	Support PSIC-Bremerton growth and development	$3,201,100	T1, T5
18	**Belfair Bypass- 2-lane divided highway with capability for 4 lanes**	Support PSIC-Bremerton growth and development	Funded[7]	T1, T5
19	**Trails-12 miles of trails**	Support PSIC-Bremerton growth and development	$1,300,000	T1, T3, T4, T5
	Subtotal		**$205,765,000**	
8.3 Operations and Maintenance Projects				
Project #	**Project Title**	**Benefit to Bremerton**	**Total Cost**	**Goal Met**
1	**Austin Drive Pavement Preservation**	Pavement overlay	$800,000	T2, T5
2	**Pavement Preservation including Transportation Benefit District**	Pavement overlay	$8,000,000	T2, T5
3	**Manette E. 11th Sidewalk Storm Low Impact Development Retrofit**	Maintenance upgrades to the roadway	$550,000	T2, T5
4	**Annual General Maintenance and Operations Costs**	General operations and maintenance	$50,000,000	T2, T5
5	**Annual Maintenance Program: Arterial and Local Streets Major Maintenance and Reconstruction**	Maintenance and pavement overlays for roadway	$170,000,000	T2, T5
	Subtotal		**$179,350,000**	
	Total		**$488,067,621**	

[7] Funded as part of 2015 Leap Projects

Figure 20: Pedestrian Facilities

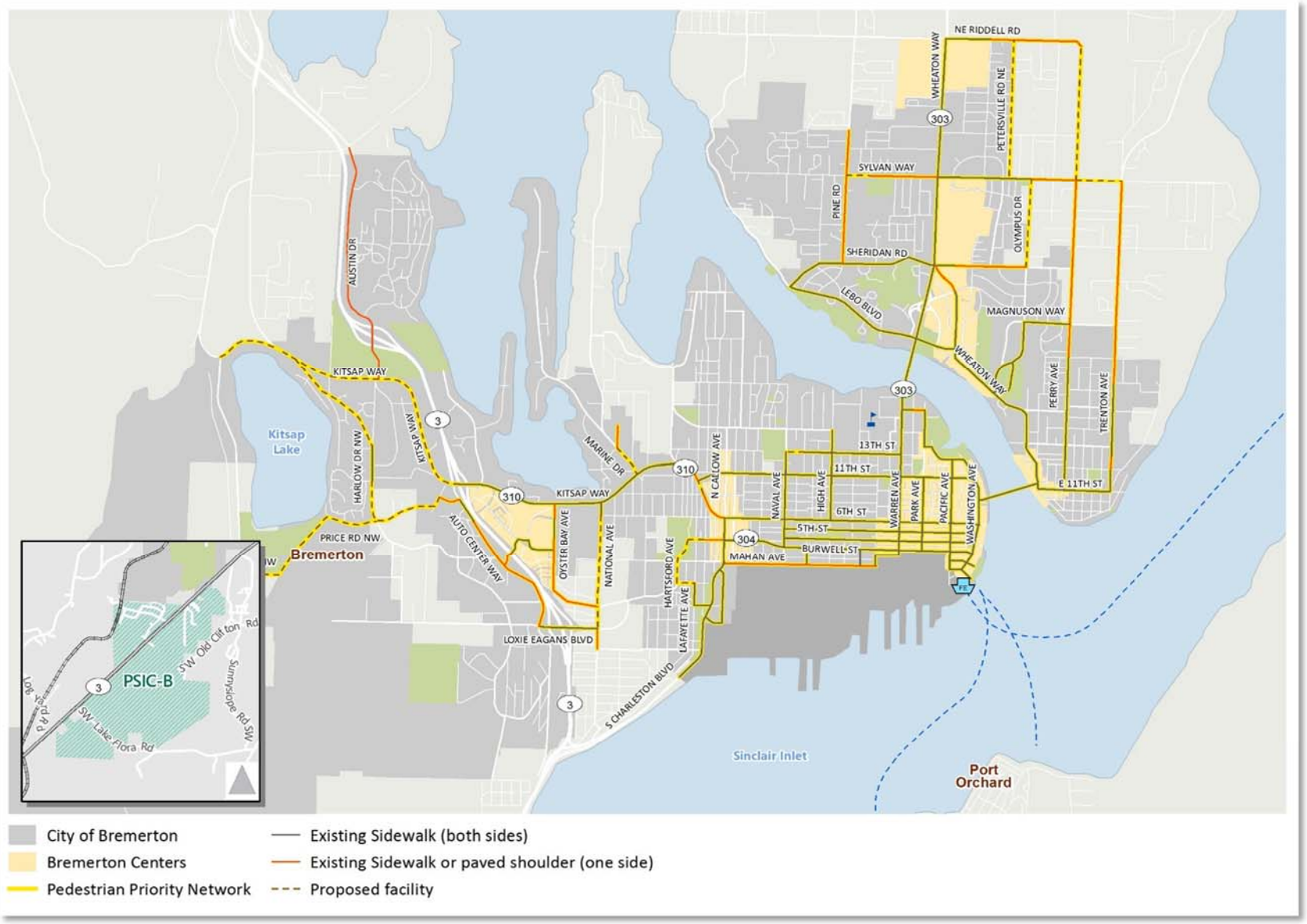


Figure 21: Bicycle Facilities

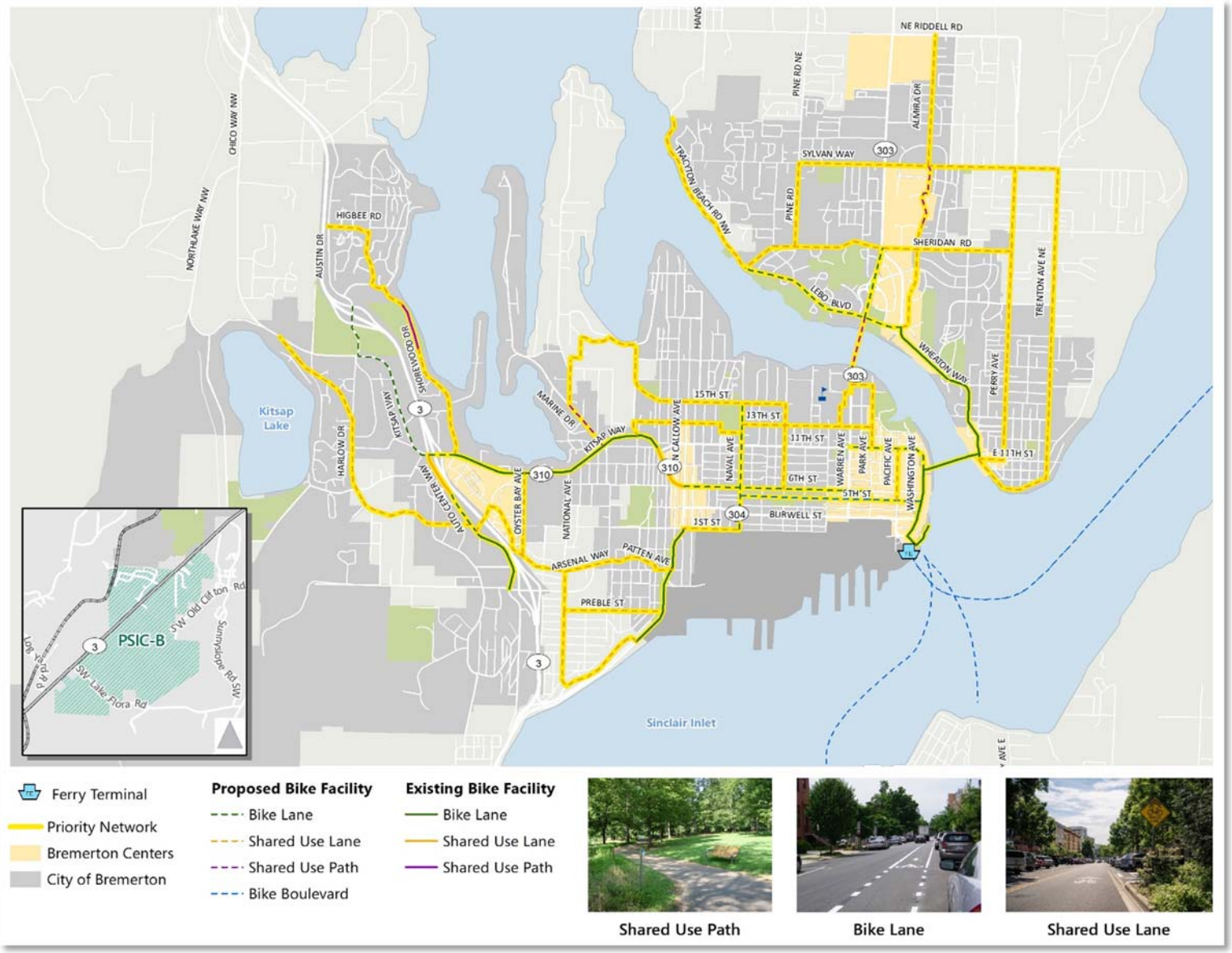
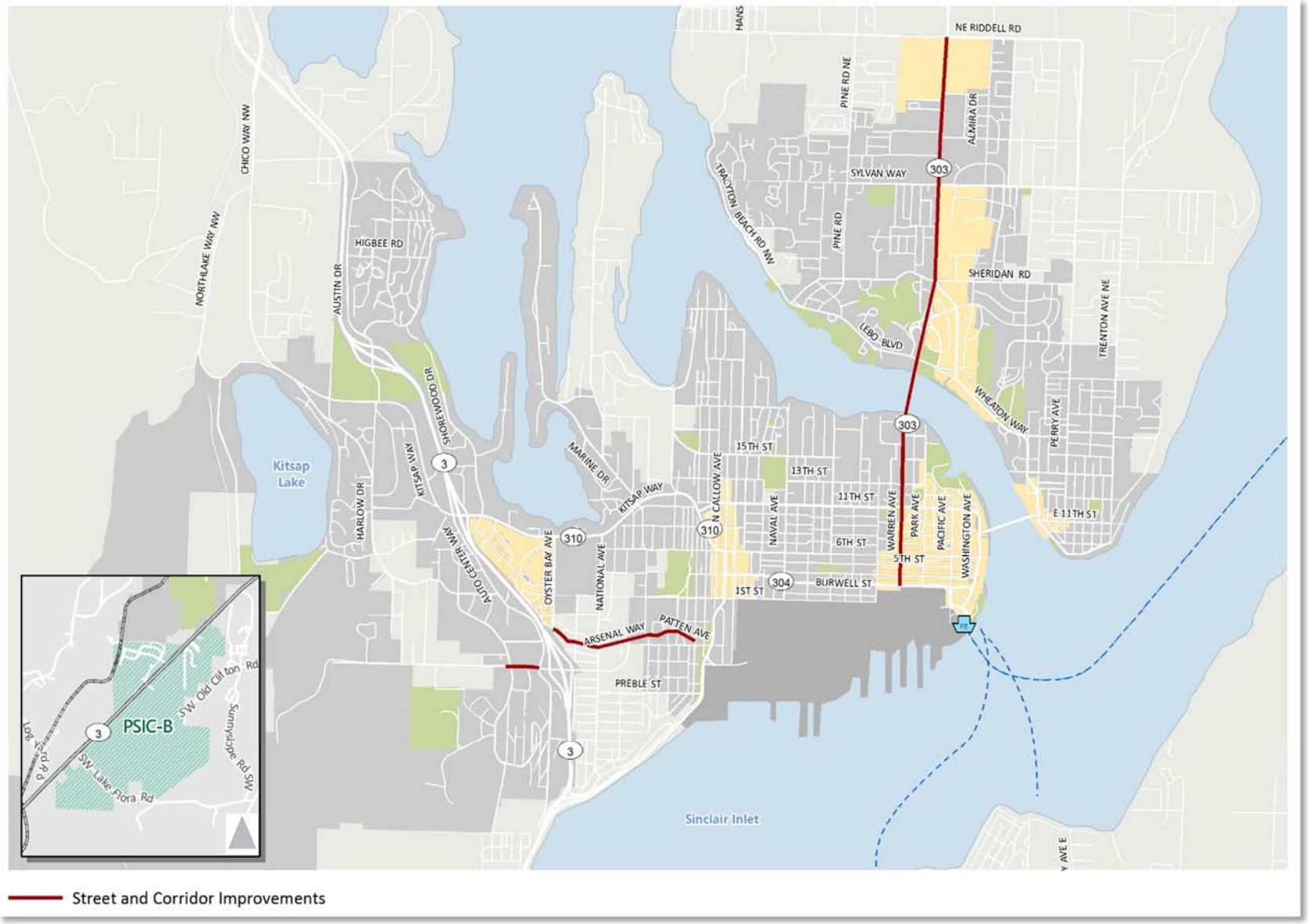


Figure 22: Twenty Year Auto Project List



The recommended projects and programs of the Transportation Appendix were developed by travel mode, as described in previous sections. Implementing the Transportation Plan will require close coordination among the City departments, citizens, businesses, and other agencies within the region.

To guide the City's implementation of the Transportation Plan, priority should be assigned to assist in assembling an updated six-year Capital Improvement Program (CIP), working toward the 2036 planning horizon. This section summarizes the recommended plan.

The Transportation Plan is a living document and serves as the blueprint for transportation in Bremerton over the next several years. Realistically, the plan is most useful over the next five years, at which point it should be updated. Several implementation steps should be initiated over the next couple of years to determine if changes are needed, or to reaffirm a particular strategy.

Overview of Costs and Revenues

A key Growth Management Act (GMA) planning requirement is the concept of fiscal restraint in transportation planning. A fiscally constrained Transportation Plan must first allow for operation and maintenance of existing facilities, and then capital improvements. To introduce fiscal constraint into the plan, an inventory of revenues and costs was undertaken to identify funds that are likely to be available for capital construction and operations.

The proposed Transportation Plan for the City of Bremerton contains **$488 million** worth in transportation investments over the next 20 years (refer to **Table 8**). The Transportation Plan focuses on capital projects that will complete the layered network plan, as well as ongoing maintenance to ensure that the roadway network is kept in good condition. **Table 9** summarizes how this overall investment would be broken down by transportation improvement category.

Table 9: Costs of Bremerton Transportation Plan (20+years)

Project Needs	Description	Total Cost
Auto/Freight Priority Projects	Traffic signals, intersection channelization, roadway extensions	$34,896,000
Pedestrian Projects	Sidewalks, crossings	$46,260,504
Bicycle Projects	Bike boulevards, bike lanes, trails	$20,796,117
Transit Projects	Bus rapid transit project	$1,000,000
PSIC-Bremerton Projects	PSIC-Bremerton 20+year projects	$205,765,000
Maintenance and Operations	Roadway maintenance and operations	$179,350,000
	Total	**$488,067,621**

*Costs denoted in present year dollars

The City of Bremerton has spent around $5 million annually for transportation capital, maintenance, and operations. Revenues include those from outside sources and grants, general city funds, and gas tax receipts. It is important to note that much of the funding that has been available historically was generated from grants. Further, transportation funding has failed to meet the City's needs, especially in regards to operation and maintenance.

If the city were able to maintain this level of revenue, the City could afford around $43 million in capital projects, and $60 million on operation and maintenance over the next 20 years[8]. This amount is less than the City's anticipated need.

The comparison of revenues to costs indicates that the city will need to carefully prioritize its projects, because not all of the transportation needs are likely to be affordable with existing revenue sources during the 20-year period. If this occurs, the City has several options:

- Increase the amount of revenue from existing sources, including parking fees, transportation benefit district, or increased general fund revenues.
- Adopt new sources of revenue (see text box below).
- Lower the level of service standard, and therefore reduce the need for some transportation improvements.

Note that the city could also weigh changing the land use element to reduce the amount of development planned (and thus reduce the need for additional public facilities). However, in a community such as Bremerton, that serves travelers from unincorporated Kitsap County, land use changes would not likely result in a substantially reduced facility needs.

PSIC-Bremerton

The proposed 20 year project list for the PSIC-Bremerton Subarea Plan[9] contains **$206 million** worth in transportation investments over the next 20 years (refer to **Table 8)**.

There are many sources of funds that can be used for PSIC-Bremerton transportation projects. Typically, two parties will pay for the needed transportation facilities: the government, and/or the developer/owner of the property. Government funding sources may include: real estate excise taxes, motor vehicle license fees, property taxes, grants, and other sources of funding. Developers will be responsible for SEPA mitigation fees, as outlined in PSIC-Bremerton Planned Action Ordinance 5189.

As outlined in PSIC-Bremerton Subarea Plan (formerly known as the SKIA Subarea Plan) the financing plan for transportation projects is based on the following assumptions:

- Grants will be sought and used to pay for as much of the project costs as possible.
- PSIC developers/property owners are responsible for funding the portion of local roads that are not funded by grants.

[8] Based on the average funding for capital and operation and maintenance over the past five years (in present year dollars).

[9] Formerly the SKIA Subarea Plan

- The state is responsible for the cost of state road projects other than local matching requirements.
- The local share of state road projects depends on the matching requirement of specific grants. Recent experience ranges from 1 to 2 percent.

Table 11 outlines the PSIC-Bremerton projects by category and what parties are expected to contribute to projects' funding.

Table 10: PSIC- Bremerton Projects (20+years)

Project Needs	Description	Total Cost	Who Pays		
			Developers	City	State
Local Access and Collector Roadway Projects	New roadways and roadway extensions	$24,465,000	✓	✓	
Non-motorized Projects	Sidewalks and trails	$1,300,000	✓	✓	
State Highway Projects	Traffic signals, intersection channelization, roadway extensions	$180,000,000	✓	✓	✓
Belfair Byway Project	2-Lane dived highway	Funded			✓
	Total	**$205,765,000**			

*Costs denoted in present year dollars

WHAT ARE POTENTIAL NEW REVENUE SOURCES?

- Proceeds from General Obligation Bonds
- Creation of Local Improvement Districts
- Mitigation fees for pedestrian and bicycle facilities
- Reciprocal impact fees with adjacent jurisdictions
- Property tax levy lid lift for transportation
- Business license fee per employee
- Traffic impact fees
- Vehicle Tab Fees
- State law changes related to transportation funding
- Federal payments in lieu of taxes

The city can explore the feasibility and likely revenue amounts from these or other sources, as the plan is implemented over the next several years.

Setting Priorities

Project prioritization is needed to help identify when best to fund and implement the projects since funding is limited. Criteria were established to help prioritize the projects and implementation. These criteria are not listed in any priority order and identified in the following text box.

Using these criteria, the recommended projects will need to be evaluated and ranked based on how well each could meet the criteria. Because one of the criteria relates to funding availability, priorities may shift over time as fund sources change.

High priority projects for Bremerton are those that meet multiple criteria in terms of effectiveness, benefit to the community, and ability to be implemented. These attributes will allow the City to take advantage of a variety of public and private funding sources to complete key projects.

Monitoring and Evaluation

The Transportation Plan is a long-range plan that enables the City to plan for its current and future transportation needs. Nonetheless, the transportation network is dynamic, constantly changing due to circumstances beyond the scope and influence of this plan. Hence, regular updates are necessary to ensure the plan remains current and relevant. The Transportation Plan includes the following actions to monitor and evaluate the progress of implementing the plan.

CRITERIA FOR PROJECT PRIORITIZATION

- Meets City's transportation goals:
  - T1: Promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy
  - T2: Acknowledge the existing built environment and maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.
  - T3: Provide for and improve the safety and security of transportation users and the transportation system.
  - T4: Enhance Bremerton's quality of life through transportation investments that promote energy conservation, healthy communities, aesthetics and protect the environment.
  - T5: Continuously improve the quality, effectiveness, and efficiency of the transportation system.
- Maintains/improves safety of traveling in Bremerton
- Provides tangible benefits to Bremerton residents
- Leverages non-city (federal, state, private) funds freeing up city revenues for additional projects

Bi-Annual Mobility Report Card

A bi-annual mobility report card will be developed to document progress towards plan implementation and to monitor the transportation system performance. The City will use this information to inform the public regarding the City's actions, and results, related to the Transportation Plan. The report card will also provide a basis for future updates of the Transportation Plan.

The report card is expected to report on the following topics:

- **Land Use and Transportation Trends –** These data will describe general land use and transportation trends within Bremerton. Information will include:
    - Current population and employment levels and growth rates,
    - Summary of yearly development activity, and
    - Summary of growth in traffic volumes, transit service and other trends
- **Transportation Performance** – These data will focus on documenting the current performance of the transportation system, by mode. Information will include:
    - Transit route ridership (from Kitsap Transit, Mason Transit, and Washington State Ferries)
    - Park-and-ride lot utilization
    - On-street parking utilization in downtown and nearby park-and-ride locations
    - Traffic volumes
    - Collisions
    - Traffic level of service (auto/truck priority corridors)
    - Pedestrian and bicycle volumes
    - Pavement Maintenance Ratings
- **Project Implementation Status** – These data will summarize the city's progress towards implementing the priority network improvements recommended in the Transportation Plan. Information is expected to include:
    - Auto/truck facilities constructed
    - Pedestrian facilities constructed
    - Bicycle facilities constructed
    - Transit stop improvements implemented
    - Miles of Pavement overlays

The report card will provide the necessary information to help the city adjust transportation priorities and to facilitate updates to the Transportation Plan every few years.

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1.0 INTRODUCTION

The Washington State Growth Management Act (GMA) requires that the Capital Facilities Element of a Comprehensive Plan include an inventory, projected needs, and funding and financing for facilities and infrastructure. GMA also requires a Utilities Element addressing the current system and projected needs for power, natural gas, and telecommunications. This City Services Appendix is intended to provide the technical foundation – inventory, service standards, capacity, proposed projects, and funding as appropriate – for the GMA required elements of Capital Facilities and Utilities. The goals and policies for these required elements are contained in the City Services Element of Bremerton's Comprehensive Plan.

1.1 The Capital Facilities Plan

The purpose of the Capital Facilities Plan (CFP) contained in Sections 1 through 4 of this City Services Appendix is to use sound fiscal policies to provide adequate public facilities consistent with the land use element and concurrent with, or prior to, the impacts of development in order to achieve and maintain adopted standards for levels of service.

The CFP is based on the following sources of information and assumptions:

- **Capital Facility Functional or System Plans**. Capital facility functional or system plans of the City of Bremerton or other service providers were reviewed for inventories, levels of service, planned facilities, growth forecasts, and potential funding.
- **Growth Forecasts**. Population and job growth forecasts were allocated to Bremerton through the Countywide Planning Policies for Kitsap County (Kitsap Regional Coordinating Council, 2015). The 2015 population as well as the 2021 (six-year) and 2036 population (20-year) growth for each facility provider is estimated.
- **Revenue Forecasts**. Revenues were forecasted for Bremerton services to year 2036. The sources of revenue are summarized from available plans and compared to typical revenue sources for those service providers.

Growth Management Act Requirements

GMA requires that all comprehensive plans contain a capital facilities element. GMA specifies that the capital facilities element should consist of: a) an inventory of existing capital facilities owned by public entities; b) a forecast of the future needs for capital facilities; c) the proposed locations and capacities of expanded or new capital facilities; d) a six-year CFP that will finance capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and e) a requirement to reassess the land use element if probable funding falls short of existing needs. (RCW 36.70a.070(3))

The GMA requires the CFP to identify specific facilities, include a realistic financing plan (for the six-year period), and make adjustment to the plan if funding is inadequate. Capital facilities are important because they support the growth envisioned in the City's Comprehensive Plan. GMA requires that all capital facilities have "probable funding" to pay for capital facility needs, and that jurisdictions have capital facilities in place and readily available when new development comes in or must be of sufficient

capacity when the population grows, particularly for transportation (concurrency) or for services deemed necessary to support development.

Levels of service (LOS) are established in the CFP and represent quantifiable measures of capacity. They are minimum standards established by the City to provide capital facilities and services to the Bremerton community at a certain level of quality and within the financial capacity of the City or special district provider. LOS standards are influenced by local citizens, elected and appointed officials, national standards, mandates, and other considerations, such as available funding. Examples of LOS measures include: amount of intersection delay, acres parks or miles of trails per 1,000 population, gallons of water per capita per day, and others. Those facilities and services necessary to support growth should have LOS standards and facilities.

Recent Growth Management Hearings Board cases have placed more importance on the preparation and implementation of CFPs. The key points include:

- **Capital facilities plans** should address the 20-year planning period and be consistent with growth allocations assumed in the Land Use Element. Capital facilities plans should also demonstrate an ability to serve the full city limits and Urban Growth Area (UGA).
- **Financial plans** should address at least a 6-year period and funding sources should be specific and committed. The City should provide a sense of the funding sources for the 20-year period though it can be less detailed than for the 6-year period.

Growth, LOS standards, and a funded capital improvement program are to be in balance. In the case where the LOS cannot be met by a particular service or facility, the jurisdiction could do one of the following: 1) add proposed facilities within funding resources, 2) reduce demand through demand management strategies, 3) lower LOS standards, 4) phase growth, or 5) change the land use plan.

Definition of Capital Facilities

Capital facilities generally have a long useful life and include city and non-city operated infrastructure, buildings, and equipment. Capital facilities planning does not cover regular operation and maintenance, but it does include major repair, rehabilitation, or reconstruction of facilities.

The CFP addresses infrastructure (such as streets, roads, traffic signals, sewer systems, stormwater systems, water systems, parks, etc.) and public facilities through which services are offered (such as fire protection structures and major equipment, law enforcement structures, schools, etc.). According to WAC 365-196-415, at a minimum, those capital facilities to be included in an inventory and analysis are water systems, sewer systems, stormwater systems, schools, parks and recreation facilities, police facilities and fire facilities.

1.2 Utilities Plan

GMA requires that a Utilities Element address the “general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.” Section 5 of this City Services Appendix addresses the required inventory and description of power, gas, and telecommunication services.

Definition of Utilities

Utilities are the facilities that serve the public through collecting, transmitting, distributing, and processing various services (WAC 365-196-210). These utilities can include natural gas, electricity, telecommunications, water, and sewage services.

1.3 Key Principles Guiding Bremerton's Capital Investments

There are two main guiding elements behind the capital facilities planning: fiscal policies and the GMA. These principles interact to guide capital investment.

1.4 Capital Facilities and Utilities Addressed in the City Services Appendix

Exhibit 1 summarizes the facilities and services addressed in this appendix including the service, provider, and applicable plans considered in this appendix.

Exhibit 1. Facilities and Services addressed in City Services Appendix

Facility Type	Provider	Description	Applicable Plans
Fire and Emergency Services	Bremerton Fire Department	Provides facilities that support the provision of fire and emergency services.	
Law Enforcement	Bremerton Police Department	Provides facilities that support the provision of law enforcement services.	
Parks	Bremerton Parks & Recreation Department	Provides facilities for passive and active recreational activities.	• Parks, Recreation and Open Space Plan, City of Bremerton, Adopted March 19, 2014
Streets / Transportation	Bremerton Public Works & Utilities Department	Provides streets, sidewalks, traffic controls, and street lighting.	• See Transportation Appendix under separate cover.
Sewer / Wastewater	Bremerton Public Works & Utilities Department	Provides facilities used in collection, transmission, storage, treatment or discharge of waterborne waste within most developed portions of city and some surrounding unincorporated areas.	• 2014 Wastewater Comprehensive Plan Update, City of Bremerton and HDR, Final December 2014
Stormwater Management	Bremerton Public Works & Utilities Department	Provides facilities that collect and transport stormwater runoff.	• City of Bremerton Stormwater Management Program, 2014 • Ord. 4454 • BMC 15.04
Water	Bremerton Public Works & Utilities Department	Provides supply of potable water from system of surface water and wells. Service area includes developed portions of city and surrounding unincorporated areas. Utility also contracts to provide water to additional areas.	• Water System Plan Update 2012, City of Bremerton Department of Public Works & Utilities and KPFF, June 2013

Facility Type	Provider	Description	Applicable Plans
Schools	Bremerton School District	Provides elementary and secondary facilities for instruction in the several branches of learning and study required by the Basic Education Code of the State of Washington.	• Bremerton School District 100-C Study and Survey, 2012 • Kitsap County Capital Facilities Plan, 2012
Electrical Utilities	Puget Sound Energy	Provides supply of electrical power through transmission lines.	• 2013 Integrated Resource Plan
Natural Gas	Cascade Natural Gas	Provides supply of natural gas from interstate pipelines from production areas in the Rocky Mountains and western Canada.	• 2014 Cascade Natural Gas Integrated Resource Plan
Telecommunication System	Qwest Corporation (Century Link QC) provides telephone service. KPUD provides wholesale broadband internet access. Comcast provides cable television services. Cellular services are provided by a variety of national and regional carriers	Provides transmission of information through telephone, radio, cellular telephone, and cable television.	

1.5 Relationship to the Comprehensive Plan and Future Land Use Plan

The Capital Facilities Plan relies on the policies set forth in the Bremerton Comprehensive Plan as a baseline for studying capital planning needs. The future land use plan and the comprehensive plan population assumptions drive future development in the City, which impacts levels of service and determines capacity needs for services provided by city and non-city providers. Exhibit 2 lists the population assumptions for the 6 and 20-year planning horizon years for both the city limits and the UGA. If UGAs were to annex to the City the UGA population would be added to the City's population. See the Land Use appendix documenting the City's 2012-2036 growth targets and estimates. These have been adjusted for a 2015 base year in this City Services appendix. The status of UGA allocations and capacities is found in Section 6 of this Appendix.

Exhibit 2. Bremerton Population Assumptions, 2015 - 2036

Year	Bremerton Population	UGA Population
2015	39,410	9,579
2021	42,985	10,559
2036	53,407	13,473

Note: Population numbers are estimated using a base year of 2012, when Bremerton had a population of 39,650. The 2015 population for the City of Bremerton is an estimate from Washington State Office of Financial Management (OFM). The UGA estimate for 2015 is a straight-line estimate from a 2012 estimate of 9,123 (US Census blocks and permit basis). The net change growth is based on estimates developed by the County and City in prior planning efforts in 2012, and is similar to and slightly higher than the City's net growth target in the Countywide Planning Policies to demonstrate the City's ability to serve the target and have a conservative estimate of growth to avoid under planning. The UGA estimate is based on growth targets and the County's land capacity analysis for its Comprehensive Plan and zoning as of 2015. The status of UGA allocations and capacities is found in Section 6 of this Appendix.

Source: BERK, 2015; OFM, 2015.

1.6 Foundation Documents (Incorporation by Reference)

The documents used for preparation of the CFP are the capital facility and capital improvement plans prepared routinely by the City of Bremerton, which are required for obtaining funding. The following documents are incorporated by reference:

- Bremerton's Capital Improvement Plan (CIP) provides a planned and programmed approach to efficient utilization of the City's resources while meeting local service and infrastructure needs. (2016 - 2021 Capital Improvement Plan, 2015).
- In addition, any functional plans for service areas are also reviewed and incorporated by reference into this document. See Exhibit 1.

2.0 CAPITAL FACILITIES REVENUE ANALYSIS

2.1 Overview

The revenue analysis of the Capital Facility Plan supports the financing for providing facilities and services, as required by RCW 36.70A.070(3)(d). Revenue estimates, using assumptions that are based on historical trends, were used to represent a realistic expectations for revenue that may be available for capital funding.

This revenue analysis looks at Bremerton's capital facilities revenues for those services provided by the City of Bremerton. Through recognizing the fiscal constraints, project prioritization can be incorporated into the capital planning process.

The revenue analysis provides an **approximate, and not exact, forecast of future revenue sources**. The numbers projected in this analysis are for planning purposes and cannot account for sensitivities such as local, state and federal policy, economic trends, and other factors.

2.2 Funding the Capital Facility Plan

Estimated future revenues have been projected for the Plan's 2016-2036 time period in year of expenditure dollars (YOE$). The revenue analysis is grouped according to the following categories:

- **Dedicated Capital Revenues**. Dedicated revenues are required by law to be used for certain types of capital spending. Dedicated capital revenues in Bremerton include grants and General Facility Charges.
- **General Capital Revenues**. Those revenues under the category of general capital revenues are required by law to be used for capital projects. The general capital revenues in Bremerton include Real Estate Excise Tax I and II.
- **Potential Policy Options and Other Funding Sources**. There are policy tools and other sources available to fund capital projects.

Revenues highlighted in the analysis are used to fund maintenance and operations of existing capital facilities or to construct new ones. However, when funding cannot keep pace with operations and maintenance, Bremerton must make decisions about whether to construct new capital or to lower level of service standards. The analysis attempts to create as realistic of a picture as possible, basing assumptions on historical data and stated City policy.

2.3 Assumptions

The Bremerton revenue analysis is based on the following assumptions.

Annexation. The City of Bremerton is considering annexing its associated Urban Growth Area (UGA), but it is uncertain when the annexation would occur. For this reason, the revenue model assumes two distinct scenarios, which evaluate the outcomes of two possible future growth alternatives. The annexation assumptions are:

- The City of Bremerton maintains the same boundary now through the 2036 planning horizon, without annexing any additional unincorporated areas.
- The City of Bremerton annexes its associated Urban Growth Areas – Gorst UGA, West Bremerton UGA, and East Bremerton UGA in 2016, the first year of the analysis.
- **Real Estate Excise Tax (REET)**. The revenue model assumes growth in the assessed value of real estate.
- **Escalation Rate of Assessed Values**. Given that Bremerton's total assessed value has been flat or declined over the last seven years, going up approximately 2.0 percent in 2015, this analysis assumes that real estate assessed values increase at an annual rate of 1.0 percent going forward.
- **Turnover Rate of Properties**. Since REET is based on the total value of real estate transactions in a given year, the amount of REET revenues a city receives can vary substantially from year to year based on the normal fluctuations in the real estate market. During years when the real estate market is active, revenues are higher, and during softer real estate markets, revenues are lower. For the purposes of this analysis, it is assumed that 5.0% of residential property and 3.5 percent of commercial property turn over in any given year.

Transportation Benefit District. The City of Bremerton, by authority of the state, established a Transportation Benefit District (TBD) to fund capital improvement of city streets and transportation projects. Improvements funded by the TBD must be consistent with local and regional transportation plans and required for economic development.

The City of Bremerton began collecting a $20 vehicle license fee by the authority of the Transportation Benefit District in December of 2011. The fee is collected by the Washington State Department of Licensing on vehicles that qualify and the funds are used for operations of the district and improvements consistent with existing transportation plans (Resolution No. 005, 2011). This analysis, however, assumes no additional car tab fee revenues allocated to capital, since the use of the fees collected is dependent on the work plan that is approved by the Transportation Benefit District Board. As such, the fees are only approved for a six year period and there is no policy for allocating a portion of vehicle license fee revenues to capital spending. (Johnson, 2015) See also Section 2.8 which identifies some additional funding authority the City may exercise with the TBD.

Enterprise Capital Funds. Beginning in 2012, utility funds collected through customer rate charges were split into an operation and maintenance fund and a capital fund in order to monitor operation and maintenance costs separately from Capital Improvement Program costs. The rate revenue collected that is designated for capital is a transfer from the operating fund and the amount transferred is the fund balance in excess of the 12% reserve balance. (Johnson, 2015)

It is important to note that the assumptions being used for this revenue analysis may not align with the City's budget assumptions regarding the same sources of revenue. The assumptions differ because the purposes of the two analyses are different: the purpose of the City' budget is to estimate how much money the City will have available to spend in the coming fiscal year; the purpose of this CFP revenue analysis is to estimate how much money the City is likely to receive in total over the next six and twenty years.

2.4 Dedicated Capital Revenues

Transportation Grants

Grants are an important funding source for transportation capital projects; however, these funds are distributed in a competitive process which makes it difficult to determine future grant funding levels. Because jurisdictions are feeling the squeeze that outside forces are putting on their capital funding programs, they are competing for, and relying more on, grants. As more jurisdictions compete, however, securing grant funding becomes more difficult.

State Transportation Grants

State grants are primarily funded with the state-levied portion of the Motor Vehicle Fuel Tax (MVFT). There have been voter-approved increases in the state MVFT, which is based on a complex reimbursement formula that relies on road miles within the jurisdiction. Most of the funds from the increases are earmarked for specific transportation projects throughout the State and local jurisdictions like Bremerton have not seen noticeable increases in average revenues. The latest increase to the MVFT

was in 2015, when a 7 cent increase raised the total state MVFT, with another 4.9 cent increase expected in July of 2016 (Gas Tax Increases by 7 Cents in Washington State, 2015).

For this revenue analysis, recent historical state grant revenue trends were considered. However, since grant funding is consistently unpredictable, future revenue estimates are conservative. Bremerton received state transportation grants in 2014 and 2015, while in years 2010 through 2013 there were no state grants received for transportation.

