Bremerton2044

City of Bremerton 2024 Comprehensive Plan Update

Draft Environmental Impact Statement

October 2024

CITY OF BREMERTON

Land Acknowledgement

Ancestral Lands of the Coast Salish

Puget Sound is a part of a larger area that has been the traditional aboriginal territory of the Coast Salish peoples, who live around the Salish Sea in what is now Washington State and the Canadian province of British Columbia. The Coast Salish Tribes have lived here since time immemorial and while each tribe is unique, all share in having a deep historical connection and legacy of respect for the land and natural resources. These sovereign tribal nations enrich the region through environmental stewardship, cultural heritage, and economic development, and collaborate with local governments to shape the region's future.

The Suquamish Tribe

"*Every part of this soil is sacred in the estimation of my people. Every hillside, every valley, every plain and grove, has been hallowed by some sad or happy event in days long vanished*." *Chief Seattle 1854*

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the suq̓ʷabš "People of Clear Salt Water" (Suquamish People). Expert fisherman, canoe builders and basket weavers, the suq̓ʷabš live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, the suq̓ʷabš live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

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Cover Letter

October 18, 2024

Subject: Bremerton2044 Comprehensive Plan Update Draft Environmental Impact Statement

Dear Reader:

The City of Bremerton invites you to comment on the Bremerton2044 Comprehensive Plan Update Draft Environmental Impact Statement (DEIS). The City is updating its Comprehensive Plan consistent with the Growth Management Act (GMA; RCW 36.70A). The plan is designed to help the City meet its long- term vision for land use and growth management in incorporated city limits.

In accordance with the GMA, this update is for a 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address racially disparate impacts, and supporting investments in parks and multimodal/active transportation, utilities, and public services. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council's (PSRC's) VISION 2050 which contains the Multicounty Planning Policies (MPPs).

All comprehensive plan elements would be updated as part of this proposal. Proposed policy amendments would reflect

The Draft Environmental Impact Statement (DEIS) studies three land use alternatives that include a no action and two action alternatives for Bremerton. Both Action Alternatives assume growth targets consistent with PSRC's VISION 2050 and Appendix B-2 of the Kitsap CPPs: 20,252 new people, 9,556 new housing units and 14,175 new jobs.

Alternative 1 No Action, Current Adopted Plan

Alternative 2 Growth focused within City's Downtown Regional Growth Center and other designated Centers

Alternative 3 Growth focused within City's Downtown Regional Growth Center, designated other Centers, mixed use opportunities and increased residential high density

The release of this Draft EIS follows the scoping period initiated by the City in late 2022, which created an opportunity for the public to offer their ideas about growth scenarios and alternatives that should be studied in this EIS, and the elements of the environment that could potentially be affected. Following the scoping period, the City refined and finalized the alternatives and began an in-depth evaluation of their potential environmental impacts. The release of this Draft EIS is an opportunity for the public to review, and comment on the evaluation.

Written comments can be submitted from citizens, agencies, affected tribes, and all interested parties on the Draft EIS from October 18th to December 2, 2024. Comments are due by 5:00 PM, December 2, 2024. Email comments are preferred and should be sent to compplan@ci.bremerton.wa.us. Please include "Draft EIS Comments" in the subject line and include your comments in the body of your email message rather than as an attachment if possible, and directed to Garrett Jackson, Planning Manager.

Written comments via US Mail or hand delivered should be directed to:

City of Bremerton Community Development
345 6th Street, Suite 100
Bremerton, WA 98337
Subject: DEIS Comments

The Bremerton Planning Commission will select a preferred alternative based upon this Draft EIS and comments received in early 2025. The preferred alternative may include or combine elements from each alternative as presented. The DEIS process is an important tool for the public and decision-makers to understand the effects of the proposal before the City adopts a final plan. We believe that some combination of the changes studied in this DEIS will support our goal of making the city a desirable place to live with a high quality of life, while meeting its obligations under the GMA and PSRC's VISION 2050. We invite you to review the information in the Draft EIS and engage with City staff in creating an updated vision for how we grow over the next 20 years.

Sincerely,

Andrea L. Spencer, AICP
City of Bremerton, Community Development Director
SEPA Responsible Official

Fact Sheet

Project Title

City of Bremerton 2024 Comprehensive Plan Periodic Update

Proposed Action and Alternatives

The City of Bremerton is updating the City's Growth Management Act Comprehensive Plan ("the comprehensive plan") consistent with the Growth Management Act (GMA; RCW 36.70A). The comprehensive plan is designed to help the City meet its long-term vision for land use and growth management. The comprehensive plan:

- allocates population, and employment growth to various areas of the county, with a majority of growth occurring in Urban Growth Areas (UGAs);
- reduces sprawl in rural areas and maintains rural character;
- addresses housing needs of all economic segments of the population;
- supports economic development;
- protects open space, cultural, and scenic resources;
- provides for parks, recreation, and capital facilities and utilities; and
- develops a transportation network necessary to serve the population and employment.

In accordance with GMA, the 2024 Update addresses and 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address racially disparate impacts, and supporting investments in multimodal/active transportation, utilities, public services and facilities, and parks. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council's (PSRC's) Vision 2050 which contains the Multicounty Planning Policies (MPPs).

The Draft Environmental Impact Statement (DEIS) studies three land use and growth alternatives that include a no action and two action alternatives for the city. All three alternatives assume growth consistent with PSRC's Vision 2050 and Appendix B of the Kitsap CPPs: 20,252 new persons, 9,556 new housing units, and 14,175 new jobs.

The following is a summary of the studied alternatives:

Alternative 1 No Action (*Current Adopted Plan*)

Alternative 2 Centers Development Method (*Growth focused within City's Downtown Regional Growth Center and other designated Centers*)

Alternative 3 Citywide Growth Pattern Method (*Growth focused within City's Downtown Regional Growth Center, other designated Centers, mixed use opportunities and increased residential high density*)

Proponent and Lead Agency

City of Bremerton Department of Community Development

Location

The proposal encompasses all incorporated areas of Bremerton.

Tentative Date of Implementation

Spring 2025

Responsible SEPA Official

Andrea L. Spencer, AICP, Director
City of Bremerton Department of Community Development

Contact Person

Garrett Jackson, Planning Manager
City of Bremerton Department of Community Development
360-473-5289 | garrett.jackson@ci.bremerton.wa.us

Required Approvals

The Bremerton2044 Comprehensive Plan and all related regulatory updates will be considered by the Bremerton Planning Commission and its recommendations forwarded to the City Council who will deliberate and determine approval. The following City of Bremerton actions would be required to implement the proposal:

- Adoption of the updated City of Bremerton Comprehensive Plan
- Adoption of the update to the Downtown Regional Growth Center Subarea Plan
- Adoption of the amendments to the Puget Sound Industrial Center-Bremerton (PSIC) Subarea Plan
- Adoption of zoning and development regulations necessary to implement the policy and land uses changes.

The proposals will be reviewed by the Washington State Department of Commerce and other state agencies for a 60-day period prior to City action. The Puget Sound Regional Council will conduct a comprehensive plan consistency review and Transportation certification review.

After city action, the likely permits to be acquired by individual development proposals include but are not limited to land use, construction, building, grading and right-of-way permits.

Principal EIS Authors and Contributors

The Draft EIS has been prepared under the direction of the City of Bremerton as follows:

Principal Author
Cross Sound Consulting

Consultants:
Community Attributes – Land Use Market Studies
Kennedy Jenks – Wastewater System
Parametrix – Transportation
Struck Environmental, FCS Group, Herrera Environmental, Associated Earth Sciences – Stormwater Comprehensive Plan
BHC Consultants– Water System Plan

Contributors:
Andrea L. Spencer, AICP, Director Community Development
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Draft EIS Date of Issuance

October 18, 2024

Draft EIS Comment Period

The City of Bremerton is requesting comments from citizens, agencies, tribes, and all interested parties on the Draft EIS from October 18, 2024, to December 2, 2024. Comments are due by 5:00 PM, December 2, 2024. Submittal of comments by email is preferred.

Email: compplan@ci.bremerton.wa.us - please include “Draft EIS Comments” in the subject line

Mail:

Garrett Jackson, Planning Manager

City of Bremerton Community Development
345 6th Street, Suite 100
Bremerton, WA 98337

The Draft EIS and more information are available on the project website at:

https://www.bremertonwa.gov/1300/Comprehensive-Plan-Update---Bremerton204

Tentative Date of Final Action

April 2025

Prior Environmental Review

Since 1995, the City of Bremerton has issued the following series of environmental impact statements, addendums and supplements regarding the City's GMA Comprehensive Plans:

- City of Bremerton 1994 Comprehensive Plan Draft and Final Environmental Impact Statement
- City of Bremerton, 2003-2004 Comprehensive Plan Update, Final Supplemental Environmental Impact Statement (Final SEIS), December 1, 2004. https://www.bremertonwa.gov/DocumentCenter/View/2398/DSEIS-Comp-Plan-Update-PDF?bidId=
- City of Bremerton, South Kitsap Industrial Area Final Planned Action Environmental Impact Statement (Final EIS), March 29, 2012: Addresses the City's major employment growth area annexed in 2009 now known as the Puget Sound Industrial Area – Bremerton. http://www.bremertonwa.gov/743/Documents
- Kitsap County, Urban Growth Area (UGA) Sizing and Composition Remand, Final EIS, August 10, 2012. Addresses cumulative growth across the county including the City of Bremerton and its UGAs. The assumed growth levels for the preferred plan are similar to the City's allocated growth targets for 2010-2036.
- City of Bremerton and Kitsap County, Gorst Creek Watershed Characterization and Framework Plan, Gorst Subarea Plan, and Gorst Planned Action, Final EIS, October 8, 2013. Addresses the City's watershed and assigned Gorst Urban Growth Area (UGA) to the south, and cumulatively addresses air quality, transportation, and other topics relevant to the City and its planning area. http://www.bremertonwa.gov/696/Documents.
- City of Bremerton 2016 Comprehensive Plan Environmental Impact Statement Addendum, November 2015. https://www.bremertonwa.gov/DocumentCenter/View/3816/Enviromental-Addendum-PDF?bidId=

Adoption of Previous SEPA Documents

An agency may use previously prepared environmental documents to evaluate proposed actions, alternatives, or environmental impacts. The proposals may be the same as or different than those analyzed in the existing documents (WAC 197-11-600[2]).

The City of Bremerton adopts the following documents as relevant to the 2024 Comprehensive Plan Update:

- City of Bremerton, Puget Sound Industrial Center Subarea Plan (formerly South Kitsap Industrial Area) Final Planned Action Environmental Impact Statement (Final EIS), March 29, 2012: Addresses the City's major employment growth area annexed in 2009 now known as the Puget Sound Industrial Area – Bremerton. The employment growth allocated by PSRC remains

consistent with job growth evaluated in the FEIS. The Planned Action EIS Ordinance for PSIC is also adopted.

- Subarea Plan: http://www.bremertonwa.gov/743/Documents.
- PSIC Planned Action Ordinance.
- Updates to the PSIC Subarea Plan are proposed as part of the Comprehensive Plan Update and can be viewed here. Amendments to the subarea plan (underlined are additions/strikeouts are deletions) are consistent with the DEIS' Action Alternatives 2 and 3 and bring the subarea plan into consistency with its designation as a Regional Manufacturing/Industrial Center (MIC).
- In addition, minor alterations to development standards are proposed consistent with recommendations made in a *2023 Puget Sound Industrial Center Market Study,* which included feedback from PSIC property owners and businesses. Proposed changes include added flexibility to PSIC Subarea Plan zoning development criteria (landscaping, impervious surface coverage, parking, etc.) and removing redundant/outdated information related to transportation and stormwater within the plan. These amendments are not inconsistent with intensities assumed in PSIC's Final EIS and Planned Action EIS ordinance.

- City of Bremerton Harrison Heights (formerly East Side Village) Subarea Plan Final Planned Action Environmental Impact Statement (Final EIS), September 14, 2020, and Addendum, April 18, 2022.
  - Subarea Plan, D/FEIS and Planned Action Ordinance

- City of Bremerton and Kitsap County, Gorst Creek Watershed Characterization and Framework Plan, Gorst Subarea Plan, and Gorst Planned Action, Final EIS, October 8, 2013.
  - Available: http://www.bremertonwa.gov/696/Documents.
  - Addresses the City's watershed and assigned Gorst Urban Growth Area (UGA) to the south, and cumulatively addresses air quality, transportation, and other topics relevant to the city and its planning area.

- Kitsap County, Ueland Tree Farm Mineral Resource Development Project: Proposed CUP Modification, Final SEIS, August 2015. Addresses areas under consideration for the Mineral Resources Overlay in the City.
  - Available: http://www.uelandtreefarm.com/cup-modifications.html.
  - A SEPA Appeal was addressed through agreement of the parties to add additional conditions and dismissed by the Kitsap County Hearing Examiner in September 2015.

Location of Background Data

You may review the project website for relevant reports and studies associate with the 2024 Comprehensive Plan Update at: https://www.bremertonwa.gov/1300/Comprehensive-Plan-Update---Bremerton204 For clarifications or questions, please contact Garrett Jackson at contact information above.

Purchase/Availability of Draft EIS

This Draft EIS has been distributed to agencies and organizations noted on the Distribution List below. Notification of the DEIS availability was made to all residential units and businesses via postcard distributed by US Mail, directing interested persons to the City's website: https://www.bremertonwa.gov/1300/Comprehensive-Plan-Update---Bremerton204

Project Documents: A hard copy of the Draft EIS is available for review at City of Bremerton Department of Community Development, 345 6th Street, 6th Floor Permit Counter, Monday through

Friday 0900-1200 or by appointment. It is also available to view at the Downtown (612 5th St.) and Sylvan Way (1301 Sylvan Way) branches of the Kitsap Regional Library.

Subsequent Environmental Review

A Final EIS will be prepared for the proposal. The Final EIS identified the City's Preferred Alternative and will revise the Draft EIS as appropriate and respond to comments as required in WAC 197-11-560.

Phased Environmental Review

Phased review of the proposal pursuant to WAC 197-11-060(5) is anticipated. Phased review assists agencies and the public to focus on issues that are ready for decision and exclude from consideration issues already decided or not yet ready. In phased review, broader environmental documents, such as the EIS for this proposal, may be followed by narrower documents that incorporate prior general discussion by reference and concentrate solely on the issues specific to that phase of the proposal.

Distribution List

Federal and Tribal Agencies

Suquamish Tribe
Port Gamble S'Klallam Tribe
U.S. Navy
U.S. Army Corps of Engineers

State and Regional Agencies

Department of Commerce
Department of Archaeology and Historic Preservation
Department of Ecology
Department of Fish and Wildlife
Department of Transportation
Puget Sound Clear Air Agency
Puget Sound Regional Council

Local and Regional Jurisdictions/Agencies

Kitsap County
City of Bainbridge Island
City of Port Orchard
City of Poulsbo
Kitsap Transit
Port of Bremerton
Bremerton School District

Utilities

Puget Sound Energy
Cascade Natural Gas

Media

Kitsap Sun

Community Organizations and Individuals

Community Organizations and Individuals maintained in the Comprehensive Plan Update email list
Postcard mailed to every resident and business in the city limits announcing the DEIS availability

1 Summary

1.1 Introduction

This section provides a summary of the City's proposals, alternatives, and environmental evaluation.

Overview of the Proposal

The City of Bremerton is updating its Growth Management Act Comprehensive Plan ("the comprehensive plan") consistent with the Growth Management Act (GMA; RCW 36.70A). The comprehensive plan is designed to help the City meet its long-term vision for land use and growth management. The comprehensive plan:

- allocates population, and employment growth to various areas of the county, with a majority of growth occurring in Urban Growth Areas (UGAs);
- reduces sprawl in rural areas and maintains rural character;
- addresses housing needs of all economic segments of the population;
- supports economic development;
- protects open space, cultural, and scenic resources;
- provides for parks, recreation, and capital facilities and utilities; and
- develops a multimodal transportation network necessary to serve the population and employment.

In accordance with the GMA, the 2024 Update addresses and 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address racially disparate impacts, and supporting investments in parks and multimodal/active transportation, utilities and public services. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council's (PSRC's) Vision 2050 which contains the Multicounty Planning Policies (MPPs).

The Draft Environmental Impact Statement (DEIS) studies three land use and growth alternatives that include a no action and two action alternatives. All three alternatives assume growth consistent with PSRC's Vision 2050 and Appendix B-1 and B-2 of the Kitsap CPPs: **20,252 new persons, 9,556 new housing units, and 14,175 new jobs.**

The following is a summary of the studied alternatives:

Alternative 1 No Action (Current Adopted Plan) continues the current Comprehensive Plan and zoning regulations. The No Action Alternative does not include effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. While it does include the effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones with moderate unit increases, it assumes no other policy changes have been made. Land uses and densities are generally similar to existing development regulations, and housing unit capacity for the Alternative was calculated based on existing land uses, allowed densities, unit types and heights.

The No Action Alternative assumes a residential capacity of 7,410 housing units which is less than the 2044 housing growth target of 9,556 dwelling units (deficit of 2,146 units), and an employment capacity of 16,488 jobs (surplus of 2,313 jobs from employment growth target of 14,175).

Alternative 2 Centers Development Method (Growth focused within City's Downtown Regional Growth Center and other designated Centers) includes the effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 2 land use densities focus substantial residential capacity via increased heights in the City's Downtown Regional Growth Center with 43% of housing unit capacity allocated to that center. Other existing designated Centers, especially Harrison Heights Subarea and mixed use in Commercial

zoning districts, also receive significant increased capacity. Alternative 2 also includes the moderate effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones would have under the Centers growth scenario. Alternative 2 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's Regional Centers Framework.

Action Alternative 2 assumes a residential capacity of 10,067 housing units and employment capacity of 16,448 jobs, which is more than the 2044 housing growth target of 9,556 dwelling units by 511 units, and the employment growth target with a surplus of 2,273 jobs.

Alternative 3 Citywide Growth Pattern Method (Growth focused within City's Downtown Regional Growth Center, other designated Centers, mixed use opportunities and increased residential high density) includes the effects of PSRC's VISION 2050, updates to the Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 3 is similar to Alternative 2 in land use densities focus substantial residential capacity via increased heights in the City's Downtown Regional Growth Center, and other existing designated Centers. Alternative 3 also includes moderate mixed-use capacity in commercial and employment zones from Alternative 2. Alternative 3 includes the effects of HB 1110 and 1337 and assumes moderate increased capacity in the High-Density Residential zone. Alternative 3 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's 2018 Regional Centers Framework.

Action Alternative 3 assumes a residential capacity of 10,192 housing units and employment capacity of 16,353 jobs. The housing unit capacity is a surplus of 636 units from the growth target of 9,556 dwelling units, and the employment capacity is a surplus of 2,178 jobs from the growth target of 14,175.

Study Area

The primary study area includes all lands within the City of Bremerton, located on the eastern edge of the Kitsap Peninsula with State Highway Route 3 bisecting east and west areas. Most of the City's land area is located on two peninsulas, separated by the Port Washington Narrows. The city limits consist of approximately 20,560 acres, including 8,000 acres of undeveloped land and open space in the western portions of the city limits, distributed between the Union River watershed, the city-owned Gold Mountain Golf Course, and other forested utility-owned lands.

Objectives and Purpose of Proposal

SEPA requires a statement of proposal objectives and the purpose and need to which the proposal is responding. Alternatives are different means of achieving objectives. The objectives of the Bremerton Comprehensive Plan 2024 Update include the following:

- Address state and regional goals and requirements.
- Comply with comprehensive plan periodic review requirements to meet state laws including changes to the GMA since the last periodic review and to align with the regional growth strategy in the PSRC VISION 2050.
- Demonstrate capacity to accommodate housing and jobs growth targets through 2044.
- Meet legislative requirements and countywide planning policies for affordable housing and housing types
- Support economic development and business for prosperous community and economic vitality.
- Support transit, non-motorized and other alternative transportation modes through appropriate housing choices, employment opportunities, and multimodal transportation infrastructure.
- Ensure that public services, multimodal transportation infrastructure and capital facilities can be efficiently and effectively provided to support forecast development at appropriate levels of service.

- Enhance access to parks, recreation, and cultural amenities.
- Update the City's two regional growth centers – Downtown Regional Growth Center and Puget Sound Industrial Center subarea plans consistent with PSRC VISION 2050 and Centers Framework.

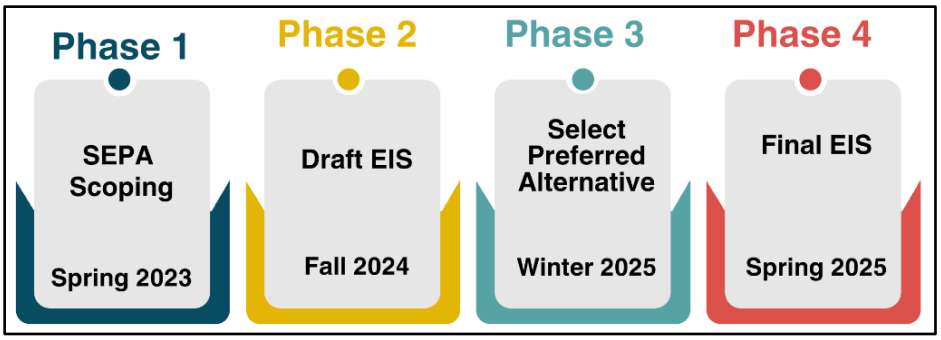
1.2 SEPA Process

Overview

Under the State Environmental Policy Act (SEPA), agencies conduct environmental review of actions that could affect the environment – including policy and regulation changes (considered non-project actions). Preparation of an EIS is required for actions that have potentially significant impacts so that the public, agencies, Tribes, and City decision-makers have information about the environmental effects of changes before a decision is made.

See the graphic below for an overview of the EIS process. The Draft EIS is part of Phase 2. The EIS evaluates alternative approaches to growing the City's housing capacity. The city will review comments and select a preferred alternative (Phase 3) in early 2025 before moving on to the Final EIS which would be in conjunction with the release and public review and hearing process of the 2024 Comprehensive Plan, which is anticipated to begin in early Spring 2025.

Exhibit 1.2.1-1 Comprehensive Plan EIS Process Timeline



Scoping

The scoping process is intended to identify the range of potential significant impacts on the built and natural environment that should be considered and evaluated in the EIS. Postcard notification of scoping was sent in October of 2022; comments responding to that scoping notice have been included. The City issued a Scoping Notice on December 28, 2022, with a 45-day public comment period that ran through January 27, 2023. Comments were accepted via email, US Mail and verbally at the Planning Commission meeting January 23, 2023. Scoping comments are included with this DEIS as an appendix.

Draft EIS

This Draft EIS identifies environmental conditions, potential impacts, and measures to reduce or mitigate any unavoidable adverse impacts that could result from the 2024 Comprehensive Plan Update. This DEIS evaluates each of the following topics for the three alternatives:

<u>Natural Environment</u>

- Earth
- Air Quality/Climate
- Water Resources
- Plants and Animals

Built Environment

- Land and Shoreline Use
- Plans and Policies
- Population, Housing and Employment
- Historical and cultural preservation
- Transportation
- Public Services
- Utilities

Public and agency comments are invited on this Draft EIS. Written and verbal comments are invited during the 45-day public comment period following issuance of this Draft EIS. Public comments will be considered and addressed in the Final EIS. Please see the Fact Sheet at the beginning of this Draft EIS for the dates of the public comment period.

Level of Analysis

The proposal is to perform the periodic update of the City of Bremerton Comprehensive Plan as required by the GMA. Under SEPA, this proposal is considered a "non-project" proposal. As defined in WAC 197-11-774, "non-project" means "actions which are different or broader than a single site-specific project, such as plans, policies, and programs." For non-project proposals, SEPA allows for more flexibility in EIS preparation because "there is normally less detailed information available on their environmental impacts and on any subsequent project proposals." Further, for such proposals, impacts and alternatives are to be discussed "in the level of detail appropriate to the scope of the non-project proposal and to the level of planning for the proposal." Site specific analyses are not required (WAC 197-11-442).

Final EIS

A Final EIS will be issued in early 2025 and will include responses to public comments received during the Draft EIS comment period. Following the EIS process, the Comprehensive Plan will be the subject of public meetings and public hearings by the Planning Commission and City Council.

Phased Review

Phased review of the proposal pursuant to WAC 197-11-060(5) is anticipated. Phased review assists agencies and the public to focus on issues that are ready for decision and exclude from consideration issues already decided or not yet ready. In phased review, broader environmental documents, such as the EIS for this proposal, may be followed by narrower documents that incorporate prior general discussion by reference and concentrate solely on the issues specific to that phase of the proposal.

Adoption of Previous SEPA Documents

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    - PSIC Planned Action Ordinance.

- Updates to the PSIC Subarea Plan are proposed as part of the Comprehensive Plan Update and can be viewed here. Amendments to the subarea plan (underlined are additions/strikeouts are deletions) are consistent with the DEIS' Action Alternatives 2 and 3 and bring the subarea plan into consistency with its designation as a Regional Manufacturing/Industrial Center (MIC). In addition, minor alterations to development standards are proposed consistent with recommendations made in a *2023 Puget Sound Industrial Center Market Study,* which included feedback from PSIC property owners and businesses. Proposed changes include added flexibility to PSIC Subarea Plan zoning development criteria (landscaping, impervious surface coverage, parking, etc.) and removing redundant/outdated information related to transportation and stormwater within the plan. These amendments are consistent with the intensity assumed in PSIC's Final EIS and Planned Action EIS ordinance.

- City of Bremerton Harrison Heights (formerly East Side Village) Subarea Plan Final Planned Action Environmental Impact Statement (Final EIS), September 14, 2020, and Addendum, April 18, 2022.
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  - Available: http://www.uelandtreefarm.com/cup-modifications.html.
  - A SEPA Appeal was addressed through agreement of the parties to add additional conditions and dismissed by the Kitsap County Hearing Examiner in September 2015.

1.3 Alternatives

The DEIS Alternatives are based and will be evaluated upon the alternative's ability to accommodate the City's population, employment and housing targets as assigned by PSRC VISION 2050 and the Kitsap Countywide Planning Policies. For the City of Bremerton, the adopted 2020-2044 growth targets are: **20,252 new persons, 14,175 new jobs, and 9,556 new housing units.**

Alternative 1, No Action is required under the SEPA rules regarding a draft Environmental Impact Statement and represents the continued land use and implementation of the City's existing comprehensive plan and zoning regulations. Alternatives 2 and 3 represent different growth scenarios for the comprehensive plan update.

A preferred alternative will be selected; the city is not limited to selecting the alternative exactly as set forth in the DEIS and may select an alternative that combines various features of the alternatives. However, the selected alternative must be within the range of alternatives addressed by the EIS (WAC 197-11-655(3)(b)).

Alternative 1 No Action (Current Adopted Plan) continues the current Comprehensive Plan and zoning regulations. The No Action Alternative does not include effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. While it does include the effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones with moderate unit increases, it assumes no other policy changes have been made. Land uses and

densities are generally similar to existing development regulations, and housing unit capacity for the Alternative was calculated based on existing land uses, allowed densities, unit types and heights.

The No Action Alternative assumes a residential capacity of 7,410 housing units which is less than the 2044 housing growth target of 9,556 dwelling units (deficit of 2,146 units), and an employment capacity of 16,488 jobs (surplus of 2,313 jobs from employment growth target of 14,175).

Alternative 2 Centers Development Method (Growth focused within City's Downtown Regional Growth Center and other designated Centers) includes the effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 2 land use densities focus substantial residential capacity via increased heights in the City's Downtown Regional Growth Center with 43% of housing unit capacity allocated to that center. Other existing designated Centers, especially Harrison Heights Subarea and mixed use in Commercial zoning districts, also receive significant increased capacity. Alternative 2 also includes the moderate effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones would have under the Centers growth scenario. Alternative 2 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's 2018 Regional Center Framework.

Action Alternative 2 assumes a residential capacity of 10,067 housing units and employment capacity of 16,448 jobs, which is more than the 2044 housing growth target of 9,556 dwelling units by 511 units, and the employment growth target with a surplus of 2,273 jobs.

Alternative 3 Citywide Growth Pattern Method (Growth focused within City's Downtown Regional Growth Center, other designated Centers, mixed use opportunities and increased residential high density) includes the effects of PSRC's VISION 2050, updates to the Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 3 is similar to Alternative 2 in land use densities focus substantial residential capacity via increased heights in the City's Downtown Regional Growth Center, and other existing designated Centers. Alternative 3 also includes moderate mixed-use capacity in commercial and employment zones from Alternative 2. Alternative 3 includes the effects of HB 1110 and 1337 and assumes moderate increased capacity in the High-Density Residential zone. Alternative 3 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's 2018 Regional Center Framework.

Action Alternative 3 assumes a residential capacity of 10,192 housing units and employment capacity of 16,353 jobs. The housing unit capacity is a surplus of 636 units from the growth target of 9,556 dwelling units, and the employment capacity is a surplus of 2,178 jobs from the growth target of 14,175.

Exhibit 1.3-1 summarizes the differences between housing unit capacity by zoning district and by DEIS Alternative.

Exhibit 1.3-1 Housing Unit Capacity by Zoning District and by DEIS Alternative

	Alternative 1		Alternative 2		Alternative 3	
	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity
Zoning Districts						
Low Density Residential (R-10) Pipeline housing units	1,402 209		1,394 209		1,383 209	
Medium Density Residential (R-18)		131		131		125

High Density Residential (R-40)		146		341		406
Bay Vista Subarea Plan Pipeline housing units	120	0	120	62	120	62
East Park Subarea Plan		56		56		56
District Center Core (DCC) Pipeline housing units		469 359		469 359		469 359
Charleston District Center (CDC)		114		114		114
Downtown Subarea Plan (DSAP) Pipeline housing units		2,069 295		4,027 295		4,027 295
Harrison Heights Subarea Plan (HHSAP)		1,695		1,695		1,695
General Commercial (GC) Pipeline housing units		186 72		636 72		636 72
Institutional (INST)		3		3		3
Neighborhood Business (NB)		84		84		84
Puget Sound Industrial Center (PSIC)						77
Total	**1,731**	**5,679**	**1,723**	**8,344**	**1,712**	**8,480**
Total All Units	**7,410**		**10,067**		**10,192**	
2044 Housing Growth Target	**9,556**		**9,556**		**9,556**	
Surplus/Deficit	2,146 deficit		511 surplus		636 surplus	
Source: City of Bremerton DCD						

Exhibit 1.3-2 summarizes the differences between employment capacity by zoning district and DEIS Alternative.

Exhibit 1.3-2 Employment Capacity by Zoning District and by EIS Alternative

	Alternative 1	**Alternative 2**	**Alternative 3**
	Employment Capacity	Employment Capacity	Employment Capacity
Zoning Districts			
Low Density Residential (R-10)	0	0	0
Medium Density Residential (R-18)	0	0	0
High Density Residential (R-40)	0	0	0
Bay Vista Subarea Plan	81	41	41
East Park Subarea Plan	0	0	0
District Center Core (DCC)	163	163	163
Charleston District Center (CDC)	25	25	25
Downtown Subarea Plan (DSAP)	1,625	1,625	1,625
Harrison Heights Subarea Plan (HHSAP)	2,770	2,700	2,770
General Commercial (GC)	289	289	289
Institutional (INST)	101	101	101
Neighborhood Business (NB)	67	67	67
Freeway Corridor	441	441	441

Industrial	635	635	635
Puget Sound Industrial Center (PSIC)	9,638	9,638	9,543
Subtotal	**15,835**	**15,795**	**15,700**
Pipeline Jobs	653	653	653
Total	16,488	16,448	16,353
2044 Employment Growth Target	**14,175**	**14,175**	**14,175**
Surplus	2,313	2,273	2,178
Source: City of Bremerton DCD			

Exhibit 1.3-3 summarizes key features of the alternatives studied in this Draft EIS.

Exhibit 1.3-3 Comparison of Alternatives Studied in Draft EIS

Features	Alternative 1: No Action	Alternative 2: Centers	Alternative 3: Centers, Mixed Use & HDR
Consistent with PSRC VISION 2050 Growth Strategy	Population and employment growth targets from VISION 2050 cannot be accommodated	Population and employment growth targets from VISION 2050 can be accommodated. Updates Downtown Regional Growth Center Subarea Plan and PSIC Subarea consistent with PSRC's Regional Growth Centers' Framework.	Population and employment growth targets from VISION 2050 can be accommodated. Updates Downtown Regional Growth Center Subarea Plan and PSIC Subarea consistent with PSRC's Regional Growth Centers' Framework.
Kitsap Countywide Planning Policies	Population and employment growth targets from Kitsap CPPs cannot be accommodated.	Population and employment growth targets from Kitsap CPPs can be accommodated.	Population and employment growth targets from Kitsap CPPs can be accommodated.
Capacity for population growth target	-4,128 persons deficit from growth target	1,534 persons surplus of growth target	1,798 persons surplus of growth target
Capacity for employment growth target	2,313 surplus of growth target	2,273 surplus of growth target	2,178 surplus of growth target
Capacity for housing growth target	-2,146 deficit from growth target	511 surplus of growth target	636 surplus of growth target
Housing Income Needs (0-80% AMI)	0-80% AMI | -1239 deficit from needed units	0-80% AMI | 168 surplus of needed units	0-80% AMI | 193 surplus of needed units
Capital Services, Transportation and Utilities	No Change	City Services Element with updated inventories, forecast of future needs. Incorporates recent updates to City's utility plans, transportation and PROS plan.	Same as Alternative 2.

Development Regulations	Retains current zoning densities and housing type regulations.	Assumes increase residential capacity through increased heights in Downtown Regional Growth Center and other designated centers.	Assumes increase residential capacity through increased height in Downtown Regional Growth Center and other designated centers. Assumes residential capacity in mixed use developments in employment zones, and increased capacity in HDR zone.
Transportation LOS Policies	No Change Auto: LOS E No multimodal LOS	Auto: LOS E New multimodal LOS for pedestrian, bicycle and transit through update to City's Transportation Comprehensive Plan.	Same as Alternative 2.

1.4 Options and Key Issues

All alternatives result in increased housing and employment growth that will lead to some unavoidable changes to the natural environment, land use, housing, transportation, and capital improvements. Prior to the development of the Final EIS, the following issues are anticipated to be resolved:

- Selection and refinement if identified of the City's preferred alternative
- Ability to provide more efficient growth patterns that support multimodal travel
- Providing housing capacity for all income levels
- Level of Service (LOS) needed for transportation, public services and utilities needed to support land use and growth levels

1.5 Summary of Impacts and Mitigation Measures

This section summarizes the results of the Alternatives evaluation in Chapter 3. For details of the evaluation, please refer to Section 3.

1.5.1 Earth

How did we analyze Earth?

The thresholds of significance include:

- Increased risk of flooding, erosion, and landslides through increased use of vulnerable lands.
- Increased risk of a geologic hazard that exposes population to injury or substantial property damage.
- Increased development intensity could impact earth resources.

What impacts were identified?

The impacts of geologic hazards on new development and redevelopment throughout Bremerton due to housing and job growth were evaluated. New, infill and redevelopment residential, commercial and business construction, road improvements and utility installation will involve land clearing, fill, excavation, grading and alteration of drainage that may potentially affect the earth environment in a variety of ways:

- The removal of vegetation may decrease habitat value, reduce wind buffering, alter light and glare, increase surface temperature fluctuations, diminish rainwater storage, change hydrologic characteristics, require burning or other disposal, affect soil stability and structure.
- Placement of earth fill may alter topography, create unstable side slopes, destabilize hill slopes, alter subsurface and surface drainage, create ponding, contaminate groundwater, damage root systems, require disposal sites, and accelerate erosion.
- Temporary grading and construction activities may result in a combination of impacts typical of earth fills and excavation depending on the degree of the cut and/or fill but will always disrupt the soil surface and therefore likely result in increased erosion potential.
- Altered drainage from land disturbance activity may result in a destabilized drainage network. Accelerated runoff or diversion of drainage from one system to another, may result in the temporary or prolonged overburdening of channel carrying capacity, causing scouring of stream banks, possible flooding and downstream sediment deposition.
- An increase in impervious surfaces may result in changes to surface water and ground water quality and quantity.

What is different between the alternatives?

All Alternatives would increase population growth that could be exposed directly (e.g., homes built prior to critical area regulations) or indirectly (e.g., roads, stormwater systems) to geologic hazard areas such as erosion and landslide hazard areas; these areas could be more susceptible to climate exacerbated hazards.

Threshold	Alternative 1	Alternative 2	Alternative 3
Increased risk of a geologic hazard that exposes population to injury or substantial property damage	⊗	⊗	⊗
Increased development intensity that could impact localized earth resources	⊗	⊕	⊕
Erosion that is likely to not be contained on future development sites	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan features include:
  - Areas with geologic hazards are mapped to the extent practicable.
  - Development proposals will undergo technical review to ensure compliance with requirements for protection of public health, safety and welfare by adhering to critical areas and development standards.
  - Review of development proposals within the vicinity of geologically hazardous areas will require a geotechnical report prepared by a licensed professional to evaluate the site-specific conditions, analyze potential impacts on slope stability, and provide recommendations.
  - City of Bremerton will encourage building sites to be located away from critical areas, such as steep slopes and landslide hazard areas, by requiring minimum buffer widths and building setbacks in the Critical Areas Ordinance (CAO).
- Applicable Regulations or Practices include:
  - City of Bremerton Zoning Regulations
  - City of Bremerton Critical Areas Ordinance (BMC 20.14.600)

- Federal National Pollution Discharge Elimination System (NPDES) and City Stormwater Management Regulations (BMC 15.04)
- Best Management Practices
- Low Impact Development techniques
- International Residential (IRC) and International Building Code (IBC)
- Kitsap County Multi-Hazard Mitigation Plan, 2019

With mitigation, what is the outcome?

Many earth-related impacts, such as earthquakes, volcanic eruptions, and landslides, are unavoidable and can have significant adverse consequences. Mitigation cannot fully prevent these events and associated impacts, but Bremerton has developed mapping, regulations and planning that provide the public with valuable information to inform decision making permitting. As such, while all alternatives will result in localized areas that could experience earth-related impacts, sufficient planning tools and resources are available to prevent significant unavoidable adverse impacts under the proposed alternatives.

1.5.2 Air Quality/Climate

How did we analyze Air Quality/Climate?

Air quality impacts would primarily be associated with construction activity, residential wood burning and vehicle traffic. Dust from excavation and grading and use of construction equipment would contribute to the ambient concentrations of suspended particulate matter and short-term odors on a localized basis.

The three agencies which have jurisdiction over the ambient air quality are the EPA, Ecology, and Puget Sound Clean Air Agency (PSCAA). These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air and allowable contaminant emissions from air pollution sources. These thresholds are based on the concentrations of pollutants in the air, and they help to identify when air pollution may be reaching levels that could harm human health or the environment.

What impacts were identified?

Common impacts to air quality that would occur under all alternatives include: (1) emissions from construction of infrastructure or private projects, including changes to land use, (2) emissions from increased traffic due to population and employment growth (which would continue to be the single largest air pollutant source category), and (3) exposure to particulate matter from wildfire smoke.

Dust from excavation and grading and use of construction equipment would contribute to the ambient concentrations of suspended particulate matter and short-term odors on a localized basis.

Wood-burning appliances (wood stoves, fireplace/inserts) can cause elevated concentrations of air pollutants during periods of poor dispersion. Residential development, therefore, can represent a source of carbon monoxide and respirable particulate matter. The use of lower emission fuels than wood can reduce the level of impact attributed to new development. The PSCAA often bans the use of wood burning in times of poor air quality.

Automobile emissions are one of the greatest contributors to declining air quality. Emissions associated with motor vehicles include hydrocarbons, carbon monoxide, and nitrogen oxides. These emissions would tend to increase along with population growth, vehicle miles traveled and traffic congestion.

What is different between the alternatives?

Alternative 1 has the least amount of housing growth assumed, but changes to land use due to construction would still occur. Vehicular traffic is assumed to be greater than Alternatives 2 and 3, due to is more dispersed distribution of housing growth. Alternatives 2 and 3 concentrate residential housing and job growth within the City's designated Centers, specifically Downtown Regional Growth

Center Subarea and Harrison Heights Subarea. Multimodal transportation options and opportunities are planned to support the Centers, reducing single-occupancy vehicular usage. It is anticipated that emissions from single-occupancy vehicles would reduce due to the Centers-focused growth and accessibility to multimodal transportation options.

Threshold	Alternative 1	Alternative 2	Alternative 3
Causes localized air quality to exceed the national Ambient Air Quality Standards (NAAQSs)	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Supporting reduction of greenhouse gases through land use patterns that support Centers-focused
  - Multimodal and active transportation planning and implementation
  - Improved access to transit centers by active transportation facilities
  - Coordination and collaboration with other government agencies to develop and implement strategies to address climate change and greenhouse gas reduction
  - Support alternative energy sources
  - Reduction of vehicle miles traveled
  - Protect natural resources that sequester and store carbon
- Applicable Regulations or Authorities include:
  - EPA, Washington State Department of Ecology and Puget Sound Clean Air Agency jurisdictional authority
  - Washington State Clean Energy Transformation Act, 2019
  - Motor Vehicle Emissions Standards, 2020
  - Washington State Climate Commitment Act, 2021
  - Washington State Clean Fuel Standard Act, 2021
  - Hydrofluorocarbons Emissions Reduction, 2021
  - Washington State HB 1181, 2023
  - Regional Greenhouse Reduction Goals
- Local mitigation measures include: 1) Construction impacts may be reduced with the requirement for dust suppression in the forms of containment via suspended plastic sheeting, watering dry dirt roads and work areas, and suspending work during windy or extremely dry periods; 2) Encourage home heating with wood burning appliances to optimize energy efficiency and cleanliness. Prohibition of wood burning appliances in high-density areas may be appropriate; 3) Zoning regulations that encourage mixed-use pedestrian and transit-oriented neighborhoods may help reduce reliance on vehicles; 4) Transportation Demand Management (TDM) strategies promoting multi-modal and alternative transportation options, such as walking, bicycling, riding transit, carpooling, and working from home can be implemented to enhance the capacity of the transportation network and reduce vehicle emissions.