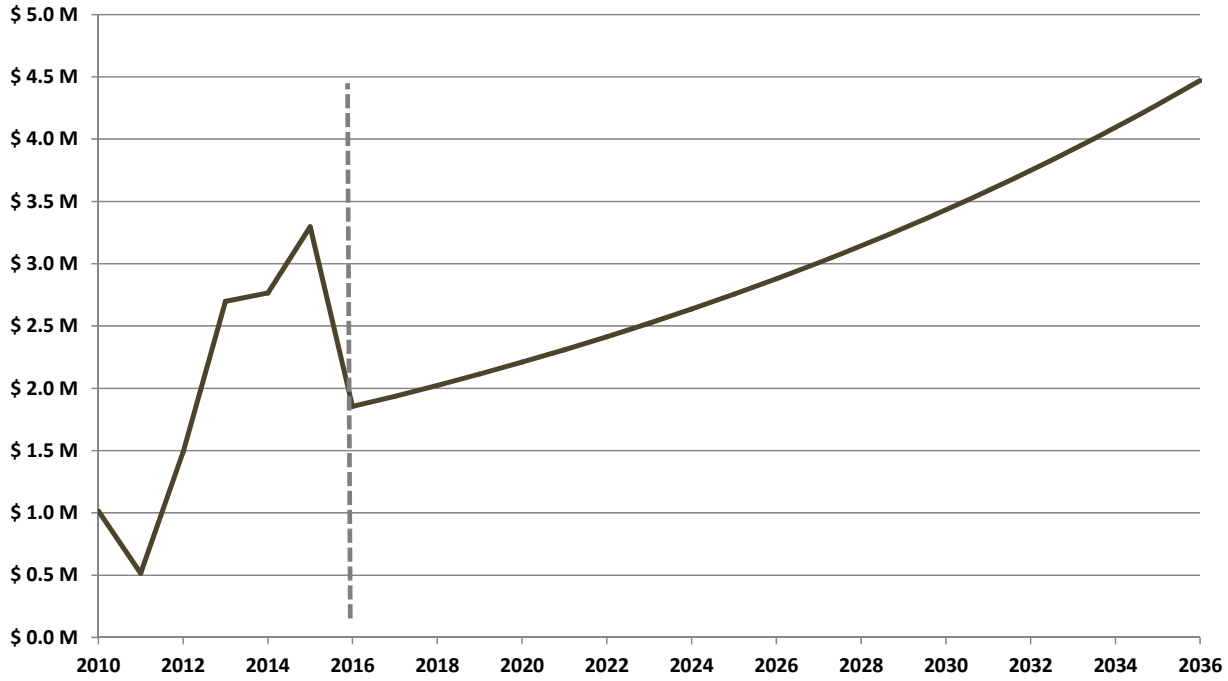
Federal Transportation Grants

Federal transportation grants are funded through the federal portion of the fuel excise tax. The federal gas tax rate has fluctuated between 18.3 cents and 18.4 cents per gallon since 1994. The majority of these funds are deposited into the Highway Trust Fund and disbursed to the states through the Highway and Mass Transit Accounts. As with the state grants, these funds are distributed in a competitive process, making it difficult to determine future grant funding levels.

Assumptions: Revenues for total federal and state grants are estimated on a per capita basis on the assumption that over time jurisdictions will generally receive its “fair share” of available grant revenues. Given that state grant funding has not been very present in recent years, the model assumes $45 of grant revenue per capita, growing at 3 percent annually (consistent with the current 5-year historical average for both state and federal grants).

Exhibit 3 shows the total state and federal historical grant revenues to the left of the dotted line, and projected revenues to the right of the dotted line. An average annual dollar amount is assumed in each year for this analysis. However, in reality these dollars will vary greatly from year-to-year and will likely resemble the trend of peaks and valleys shown in historical data. While using an annual average does not fully represent the City’s future receipt of grant dollars, it approximates how many total dollars may be received over the study period.

Exhibit 3. Annual Bremerton Transportation Grant Revenues Allocated for Capital Projects (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 4 summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 4. Projected Transportation Grant Revenues for Capital Projects (2016-2036 YOE$)

Transportation Grants	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$12,449,000	$50,172,000	$62,621,000

Source: City of Bremerton, 2015; BERK, 2015.

Approximately $63 million could potentially be available for transportation-related capital projects over the next 20 years, including the 2015 beginning fund balance of $463,000 (see Exhibit 5). This beginning fund balance amount only includes balances from the Transportation Benefit District and the Washington Avenue Capital Project Fund since other balances are expected to be spent in 2015 (Johnson, 2015).

Exhibit 5. Projected Dedicated Transportation Revenues Allocated for Capital (2016 – 2036 YOE$)

Transportation Grants	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$12,449,000	$50,172,000	$62,621,000	**$63,084,447**

Source: City of Bremerton, 2015; BERK, 2015.

SEPA Mitigation Fees

The City has authority under the State Environmental Policy Act to address traffic impacts and require mitigation measures as development occurs. No fees have been collected in the last five years for SEPA mitigation.

The City of Bremerton has determined mitigation in advance with the Planned Action Ordinance adopted for the Puget Sound Industrial Center-Bremerton. The cost of all local road improvements deemed related to growth was $25,765,000 in 2012 dollars. Each development project is responsible for a proportionate share of its trips on the road system. However, the fee charged per trip is only 20% of the total estimated costs of local improvements at $1,126 in 2012 dollars.[1] Thus the City would need to find other resources to help implement the new improvements.

Parks Grants

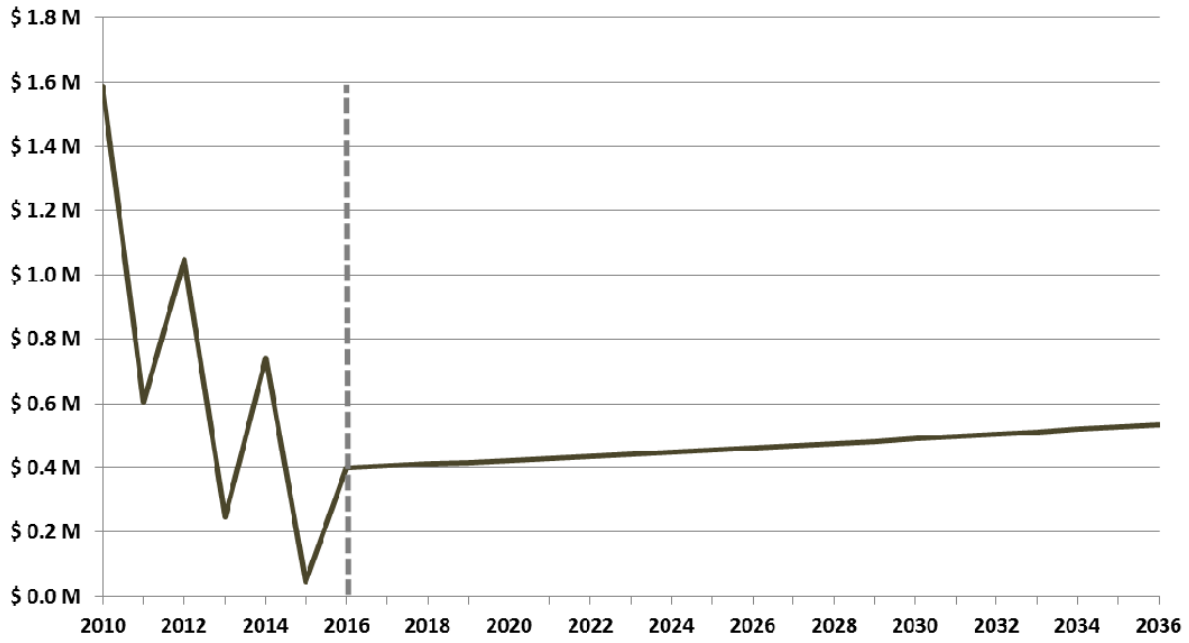
Revenues for parks capital projects and acquisitions generally come from state and federal grants, and sometimes donations. State grants generally come from the Washington State Recreation and Conservation Office (RCO) and make up the largest of these three sources.

Assumptions. Since parks grants are competed for on a state or national level, this analysis estimates these revenues on a per capita basis on the assumption that over time a jurisdiction will generally receive its "fair share" of available grant revenues. Over the last six years, Bremerton has received around $18.50 per capita in combined grant and donation revenues. Given large fluctuations from year to year, a value of $10 per capita was used in order to project potential future grant revenues using a conservative assumption, with no additional annual growth.

Exhibit 6 shows historical revenues to the left of the dotted line and estimated future revenues to the right of the dotted line. An average annual dollar amount is assumed in each year for this analysis. In reality, annual revenues will vary greatly and are likely to resemble the trend of the peaks and valleys shown in historical data. While using an annual average does not fully represent Bremerton's future receipt of grant dollars, it approximates how many total dollars may be received over the study period.

[1] The fee may be escalated with the Consumer Price Index.

Exhibit 6. Annual Bremerton Parks Grants and Donations Revenues (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 7 summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 7. Projected Bremerton Parks Grants and Donations Revenues (2016-2035 YOE$)

Parks Grants and Donations	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$2,489,000	$7,254,000	$9,743,000

Source: City of Bremerton, 2015; BERK, 2015.

Including the 2015 fund balance of $133,000, approximately $9.8 million could potentially be available for parks-related capital projects over the next 20 years (see Exhibit 8).

Exhibit 8. Projected Dedicated Parks Revenues Allocated for Capital (2016 – 2036 YOE$)

Parks Grants and Donations	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$2,489,000	$7,254,000	$9,743,000	**$9,876,075**

Source: City of Bremerton, 2015; BERK, 2015.

Wastewater

The City of Bremerton provides sewer services, as required by state and federal law. Prior to 2012, capital improvements were included in the overall Wastewater Utility Fund; currently, the City splits the utility funds into an Operations and Maintenance fund and a Capital Fund. The Wastewater Capital Fund provides for the planning, engineering, labor, material, equipment, and overhead costs related to construction of wastewater capital facilities and improvements.

Typically, utilities use the following resources to fund capital improvements:

- Grants;
- General Facility Charges;
- Accumulated capital cash reserves and interest earnings;
- Transfers from the Operations and Maintenance Fund, if needed; also called rate funded system re-investment (funded by rate revenues paid by utility account customers);
- Loans;
- Bond financing.

Grants, General Facility Charges, and certain level of operating transfers represent dedicated capital revenues. The other funding sources are used on as needed basis, depending on the type and magnitude of capital project needs and capital funding shortfalls in a given year. For this reason, this analysis focuses on dedicated capital revenue estimates in this portion of the document.

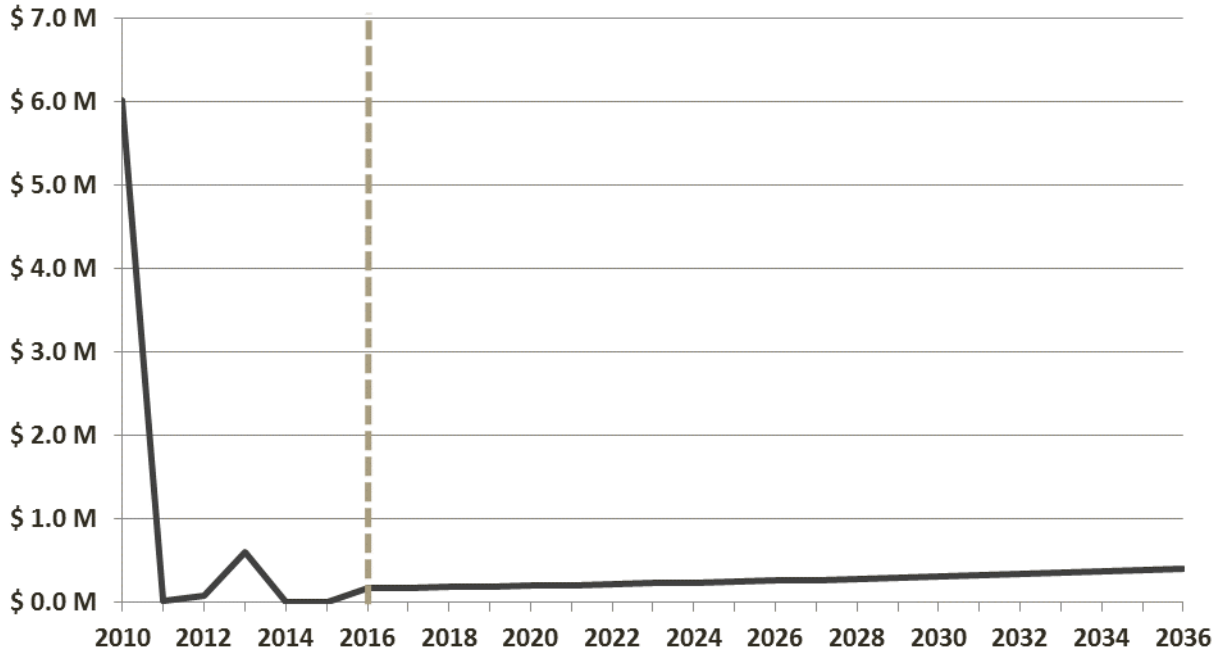
Wastewater Grants

Bremerton receives federal and state grants to help fund sewer capital projects. These grants are project-specific and therefore do not occur on a regular basis. In the time frame for which historical revenues were available for this analysis (2010-2014), the City received federal grants for four years and state grants for one year.

Assumptions. The 5-year historical average for wastewater grant revenues is $30 per capita; however, 2010 grant revenues were significantly higher than in other years. Estimated future wastewater grant revenues are based on an assumption that Bremerton will continue to generate similar per capita revenues to 2011-2015 average (excluding 2010, which was an outlier year), which is approximately $4.00 per capita. This model assumes grant revenues will grow at a rate of 3 percent annually.

Exhibit 9 shows historical revenues to the left of the dotted line and estimated future revenues to the right of the dotted line. Although this analysis estimates revenues as an annual average, grants will be received intermittently on a project-specific basis.

Exhibit 9. Annual Bremerton Wastewater Grants Revenues (2010 – 2026 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 10 summarizes estimated revenues for the planning period as well as two subtotal time periods.

Exhibit 10. Projected Bremerton Wastewater Grant Revenues (2016-2036 YOE$)

Grants	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$1,107,000	$4,460,000	$5,567,000

Source: City of Bremerton, 2015; BERK, 2015.

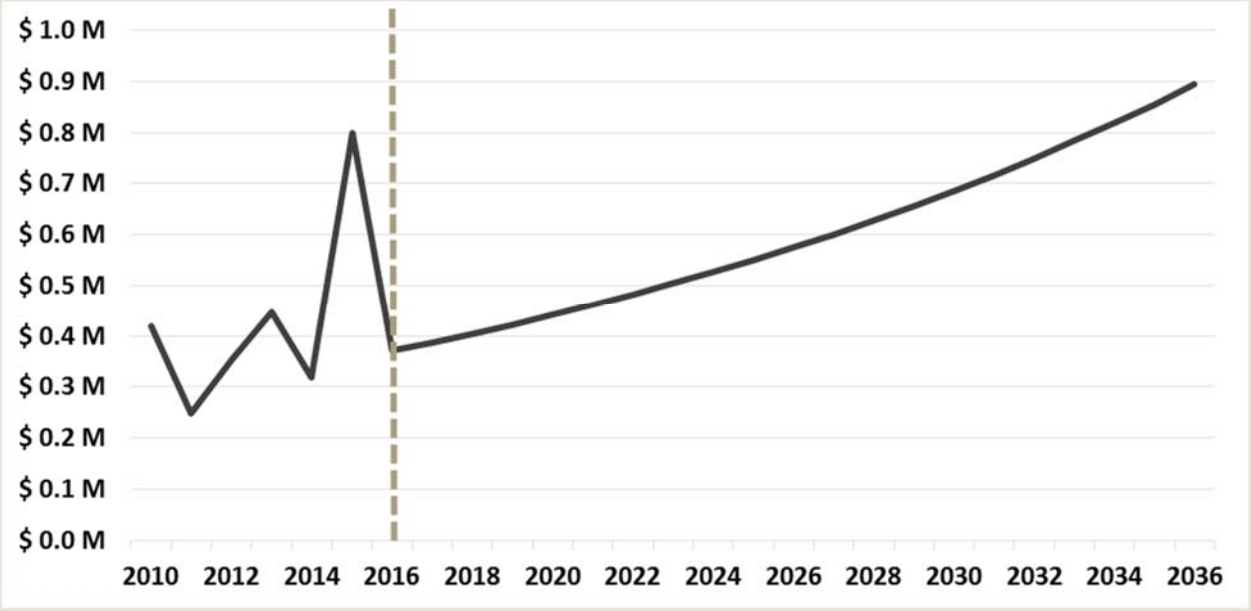
Wastewater General Facility Charges

The City of Bremerton collects General Facility Charges (GFC) on all new or expanded service connections to the wastewater utility system. GFC, as provided for by Revised Code of Washington (RCW) 35.92.025, refers to a one-time charge imposed on new customers as a condition of connection to the utility system. The purpose of the connection charge is two-fold: to promote equity between new and existing customers and to provide a source of revenue to fund capital projects. Revenue can only be used to fund utility capital projects or to pay debt service incurred to finance those projects. The GFCs are in addition to all normal application and installation fees.

Assumptions. The 5-year historical average for wastewater General Facility Charges was approximately $357,000 annually, or $9 per capita annually. Going forward, the model assumes $9 per capita growing at an annual growth rate of 3 percent.

Exhibit 11 shows historical wastewater GFCs to the left of the dotted line and estimated future revenues to the right. An average annual dollar amount is assumed in each year for this analysis. However, actual revenues in any given year will likely exhibit some peaks and valleys.

Exhibit 11. Annual Bremerton Wastewater General Facility Charges (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 12 summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 12. Projected Bremerton Wastewater General Facility Charges (2016-2036 YOE$)

General Facility Charges	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$2,490,000	$10,040,000	$12,530,000

Source: City of Bremerton, 2015; BERK, 2015.

Operating Transfers

Starting in 2012, when the City of Bremerton created separate operations and maintenance and capital funds, the City began to transfer funds annually from Operations and Maintenance Fund to Capital Improvement Fund. These transfers ensure system integrity and preservation through reinvestment in capital projects. For this reason, operating transfers are also called rate funded system re-investment. The City has a policy that any balance in the Operations and Maintenance Fund in excess of the 12 percent target reserve requirement would be available for capital expenditures. Since revenue from customer utility rates drives the amount of annual operating transfers to capital, it is difficult to estimate how much may be available for any given year.

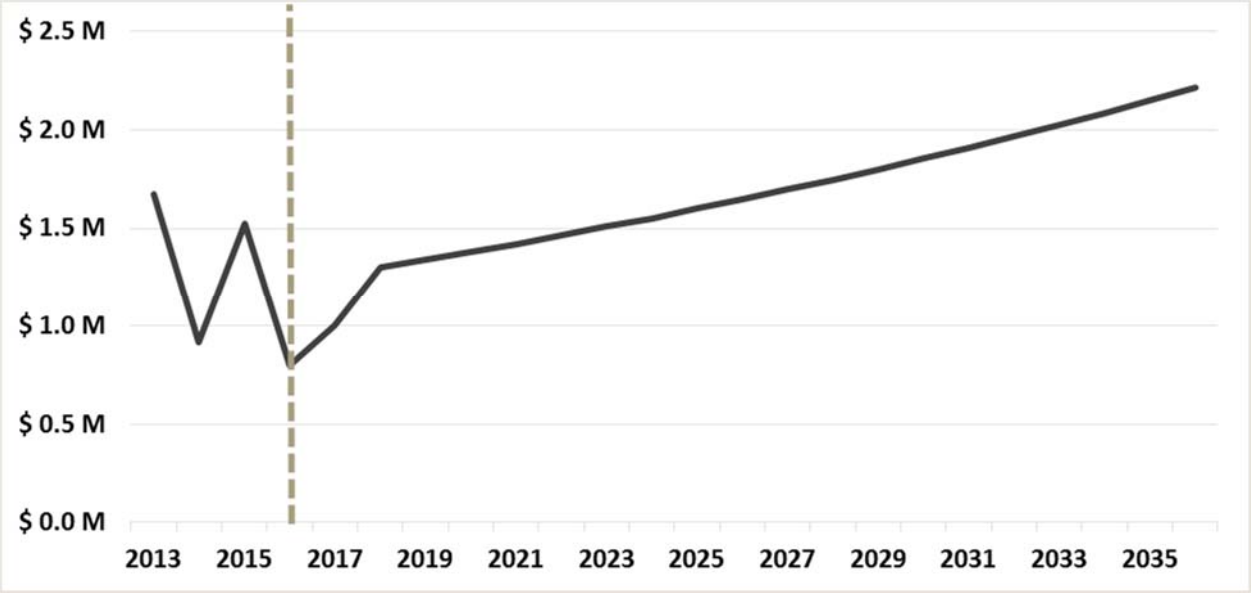
The City periodically conducts comprehensive cost-of-service evaluation of its utilities to determine whether any adjustments to current rates are needed to ensure each customer class pays their equitable share of the wastewater system costs. The results of this study are reflected in the customer utility rates, and may affect the total amounts of operating transfers to capital.

Assumptions. The City's 2013 Water, Wastewater, and Stormwater Utilities Rate Study assumed annual funding for wastewater system reinvestment being phased-in, starting at $800,000 in 2013 and

gradually increasing to $1.3 million in 2018. The model mirrors these assumptions until 2018, growing the 2018 estimate at an annual growth rate of 3 percent thereafter.

Exhibit 13 shows historical operating transfers to the left of the dotted line and estimated future transfers to the right. Since Capital Improvement Fund was created in 2012, the chart excludes that year. An average annual dollar amount is assumed in each year for this analysis. However, actual revenues in any given year will likely exhibit some peaks and valleys.

Exhibit 13. Annual Bremerton Wastewater Operating Transfers (2013 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 14 summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 14. Projected Bremerton Wastewater Operating Transfers (2016-2036 YOE$)

Rate Funded System Re-investment	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$7,240,000	$27,220,000	**$34,460,000**

Source: City of Bremerton, 2015; BERK, 2015.

Total Estimated Dedicated Wastewater Revenues

Exhibit 15 shows total estimated dedicated revenues available for wastewater capital projects over the planning period, including grants, General Facility Charges, and operating transfers. Additionally, Bremerton has a 2015 fund balance of about $2.9 million in its wastewater Capital Fund. These funds are also available to cover wastewater projects during the 2016 – 2036 period.

Exhibit 15. Projected Dedicated Wastewater Revenues Allocated for Capital, (2016-2036 YOE$)

Total Wastewater	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$10,840,000	$41,710,000	$52,550,000	**$55,418,425**

Source: City of Bremerton, 2015; BERK, 2015.

Water

The City of Bremerton provides water services, as required by state and federal law. Prior to 2012, capital improvements were included in the overall Water Utility Fund; currently, the City splits the utility funds into an Operations and Maintenance fund and a Capital Fund. The Water Capital Fund provides for the planning, engineering, labor, material, equipment, and overhead costs related to construction of wastewater capital facilities and improvements.

Similar to the Wastewater Utility, the Water utility uses the following resources to fund capital improvements:

- Grants;
- General Facility Charges;
- Accumulated capital cash reserves and interest earnings;
- Transfers from the Operations and Maintenance Fund, if needed; also called rate funded system re-investment (funded by rate revenues paid by utility account customers);
- Loans;
- Bond financing.

Grants and General Facility Charges represent dedicated capital revenues. The other funding sources are used on as needed basis, depending on the type and magnitude of capital project needs and capital funding shortfalls in a given year. For this reason, we focus on dedicated capital revenue estimates in this portion of the document.

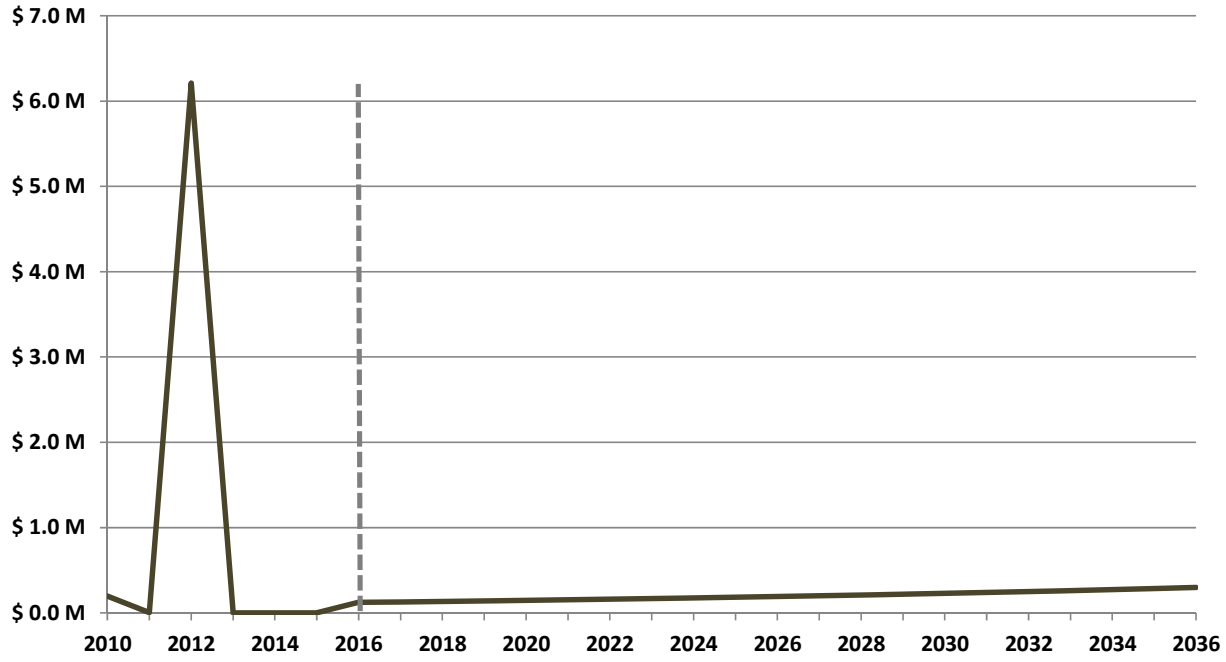
Water Grants

Bremerton receives federal and state grants to help fund water system capital projects. These grants are project-specific and therefore do not occur on a regular basis. In the time frame for which historical revenues were available for this analysis (2010-2014), the City only received three years of federal grants and one year of state grants.

Assumptions. The 5-year historical average for water grant revenues is $27 per capita; however, 2012 grant revenues were significantly higher than in other years. Estimated future water grant revenues are based on an assumption that Bremerton will continue to generate similar per capita revenues to 2010-2011 average (excluding 2010 grants as an outlier year), which is approximately $3.00 per capita. This model assumes grant revenues will grow at a rate of 3 percent annually.

Exhibit 16 shows historical revenues to the left of the dotted line and estimated future revenues to the right of the dotted line. Although this analysis estimates revenues as an annual average, grants will be received intermittently on a project-specific basis.

Exhibit 16. Annual Bremerton Water Grant Revenues (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 17 summarizes estimated revenues for the planning period as well as two subtotal time periods.

Exhibit 17. Projected Water Grant Revenues (2016-2036 YOE$)

Grants	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$830,000	$3,350,000	$4,180,000

Source: City of Bremerton, 2015; BERK, 2015.

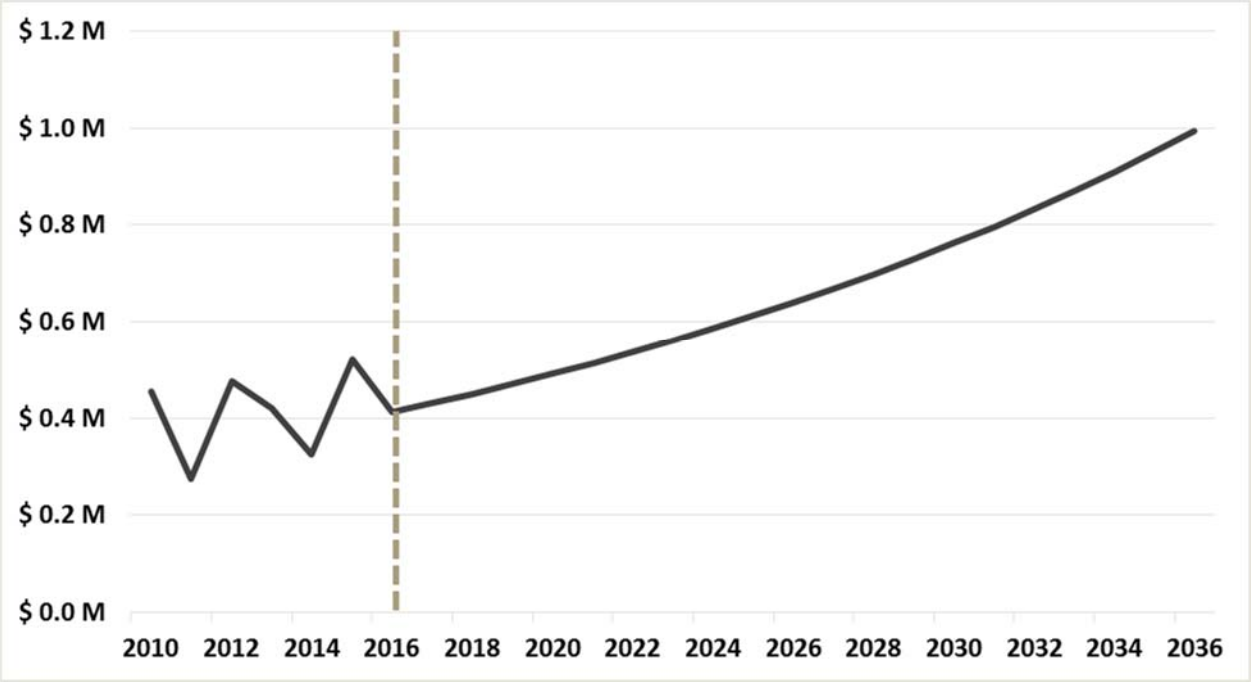
Water Capital Facilities Fees

The City of Bremerton collects General Facility Charges (GFC) on all new or expanded service connections to the water utility system. GFC, as provided for by Revised Code of Washington (RCW) 35.92.025, refers to a one-time charge imposed on new customers as a condition of connection to the utility system. The purpose of the connection charge is two-fold: to promote equity between new and existing customers and to provide a source of revenue to fund capital projects. Revenue can only be used to fund utility capital projects or to pay debt service incurred to finance those projects. The GFCs are in addition to all normal application and installation fees.

Assumptions. The 5-year historical average for water General Facility Charges was approximately $390,000 annually, or $11 per capita. Going forward, the model assumes $10 per capita growing at an annual growth rate of 3 percent.

Exhibit 18 shows historical water GFCs to the left of the dotted line and estimated future revenues to the right. An average annual dollar amount is assumed in each year for this analysis. However, actual revenues in any given year will likely exhibit some peaks and valleys.

Exhibit 18. Annual Bremerton Water General Facility Charges (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 19 summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 19. Projected Bremerton Water General Facility Charges (2016 – 2036 YOE$)

General Facility Charges	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$2,770,000	$11,150,000	$13,920,000

Source: City of Bremerton, 2015; BERK, 2015.

Operating Transfers

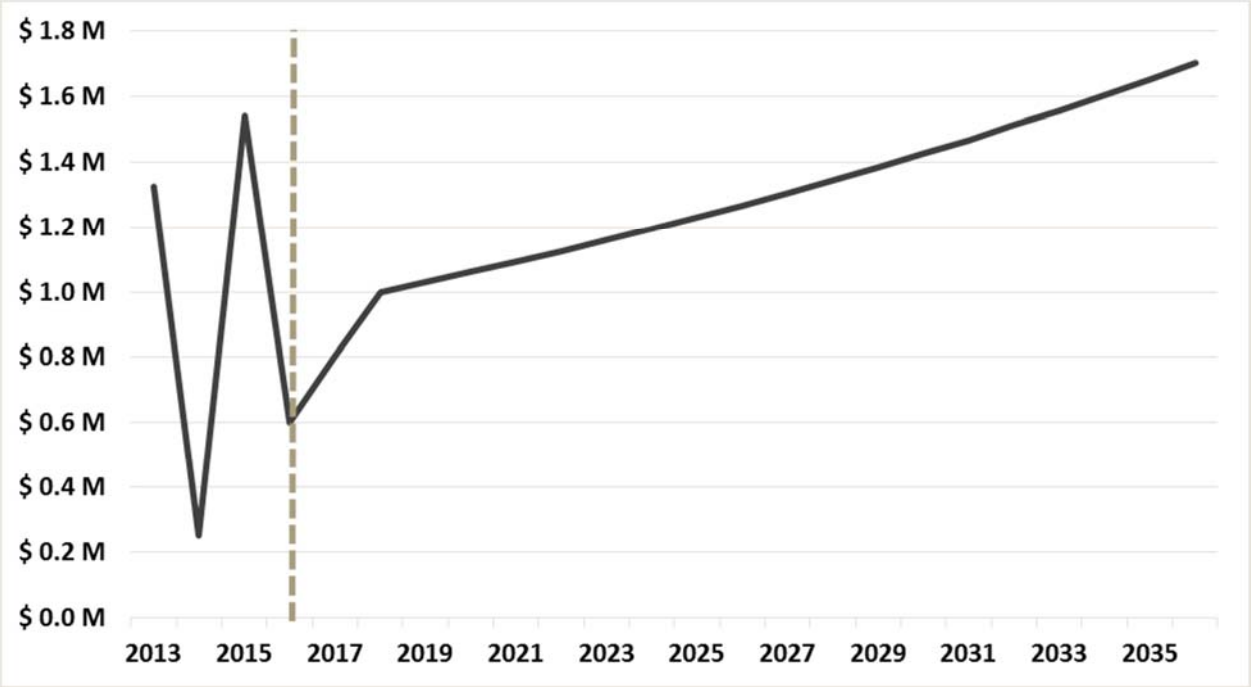
Starting in 2012, when the City of Bremerton created separate operations and maintenance and capital funds, the City began to transfer funds annually from Operations and Maintenance Fund to Capital Improvement Fund. These transfers ensure system integrity and preservation through reinvestment in capital projects. For this reason, operating transfers are also called rate funded system re-investment. The City has a policy that any balance in the Operations and Maintenance Fund in excess of the 12 percent target reserve requirement would be available for capital expenditures. Since revenue from customer utility rates drives the amount of annual operating transfers to capital, it is difficult to estimate how much may be available for any given year.

The City periodically conducts comprehensive cost-of-service evaluation of its utilities to determine whether any adjustments to current rates are needed to ensure each customer class pays their equitable share of the water system costs. The results of this study are reflected in the customer utility rates, and may affect the total amounts of operating transfers to capital.

Assumptions. The City's 2013 Water, Wastewater, and Stormwater Utilities Rate Study assumed annual funding for water system reinvestment being phased-in, starting at $250,000 in 2014 and gradually increasing to $1 million in 2018. The model mirrors these assumptions until 2018, growing the 2018 estimate at an annual growth rate of 3 percent thereafter.

Exhibit 20 shows historical operating transfers to the left of the dotted line and estimated future transfers to the right. Since Capital Improvement Fund was created in 2012, the chart excludes that year. An average annual dollar amount is assumed in each year for this analysis. However, actual revenues in any given year will likely exhibit some peaks and valleys.

Exhibit 20. Annual Bremerton Water Operating Transfers (2013 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 21 summarizes estimated revenues for the planning period as well as two subtotal time periods.

Exhibit 21. Projected Bremerton Wastewater Operating Transfers (2016-2036 YOE$)

Rate Funded System Re-investment	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$5,590,000	$20,940,000	**$26,530,000**

Source: City of Bremerton, 2015; BERK, 2015.

Total Estimated Dedicated Water Revenues

Exhibit 22 shows total estimated dedicated revenues available for water capital projects over the planning period, including grants, General Facility Charges, and operating transfers. Additionally, Bremerton has a 2015 fund balance of about $1.0 million in its water capital fund. These funds are also available to cover water projects during the 2016 – 2036 period.

Exhibit 22. Total Projected Dedicated Water Revenues Allocated For Capital (2016 – 2036 YOE$)

Total Water	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$9,180,000	$35,430,000	$44,610,000	**$45,648,781**

Source: City of Bremerton, 2015; BERK, 2015.

Stormwater

The City of Bremerton provides stormwater management services, as required by state and federal law. The program identifies, prevents and manages the impacts of development on water runoff. The negative impacts that stormwater programs manage include flooding, erosion, pollution, and low stream flows.