With mitigation, what is the outcome?

The development and growth associated with every alternative would likely result in increased air pollution and greenhouse gases. Alternative 1 is expected to have the highest amount of such impacts due to its dispersed growth approach necessitating the most single-occupancy vehicle travel. Alternative 2 and 3 would have a decreased impact due to concentrated nature of development and multimodal travel opportunities. Compliance and participation with applicable federal, state and

regional policies and regulations will provide mitigation for each alternative. Therefore, no significant unavoidable adverse impacts to air quality are expected.

1.5.3 Water Resources

How did we analyze Water Resources?

Water resources impacts would primarily be associated with construction activity and thresholds for analysis included reduction of water quality/increases surface runoff, loss of wetland and stream habitat, and reduction of groundwater recharge.

What impacts were identified?

Streams, lakes, wetlands, frequently flooded areas, and critical aquifer recharge areas are located throughout the city, and all Alternatives could have impacts on these resources if development occurs in proximity to these resources. The development growth associated with all Alternatives would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact surface water resources. Construction activities associated with development and redevelopment can involve removal of vegetation and soil disturbance, causing potential erosion and water quality impacts.

Impaired waters exist throughout the city, and future development or redevelopment around impaired waters could provide an opportunity to improve water quality through improved stormwater treatment compared to what currently exists.

What is different between the alternatives?

Impacts on water quality from intensification of development under all Alternatives are assumed to be proportional to the amount of impervious surface created in specific areas. The total impervious surface area coverage under Alternative 1 is expected to be slightly lower than Alternatives 2 and 3 given the reduced amount of growth capacity.

Alternative 2 and 3 impacts to water resources would be similar to those experienced with Alternative 1 but would include impacts commensurate with the increased densities, especially in the Downtown Regional Growth Center Subarea, Harrison Heights Subarea and Puget Sound Industrial Center (PSIC). Accordingly, it is expected that water resources within those subareas would experience greater impacts than Alternative 1.

Threshold	Alternative 1	Alternative 2	Alternative 3
Reduces water quality or increases surface runoff	⊗	⊗	⊗
Loss of wetland and stream habitat	⊗	⊗	⊗
Reduces groundwater recharge	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Maintaining the City's critical areas regulations and utilizing best available science as required by GMA
  - Minimizing impacts on natural systems
  - Preserving and protecting natural surface water storage sites
  - Preserving and protecting fish and wildlife habitat conservation areas
  - Protecting groundwater resources and well heads
  - Support Low Impact Development and Best Management techniques and strategies

- Coordinate planning and protection of critical areas and habitat with other local agencies and Tribes.
- Apply Shoreline Master Program policies and regulations

- Applicable Regulations or Authorities include:

  Local

  - Stormwater Management - BMC Chapter 15.04
  - Engineering Design and Construction Standards - stormwater
  - Floodplain Management - BMC 17.60
  - Critical Areas Regulations - BMC Chapter 20.14.
  - Shoreline Master Program - BMC Chapter 20.16
  - Project-level SEPA Review - BMC Chapter 20.04
  - Watershed Restoration and Enhancement Plan – WRIA 15 (2022)

  State

  - Water Quality Standards for Surface Waters
  - Water Quality Standards for Groundwater
  - Flood Control Management Act
  - Water Pollution Control Act
  - Shoreline Management Act
  - National Pollutant Discharge Elimination System Construction Stormwater General Permit
  - NPDES Western Washington Phase I and Phase II Municipal Stormwater General Permits
  - Stormwater Management Manual for Western Washington
  - WSDOT Highway Runoff Manual
  - WSDOT Hydraulics Manual
  - Washington State Hydraulic Code

  Federal

  - Federal Clean Water Act
  - Coastal Zone Management Act
  - Section 14 of the Rivers and Harbors Act
  - National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973
  - Floodplain Management Presidential Executive Order 11988
  - Endangered Species Act (ESA) Biological Opinion for the Implementation of the National Flood
  - Safe Drinking Water Act.

- The WRIA 15 Watershed Restoration and Enhancement Plan (Ecology Publication 22- 11-017) addresses planned actions to offset the consumptive water use from the expected new permit-exempt wells to avoid negative impacts to groundwater recharge. The identified projects are intended to benefit streamflows, enhance the watershed overall, and are expected to provide additional benefits for instream resources beyond those necessary to offset the expected use. The Watershed Restoration and Enhancement Plan also outlines specific managed aquifer recharge (MAR) projects that are designed to augment streamflow by increasing the surficial aquifer discharges to the streams beyond current conditions to have purposeful recharge of water into aquifers. These projects result in the eventual discharge of groundwater which provides an overall benefit to streamflows.
- Local mitigation measures include:
  - Retrofits: stormwater improvement projects and new developments can enhance downstream water quality by incidental flow control and water quality treatment of stormwater from older road sections currently untreated or lacking basic treatment designs.
  - Low Impact Development (LID): Use of LID techniques such as permeable surfaces and other on-site infiltration methods can improve on-site storage capabilities, reduce impact from increased high flows, and provide water quality benefits.

- Long-Term mitigation of long-term stormwater impacts includes inspection and maintenance of stormwater facilities for flow control, conveyance, and water quality treatment. Stormwater ponds and similar facilities require regular inspection and maintenance of vegetation, removal of debris, and cleaning sediment to maintain flow control and water quality as designed.

With mitigation, what is the outcome?

The development and growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation and soil disturbance, all of which can negatively impact surface water resources. Compliance with applicable policies and regulations will provide mitigation for each Alternative under the federal, state and local stormwater management codes, critical areas codes, floodplain management and shoreline master programs, as applicable. Therefore, no significant unavoidable adverse impacts to surface water resources are expected.

1.5.4 Plants and Animals

How did we analyze Plants and Animals?

Water resources impacts would primarily be associated with construction activity and thresholds for analysis included net loss of salmonid habitat needed to protect fish and treaty rights, loss of localized critical area functions and values, and contradicts best available science.

What impacts were identified?

Population growth and associated urbanization impacts to fish and wildlife habitat conservation areas are likely under all Alternatives. The extent of impacts to fish, wildlife, and plants will depend on the actual location and intensity of development, habitat size, and connectivity across the landscape. Impacts to streams, wetlands, groundwater, floodplains, and native vegetation detailed in the water resources section also apply to fish and wildlife habitat conservation areas. This includes increased sedimentation and pollutants in runoff to streams and wetlands and decreases in native vegetation. Additionally, disruptions in seasonal hydrologic cycles, vegetation losses, reduced summer stream flows, increased stream temperatures, and reduced stream bank stability are all anticipated as a result of climate change. Stressors associated with climate change are projected to significantly impact fish and wildlife species, including Chinook, coho salmon, steelhead and bull trout, and amphibians.

Under all Alternatives, a reduction in the type and coverage of vegetation within the city is expected due to future development activities. This is likely to decrease urban forest canopy. Indirect impacts may also occur with the introduction and establishment of nonnative invasive species that may outcompete and displace native species. Associated decreased tree health and resiliency, including increased presence of tree diseases like root rot and lower pest mortality from milder temperatures, are likely to impact forest tree canopy.

What is different between the alternatives?

Alternative 1 would accommodate for the lowest level of growth of the three alternatives by retaining the existing zoning densities. Under Alternative 1, wildlife habitats are predicted to experience reduced habitat quantity and quality because of development activities, similar to those as described in Impacts Common to All Alternatives above. Impacts to intact habitat are expected to occur primarily where clearing is being conducted or impervious surfaces are being created.

Alternative 2 and 3 impacts to plants and animals would be similar to those experienced with Alternative 1 but would include impacts commensurate with intensified areas focused in the Downtown Regional Growth Center and Harrison Heights Center Subarea for residential and job growth, and PSIC for job growth.

Development and redevelopment is expected to impact plant and animal species most in areas where undeveloped land is converted. Development activities under Alternative 2 and 3 are likely to minimize those impacts, as it is expected to occur as redevelopment or infill in existing developed areas. Growth

in PSIC does have potential to impact plant and animal species; however, federal state and local protection regulations minimize these impacts.

Threshold	Alternative 1	Alternative 2	Alternative 3
Results in a net loss of salmonid habitat needed to protect fish and treaty rights	⊗	⊗	⊗
Loss of localized critical area functions and values	⊗	⊗	⊗
Contradicts best available science	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕ ⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Maintaining the City's critical areas regulations and utilizing best available science as required by GMA and providing special consideration to anadromous fisheries
  - Minimizing impacts on natural systems and riparian corridors
  - Preserving and protecting natural surface water storage sites
  - Preserving and protecting fish and wildlife habitat conservation areas
  - Support Low Impact Development and Best Management techniques and strategies
  - Coordinate planning and protection of critical areas and habitat with other local agencies and Tribes.
  - Apply Shoreline Master Program policies and regulations
  - Support continued planting of Bremerton's urban forest and improve the City's tree canopy
- Applicable Regulations or Authorities include:

  Local

  - Stormwater - BMC Chapter 15.04
  - Engineering Design and Construction Standards - stormwater
  - Floodplain Management - BMC 17.60
  - Critical Areas Regulations - BMC Chapter 20.14.
  - Shoreline Master Program - BMC Chapter 20.16
  - Project-level SEPA Review - BMC Chapter 20.04
  - Watershed Restoration and Enhancement Plan – WRIA 15 (2022)

  State
  - Shoreline Management Act
  - Washington State Hydraulic Code
  - Clean Water Act Section 401
  - Washington State Fish and Wildlife Priority Habitats and Species List

  Federal
  - Migratory Bird Treaty Act
  - Bald and Golden Eagle Protection Act
  - Magnuson-Stevens Fishery Management and Conservation Act Consultation
  - Federal Clean Water Act Section 404
  - Marine Mammal Protection Act
  - Endangered Species Act Section 7 Consultation
- Other Potential Mitigation Measures include:
  - Update to Downtown Regional Growth Center Subarea Plan includes new development regulations requiring new tree retention/replanting requirements.

- Washington State Department of Ecology's Stormwater Management Manual of Western Washington includes new tree canopy requirements.
- Implement WRIA plans, such as directing development applicants to the mitigation opportunities.
- Use a watershed approach to design mitigation areas.
- Protect habitats of importance through acquisition and expansion of parklands, where appropriate.
- Adopt more protective detention standards that require new development to detain larger volumes of stormwater runoff on-site and in a manner that mimics predeveloped stormwater patterns.
- Adopt new development requirements that set maximum limits on the percentage of a new development that could be covered with impervious surfaces and that encourage the use of soil amendments to facilitate stormwater infiltration (i.e., low-impact development practices).
- Require construction activities near wetlands and streams to be scheduled during the dry season to reduce impacts to soils.
- Require development projects to address temperature impacts from stormwater runoff or stormwater ponds.
- Implement projects to correct existing erosion problems and reduce the potential for increased erosion in the future. Examples of potential projects include channel stabilization using techniques meeting Washington Department of Fish and Wildlife criteria for streambank stabilization or bypass pipelines to divert high flows around sections of erosive channels.
- Implement fish passage barrier projects identified in the City's Stormwater Comprehensive Plan, 2023.
- Retrofit existing detention facilities to increase storage capacity and improve water quality treatment.
- Where protected stream and/or wetland buffers are in a degraded condition, encourage enhancement of the buffer through means such as establishment of native vegetation and control of non-native invasive plant species with a goal of providing high-quality riparian and stream habitat and discouraging human entry into the buffer area.
- Sponsor or encourage public education about the benefits of native vegetation.

With mitigation, what is the outcome?

The development and growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact fish, wildlife and plants. Development under all alternatives would require some losses of vegetative cover, which may result in changes in hydrologic conditions and habitat fragmentation. Compliance with applicable policies and regulations will provide mitigation for each alternative under the City's stormwater management codes, critical areas codes, landscaping and shoreline master programs, as applicable. Therefore, no significant unavoidable adverse impacts to fish, wildlife and plants are expected.

1.5.5 Land and Shoreline Use

Land and shoreline impacts would primarily be associated with new residential and employment uses and associated structures; thresholds for analysis included consistency with PSRC Regional Growth Strategy in VISION 2050, land use capacity for growth targets, climate resilience, and displacement risk.

What impacts were identified?

All Alternatives would allow growth across the city on vacant, underutilized and re-developable lands, and the city would see continued increases in housing and employment over the course of the planning period. General impacts associated with additional housing and employment growth include:

- Conversion of undeveloped or underutilized land for new residential, commercial and/or industrial uses.
- Increased intensity of use on developed parcels through redevelopment, or infill development on underutilized parcels.
- Land use compatibility issues resulting from encroachment of new intense urban development patterns on current uses, often less intense.
- Other impacts include displacement risk and sea level rise.

What is different between the alternatives?

All alternatives would allow growth across the city on vacant, underutilized and re-developable lands. Under the Alternative 1 No Action, while there is capacity and growth for 7,410 housing units, it does not provide enough capacity to meet Bremerton's housing unit growth target. Alternatives 2 and 3, growth would be most intense with greater activity levels within the Downtown Regional Growth Center Subarea, supportive of PSRC's Regional Growth Strategy. Harrison Heights Subarea Plan provides substantive housing unit capacity, even though no density changes between the Alternatives are proposed. Other zoning districts that will likely experience growth under Alternatives 2 and 3 include District Centers, General Commercial, Low and Medium Density Residential, in the form of increased units per parcel in response to state legislative actions (ADUs, 4 du/parcel). PSIC provides the greatest employment land capacity for all Alternatives, followed by Harrison Heights Subarea and Downtown Regional Growth Center Subarea.

Threshold	Alternative 1	Alternative 2	Alternative 3
Consistent with PSRC Growth Strategy	⊕⊕	⊗	⊗
Land Use Capacity	⊕⊕	⊗	⊗
Climate Resilience	⊕	⊕	⊕
Displacement	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Support PSRC's regional growth strategy and VISION 2050
  - Support the regional growth center's designation and growth expectations of the Downtown Subarea and Puget Sound Industrial Center – Bremerton
  - Coordinate with Naval Base Kitsap
  - Implement the Downtown Regional Growth Center Subarea Plan
  - Plan for active transportation needs and support transit access
  - Identify and implement design elements for new development to complement and mitigate the bulk and scale of new buildings.
  - Encourage walkability and social interaction
  - Consider displacement of existing businesses and identify potential strategies
  - Facilitate public and private beautification efforts
  - Support adaptive reuse of buildings compatible with surrounding neighborhoods
- Applicable Regulations or Commitments include:
  - State and Regional Review: As required by GMA, the City of Bremerton will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.
  - Bremerton Municipal Code (BMC) Title 20 Land Use regulates development standards — such as densities, uses, lot sizes, setbacks, height, landscaping, parking, and building design.

- Bremerton offers a Multi-Family Property Tax Exemption (MFTE) program BMC 3.78, purpose to provide incentives for multifamily housing in designated areas, and 1) thereby stimulating new construction or rehabilitation of existing vacant and underutilized buildings for multifamily housing; 2) assisting in directing future population growth to designated areas; 3) achieve densities which are more conducive to transit use; and 3) provide incentives to for market-provided affordable units.
- Prepare new Climate Change and Resiliency Element as required by HB 1181, to be included as a Comprehensive Plan amendment by 2029.
- Recent to the City's Services and Utility Plans, such as water, wastewater, transportation, stormwater and parks, recreation and open space, are included and projects identified to support growth targets.
- An updated Downtown Regional Growth Center Subarea Plan has been prepared and included as part of the City's comprehensive plan's update package. The Downtown Subarea Plan update is necessary to incorporate updated policies and plans that ensure consistency with PSRC's 2018 Regional Centers Framework. The updated Downtown Subarea Plan includes an updated vision, existing conditions, new market study, land use policies and plan, transportation and transit plan, and revised development and design standards.
  - Development standards will be updated for the Downtown Subarea to enact the density and height increases necessary to support the City's housing growth target, as well as other development and design standards to support mixed use center uses and form and mitigate urban heat island effects.
- A Joint Compatibility Transportation Study (JCTP) was prepared in 2023 and is a commuter and traffic plan the City of Bremerton developed in partnership with Naval Base Kitsap Bremerton. The JCTP builds on previous work from the NBK-BR and other agencies, and evaluates a range of alternatives to improve multimodal access to and from NBK-BR. The Preferred Alternative identifies primarily multimodal improvements within the Downtown Regional Growth Center Subarea. Transportation improvements in the JCTP expected to be led by the city include re-channelization of 6th Street and Naval Avenue, multimodal infrastructure improvements near the base gates and adaptive signal timing on Burwell Street, Kitsap Way, 6th Avenue, and 11th Street.
- Amendments to the Puget Sound Industrial Center-Bremerton Subarea Plan have been prepared and included as part of the City's comprehensive plan's update package. The PSIC Subarea Plan update is necessary to incorporate policies and ensures consistency with PSRC's 2018 Regional Centers Framework. The updated PSIC Subarea Plan includes discussion on the MIC's regional role as an employment center, updates existing conditions, incorporates a new market study, updates transportation and capital facilities plan and minor amendments to PSIC's development standards.

With mitigation, what is the outcome?

Under all alternatives, additional growth would occur across the city and a generalized increase in building height, bulk and scale, and development intensity over time, as well as the gradual conversion of low-intensity uses to higher-intensity development patterns. This transition would be unavoidable, but it is not significant and adverse since this is an expected characteristic of the City's designated regional growth centers and helps fulfill Countywide Planning Policies and VISION 2050 strategies for focusing growth in Bremerton as a metropolitan city.

Future growth is likely to create localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with the combination of existing and new development regulations, zoning requirements, and design guidelines, no significant unavoidable adverse impacts are anticipated.

1.5.6 Relationship to Plans and Policies

How did we analyze Plans and Policies?

Plans and policies impacts would primarily be associated ensuring consistency with state, regional and local planning policies; thresholds for analysis included consistency with GMA Goals and Periodic Review, consistency with VISION 2050, and consistency with Kitsap Countywide Planning Policies.

What impacts were identified?

Significant and unavoidable adverse impacts are expected under Alternative 1 related to plans and policies, as the allocated population and housing targets would not be met.

What is different between the alternatives?

All alternatives are consistent with the intent of the GMA, VISION 2050, and Kitsap County CPPs. However, Alternative 1 does not provide sufficient capacity to meet the population and housing targets assigned to the City of Bremerton.

Threshold	Alternative 1	Alternative 2	Alternative 3
Consistent GMA Goals and Periodic Review	⊗	⊗	⊗
Consistent with VISION 2050	⊕⊕	⊗	⊗
Consistent with Countywide Planning Policies	⊕⊕	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Support PSRC's regional growth strategy and VISION 2050
  - Support the regional growth center's designation and growth expectations of the Downtown Subarea and Puget Sound Industrial Center – Bremerton
  - Ensure consistency with Kitsap Countywide Planning Policies
  - Implement the Downtown Regional Growth Center Subarea Plan and PSIC Subarea Plan
- Applicable Regulations or Commitments include:
  - State and Regional Review: As required by GMA, the City will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review comprehensive plans and certify transportation elements.

With mitigation, what is the outcome?

Significant and unavoidable adverse impacts are expected under Alternative 1 related to plans and policies, as the allocated population and housing targets would not be met. Such inconsistencies with state requirements, regional plans, and countywide planning policies would be avoided through densities and actions proposed under Alternatives 2 and 3.

1.5.7 Population, Housing and Employment

How did we analyze Population, Housing and Employment?

Population, housing and employment impacts thresholds of analysis are: meeting the Kitsap Countywide Planning Policy (CPP) population growth target, meeting the CPP housing growth target (including by income band), meeting the CPP employment growth target, and providing a mix of housing types.

What impacts were identified?

As the city grows over the next 20 years, there is a need to ensure sufficient buildable land, expand variety and availability of housing, provide for housing at different income levels, ensure employment growth and retention. Under expected growth, displacement of both residents and businesses could potentially occur.

Housing affordability would continue to be a challenge under all alternatives due to the pressures of regional population and employment growth. However, density increases proposed in Alternatives 2 and 3 are expected to increase housing supply and diversity, reducing competition for available units and therefore reducing upward pressure on market housing costs.

Mitigation measures have potential to increase the supply of units affordable to low-income households, but significant investment from state and/or federal sources would be required to meet all low-income, supportive, and emergency housing needs.

Other impacts may occur related to changes in local population, housing, and employment:

- Access to services. While accommodating expected population increases in the city, access to services is also important in managing future growth. Even with the prevalence of online services, residents and workers in the city need retail, restaurant, and service offerings to meet their needs.
- Improvements in walkability and transit access. Providing a growth strategy focused on Centers can help to reduce emissions from single-occupancy vehicles. Similarly, they can provide options for those that have restrictions on their ability to drive.

What is different between the alternatives?

Under the threshold analysis of land capacity, Alternatives 1 does not meet the housing growth target needs. Conversely, Alternatives 2 and 3 are able to meet expected housing targets under the Kitsap County CPPs. All Alternatives provide capacity for the City's employment growth target, primarily at PSIC. Alternative 1 does not provide sufficient capacity to meet the population and housing targets assigned to the City of Bremerton.

Threshold	Alternative 1	Alternative 2	Alternative 3
Meets CPP Population Growth Target	⊕⊕	⊗	⊗
Meets CPP Housing Growth Target	⊕⊕	⊗	⊗
Meets CPP Employment Growth Target	⊗	⊗	⊗
Provides a mix of housing types	⊕	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Support PSRC's regional growth strategy and VISION 2050
  - Support the regional growth center's designation and growth expectations of the Downtown Subarea and Puget Sound Industrial Center – Bremerton
  - Ensure consistency with Kitsap Countywide Planning Policies
  - Implement the Downtown Regional Growth Center Subarea Plan and PSIC Subarea Plan
  - Ensure land capacity for population, housing and employment growth targets assigned to Bremerton by PSRC and Kitsap CPPs.

- Applicable Regulations or Commitments include:
  - State and Regional Review: As required by GMA, the City of Bremerton will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and

development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.
- Bremerton Housing Authority (BHA) is a public corporation with the purpose of providing affordable housing opportunities for people with limited financial means. The primary service area is the City of Bremerton. There are additional programs and projects that support affordable housing properties, programs or assistance for residents to stay within their home.
- Affordable homeownership programs in Kitsap County are offered by Housing Kitsap, the Bremerton Housing Authority, the Housing Resources Board, Habitat for Humanity, and Community Frameworks. These programs can help lower-income households access the wealth building opportunities traditionally offered via homeownership.

With mitigation, what is the outcome?

Significant and unavoidable adverse impacts are expected under Alternatives 1 related to housing and employment growth targets, as they would not be met. Such inconsistencies with designated growth targets would be avoided through densities and actions proposed under Alternatives 2 and 3.

1.5.8 Historical and Cultural Preservation

How did we analyze Historical and Cultural Preservation?

Historical and cultural preservation impacts thresholds of analysis are present when there is a loss of historical or culturally significant sites or artifacts.

What impacts were identified?

Impacts to cultural resources under all alternatives would include projects or specific construction activities that may disturb or destroy undocumented historical or cultural resources during construction activities. Future development projects would continue to be required to comply with federal, state, and local regulations to protect cultural and historic resources.

What is different between the alternatives?

Under Alternative 1, residential and employment-related growth would be dispersed across the city more than the Alternatives 2 and 3 and would be the least impactful due to its limited capacity below the adopted targets. While Alternative 1 has the lowest potential to impact historic resources, projects could still impact with disturbance to undocumented resources. Alternative 2 and 3 would focus the most residential growth within the Downtown Regional Growth Center Subarea and the Harrison Heights Center Subarea, and job growth at PSIC. The intensity of residential growth under Alternative 2 would lead to a greater potential for impacts on cultural resources than Alternative 1. Since archaeological sites are likely to be located within the vicinity of shorelines and water bodies as outlined above, development near or adjacent to shorelines has the potential to impact on undocumented historical or cultural resources.

Threshold	Alternative 1	Alternative 2	Alternative 3
Loss of culturally significant sites, artifacts	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Preservation of regional historic, visual and cultural resources, landmarks, sites, tribal treaty fishing, hunting and gathering grounds, and areas of special character within Bremerton.
  - Consider appropriate levels of participation in historic preservation.
- Applicable Regulations or Commitments include:
  - National Historic Preservation Act of 1966.

- Archeological Resources Protection Act of 1979.
- Washington State has a number of laws that oversee the protection and proper excavation of archaeological sites (RCW 27.53, WAC 25-48), human remains (RCW 27.44), and historic cemeteries or graves (RCW 68.60). Under RCW 27.53, Department Archaeology and Historic Preservation regulates the treatment of archaeological sites on both public and private lands and has the authority to require specific treatment of archaeological resources. All precontact resources or sites are protected, regardless of their significance or eligibility for local, state, or national registers. Historic archaeological resources or sites are protected unless DAHP has made a determination of "not-eligible" for listing on the WHR and the NRHP.

  In the event that human remains, burials, funeral items, sacred objects, or objects of cultural patrimony are found during project implementation, all provisions of RCW 68.50.645 apply including notification of appropriate authorities.

  In the event that prehistoric artifacts or historic-period artifacts or features are found during project implementation, all work must cease within 200 feet of the find, Washington State Department of Archaeology and Historic Preservation must be contacted and all provisions of RCW 27.53.060 shall be adhered to.
- State Environmental Policy Act and National Environmental Policy Act.
- Archaeology and Historic Preservation, RCW 27.34.22, and WAC 25-12.
- Governor's Executive Order 21-02, Archaeological and Cultural Resources.
- Bremerton Shoreline Master Program

- Other Potential Mitigation Measures
  - Cooperate with the Kitsap Historical Society, Suquamish Tribe, other organizations and interested citizens in identifying historical, archaeological and cultural resources that provide unique insights into the history and the development of the city.
  - Preserve and/or acquire historical or cultural resources as feasible.
  - Consider funding a financial assistance program where the City offers grants or low-interest loans to city property owners to repair or rehabilitate aging or substandard housing, in order to preserve these older homes and prevent demolition and redevelopment.

With mitigation, what is the outcome?

Future growth and development within Bremerton could disturb or destroy previously undiscovered and undocumented archaeological or historical artifacts. With existing regulations and protocols, these impacts are not considered significant unavoidable adverse impacts.

1.5.9 Transportation

How did we analyze Transportation?

Transportation impacts would primarily be associated with population, housing and job growth, and thresholds for analysis including need for active transportation facilities, need for transit system improvement, and intersection level of service standards impact.

What impacts were identified?

Active Transportation: All alternatives will increase the need for active transportation facilities citywide. As described in the pedestrian and bicycle network gaps above, improvements are needed under all Alternatives. The city plans to improve its active transportation network; however, Alternatives 2 and 3's demand for these facilities will be higher due to its center-focused approach to growth promoting active transportation facilities within ¼ mile walkshed to transit facilities.

Transit Ridership: Demand for transit (Kitsap Transit and Washington State Ferries) is expected to increase under all alternatives. Transit demand is expected to increase under Alternatives 2 and 3, which supports centers-focused approach to growth, improved active transportation facilities connecting to improved access to transit especially for first/last mile. These increases would require a substantial increase in hours of operations, increased frequency, and shifts in routing. Kitsap Transit's

2022 Long Range Plan outlines additional transit routes, on-demand service areas, micro-transit, and high-capacity transit improvements for the city as well as Downtown Subarea. The Washington State Ferries Long-Range Plan anticipates increased vehicular and pedestrian ridership during its planning period of 2017-2040. WSF foresees expanding service in Bremerton.

Intersection Level of Service: Seven intersections modeled under Alternatives 2 and 3 are expected to drop below the City's adopted LOS of E by 2044. Each of the seven intersections included state highway as one of its legs.

What is different between the alternatives?

Alternative 1 reflects the lowest level of projected growth, and as such, is expected to result in the lowest growth in vehicle trips and roadway deficiencies, active transportation, and transit facilities needs as would apply in this Alternative. Alternative 2 and 3 directs a substantial portion of the City's growth targets into its regional growth centers, mixed-use in non-residential zones, and high-density residential zoning. Seven intersections within city limits are anticipated to operate below their minimum adopted LOS standard by 2044 under Alternatives 2 and 3.

Active transportation and transit needs are as described above, with the expectation the demand for these facilities and services increase under Alternative 2 and 3 due to its Centers-focused approach to growth. Improving connections for pedestrians and bicycles to identified destinations as well as facilities that improve level of stress, will be necessary to support the expected housing units and jobs.

Threshold	Alternative 1	Alternative 2	Alternative 3
Need for Active Transportation Facilities	⊕	⊕⊕	⊕⊕
Need for Transit System Improvement	⊕	⊕⊕	⊕⊕
Level of Service Standards Intersection impact	⊕	⊕	⊕
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Support and participate in regional transportation planning processes
  - Ensure a multimodal transportation system that supports PSRC's Regional Growth Strategy
  - Promote passenger only ferry service
  - Establish multimodal level of service standards
  - Maintain and improve connectivity to and between Centers and neighborhoods.
  - Work with Kitsap Transit and Washington State Ferries to ensure services that meet local service and commuter needs
  - Ensure LOS on city streets and concurrency requirements are maintained when new development occurs.
- Applicable Regulations or Commitments include:
  - Transportation Comprehensive Plan Update, 2024/25
  - Existing transportation facilities planning documents
  - City Transportation improvement projects
    - Active Transportation Projects identified as part of the City's 2024/25 Transportation Comprehensive Plan update
    - Intersection Improvement Projects identified as part of the City's 2024/25 Transportation Comprehensive Plan update
  - Kitsap Transit 2022-2042 Long Range Transit Plan, and improvements identified for the City of Bremerton

  - Washington State Ferries 2040 Long Range Plan, and improvements identified for Bremerton/Seattle ferry route
- Other Potential Mitigation Measures include:
  - Continue City participation in the regional transportation planning process through Kitsap Regional Coordinating Council and Puget Sound Regional Council.
  - Utilize the travel demand forecasting model developed as part of the 2024-2025 Transportation Comprehensive Plan to anticipate future growth so transportation facilities can be programmed prioritized in the City's 6-year Transportation Improvement Program (TIP).
  - Continue partnerships with Kitsap Transit and Washington State Ferries to provide and support multimodal and public transportation opportunities throughout the city, especially in designated Centers.
  - Seek available transportation grant funding, consider impact fees, and identify new funding sources to support identified necessary transportation system improvements.
  - Continue implementing the recommendations from Joint Compatibility Transportation Plan and SR 303 Corridor Study.
  - Transportation Demand Management programs and techniques, such as Commute Trip Reduction, can be required or implemented to reduce or limit the number of vehicle trips being generated.
  - Consistent pavement maintenance to ensure longevity of existing roadways.
  - Encourage employers to offer employees incentives to start and leave work outside of peak commute hours.
  - Transit first/last mile strategies to provide improve connections between transit stops and final destinations.

With mitigation, what is the outcome?

Implementation of all alternatives will result in increased vehicle traffic within the city. The severity of most impacts will likely be mitigated through a combination of policy, programmatic, and public transit and city-initiated improvements through transportation facilities planning, implementing the City's Transportation Improvement Plan (TIP), and construction of prioritized active transportation, transit and vehicular improvement projects.

1.5.10 Public Services

How did we analyze Public Services?

Public Services impacts would primarily be associated with population, housing and job growth, and thresholds for analysis included: access to parks and open space; impact on police level of demand; impact on fire and emergency services response time; impact on schools level of demand; and impact on courts level of demand.

What impacts were identified?

Under all alternatives, increased housing and employment growth in the city could generate additional demand for parks, law enforcement, emergency services, schools and courts.

Parks

All Alternatives could increase the demand for parks. Parks impacts are the same under all alternatives as LOS is not based upon population, but park locations throughout the city. The City's Park LOS is a park or green space located within a 10-minute of ½ mile walk of all residents. The City's 2020 Parks, Recreation and Open Space Plan identifies residential areas within the city that are not served within a half-mile walking distance by either a neighborhood or community park.

Law Enforcement

All Alternatives can be expected to increase the demand for police service. Employment and retail centers as well as major transportation corridors would likely continue to have higher calls for service

under all Alternatives. Retail areas may see more theft and other employment types may see other types of crime, (e.g., vandalism). Using the LOS standard of 1.8 police personnel per 1,000 population, the need for new police personnel ranges from 36-39 new employees under the three Alternatives. It is expected with increase in police personnel, additional square footage in current police facility and/or additional annexes/precincts will likely be necessary as police force increases.

Fire/EMS

Growth and development in Bremerton would create more demand for fire and emergency medical services and place additional pressure on the Bremerton Fire Department to meet response time standards under all alternatives. Emergency medical services typically generate the highest demand. The number and type of service calls under each alternative would depend on many demographic factors such as age of new residents, prevalence of multifamily dwellings with new fire-suppressions systems, and the ongoing efforts for fire prevention education and outreach conducted by BFD.

As redevelopment of vacant or underdeveloped sites occurs throughout the city, Alternatives 2 and 3 would result in greater building heights than current conditions in some areas of the city potentially requiring the use of a ladder truck to respond to fires. Allowed building heights under Alternatives 2 and 3 are generally highest in the Downtown Subarea and Harrison Heights Subarea, with maximum heights typically ranging from 6 to 8 stories and possible 80-100 feet.

Schools

Bremerton School District enrollment projections were prepared in conjunction with the Long-Range Facilities Master Plan. FLO Analytics completed a study forecasting future student enrollment for all grades over the next decade. The study ultimately concluded that enrollment growth in the district is expected to remain relatively flat for the next decade. This would be under all Alternatives.

Courts

The Washington State Courts estimates upon projected case load of the Bremerton Municipal Court, that judicial staffing be increased from 1.20 to 1.38, or increase of .18 judge or commissioner/magistrate. This would be under all Alternatives.

Threshold	Alternative 1	Alternative 2	Alternative 3
Parks – Access to parks and open space	⊗	⊕	⊕
Police – Level of Demand	⊗	⊕	⊕
Fire and Emergency Services – LOS response time	⊗	⊕	⊕
Schools – Level of Demand	⊗	⊗	⊗
Courts – Level of Demand	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕ ⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Provide public services conveniently, affordably and equitably
  - Promote open spaces for everyone's enjoyment
  - Coordinate with Bremerton School District
  - Consider implementing Crime Prevention through Environmental Design elements
  - Ensure prescribed level of service and capital projects through the City's budget process

- Applicable Regulations or Commitments include:

- City's Parks, Recreation and Open Space Plan
  - 6-year and 20-year Park Renovation, Acquisition and Development Plan

- Other Potential Mitigation Measures include:
  - Additional police personnel will likely be needed to meet LOS standard
  - Additional police facilities may be necessary if police force increases
  - Replacement Fire apparatus will be likely during the planning horizon
  - Additional fire personnel may be necessary to ensure LOS response time
  - Bremerton School District has identified a number of capital projects, that while not capacity building, ensures the longevity and maintenance of their facilities.
  - Washington Courts has predicted a slight increase in City judicial staff may be necessary in the future to accommodate increased case demand.

With mitigation, what is the outcome?

Future population and employment growth will increase the demand for public services including parks, law enforcement, fire/EMS, schools and courts. This growth would occur incrementally over the planning period and would be addressed during regular capital planning efforts. Each service provider could evaluate levels of service and funding sources to balance with expected growth. With implementation of mitigation measures and regular periodic review of plans, no significant unavoidable adverse impacts to public services are anticipated.

1.5.11 Utilities

How did we analyze Utilities?

Utilities impacts would primarily be associated with population, housing and job growth, and thresholds for analysis include increased demand for: water, wastewater, stormwater, energy and telecommunications, and solid waste.

What impacts were identified?

Under all alternatives, increased housing and employment growth in the city would generate additional demand for water and wastewater, generate additional stormwater, and increase demand for energy, telecommunications and solid waste.

Water

All three Alternatives population growth fit within the water system capacity and therefore water demand is expected to be covered by the City's existing water rights and system. The Alternative's growth allocations vary slightly, particularly between those in Alternatives 2 and 3. These variations, however, are not problematic as the system's eight pressure zones contain sufficient storage and pumping capacity to move water through zone interties to where the water is needed. The distribution system can deliver the necessary volumes and fire flow rates needed while maintaining required system pressures, and therefore impacts are the same under all Alternatives.

Wastewater

Under all the Alternatives, additional wastewater service would be necessary to serve increased demand. Existing treatment plants would handle increased wastewater volumes generated by residential growth, and increased pollutant loads generated by new commercial and industrial development. Several capacity improvements to existing pump stations and sewer mains would also be needed to ensure the existing system can handle additional flows due to growth.

Stormwater

Impervious surface will be increased in all Alternatives. Stormwater regulations (Stormwater Management Manual for Western Washington and City's Phase II Municipal Stormwater Permit) would provide levels of flow control and water quality treatment under all Alternatives.

Electric: 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 combined with forecasted new load, with deduction for conservation reductions and demand side management. PSE's future electrical facilities plan is based on an estimated normal peak winter load.

Natural Gas: 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.

Telecommunications: Telephone service providers are required 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.

Solid Waste

Under all alternatives, future population growth would increase waste generation and the need for solid waste collection and processing. The amount of waste disposed of is also influenced by employment levels, other economic factors, and recycling rates.

What is different between the alternatives?

Services generally have capacity to serve, and where there are deficiencies in current infrastructure, there are plans and regulations to ensure that there is proper connection and sizing. Targeted investments identified in utility plans, City's 6-year capital improvement program and implemented through the City's budget process will ensure adequate capacity under all alternatives.

Threshold	Alternative 1	Alternative 2	Alternative 3
Water	⊗	⊗	⊗
Wastewater	⊗	⊗	⊗
Stormwater	⊗	⊗	⊗
Energy & Telecommunication	⊗	⊗	⊗
Solid Waste	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕ ⊕			

What are some mitigations for impacts?

- Incorporated comprehensive plan policies include:
  - Support and participate in regional transportation planning processes
- Applicable Regulations or Commitments include:
  - The City regularly plans for and adapts to changing growth patterns to ensure adequate and reliable utility services long term. Existing policies, regulations, and commitments to mitigate potential adverse impacts to water, wastewater, and stormwater would continue to apply under all alternatives. The GMA requires cities to be already served or readily served by public facilities and services, and if public facilities and services cannot be maintained at an acceptable LOS, the new development should be prohibited (RCW 36.70A.100). The regulatory framework is designed to avoid the situation where utilities become overextended and are not available to be planned to meet the demands of growth. It is one of the significant underpinnings of the Growth Management Act. In addition, the utilities' comprehensive plans for water, sewer and stormwater management were updated recently or concurrently with the

comprehensive plan periodic update and have evaluated the growth projections in demand modeling. Capital improvement projects have been identified for the 20-year planning period.
  - Washington State Department of Health Office of Drinking Water
  - Washington State Department of Ecology- Water Quality/Wastewater
  - Washington State Department of Ecology - Stormwater Management Manual for Western Washington
  - EPA Pollution Discharge Elimination System permit program
  - Bremerton Municipal Code Chapter 15.02 – Water
  - Bremerton Municipal Code Chapter 15.03 - Wastewater
  - Bremerton Municipal Code Chapter 15.04 - Stormwater
  - Engineering Design and Construction Standards
- Other Mitigation Measures include:
  - System improvements have been identified during the preparation of the City's Water System Plan Update, 2020. The Water Utility updates its 6-year Capital Improvement Plan annually at the beginning of the budget cycle and its 20-year CIP every ten years with the Water System Plan Update. The improvements identified in the water system planning process be consistent with GMA planning.
  - As part of the 2024 Wastewater Comprehensive Plan update effort, a list of capital improvement projects has been identified as new, replacement or upgrades to existing wastewater facilities. Combined these projects will mitigate the impacts of growth under all Alternatives.
  - The City Stormwater Capital Improvement Plan (identifies projects intended to improve stormwater management, infrastructure, flood control and water quality conditions in the City to meet regulatory requirements and maintain the required level of service. These improvement projects will mitigate the impacts of growth under all Alternatives.
  - 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. There is one planned project in Bremerton – West Belfair Valley Road electric system upgrade.

With mitigation, what is the outcome?

There would be no significant unavoidable adverse impacts to utilities under any of the alternatives. Services generally have capacity to serve, and where there are deficiencies in current infrastructure, there are plans and regulations to ensure that there is proper connection and sizing. Targeted investments identified in utility plans, City's 6-year capital improvement program and implemented through the City's budget process will ensure adequate capacity under all alternatives.

2 Proposal and Alternatives

2.1 Introduction

Overview of Proposal

The City of Bremerton is updating its Growth Management Act Comprehensive Plan ("the comprehensive plan") consistent with the Growth Management Act (GMA; RCW 36.70A). The comprehensive plan is designed to help the City meet its long-term vision for land use and growth management. The comprehensive plan:

- allocates population, and employment growth to various areas of the county, with a majority of growth occurring in Urban Growth Areas (UGAs);

- reduces sprawl in rural areas and maintains rural character;
- addresses housing needs of all economic segments of the population;
- supports economic development;
- protects open space, cultural, and scenic resources;
- provides for parks, recreation, and capital facilities and utilities; and
- develops a multimodal transportation network necessary to serve the population and employment.

In accordance with GMA, the 2024 Update addresses and 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address racially disparate impacts, and supporting investments in parks and multimodal/active transportation, utilities and public services. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council's (PSRC's) Vision 2050 which contains the Multicounty Planning Policies (MPPs).

The Draft Environmental Impact Statement (DEIS) studies three land use and growth alternatives that include a no action and two action alternatives. All three alternatives assume growth consistent with PSRC's Vision 2050 and Appendix B-1 and B-2 of the Kitsap CPPs: **20,252 new persons, 9,556 new housing units, and 14,175 new jobs.**

The following is a description of the studied alternatives:

Alternative 1 No Action (Current Adopted Plan) continues the current Comprehensive Plan and zoning regulations. The No Action Alternative does not include effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. While it does include the effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones with moderate unit increases, it assumes no other policy changes have been made. Land uses and densities are generally similar to existing development regulations, and housing unit capacity for the Alternative was calculated based on existing land uses, allowed densities, unit types and heights.