Prior to 2012, capital improvements were included in the overall Wastewater Utility Fund; currently, the City splits the utility funds into an Operations and Maintenance fund and a Capital Fund. The Stormwater Capital Fund provides for the planning, engineering, labor, material, equipment, and overhead costs related to construction of stormwater capital facilities and improvements.

Similar to Wastewater and Water utilities, the Stormwater utility uses the following resources to fund capital improvements:

- Grants;
- General Facility Charges;
- Accumulated capital cash reserves and interest earnings;
- Transfers from the Operations and Maintenance Fund, if needed; also called rate funded system re-investment (funded by rate revenues paid by utility account customers);
- Loans;
- Bond financing.

Grants and General Facility Charges represent dedicated capital revenues. The other funding sources are used on as needed basis, depending on the type and magnitude of capital project needs and capital funding shortfalls in a given year. For this reason, we focus on dedicated capital revenue estimates in this portion of the document.

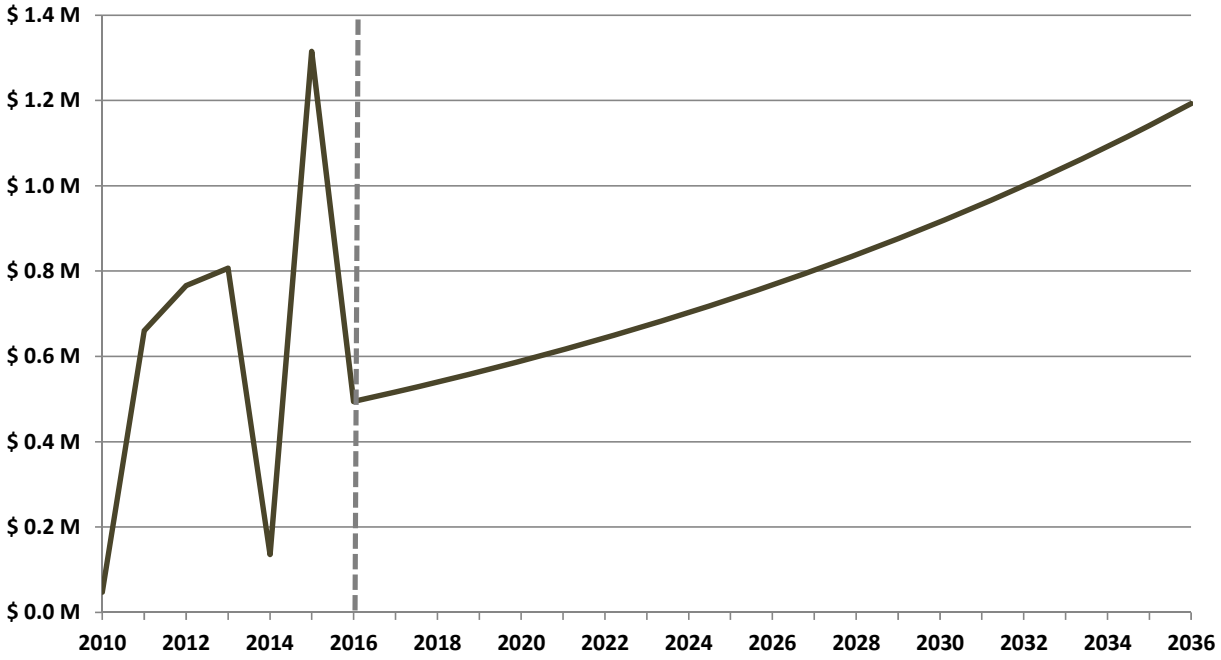
Stormwater Grants

Bremerton receives federal and state grants to help fund stormwater system capital projects. These grants are project-specific and therefore do not occur on a regular basis. In the time frame for which historical revenues were available for this analysis (2010-2014), the City only received three years of federal grants and one year of state grants.

Assumptions. The 5-year historical average for stormwater grant revenues is $12.50 per capita. To be conservative, the assumption for estimated future water grant revenues is $12 per capita. This model assumes grant revenues will grow at a rate of 3 percent annually.

Exhibit 23 shows historical revenues to the left of the dotted line and estimated future revenues to the right of the dotted line. Although this analysis estimates revenues as an annual average, grants will be received intermittently on a project-specific basis.

Exhibit 23. Annual Bremerton Stormwater Grant Revenues (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit **24** summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 24**. Projected Stormwater Grant Revenues (2016 – 2036 YOE$)**

Grants	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$3,320,000	$13,380,000	$16,700,000

Source: City of Bremerton, 2015; BERK, 2015.

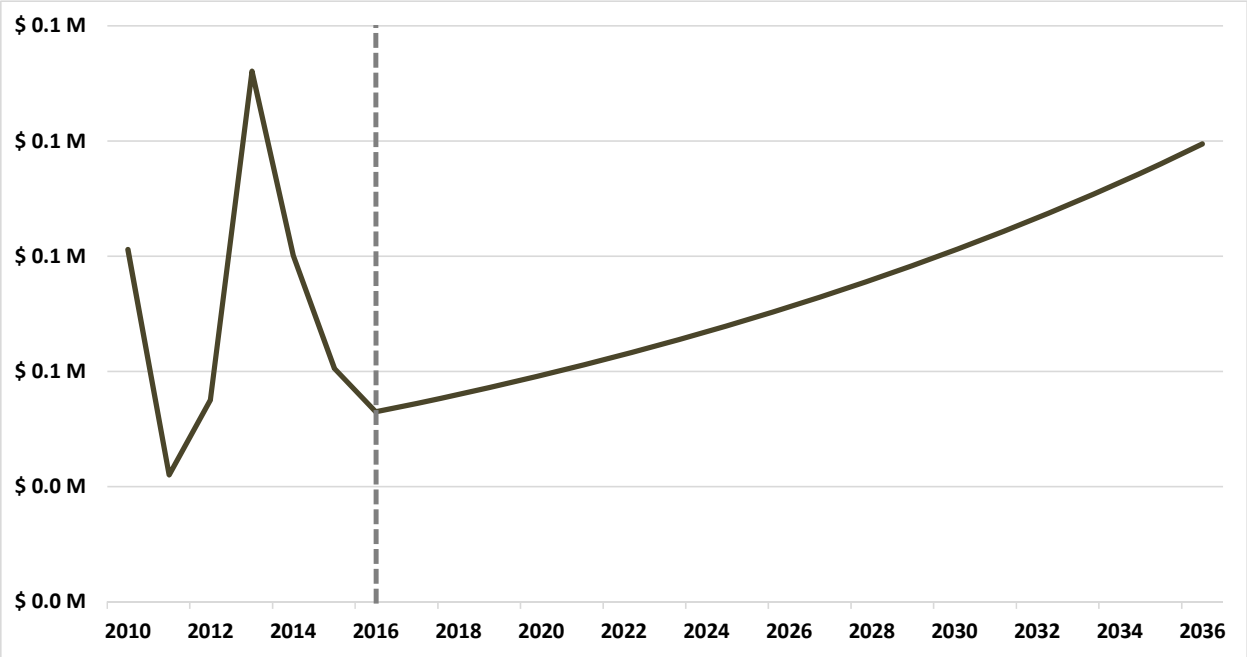
Stormwater General Facility Charges

The City of Bremerton collects General Facility Charges (GFC) on all new or expanded service connections to the stormwater utility system. GFC, as provided for by Revised Code of Washington (RCW) 35.92.025, refers to a one-time charge imposed on new customers as a condition of connection to the utility system. The purpose of the connection charge is two-fold: to promote equity between new and existing customers and to provide a source of revenue to fund capital projects. Revenue can only be used to fund utility capital projects or to pay debt service incurred to finance those projects. The GFCs are in addition to all normal application and installation fees.

Assumptions. The 5-year historical average for stormwater General Facility Charges was approximately $68,000 annually, or $1.69 per capita. Going forward, the model assumes $1.00 per capita growing at an annual growth rate of 3 percent.

Exhibit 25 shows historical stormwater GFCs to the left of the dotted line and estimated future revenues to the right. An average annual dollar amount is assumed in each year for this analysis. However, actual revenues in any given year will likely exhibit some peaks and valleys.

Exhibit 25. Annual Bremerton Stormwater General Facility Charges (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 26 summarizes projected revenues for the planning period as well as two subtotal time periods.

Exhibit 26. Projected Stormwater General Facility Charges (2016 – 2036 YOE$)

General Facility Charges	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$280,000	$1,120,000	$1,400,000

Source: City of Bremerton, 2015; BERK, 2015.

Operating Transfers

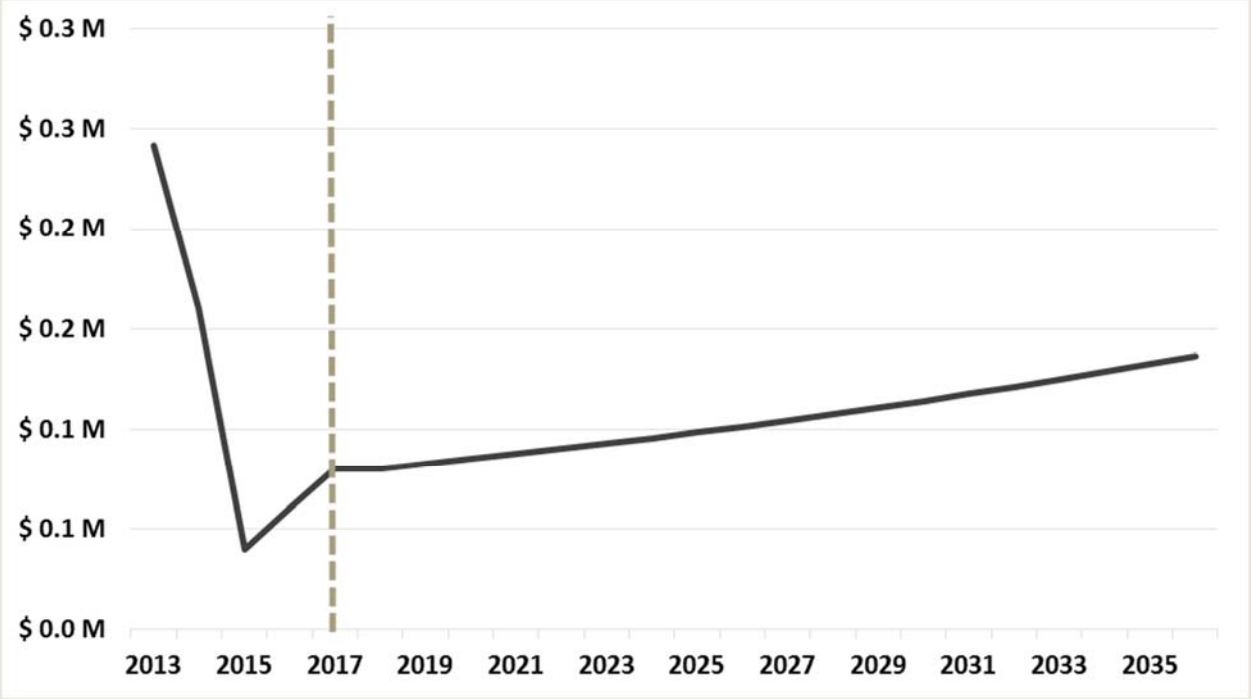
Starting in 2012, when the City of Bremerton created separate operations and maintenance and capital funds, the City began to transfer funds annually from Operations and Maintenance Fund to Capital Improvement Fund. These transfers ensure system integrity and preservation through reinvestment in capital projects. For this reason, operating transfers are also called rate funded system re-investment. The City has a policy that any balance in the Operations and Maintenance Fund in excess of the 12 percent target reserve requirement would be available for capital expenditures. Since revenue from customer utility rates drives the amount of annual operating transfers to capital, it is difficult to estimate how much may be available for any given year.

The City periodically conducts comprehensive cost-of-service evaluation of its utilities to determine whether any adjustments to current rates are needed to ensure each customer class pays their equitable share of the stormwater system costs. The results of this study are reflected in the customer utility rates, and may affect the total amounts of operating transfers to capital.

Assumptions. The City's 2013 Water, Wastewater, and Stormwater Utilities Rate Study assumed annual funding for stormwater system reinvestment being phased-in, starting at $20,000 in 2014 and gradually increasing to $80,000 in 2018. The model mirrors these assumptions until 2018, growing the 2018 estimate at an annual growth rate of 3 percent thereafter.

Exhibit 27 shows historical operating transfers to the left of the dotted line and estimated future transfers to the right. Since Capital Improvement Fund was created in 2012, the chart excludes that year. An average annual dollar amount is assumed in each year for this analysis. However, actual revenues in any given year will likely exhibit some peaks and valleys.

Exhibit 27. Annual Bremerton Stormwater Operating Transfers (2013 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit 28 summarizes estimated revenues for the planning period as well as two subtotal time periods.

Exhibit 28. Projected Bremerton Stormwater Operating Transfers (2016-2036 YOE$)

Rate Funded System Re-investment	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036
Estimated Revenues	$480,000	$1,680,000	$2,160,000

Source: City of Bremerton, 2015; BERK, 2015.

Total Estimated Dedicated Stormwater Revenues

Exhibit 29 shows total estimated dedicated revenues available for stormwater capital projects over the planning period, including grants, General Facility Charges, and operating transfers. Additionally, Bremerton has a 2015 fund balance of about $892,500 in its stormwater capital fund. These funds are also available to cover stormwater projects during the 2016 – 2036 period.

Exhibit 29. Total Estimated Dedicated Stormwater Revenues Allocated for Capital (2016 – 2036 YOE$)

Total Stormwater	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$4,080,000	$16,170,000	$20,250,000	**$21,142,560**

Source: City of Bremerton, 2015; BERK, 2015.

2.5 General Capital Revenues

Real Estate Excise Tax (REET)

Revenues from the Real Estate Excise Tax (REET) are collected at the point of sale of a property and they are required to be spent on capital projects. REET is based on the total value of real estate transactions in a given year, and the amount that Bremerton receives annually can vary significantly based on fluctuations in the real estate market and trends in the economy. For example, during the recession, revenues were noticeably lower while the opposite is true in strong years in the real estate market.

Bremerton has the ability to impose up to two REET levies as authorized by state law. REET I and REET II can each collect 0.25 percent on the assessed value of a sale, for a total tax of 0.5 percent of total assessed value. All proceeds from the REET must be used for capital spending as defined in RCW 35.43.040 and which includes only those capital projects listed in the capital facilities plan (BMC 3.84).

REET II can only be levied by those cities and counties that are planning under GMA. For REET II, "capital project" means those projects specifically listed in RCW 82.46.035(5): *public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, and planning, construction, reconstruction, repair, rehabilitation, or improvement of parks.*

REET II is more restricted than REET I, as it may not be spent on acquisition of land for parks, recreational facilities, law enforcement facilities, fire protection facilities, trails, libraries, or administrative or judicial facilities (Real Estate Excise Tax, 2015; RCW 82.46.035).

Within the above parameter, REET I and REET II can be spent at the discretion of the City of Bremerton. A portion of Bremerton's REET revenues are already committed to bond payments, but this analysis estimates that there will be additional revenues to spend for capital purposes.

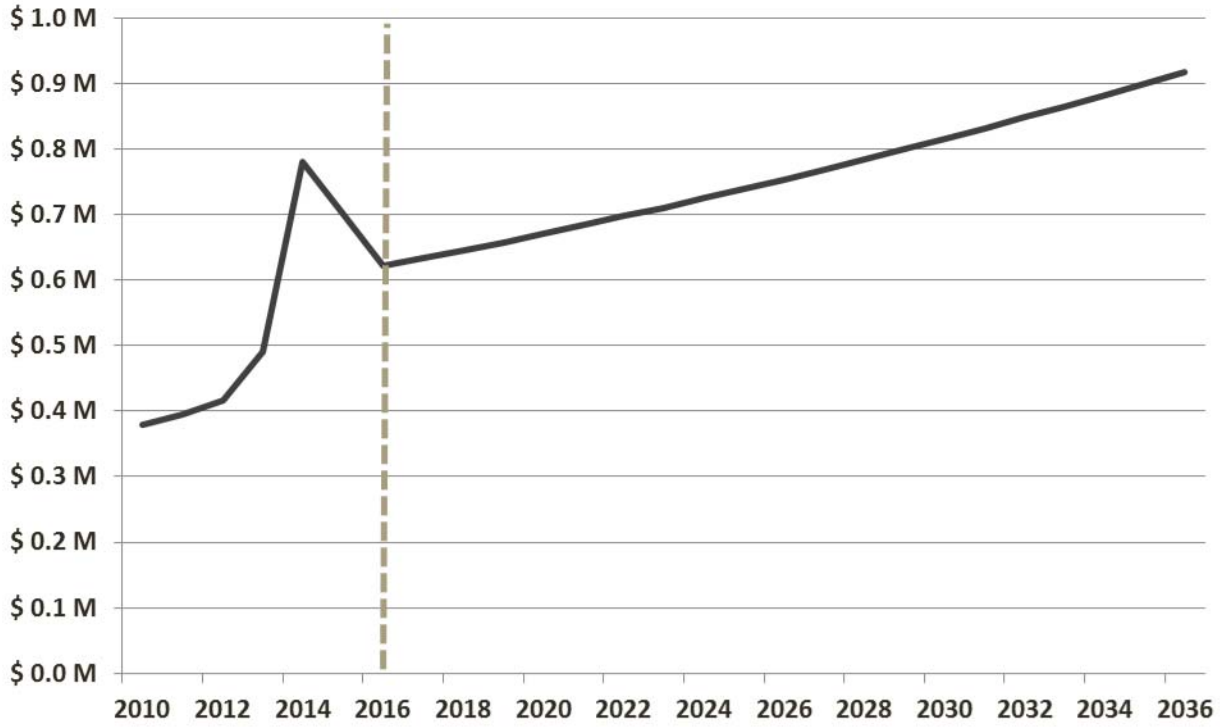
Assumptions. REET revenues are directly related to the sale of real estate. Home sales and home values can fluctuate significantly depending on various other factors of the economy. As such, this analysis

assumes annual turnover for residential properties (5 percent) and for commercial properties (3.5 percent).

Currently, the largest REET contribution is for the Government Center construction through 2034. Based on conversations with the City, the annual debt service commitment is $367,500 through 2036 (Johnson, 2015).

Exhibit 30 shows historical REET revenue to the left of the dotted line and projected revenues to the right of the dotted line. Actual revenues will have some peaks and revenues due to the natural cycles of the real estate market and the economy.

Exhibit 30. Annual Bremerton Real Estate Excise Tax Revenues (2010 – 2036 YOE$, in millions)



Source: City of Bremerton, 2015; BERK, 2015.

Exhibit **31** shows the estimated total REET revenues for the next six years and for the 20-year planning horizon (2016 – 2036). In 2015, REET I and REET II had a balance of $653,000, which is also available for general capital spending during the planning period. As mentioned above, some of the REET revenues are dedicated to paying off existing debt service payments and are not available for future projects.

Exhibit 31. Projected Bremerton Real Estate Excise Tax Revenues (2016 – 2036 YOE$)

General Capital Revenues/REET	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$3,920,000	$12,050,000	$15,970,000	**$16,622,930**
Amount Committed to Debt Service	*$2,205,000*	*$5,512,500*	*$7,717,500*	***$7,717,500***
Available Revenues	**$1,715,000**	**$6,537,500**	**$8,252,500**	**$8,905,430**

Source: City of Bremerton, 2015; BERK, 2015.

2.6 Total Capital Revenues

Exhibit **32** summarizes projected total capital revenues available over the planning period, including fund balances.

Exhibit 32. Projected Total Bremerton Capital Revenues (2016 – 2036 YOE$)

Total Capital Revenues	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$42,960,000	$162,790,000	$205,750,000	**$211,793,218**
Amount Committed to Debt Service	*$2,205,000*	*$5,512,500*	*$7,717,500*	***$7,717,500***
Available Revenues	$40,755,000	$157,277,500	$198,032,500	**$204,075,718**

Source: City of Bremerton, 2015; BERK, 2015.

2.7 Impacts of Annexation

Timing and magnitude of annexation will have an impact on Bremerton's total available capital revenues. The analysis above (summarized in Exhibit **32**) assumes that there will be no annexations and the city boundary will remain constant through 2036. Exhibit 33 shows a planning-level estimate of Bremerton's potential capital revenues if all UGAs are annexed in 2016. The analysis below does not account for annexations occurring in different stages, or in later years.

Exhibit 33. Projected Total Bremerton Capital Revenues for 2016 Annexation of UGA Areas (2016 – 2036 YOE$)

Total Capital Revenues	Subtotal 2016-2021	Subtotal 2022-2036	Revenue Total 2016-2036	Total with 2015 Fund Balances
Estimated Revenues	$50,270,000	$191,330,000	$241,600,000	**$247,633,218**
Amount Committed to Debt Service	*$2,205,000*	*$5,512,500*	*$7,717,500*	***$7,717,500***
Available Revenues	$48,065,000	$185,817,500	$233,882,500	**$239,915,718**

Source: City of Bremerton, 2015; BERK, 2015.

All else being equal, the City is likely to have more revenue over the study period if the UGAs are annexed. This is a result of gaining additional population and land base, resulting in higher grant revenues, REET, and General Facility Charges. However, the City would also see an increase in capital facility needs.

2.8 Policy Options and Other Funding Sources

This section describes policy and funding options that are available to the City of Bremerton outside of the dedicated revenues listed above. The options listed are not necessarily being currently considered by the City, but are included to show a range of options that are available.

Policy Changes to Existing Funding Sources

Transportation Benefit District. While the City of Bremerton already has a Transportation Benefit District (TBD) to fund capital improvement of city streets and transportation projects (funded by a $20 dollar vehicle license fee), there is no specific policy for capital spending. Transportation Benefit District Board may set policy direction and could consider dedicating a certain percentage to capital. Recent legislative change also created an opportunity for increasing non-voted vehicle license fee to $50 per vehicle.

Sales Tax. Of the 8.7% sales tax currently collected in the City, a 1% "local" share of the tax accrues to local jurisdictions. The City receives 85% of the 1% local tax and the County receives 15%. This tax is levied on businesses in the area, on construction activity, and on some transactions that are related to housing, such as certain online purchases and telecommunications services. Cities may discretionally use general fund revenues to fund capital improvements. By policy, some cities have chosen to dedicate a portion of their local sales tax toward the construction of their capital needs. All City residents and visitors to the City who make retail purchases within the City limits contribute to this revenue stream.

Other. The City could lobby State legislators to restore some of the funding levels once available to local governments for road improvements. Although local jurisdictions receive a certain percentage of collected Motor Vehicle Fuel (MVF) Tax funds, a combination of factors such as decreasing gas prices and a reduction in both vehicle miles driven and vehicle fuel efficiency has resulted in local MVF Tax allocations that are generally not keeping pace with inflation. In order to restore funding levels, the City could encourage legislators to follow the recent gas tax increase with measures that would raise the tax rate alongside cost inflation, and increase the tax rate over time with fuel efficiency improvements.

New Funding Sources

Transportation Impact Fees. Impact fees are a financing tool that requires new development to pay a portion of the costs associated with infrastructure improvements that are "reasonably related" to that development. The GMA allows agencies to develop and implement a transportation impact fee program to help fund some of the costs of transportation facilities needed to accommodate growth. State law (Chapter 82.02 RCW) requires that impact fees be related to improvements to serve new developments and not existing deficiencies; assessed proportional to the impacts of new developments; allocated for improvements that reasonably benefit new development; and spent on facilities identified in the Capital Facilities Plan.

Legally, financing for improvements that will serve the new development must provide a balance between impact fees and other sources of public funds, and the fees must be structured in a manner that ensures that funds collected do not exceed a proportionate share of the costs of improvements reasonably related to new development.

The City of Bremerton currently has no transportation impact fees.

Park Impact Fees. Similar to transportation impact fees, park impact fees are a financing tool that requires new development to pay a portion of the costs associated with infrastructure improvements that are "reasonably related" to that development. The impact fee must be related to improvements to serve new development and not existing deficiencies; assessed proportional to the impacts of new development; allocated for improvements that reasonably benefit new development; and spent on facilities identified in the Capital Facilities Plan.

The City of Bremerton currently has no parks impact fees.

Local/Road Improvement Districts. If the City needs additional capital funds, it could consider creating a Local Improvement District (LID) or Road Improvement District (RID). Under these programs, the City has the statutory authority to create a new taxing district. The City has established LIDs for water and sewer, though LIDs could be used in additional locations in the future and for other infrastructure, as appropriate. Within these districts, the City may levy an additional property tax (excess levy) to cover debt service payments on the sale of bonds purchased to finance projects within the district. Revenues may only be applied to local, clearly-defined areas in which the land owners being assessed the additional tax benefit from the funded projects. LIDs may be used for water, sewer, and storm water projects. RIDs may only be used to fund road and street improvements.

Other. The City could lobby the State legislature to provide new sources of funding to replace other funding that has been diminished through other state tax initiatives.

Prioritization

Based on adopted or alternative levels of service presented in Chapter 4 a series of capital projects is proposed for the six-year and 20-year periods. As described in Chapter 2, dedicated capital funds are limited and there is a gap between dedicated funds and capital costs. Means to fill gaps with other funding sources are described. However, in consideration of limited resources, another means to aligning funds to projects is to prioritize projects around prioritization principles. Transportation prioritization criteria are included in the Transportation Appendix. Discretionary prioritization principles are listed below for non-transportation facilities:

- Does the project support the Bremerton Comprehensive Plan Vision?
- Does the project support the regionally designated Downtown Center and Puget Sound Industrial Center-Bremerton or the City's Centers Concept?
- Does the project implement an approved functional plan?
- Are there agreements or other official commitments in place or is a substantial amount of work already complete?
- Does the project help complete the existing system in the City or subarea?
- Does the project improve the quality of existing facilities
- Are long-term sustainable maintenance resources available?
- Does a project scope or timing help avoid major maintenance costs down the road?
- Does the project require specific windows of partner participation or is it eligible for specific grants?
- Does the proposal represent a unique funding opportunity?
- Is the project drawing from entrepreneurial opportunity with a long-term capital or program funding stream?
- Is the City the best provider of the facility or service?

- Is there a substantial benefit in relation to cost of the facility service?
- Does the project provide added facilities or services to meet the needs of underserved populations?
- Will the project benefit a significant numbers of persons in the community?

2.9 Six-Year Cost and Revenue Comparison

This section compares Bremerton's dedicated capital facilities revenue sources with its planned project costs for the six-year planning horizon of 2016 – 2021 to understand the difference between future dedicated capital costs and potential future revenues. In most cases, estimated future capital costs are larger than future dedicated capital revenues, which is a trend seen in most cities given the structural and legal limitations on capital funding sources. However, understanding the magnitude of difference can aid the City in planning for ways to fill the gap through other funding methods.

This six-year plan will be continually reviewed and updated as a part of the evolving planning process. Annual budget decisions should prioritize needed funding for capital facilities and this summary helps identify how the capital needs of the future can be successfully funded.

Estimated Project Costs

Exhibit 34 provides the capital project costs for each service provider for the six year planning period and estimated costs for the full study period. However, estimated project costs beyond the six-year period were not available for all categories. Costs were adjusted from constant dollars to year of expenditure dollars using an assumed inflation rate of 3 percent annually to align with the revenue projections presented above.

Exhibit 34. Estimated Capital Project Costs by Category (2016 – 2036 YOE$, in thousands)

Project Costs	Costs 2016- 2021	Total Costs 2016-2036
Fire and Emergency Services	$4,839	$4,839
Law Enforcement	$433	$1,501
Parks and Recreation	$6,887	$27,180
Public Buildings*	$352	$352
Sewer/Wastewater	$91,024	$334,969
Stormwater	$28,935	$28,935
Transportation	$77,992	$762,791**
Water	$36,943	$158,978
Total	$247,405	$1,319,544

* Public buildings projects are all Category II projects. They include regularly scheduled and preventative maintenance and security-related projects in general municipal facilities and parking facilities.

**The Transportation Appendix includes $488.1 million in expenditures over the 2016-2036 period, expressed in current dollars. The amount includes PSIC-Bremerton costs ($205M) which will be shared among agencies and private development based on the SKIA Subarea Plan (with revenues anticipated to include SEPA mitigation, grants, and state funds). For the purposes of Exhibit 34 in this City Services Appendix, the 20-year Transportation costs were escalated into year of estimate (YOE$) dollars as follows: 1) Costs were estimated based on an annual average of 20-year projects beyond the 6-year TIP. 2) All costs were inflated by an annual 3%.

Note: The Parks and Recreation subtotal column accounts for costs in years 2016 – 2019. The Parks and Recreation total column is based on projects beyond 2020.

Source: City of Bremerton, 2014, 2015, 2016; Fehr & Peers, 2015; BERK, 2015 and 2016.

Six-Year Capital Cost and Revenue Comparison

The following section shows how planned project costs compare to estimated capital revenue sources for the six-year planning period between 2016 and 2035. The revenues and costs are both presented in year of expenditure dollars.

These exhibits identify the difference between the planned costs and the estimated revenues, including existing fund balances in capital project funds. **Note that for all service providers identified, their six-year capital plans have been balanced using non-dedicated revenue sources or bonds.**

Exhibit 35. Estimated Streets Capital Revenues and Costs (2016 – 2021 YOE$)

Streets	Costs 2016- 2021
Dedicated Streets Fund Revenues	$12,449,000
2015 Streets Fund Balance	$463,447
Total Streets Funds Available	**$12,912,447**
Capital Streets Costs	$77,992,378
Estimated Dedicated Funding Surplus/(Deficit)	($65,079,931)

Source: City of Bremerton, 2015; BERK, 2015 and 2016; Fehr & Peers 2015.

There is a deficit of around $65 million between expectations for future dedicated streets capital revenues and estimated capital costs for the six-year planning period. Transportation projects have typically been funded by multiple revenue sources, including transfers from utilities funds and the Transportation Benefit District revenues.

Exhibit 36. Estimated Parks and Recreation Capital Revenues and Costs (2016 – 2019 YOE$)

Parks	Costs 2016- 2019
Estimated Parks Grants	$1,634,694
2015 Parks Fund Balance	$133,075
Total Parks Funds Available	**$1,767,769**
Capital Parks Costs	$6,886,598
Estimated Dedicated Funding Surplus/(Deficit)	**($5,118,829)**

* Parks projects were assigned by priority in the 2014 PROS Plan, with those high priority projects expected to take place by 2017 and those medium priority projects expected to be completed by 2019. Of those projects listed to occur between 2014 and 2017, none have been completed to date so it is assumed that high priority projects will occur between 2016 and 2017 and medium priority projects will occur between 2017 and 2019. No specific information on parks projects in the years 2020 and 2021 is available to date.

Source: City of Bremerton, 2015; BERK, 2015; PROS Plan, 2014.

The City of Bremerton is considering a policy of allocating 10 percent of REET revenues to parks capital projects; however, this analysis does not account for this potential policy change. Comparing estimated

future parks capital revenues and estimated future parks costs over the six-year planning period results in a deficit of $5.1 million.

Exhibit 37. Estimated Wastewater Capital Revenues and Costs (2016 – 2021 YOE$)

Wastewater	Costs 2016- 2021
Estimated Wastewater Fund Revenues	$10,840,000
2015 Wastewater Fund Balance	$2,868,425
Total Wastewater Funds Available	**$13,708,425**
Capital Wastewater Costs	$91,024,058
Estimated Dedicated Funding Surplus/(Deficit)	($77,315,633)

* The project costs used for this analysis are from an April 2016 project list.
Source: City of Bremerton, 2015 and 2016; BERK, 2015 and 2016.

Expected costs of wastewater projects exceed estimated revenues dedicated to capital projects. However, utility funds operate as enterprises within the City structure, functioning much like private business entities. The Water Capital Fund relies primarily on debt financing, loans, and operating transfers (based on rates) to fund its capital program. See Section **Sewer / Wastewater 4.6** for more information on financing wastewater capital projects through 2036.

Exhibit 38. Estimated Water Capital Revenues and Costs (2016 – 2021 YOE$)

Water	Costs 2016- 2021
Dedicated Water Fund Revenues	$9,180,000
2015 Water Fund Balance	$1,038,781
Total Water Funds Available	**$10,218,781**
Capital Water Costs	$36,943,402
Estimated Dedicated Funding Surplus/(Deficit)	($26,724,621)

Note: The project costs used for this analysis are from a project list dated April 2016.
Source: City of Bremerton, 2015 and 2016; BERK, 2015 and 2016.

Expected costs of water projects exceed estimated revenues dedicated to capital projects. However, utility funds operate as enterprises within the City structure, functioning much like private business entities. The Water Capital Fund relies primarily on debt financing, loans, and operating transfers (based on rates) to fund its capital program. See Section **Water 4.8** for more information on financing water capital projects through 2036.

Exhibit 39. Estimated Stormwater Capital Revenues and Costs (2016 – 2021 YOE$)

Stormwater	Costs 2016- 2021
Dedicated Stormwater Fund Revenues	$4,080,000
2015 Stormwater Fund Balance	$892,560
Total Stormwater Funds Available	**$4,972,560**
Capital Stormwater Costs	$28,935,055

Stormwater	Costs 2016- 2021
Estimated Dedicated Funding Surplus/(Deficit)	($23,962,495)

Note: Project cost numbers are subject to change when the 2016 CIP is adopted. The project costs used for this analysis are from a project list in April 2016.
Source: City of Bremerton, 2015 and 2016; BERK, 2015 and 2016.

Expected costs of stormwater projects exceed estimated revenues dedicated to capital projects. However, utility funds operate as enterprises within the City structure, functioning much like private business entities. The Water Capital Fund relies primarily on debt financing, loans, and operating transfers (based on rates) to fund its capital program. See Section **Stormwater 4.7** for more information on financing stormwater capital projects through 2036.

Exhibit 40 shows the general capital revenues and costs. Revenues for the general capital fund come from REET.

Exhibit 40. Estimated General Capital Revenues and Costs (2016 – 2021 YOE$)

General Capital	Costs 2016- 2021*
Dedicated General Capital Revenue	$3,915,909
2015 General Capital Fund Balance	$652,930
Total General Capital Funds Available	**$4,568,839**
Committed Debt Service	$2,205,000
General Capital Costs	$2,990,320
Estimated Dedicated Funding Surplus/(Deficit)	**($626,481)**

* Includes Police and Public Buildings planned capital costs. Excludes Fire capital expenditures as Fire projects are expected to be funded by a levy.
Source: City of Bremerton, 2015; BERK, 2015.

This analysis assumes that all REET revenues will be available for capital projects according to REET spending requirements. The City of Bremerton is considering a policy of allocating 10 percent of REET revenues to parks capital projects, but the policy is not yet established and the analysis does not account for this potential policy change.

As shown in Exhibit 41, the total difference between the City's estimated capital costs and projected dedicated capital revenues over the six-year planning period is $199 million.

Exhibit 41. Total Dedicated Capital Revenues and Costs (2016 -2021 YOE$)

Total Capital Funds	Subtotal 2016- 2021
Total Dedicated Capital Funds	$48,148,822
Total Capital Needed	$ $247,405,335
TOTAL DEDICATED CAPITAL FUNDS SURPLUS/(DEFICIT)	**(- $199,256,514)**

Note: Some project cost numbers are subject to change when the 2016 CIP is adopted.
Source: City of Bremerton, 2015 and 2016; BERK, 2015 and 2016.

The difference between Bremerton's total estimated six-year capital costs and six-year dedicated capital revenues represents the structural difference between incoming dedicated capital revenues and planned capital expenditures over the six-year planning period, and does not reflect the City's likely future cash flow for ability to pay. It does, however, represent the City's estimated ability to pay using specifically those revenues dedicated to capital projects. However, there are tools beyond the dedicated revenue streams with which to fund capital projects, such as reprioritization of operating revenues and its unused debt capacity.

2.10 Other Service Providers

General funding information for service providers other than the City of Bremerton summarized in Section 3.0 such as the Bremerton School District. Power and telecommunication services provided by Puget Sound Energy, Cascade Natural Gas, and Century Link QC and addressed in Section 5.0.

3.0 COMPREHENSIVE CAPITAL FACILITY PLAN

3.1 Inventory

An inventory for each service provider is provided in Section 4.0 for each capital facility and utility service provider.

3.2 Levels of Service Consequences

The CFP lays out the level of service (LOS) consequences of growth for the City through 2036. LOS consequences are summarized for each facility reviewed. Exhibit 42 shows the LOS consequences for each facility, with the first column showing the service or facility type that is provided currently as of 2015 and the second column showing the current adopted LOS. The 2016 – 2036 Adjusted LOS shows what LOS standard the City would need to adopt to continue to meet its standard through 2036, based on growth assumed by the preferred alternative. The 2016 – 2036 LOS Policy column describes the service level the City or special district has adopted by policy and can fund during the planning period. Where appropriate, the Policy LOS distinguishes a Base LOS – the LOS that can be afforded within financial means – and a Target LOS where the City anticipates seeking other funding sources (e.g. grants) or partnerships and has a vision for a higher LOS should funding allow.