The No Action Alternative assumes a residential capacity of 7,410 housing units which is less than the 2044 housing growth target of 9,556 dwelling units (deficit of 2,146 units), and an employment capacity of 16,488 jobs (surplus of 2,313 jobs from employment growth target of 14,175).

Alternative 2 Centers Development Method (Growth focused within City's Downtown Regional Growth Center and other designated Centers) includes the effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 2 land use densities focus substantial residential capacity via increased heights in the City's Downtown Regional Growth Center with 43% of housing unit capacity allocated to that center. Other existing designated Centers, especially Harrison Heights Subarea and mixed use in Commercial zoning districts, also receive significant increased capacity. Alternative 2 also includes the moderate effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones would have under the Centers growth scenario. Alternative 2 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's 2018 Regional Center Framework.

Action Alternative 2 assumes a residential capacity of 10,067 housing units and employment capacity of 16,448 jobs, which is more than the 2044 housing growth target of 9,556 dwelling units by 511 units, and the employment growth target with a surplus of 2,273 jobs.

Alternative 3 Citywide Growth Pattern Method (Growth focused within City's Downtown Regional Growth Center, other designated Centers, mixed use opportunities and increased residential high density) includes the effects of PSRC's VISION 2050, updates to the Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 3 is similar to Alternative 2 in land use densities focus substantial residential capacity via increased heights in the

City's Downtown Regional Growth Center, and other existing designated Centers. Alternative 3 also includes moderate mixed-use capacity in commercial and employment zones from Alternative 2. Alternative 3 includes the effects of HB 1110 and 1337 and assumes moderate increased capacity in the High-Density Residential zone. Alternative 3 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's 2018 Regional Centers Framework.

Action Alternative 3 assumes a residential capacity of 10,192 housing units and employment capacity of 16,353 jobs. The housing unit capacity is a surplus of 636 units from the growth target of 9,556 dwelling units, and the employment capacity is a surplus of 2,178 jobs from the growth target of 14,175.

Study Area

The primary study area includes all lands within the City of Bremerton, located on the eastern edge of the Kitsap Peninsula with State Highway Route 3 bisecting east and west areas. Most of the City's land area is located on two peninsulas, separated by the Port Washington Narrows. The city limits consist of approximately 20,560 acres, including 8,000 acres of undeveloped land and open space in the western portions of the city limits, distributed between the Union River watershed, the city-owned Gold Mountain Golf Course, and other forested utility-owned lands.

Objectives and Purpose of Proposal

SEPA requires a statement of proposal objectives and the purpose and need to which the proposal is responding. Alternatives are different means of achieving objectives. The objectives of the Bremerton Comprehensive Plan 2024 Update include the following:

- Address state and regional goals and requirements.
- Comply with comprehensive plan periodic review requirements to meet state laws including changes to the GMA since the last periodic review and to align with the regional growth strategy in the PSRC VISION 2050.
- Demonstrate capacity to accommodate housing and jobs growth targets through 2044.
- Meet legislative requirements and countywide planning policies for affordable housing and housing types
- Support economic development and business for prosperous community and economic vitality.
- Support transit, non-motorized and other alternative transportation modes through appropriate housing choices, employment opportunities, and multimodal transportation infrastructure.
- Ensure that public services, multimodal transportation infrastructure and capital facilities can be efficiently and effectively provided to support forecast development at appropriate levels of service.
- Enhance access to parks, recreation, and cultural amenities.
- Update the City's two regional growth centers – Downtown Regional Growth Center and Puget Sound Industrial Center – subarea plans consistent with PSRC VISION 2050 and Centers Framework.

2.2 Planning Context and Public Outreach

Growth Management Act Requirements

Comprehensive plans and development regulations within City of Bremerton must be consistent with the provisions of the GMA, which provides a framework for land use planning and regulation of development in Washington State. The purpose of the GMA is to manage growth to support a high quality of life, sustainability, economic development, and environmental conservation (RCW 36.70A.010).

Relationship between the GMA, VISION 2050 and MPPs, CPPs, and local comprehensive plans. Source: PSRC, 2022

The GMA directs regional and countywide planning to be coordinated, therefore the PSRC's regional planning framework, VISION 2050 informs CPPs and the locally adopted comprehensive plans and development regulations of individual cities and counties. Counties and cities in most parts of the state, including Central Puget Sound, must prepare comprehensive plans that include objectives, principles, standards, and a Future Land Use Map. Required elements of the comprehensive plan include land use, housing, capital facilities plan, utilities, rural, transportation, economic development, and parks and recreation. Local governments may include other elements if they wish. Development regulations, such as zoning, must be consistent with the local government's comprehensive plan. Counties and cities must be up to date with the requirements of the GMA, including the periodic update requirements, to be eligible for grants and loans from certain state infrastructure programs.

The GMA also establishes a comprehensive framework for counties and cities to manage growth, including guidance for designating, sizing, regulating, and providing public services to urban and rural areas. Under the GMA, there are three general categories of land: urban, resource, and rural. The GMA directs most population and employment growth to be focused in urban areas to avoid sprawl, provide efficient and effective services and infrastructure within adopted levels of service, and protect environmentally critical areas

VISION 2050 & Multicounty Planning Policies (MPPs)

VISION 2050 is the long-range growth management, environmental, economic, and transportation strategy for King, Pierce, Snohomish, and Kitsap counties. It was adopted by PSRC in October 2020 and is endorsed by more than 100 member cities, counties, ports, state and local transportation agencies, and Tribal governments within the region. VISION 2050 includes the MPPs for the four counties that are required by the GMA and a regional strategy for accommodating growth through 2050.

VISION 2050 builds on prior growth management plans, including a continued commitment to directing future development into the urban growth areas, while focusing new housing and jobs in cities and within a limited number of designated regional growth centers and near current and future HCT facilities. The strategy also aims to keep rural areas, farmland, and forests healthy and thriving. The roles of different communities in implementing the growth strategy are described in the Regional Growth Strategy chapter. VISION 2050 allocates Kitsap County a population growth of approximately 96,100 new individuals countywide from 2020 to 2050.

VISION 2050 is implemented through PSRC's policy and plan review of each county and city comprehensive plan and their amendments. PSRC also certifies transportation elements, as well as the regional transportation improvement program, and evaluates performance measures. The 20-year planning period for GMA purposes extends to 2044, whereas VISION 2050 extends to the year 2050. It is anticipated that comprehensive plans would adopt policies, land use plans, and growth allocations respecting the VISION 2050 objectives.

Countywide Planning Policies (CPPs)

The GMA requires counties and cities to collaboratively develop CPPs to set the general framework for coordinated land use and population planning between a county and its cities to ensure

comprehensive plans are consistent with each other (RCW 36.70A.210). The CPPs are prepared by an interjurisdictional body called Kitsap Regional Coordinating Council, that makes recommendations on the policies to the Kitsap County Board of County Commissioners. All comprehensive plans prepared by Kitsap County and its cities and towns are to be consistent with CPPs per GMA.

Kitsap County's CPPs, updated in 2024, are consistent with VISION 2050's MPPs and Regional Growth Strategy. The updated CPPs include an increased focus on areas such as updated population, housing and employment growth targets, centers framework, public and interjurisdictional and Tribal coordination.

Two of the three alternatives studied in this Draft EIS accommodate the Bremerton growth targets consistent with the 2044 targets identified in the Kitsap Countywide Planning Policies.

Bremerton Comprehensive Plan

The Bremerton Comprehensive Plan addresses a wide variety of elements and supporting system plans, including population and employment, land use, housing, economic development, natural environment, transportation, and city services. The Comprehensive Plan was originally adopted in 1995, with periodic updates in 2006 and 2016. Less extensive revisions are allowed every year through the annual docketing process. The existing Comprehensive Plan currently applies to the year 2036 and is composed of the following components:

- The Comprehensive Plan is the principal document of Bremerton Comprehensive Plan and contains policies addressing population and employment, land use, housing, community character, transportation, capital facilities, utilities, economic development, natural environment, parks and recreation, and participation, implementation, and evaluation. The Future Land Use Plan is included in the Land Use Element and identifies urban lands adequate for the expected population and employment growth. Zoning and development regulations implement these designations.
- The Comprehensive Plan's Appendices include Land Use, Housing, City Services, Economic Development, Environment and Public Participation. The GMA required transportation and capital facilities components are found in the City Services Appendix.
- Subarea plans for Bremerton's two PSRC regional growth centers – Downtown Regional Growth Center and Puget Sound Manufacturing/Industrial center – are also considered part of the City's comprehensive plan package.

Bremerton is currently preparing the 2024 Comprehensive Plan Update in accordance with GMA review cycles (RCW 36.70A.130). The 2024 Comprehensive Plan Update will address a 20-year planning horizon to the year 2044 and address assigned population, housing, and job targets, updates to the land use densities, affordable housing, racially disparate impacts of housing policies, and supporting investments in multimodal transportation, public facilities, utilities, and services. All Comprehensive Plan components are under review in the 2024 Update.

The comprehensive planning process includes the following components:

- *Buildable Lands Report*. The report evaluates whether there is sufficient suitable land within UGAs to accommodate the 20-year forecasted residential, commercial, and industrial growth.
- *Countywide Planning Policies Update.* Updating the CPPs that establish a countywide framework for developing and adopting County and city comprehensive plans.
- *2044 Growth Targets.* Population, Employment, and Housing targets for the period from 2024 to 2044 negotiated between Kitsap County and the cities/towns.
- *Comprehensive Plan Policy Review.* Review comprehensive policies that provide the direction of ongoing and future planning efforts and development regulations.
- *Compliance Review.* Ensures the comprehensive plan and development regulations are consistent with changes made to GMA since 2016.

- *State Environmental Policy Act Review.* The SEPA process identifies and analyzes environmental impacts associated with different future growth scenarios.
- *City Services Update.* Updating the inventory of existing capital facility and utility infrastructure, transportation and parks forecast of future needs, LOS standards, cost of future facilities, and funding mechanisms to finance projects over a 20-year horizon.
- *PSRC Regional Growth Centers Subarea Plans.* A new Downtown Regional Growth Center Subarea Plan and updates to the Puget Sound Industrial Center (PSIC) – Bremerton Subarea Plan.

Public Participation

The Public Participation Plan specifies how the City of Bremerton engage and inform its citizenry during the 2024 Comprehensive Plan Update. The overarching goals are to provide the public with timely information, an understanding of the process, and opportunities to review and comment on the comprehensive plan update, to ensure that information about the process is provided to the public early in the process and at regular intervals thereafter, to maximize public awareness and participation in the process. Bremerton is employing a range of communication methods to encourage and facilitate its public participation for the update:

- The city hosts a project website throughout the duration of the 2024 Comprehensive Plan Update at https://www.bremertonwa.gov/1300/Comprehensive-Plan-Update---Bremerton202
  The site includes background information; published resources and reports; links to relevant videos; comment email; and other relevant project context and announcements. The project website was updated regularly.
- An online community survey was hosted November 2022 through February 2023 via social media, email, website, and various city newsletters.
- The Planning Commission held 19 meetings on the Comprehensive Plan Update in 2022-2024. All meetings are advertised and open to the public. Public testimony is permitted and encouraged.
- Since 2022, staff has attended various community locations and events to answer questions, listen to the public's ideas, and raise awareness of the comprehensive plan update.

2.3 SEPA Process

Environmental Review

A key part of the 2024 Update process is the preparation of a non-project EIS addressing the requirements of SEPA. Agencies conduct environmental review of actions that could affect the environment under SEPA. Preparation of an EIS is required for actions that have the potential for significant impacts. An EIS is a useful tool that provides detailed information to the public, agencies, Tribes, and City decision-makers about the environmental effects of a plan or project before a decision is made. Through the SEPA review process, the city will consider the natural and built environment implications of the proposed 2024 Plan Update and alternative means to address its growth strategy and address the needs of its community today and tomorrow.

The EIS process involves the following steps: (1) scoping the contents of the EIS with agencies, Tribes, and the public; (2) preparing a Draft EIS with a comment period; (3) responding to comments and identifying a preferred alternative; (4) release the comprehensive plan and final EIS; (5) adopting updated comprehensive plan; and (6) developing legislation.

This document is a non-project Draft EIS that analyzes the proposals and alternatives broadly across the study area. See Exhibit 2.3.1.2-1 below for features of a non-project EIS. SEPA identifies that a non-project EIS is more flexible and studies a range of alternatives comparatively to support the consideration of plans, policies, or programs (WAC 197-11-442). A non-project EIS does not provide site-specific detailed analysis. Additional environmental review will occur as other project or non-

project actions are proposed in the county in the future. Future review could occur in the form of supplemental EISs, SEPA addenda, or determinations of non-significance.

Exhibit 2.3-1 Comparison of Project and Non-Project Environmental Review		
Feature	**Project Environmental Review**	**Non-Project Environmental Review**
Location	Site-Specific	Areawide
Analysis Level of Detail	Detailed	Broad/order of magnitude
Alternatives	Specific construction projects	Conceptual based on vision
Mitigation	Specific, alters project or imposes conditions, project proponent responsibility	Broader, changes policies, plans or code. City or future developer responsibility
Future Environmental Review	No additional SEPA review	Subject to additional SEPA review
Source: WAC 197-11-442, -774		

EIS Public Comment Opportunities

Scoping

The scoping process is intended to identify the range of potential significant impacts on the built and natural environment that should be considered and evaluated in the EIS. Postcard notification of scoping was sent in October of 2022; comments responding to that scoping notice have been included. The City issued a Scoping Notice on December 28, 2022, with a 30-day public comment period that ran through January 27, 2023. Public comments on the scoping notice and proposed alternatives were also accepted at the January 23, 2023, Planning Commission meeting.

The input included 25 written comments the city received during the scoping period. Themes of the input received include:

- Climate change
- Centers focused alternatives, including higher density, higher heights, reduced setbacks
- Reduced parking standards
- Critical Areas Ordinance
- Stormwater management
- Housing affordability
- Recognition of historical character of older neighborhoods
- Multi-modal transportation options
- High-capacity transit corridors

Draft EIS

This Draft EIS identifies environmental conditions, potential impacts, and measures to reduce or mitigate any unavoidable adverse impacts that could result from the 2024 Update. The Draft EIS alternatives and topics were developed based on the City's housing and employment growth targets and review of scoping comments.

Public and agency comments are invited on this Draft EIS. Written comments are invited during the 45-day public comment period following issuance of this Draft EIS. Public comments will be considered and addressed in the Final EIS. Please see the Fact Sheet at the beginning of this Draft EIS for the dates of the public comment period. Additional information regarding the proposal is provided on the City's project webpage: https://www.bremertonwa.gov/1300/Comprehensive-Plan-Update---Bremerton204

Final EIS and Legislative Review

A Final EIS will be issued in first quarter 2025 and will include responses to public comments received during the Draft EIS comment period. Following the EIS, the city will hold public hearings on the Draft Comprehensive Plan and Final EIS before the Planning Commission and City Council.

2.4 Proposed Action and Alternatives

The City of Bremerton is updating the City's Growth Management Act Comprehensive Plan consistent with the Growth Management Act (GMA; RCW 36.70A). The comprehensive plan is designed to help the City meet its long-term vision for land use and growth management. The comprehensive plan:

- allocates population, and employment growth to various areas of the city;
- reduces sprawl in rural areas and maintains rural character;
- addresses housing needs of all economic segments of the population;
- supports economic development;
- protects open space, cultural, and scenic resources;
- provides for parks, recreation, and capital facilities and utilities; and
- develops a transportation network necessary to serve the population and employment.

In accordance with GMA, the 2024 Update addresses and 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address racially disparate impacts, and supporting investments in multimodal/active transportation, utilities, public services and facilities, and parks. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council's (PSRC's) Vision 2050 which contains the Multicounty Planning Policies (MPPs).

The DEIS Alternatives are based and will be evaluated upon the alternative's ability to accommodate the City's population, employment and housing targets as assigned by PSRC VISION 2050 and the Kitsap Countywide Planning Policies. For the City of Bremerton, the adopted 2020-2044 growth targets are: **20,252 new persons, 14,175 new jobs, and 9,556 new housing units.**

Alternative 1, No Action is required under the SEPA rules regarding a draft Environmental Impact Statement and represents the continued land use and implementation of the City's existing comprehensive plan and zoning regulations. Alternatives 2 and 3 represent different growth scenarios for the comprehensive plan update.

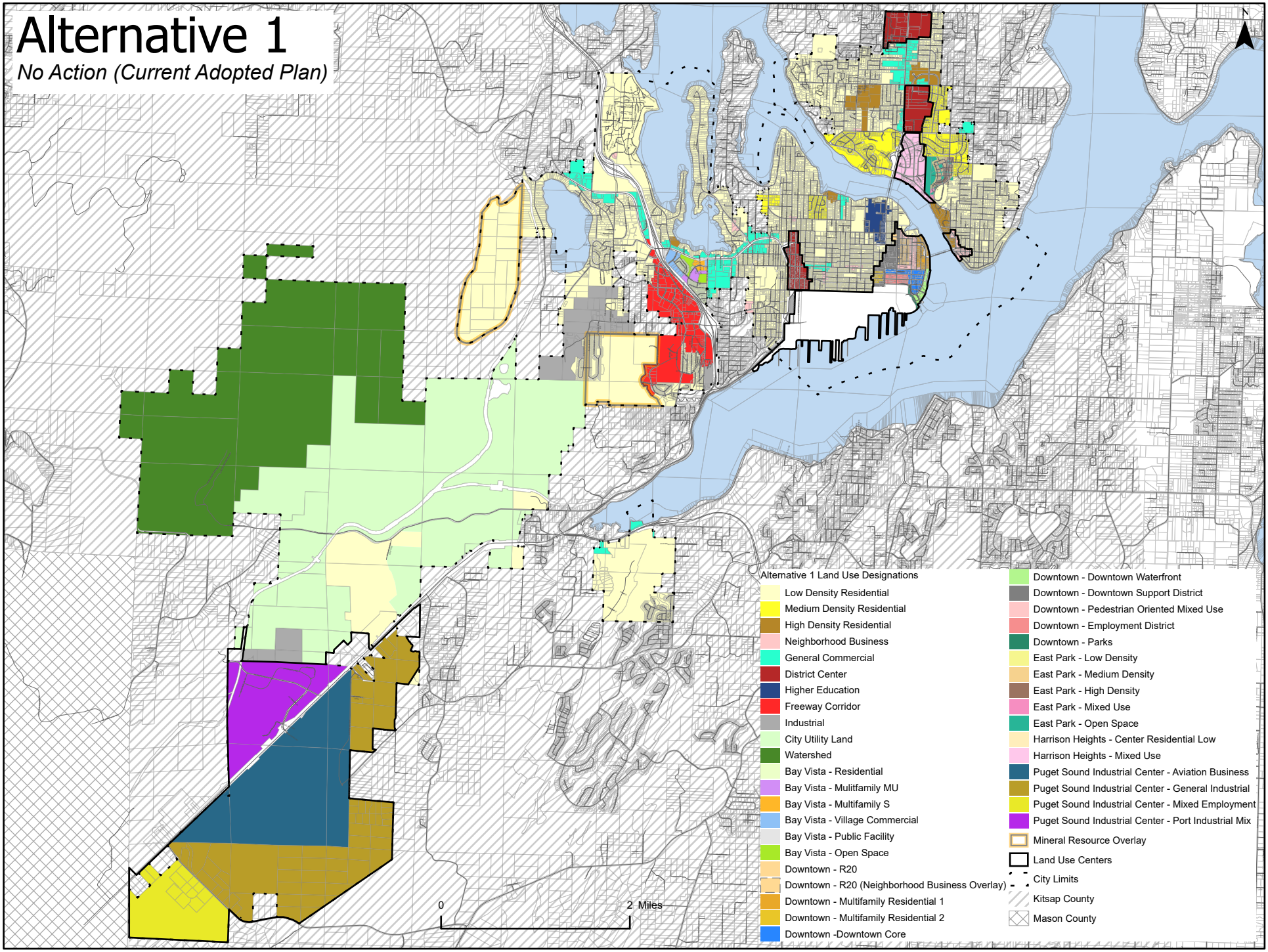
A preferred alternative will be selected; the city is not limited to selecting the alternative exactly as set forth in the DEIS and may select an alternative that combines various features of the alternatives. However, the selected alternative must be within the range of alternatives addressed by the EIS (WAC 197-11-655(3)(b)).

Alternative 1 No Action (Current Adopted Plan) continues the current Comprehensive Plan and zoning regulations. The No Action Alternative does not include effects of PSRC's VISION 2050, updates to Regional Centers Framework, and the Kitsap Countywide Planning Policies. While it does include the effects of HB 1110 and 1337 in the Low, Medium and High Densities residential zones with moderate unit increases, it assumes no other policy changes have been made. Land uses and densities are generally similar to existing development regulations, and housing unit capacity for the Alternative was calculated based on existing land uses, allowed densities, unit types and heights.

The No Action Alternative assumes a residential capacity of 7,410 housing units which is less than the 2044 housing growth target of 9,556 dwelling units (deficit of 2,146 units), and an employment capacity of 16,488 jobs (surplus of 2,313 jobs from employment growth target of 14,175).

Alternative 1

No Action (Current Adopted Plan)



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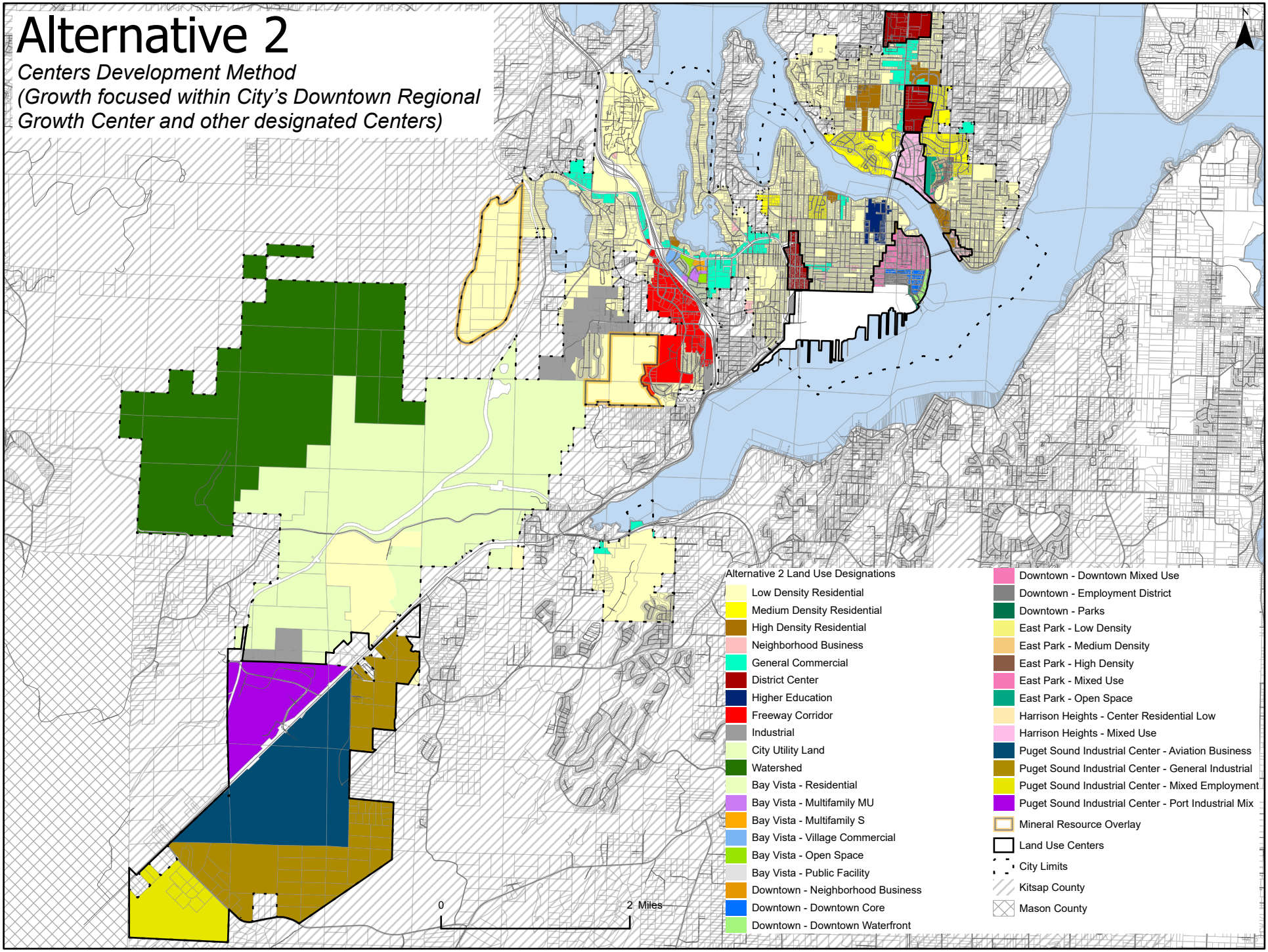
Action Alternative 2 assumes a residential capacity of 10,067 housing units and employment capacity of 16,448 jobs, which is more than the 2044 housing growth target of 9,556 dwelling units by 511 units, and the employment growth target with a surplus of 2,273 jobs.

Alternative 2

Centers Development Method
(Growth focused within City's Downtown Regional Growth Center and other designated Centers)

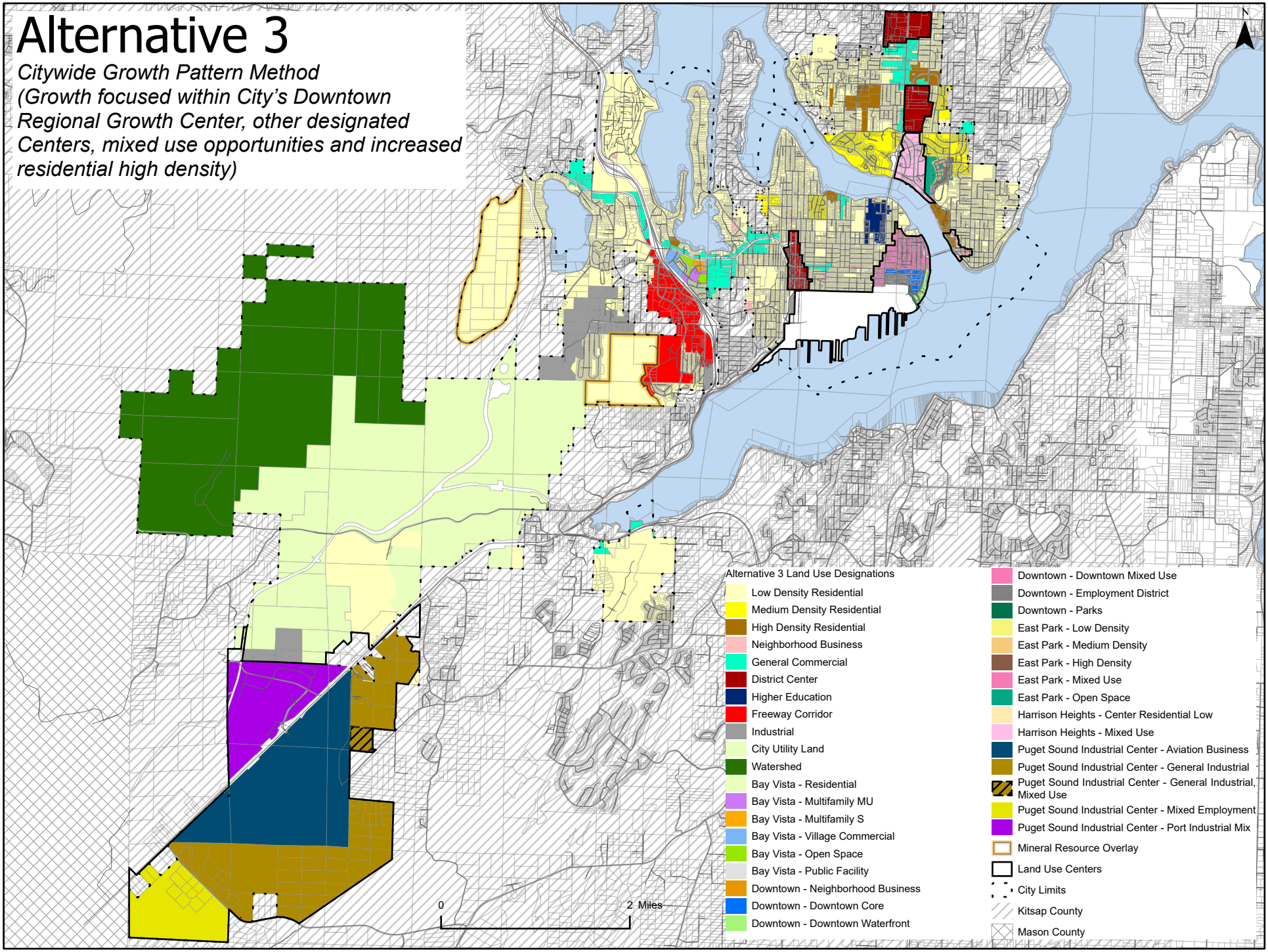


Alternative 3 Citywide Growth Pattern Method (Growth focused within City's Downtown Regional Growth Center, other designated Centers, mixed use opportunities and increased residential high density) includes the effects of PSRC's VISION 2050, updates to the Regional Centers Framework, and the Kitsap Countywide Planning Policies. Alternative 3 is similar to Alternative 2 in land use densities focus substantial residential capacity via increased heights in the City's Downtown Regional Growth Center, and other existing designated Centers. Alternative 3 also includes moderate mixed-use capacity in commercial and employment zones from Alternative 2. Alternative 3 includes the effects of HB 1110 and 1337 and assumes moderate increased capacity in the High-Density Residential zone. Alternative 3 includes a full update to the Downtown Regional Growth Center Subarea Plan and select amendments to the Puget Sound Industrial Center – Bremerton (PSIC) to ensure consistency with PSRC's 2018 Regional Center Framework.

Action Alternative 3 assumes a residential capacity of 10,192 housing units and employment capacity of 16,353 jobs. The housing unit capacity is a surplus of 636 units from the growth target of 9,556 dwelling units, and the employment capacity is a surplus of 2,178 jobs from the growth target of 14,175.

Alternative 3

Citywide Growth Pattern Method (Growth focused within City's Downtown Regional Growth Center, other designated Centers, mixed use opportunities and increased residential high density)



Growth Targets and Capacity

In October 2022, the Kitsap Regional Coordinating Council (KRCC) adopted growth targets for population and employment through the year 2044 for all Kitsap jurisdictions, including Bremerton. The growth targets are consistent with GMA and PSRC's VISION 2050 regional plan. The Kitsap County Board of County Commissioners adopted the growth targets in January 2023. For the City of Bremerton, the adopted 2044 growth targets are: **20,252 new persons, 14,175 new jobs, and 9,556 new housing units.**

To assess the extent to which each of the three alternatives could accommodate the population, housing and employment growth targets, a land capacity analysis on vacant and underdeveloped land, as well as infill and mixed-use opportunities was conducted. Methodology for the capacity analysis is consistent with the assumptions and formulas in the latest Buildable Lands Report.

Exhibits 2.4-1 and -2 report capacity analysis for the amount of housing units and job growth that could be accommodated under each alternative and by zoning district. Pipeline projects are also reported.

Exhibit 2.4-1 Housing Unit Capacity by Zoning District and by DEIS Alternative

	Alternative 1		Alternative 2		Alternative 3	
	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity
Zoning Districts						
Low Density Residential (R-10) Pipeline housing units	1,402 209		1,394 209		1,383 209	
Medium Density Residential (R-18)		131		131		125
High Density Residential (R-40)		146		341		406
Bay Vista Subarea Plan Pipeline housing units	120	0	120	62	120	62
East Park Subarea Plan		56		56		56
District Center Core (DCC) Pipeline housing units		469 359		469 359		469 359
Charleston District Center (CDC)		114		114		114
Downtown Subarea Plan (DSAP) Pipeline housing units		2,069 295		4,027 295		4,027 295
Harrison Heights Subarea Plan (HHSAP)		1,695		1,695		1,695
General Commercial (GC) Pipeline housing units		186 72		636 72		636 72
Institutional (INST)		3		3		3
Neighborhood Business (NB)		84		84		84
Puget Sound Industrial Center (PSIC)						77
Total	**1,731**	**5,679**	**1,723**	**8,344**	**1,712**	**8,480**
Total All Units	**7,410**		**10,067**		**10,192**	
2044 Housing Growth Target	**9,556**		**9,556**		**9,556**	
Surplus/Deficit	2,146 deficit		511 surplus		636 surplus	

Source: City of Bremerton DCD

Exhibit 2.4-2 Employment Capacity by Zoning District and by EIS Alternative			
	Alternative 1	**Alternative 2**	**Alternative 3**
	Employment Capacity	Employment Capacity	Employment Capacity
Zoning Districts			
Low Density Residential (R-10)	0	0	0
Medium Density Residential (R-18)	0	0	0
High Density Residential (R-40)	0	0	0
Bay Vista Subarea Plan	81	41	41
East Park Subarea Plan	0	0	0
District Center Core (DCC)	163	163	163
Charleston District Center (CDC)	25	25	25
Downtown Subarea Plan (DSAP)	1,625	1,625	1,625
Harrison Heights Subarea Plan (HHSAP)	2,770	2,700	2,770
General Commercial (GC)	289	289	289
Institutional (INST)	101	101	101
Neighborhood Business (NB)	67	67	67
Freeway Corridor	441	441	441
Industrial	635	635	635
Puget Sound Industrial Center (PSIC)	9,638	9,638	9,543
Subtotal	**15,835**	**15,795**	**15,700**
Pipeline Jobs	653	653	653
Total	16,488	16,448	16,353
2044 Employment Growth Target	**14,175**	**14,175**	**14,175**
Surplus	2,313	2,273	2,178
Source: City of Bremerton DCD			

2.5 Comparison of Alternatives

Exhibit 2.5-1 summarizes key features of the alternatives studied in this Draft EIS.

Exhibit 2.5-1 Comparison of Alternatives Studied in Draft EIS			
Features	**Alternative 1: No Action**	**Alternative 2: Centers**	**Alternative 3: Centers, Mixed Use & HDR**
Consistent with PSRC VISION 2050 Growth Strategy	Population and employment growth targets from VISION 2050 cannot be accommodated	Population and employment growth targets from VISION 2050 can be accommodated. Updates Downtown Regional Growth Center Subarea Plan and PSIC Subarea consistent with PSRC's Regional Centers' Framework.	Population and employment growth targets from VISION 2050 can be accommodated. Updates Downtown Regional Growth Center Subarea Plan and PSIC Subarea consistent with PSRC's Regional Centers' Framework.

Kitsap Countywide Planning Policies	Population and employment growth targets from Kitsap CPPs cannot be accommodated.	Population and employment growth targets from Kitsap CPPs can be accommodated.	Population and employment growth targets from Kitsap CPPs can be accommodated.
Capacity for population growth target	-4,128 persons deficit from growth target	1,534 persons surplus of growth target	1,798 persons surplus of growth target
Capacity for employment growth target	2,313 surplus of growth target	2,273 surplus of growth target	2,178 surplus of growth target
Capacity for housing growth target	-2,146 deficit from growth target	511 surplus of growth target	636 surplus of growth target
Housing Income Needs (0-80% AMI)	0-80% AMI | -1239 deficit from needed units	0-80% AMI | 168 surplus of needed units	0-80% AMI | 193 surplus of needed units
Capital Services, Transportation and Utilities	No Change	City Services Element with updated inventories, forecast of future needs. Incorporates recent updates to City's utility plans, transportation and PROS plan.	Same as Alternative 2.
Development Regulations	Retains current zoning densities and housing type regulations.	Assumes increase residential capacity through increased heights in Downtown Regional Growth Center and other designated centers.	Assumes increase residential capacity through increased height in Downtown Regional Growth Center and other designated centers. Assumes residential capacity in mixed use developments in employment zones, and increased capacity in HDR zone.
Transportation LOS Policies	No Change Auto: LOS E No multimodal LOS	Auto: LOS E New multimodal LOS for pedestrian, bicycle and transit through update to City's Transportation Comprehensive Plan.	Same as Alternative 2.

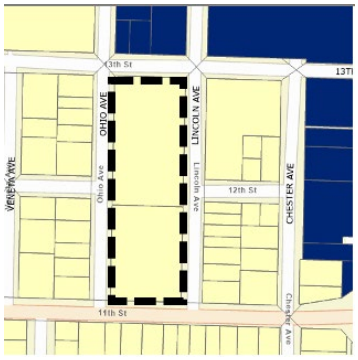
2.6 Land Use and Zoning Reclassification Requests

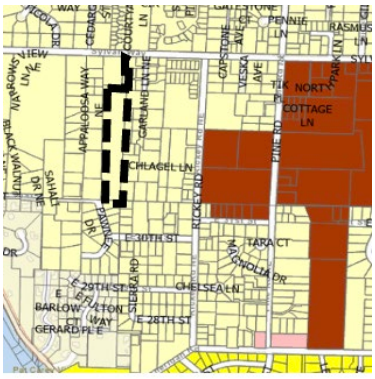
As part of the periodic update process, Bremerton DCD solicited reclassification requests for property land use/zoning changes. The city received 13 such requests. Exhibit 2.6-1 lists the reclassification requests.

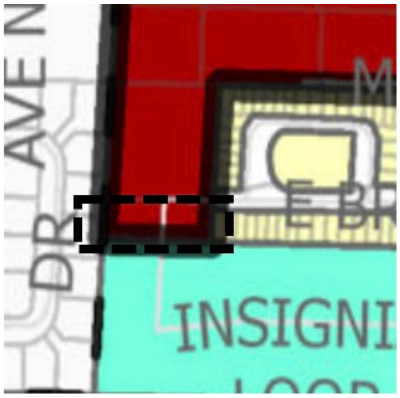
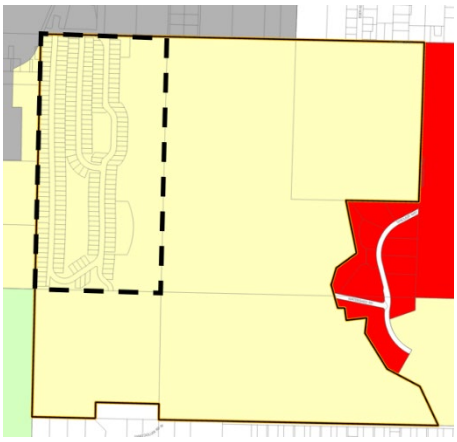
Additionally, the site-specific reclassifications requests are subject to SEPA phased review, pursuant to WAC 197-11-060(5) is anticipated. In phased review, broader environmental documents, such as this DEIS, and may be followed by narrower documents, such as a SEPA environmental checklist, that concentrates solely on the issues specific to a site-specific development proposal.

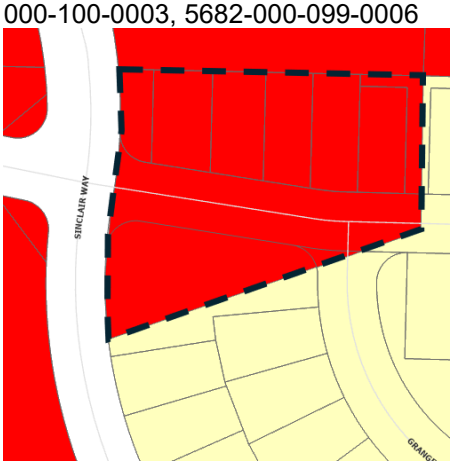
Exhibit 2.6-1 City Received Site-Specific Reclassification Requests

Proposal No.	Parcel Numbers	Current Zoning	Requested Zoning/ Explanation	Included Alternative #
1	212401-2-073-2000, 212401-2-043-2007, 212401-2-101-2006, 212401-2-074-2009 	Low Density Residential	Industrial With the 2016 Comprehensive Plan update, the designation of these parcels changed from Industrial to Low Density Residential. The property owner of three of these lots has indicated that he did not receive proper notice of the change and would like the lots converted back to Industrial. The property owner notes that as a person of color, and long-time Bremerton resident, they feel previous inadequate notice constitutes inequity.	2 & 3
2	3751-001-002-0001, 3751-001-001-0101 	Low Density Residential	Neighborhood Business Our Lady Star of the Sea Church has requested that these two parcels designation be changed to better facilitate the construction of a new school building in this area.	2 & 3

3	122301-3-003-1007 	General Industrial, Puget Sound Industrial Center (PSIC)	New Mixed-Use, Puget Sound Industrial Center The black dash line indicates the proposed a new Mixed-Use overlay within the Puget Sound Industrial Center. Staff Note: Per PSRC Guidance, "Unlike regional growth centers, these areas are not appropriate for residential growth." However, UGA requests submitted to Kitsap County may affect the ultimate outcome of this proposal. Staff will continue to monitor UGA expansion request and how they may relate to this request.	3
4	3797-008-001-0102 & 3797-015-001-0008 	Low Density Residential	Higher Education Bremerton School District (3797-008-001-0102) and Olympic College (3797-015-001-0008) request that the designation of these two parking lots be changed to Higher Education. These are two separate requests, displayed here as one illustration, due to the related nature of the requests.	2 & 3

5	Various 	Medium Density Residential	Low Density Residential Request properties, indicated inside black dash area in the adjacent image, be designated as Low Density Residential (LDR). Staff Note: Lot does not border the LDR zone. While property owners are not permitted to request a rezone of other persons private property, this request did include designating the area indicated in red dash as LDR. Area to the west is zoned District Center Core which has no maximum density and an 80-foot height limit. North is the High-Density Residential designation, and the property owner requested that lands to the east and south remain Medium Density Residential. Areas further east in Kitsap County jurisdiction all permit multifamily housing types within respective zones. Portions of area within red dash are within ¼ mile of potential High-Capacity Transit Station.	3
6	022401-3-018-2009 	Low Density Residential	High Density Residential Requests zoning change from Low Density Residential to High Density Residential.	3
City Staff Site-Specific Reclassification Recommendations				

7	242401-2-012-2001 	Park, Downtown Regional Growth Center Subarea	Downtown Waterfront, Downtown Subarea Plan The parcel lines have changed over time, and the area in black dash is now an improved street area leading to Washington State Ferry drive-up ticketing booth and sidewalk area. Currently this single parcel is split zoned and should be corrected.	2 & 3
8	022401-1-103-2009 	District Center Core	General Commercial This parcel was split zoned as a result of a past project being abandoned, and the lots being sold to separate parties who then had diverging development proposals. Both parcels are fully developed with multifamily housing, the proposed change is merely to “clean up” a split zoned property.	2 & 3
9	Various 	Mineral Resource Overlay, Low Density Residential	Low Density Residential The black dash line indicates areas to be removed from the Mineral Resource Overlay. The purpose of the Mineral Resource Overlay is to permit the temporary resource mining prior to establishing a permanent use in allowed in the Low-Density Residential zone. As a permanent residential use has been established, the overlay should be removed accordingly.	2 & 3

10	Various 	East Park Subarea Plan: Low Density, Medium Density, High Density, Mixed Use, Open Space	East Park Subarea Plan: Low Density, Medium Density, High Density, Mixed Use, Open Space Adopted mapping for the Subarea is an artist rendering created prior to the platting process was completed and excludes the Madrona Forest to the west. Updated mapping should be adopted to reconcile final subdivision lot lines with existing zoning districts. For this reason, alternatives 1, 2, and 3 are the same.	2 & 3
11	5682-000-112-0009, 5682-000-111-0000, 5682-000-103-0000, 5682-000-102-0001, 5682-000-101-0002, 5682-000-100-0003, 5682-000-099-0006 	Freeway Commercial	Low Density Residential A few of the parcels within this residential subdivision are located in the Freeway Corridor zone and should instead be located in the Low-Density Residential zone where residential uses are appropriate.	2 & 3
12	3718-015-026-0005 	Employment District, Downtown Subarea Plan	Downtown Core, Downtown Subarea Plan In 2014, the three indicated lots were aggregated into a single lot. This left the remaining lot split zoned. Staff suggest designating the .14-acre Employment District area to Downtown Core to avoid split zone status. The aggregation occurred prior to the City Boundary Line Adjustment Ordinance, which will prevent split zone parcels from occurring in the future.	2 & 3

2.7 Benefits and Advantages of Delaying Proposed Action

SEPA requires that a Draft EIS discuss the benefits and disadvantages of reserving for some future time the implementation of the proposal, as compared with possible approval at this time. Particular attention should be given to the possibility of foreclosing future options by implementing the proposal (WAC 197-11-440(5)(vii)). The City would not have capacity to fulfill regional growth strategies and targets if the proposed action is delayed. Investments in multimodal improvements, parks, and other infrastructure would continue to follow existing plans and would not prepare for Bremerton's expected share of growth regionally. Retention of the existing Comprehensive Plan and regulations would also not provide a full range of housing meant to address recent GMA laws designed to promote more housing ownership options and to support housing for all income levels.