Exhibit 42. Current LOS and Target LOS by City Service Type

Facility	2015 LOS	2016 – 2036 LOS Policy
Fire & EMS	• Measured response time in 2010: Urban Turnout 3:12 and Travel 3:34 = 7.23 minutes	• 6.0 minute response time
Law Enforcement	• 284 Sq. Ft. per officer • 1.45 officers per 1,000 population	• 250 Sq. Ft. per officer • 1.8 officers per 1,000 population
Parks	• 7.0 Acres per 1,000 population	• Neighborhood Park - Park of at least 1.5 acres within 0.5 mile walking distance • Community Park - Park of at least 10 acres within 2-5 mile driving distance
Public Buildings	• 2,214 Sq. Ft. per 1,000 population	• In order to maintain the current public building space without adding capacity through

Facility	2015 LOS	2016 – 2036 LOS Policy
		2036, plan for 1,600 Sq. Ft. per 1,000 population.
Sewer	• 100 gallons per capita per day (gpcpd), City Services Element • 71 gallons per person per day and 35 gallons per employee per day, Wastewater Comprehensive Plan, 2014	• 71 gallons per person per day and 35 gallons per employee per day
Stormwater	• Maintain per King County Stormwater standards, City Services Element • See BMC 15.04.020, Ecology, Kitsap County, and other manuals and standards referenced	• Maintain per Ecology Stormwater Management Manual for Western Washington or equivalent as determined by BMC 15.04.020
Water	• 157 gallons per equivalent residential unit average 2006-2011, Water System Plan, 2012	• An ERU (equivalent residential unit) of 200 gallons, with a stated goal of 180 gallons

Source: City Services Appendix, 2004; BERK, 2013; BERK, 2015 and 2016.

3.3 Projects

A project list for each service provider is detailed in the inventory section for each capital facility and utility service provider. The project list includes summaries of six-year capital plans, and where available, capital projects for the 2021-2036 planning period.

3.4 UGA Analysis

Bremerton is assigned to the West Bremerton UGA, East Bremerton UGA, and Gorst UGA, though there are no active annexation proposals at this time. However, there is a realistic possibility that the UGA areas will be annexed during the 20 year planning period. As such, the UGA area growth numbers are identified in isolation from the existing city boundaries of Bremerton so that the activity likely to occur there can be considered regardless of when, or if, the UGA areas are annexed.

The City has conducted an analysis of most future Annexation areas individually and collectively, and these studies are included as appropriate. These studies include, but are not limited to:

- Fiscal Impacts of West Bremerton UGA and Gorst UGA Annexation, BERK Consulting, Final August 5, 2015
- Gorst Subarea Plan, City of Bremerton and Kitsap County, December 2013

In addition, the City has analyzed UGAs in the following Capital Facility Plans:

- Parks, Recreation and Open Space Plan, City of Bremerton, Adopted March 19, 2014
- 2014 Wastewater Comprehensive Plan Update, City of Bremerton and HDR, Final December 2014
- Water System Plan Update 2012, City of Bremerton Department of Public Works & Utilities and KPFF, June 2013

4.0 CAPITAL FACILITY DETAIL

4.1 Fire and Emergency Services

Overview

The City of Bremerton Fire Department is responsible for providing emergency and non-emergency fire, rescue, and medical services. The Department's mission is "to heighten the quality of life for citizens of Bremerton in a safe and efficient manner by the prevention of fires, the mitigation of natural and man-made hazards, and providing assistance to citizens in need of emergency services" (Fire Department, 2015).

Inventory

The capital facilities used by the Fire Department include three station buildings, emergency medical services (EMS) vehicles, and Fire Engines, which are operated by 56 employees.

Exhibit 43 summarizes the capital facilities for the Bremerton Fire Department, which includes fire stations located in west, central and east Bremerton. These facilities and the facilities of other Districts are also shown on Exhibit 44.

Three of the six fire engines are reserve units, which are on stand-by to replace the three active units. These three engines are not staffed.

Exhibit 43. Current Facilities Inventory – Bremerton Fire Department

Facility	Location	Vehicles	EMS Services?	Size (Sq. Ft.)
Fire Station No. 1	911 Park Avenue	1 Command 2 Engines 2 Medic Units	Yes	15,346
Max Meigs Fire Station No. 2	5005 Kitsap Way	2 Engines 2 Medic Units	Yes	9,389
Ted Tillet Fire Station No. 3	3027 Olympus Drive	2 Engines 1 Medic Units	Yes	7,640
Drill Tower*	1201 Union Avenue		No	1,500
Total		**1 Command** **6 Engines** **5 Medic Units** **1 Ladder Truck**		**33,875**

* Drill tower owned jointly in partnership with Central Kitsap Fire & Rescue, Kitsap County Fire District #7, Olympic College and the National Guard; Chief Al Duke, 2015.

Source: City of Bremerton Comprehensive plan City Service Appendix, 2010; BERK, 2013.

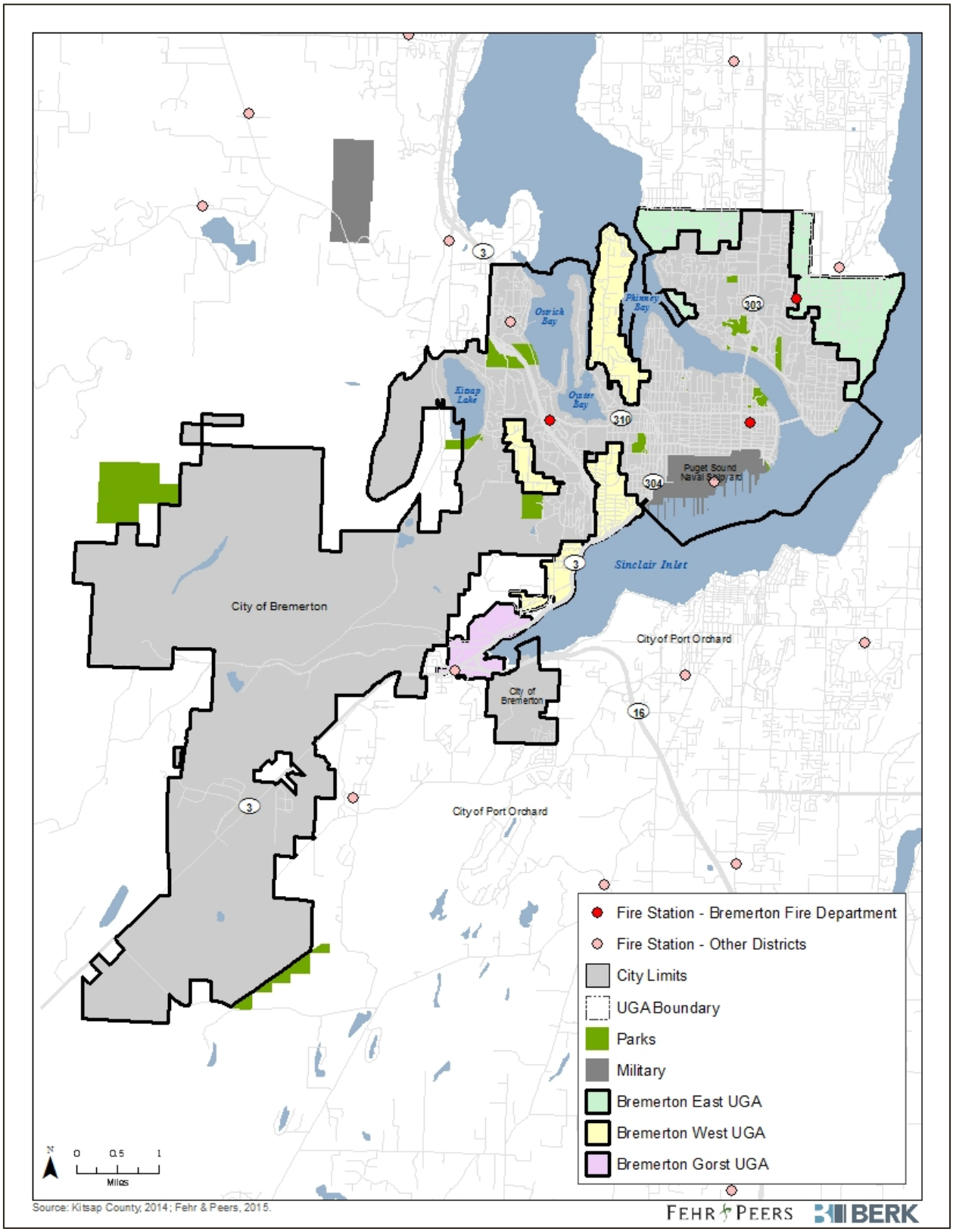
The Bremerton Fire Department, throughout its three stations, is staffed by a total of 56 employees, with a minimum daily staffing of 13 personnel. The staff includes the following:

- 1 Fire Chief
- 4 Battalion Chiefs
- 1 Fire Marshal/Captain
- 1 Medical Officer/Captain
- 1 Fire Prevention Specialist
- 3 Firefighters/Mechanics
- 3 Firefighters/SCBA Repair
- 15 Firefighters
- 9 Lieutenants
- 1 OA Senior Specialist
- 14 Paramedics
- 5 Staff
- 3 Station Captains

Fire Department Headquarters

Response to Apartment Fire

Exhibit 44. Bremerton Fire Department – Fire Stations



Source: City of Bremerton, Kitsap County, Fehr & Peers, and BERK Consulting 2015.

Level of Service Determination

Fire facility needs are a function of facility location and staffing, which feeds into a unit's response time in the case of an emergency. As such, level of service (LOS) is generally measured according to response time. Response time is defined as the amount of time that elapses between the initial call for assistance and arrival of the first emergency unit. Response time is planned for through geographic distribution of stations, type of equipment based at each facility, and the staffing level at each facility.

Bremerton's Fire Department has a current adopted LOS of 6.0 minutes response time. Given that over the 2003-2013 period, there was an average of 0.19 calls per capita annually, the City can expect to have an increase in calls of around 38% between 2015 and 2036. This increase will have an impact on the Department's capacity to meet their adopted response times, increasing the need for emergency services by 2036.

Projects

Exhibit 45 contains a list of capacity and non-capacity projects planned over the next 20 years. Immediate costs for City services are shown for the years 2016-2021. Longer-term capital needs would be associated with annexation of UGAs, described below. Although there are no projects specifically assigned to years 2022 – 2036 at this time, it does not mean that capital spending will not occur in those years.

Exhibit 45. Fire Department Planned Projects (in thousands)

Category / Project Description	Revenue Sources	Cost 2016-2018	Cost 2019-2021	Cost 2022-2036	Total Cost
Category I: Capacity Increasing Projects					
Project Description: none					N/A
Category II: Capital Replacement, Maintenance and Operations					
Station 2 and 3 remodel/ renovation/upgrade	Levy	1,000			1,000
Ladder Truck Replacement (1)	Levy	1,200			1,200
Fire Engine Replacement (2)	Levy	1,200			1,200
EMS Vehicle Replacement (2)	Levy	400			400
Air Tanks (44)	Levy		300		300
Staff Vehicles (6)	Levy		280		280
Portable Radios (40)	Levy		80		80
Thermal Imaging Cameras (3)	Levy		35		35

Source: (Duke, Chief, Bremerton Fire Department, 2015); (Farley, 2015).

Cost and Revenue

Exhibit 46 and Exhibit 47 contain the cost and funding sources for capital investments over the next six years and through 2036.

Exhibit 46. Fire Department Planned Project Costs (in thousands)

Category Summary	Cost 2016 - 2021	Cost 2022 - 2036	Total Cost
Category I (Capacity Projects Required to Meet LOS)	0	0	0
Category II (Other Projects Needed for Maintenance and Operations)	4,495	0	4,495
Total	4,495	0	4,495

Source: (Duke, Chief, Bremerton Fire Department, 2015); (Farley, 2015)

Exhibit 47. Fire Department Planned Project Revenues (in thousands)

Revenue Source	Revenue 2016-2021	Revenue 2022-2036	Total Revenue
November 2015 Levy	4,495	0	4,495
Total	4,495	0	4,495

Source: (Duke, Chief, Bremerton Fire Department, 2015); (Farley, 2015)

UGA Analysis

On average, the Fire Department received 0.19 calls per capita annually between 2003 and 2013, including both fire and EMS calls (Fire Department, 2015). Assuming that this rate continues, the UGA areas will add around 2,600 calls by 2036. These added calls will impact the Department's ability to respond quickly and it is likely that investments will be needed in order to run the service at the desired response time of 6.0 minutes.

East Bremerton is currently served by Central Kitsap Fire & Rescue (CKFR); the District has stations in proximity to the UGA (see Exhibit 43, and the Bremerton Fire Department also has a station in the Sylvan area. The City anticipates based on the 2015 UGA boundaries the City could serve East Bremerton even with the additional population allocation over 20 years. (Duke, Chief, Bremerton Fire Department, 2015)

For the West Bremerton UGA areas, there are fire stations well-situated to respond to these areas. If annexed, the City would take over provision of fire and EMS services for West Hills (currently served by CKFR), Rocky Point (currently served by South Kitsap Fire and Rescue [SKFR]), and Navy Yard City (currently served by SKFR); no additional capital needs are anticipated though there would be a need to add staffing due to the calls for service for Navy Yard City. The Fire Department estimates that annexing Navy Yard City would necessitate changes to the current response zones including the need for two additional firefighters. (BERK Consulting, 2015)

Just outside of the Gorst UGA there is a SKFR District station, which has the ability to provide rapid response times. The station has one engine, one medic unit and one brush truck for fighting wildland fires (AECOM and BERK, 2013). The short term impacts of annexing Gorst UGA are to be addressed through a contract with SKFR. However in the long term, the City would need to look at providing these services directly. In that case, the City would need a fire station (of which there is one currently in Gorst), an engine/paramedic unit, and 6-12 FTE's to provide fire service. (BERK Consulting, 2015)

4.2 Law Enforcement

Overview

The City of Bremerton's Police Department occupies three facilities in three different locations. Administrative functions are in City Hall, the Patrol Division is in the West Precinct, and the Special Operations Group is located in another facility. There are 72 personnel employed by the Bremerton Police Department and five volunteers.

Jail services are currently contracted out to Kitsap County, which consists of a jail, a work release facility, and a juvenile facility and are located on the courthouse campus in Port Orchard.

Inventory

The capital facilities in Bremerton include buildings and vehicles for patrol officers and administrative staff. Exhibit 48 summarizes the capital facilities for the Bremerton Police Department. Location of the stations are shown on Exhibit 49.

Exhibit 48. Current Facilities Inventory – Bremerton Police Department

Facility	Location	Size/Amount (Sq. Ft.)
City Hall/Police Facilities	1025 Burwell Street	7,085
West Precinct/Patrol Headquarters	4846 Auto Center Way	3,700
Capital Hills Fire Station/Special Investigative Unit (SIU)	3001 6th Street	5,400
Total		**16,185**

Source: City of Bremerton Comprehensive Plan City Service Appendix, 2004; BERK, 2013; City of Bremerton, 2015.

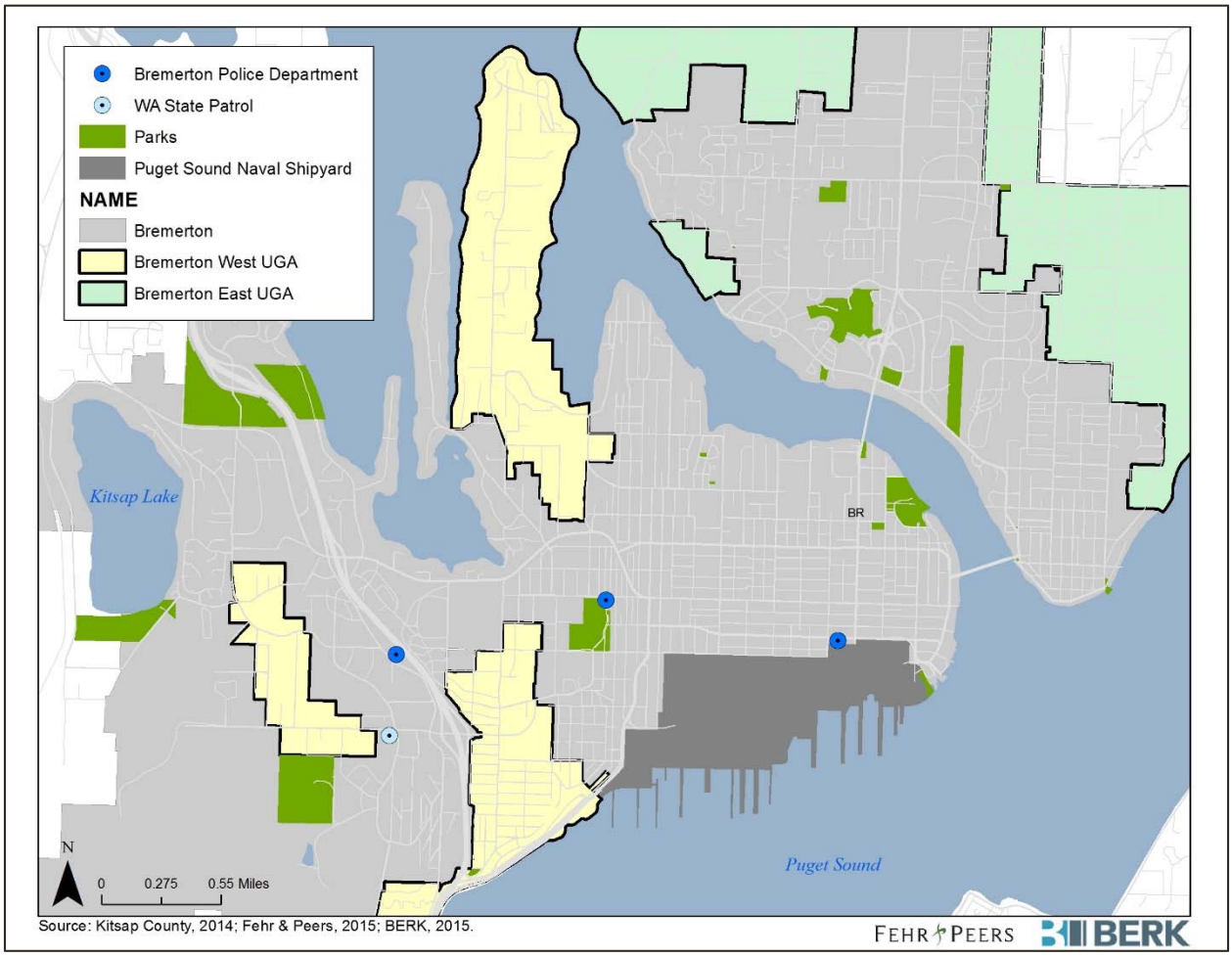
The police department has the following personnel on staff:

- 13 civilian personnel
- 1 Chief
- 2 Captains
- 2 Lieutenants
- 8 Sergeants
- 45 Officers
- 1 School Resource Officer

There are also five volunteer chaplains working with the Bremerton Police Department. (Staffing Levels, 2015)

New Officers

Exhibit 49. Bremerton Police Department – Police Stations



Source: City of Bremerton, Kitsap County, Fehr & Peers, and BERK Consulting 2015.

Level of Service Determination

LOS standards for law enforcement facilities are based on the ratio of officers to population, and the ratio square feet of building space to population. The ratio for LOS is partially dependent on crime rates, which can be impacted by location, socio-economic characteristics, demographics, size of a city and other local dynamics. The current LOS standards for the police department is 1.8 officers per 1,000 residents and 250 square feet per officer and the local staffing level is consistent with state averages. (City of Bremerton, 2004)

Exhibit 50. LOS Analysis – Bremerton Police Department

Time Period	Population or Officers	Square Feet or Officers Needed to Meet LOS standard	Current (Officers or Sq. Ft.)	Net Reserve or (Deficit)
CURRENT OFFICERS LOS STANDARD = 1.8 OFFICERS PER 1,000 POPULATION				
2015	39,410	71	57	(14)
2021	42,985	77	57	(20)
2036	53,407	96	57	(39)
CURRENT FACILITIES LOS STANDARD = 250 SQUARE FEET PER OFFICER				
2015 (current LOS for officers)	57	14,250	16185	1,935
2015 (meeting LOS for officers)	71*	17,735	16185	(1,550)
2021 (meeting LOS for officers)	77*	19,346	16185	(3,161)
2036 (meeting LOS for officers)	96*	24,046	16,185	(7,861)

* Officer count assumes reaching LOS of 1.8 officers per 1,000.
Source: Gorst Planned Action, 2013; BERK, 2015; City of Bremerton, 2015.

Using the LOS of 1.8 officers per 1,000 population, the department currently has a deficit of 14 officers and would have a deficit of 39 officers by 2036. Using the facilities level of service of 250 square feet per officer, the Bremerton Police Department currently has surplus capacity of 1,935 square feet of facilities. However, assuming Bremerton were meeting LOS of 1.8 officers per 1,000 population in the future, Bremerton currently needs an additional 800 square feet of law enforcement facilities and will need an additional 7,800 square feet by 2036. This would require an almost 50 percent increase in space over the current 16,185 square feet of law enforcement facilities.

Projects

Exhibit 51 contains a list of capacity and non-capacity projects planned over the next 20 years.

Exhibit 51. Police Facilities Planned Projects (in thousands)

Category / Project Description	Priority	Revenue Sources	Cost 2016 - 2018	Cost 2019 - 2021	Cost 2022 - 2036	Total Cost
Category I (Capacity Projects Required to Meet LOS)						
Projects	N/A	N/A	N/A	N/A	N/A	N/A
Category II (Other Projects Needed for Maintenance and Operations)						
Police Special Projects: Body cameras, fleet car, raid van			240	150	700	1,090

Source: (Burchett, 2015)

The current CIP includes $90,000 for the year 2015 that would likely be moved forward to 2016: $40,000 is proposed for body cameras which would be implemented when the City completes a public records ordinance, and $50,000 for a fleet car. A new fleet car is anticipated annually between 2015 and 2020 as these vehicles are replaced after 125,000 miles. A raid van would also be needed within one years' budget. Other expenditures are not anticipated unless annexation occurs (see below). For the purposes of this CFP, $50,000 per year for the period 2021-2036 is assumed based on the annual fleet replacement costs.

Cost and Revenue

Exhibit 52 and Exhibit 53 contain the cost and funding sources for capital investments over the next six years and through 2036.

Exhibit 52. Police Department Planned Projects Cost (in thousands)

Category Summary	Cost Years 2016-2021	Cost Years 2022-2036	Total Cost
Category I (Capacity Projects Required to Meet LOS)	0	0	0
Category II (Other Projects Needed for Maintenance and Operations)	390	700	1,090
Total	390	700	1,090

Source: BERK 2015; City of Bremerton, 2015; 2015 – 2020 Capital Improvement Plan.

Exhibit 53. Police Department Planned Projects Revenue (in thousands)

Revenue Source	Revenue Years 2016-2021	Revenue Years 2022-2036	Total Revenue
General Government Capital Improvement Fund (REET)	390	700	1,090
Total	390	700	1,090

Source: BERK 2015 (2016 - 2021 Capital Improvement Plan, 2015)

UGA Analysis

Using the LOS of 1.8 officers per 1,000 residents, the UGA population alone would require around 23 officers by 2036. At the current LOS, the number of officers needed to meet the standard of 1.8 officers per 1,000 is currently unmet and Bremerton would continue to see a deficiency through 2036. Given that annexation would result in around 13,200 new residents under the protection of the Bremerton law

enforcement officials, Bremerton would need to make investments in the facilities as well as hire more officers on staff in order to meet LOS standards by 2036.

Existing police stations are centrally located towards the downtown area of the City of Bremerton.

East Bremerton is currently served by the Kitsap County Sheriff. The County has several stations in central and south Kitsap County though not in the study area:

- Central Office: 3951 Randall Way, Silverdale, WA
- Kitsap Mall Office: 10315 Silverdale Way NW, Silverdale, WA
- Main Office 614 Division Street, Port Orchard, WA

Based on the 2015 UGA boundaries, the City anticipates being able to serve East Bremerton even with the additional population allocation over the next 20 years. (Burchett, 2015)

If the West Bremerton and Gorst UGAs were to be annexed, no capital facilities would be needed in the short term or long term according to the City's recent annexation study. However, there would be a need to add officers and alter patrol zones to ensure response time objectives are met. While Rocky Point, West Hills, and Gorst do not currently generate a large call volume, Navy Yard City is known for a high volume of service calls related to felony crimes. If a new patrol area were added, it would require 6.0 FTEs to provide full-day patrol service. There would also be a need for 0.5 FTE Community Resource Specialists. (BERK Consulting, 2015)

4.3 Parks and Recreation

Overview

Bremerton provides a system of parks and open space areas which are managed by the City's Parks and Recreation Department, along with the help of the Bremerton Parks and Recreation Commission. The service area for the parks system includes all land within Bremerton's city limits but the City's plans consider the City's assigned UGAs and Central Kitsap. This Parks analysis is consistent with the *2014 Parks, Recreation and Open Space Plan*.

Rotary Park, 2015

Inventory

Bremerton has 331 acres of parks and recreation facilities and ten miles of trails. Exhibit 54 provides a list of parks facilities in the City of Bremerton. Local parks are divided into a variety of categories: Regional, Neighborhood, Community, Pocket, Natural, Plazas, and Streetscapes & Greenways, each with a different purpose and specifications. Only Neighborhood and Community Parks are assigned levels of service.

Exhibit 54. Current Facilities Inventory

Facility	Location	Size/Amount
Parks and Lands		*Acres*
Regional Parks: Pendergast Park (also considered a neighborhood park for those within a 1/3 mile walking distance)	1199 Union Avenue	50.3
Community Parks	Exhibit 56	78.1
Neighborhood Parks	Exhibit 57	44.8
Pocket Parks	Exhibit 58	6.08
Natural Areas	Exhibit 59	111.4
Plazas	Exhibit 60	5.7
Streetscapes & Greenways	Exhibit 61	9.5
Ivy Green Cemetery	1401 Naval Avenue	14.9
Total Acres		***276.0***
Other Facilities:		*Square Feet*
Bremerton Senior Center	1140 Nipsic Avenue	5,000
Glenn Jarstad Aquatic Center	50 Magnuson Way	21,000
Sheridan Community Recreation Center	680 Lebo Boulevard	30,000
Gold Mountain Golf Complex	7263 W. Belfair Valley Rd	180 Acres
Total Square Feet		***56,000 SF/180 Acres***

Source: Bremerton Parks, Recreation and Open Space Plan, 2014.

Additional information about parks and recreation in Bremerton, including more specific information about park properties, is available in the *2014 Parks, Recreation and Open Space Plan.*

Level of Service Determination

The Bremerton Parks and Recreation Department updated level of service standards in the 2014 Parks, Recreation and Open Space Plan (PROS). See Exhibit 55.

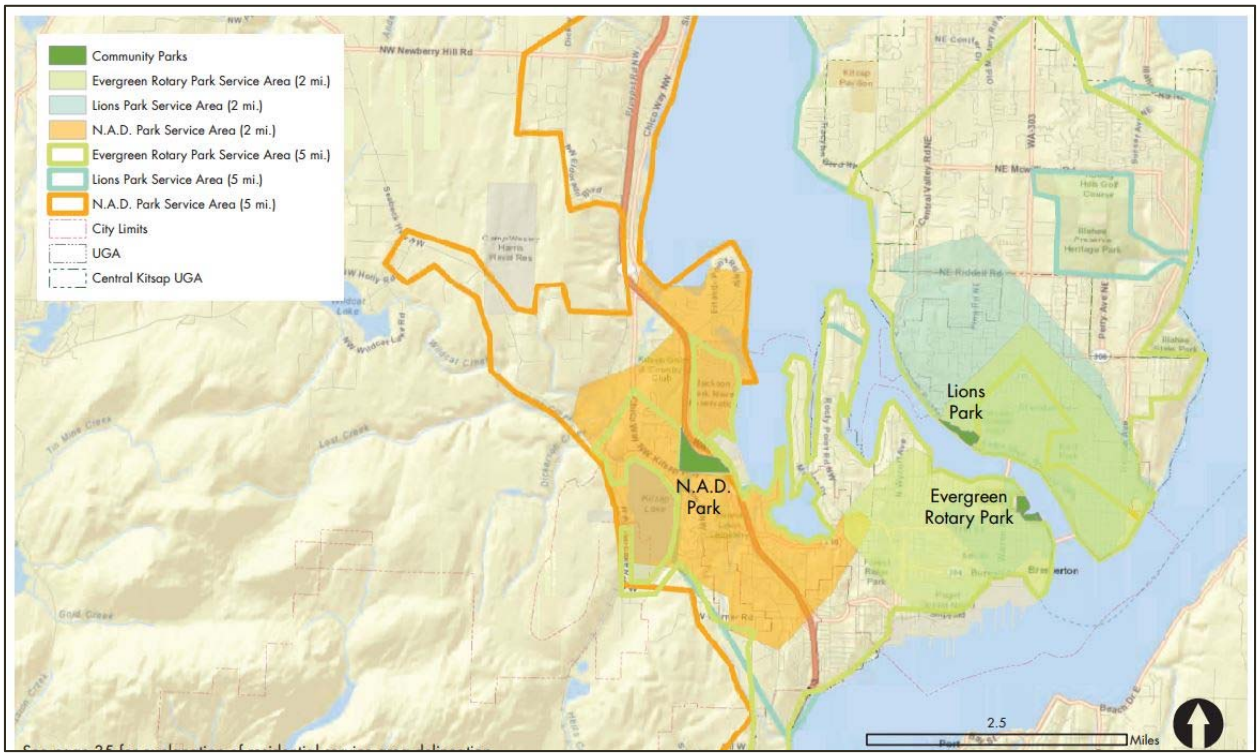
Exhibit 55. Bremerton and NRPA LOS Comparison

	Neighborhood Park Size	Neighborhood Park Service Area	Community Park Size	Community Park Service Area
NRPA Guideline	5 – 10 acres	0.25 - .5 mile	30 – 50 acres	0.5 – 3 miles
Bremerton LOS Standard	1.5 – 10 acres	0.5 mile	10 – 50 acres	2 – 5 miles

Source: Bremerton Parks, Recreation and Open Space Plan, 2014; National Recreation and Parks Association, 1995.

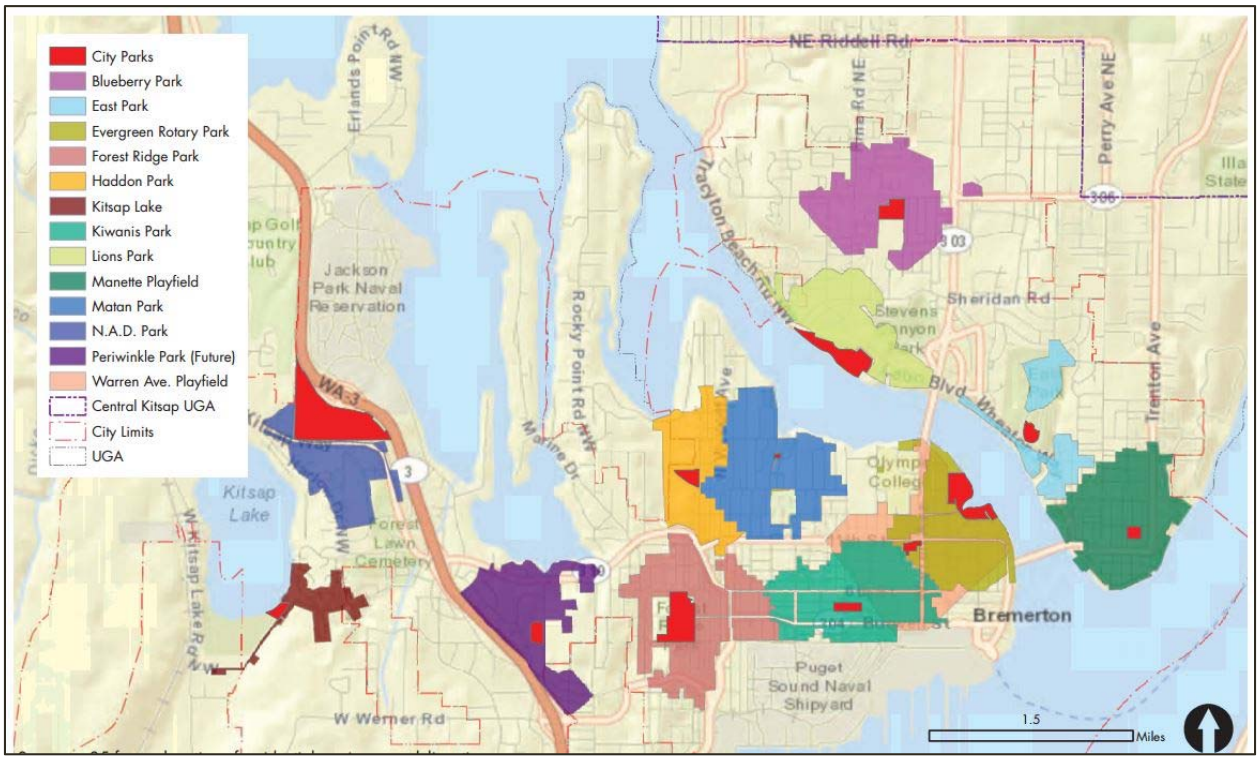
Based on the neighborhood and community park LOS standards for park service areas, the City of Bremerton has not completely met its service goals and there are gaps in the system. See Exhibit 56 and Exhibit 57.