3 Affected Environment, Impacts & Mitigation Measures

This Chapter is organized to share natural environment conditions followed by built environment conditions, and describes the affected environment, potential impacts, and mitigation measures for the following topics:

Natural Environment

- Section 3.1 Earth
- Section 3.2 Air Quality/Climate
- Section 3.3 Water Resources (Surface Water and Groundwater)
- Section 3.4 Plants and Animals

Built Environment

- Section 3.5 Land and Shoreline Use
- Section 3.6 Plans and Policies
- Section 3.7 Population, Housing and Employment
- Section 3.8 Historical and Cultural Preservation
- Section 3.9 Transportation
- Section 3.10 Public Services
- Section 3.11 Utilities

Following a summary description of current conditions (affected environment) for each element of the environment, the analysis compares the three alternatives and identifies mitigation measures for identified potential impacts. It also summarizes whether there are significant unavoidable adverse impacts.

The affected environment and impacts are described for the Bremerton city limits.

The analysis is broad, areawide, and comparative, considering the non-project proposals (WAC 197-11-442). Where there is a potential for more than a moderate adverse impact on environmental quality (WAC 197-11-794), existing or potential mitigation measures are posed. Consistent with the non-project analysis, mitigation measures are policy, plan, regulation or program activities that the City could undertake to limit impacts.

Mitigation Measures

Per WAC 197-11-766, mitigation means to avoid, minimize, rectify, reduce or eliminate, compensate, or monitor the impact and take corrective action. For this programmatic evaluation, three types of mitigation are considered in each section of Chapter 3:

- **Incorporated Plan Features:** Inherent or self-mitigating features of the proposals and alternatives such as current or proposed policies that establish protocols or strategies to reduce impacts.
- **Applicable Regulations and Commitments:** City, Regional, State or Federal laws, rules or programs that are designed to reduce potential impacts such as development regulations (e.g. zoning and design standards, critical areas regulations, stormwater manual, concurrency ordinance).
- **Other Potential Mitigation Measures:** Additional concepts or ideas that could be considered for inclusion, expansion, or revision in City policies, code, or programs that have the effect of reducing impacts.

3.1 Earth

Earth resources consist of geologic features and related processes, including but not limited to, soil, slope and channel erosion, landslides, seismic events (including tsunamis and high wave hazards), and volcanic hazards. Geologic conditions can limit development in certain instances, particularly near geologically hazardous areas. Soil and slope disturbances caused by development activities can exacerbate geologic hazards. Development activities within or adjacent to geologically hazardous areas may require mitigation measures to prevent environmental impacts and damage to infrastructure, as well as to protect health and safety.

3.1.1 Affected Environment

This section addresses current conditions and potential impacts of alternatives on earth and soils, including geologic hazards like erosion, landslides, earthquake, and others. The thresholds of significance include:

- Increased risk of flooding, erosion, and landslides through increased use of vulnerable lands.
- Increased risk of a geologic hazard that exposes population to injury or substantial property damage.
- Increased development intensity could impact earth resources.

Climate

Bremerton experiences a mild climate with relatively little seasonal temperature variation year-round. The area is influenced by the moderating effects of Puget Sound and the Pacific Ocean. Summers are typically warm and dry, with average temperature ranges of 70-80°F during the day and 50–60°F at night. Winters are cool and wet, with temperatures rarely falling below freezing. During the winter, the average temperature ranges from 40–50°F during the day and 30–40°F at night. Annual precipitation for Bremerton is average rainfall of 56” and 3” of average annual snowfall. The Olympic Mountains create a rain shadow effect that helps shield the region, including Bremerton, from heavy precipitation events. This effect contributes to geographic variation in precipitation that occurs throughout the county. On average, 80 percent of the region’s precipitation falls between October and March, with July being the driest month and December the wettest. Strong winds and heavy rains associated with winter storms have the potential to damage trees, buildings, utility lines, and can result in flood events.

Topography

Bremerton is located within the Puget Sound Lowland. Geologic uplifting of the Cascade and Olympic Mountain ranges formed the Puget Sound Lowland. Erosion of these mountain ranges deposited sedimentary materials in the lowlands, and glaciation carved the low rolling hills, scattered lakes, islands and inlets. The Vashon Drift, composed of unconsolidated silts, sands and gravels, was deposited about 13,500 years ago by an ice sheet known as the Vashon Glaciation that advanced from Canada. These deposits are as much as 3,000 feet thick and normally are divided into three units. The upper and lower units consist of glacial drift deposited by the ice or glacial meltwater and are composed mostly of layers of sand and gravel alternating with layers of silt and clay. The middle unit consists of a non-glacial deposit of silt and clay that normally separates the other two units. The

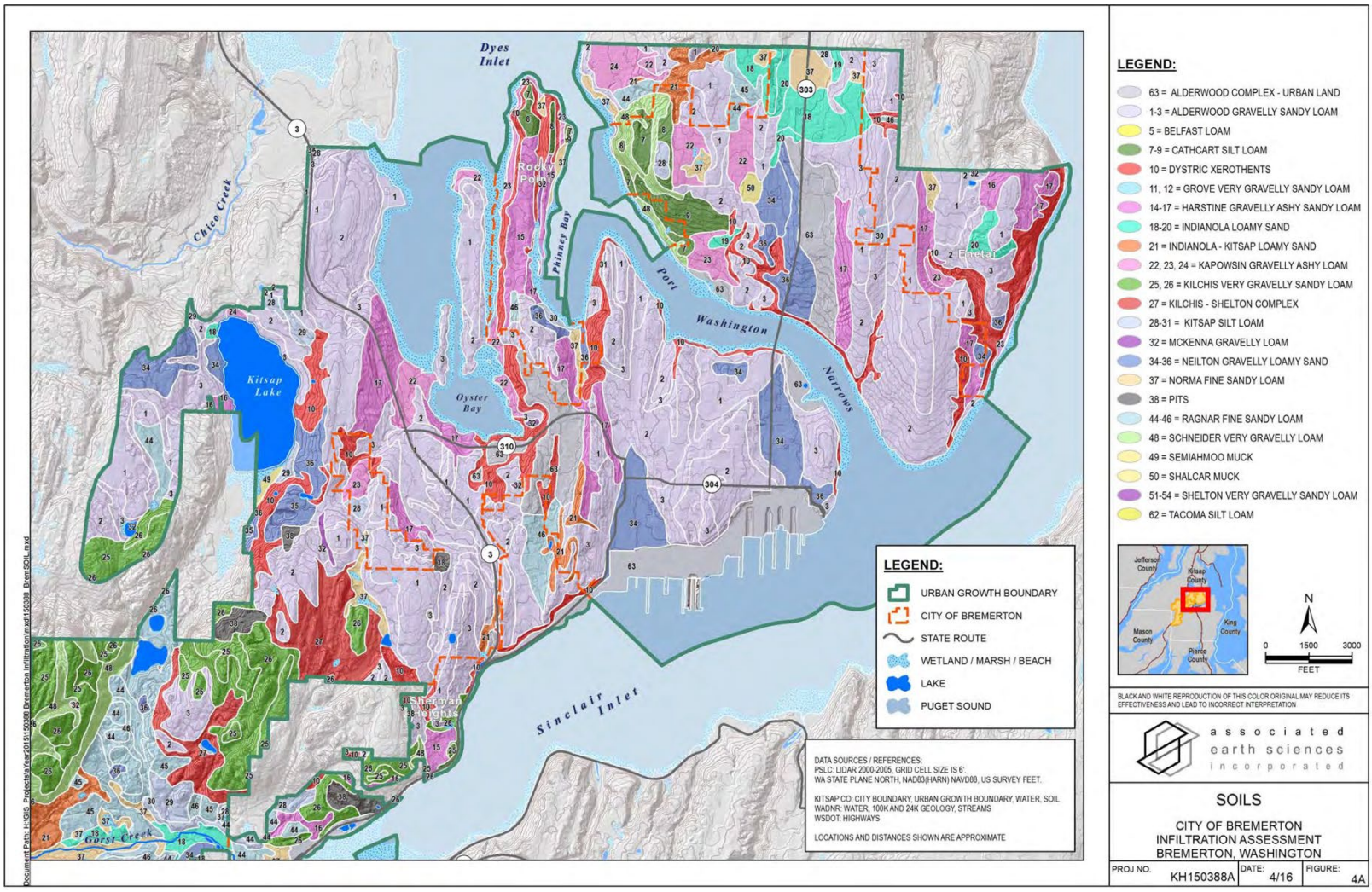
thickness of the upper unit is normally 200 to 400 feet. The middle unit ranges up to 260 feet but is commonly between 10 and 80 feet thick. The thickness of the lower unit is estimated to be between 2,000 and 3,000 feet.

The topographic features and waterways are generally oriented on a north-south axis corresponding to the orientation of the Cascade and Olympic Mountain ranges and the direction of advance and retreat of the Vashon Glaciation. Lands range from sea level to over 600 feet in elevation and include forested regions to the west in the vicinity of the Union River and Gorst Creek Watersheds. Bordering the marine shoreline are moderate to steep, irregular cliffs carved first by glaciation and then by erosion. Steep slopes also border the numerous small stream valleys that were the sites of glacial-melt water streams.

Soils

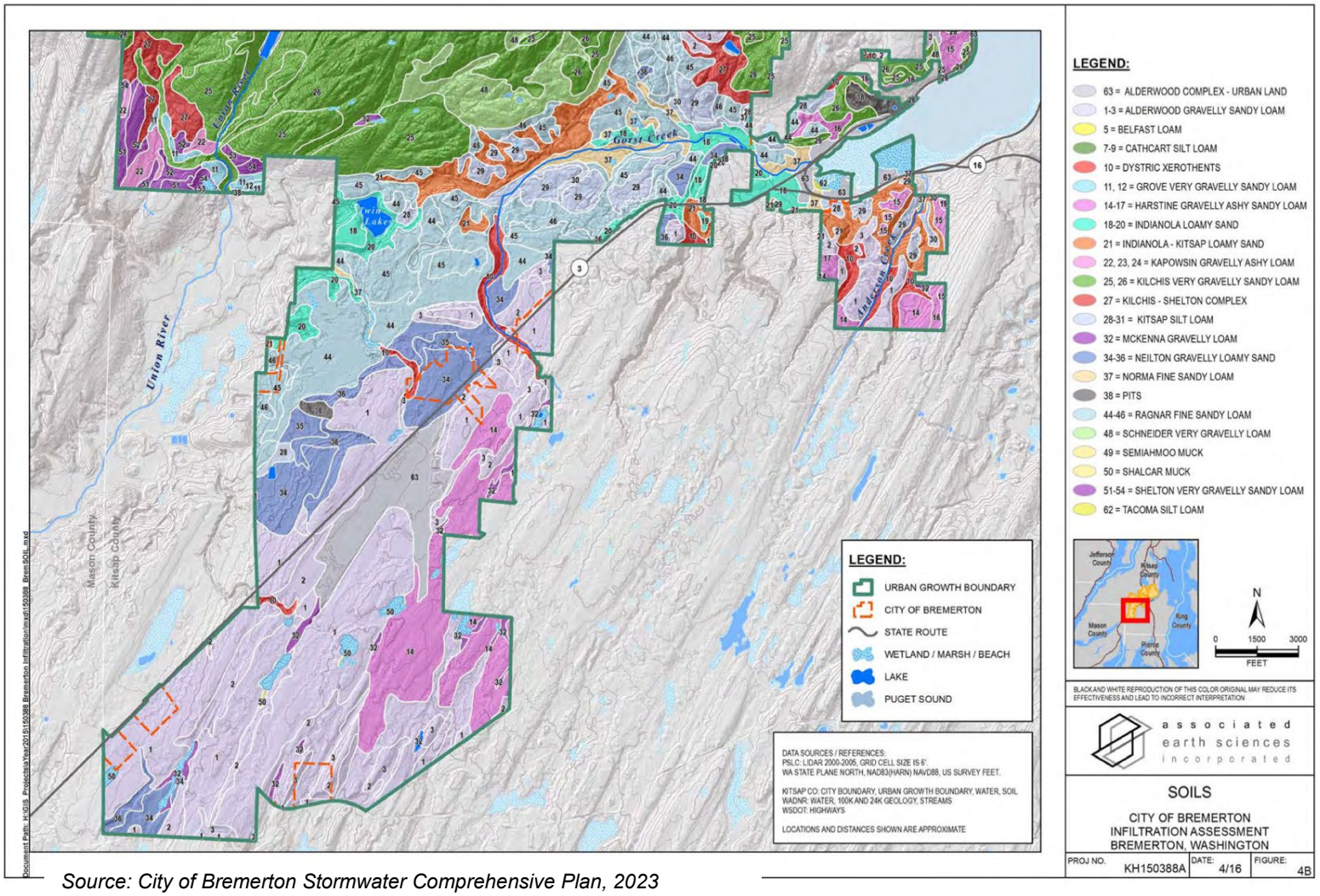
The soils of Kitsap County were formed mainly in glacial drift deposited by the most recent of several continent-sized glacial ice sheets. This 3,000-foot glacier, emanating from Canada, formed most of the topography and waterways of the area between 13,000 and 15,000 years ago. The predominant deposit, and therefore parent soil material, is glacial till. It generally consists of compact basal till covered by a thin discontinuous layer of ablation till. Bemerton's prominent soils are various silt loam, gravelly loam, sandy loam and muck.

Exhibit 3.1-1. A City of Bremerton Soils Map



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Exhibit 3.1-1. B City of Bremerton Soils Map



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Geologically Hazardous Areas

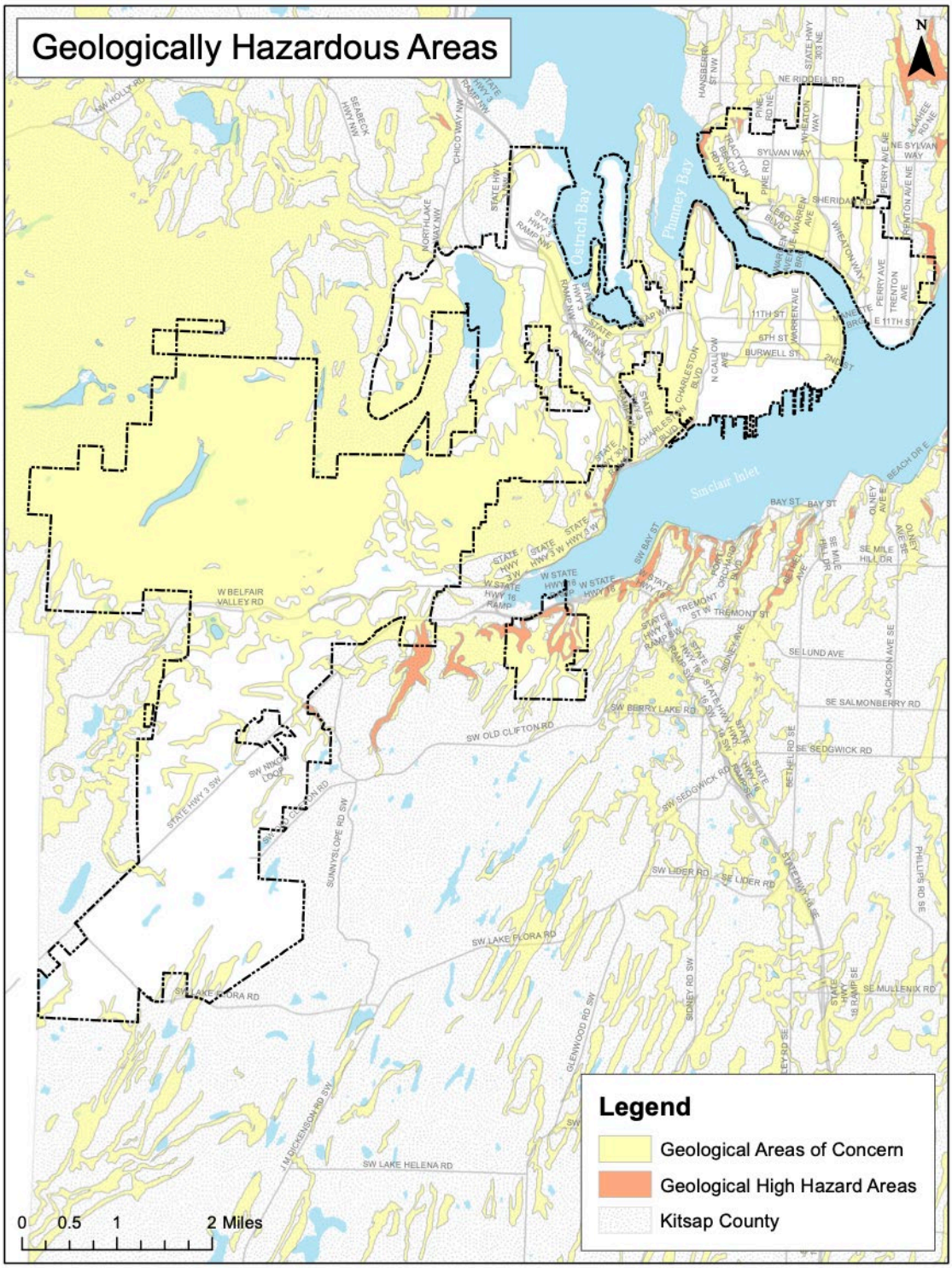
Geologically hazardous areas are places highly susceptible to erosion, landslides, earthquakes, or other significant geologic events. In Bremerton, the most hazardous of these areas is typically found along the marine shorelines, stream ravines and ridges. The intent of identifying, classifying and designating geologic hazard areas is to evaluate whether development should be prohibited, restricted or otherwise controlled because of danger from geological hazards. In some cases, the risk from geologic hazards can be reduced or mitigated to acceptable levels by engineering design or modified construction practices and is completed through a site-specific analysis by a qualified professional.

Geologic Hazard Areas are defined in the Growth Management Act in WAC 195-190-120 and defined in WAC 365-190-030(9). WAC 365-190-120 designates four categories of Geologically Hazardous Areas: Erosion Hazard, Landslide Hazard, Seismic Hazard, and areas subject to other geologic events such as coal mine hazards and volcanic hazards.

The Bremerton Critical Areas Ordinance (CAO) regulates development in geologically hazard areas as may be permitted when an approved geotechnical or geological report indicates that the development can be designed and/or engineered to pose no significant threat to public health or safety

(BMC 20.14.600). Geologically Hazardous Areas are identified and mapped as Exhibit 3.1-2 below and included within the Environment Appendix of the Comprehensive Plan.