Exhibit 56. Bremerton Parks & Recreation - Community Parks 2-5 Mile Service Area



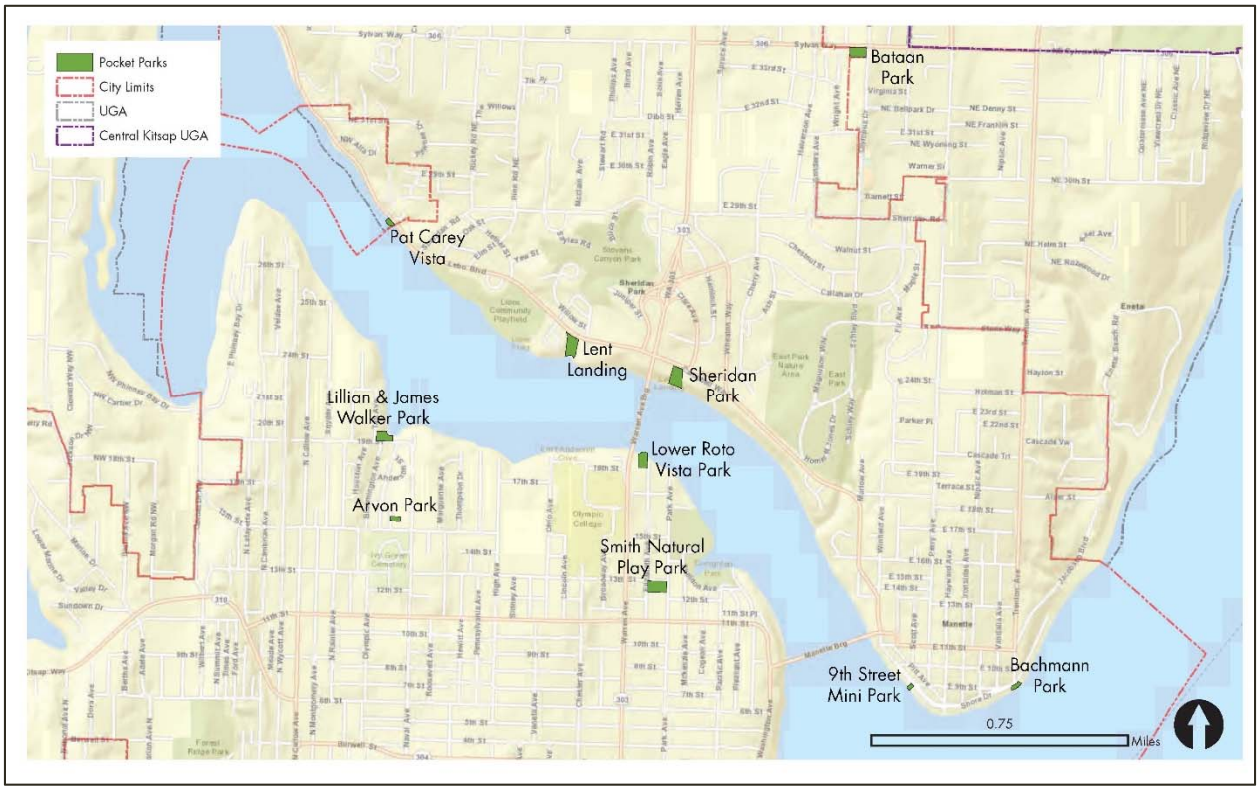
Source: (Parks, Recreation & Open Space Plan, 2014)

Exhibit 57. Bremerton Parks and Recreation – Neighborhood Parks ½ Mile Service Area



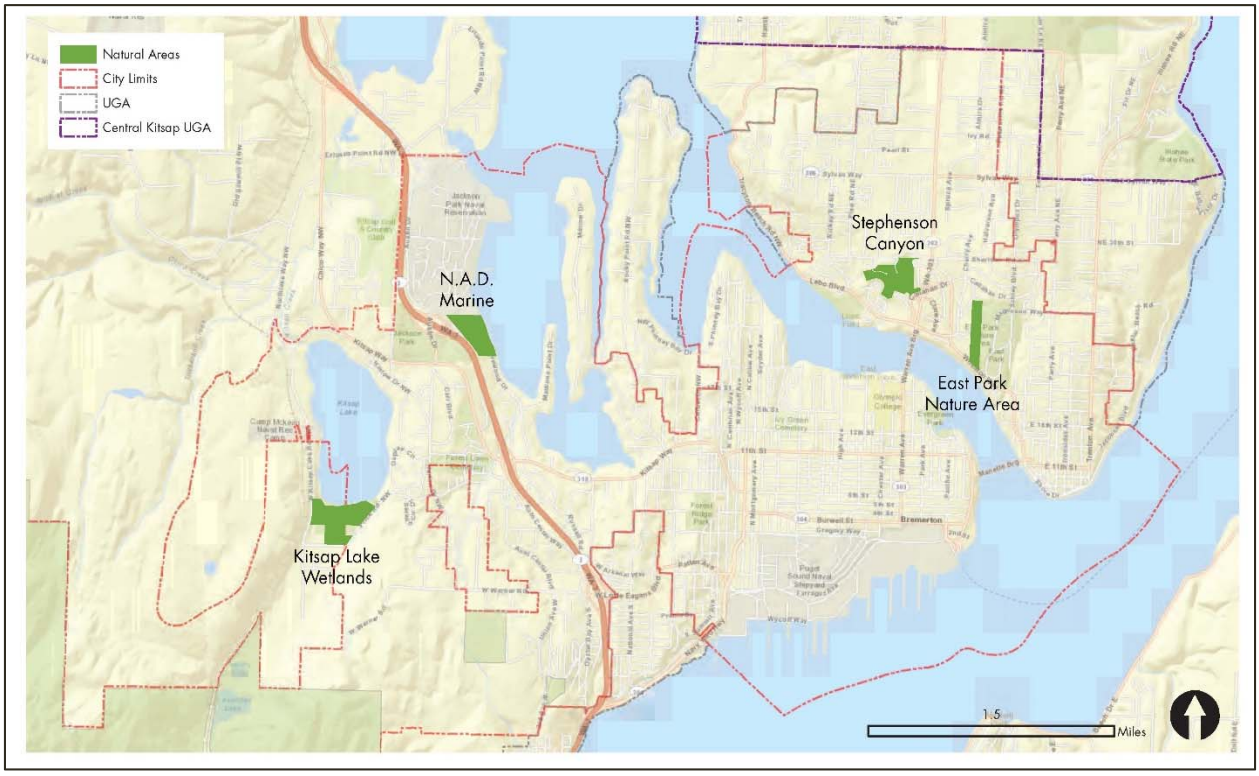
Source: (Parks, Recreation & Open Space Plan, 2014)

Exhibit 58. Pocket Parks



Source: (Parks, Recreation & Open Space Plan, 2014)

Exhibit 59. Natural Areas

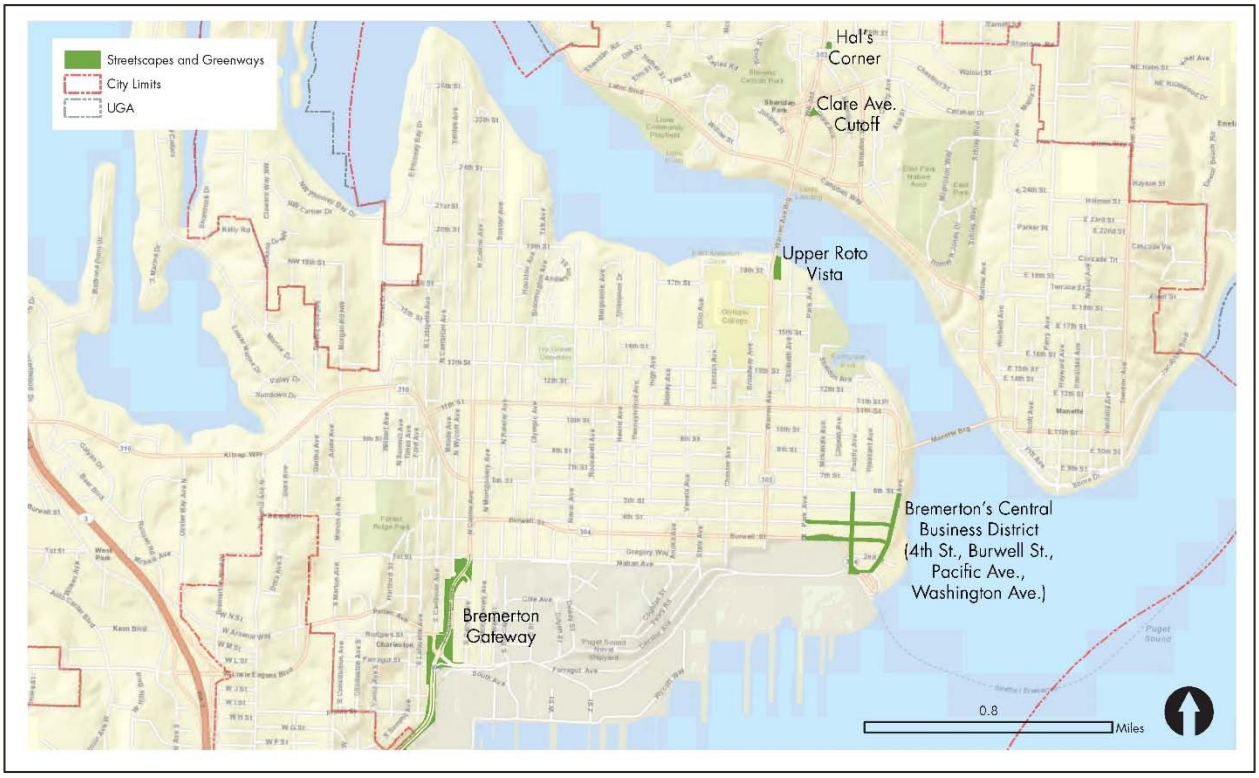


Source: (Parks, Recreation & Open Space Plan, 2014)

Exhibit 60. Plazas

Source: (Parks, Recreation & Open Space Plan, 2014)

Exhibit 61. Streetscapes and Greenways



Source: (Parks, Recreation & Open Space Plan, 2014)

Projects

Exhibit 62 contains a list of capacity and non-capacity projects planned over the next 20 years.

Exhibit 62. Parks Planned Projects (in thousands)

Project and Cost/Revenue	Priority	Revenue Source	Cost 2016 - 2017	Cost 2018-2019	Cost 2020-2036	Total Cost
CAPACITY PROJECTS (Projects Required to Meet LOS)						
Manette Playfield - Develop master plan and enact recommendations to bring up to standard	High	50% Grant, 40% REET, 10% Donation	500	-	-	500
Warren Avenue Playfield - Acquisition for neighborhood park expansion to bring up to standard. Develop master plan and enact recommendations.	High	60% Levy, 20% REET, 20% Grant	-	-	1,575	1,575
Wheaton / Riddell (1.5-3 acres) - Acquisition for future neighborhood park site	High	50% Grant, 50% REET	-	-	130	130
Haddon Park - Upgrade park with amenities to bring up to standard	High	50% Grant, 40% REET, 10% Donation	-	300	-	300
Off- Leash Dog Park - develop permanent off-leash park on existing land	Medium	50% Grant, 40% REET, 10% Donation	-	200	-	200
NAD Park - Develop master plan and enact recommendations to bring up to standard	Medium	50% Grant, 40% REET, 10% Donation	-	475	-	475
Forest Ridge Park - Develop master plan and enact recommendations to bring up to standard	Medium	50% Grant, 50% REET	-	400	-	400
Pendergast Regional Park - Upgrade to bring up to standard	Medium	Donation via lease with non-profit	-	1,390	-	1,390
Lions Park - Upgrade boat launch, dock, parking to bring up to standard	Medium	75% Grant, 25% REET	-	1,135	-	1,135
Evergreen Rotary Park - Upgrade with amenities (Complete perimeter pathway; Enhance beach access/habitat; Replace shelter; Improve Farmer's Market facilities.)	Medium	50% Grant, 25% REET, 25% Donation	-	-	1,170	1,170
P-Patch Garden - Develop community garden	Medium	50% Grant, 50% Donation	-	-	200	200
Kitsap Lake Park - Upgrade with amenities (boat launch, shelter, signage) to bring up to standard	Medium	50% Grant, 50% REET	-	-	300	300
Matan Park Expansion - Acquisition for neighborhood park expansion to bring up to standard	Medium	50% Grant, 50% REET	-	-	60	60

Project and Cost/Revenue	Priority	Revenue Source	Cost 2016 - 2017	Cost 2018-2019	Cost 2020-2036	Total Cost
Perry / Sylvan (1.5-3 acres) - Acquisition for future neighborhood park site	Medium	50% Grant, 50% REET	-	-	130	130
Acquisition for future neighborhood park site near Wheaton / Sheridan Could be replaced by no- cost lease of School District property across Sheridan.	Medium		-	-	190	190
NON-CAPACITY PROJECTS (Other Projects Needed for Maintenance and Operations)						
Harborside Park - Line fountain basins	High	REET	125	-	-	125
Memorial Plaza Fountain - Repair and line concrete waterways	High	REET	75	-	-	75
Playground Replacement - 14 parks	High	50% REET, 50% General Fund	100	100	300	500
Jarstad Park to Kitsap Lake Trail	High	50% Grant, 50% Donation	-	-	TBD	-
Park and Trail Signage System - Develop and install standardized entry, wayfinding and historical signs	High	50% Grant, 50% Donation	-	175	-	175
Kitsap Lake Park - Upgrade with amenities (boat launch, shelter, signage) to bring up to standard	Medium	50% Grant, 50% REET	-	-	300	300
Bataan Park - Upgrade with ADA Access and amenities to bring up to standard	Medium	50% Grant, 40% REET, 10% Donation	-	-	125	125
Irrigation Upgrades - Upgrade or install automatic irrigation systems	Medium	REET	-	550	-	550
Forested Areas - Develop forest management plan for heavily wooded parks	Medium	Grant	-	20	-	20
Maintenance Facility - Develop permanent maintenance facility	Medium	REET	-	700	-	700
Water Trail Amenities- Develop non-motorized water craft amenities	Medium	50% Grant, 50% Donation	-	10	-	10
Sheridan Park Community Center – Renovate building to meet codes: ADA, HVAC, Restrooms, Windows, Parking Lot	Medium	50% Levy, 50% REET	-	-	2,500	2,500
Senior Center - Improve or Replace (ADA access, main entrance, parking lot)	Medium	50% Levy, 50% REET	-	-	5,500	5,500

Project and Cost/Revenue	Priority	Revenue Source	Cost 2016 - 2017	Cost 2018-2019	Cost 2020-2036	Total Cost
Lower Roto Vista Park - Improve park access with signage and new stairs	Medium	50% Grant, 50% Donation	-	-	30	30
Pat Carey Vista - Pave parking area; Enhance shoreline	Medium	50% Grant, 50% REET	-	-	125	125
Bachmann Park - Enhance landscaping; Repave plaza; Install water fountain	Low	REET	-	-	120	120
Gateway - Replace landscaped median with low-maintenance alternative	Low	REET	-	-	140	140
Evergreen Rotary Park - Overlay parking lot	Low	50% Grant, 50% REET	-	-	150	150
Sheridan Park - Upgrade waterfront pocket park	Low	50% Grant, 50% REET	-	-	200	200
Kitsap Lake Wetlands - Develop Master Plan	Low	General Fund	-	-	20	20
9th Street Mini Park - Upgrade pocket park with shoreline naturalization and landscaping	Low	REET	-	-	60	60
Ivy Green Cemetery - Replace perimeter fence and entry sign; Install permanent restroom	Low	REET	-	-	350	350

Source: (Parks, Recreation & Open Space Plan, 2014); (Berna, 2015)

Cost and Revenue

Exhibit 63 and Exhibit 64 contain the cost and funding sources for capital investments over the next four years and through 2036.

Exhibit 63. Parks Planned Projects Cost (in thousands)

Category Summary	Cost 2016 - 2019	Cost 2020 -2036	Total Cost
Category I (Capacity Projects Required to Meet LOS)	4,400	3,755	8,155
Category II (Other Projects Needed for Maintenance and Operations)	1,855	9,920	11,775
Total	**6,255**	**13,675**	**19,930**

Source: (Parks, Recreation & Open Space Plan, 2014); City of Bremerton, BERK 2015

Exhibit 64. Parks Planned Projects Revenues (in thousands)

Category Summary	Revenue 2016 - 2019	Revenue 2020 -2036	Total Revenue
ALL REVENUES			
Grants	1,901.25	1,870.00	3,771.25
REET	2,623.75	6,175.00	8,798.75
Donations	1,630.00	515.00	2,145.00
General Fund	100.00	170.00	270.00
Levy	-	4,945.00	4,945.00
TOTAL	**6,255.00**	**13,675.00**	**19,930.00**

Source: (Parks, Recreation & Open Space Plan, 2014); City of Bremerton, BERK 2015

UGA Analysis

On the whole a population of nearly 13,500 persons in the UGA would mean a total need for 11.5 acres of neighborhood parks and 20 acres of community parks.

Within the city limits near the East Bremerton UGA, Recreational facilities like the Sheridan Park Community Center, Senior Center, and Glenn Jarstad Aquatic Center are concentrated. (Parks, Recreation & Open Space Plan, 2014) With additional population growth there would be a need to add facilities based on the City's LOS standard.

In West Bremerton and Gorst UGAs, additional park acres would be needed to meet City standards if annexed. To meet LOS standards established by the City, a neighborhood class level park is required to be within ½ mile pedestrian distance of all residences. The LOS park analysis excludes the Navy Yard City and Harborside Fountain Park in Bremerton. Pendergast Regional Park serves as a neighborhood park for those residents living within a half mile walking distance and is included in the LOS analysis as a neighborhood park (Berna, 2015).

Using a LOS minimum standard of 1.5 acres per new neighborhood park, based on the land area included in the UGAs and the locations of existing neighborhood and community parks, the analysis estimates that there would need to be an additional seven neighborhood parks. This would translate into a minimum of 10.5 acres of new park lands that would need to be purchased in the annexed areas. The estimated cost of purchasing new park lands depends on a variety of factors such as location, site topography, potential remediation needs, and other factors. (BERK Consulting, 2015)

4.4 Public Buildings

Overview

Public buildings in the City of Bremerton are facilities that are necessary ensure that day-to-day responsibilities of the government have a place to conduct business (such as City Hall) or that provide some other sort of service to the community (such as libraries). City building facilities should provide convenience and access to those using the facilities, and they should be planned, constructed, maintained, and operated with consideration of public financial resources.

Inventory

Exhibit 65 lists the inventory of public building facilities in the City of Bremerton.

Exhibit 65. Facilities Inventory – Public Buildings

Facility	Location	Size (Sq. Ft.)
Norm Dicks Government Center	345 6th Street	15,138
Public Safety Buildings – Police Department	1025 Burwell Street - Bldg. A	21,727
Municipal Court	550 Park Avenue	9,816
Library	612 Fifth Street	8,158
Community Theater	599 Lebo Boulevard	14,800
Admiral Theatre	507 Pacific Avenue	25,000
Golf Course Clubhouse	7263 W Belfair Valley Road	16,346
Sheridan Park Community Center	680 Lebo Boulevard	30,000
Puget Sound Naval Museum & Fountain Room	251 First Street	9,000
Glen Jarstad Aquatic Center	2270 Schley Boulevard	21,000
Senior Citizens Center	1140 Nipsic	5,000
Public Works Complex	100 Oyster Bay	32,300
Pendergast Regional Park Restroom/Concession Building	1199 Union Avenue	2,500
Golf Course Concession Building	7263 W Belfair Valley Road	460
Conference Center	100 Washington Avenue	22,100
Total Public Buildings		**233,345**

Source: City of Bremerton, 2015.

Level of Service Determination

Exhibit 66 shows illustrates an LOS standard that would maintain capacity through 2036 with the current inventory.

The analysis calculates an administrative LOS including the City Hall, Public Works Complex, Park Headquarters, and Municipal Court. Remaining facilities are cultural or recreational rather than administrative and should be planned based on user and City needs. The library is part of the Kitsap Regional Library System.

Exhibit 66. LOS Analysis – Bremerton Public Buildings

Time Period	Population	Sq. Ft. Needed to Meet LOS	Current (Sq. Ft. per 1,000)*	Net Reserve or (Deficit)
LOS STANDARD = 1,600 SQUARE FEET PER 1,000 POPULATION				
2015	39,410	63,056	87,254	24,198
2021	42,985	68,776	87,254	18,478
2036	53,407	85,451	87,254	1,803

*Current Square Feet includes City Hall, the Public Works Complex, the Park Headquarters, and the Municipal Court.
Source: BERK, 2015.

The City should have an LOS for facilities deemed necessary for development. In the past the City has not identified a specific LOS standard for public buildings as it is not directly tied to development; though it may be affected by addition of population such as through UGA expansions. The City may optionally provide a LOS measure.

The current effective level of service for administrative buildings is around 2,200 square feet per 1,000 residents.

Adjusting the LOS for public buildings to around 1,600 square feet per 1,000 residents, there would be capacity to continue meeting the LOS standard in public buildings beyond 2036.

Projects

According to city staff, there are currently no public building projects planned beyond 2018. All projects are Category II, and include security, renovation, and preventative maintenance projects. Exhibit 67 shows planned projects for public buildings in Bremerton. Although there are no public building projects currently planned in years 2022 through 2036, the City should expect capital investments to occur during this time.

Exhibit 67. Public Buildings Planned Projects (in thousands)

Category Summary	Revenue Source	Cost 2016 - 2021	Cost 2022 - 2036	Total Cost 2016 -2036
Category I (Capacity Projects Required to Meet LOS)	General Capital/REET	-	-	-
Category II (Other Projects Needed for Maintenance and Operations)	General Capital/REET	247	-	247
Total		247	-	247

Source: City of Bremerton, 2015; BERK, 2015.

4.5 Transportation

See Transportation Appendix under separate cover.

4.6 Sewer / Wastewater

Overview

Wastewater services are provided by the Bremerton Department of Public Works and Utilities. The service area covers 13 drainage basins, with four extending beyond the city limits into unincorporated county areas. The *2014 Wastewater Comprehensive Plan* analyzes the system for its current and future capacity and improvement needs. The 2014 Plan is an update to the 2005 plan and is on a 20-year planning horizon through year 2033.[2] The Plan fulfills state requirements in WAC 173-240-020.

The wastewater system is in charge of sewage collection, transmission, treatment, and bio-solids reuse. The wastewater service area served by the utility is the City of Bremerton, as well as the unincorporated areas of West Bremerton, East Bremerton and other bordering areas. The utility also serves the Puget Sound Naval Shipyard and other U.S. Navy facilities. (2014 Wastewater Comprehensive Plan Update, 2014)

[2] It should be noted the plan uses population estimates consistent with City plans in the city limits and similar to County plans in the UGAs; it should be noted that countywide population estimates were extended from 2025 to 2036 without increase and thus the 2033 time horizon is considered compatible with the Comprehensive Plan Update horizon of 2036. (See Executive Summary 1-2 and East Bremerton and West Hills appendix, page 8 in the (2014 Wastewater Comprehensive Plan Update, 2014))

The Clean Water Act is the federally regulating act for wastewater collection, treatment, and disposal. The Environmental Protection Agency has the authority to implement pollution control and to delegate enforcement to the states when states enforce regulations that are equally or more restrictive than the federal regulations. As such, in Washington State, Department of Ecology administers and enforces the Clean Water Act. Specifics about the State's regulations are detailed in the *2014 Wastewater Comprehensive Plan,* which complies with general sewer plan requirements laid out by Washington State Law (WAC 173-240-050).

Since a 1992 lawsuit between Puget Soundkeeper and Bremerton related to implementation of measures regulated by the Federal Clean Water Act, Bremerton has responded by implementing those measures that were ordered by Ecology as a result of the suit. More information can be found in the *2014 Wastewater Comprehensive Plan*.

The wastewater treatment plant in Bremerton has been in compliance with discharge standards since 2005 and has continually received annual Outstanding Performance Awards from Ecology. A new permit issued in 2013 requires Bremerton to plan for expansion when the flow reaches 85 percent of the capacity for three consecutive months. The 2014 plan anticipates that the permit capacity could potentially reach year 2033, assuming population growth occurs as projected. See the *2014 Wastewater Comprehensive Plan* for more information about wastewater capacity planning through 2033, which fits closely with this plan's 2036 planning period and growth numbers. (2014 Wastewater Comprehensive Plan Update, 2014)

Service Area

The sewer service area is the City of Bremerton's city limits, assigned UGAs, and two areas near Kitsap Lake near the West Bremerton UGA. The City also accepts flows from the U.S. Navy Puget Sound Naval Shipyard as well as Kitsap County Sewer District No. 1 through contracted service agreements. As identified in the *2014 Wastewater Comprehensive Plan*, the area served by sewer is around 29 percent watershed or utility land, 29 percent single family residential, 24 percent industrial, and 7 percent mixed use with small areas of other land classifications. (2014 Wastewater Comprehensive Plan Update, 2014)

Inventory

The existing wastewater treatment plant has a permit limit of 15.5 MGD. The *Wastewater Comprehensive Plan 2014* describes flow loads and flow projections (see Level of Service below). Bremerton's sewer collection system takes flows from conventional sanitary sewage, stormwater inflow and groundwater infiltration. Exhibit 68 lists the specific facilities providing wastewater services in Bremerton.

Exhibit 68. Facility Inventory – Wastewater Treatment Facilities

Facility	Location	Capacity/Size
Bremerton Wastewater Treatment Plant	1600 Oyster Bay Ave W	15.5 mgd permit limit
Forest Enhancement Sites One & Two	Near Gold Mtn. Golf Course	300 acres

Source: Wastewater Comprehensive Plan, 2014; City Services Appendix, 2012.

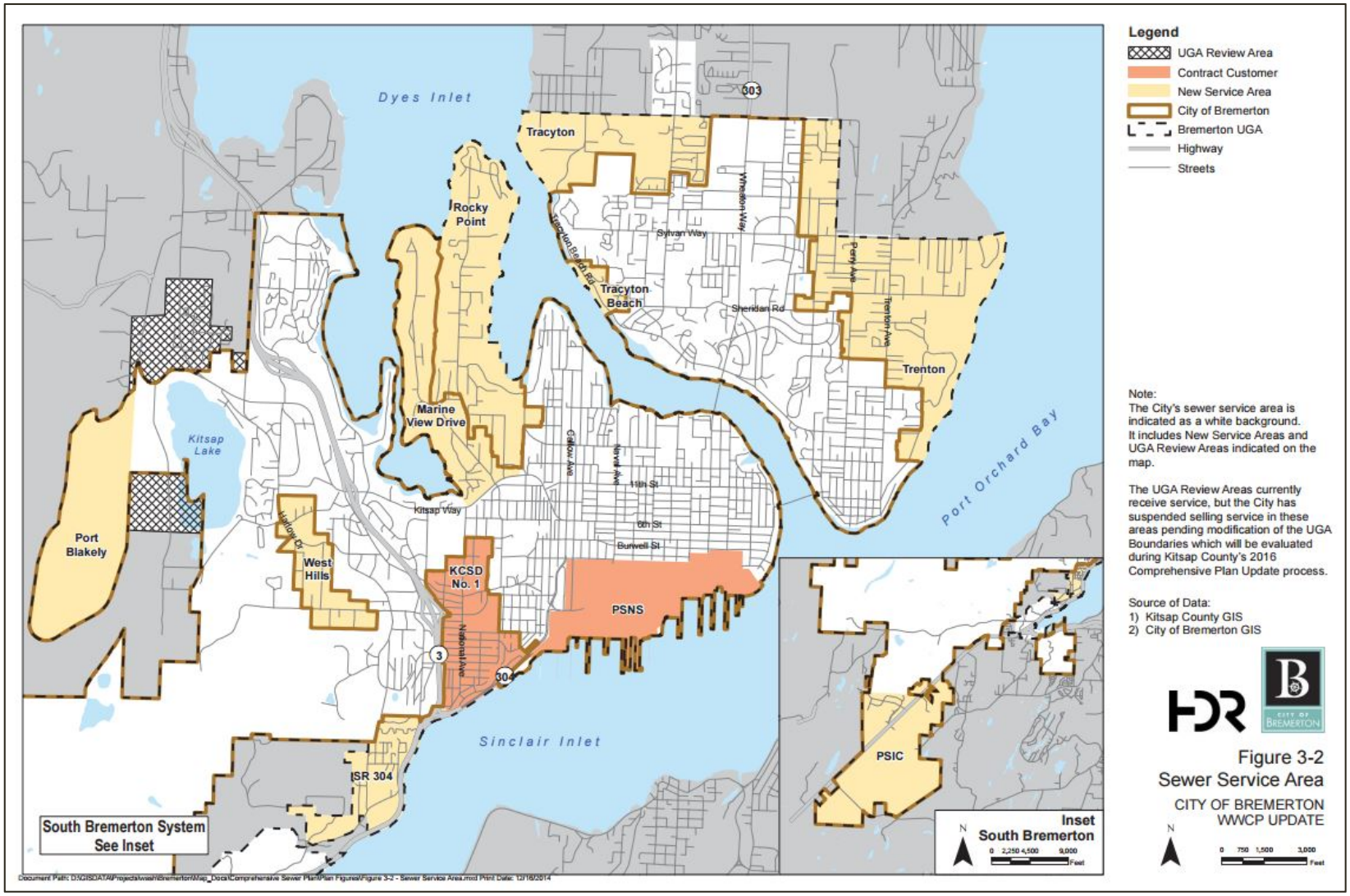
The components of the wastewater system can be found in Exhibit 69.

Exhibit 69. Facility Inventory – Wastewater System Components

Wastewater System Component	Count
Sewer Basins	22
Pipeline Miles	176
Pump Stations	39
Odor Control Stations	7
CSO Outfalls	15
Westside Wastewater Treatment Plant	1
Eastside CSO Treatment Plant	1
Design Flow (mgd)	10.1
Average Annual Flow (mgd)	4.7

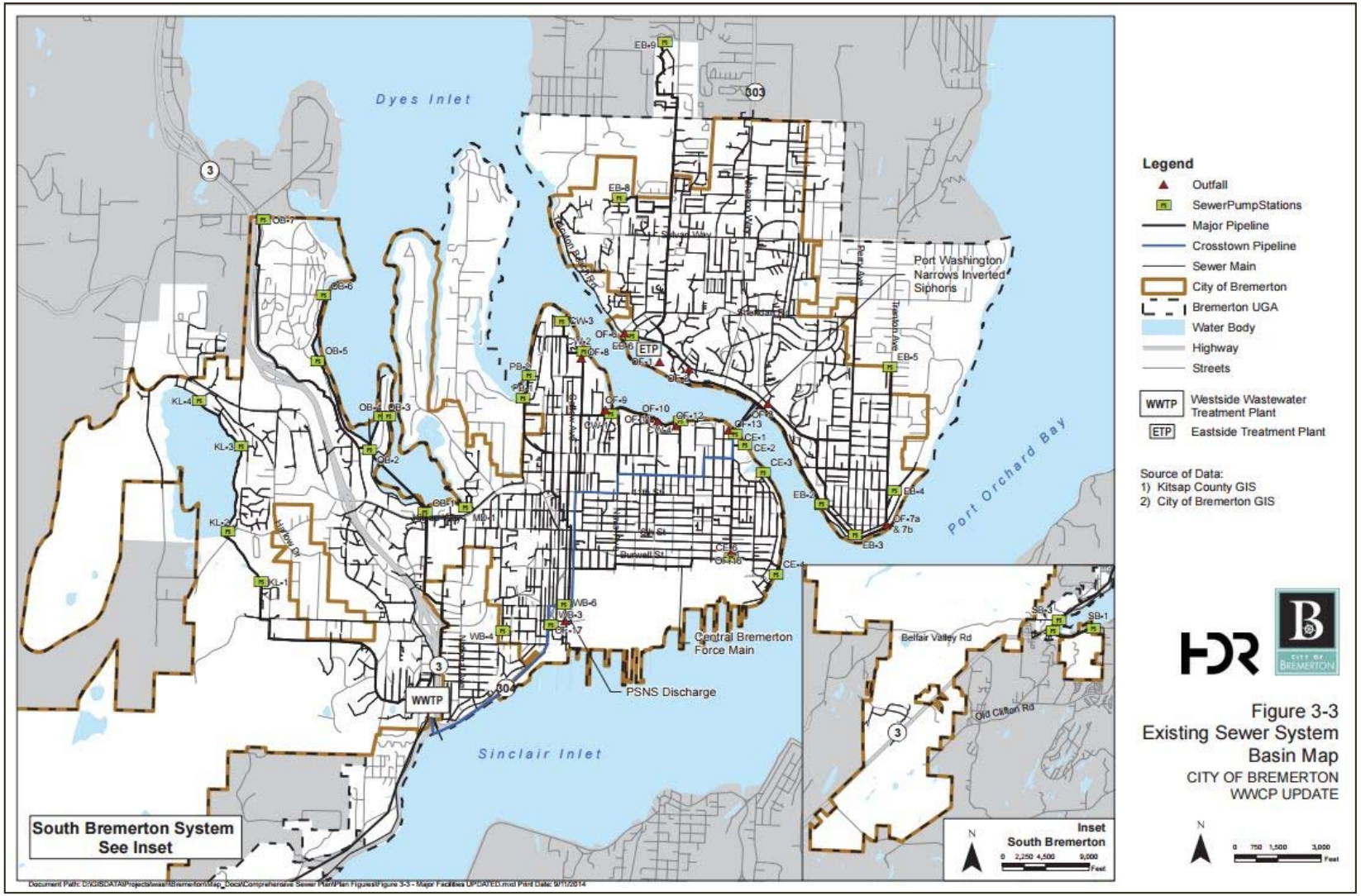
Source: Wastewater Comprehensive Plan, 2014

Exhibit 70. Bremerton Sewer Service Area



Source: Bremerton Wastewater Comprehensive Plan Update, 2014.

Exhibit 71. Bremerton Sewer Utility System Elements



Source: Bremerton Wastewater Comprehensive Plan Update, 2014.

Level of Service Determination

The service standard for capacity of the existing sewer facilities to serve Bremerton's current and future needs is based on the number of gallons of effluent generated per capita per day. Using the county-wide LOS of 100 gallons per capita per day, Exhibit 72 shows the LOS analysis for wastewater facilities through 2036 for the combined city and UGA population.

Exhibit 72. LOS Analysis – City Limits and UGA – Wastewater Facilities

Time Period	Population (Bremerton + UGA)	Millions of Gallons per Day (mgd) Needed to Meet LOS standard
CURRENT LOS STANDARD = 100 gallons PER CAPITA		
2015	48,989	4.9
2021	53,544	5.4
2036	66,880	6.7

Note: Population numbers include the City of Bremerton and the Bremerton UGA. Projected population for the Kitsap County Sewer District No. 1 and the Naval Shipyard are not included since they are served by a contract that could be renegotiated.

Source: City Services Appendix, 2004; Bremerton Wastewater Comprehensive Plan, 2014.

The 2014 *Wastewater System Plan* uses a slightly lower per capita standard of 71 gallons per person per day (gpcpd) and 35 gallons per employee per day (gpepd). The results would be similar to but lower than the 100 gallons per capita, the current City Services Element standard.

Exhibit 73. LOS Analysis – City Limits and UGA – Wastewater System Plan Standards

Time Period	Population (Bremerton +UGA)	Employees (Bremerton + UGA)	Millions of Gallons per Day (mgd) Needed to Meet LOS standard
Wastewater Plan = 71 gpcpd / 35 gpepd			
2015	48,989	33,021	4.6
2021	53,544	38,077	5.1
2036	66,880	50,717	6.5

Source: Bremerton Wastewater Comprehensive Plan, 2014.

The 2014 *Wastewater System Plan* illustrates that the City has capacity to serve current and expected population and growth through 2033. The 2014 *Wastewater System Plan* estimates encompass, and are greater than, the CFP 2036 population estimates of 53,407 in the City Limits and 13,473 in the assigned UGAs. Thus, the functional plan would more than accommodate the expected growth.

Exhibit 74. Wastewater Flow Projections

YEAR	FLOW				
	Average Day Dry Weather (Mgd)	Average Annual (Mgd)	Max Month (May-Sep) (Mgd)	Max Month (Oct-Apr) (Mgd)	Max Day (Mgd)
Permit Limit	NA	NA	11.0	15.5	NA
2013	4.0	5.2	4.5	10.0	27.0
2018	4.4	5.6	4.9	10.4	27.4
2025	5.1	6.3	5.6	11.1	28.1
2033	6.0	7.2	6.5	12.0	29.0
2033 with New	7.4	9.2	8.1	15.4	36.0

Source: (2014 Wastewater Comprehensive Plan Update, 2014)

Projects

The wastewater collection system currently has sufficient capacity for wastewater flows but there is potential for future development, growth, or sewer service extension to put pressure on the system's capacity. Bremerton has identified nine new service areas that may impact the existing system, which includes annexations currently sewered by Kitsap County, extensions to unsewered areas, and future developments. (2014 Wastewater Comprehensive Plan Update, 2014)

There are anticipated capital expenses and operating and maintenance expenses. These anticipated projects are funded mainly by rate revenues, permits, interest, and grants. Capital investments by type of project include:

- **Collection System**. Replacement, repair, and improvement of pipelines, mains, and outfalls. The majority of funds will be spent on planning and construction and the work being done will correct system deficiencies.
- **New Service Areas**. Construction of sewer collection and extension facilities with all funds spent on planning and construction. Work being done will be new infrastructure to support comprehensive plan UGA growth.
- **Facilities and Equipment**. Replacement of pump stations and upgrades to pump stations and odor control system, as well as installation of emergency generators. Fund will be spent mostly on equipment. Work being done will correct system deficiencies and repair existing infrastructure to support current development patterns.
- **Wastewater Treatment Plant**. Replacement and rehabilitation of wastewater treatment plant system. The majority of funds spend will be on equipment and the work being done will repair existing infrastructure to support current development patterns.

Operations and Maintenance. Replacement and cleaning to maintain and improve program. Funds will be spent on equipment, planning, and construction to repair existing infrastructure and correct system deficiencies.

Exhibit 75 contains categories of capacity and non-capacity projects planned between 2016 and 2021, as well as beyond 2021 per the 2014 plan. The project list includes projects in the Urban Growth Area under see "New Service Area" section of the table. Details of the projects are found in the 2014 plan.

Exhibit 75. Categories of Wastewater Planned Projects, City of Bremerton and UGA, (2016 – 2036 YOE$, in thousands)

Category / Project Description	Capacity (√)	Revenue Sources	Cost 2016 - 2018	Cost 2019 - 2021	Cost Beyond 2021	Total Cost
Collection System		UFA	9,625	9,545	24,256	43,426
New Service Areas	√	UFA/G	10,191	43,276	212,711	266,178
Facilities and Equipment		UFA/G	2,868	348	5,728	8,944
Wastewater Treatment Plant		UFA/G	1,479	2,730		4,209
Operations and Maintenance		UFA	5,171	5,791	1,250	12,213

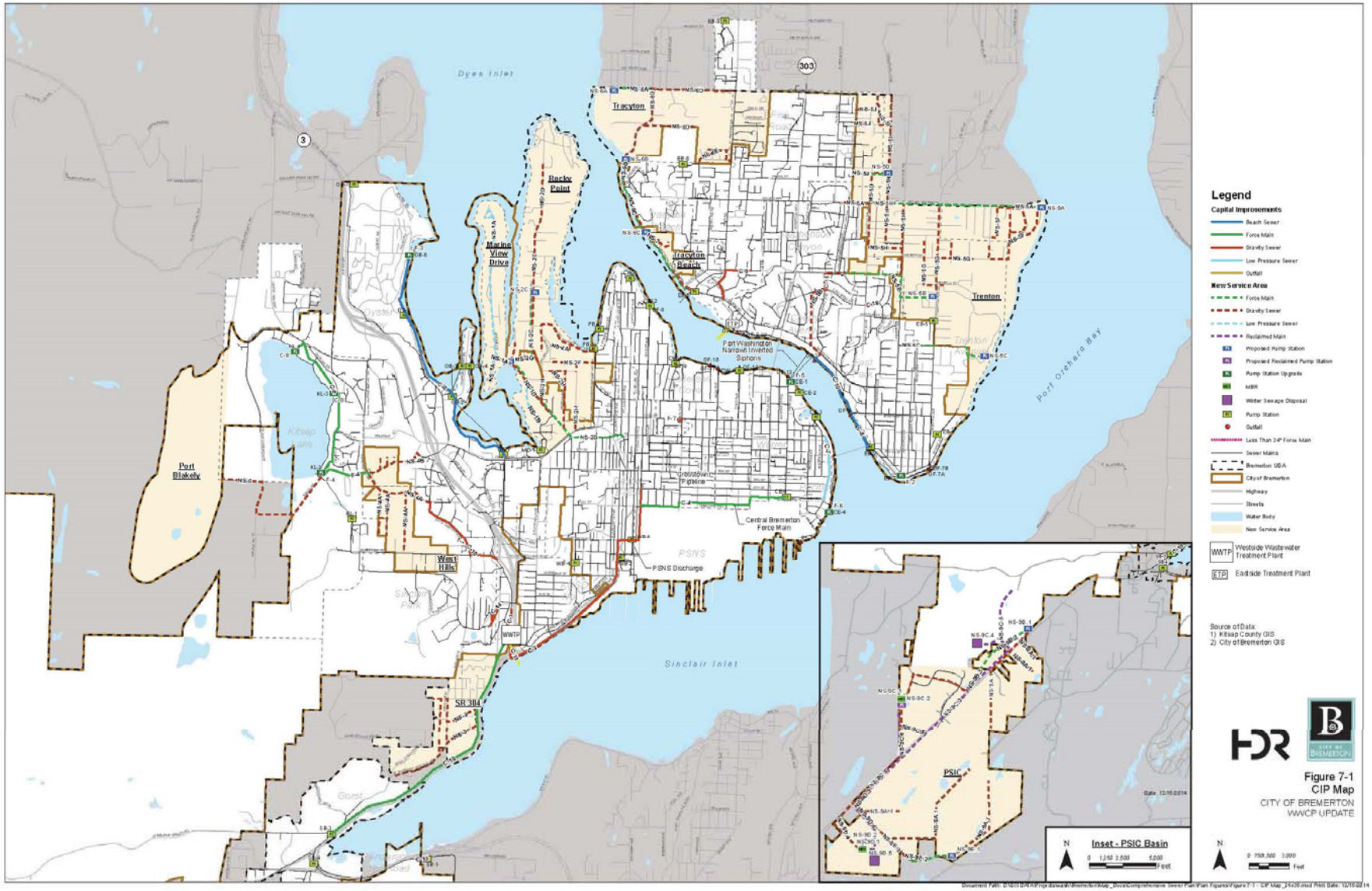
Note: Assumptions based on the 2013 rate study. 6-Year project costs are based on the annual Capital Improvements Program. 20-year costs are based on the 2014 Wastewater Comprehensive Plan Update. The lists were consolidated to provide the most up-to-date analysis of wastewater projects over the next 20-years.

* UFA = User fee assessment; G = Grants & ULID.

Source: Wastewater Comprehensive Plan, 2014; City of Bremerton, 2016; BERK, 2016.

A map of the proposed wastewater capital projects is provided in Exhibit 76.

Exhibit 76. Wastewater Capital Projects



Cost and Revenue

Revenues for sewer capital spending come from rate revenues paid by sewer account customers, general facility charges, grants, developer contributions, interest income, operating transfers (rate funded system reinvestment), and other miscellaneous sources. In 2015, the total revenue available was $13.6 million.

The 2014 Wastewater Comprehensive Plan Update assumed that Bremerton will issue $3.5 million in 2015, $5.0 million in 2016, $9.0 million in 2016, and $8.0 million of debt in 2019. A recent 2013 rate study proposed annual rate increases of 3.5 percent through 2016 and 3.0 percent through 2019. However, due to the increased level of capital improvement expenditures and long-term debt, the results of the analysis in the *2014 Wastewater Comprehensive Plan Update* showed the need for annual rate adjustments of 4.0 percent in 2017- 2020. Given changes to the project list or other assumptions (e.g. growth increase, slow down, or not occur), the level of rate adjustment required may be affected.

Exhibit 77 and Exhibit 78 contain the cost and funding sources for capital investments through 2036 adjusting costs for inflation. The 2014 plan is operationalized by the City's annual Capital Improvements Program that provides more detail on the six-year list as the functional sewer plan is implemented.

Exhibit 77. Wastewater Planned Projects Costs, YOE$ (in thousands)

Category Summary	Costs 2016 - 2018	Costs 2019 - 2021	Costs Beyond 2021	Total Costs
Category I (Capacity Projects Required to Meet LOS)	10,191	43,276	212,711	266,178
Category II (Other Projects Needed for Maintenance and Operations)	19,143	18,414	31,234	68,791
TOTAL	**29,334**	**61,690**	**243,945**	**334,969**

Note: 6-year project costs based on the annual Capital Improvements Program. 20-year costs based on the 2014 Wastewater Comprehensive Plan Update. The lists were consolidated to provide the most up-to-date analysis of wastewater projects over the next 20-years.
Source: Wastewater Comprehensive Plan, 2014; City of Bremerton, 2016; BERK, 2016.

Exhibit 78 contains the funding sources for capital investments through 2020, which is the six-year planning period for the 2014 Wastewater Comprehensive Plan. The 2014 Wastewater Comprehensive Plan provides a more detailed summary of funding for years one through six (ending in 2020).

Exhibit 78. Wastewater Planned Projects Revenues through 2020, 2014$ (in thousands)

Category Summary	Revenues 2015 - 2017	Revenues 2018 - 2020	Total Revenues
Capital Fund Reserves	1,622	9,800	11,422
General Facility Charges	1,509	1,561	3,070
Grant Funding/Developer Contributions	12,196	9,862	22,058
Assumed New Revenue Bonds	17,500	8,000	25,500
Subtotal Funding Sources	**32,827**	**29,223**	**62,050**
Capital Funded by Rates	2,600	4,100	**6,700**
Total Funding Sources Through 2020	**35,427**	**33,323**	**68,750**

Note: Assumptions based on the 2013 rate study.

Source: Wastewater Comprehensive Plan, 2014; BERK, 2015.

Revenue sources have been identified for each project, regardless of 6 or 20-year, with revenue sources coming from either 1) user fee assessments, 2) grants and ULIDs, or 3) user fee assessments/grants and ULIDs. Exhibit 79 summarizes the amount of long-term revenue sources in each revenue source category that is expected to fund projects beyond in the short and long term.

Exhibit 79. Wastewater Planned Projects Expected Revenues 2016-2036, YOE$ (in thousands)

Revenue Source	Revenues 2016 - 2021	Revenues Beyond 2021
User Fee Assessment	34,434	31,234
Grants & ULID		
User Fee Assessment/Grants & ULID	56,590	212,711
Total Revenues Beyond 2020	91,024	243,945

Note: Assumptions based on the 2013 rate study. The 6-year Capital Improvements Plan project list and the 20-year 2014 Wastewater Comprehensive Plan Update project list were consolidated to provide the most up-to-date analysis of the cost and revenue situation over the next 20 years.
Source: Wastewater Comprehensive Plan, 2014; BERK, 2016.

Greater detail on project costs and funding for the six year capital improvements list is found in the City's annual Capital Improvements Program, incorporated by reference as amended. Greater detail on the 20-year plan is found in the 2014 Wastewater Comprehensive Plan Update, City of Bremerton and HDR, Final December 2014, hereby incorporated by reference. Where there is a conflict between the six-year Capital Improvements Program and the six-year project list in the 2014 Wastewater Comprehensive Plan Update, the six-year Capital Improvements Program will control. Periodically the City will review and evaluate the 20-year Wastewater Plan; when amendments are prepared this CFP can be updated accordingly.

UGA Analysis

The analysis above includes UGA population with the City population estimates given the existing wastewater service area. See "New Service Areas" projects in Exhibit 77.

4.7 Stormwater

Overview

Stormwater Biofiltration Treatment

Stormwater facilities in Bremerton are managed by the Bremerton Public Works & Utilities department. The stormwater utility in Bremerton was formed by ordinance in 1994 in order to create a funding source for the stormwater program. Bremerton regulates storm drain activities in Bremerton Municipal Code Chapter 15.04 and uses King County's design standards for facility design. Bremerton's Stormwater Management Program is meant to reduce the discharge of pollutants to the maximum extent practicable and protect the positive uses of the local waters that receive the stormwater drainage. (Bremerton, 2015 Stormwater Management Program (SWMP), 2015)

A Stormwater Management Program is regularly updated and summarizes the program's activities that are permitted under a National Pollutant Discharge Elimination System Permit. The permit was issued by Washington State in January of 2015 and expires in 2018. Bremerton's Public Works & Utilities Department administers, coordinates, implements, provides compliance oversight and reporting for the permit. (Bremerton, 2015 Stormwater Management Program (SWMP), 2015)

The mission of the stormwater program is to control flooding, enhance water quality, protect sensitive habitat areas, and optimize the recharge of local aquifers. As part of the efforts to manage stormwater, the city has devoted recent efforts to increasing the capacity of the system and reducing CSO overflows. (Bremerton, 2015 Stormwater Management Program (SWMP), 2015)

Inventory

The existing stormwater drainage system is a system of drainage swales and pipes which collect water and route it away from homes and businesses. Drainage facilities discharge into Sinclair Inlet, Dyes Inlet, or Port Washington Narrows

Exhibit 80 lists the City of Bremerton's stormwater basins, their drainage location, and their size.

Exhibit 80. Facilities Inventory – Stormwater

Basin	Location	Drainage	Size (Acres)
Anderson Avenue	N. shores of W. Bremerton	Port Washington Narrows	400
Callow Avenue	Central W. Bremerton - Sinclair Inlet	Sinclair Inlet	650
Cherry Avenue	E. Bremerton NE of Warren Ave. Bridge	Port Washington Narrows	250
East Park	E. Bremerton S of Sylvan Way	Port Washington Narrows	330
Kitsap Lake	W. Bremerton surrounding Kitsap Lake - Chico Bay	Chico Bay	1,550
Oyster Bay	NW part of W. Bremerton - Oyster Bay & Ostrich Bay	Oyster Bay and Ostrich Bay	1,575
Pacific Avenue	SE part of W. Bremerton - Sinclair Inlet	Sinclair Inlet	150
Phinney Bay	N Central part of W. Bremerton - Phinney Bay	Phinney Bay	225
Pine Road	W. part of E. Bremerton	Port Washington Narrows	680
Sinclair Park	SW portion of Bremerton		1,400
Stevens Canyon	E. Bremerton in vicinity of Wheaton/Sylvan	Port Washington Narrows	350
Tracyton Beach	Along W. edge of city limits in E. Bremerton	Port Washington Narrows	60
Trenton Avenue	E part of E Bremerton	Port Washington Narrows and Port Orchard Bay	670
Warren Avenue	Downtown Bremerton	Port Washington Narrows	275
Total Basins			**8,565**

Source: Bremerton City Services Appendix, 2004

Level of Service Determination

Level of service for stormwater activities are regulated by the city code and the design standards are regulated by the county standards (which comply with state regulations). All land development are conditioned to meet water quality, runoff control, and erosion control requirements of the county design manual.

The manual requires development to provide water quality enhancements at 91 percent of the runoff volume generated at the project site. Additional details on design criteria can be found in the NPDES permit for Western Washington Phase II, which is issued by Ecology to the City of Bremerton.

Projects

Exhibit 81 contains a list of capacity and non-capacity projects planned over the next six years. The City anticipates developing a stormwater management plan in the 2016-2018 period to define both short term and long term needs. Although there are no stormwater capital projects currently planned during the 2022 – 2036 time period, Bremerton is expected to have capital spending needs for stormwater during that time.

Exhibit 81. Stormwater Planned Projects, in YOE$ (in thousands)

Category / Project Description	Revenue Sources	Cost 2016 - 2018	Cost 2019 - 2021	Costs 2022 - 2036	Total Costs
Stormdrains, Culverts, Bridges & Ditches subtotal	See Exhibit 83	8,323	12,309	TBD	20,633
Misc subtotal	See Exhibit 83	6,424	1,879	TBD	8,302

Source: City of Bremerton, 2015; BERK, 2015.

Cost and Revenue

Exhibit 82 contains the cost for capital investments over the next six years. There is no available project list available beyond 2021. Approximate total costs for planned projects between 2016 and 2021 are around $29 million.

Exhibit 82. Stormwater Planned Projects Cost, in YOE$ (in thousands)

Category Summary	Costs 2016 - 2018	Costs 2019 - 2021	Costs 2022 - 2036	Total Costs
Category I (Capacity Projects Required to Meet LOS)*	4,104	1,361	TBD	5,465
Category II (Other Projects Needed for Maintenance and Operations)*	10,643	12,827	TBD	23,470
TOTAL	14,747	14,188	TBD	28,935

* Capacity versus non-capacity projects were categorized by BERK.

Note: Total costs for stormwater are an approximation. Project numbers and lists and are subject to change with the adoption of the 2016 CIP. Projects costs beyond 2021 were not identified.

Exhibit 83. Stormwater Planned Projects Revenues, in YOE$ (in thousands)

Category Summary	2016 - 2018 Revenues	2019 - 2021 Revenues	2022 – 2036 Revenues	Total Revenues
ALL REVENUES				
Local Improvement Districts and Externally Funded Projects	4,674	0	TBD	4,674
Sum of Other Funds: GFC, Rate Reinvestment, Cash Financing, Bonds	10,074	14,188	TBD	24,261
TOTAL	14,747	14,188	**TBD**	28,935

Source: City of Bremerton, 2015; BERK, 2015.

Greater detail on project costs and funding for the six year capital improvements list is found in the City's annual Capital Improvements Program, incorporated by reference as amended.

UGA Analysis

West Bremerton and Gorst. The majority of long-term stormwater projects identified are within the Gorst annexation area. Additional NPDES-related stormwater projects are anticipated across all UGAs (see Exhibit 84).

- ***All UGAs.*** It is anticipated that the NPDES regulatory framework adopted by the City of Bremerton would facilitate the planning and building of new stormwater structures within any one or all of the UGAs. To date, no NPDES related capital improvement projects have been identified nor funding sources identified. However, upon annexation, NPDES related projects may add costs and/or impacts to stormwater capital facility planning over the long-term.
- ***Gorst.*** Between one to seven projects (Cost: up to $1.86 million). The *Gorst Creek Watershed Plan* identifies 35 sites within the watershed that need stormwater improvements. Of these projects, 11 are within the Gorst UGA. These projects are shown in Exhibit 84 below.

Exhibit 84
Long-term Stormwater Capital Facility Needs for the Gorst UGA (2018 - 2035)

Projects	Costs	Designated Responsibility
WSDOT Hwy 3 flooding	$174,000	City
Hillside seepage & stream overbank flooding	$99,000	City
Storm drain piping & sink hole	$216,000	City
Highway flooding from two creeks	$3,224,000	WSDOT
Stream overtopping	$1,049,000	City
Gorst Creek floodplain flooding	$15,000	City
Roadway undermining and culvert clogging	$13,000	City
Private storm sewer piping creating sink hole & fish passage barrier	$456,000	Non-city, County, State
Upstream Culvert 12 inlet flooding and fish passage, Map ID #111010	$292,000	City
Water quality concerns with yard flooding	$0	-
Water quality with private pond	$0	-
Total	**$5,538,000**	

Source: Kitsap County/City of Bremerton Gorst Creek Watershed Stormwater Capital Improvement Plan, 2013.

The plan provides initial cost estimates for these projects and lists the entity responsible for each project. Of the 11 projects in the Gorst UGA, seven are designated the responsibility of the City of Bremerton. These seven projects total $1.86 million. Responsibility for stormwater projects is based on the *Gorst Creek Watershed Stormwater Capital Improvement Plan Technical Memorandum* completed in September, 2013.

Discussions with the City of Bremerton Public Works Department indicate that they believe the City is only responsible for projects in the public right-of-way, which is just one project totaling $13,000. There are also three sites where the responsibility is uncertain. These uncertain projects' costs total $771,000. As a result, potential long-term stormwater capital costs vary widely based on how responsibility is ultimately assigned.

To be conservative, the City may want to assume the maximum of $1.86 million when considering the full impacts of annexation. Once Gorst residents begin paying into the City's stormwater fund, the City may be expected to partner on drainage issues on both public and private party.

East Bremerton. A separate study is not available for the East Bremerton area, but the area is addressed by Kitsap County's Surface Water Management Program. The East Bremerton area is addressed in the Kitsap County Capital Facility Plan, incorporated by reference, as adopted.

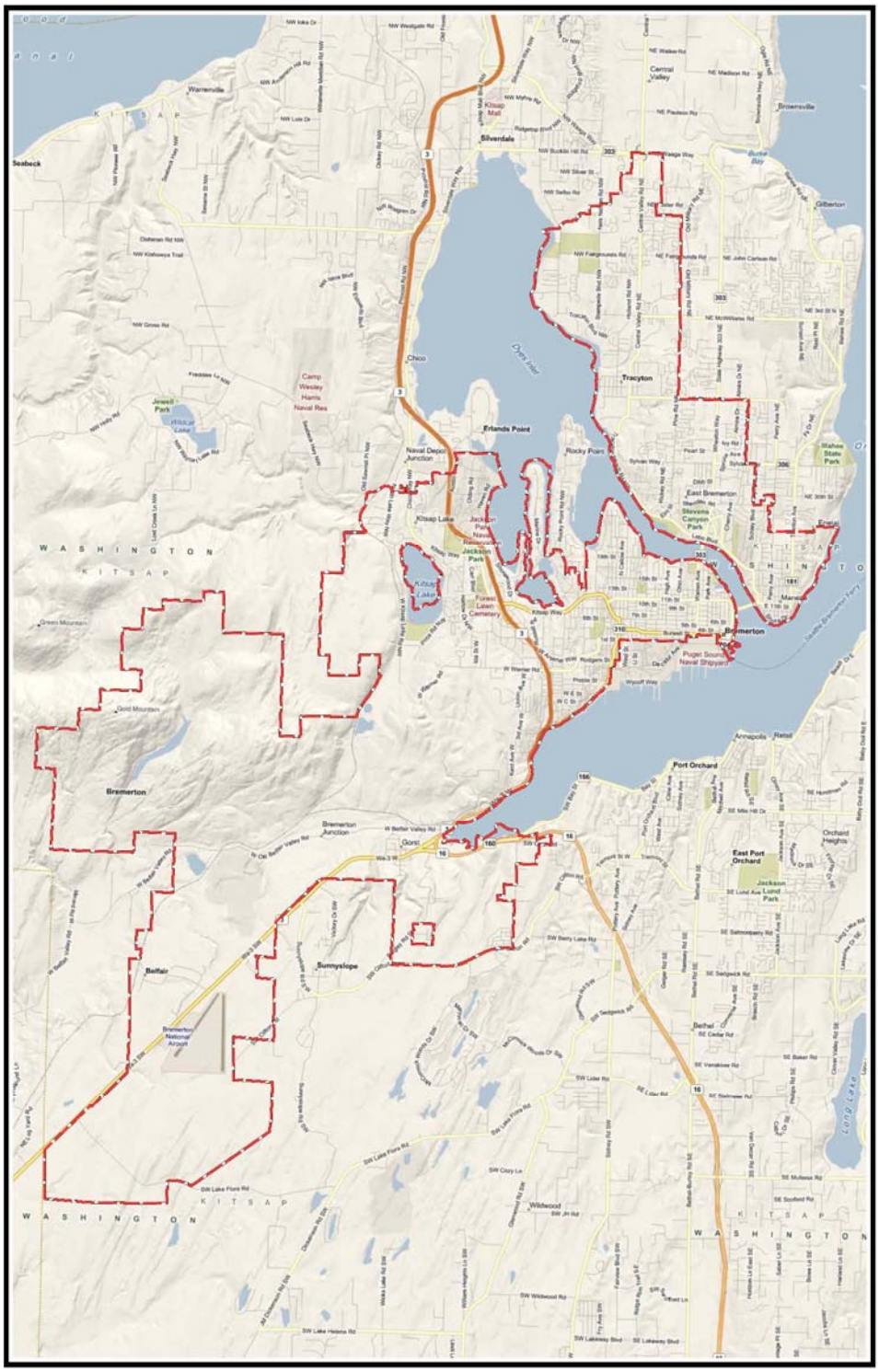
4.8 Water

Overview

The City of Bremerton's Water Utility system serves more than 56,000 residents in Bremerton and surrounding unincorporated areas, which represents more than a third of drinking water supplies in county-wide. The service area is around 13,000 acres, with around one half of water demand going to those within city limits and the other half going to the Navy water systems and those outside of Bremerton. (Bremerton Water System Plan Update, 2012)

Bremerton owns and operates its main system and the West 517 Zone, sells water, operations, and maintenance to the Rocky Point Water District, and sells water to the Naval Base, Jackson Park Naval Housing, Port Orchard's Main System, and Port Orchard's McCormick System. (Bremerton Water System Plan Update, 2012)

Exhibit 85. Water Service Area



Source: City of Bremerton, 2015.

Capacity and Water Rights

The City's Water System Plan documents that surface water from the Union River and groundwater from production wells constitute the source for potable water for Bremerton city residents and other water service areas. All water in use by Bremerton has been properly appropriated through certificates

of water rights or registered claims. The agency with regulatory oversight of water rights is the Washington State Department of Ecology (Ecology). Exhibit 86 shows the quantity of water rights for the City of Bremerton.

Exhibit 86. Bremerton Water Rights

Water Rights	Quantity (GPM)	Quantity (MGD)
GROUND WATER		
Instantaneous Rights	5,743	8.27
Instantaneous Claims	5,100	7.3
SURFACE WATER		
Instantaneous Rights	17,952	25.9
Instantaneous Claims	11,220	16.2

Source: Water System Plan, 2012.

With Bremerton's dual sources (surface and ground water), both current and forecasted 2031 average day demands and maximum day demands can be met.
Not all water rights are available; installed capacity and pump installation or repairs will need to occur to make that capacity available. The City's Water System Plan also notes that Bremerton has the following pending water right actions (Bremerton Water System Plan Update, 2012):

- Change of amount for Well 9 (1,000 gpm)
- New application for Well 21 (500 gpm)
- New Application for Well 22 (1,000 gpm)

Water system plan projections project that the total average day demand for water will increase from the current level of about 7 million gallons per day (MGD) to about 10 MGD in the year 2031, an increase of about 43 percent. The projected maximum day demand (MDD) for the year 2031 is 19.41 MGD. (Water System Plan, 2012)
The population projections for 2036 would further increase the demand beyond 2031. However, the City's combined surface and ground water rights can accommodate more than the projected population. See Exhibit 87 and Exhibit 88.

Exhibit 87. Average Day Demand Analysis for 2031

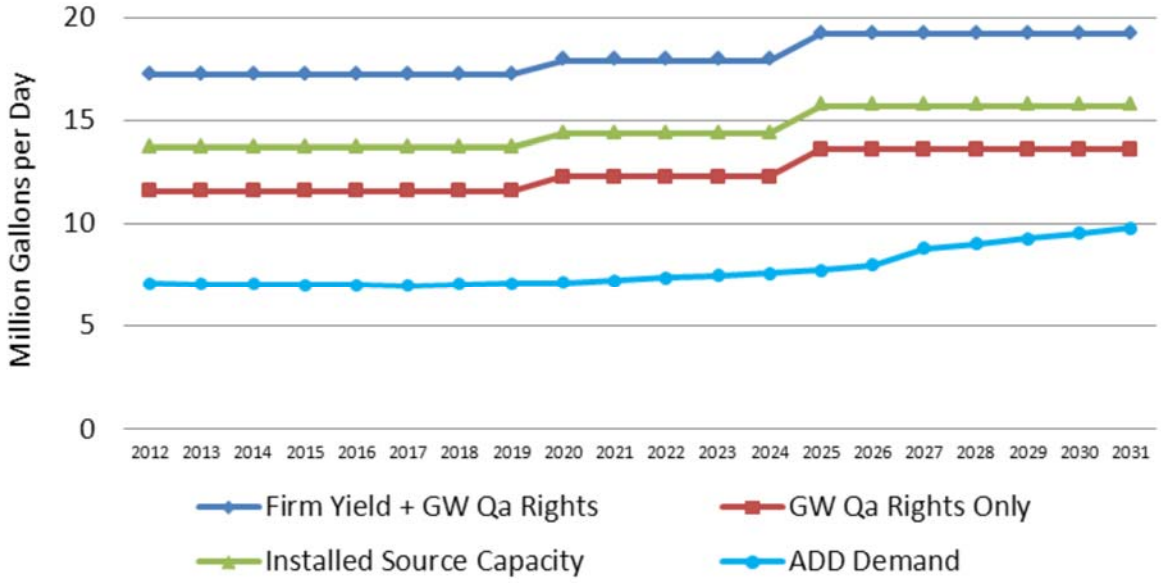
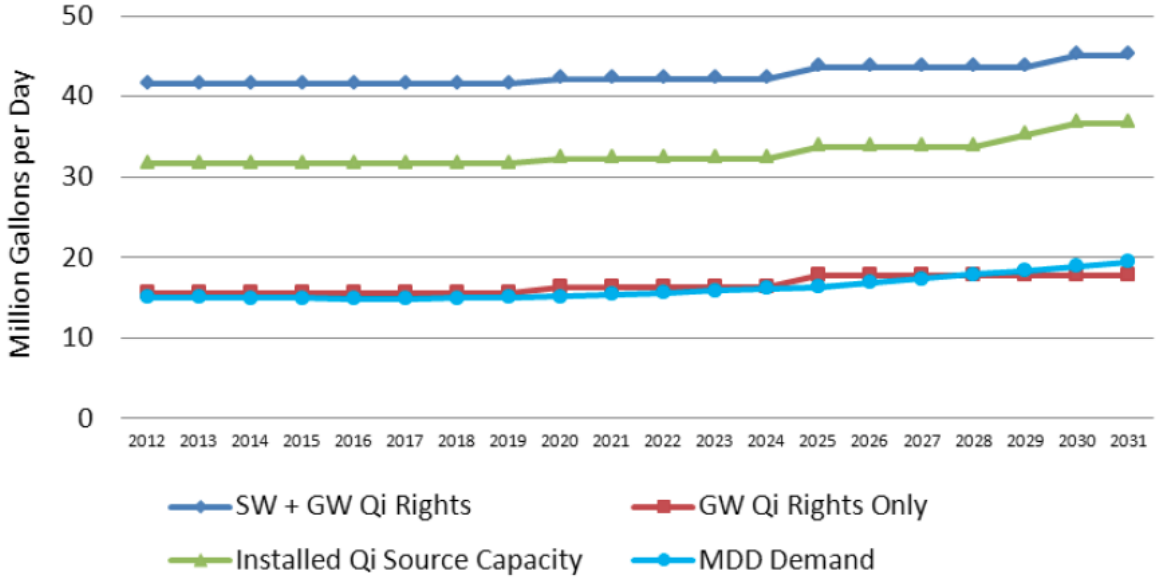


Exhibit 88. Maximum Day Demand Analysis for 2031



Source: City of Bremerton Water System Plan, 2012.

Water Quality

Drinking water is tested regularly at the source and throughout the distribution system. The regulatory agencies providing oversight of drinking water quality are the United States Environmental Protection Agency and the Department of Health. Bremerton's Water Utility meets all standards set by the federal Safe Drinking Water Act and state laws and regulations.

Bremerton's water supplies come from the well-protected Union River headwaters and groundwater from wells. The City owns and protects the 3,000-acre watershed surrounding the Union River, and protects it with limited and patrolled access. As a result, Bremerton's water system needs minimal treatment and it meets all protective standards set by federal and state agencies. The Union River

supply, in particular, is of such exceptional quality that it is one of the few surface water systems in the country that is allowed by the Department of Health to be unfiltered.

For more information, see the City of Bremerton Drinking Water Quality Report 2015.

Inventory

Exhibit 89 lists the facilities inventory for the Bremerton Water Utility.

Exhibit 89 Facilities Inventory – Bremerton Water Utilities Systems

Facility	Main System	West 517 Zone System	Total
Number of Connections	18,000	63	18,063
Population Served	53,000	1,000	54,000
Miles of Pipe	300	11	311
Storage Capacity (MG)	32	1.2	33
Reservoirs	3 Raw, 16 Treated	2	21
Pump Stations	10	1	11
Pressure Booster Stations	3	1	4
Pressure Reducing Stations	14	2	16
Pressure Relief Valves	7	2	9
Service Area (acres)	12,100	3,786	15,886
Pressure Zones	W256, W550, W517, W650, E240, E398, E490	W517	8 zones

Source: Bremerton City Services Appendix, 2004; Bremerton Drinking Water Quality Report, 2015.

Exhibit 90 lists the aquifers and the well facilities available in the Bremerton Water Utility system, with the capacity of the wells in gallons per minute.

Exhibit 90. Facilities Inventory – Aquifers and Wells

Aquifer	Well	Capacity (gpm)
Anderson Creek Shallow Artesian Aquifer	1R, 2R, 3	2100
Anderson Creek Deep Artesian Aquifer	6R, 7, 8	2400
Twin Lakes Aquifer	15, 17, 18, 19, 20	2820
Gorst Sea Level Aquifer	16	140
Gorst Valley Aquifer	22	233.5
Manette Sea Level Aquifer	13, 14	625
Meadowdale Aquifer	21	500
Parkwood East Aquifer	9	0
Total		**8,818.5**

Source: Water System Plan, 2012.

Level of Service

Bremerton assumes 200 gallons per equivalent residential unit for average daily demand. This has been factored into the expected residential, commercial, industrial, and other growth and projected in the description of capacity and water rights above.

- The 2011 Water System Plan estimate of city population is 35,279 and the 2031 population is 50,970, an increase of 15,691.
- The 2015 population is 39,410 and the projected 2036 population in the city per this CFP is 53,107. The expected net change in population is 13,997. If considering the CFP population estimates and associated growth rate, the CFP's 2031 estimate is 49,679 below the 2031 Water System Plan estimate of 50,970.

The Water System Plan demonstrates the City has far more source capacity and water rights than the 2031 population, and it is anticipated the Water Utility would have more than sufficient water rights to meet the 2036 population estimate. See Exhibit 87 average daily demand in comparison to the supply. Further the City's Water Utility service area includes West Bremerton, Gorst, and East Bremerton UGAs as well as half of the Central Kitsap UGA.

- Over 5,367 population growth is projected in the Water System Plan between 2011 and 2031.
- The projected UGA population within Bremerton's assigned UGA is less than 5,000. The Central Kitsap UGA would have another share of population.

Given the combined surface water and groundwater rights, and with necessary storage, treatment and distribution facilities extended as growth occurs, the City would be expected to be able to serve the City and UGA combined.

Projects

The Bremerton Water Utility anticipates having sufficient water rights to meet demands in the near future. Certain rehabilitation and maintenance projects will need to be completed to ensure that the wells that source some of the water resources continue to run and enable access to the water. The 2012 Bremerton Water System Plan Update put the total cost of capital improvements from 2012 through 2031 at $85 million in 2012 dollars, to be funded through developer extensions, capital facility charges, state and federal loan programs, rates, and bonds. Some capital improvement funds over the next 20 years will be used for a water filtration treatment facility, but not before Bremerton is required to switch from an unfiltered to a filtered system. (Bremerton Water System Plan Update, 2012)

Exhibit 91 summarizes capacity and non-capacity projects planned over the 2016-2036 period. Matching the revenue and capital cost analysis in Chapter 2, a 3% inflation rate is used consistent with recent trends.

Exhibit 91. Water Planned Projects, YOE$ (in thousands)

Category	Revenue Sources*	Costs 2016 - 2018	Costs 2019 - 2021	Costs 2022-2036	Total Costs
Repair, Replacement, or Extensions	UFA/G	16,568	18,248	105,659	140,475
Growth	UFA/G	605	1,316	16,299	18,220
Other	UFA/G	0	0	76	76
Regulation	UFA/G	0	206	0	206
Total		**17,173**	**19,771**	**122,034**	**158,978**

*UFA = User fee assessment; G = Grants & ULID
Source: City of Bremerton Department of Public Works & Utilities, 2015; BERK, 2015.

Cost and Revenue

Exhibit 92 and Exhibit 93 contain the cost and funding sources for capital investments over the next six years and through 2036.

The 2012 Water System Plan Update identified the following capital financing strategy and funding resources:

- Accumulated capital cash reserves;
- Annual revenue collected from GFCs;
- Annual transfers of excess cash (over minimum balance targets) from the Operating Fund, if any (rate funded system reinvestment);
- Interest earning on capital fund balances and other miscellaneous capital resources;
- Revenue bond financing.

Should the City need to issue new revenue bonds to fund capital projects, a new rate study would be commissioned that will determine an appropriate level of rate adjustment.

Exhibit 92. Water Planned Projects Cost, YOE$ (in thousands)

Category Summary	Costs 2016 - 2018	Costs 2019 - 2021	Costs 2022-2036	Total Costs
Category I (Capacity Projects Required to Meet LOS)	390	5,542	9,472	15,404
Category II (Other Projects Needed for Maintenance and Operations)	16,783	14,228	112,562	143,574
TOTAL	**17,173**	**19,771**	**122,034**	**158,978**

Source: City of Bremerton, 2016; BERK, 2016.

Planned revenues are estimated based on proportionate share of several revenue sources in the 2012 Water System Plan Update.

Exhibit 93. Water Planned Project Revenues, YOE$ (in thousands)Category Summary	Revenues 2016 - 2021*	Revenues 2022-2036*	Total Revenues*
GFC Revenue Towards Capital	5,258	34,015	39,273
Rate Funded System Reinvestment	3,660	13,811	17,471
Cash Financing	5,623	5,493	11,115
Revenue Bond Financing	22,403	68,715	91,118
TOTAL	36,943	122,034	158,978

* Based on the 2012 Water System Plan Update, Capital Funding Strategy.

Source: City of Bremerton, 2016; BERK, 2016; City of Bremerton Water System Plan, 2012.

Greater detail on project costs and funding for the six year capital improvements list is found in the City's annual Capital Improvements Program, incorporated by reference as amended.

UGA Analysis

The Water System Plan identifies improvements throughout the City's Water Utility Service area including the UGAs. Highlights for particular UGAs are included below.

West Bremerton and Gorst. (Cost: Up to $1.1 million). Currently, the City's Water Utility provides drinking water to the Gorst, Navy Yard City, and West Hills annexation areas as part of the Bremerton Service Area. The City also ultimately supplies drinking water to the Rocky Point annexation area but its relationship to Rocky Point remains unique.

In particular, although Rocky Point conveyed its water system infrastructure to the City in 1952, the area has maintained its own special purpose water district with an elected three-person board of commissioners with responsibilities for administration, planning, and capital improvements. This structure currently results in redundant costs for Rocky Point residents. Upon annexation the City would likely enter into negotiations with the Rocky Point Water District for potential inclusion within the City of Bremerton water utility. Prior to assumption by the City, should that occur, improvements may need to be completed within the Rocky Point Water District, financed by non-City funding sources. These improvements have an estimated cost of approximately $1.1 million. (BERK Consulting, 2015)

East Bremerton. The cumulative analysis of water demand in the Water System Plan includes the East Bremerton UGA.

4.9 Schools

Overview

Bremerton Graduation 2015

Bremerton Public School District No. 100-C is the public education system for most parts of Bremerton and unincorporated areas adjacent to the City. A small area of the city is served by South Kitsap School District #402. The Jackson Park Naval Reservation is adjacent to the school district and Bremerton School system enrollment is directly related to the military base. (Bremerton School District No. 100-C: Study and Survey, 2012) Since the vast majority of the City is served by the Bremerton School District, only the Bremerton School District is included in the analysis. None of the school facilities serving Bremerton that are operated by the South Kitsap School Districts are in Bremerton's city limits.

Inventory

Bremerton School District

Facilities used by the Bremerton School District include elementary (K-5), middle (6-7), junior high (8-9), and senior high (10-12) schools, as well as a regional technical school. Since the technical school is regional and serves a population county-wide, it is not included in the inventory. Within these schools, class sizes vary by grade. Exhibit 94 shows the inventory for facilities in the Bremerton School District as of 2012 (excluding the technical school, which has capacity for around 515 regional students). The location of facilities is shown on Exhibit 95.

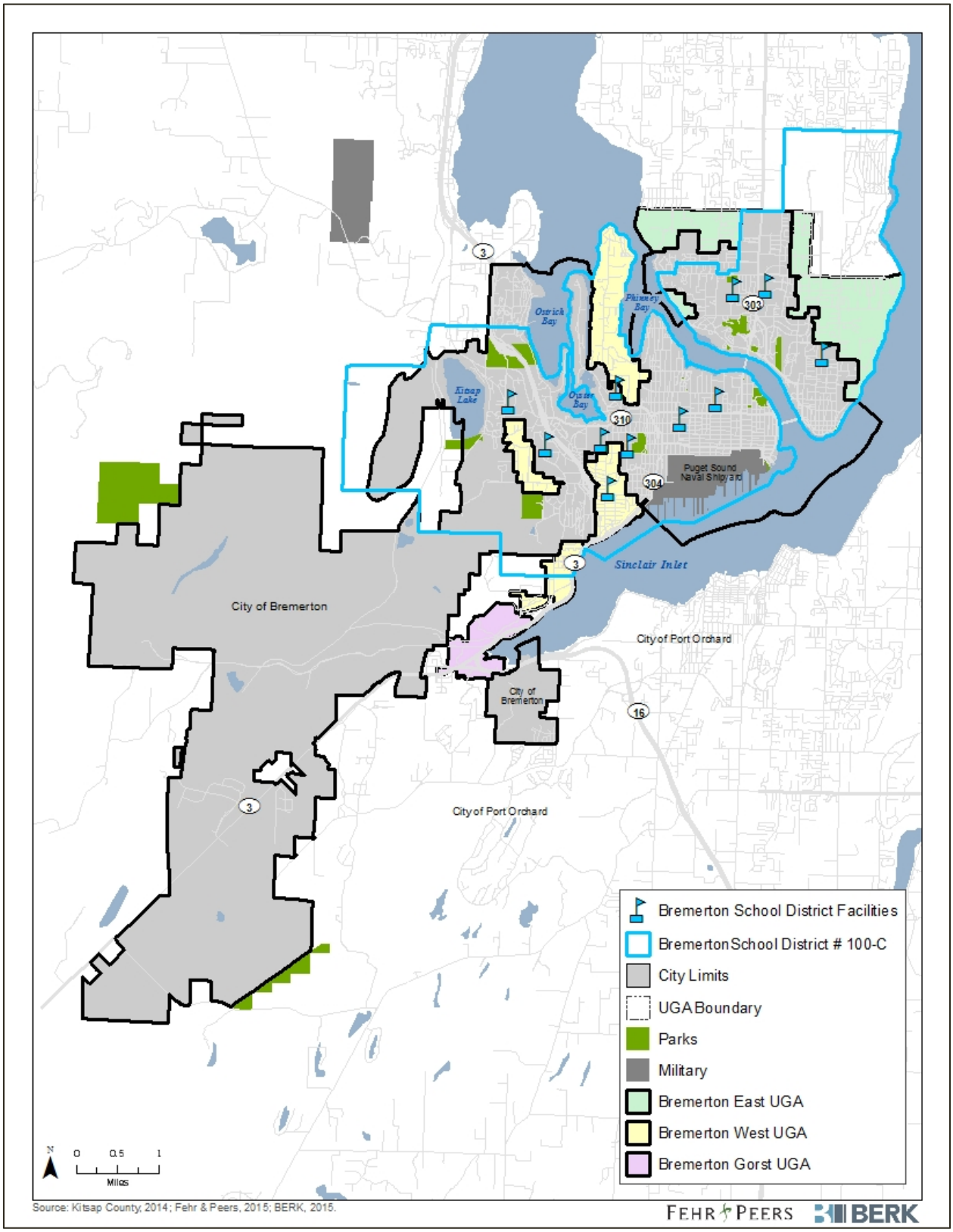
Exhibit 94. Facility Inventory – Bremerton School District

Facility	2012 Student Permanent Capacity	2012 Enrollment	Surplus Student Capacity
Elementary School	3,077	2,682	395
Middle School	1,274	881	19
High School: Bremerton and Renaissance	1,807	1,858	70
Total	6,158	5,421	363

Source: Bremerton School District No. 100-C Study and Survey, 2012.

The Bremerton School District has identified that their classrooms are listed at a certain capacity, however the rooms tend to be overcrowded at that capacity and are often not utilized at capacity numbers. This should be taken into consideration for future capital planning. (Steedman, 2015)

Exhibit 95. Bremerton Schools



Level of Service Determination

There are no District specific LOS standards for the Bremerton School District. Based on State Initiative 1351, class sizes by grade would serve as a capacity standard as follows:

General education average class size

- Grades K-3: 17
- Grade 4-12: 25

Schools with >50% in poverty

- Grades K-3: 15
- Grade 4: 22
- Grade 5-12: 23

For comparisons of student generation to existing capacity a student per household ratio as of 2012 (the year of the School District's last study) is applied to the expected city population. While there is currently surplus capacity in elementary and secondary schools in the Bremerton School District, there could be a need for investment in additional schools as the population grows significantly by 2036. This will be especially true in the elementary schools since around half of the system's students are in the elementary facilities. Exhibit 96shows the capacity surplus and deficit through 2036 with the current school facilities.

Exhibit 96. Student Capacity – Bremerton School District

Time Period	Student per Household Ratio	Households	Enrollment	Current Capacity	Surplus (or Deficit)
2015	Single Family & Townhouse = 0.37 Multifamily = 0.22	15,354	4,760	6,158	**1,398**
2021		16,802	5,209	6,158	**949**
2036		21,050	6,526	6,158	**(368)**

* Student per Household Ratio is based on analysis done by the Bremerton School District in the 2014 Enrollment Trends and Projections report and reflects an enrollment analysis done in 2014 and based on permits from 2009 to 2014. The Bremerton School District analysis determined that there were 37 students per 100 single family or townhomes and 22 students per 100 apartments. This analysis applies that student generation rate to the household estimates for Bremerton, and uses the structure type split from the 2009 through 2013 American Community Survey estimates

Source: BERK, 2015; Bremerton School District, 2014; 5-Year ACS DP04, 2009 - 2013.

In the 2014 *Enrollment Trends and Projections* study by the Bremerton School District, questions about the future of the school district's enrollment are considered. The report responds to fluctuations in the district's enrollment as a result of birth trends, home sales and construction, and population growth. Up until 2012, enrollment had been trending downward for around 20 years. Given the pipeline for new housing in Bremerton, the school district is optimistic that enrollment could grow significantly and that the enrollment share of students in Kitsap County will continue to improve. (Enrollment Trends and Projections, 2014)

Given the pipeline for growth, current preliminary or final permit approvals will contribute most highly to enrollment at the West Hills facility. (Enrollment Trends and Projections, 2014)

Projects

In order to meet the needs of the diverse population of students in Bremerton, the school district has made recent facility additions from 2005 – 2008, which were added to the existing stock of 18-25 year old facilities. However, in addition to the facility investments made from 2005 through 2008, some short term upgrades and some longer term additions and replacements are being considered. (Bremerton School District No. 100-C: Study and Survey, 2012)

Exhibit 97 contains a list of capacity and non-capacity projects planned over the next 20 years.

Exhibit 97. Schools Planned Projects: 2012 (in thousands)

Category / Project Description	Revenue Sources	Total Cost
Category I (Capacity Projects Required to Meet LOS)		
West Hills STEM Capacity Expansion	State Funding Assistance, Bonds	4,000
Category II (Non-Capacity Projects Needed for Maintenance and Operations		
West Hills Re-Roof	Bonds	700
Kitsap Lake Re-Roof	Bonds	600
Crown Hill Re-Roof	Bonds	600
View Ridge Re-Roof	Bonds	600
Administration Building Re-Roof	Bonds	500
Memorial Stadium Restroom/Concessions	Bonds	400
Upgrade Fire Alarm Panels multiple sites	State Funding Assistance, Bonds	500
Update Student Technology	Bonds	500
Replace telephone system	Bonds	900
Add Surveillance cameras	Bonds	300
Demolish old East High building except for gyms	Bonds	100
Fix parking and traffic	Bonds	1,200
Upgrade sports fields at MVMS, Memorial Stadium, and old East High site	Bonds	1,200
Add fire sprinklers to the Admin Building	Bonds	-

Note: Revenue sources are based on criteria outlined in the School Const. Assistance overview. http://www.k12.wa.us/SchFacilities/pubdocs/Folio_final_web_spreads.pdf. They are subject to change.

Source: Bremerton School District No. 100-C Study and Survey, 2012; BERK, 2015; OSPI School Construction Assistance, 2015.

Cost and Revenue

The Bremerton School District has an allowable bonded indebtedness of over $177 million and the District is eligible for matching funds from the state (Bremerton School District No. 100-C: Study and Survey, 2012).

Exhibit 98 contains the cost sources for capital investments over the next six years and through 2036.

Exhibit 98. Schools Planned Projects Cost (in thousands, 2011$)

Category Summary	Total Costs: 2012-2027
Costs	
Category I (Capacity Projects Required to Meet LOS)	4,000
Category II (Other Projects Needed for Maintenance and Operations)	8,100
TOTAL	12,100

Note: The Bremerton School District future plans included approximate cost but does not specify the years for planned projects other than a range of 10-15 years from the date of the 2012 study, which may mean 2022 or 2027. This model assumes these projects will all occur by 2036.

Source: Bremerton School District No. 100-C Study and Survey, 2012; BERK, 2015.

The school district has capital facilities that are eligible for matching funds and intends to address maintenance and facility needs that are not match-able. Revenue sources for the capital projects is assumed to come from the following sources:

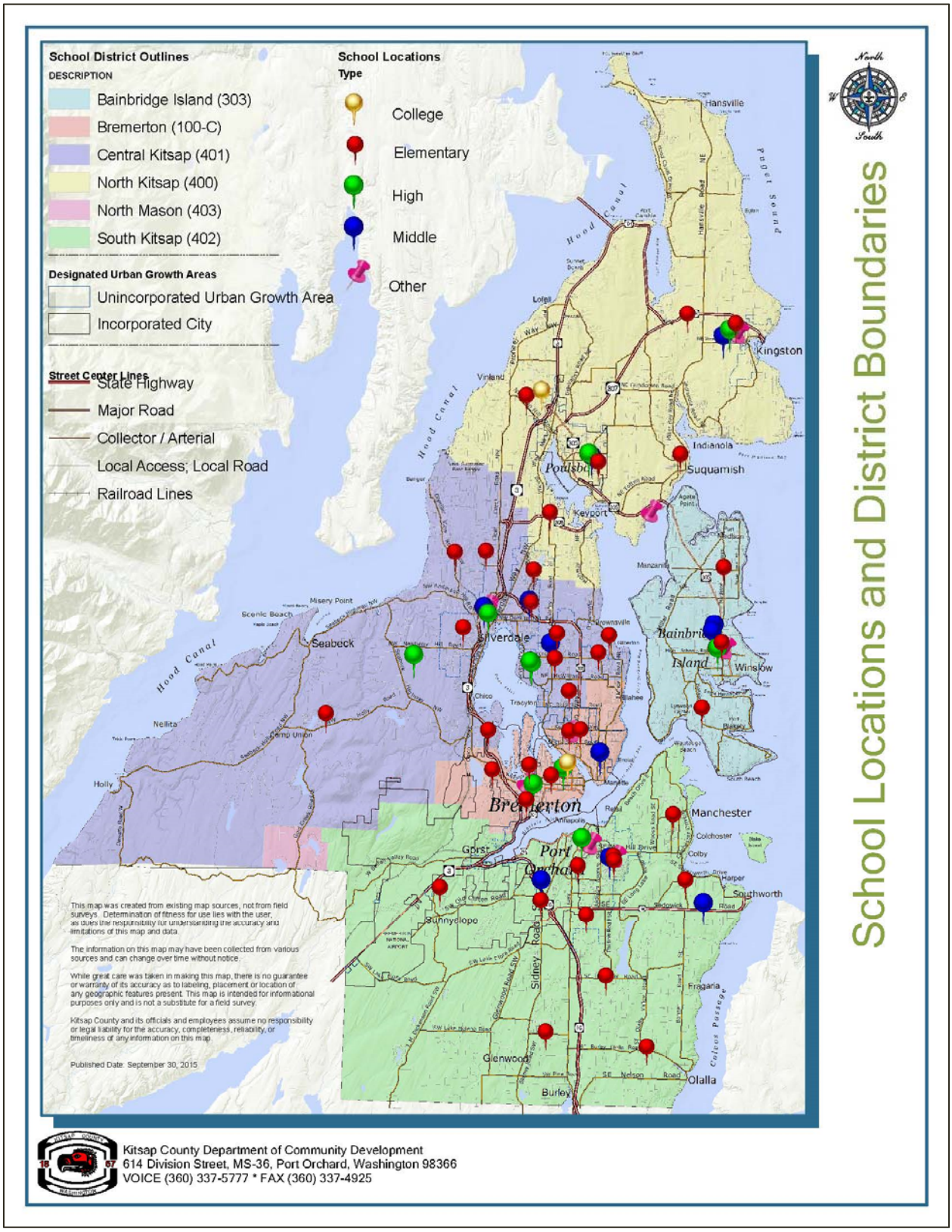
- Voter-approved capital levies
- Capital bonds

According to Bremerton School District staff, capital planning for the Bremerton School District will be considered again in 2017. (Bremerton School District No. 100-C: Study and Survey, 2012)

South Kitsap School District (SKSD) and Central Kitsap School District (CKSD)

Exhibit 99 shows the boundaries for all school districts in Kitsap County, as well as the locations of the schools in each of the districts. A portion of the city limits and most of Bremerton's assigned UGAs are served by South Kitsap School District (SKSD) and Central Kitsap School District (CKSD) (e.g. portions of East Bremerton, West Bremerton, Gorst, and PSIC-Bremerton).

Exhibit 99. Kitsap County School District Boundaries



Source: Kitsap County Department of Community Development, 2015.

Exhibit 100 shows an estimate of student generation based on household estimates for Bremerton's UGA and the Bremerton School District's 2014 analysis of enrollment trends representing a lower range student generation level. An upper range is based on SKSD's rates.

Exhibit 100. Student Generation – Bremerton UGA

Time Period	Student per Household Ratio	Households	Enrollment –BSD Rate	Enrollment –BSD Rate – SKSD Rate
2015	Bremerton: Single Family (SF) & Townhouse = 0.37 Multifamily (MF) = 0.22 Central Kitsap SD SF and MF = 0.46 SKSD SF = 0.52 and MF = 0.36	4,452	1,380	2,030
2021		4,836	1,499	2,205
2036		5,948	1,844	2,712

* Student per Household Ratio is based on analysis done by the Bremerton School District in the 2014 Enrollment Trends and Projections report and reflects an enrollment analysis done in 2014 and based on permits from 2009 to 2014. The Bremerton School District analysis determined that there were 37 students per 100 single family or townhomes and 22 students per 100 apartments. This analysis applies that student generation rate to the household estimates for Bremerton, and uses the structure type split from the 2009 through 2013 American Community Survey estimates.

Source: BERK, 2015; Bremerton School District, 2014; 5-Year ACS DP04, 2009 - 2013.

Capital planning for these districts is outlined in the 2012[3] Kitsap County Capital Facilities Plan, and each district's six-year capital facilities plan, incorporated by reference as amended.

4.10 Solid Waste

Solid waste collection is accomplished by Waste Management Northwest in accordance with an agreement with the City of Bremerton. The hauler provides curbside collection of garbage, recycling and yard/food waste for all residents and businesses.

In Washington, state law requires that counties plan for integrated solid waste management systems that prioritizes waste reduction and recycling (RCW 70.95) as well as managing moderate risk waste, such as household hazardous waste (RCW 70.105). Solid waste disposal services in Bremerton are managed by Kitsap County Public Works.

Although Kitsap County owns the solid waste facilities, they are operated by Waste Management Washington, Inc. (WMWI). WMWI owns and operates a landfill with capacity for 50 to 100 years with additional land with potential for permitting further capacity.

The Kitsap County *2011 Waste Wise Communities: The Future of Solid and Hazardous Waste Management in Kitsap County* and *Kitsap County Capital Facilities Plan 2012*, as amended, are adopted by reference.

[3] Prior to June 2016 the City may determine if the school districts have updated plans or if the 2016 Kitsap County Capital Facilities Plan is available for incorporation by reference.

5.0 UTILITIES DETAIL

5.1 Electrical

Overview

Electricity service in Bremerton is provided by Puget Sound Energy (PSE), which is a privately held, investor-owned utility formed in 1997 with the merger between Puget Sound Power & Light Company and Washington Natural Gas. PSE is the largest electric utility in Washington State, with more than one million electric customers and a service area of 6,000 square miles, primarily in the Puget Sound region. PSE electricity is generated from a variety of sources, including hydroelectric power, thermal power plants, coal, natural gas, wind power, and more. In 2013, the PSE fuel mix for electricity was 31% coal, 32% hydroelectric, 28% natural gas, 7% wind, 1% nuclear, and 1% other. (Puget Sound Energy 2015a)

PSE serves over 115,000 electric customers in Kitsap County and maintains over 132 miles of high-voltage transmission and distribution lines throughout the county. (Puget Sound Energy, 2015; Brobst, Municipal Liaison Manager, 2015)

PSE has divided Kitsap County into two sub-areas (north and south) for the purposes of electric facilities planning. The North Kitsap sub-area is generally from Hood Canal in the north to Sinclair Inlet in the south, and includes Bremerton. The South Kitsap sub-area is generally from Sinclair Inlet to the south county boundary. (Kitsap County, 2012)

Electricity serving the Bremerton area arrives in Kitsap County via 230 kilovolt (kV) transmission lines operated by the Bonneville Power Administration (BPA). These 230 kV lines arrive at a BPA substation in Gorst and then connect to PSE's South Bremerton substation. From this substation, 115kV distribution lines provide power to PSE customers throughout the area. (AECOM and BERK, 2013)

Inventory & Capacity

Electrical facilities in Kitsap County, including Bremerton, include the following:

- Transmission Switching Stations – South Bremerton, Foss Corner, and Valley Junction.
- Transmission Substations– South Bremerton, Bremerton.
- Distribution Substations – Port Gamble, Christensen's Corner, Miller Bay, Silverdale, Central Kitsap, Bucklin Hill, Tracyton, McWilliams, Chico, Sinclair Inlet, South Keyport, Fernwood, Manchester, Long Lake, Fragaria, East Port Orchard, Sheridan, Rocky Point, Poulsbo, Bremerton, Port Madison, Murden Cove, and Winslow, Serwold, Kingston.
- Transmission Lines 115 kV – Foss Corner-Salisbury Point, Foss Corner-Murden Cove, Port Madison Tap, Valley Junction-Foss Corner, Bremerton-Keyport, Foss Corner-Keyport, South Bremerton-Bremerton, South Bremerton-Valley Junction, O'Brien-Long Lake, South Bremerton-Long Lake, South Bremerton-Fernwood Tap, Fernwood Tie, and Bremerton-Navy Yard. Foss Corner - US Navy at Bangor, Miller Bay to Kingston.
- Other Facilities – Command Point Cable Station and Salisbury Point Cable Station.

(Kitsap County, 2012; Brobst, Municipal Liaison Manager, 2015)

Long-range plans are developed by PSE's Total Energy System Planning Department and are based on electrical growth projections. County population projections produced by the OFM are used to

determine new load growth for the next 20 years. Projected load is calculated as the existing load, minus conservation reductions, minus demand side management, plus forecast of new load. PSE's future electrical facilities plan is based on an estimated normal peak winter load. PSE plans to construct additional transmission and distribution facilities to meet demand. The exact timing of individual projects will be determined by the rate of load growth in specific areas. (Kitsap County, 2012)

Projects

South Bremerton switching station: PSE began construction on a series of upgrades to the South Bremerton switching station in 2011 to increase operational flexibility during outages. The improvements will provide increased consistency in the local power distribution system, but do not increase the capacity of the current electrical infrastructure. (Kitsap County, 2012)

BPA Transmission Improvements: BPA is planning to reinforce the Olympic Peninsula with two additional 230 kV transmission lines between the Olympia area and Shelton. (Kitsap County, 2012)

South Bremerton–Foss Corner 115/230 kV Transmission: This project will entail constructing a 115/230 kV transmission line between the South Bremerton transmission station and the Foss Corner switching station. The major portion of this line will be located on a right-of-way parallel to the Kitsap Bangor BPA line. One of the 115/230 kV transmission lines will link the South Bremerton transmission station to the BPA Fairmount transmission substation (Jefferson County) via the Foss Corner switching station and a submarine cable across Hood Canal. A second line from South Bremerton along the corridor will connect to Valley Junction via Silverdale substation. This project is currently in planning. (Kitsap County, 2012; Brobst, Municipal Liaison Manager, 2015)

Long Lake Transmission Loop: This project, designed to improve the reliability of transmission service to south Kitsap County, expands the Long Lake Substation and creates a looped transmission feed and additional capacity between the station and South Bremerton. This project is completed. (Kitsap County, 2012; Brobst, Municipal Liaison Manager, 2015)

Distribution Substations: Several new distribution substations are planned to serve the forecasted load. In North Kitsap, distribution substations are proposed in Tower, Sunset, Newberry, Werner, Brownsville, Agate Pass, and Fletcher. In South Kitsap, distribution substations are proposed in Helena, Colby, Bethel, Phillips, and Sunnyslope. These projects are currently all in planning stages. (Kitsap County, 2012; Brobst, Municipal Liaison Manager, 2015)

5.2 Natural Gas

Overview

Natural gas provision in Bremerton is privately operated and maintained by Cascade Natural Gas Corporation (CNG), a subsidiary of MDU Resources Group, Inc., a multidimensional natural resources enterprise traded on the New York Stock Exchange. CNG serves more than 272,000 customers in 96 communities – 68 of which are in Washington and 28 in Oregon. Cascade serves a diverse territory covering more than 32,000 square miles and 700 highway miles from one end of the system to the other. Interstate pipelines transmit Cascade's natural gas from production areas in the Rocky Mountains and western Canada. The Cascade headquarters is located in Kennewick, Wash. (Cascade Natural Gas, 2015)

CNG serves Bremerton and surrounding unincorporated areas. Note that service is not currently provided to all areas within the service area. Connections are initiated by customer demand and individual requests.

CNG does not plan in advance for individual connections; instead, connections are initiated by customer requests for new construction or conversion. CNG expects to continue developing distribution systems and services to meet growth at the lowest possible cost by maximizing capacity of the existing distribution system. Cascade's customer base grows at a pace of 1% annually (Cascade Natural Gas, 2015).

Factors important in implementing expansion of the CNG system include right-of-way acquisition, permitting, environmental impact assessments, coordination with other projects (e.g., road construction), and locations of other utilities. (Kitsap County, 2012)

Projects

The location, capacity, and timing of improvements to the natural gas system provided by CNG depend on growth in the area and demand for expansion of the system. How the system expands will depend on right-of-way permitting, environmental impact, and opportunities to install gas mains as new development or utility maintenance occurs. CNG has to manage both demand side and supply side investments in their system since they are both receiving and distributing natural gas resources.

Cascade Natural Gas uses computer software to model individual service systems to determine constraint areas based on forecasts for demand. This allows CNG to determine where investments need to be made to meet demand for natural gas supplies. CNG has to manage both demand side (such as distribution capacity) and supply side (such as storage capacity) investments in their system since they are both receiving and distributing natural gas resources. (Cascade Natural Gas, 2014)

The 20-year Load Growth in the Bremerton District area is expected to be 20.8%. (Cascade Natural Gas, 2014)

Increasing capacity on the existing system can occur through the following methods:

- Increasing pressures in the existing lines to add supply and distribution capacity
- Adding new supply and distribution mains for reinforcement
- Increasing existing capacity through replacing existing mains with larger mains
- Adding regulators from supply mains to add pressure gas sources that will meet the needs of new development

Since connections to the system are driven by demand, they cannot be planned in advance of the customer request. CNG plans to continue expanding the distribution system to match growth in an efficient manner.

Cascade Natural Gas has an Integrated Resource Plan and maintains 2-year action plans. Projects planned in the Cascade Natural Gas Bremerton District area in the 2014 Plan include:

- Silverdale Reinforcement @ HWY3
- Port Orchard Reinforcement: ≈ 1,850 ft of 4" PE. 2016 project
- Manchester Reinforcement: ≈ 5,400 ft of 4" PE. 2017 project
- Highway 3 Casing Removal: Replace casing/carrier pipe. High priority.
- R-26 Relocate Bremerton Vault in narrow lot in residential area. Will require a new reg station with a building to reduce noise. Bremerton #2 priority.
- R-64 Reg station in vault in street. Want to relocate, along with valve, to Walgreens property in Silverdale. Bremerton #5 priority.
- V-22 Burwell and Callow in Bremerton. 8" Rockwell plug valve located in driveline at bottom of hill. Need to relocate to parking area, out of driveline. Bremerton #4 priority.
- Chico Check Meter Bremerton Leaking Cameron valves
- V-13 Bremerton Sidney Avenue and Radey Street in Port Orchard. In a vault in drivelane with a bad lid. Want to relocate to back of ROW or in an easement
- Relocation, R-47 Relocate Bremerton County project to restore fish habitat. May replace or remove and add piping.
- Relocation, R-146 Project Tremont Road. Includes relocating R-146, ≈400 ft of 2" steel IP main, ≈300 ft of 2" steel HP main, ≈1,500 ft of 4" steel HP main, and ≈7 HPSS

5.3 Telecommunications

The telecommunications utilities discussed in this section include telephones, cable television, radio communication, and cellular telephones. The Washington Utilities and Transportation Commission (WUTC) regulates telephone and radio communications; cable television and cellular service are not under its jurisdiction. Telecommunications are subject to federal laws and regulations administered by the Federal Communications Commission (FCC). Telecommunication providers must also comply with local regulations such as land use and public rights-of-way.

Telecommunication Services

Telephone service providers are require by state law to provide adequate telecommunications service on demand per Chapter 80.36.090 RCW. Telephone service providers are therefore required to provide services in a manner that accommodates growth within their service area, wherever it may occur. As such, telephone service providers generally do not conduct detailed long-range planning activities. General improvements and maintenance necessary keep the current system operational and to accommodate future growth are implemented as required.

CenturyLink provides local and long-distance telephone service throughout Bremerton and Kitsap County and also provides digital television and DSL Internet (Washignton Utilities and Tranportation Commission, 2015). The Kitsap Public Utility District (KPUD) provides wholesale broadband internet access to retailers in Kitsap County, who in turn provide the service to citizens and businesses (Kitsap Public Utility District, 2015). A variety of other telecommunications companies also provide service in the Bremerton area.

Cable Television

Cable television companies are regulated under the Cable Television Consumer Protection and Competition Act of 1992, which is enforced by the FCC. Cable companies must enter franchise

agreements with the City to regulate service rates according to FCC guidelines. The City's cable franchise agreement is with Comcast and was last renewed in 2013 (Ordinance 5218).

Cellular Telephone

Cellular telephone service in the Bremerton area is provided by a variety of national and regional carriers, including Verizon Wireless, AT&T, T-Mobile, Sprint, and Cricket Wireless. Cellular telephone providers are regulated directly by the FCC. Cellular service depends upon a series of transmitting antennae located on towers throughout a provider's service area. Additional antennae are constructed when a particular area begins to experience capacity overload, and providers will expand capacity in response to consumer demand.

6.0 UGA POPULATION SCENARIO – KITSAP COUNTY PREFERRED ALTERNATIVE

The Kitsap County Comprehensive Plan released a Preferred Alternative in April of 2016, during Bremerton's Comprehensive Plan Update process. The County's Preferred Alternative identified a new growth number of 3,601 new residents between 2015 and 2036 for the Bremerton UGA area. The population number is 293 less than the UGA population growth number identified by Bremerton. The Bremerton City Services Appendix plans for the original UGA growth number of 3,894 between 2015 and 2036, while acknowledging that the County number is slightly lower. As a result, the City Services Appendix provides a conservative analysis by planning for a slightly higher number. The following section provides a brief summary of the scenario where Bremerton would expect a UGA growth number of 3,601 over the next 20 years.

6.1 Fire and Emergency Services

On average, the Fire Department received 0.19 calls per capita annually between 2003 and 2013, including both fire and EMS calls (Fire Department, 2015). Assuming that this rate continues, the UGA areas will add around 2,541 calls by 2036. These added calls will impact the Department's ability to respond quickly and it is likely that investments will be needed in order to run the service at the desired response time of 6.0 minutes. For more analysis on the impacts to fire and emergency services, see the "UGA Analysis" in Section **4.1**.

6.2 Law Enforcement

Given that annexation would result in around 3,600 new residents under the protection of the Bremerton law enforcement officials, Bremerton would need to make investments in the facilities as well as hire more officers on staff in order to meet LOS standards by 2036. An additional 7 officers and 1,750 square feet of facilities would be needed if the UGA area were annexed and served by the Bremerton Police Department. For more analysis on the impacts to law enforcement services, see the "UGA Analysis" in Section **4.2**.

6.3 Parks and Recreation

The addition of 3,600 persons in the UGA would mean a total need for 11.2 acres of neighborhood parks and 20 acres of community parks, which is generally consistent with the park needs when planning for the larger UGA population number. For more analysis on impacts to parks and recreation, see the "UGA Analysis" in Section **4.3.**

6.4 Public Buildings

The level of service (LOS) standard for public buildings in the City of Bremerton maintains the current building square feet at the higher level of growth assumed, and no additional space is needed. For more analysis on the impacts of growth on public buildings see Section **4.4**.

6.5 Transportation

The small difference in population would result in a slightly reduced impact on the transportation system. See Transportation Appendix for more information.

6.6 Sewer/Wastewater

The sewer capital planning analysis includes the UGA areas. With the smaller growth number for the UGA there would be minimal impacts on capital needs for sewer. The sewer service needed in 2036 is 6.7 mgd, with the only difference being an interim need for 5.3 mgd in 2021 rather than 5.4 mgd (see Exhibit 101. LOS Comparison – City Limits and UGA – Wastewater Facilities).

Exhibit 101. LOS Comparison – City Limits and UGA – Wastewater Facilities

Time Period	Population (Bremerton +UGA)	Millions of Gallons per Day (mgd) Needed to Meet LOS **standard** (Larger UGA population)	Millions of Gallons per Day (mgd) Needed to Meet LOS **standard** (Smaller UGA population)
CURRENT LOS STANDARD = 100 gallons PER CAPITA			
2015	48,960	4.9	4.9
2021	53,449	**5.4**	**5.3**
2036	66,558	6.7	6.7

Note: Population numbers include the City of Bremerton and the Bremerton UGA. Projected population for the Kitsap County Sewer District No. 1 and the Naval Shipyard are not included since they are served by a contract that could be renegotiated.
Source: City Services Appendix, 2004; Bremerton Wastewater Comprehensive Plan, 2014.

For more analysis on the impacts to sewer/stormwater, see the "UGA Analysis" in Section **4.6.**

6.7 Stormwater

Level of service for stormwater activities are regulated by the city code and the design standards are regulated by the county standards (which comply with state regulations). All land development are conditioned to meet water quality, runoff control, and erosion control requirements of the county design manual. The manual requires development to provide water quality enhancements at 91 percent of the runoff volume generated at the project site.

A change in UGA population by a few hundred residents is unlikely to have significant impacts on stormwater capital projects or on level of service. For more analysis on the impacts to stormwater, see the "UGA Analysis" in Section **4.7**.

6.8 Water

The lower UGA population number is not likely to significantly change water capital planning. The City's Water Utility service area currently includes West Bremerton, Gorst, and East Bremerton UGAs as well as half of the Central Kitsap UGA. The Water System Plan projects population growth between 2011 and 2031 of over 5,000 in the UGA area. With expected growth of 4,028 between 2012 and 2036, the Water System Plan is consistent with the expected growth numbers and the City would be expected to be able to serve the City and UGA combined regardless of the higher or lower population growth number for the UGA.

For more analysis on the impacts to water, see the "UGA Analysis" in Section **4.8**.

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Environment Appendix

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Greenhouse Gas Emissions

Greenhouse gas emissions consideration is relatively new concept for the City of Bremerton to be planning for. Along with the hiring of a consulting firm to assist us with the Comprehensive Plan Update, the request was made to provide the City some additional information that may help formulate specific strategies that can be considered and deliberated in the upcoming planning horizon. The following is further information for the City to consider to later adoption (or amending of existing code).

Greenhouse gas (GHG) emission reduction strategies identify ways in which federal, state, and local governments can assess greenhouse gas contributions and set priorities to reduce fossil fuel dependence and the potential negative impacts of climate change. The main way local governments can reduce emissions is by encouraging and incentivizing more sustainable behavior among residents. As part of the Comprehensive Plan Update, Bremerton is required to review and update policies related to sustainability and climate change.

This describes the sustainability and climate change requirements from the state and the Puget Sound Regional Council (PSRC). It also describes a range of sustainability strategies that could be adopted by City of Bremerton to reduce GHG emissions. The primary focus is to quantify their likely effectiveness, estimate their costs of implementation, and assess their feasibility and appropriateness in Bremerton.

Background

GHG emissions in Washington come from transportation (46%), electricity (20%), industrial sources (16%), residential and commercial buildings (9%), agriculture (6%) and waste (3%)[1]. To reduce emissions in Washington, the state has adopted legislation that sets emission reduction targets to:

- Return to 1990 levels by 2020
- Reduce emissions to 25% below 1990 levels, by 2035
- Reduce emissions to 50% below 1990 levels, by 2050[2]

These goals above are statewide reduction goals, across all sectors and sources of emissions. While these goals are enacted in state law, the state has not yet assigned targets for the regions of the state, nor for individual sectors (transportation, energy, housing, etc.) The federal government has also not yet set national GHG reduction goals, and current federal legislation being considered by Congress would require specific state goals and targets at least 2 years beyond the enactment of federal legislation. In the absence of specific requirements and guidance, the Puget Sound Regional Council (PSRC) Transportation Policy Board has taken a proactive stance to address the state's climate change goals in the Transportation 2040 Update process.[3]

[1] http://www.ecy.wa.gov/climatechange/laws.htm
[2] RCW 70.235.020
[3] PSRC, Transportation 2040

Bremerton has already taken steps to address climate change by joining more than a dozen other cities across the region in signing the U.S. Mayors Climate Protection Agreement. This initiative is supported by several sustainability actions Bremerton is engaging in citywide including:

- Performing energy efficiency audits on City owned buildings and facilities
- Working with Puget Sound Energy to retrofit City buildings
- Replacing City traffic lights with LED
- Encouraging City employees to find alternatives to driving alone and reduce emissions through their participation in the Commuter Trip Reduction Program
- Investing over $10 million in nonmotorized improvements over the past five years

It is important to note that some GHG reduction strategies can only be implemented at the state and federal level. Examples of these larger-scale actions that are currently under debate and that Bremerton can support include:

- Adopting stricter fuel economy standards
- Implementing market based approaches that put a price on carbon such as cap-and-trade and a carbon tax
- Updating commercial and residential energy building codes and standards, as well as appliance and equipment energy conservation standards to be more energy efficient

Actions to Reduce GHG Emissions

Potential Strategies

The following section identifies a range of sustainability strategies that Bremerton could use to reduce GHG emissions in the transportation, energy, and waste sectors. The strategies are grouped by three alternatives. Each alternative is modeled off of a low, medium, and high target scenario. Although the state has set statewide reduction goals across all sectors and sources of emissions, there are currently no assigned targets regionally. *As a result, at this time PSRC does not require greenhouse gas reduction strategy implementation or target setting, thus this information is provided to set the context for conversations in the next planning cycle when this will likely be required to be implemented.* The establishment of any target would go beyond what is required by law and would show Bremerton's commitment to sustainability.

A library of strategies to reduce GHG emissions can be found in the tables following this section.

Low Target Scenario

A low target scenario assumes a GHG reduction of 1-5 percent from existing conditions. This level of reduction can be achieved by adopting a relatively simple and low cost sustainability strategy that reduces vehicle miles travelled (VMT) by five percent per capita, reduces solid waste by five percent per capita, and support energy efficient retrofits of existing buildings through low loan or grant programs.

To reduce vehicle miles travelled by five percent, Bremerton could adopt policies that increase land use diversity where possible, and invest in bicycle, pedestrian, and transit infrastructure. Having different types of land use near one another can decrease VMT as trips between land use types are shorter and may be accommodated by non-auto modes of transport. The difficulties of implementing these policies and strategies can range depending on public resistance to land use and zoning changes and non-auto oriented improvements. However, these strategies can achieve a combined VMT reduction of up to 5 percent (with minimal implementation difficulties and low costs) or 12 percent (with greater implementation difficulties and costs).

Medium Target Scenario

A medium target scenario assumes a target reduction goal of 6-10 percent. To achieve this level, Bremerton could adopt a sustainability strategy similar to the preferred alternative within the PSIC-Bremerton Subarea Plan[4], in addition to the requirements established within the low target scenario (reduce VMT by five percent per capita, reduce solid waste by five percent per capita, and are 10 percent better than the state's minimum requirements.

Comparable to the PSIC-Bremerton Subarea Plan, this strategy could include implementing a mandatory CTR program expanding vanpool/transit and requiring energy efficient outdoor lighting standards[5]. At the city level these options would require minimal financial contributions, as the majority of the fiscal responsibility would rely on the employers, developers, and taxpayers. There are some challenges implementing a more robust vanpool service in Bremerton such as high fares compared to drivers, and difficulties findings riders and drivers. However, given the success of vanpool services between Kitsap Transit and NBK-Bremerton, this could be an advantageous option for Bremerton to reduce VMT.

High Target Scenario

A high target scenario for Bremerton would be to reduce GHG by more than 10 percent. This could be achieved by more ambitious baseline targets to reduce VMT by ten percent per capita, reduce solid waste by ten percent per capita, and adopt building efficiency standards that require a LEED gold level of certification or higher.

This strategy could be further supported by adopting land use strategies with more stringent growth restrictions, and which increase densities within Bremerton's city center. Increased residential and employment densities tend to have more concentrated trips and can be supportive of alternative modes of travel such as transit, whereas areas of low density tend to have dispersed trip patterns more conducive to trips made by personal vehicle. Implementing land use policies that support residential and employment densities are not without their implementation difficulties such as residents who fear increasing densities will damage the character of their neighborhoods. In addition, adopting an aggressive sustainability strategy requires a high level of funding. However, if these policies are adopted Bremerton could see a significant change in the way its residents travel and reduce total VMT by more than 10 percent.

[4] Formerly the SKIA Subarea Plan

Evaluation Criteria for Transportation Demand Management (TDM) Strategies	Range of Effectiveness	Implementation Difficulties	Cost	Who Pays			
				Taxpayers	Users	Employers	Municipality*
TRANSPORTATION: PUBLIC MODE SUPPORT MEASURES							
Public Education and Promotion	Increases the effectiveness of other strategies up to 3%	None	Low-medium	✓		✓	✓
Area-wide Ride matching Services	0.1-3.6% VMT reduction	None	Low			✓	✓
Transit Services	Up to 2.5% VMT reduction	Ongoing competition for public funds	Medium-high	✓	✓	✓	
Vanpool Service	Up to 8.3% commute VMT reduction	High fares compared to transit; finding riders & drivers	Medium		✓	✓	
Transit and Vanpool Fares	Up to 2.5% regional VMT reduction	Competition for public funds; equity concerns	Medium	✓	✓	✓	
Non-Motorized Modes	0-2% regional VMT reduction	Minimal for low cost actions; great for high cost actions	Low-high	✓	✓	✓	
HOV Facilities	Up to 1.5% VMT reduction & .2% trip reduction	High cost; public acceptance	Medium-high	✓			
Park and Ride Lots	0-0.5% VMT reduction	None	Medium-high	✓			
TRANSPORTATION: EMPLOYER BASED TDM MEASURES							
Monetary Incentives	8-18% trip reduction at site	Tax implications for some subsidies	Low-medium			✓	
Alternative Work Schedules	As much as a 1% regional VMT reduction	Employee or management reluctance	Low			✓	

Evaluation Criteria for Transportation Demand Management (TDM) Strategies	Range of Effectiveness	Implementation Difficulties	Cost	Who Pays			
				Taxpayers	Users	Employers	Municipality*
Commute Support Programs	0.1-2.0% regional VMT reduction	None	Low			✓	
Guaranteed Ride Home	Unknown	Liability concerns of employers	Low		✓	✓	
Parking Management	20-30% reduction in SOV trips	Employee opposition	Low to revenue producing		✓	✓	
Facility Amenities	Minimal alone	Space; local zoning requirements	Low to revenue producing			✓	
Transportation Management Associations	6-7% commute trip reduction*	Funding and political support required	Low-medium			✓	✓
TRANSPORTATION: PRICING STRATEGIES							
Congestion Pricing	Up to 5% regional VMT reduction	Public and political resistance; travel alternatives required; technical and enforcement difficulties	Revenue producing		✓		
Parking Tax	1-5% regional VMT and trip reduction	Legislative action; negative public sentiment; opposition from private sector	Revenue producing		✓	✓	
TELECOMMUNICATIONS STRATEGIES							
Telecommuting	Up to 10% commute VMT reduction	Prevailing corporate culture	Low			✓	
LAND USE STRATEGIES							
Development Impact Mitigation	Varies with mitigation requirements	Landowner and developer resistance	Low to medium		✓	✓	

Evaluation Criteria for Transportation Demand Management (TDM) Strategies	Range of Effectiveness	Implementation Difficulties	Cost	Who Pays			
				Taxpayers	Users	Employers	Municipality*
Mixed Land Use/Jobs Housing Balance	VMT reductions up to 10%	Public resistance; slow rate of effective change	Low to medium	✓	✓		✓
Transit-Oriented and Pedestrian Friendly Design	Increase in transit, bike, and pedestrian trips	Requires design review; developer resistance	Medium to high	✓		✓	
Residential Density Increases	VMT reductions of up to 10% per household	Public and developer resistance to required densities	Medium to high	✓	✓		
Employment Center Density Increases	SOV work trip reductions of up to 50%	Large increase in density often required to realize significant change	Medium to high	✓		✓	
Parking Management	1 to 5% region-wide VMT reduction	Local council action required; public/retailer resistance; enforcement issues	Low		✓	✓	
On-Site Amenities	Unknown; probably reflects effectiveness of mixed use development	Requires policy changes, public, and private inertia are barriers	Low to medium		✓	✓	✓
POLICY & REGULATORY STRATEGIES							
Trip Reduction Ordinances	.1 - 4% regional VMT reduction	Legislative action required; resistance to expanded regulation	Low-medium	✓		✓	✓
Restrict Vehicle Access to Facilities and Activity Centers	2.8-10% VMT reduction	Political will to face public opposition	Low to high	✓			
Parking Maximizing	1-5% trip reduction	Public, developer resistance	Low			✓	

* Costs required of the City for implementation of the strategies to City owned buildings and facilities
**These are listed as Best Management Practices (BMP*) since there is not adequate literature at this time to generalize the mitigation measure reductions
***These ranges are approximate and should not be used in lieu of the specific quantification method provided in the fact sheet for each measure.

Table 2. Greenhouse Gas Reduction Strategies

Evaluation Criteria for Greenhouse Gas (GHG) Reduction Strategies	Range of Effectiveness	Implementation Difficulties	Cost	Who Pays			
				Taxpayers	*Users*	Employers	Municipality
ENERGY							
Exceed Washington Building Envelope Energy Efficiency Standards by X%	(X is equal to the percentage improvement selected for the project	Developer resistance to more stringent building codes	Medium-high		✓	✓	✓
Install Energy Efficient Appliances	Up to 20% reduction		Medium-high		✓	✓	✓
Install Programmable Thermostat Timers	BMP*	Minimal	Low		✓	✓	✓
Establish Onsite Renewable Energy Systems	0-100% reduction	High cost	High		✓	✓	✓
Install Higher Efficacy Public Street and Area Lighting	16-40% reduction		Low-Medium	✓		✓	
Limit Outdoor Lighting Requirements	BMP*	Safety concerns	Low				✓
Replace Traffic Lights with LED Traffic Lights	90% reduction		Low	✓			
WASTE							
Institute or Extend Recycling and Composting Services	BMP*	Funding and public support required	Low-Medium	✓	✓		
Recycle Demolished Construction Material	BMP*		Low	✓	✓	✓	

Evaluation Criteria for Greenhouse Gas (GHG) Reduction Strategies	Range of Effectiveness	Implementation Difficulties	Cost	Who Pays			
				Taxpayers	*Users*	Employers	Municipality
WATER							
Use Reclaimed Water	0-40% reduction	Technical feasibility, cost and public policy acceptance	Medium-High	✓			
Use Gray Water	0-100% reduction	Financial support and public education needed	Medium-High	✓			
Install Low-Flow Water Fixtures.	17-31% reduction	Minimal	Low		✓	✓	✓
Adopt a Water Conservation Strategy.	Varies	Minimal	Low	✓			✓
Design Water-Efficient Landscapes	0-70% reduction	Minimal	Low	✓		✓	✓
GENERAL PLAN STRATEGIES							
Fund Incentives for Energy Efficiency	BMP*	Funding and political support required	Low-Medium	✓			✓
Establish a Local Farmer's Market	BMP*	Minimal	Low				✓
Establish Community Gardens	BMP*	Minimal	Low				✓
Plant Urban Shade Trees	BMP*	Minimal	Low-Medium	✓			✓
Implement Strategies to Reduce Urban Heat-Island Effect	BMP*		Low	✓			✓
MISCELLANEOUS							

Evaluation Criteria for Greenhouse Gas (GHG) Reduction Strategies	Range of Effectiveness	Implementation Difficulties	Cost	Who Pays			
				Taxpayers	*Users*	Employers	Municipality
Establish a Carbon Sequestration Project	Varies	Funding and public support required	Low	✓			✓
Establish Off-Site Mitigation	Varies	Funding and public support required	Low	✓			✓
Use Local and Sustainable Building Materials	BMP*	Developer resistance to more stringent building codes	Low-Medium	✓	✓	✓	✓
Require Environmentally Responsible Purchasing	BMP*	Developer resistance to more stringent building codes	Low	✓	✓	✓	✓
Implement an Innovative Strategy for GHG Mitigation	BMP*	Funding and public support required	Low	✓			✓

* Costs required of the City for implementation of the strategies to City owned buildings and facilities
**These are listed as Best Management Practices (BMP*) since there is not adequate literature at this time to generalize the mitigation measure reductions
***These ranges are approximate and should not be used in lieu of the specific quantification method provided in the fact sheet for each measure.

Definitions

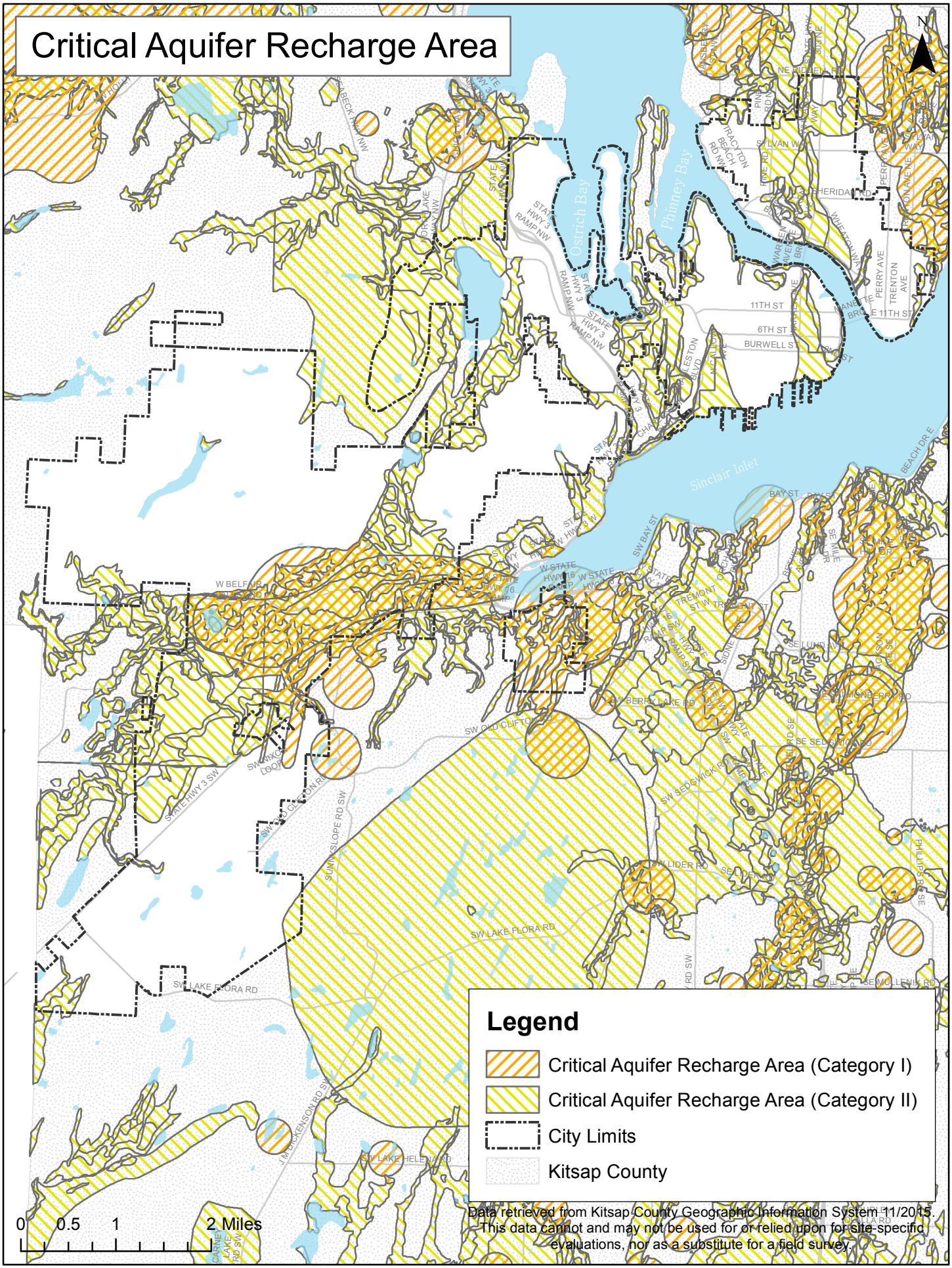
- **Bioretention BMP**: Engineered facilities that store and treat stormwater by passing it through a specified soil profile, and either retain or detain the treated stormwater for flow attenuation. Refer to Chapter 7 of Volume V of the Department of Ecology's SWMMWW (2014) for Bioretention BMP types and design specifications.

- **Low Impact Development (LID):** A stormwater and land use management strategy that strives to mimic pre-disturbance hydrologic processes of infiltration, filtration, storage, evaporation and transpiration by emphasizing conservation, use of on-site natural features, site planning, and distributed stormwater management practices that are integrated into a project design.

- **Permeable Pavement:** Pervious concrete, porous asphalt, permeable pavers or other forms of pervious or porous paving material intended to allow passage of water through the pavement section. It often includes an aggregate base that provides structural support and acts as a stormwater reservoir.

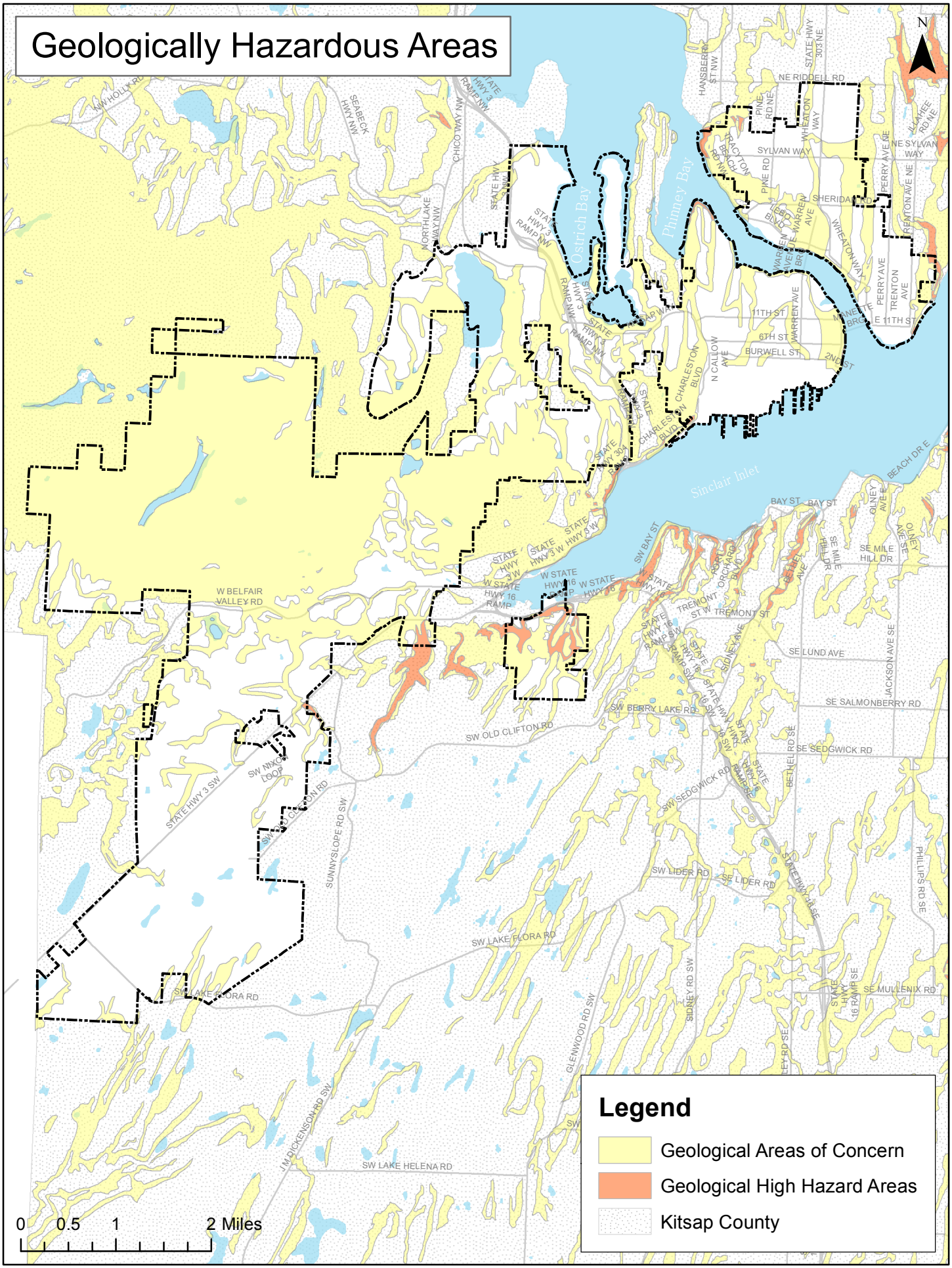
- **Rain garden:** A non-engineered shallow, landscaped depression, with compost-amended native soils and adapted plants. The depression is designed to pond and temporarily store stormwater runoff from adjacent areas, and to allow stormwater to pass through the amended soil profile.

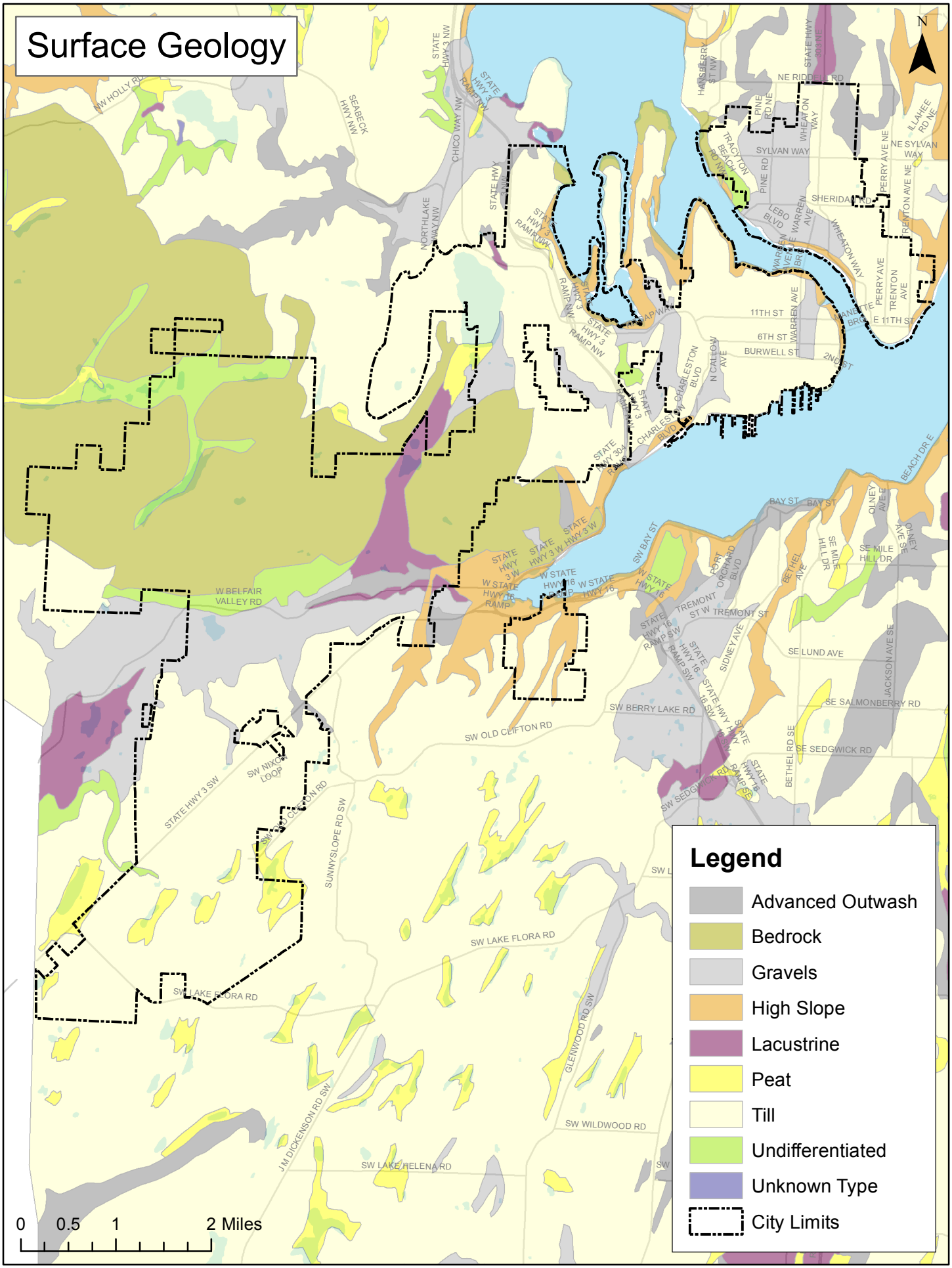
Critical Aquifer Recharge Area



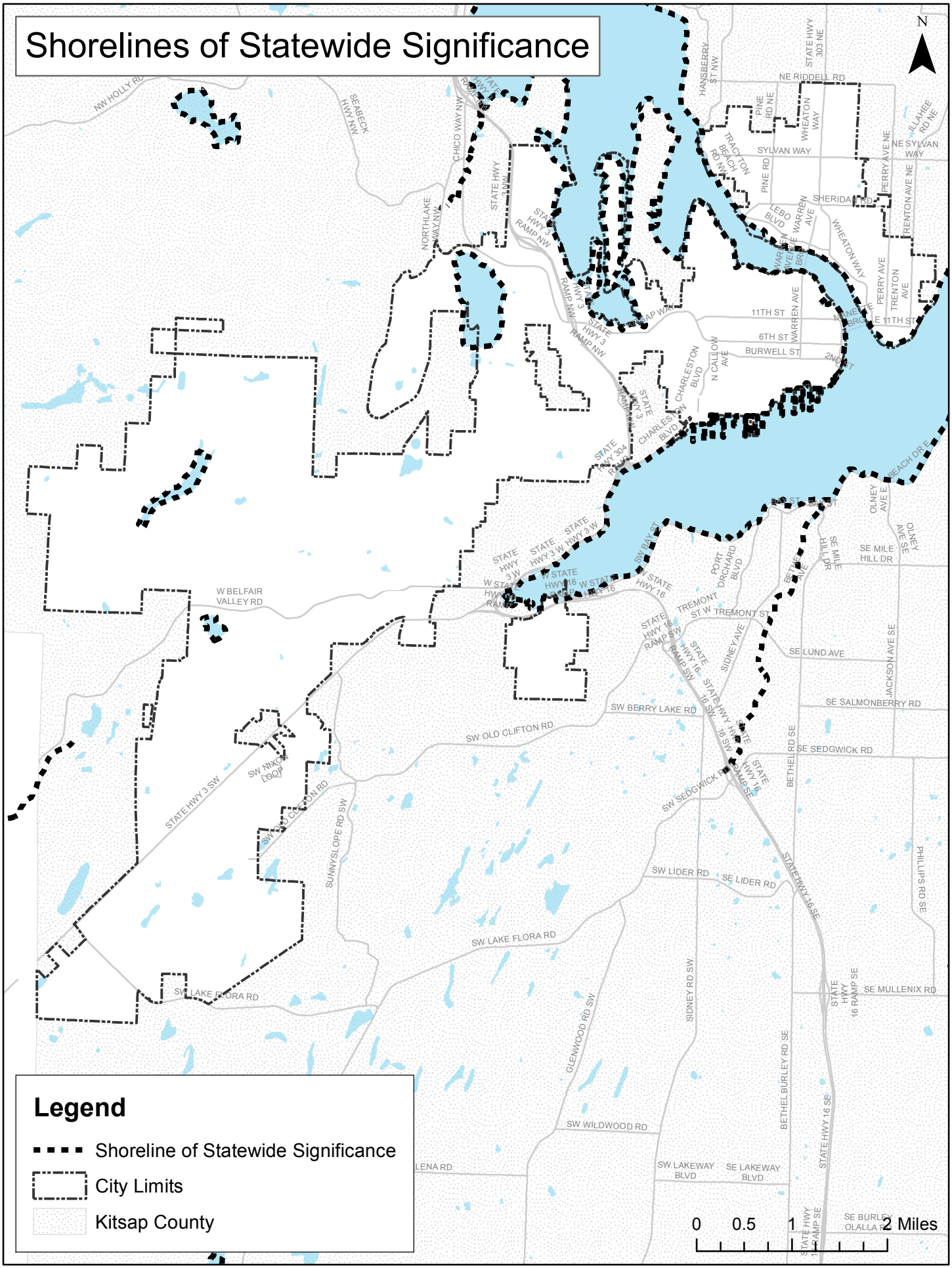
Data retrieved from Kitsap County Geographic Information System 11/2015.
This data cannot and may not be used for or relied upon for site-specific evaluations, nor as a substitute for a field survey.

Geologically Hazardous Areas




Surface Geology
N
Legend
Advanced Outwash
Bedrock
Gravels
High Slope
Lacustrine
Peat
Till
Undifferentiated
Unknown Type
City Limits
0
0.5
1
2 Miles
NE RIDDELL RD
SYLVAN WAY
NE SYLVAN WAY
SHERIDAN RD
11TH ST
6TH ST
BURWELL ST
2ND ST
BAY ST
TREMONT ST
SE LUND AVE
SE SALMONBERRY RD
SE SEDGWICK RD
SW BERRY LAKE RD
SW OLD CLIFTON RD
SW LAKE FLORA RD
SW WILDWOOD RD
SW LAKE HELENA RD
W BELFAIR VALLEY RD
STATE HWY 3 SW
SUNNYSLOPE RD SW
GLENWOOD RD SW
J M DICKENSON RD SW
SW NIXON LOOP
SW BAY ST
BEACH DR E
SE MILE HILL DR
OLNEY AVE
JACKSON AVE SE
BETHEL AVE
BETHEL RD SE
SIDNEY AVE
PORT ORCHARD BLVD
CHARLESTON BLVD
N CALLOW AVE
WARREN AVE
PERRY AVE
TRENTON AVE
WHEATON WAY
LEBO BLVD
PINE RD
TRACYTON BEACH RD NW
NORTHLAKE WAY NW
CHICO WAY NW
SEABECK HWY NW
NW HOLLY RD
HANSBERRY ST NW
STATE HWY 303 NE
ILLAHEE RD NE
PERRY AVE NE
TRENTON AVE NE
W STATE HWY 16
STATE HWY 3 W
STATE HWY 16 RAMP SW
STATE HWY 16 SW
STATE HWY 16 RAMP SE
STATE HWY 3 RAMP NW
STATE HWY 304 RAMP

Shorelines of Statewide Significance



Legend

- Shoreline of Statewide Significance
- City Limits
- Kitsap County

PUBLIC PARTICIPATION PROGRAM

1. PURPOSE AND MISSION:

Public participation is an essential part of the City of Bremerton's planning process. This public participation program provides the framework for public input on the review, amendment, and ultimate update of the city's comprehensive plan.

In designing this public participation program, the City of Bremerton attempts to involve the broadest cross-section of the community, particularly encouraging both groups and individuals not previously involved in planning. Early, continuous, effective public participation will result in a comprehensive plan that assures the community's desired future, while meeting the mandates of the Washington State's Growth Management Act.

2. REQUIREMENTS OF THE ACT

The Growth Management Act requires that the City of Bremerton establish procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations. The procedures described below for the City of Bremerton Update Process will achieve the following:

1. Early and continuous participation

From the onset of the process, including the creation of the participation program, the Planning Commission and city staff will ensure expansive and effective public involvement by using methods that include surveys, information bulletins, and distribution lists for all interested parties to receive regular notices, meeting advertisements, and updates. The public will be well advised of the opportunities for involvement and particularly encouraged to participate in the drafting and review of the proposed updates to the Comprehensive Plan.

2. Communication and information programs

City staff will use all available means to encourage participation at all levels, through outreach and educational efforts, including television appearances that will be available throughout the proposal (web-video), presence at public events, and a website that will be continually updated with project documents and announcements.

Keeping the public informed through a variety of mediums is a key aspect of this program, and the website will be used as a top source of information. Web publications will be posted and updated regularly. These are designed to describe the Comprehensive Plan and the update process, outline opportunities for public involvement, and provide contact information, including the web site, email, and facsimile address for public inquiry and comment. Detailed information and progress reports will be available for local organizations and media outlets, such as local newsletters, news articles, and Bremerton-Kitsap Access Television (BKAT) regular appearances.

3. Public meetings with adequate notice

All public meetings concerning the Comprehensive Plan will be advertised throughout the community. Formal public notices will be posted and published in consistent locations including the Department of Community Development, and "The Sun" (local daily newspaper). Interested parties will be further notified through an electronic notice distribution list, providing process updates and meeting details.

4. Provisions for open discussion

Open discussion will result from a fair and open process, with various opportunities for public input. Public workshops will be advertised and made accessible to the broadest audience possible. Public notification of the meetings will be distributed in advance of the workshops. Discussion will be ensured and encouraged by designated time for facilitated discussion, public hearings prior to adoption of amendments, and well-noticed public comment periods.

5. Opportunity for written comments

Written comments will be accepted and encouraged at all venues and in various forms, including email messages and facsimiles. Notice of public comments periods will encourage written comments and provide contact information, especially on draft comprehensive plan updates. Comments should be addressed to the City of Bremerton Planning Commission at: (Mail Address) Department of Community Development, 345 6th Street Suite 600, Bremerton, Washington 98337; or (E-mail Address) compplan@ci.bremerton.wa.us. For specific questions Long Range Planner, Allison Satter will be available throughout this process at (360) 473-5845.

Planning staff will provide public comment cards at Commission meetings and at strategic locations throughout the city. The comment cards will be regularly collected but also designed for easy postcard mailing. In addition to this, assorted City of Bremerton swag will be handed out to those who are involved in the

commenting process. Written comments will be presented to the Planning Commission during official public meetings.

6. Consideration and "fair response" to public comments

All comments on draft proposals and alternatives will be accepted and brought to the attention of the Planning Commission for their consideration. Written comments will also be kept on file for public review. City Planning Staff will acknowledge the receipt of written comments by sending a letter with notification of opportunities for further involvement.

7. Broad dissemination of proposals and alternatives

Draft proposals and alternatives will be broadly disseminated throughout the community. A bulletin-type publication, posted at various locations to provide general information about the process, will direct the public to the city-wide locations for reviewing the draft materials. Locations for the review of draft proposals and alternatives include:

1. Department of Community Development, 345 6th Street, Suite 600 Bremerton
2. Downtown Library, 612 5th Street, Bremerton
3. Bremerton Area Chamber of Commerce, 286 4th Street, Bremerton
4. Kitsap Regional Library – Sylvan Way Branch. 1301 Sylvan Way, Bremerton
5. Sheridan Community Center, 680 Lebo Blvd., Bremerton
6. Olympic College Library, 1600 Chester Avenue, Bremerton
7. School District Office, 134 Marion Avenue, Bremerton

3. PROGRAM POLICIES AND PROCEDURES:

Throughout the Comprehensive Plan update process, the City of Bremerton will maximize citizen involvement opportunities. This participation program specifically details the comprehensive update process, striving for city-wide participation as opposed to a process which tends to focus on isolated issues or properties. Efforts will continue to make the process open and accessible to all concerned parties and to make related materials and presentations easily understood by the citizens of Bremerton.

STAGES of the COMPREHENSIVE UPDATE PROCESS:

1. Scoping Stage: Review of the Comprehensive Vision and Goals
Public participation efforts begin with accepting public comment on the Work Program established through the District Profiling exercise and review for consistency with State law and regulations. The existing Comprehensive Plan's vision, goals, policies, and implementation strategies are the starting point for the update. Fine-tuning of the Comprehensive Plan, compliance with Kitsap County-

wide planning policies, Puget Sound Regional Center Vision 2040 and Washington State mandates will be raised for discussion.

2. Adopting Stage: Proposed Updates for a Comprehensive Revision
The Comprehensive Plan Update will be conducted through public, noticed hearings at which community members and interested parties will be encouraged to participate. Planning Commission and City Council will conduct workshops to deliberate the code as a whole, in addition to separating key policies into their own workshops (such as separate meetings for Housing, Land Use, Economic Development, Parks & Recreation, and Capital Facilities & Utilities). All those workshops will provide time for public comment, approximately 24+ meetings. Public Hearings will be held at both the Planning Commission and City Council levels, complete with notices and written comment periods. At hearings, all persons desiring to speak should be allowed to do so, consistent with time constraints.

ROLES in the COMPREHENSIVE UPDATE PROCESS:

As outlined above, the Planning Commission chairs the update process for the Comprehensive Plan. Following the City Council's final adoption of comprehensive plan updates and supplemental development regulations, the Commission will monitor implementation and compliance. The Commission will hold public meetings to provide information on how implementation is progressing and to receive public input on changes that may be needed. When amendments are proposed for adoption, the same public hearing procedure should be followed as attended in the Update adoption process. Public participation and comprehensive planning are iterative and continuous.

Planning staff will provide frequent progress reports on the update to the Planning Commission and the City Council, including verbal reports during regularly televised Council meetings.

Members of the Planning, Engineering, Parks and Recreation, Utilities, and other City Departments will provide technical assistance throughout the process, including requests for neighborhood meetings, sub-committee work, and other opportunities.

The City will support and participate in public education/involvement offered by Puget Sound Regional Council, Kitsap County, Kitsap Regional Coordinating Council, surrounding jurisdictions, special districts, and other area organizations.

[Statutory Authority: RCW 36.70A. -020(11), -.140,-.035,-.070,-.130(2),-.390]

Adopted Plans

The following are functional plans of the Comprehensive Plan:

Document	Resolution/Ordinance*	Date
Water System Plan	Ord. 5220	6/19/2013
Wastewater Comprehensive Plan	Ord. 5268	12/17/2014
Stormwater Management Plan Update	Ord. 5094	11/4/2009
Non-Motorized Transportation Plan	Ord. 5037	12/19/2007
Parks, Recreation, & Open Space Plan	Ord. 5242	3/19/2014
Bay Vista Subarea Plan	Ord. 5202	12/19/2012
PSIC-Bremerton Subarea Plan (formerly South Kitsap Industrial Center)	Ord. 5188	8/1/2012
Eastpark Subarea Plan	Ord. 4962	1/28/2006
Downtown Regional Center Subarea Plan	Ord. 5034; Ord. 5202	12/19/2007; 12/19/2012
Gorst Subarea Plan	Ord. 5237	12/18/2013
Shoreline Master Program	Ord. 5229	12/4/2013

*As currently adopted or hereinafter amended