Exhibit 3.1-2 City of Bremerton Geologically Hazardous Areas



Source: City of Bremerton Department of Community Development

Erosion & Landslide Hazards Summary

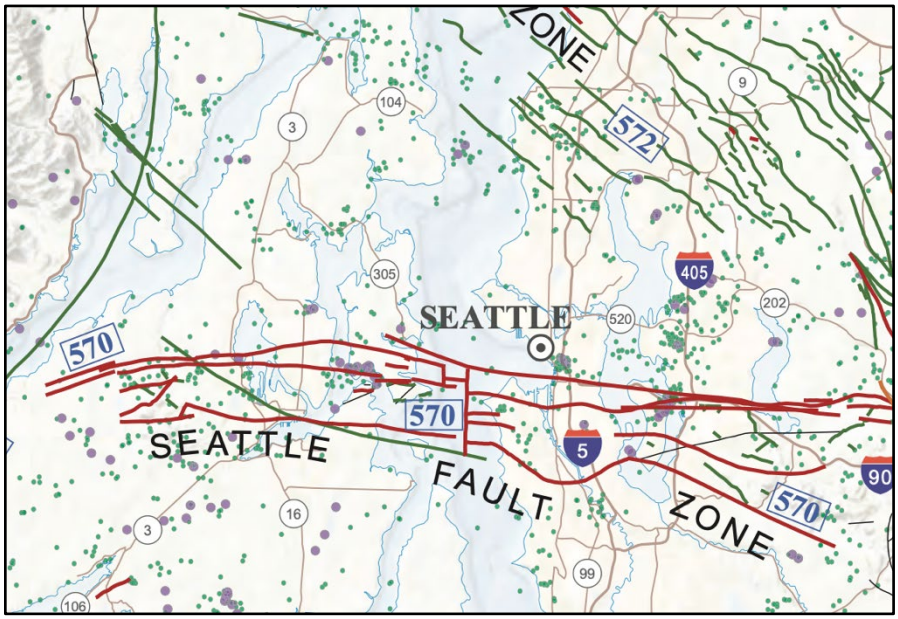
Erosion hazard areas include soils susceptible to severe surface erosion, which can cause downslope movement of silt and sediment. Slopes with minimal vegetation are at an increased risk for erosion hazards. Channel erosion can occur along the banks of streams with steep slopes and high flow velocities.

Erosion and landslide hazard areas are defined and regulated in the City of Bremerton CAO (BMC 20.14) within the geologically hazardous area section. The development standards in this section are based on the protection of life, safety, and property. Development within the vicinity of a geologically hazardous area, including landslide and erosion hazard areas, may be permitted based on the site-specific analysis contained within a geotechnical or geologic report prepared by a geotechnical engineer, licensed geologist, or designated qualified professional.

Several specific locations of Washington State are located at a convergent boundary (subduction zone) between the North American and Juan de Fuca tectonic plates, making the area subject to earthquakes and related seismic hazards. One of the major fault zones, the Seattle fault zone, begins in Kitsap County and runs east across Bainbridge Island and the Puget Sound. The Seattle fault zone is considered recently active with a high probability of producing a seismic event. A seismic event would be capable of causing strong ground shaking and ground rupture. An event of this nature could result in significant seismic-related hazards depending on the size and location.

Seismic Risk Zones are classified on a scale from zero to four, with four being the highest risk. The Puget Lowland, which includes Kitsap County, is classed as a Seismic Risk Zone 3. The largest of the recorded earthquakes in the region were the magnitude 7.1 Olympia earthquake in 1949, followed by the magnitude 6.8 Nisqually earthquake in 2001. The Nisqually earthquake was the most recent earthquake to cause significant damage to Kitsap County, causing minor to moderate damage to approximately 750 residents (FEMA Risk Report Kitsap County 2015). The duration of these high magnitude earthquakes varied with the strongest shaking during the 1949 Olympia earthquake lasting about 20 seconds and 40 seconds during the 2001 Nisqually earthquake.

Exhibit 3.1-3 Faults and Earthquakes



Source: Washington State Dept of Natural Resources

Key points of the affected environment include the following:

- City of Bremerton lies within a seismically active area. Certain conditions are expected to increase the risk of seismic damage, particularly in areas of slope instability, slopes greater than 40 percent, and soils with a high potential for differential settlement and/or liquefaction.
- The degree of geologic hazards is based on factors such as degree of slope, presence of landslides, or areas that are prone to liquefaction.

3.1.2 Impacts

Impacts Common to All Alternatives

The impacts of geologic hazards on new development and redevelopment throughout Bremerton due to housing and job growth were evaluated for this analysis. New, infill and redevelopment residential, commercial and business construction, road improvements and utility installation will involve land clearing, fill, excavation, grading and alteration of drainage that may potentially affect the earth environment in a variety of ways:

- The removal of vegetation may decrease habitat value, reduce wind buffering, alter light and glare, increase surface temperature fluctuations, diminish rainwater storage, change hydrologic characteristics, require burning or other disposal, affect soil stability and structure.
- Placement of earth fill may alter topography, create unstable side slopes, destabilize hill slopes, alter subsurface and surface drainage, create ponding, contaminate groundwater, damage root systems, require disposal sites, and accelerate erosion.
- Temporary grading and construction activities may result in a combination of impacts typical of earth fills and excavation depending on the degree of the cut and/or fill but will always disrupt the soil surface and therefore likely result in increased erosion potential.
- Altered drainage from land disturbance activity may result in a destabilized drainage network. Accelerated runoff or diversion of drainage from one system to another, may result in the temporary or prolonged overburdening of channel carrying capacity, causing scouring of stream banks, possible flooding and downstream sediment deposition.
- An increase in impervious surfaces may result in changes to surface water and ground water quality and quantity.

All Alternatives would increase population growth that could be exposed directly (e.g., homes built prior to critical area regulations) or indirectly (e.g., roads, stormwater systems) to geologic hazard areas such as erosion and landslide hazard areas; these areas could be more susceptible to climate exacerbated hazards.

As such, while all alternatives will result in localized areas that could experience earth-related impacts, sufficient planning tools and resources are available to prevent significant unavoidable adverse impacts under the proposed alternatives.

Impacts of Alternative 1

Alternative 1 provides for the lowest opportunity for growth of the three alternatives by incorporating no changes from current conditions. This Alternative would rely upon intensification of development within the current densities but could still result in urban type structures and heights. The development activities associated with intensification activities can lead to soil compaction and subsequently loss of soil productivity by the expanding impervious surfaces, modifying soil structure, and increasing site contamination, as referenced in Impacts Common to All Alternatives above.

All areas under Alternative 1 that contain areas of High Geologic Hazard, Moderate Geologic and hydric soils that could be subject to liquefaction during seismic events. Mapped fault lines occur within the city limits. Expanded development in susceptible low coastal areas could expose a greater number of people to increased risk from tsunamis.

Impacts of Alternative 2

The impacts to earth resources would be similar to those experienced with Alternative 1 but will include impacts commensurate with the increased densities associated with Alternative 2. Alternative 2 focuses residential growth primarily within the Downtown Regional Growth Center Subarea and the Harrison Heights Subarea, and employment growth at Puget Sound Industrial Center. New residential development is encouraged to be constructed vertically in areas of infill or redevelopment under this Alternative. Intensification of development would increase the extent of impervious surfaces, modify soil structures, and allow potential for chronic soil contamination as a result of development activities.

This Alternative also encourages vertical development by increasing the maximum building height allowance, particularly within the Downtown Subarea. This allowance would reduce the impervious surface construction compared with low-rise development of similar capacity and could be considered a stormwater runoff mitigation strategy in densified areas. Areas with hydric soil are more prone to liquefaction and may experience greater damage during larger regional earthquakes.

Impacts of Alternative 3

Impacts on Earth resources would be generally consistent with those of Alternative 2. Alternative 3 also focuses residential growth primarily within the Downtown Regional Growth Center Subarea and the Harrison Heights Subarea. New residential and employment development is encouraged to be constructed vertically in areas of infill or redevelopment under this Alternative. Intensification of development would increase the extent of impervious surfaces, modify soil structures, and allow potential for chronic soil contamination as a result of development activities.

This Alternative also encourages vertical development by increasing the maximum building height allowance, particularly within the Downtown Subarea. This allowance would reduce the impervious surface construction compared with low-rise development of similar capacity and could be considered a stormwater runoff mitigation strategy in densified areas. Areas with hydric soil are more prone to liquefaction and may experience greater damage during larger regional earthquakes.

Downtown Regional Growth Center Subarea Plan

Geological hazardous areas are mapped for the city, including the Downtown Subarea. Increased heights, residential units and employment in the Downtown RGC Subarea put a greater number of people and properties at risk to a geologic hazard area failure or catastrophic event.

Summary of Impacts by Alternative

Impacts under all alternatives are presumed to be no or low impact. Alternatives 2 and 3, due to increased densities and height in the Downtown Regional Growth Center is identified as potential moderate impact due to increased development and intensities.

Threshold	Alternative 1	Alternative 2	Alternative 3
Increased risk of a geologic hazard that exposes population to injury or substantial property damage	⊗	⊗	⊗
Increased development intensity that could impact localized earth resources	⊗	⊕	⊕
Erosion that is likely to not be contained on future development sites	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.1.3 Earth - Mitigation Measures

For all alternatives, a variety of management actions will reduce negative impacts to the earth environment. These may be grouped into the following categories:

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding earth, as listed below.

- *LU3(A): Review and update as necessary Bremerton's regulations that protect critical areas, including anadromous fisheries, using the best available science as defined by and required in the Growth Management Act (per RCW 36. 70A.172 (1)).*
- *LU3(C): Promote land use patterns and development phasing to minimize impacts on natural systems, maximize returns on infrastructure investment, and reduce greenhouse gas emissions.*
- *LU3(G): Adopt and implement appropriate standards and regulations for stormwater management, including Low Impact Development technologies and encouraging watershed planning efforts. The City of Bremerton should adopt and implement regional plans, strategies, and standards as appropriate.*
- *LU3(H): Encourage preservation of existing healthy and safe trees on private, commercial and public property.*
- *LU3(I): Promote infill and concurrent infrastructure improvements in areas that are already developed in order to preserve rural areas, open spaces, and ecological functioning lands within the City.*
- *LU3(K): Establish and encourage standards for implementing Low Impact Development (LID) Best Management Practices {BMPs) where appropriate.*
- *E2(A): Preserve environmental quality by taking into account the land's suitability for development and directing intense development away from critical areas and encourage the use of infiltration for stormwater management in areas with appropriate soils.*
- *E2(B): Encourage conservation of critical areas and nonrenewable resources.*
- *E2(C): Ensure that development review includes evaluating potential negative impacts on habitat and avoids impacts, including off-site impacts. For those circumstances where avoidance is not possible and if mitigation is determined to be necessary, a detailed description should be considered related to what efforts were taken to avoid impact to the extent possible.*
- *E2(D): Preserve the integrity of riparian corridors and steep slopes through the preservation of native plants and the replacement of invasive, non-native plants with native and drought tolerant plants.*
- *E2(E): Preserve and enhance trees, native vegetation, and integrate suitable native plants in urban landscape development.*
- *E2(F): Maintain and improve the City's tree canopy. Consider proper vegetation selection, taking into consideration potential conflicts, such as sidewalks and overhead utilities.*
- *E2(G): During development review strive to preserve existing healthy and safe trees and native vegetation on private, commercial, and public property.*
- *E2(I): Manage the City Utility Lands for multiple purposes including protecting water processes and forest habitat.*
- *E2(I): Limit clearing, grading and soil disturbance outside of the building footprint or newly developed residential and commercial sites, especially those sites with sensitive features. Reduce compaction and restore infiltration capacity on already cleared sites whenever feasible.*
- *E2(K): Enhance the City's urban tree canopy appropriately to support community resilience, mitigate urban heat and stormwater runoff. This can be accomplished through a program of tree planting in public areas, including street trees, public parks, public open spaces, and public facilities. Tree placement shall not interfere with utility infrastructure, compromise Crime Prevention Through Environmental Design (CPTED) methods, or otherwise create other identifiable hazards, and shall be part of an approved capital facilities plan. Consider programs that create incentives for residents and business to plant trees on their private property, in addition to any required applicable landscaping standards.*

Zoning Regulations

Zoning mechanisms include land use designations that are most appropriate for the physical setting. Density and development standards provide site design flexibility. Lot coverage limitations, setback requirements, and impervious surface regulations can limit environmental impacts.

Critical Areas Ordinance

The City's Critical Areas Ordinance is a regulatory tool that addresses development standards in environmental sensitive areas, including geologic hazard areas. In general, Bremerton requires site-specific studies with development proposals in areas mapped as geologically hazardous, in order to 1) identify the presence of geologic hazard areas and whether the areas meet regulatory thresholds according to the code definition or criteria; and 2) prepare geotechnical reports to assess site conditions, evaluate risk and identify necessary mitigation. (BMC 20.14.600).

NPDES

Federal National Pollution Discharge Elimination System (NPDES) regulations, as well as City stormwater drainage regulations (BMC 15.04) require stormwater pollution prevention plans and mitigation, including water quantity and water quality controls. All development must adhere to the standards contained within the Department of Ecology Stormwater Management Manual for Western Washington, or as amended.

Best Management Practices (BMP)

BMPs are specific techniques of construction design, methodology and timing developed to minimize known impacts on the environment. BMPs may be applied temporarily during construction activities or permanently as a continually functioning component of the completed development. The following are examples of BMPs: avoiding or minimizing land disturbance or construction on sensitive soils during the wet season; erosion and sedimentation control methods; minimization of cleared areas and retention of native vegetation; permanent storm water control facilities such as detention ponds and bio-filtration swales. BMPs are typically required through conditions on development permits, site development and/or building permits.

Low Impact Development

Low Impact Development (LID) is an innovative approach to development which accommodates growth while striving to reduce impacts to the natural resources through the use of alternative BMPs. LID practices include, but are not limited to, control of storm water at the source through the use of micro-scale controls, water reuse and conservation measures, minimizing impervious surfaces, phased clearing and retention of native vegetation. The City adopted the Low Impact Development Technical Guidance Manual for Puget Sound (LID Manual) by Washington State University and Puget Sound Partnership (BMC 15.04.020).

Building Code

New construction is to be designed to withstand the ground motion effects as specified in the most recent versions of the International Residential Code (IRC) and International Building Code (IBC) and adopted locally. The IRC and IBC specifications have been designed for a ground level acceleration of an earthquake that has a 1-in-2,475 chance of occurring each year as mapped by the US Geological Survey's National Earthquake Hazards Reduction Program. Areas with increased risk of seismic activity include steep, unstable slopes, and areas with high susceptibility for liquefaction, cycle softening or differential settlement, including hydric soils and loose saturated sands. Building in areas within increased risk of seismic activity typically involves special design requirements to mitigate hazards associated with earthquakes.

Kitsap County Multi-Hazard Mitigation Plan, 2019

The Kitsap County Multi-Hazard Mitigation Plan, 2019 includes the following mitigation strategies for erosion, landslide, earthquake and tsunami hazards:

- Coordinate with State agencies to identify new funding streams and technical assistance to support local planning and LIDAR maintenance efforts.
- Utilize Public Access Television to educate on the causes of erosion and how to mitigate further erosion.
- Promote public seismic risk retrofit for residential sector to include educational workshops on foundation bolting, tie downs, and necessary bracing actions.

- Develop a three-mile vehicle width trail from Jarstad Park near Gorst to the Kitsap Lake area.
- Develop a plan to address resiliency and redundancy, including identifying gaps in the transportation network.
- Public warning and education regarding tsunami hazards.
- Provide public outreach and education regarding the potential impact of tsunamis and high waves using maps and information from historical and simulated events.
- Conduct a tabletop exercise to simulate a large-scale debris removal effort associated with a significant earthquake-tsunami event to assess the current state of readiness to respond to such a need.
- Develop informational brochures to be placed at waterfront businesses to educate and inform visitors and tourists. Brochures should focus on being non-threatening and informative in nature.
- Design and schedule a series of workshops to train local waterfront facilities and businesses in the development of appropriate evacuation plans.

Additionally, the Multi-Hazard Mitigation Plan includes the following mitigation strategies specific to the City of Bremerton:

- Improve citizen preparedness programs to include mitigation residential structures.
- Provide pipeline redundancy and seismic protection for the cross-town water main and transmission main under SR 3.
- Improve the retrofitting of older residences.

3.1.4 Significant Unavoidable Adverse Impacts

Many earth-related impacts, such as earthquakes, volcanic eruptions, and landslides, are unavoidable and can have significant adverse consequences. Mitigation cannot fully prevent these events and associated impacts, but Bremerton has developed mapping, regulations and planning that provide the public with valuable information to inform decision making permitting. As such, while all alternatives will result in localized areas that could experience earth-related impacts, sufficient planning tools and resources are available to prevent significant unavoidable adverse impacts under the proposed alternatives.

All alternatives anticipate increased urban development in the city, resulting in increased impervious surfaces and reduced vegetation cover. All alternatives have the potential to locate new developments within or adjacent to geologic hazard areas, which can increase the risk to the population and properties. The City's regulations minimization and mitigation of geologically hazardous areas as has been noted previously; these regulations are expected to minimize potential threats under all alternatives.

3.2 Air Quality/Climate

3.2.1 Affected Environment

While air quality and greenhouse gas emissions are areawide issues that are most usually discussed at a countywide or regional level, there can be distinct differences between urbanized, populated areas, and rural and undeveloped areas.

Three agencies have jurisdiction over the ambient air quality in the Puget Sound area: the U.S. Environmental Protection Agency (EPA), Washington State Department of Ecology (Ecology), and Puget Sound Clean Air Agency (PSCAA). These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air (i.e., ambient air) and allowable contaminant emissions from air pollution sources. These include the National Ambient Air Quality Standards (NAAQSs), which consist of primary and secondary standards for six criteria pollutants: carbon monoxide (CO), particulate matter (PM), lead, sulfur dioxide, ozone (O3), and nitrogen dioxide.

Ecology and PSCAA operate ambient air quality monitors through the Puget Sound region. Most of the monitors have intentionally been placed at locations most likely to experience degraded air quality

(e.g. near industrial facilities or at heavily congested downtown areas). In Kitsap County, PSCAA air monitoring station is located in Bremerton.

Based on measured ambient air quality data, EPA and Ecology designate portions of the state as attainment (meeting a NAAQS standard), nonattainment (not meeting a NAAQS standard), or unclassifiable (not enough information to designate) areas. If the measured concentrations in a nonattainment area improve so they are consistently below the NAAQS standards, Ecology and EPA can reclassify the nonattainment area to a "maintenance area." Kitsap County currently meets the NAAQS and is therefore considered an attainment area.

Air Quality Monitoring Data Summary

The PSCAA reports air quality data each year. As a component of the annual report, PSCAA summarizes the Air Quality Index (AQI) established by the EPA for reporting daily air quality. The AQI is established for six ground-level O3, PM, CO, sulfur dioxide, nitrogen dioxide, and lead. These pollutants are rated by the EPA based on the levels of health concern associated with the pollutant. The ranges for air quality are good, moderate, unhealthy for sensitive groups, unhealthy, very unhealthy, and hazardous.

Exhibit 3.2.1-1 shows AQI results for Kitsap County over the recent years 2019-2023, summarized by the number of days that fell into each air quality category. Overall, Kitsap County has "good" air quality days much of the year, with very few days rated as "unhealthy" for the general population or sensitive groups, and no days considered "hazardous." There has been an increase in moderate days in recent years, correlated by PSCAA with the increase in wildfire occurrences and the associated smoke.

Exhibit 3.2.1-1: Kitsap County Air Quality, Days by Health Category

Year	Good	Moderate	Unhealthy for Sensitive Groups	Unhealthy	Very Unhealthy	Hazardous
2019	363 days	2	0	0	0	0
2020	344 days	12	3	3	3	0
2021	359 days	5	1	0	0	0
2022	334 days	28	3	0	0	0
2023	336 days	28	1	0	0	0

Source: Puget Sound Clean Air Agency, 2019-2023

Of the counties monitored by PSCAA, Kitsap County experiences the most days with good air quality. Exhibit 3.2.1-2 reports that Kitsap County experienced 64 more days of good air quality than Pierce County, the next highest days in 2023.

Exhibit 3.2.1-2: 2023 Regional Air Quality, Days by Health Category

County	Good	Moderate	Unhealthy for Sensitive Groups	Unhealthy	Very Unhealthy	Hazardous
King	216 days	144	4	1	0	0
Kitsap	336 days	28	1	0	0	0
Pierce	272 days	90	0	3	0	0
Snohomish	245 days	117	2	2	0	0

Source: Puget Sound Clean Air Agency, 2019-2023

Additional review of PSCAA air quality data for 2019-2023 by county confirms Kitsap County consistently enjoys less air pollution and better air quality than other counties in the region.

Exhibit 3.2.1-3: 2019-2022 Regional Air Quality, Days of "Good" Quality

Year	Kitsap	King	Pierce	Snohomish
2019	363	280	286	272

2020	344	296	295	292
2021	359	307	305	301
2022	334	256	281	256
2023	336	216	272	245

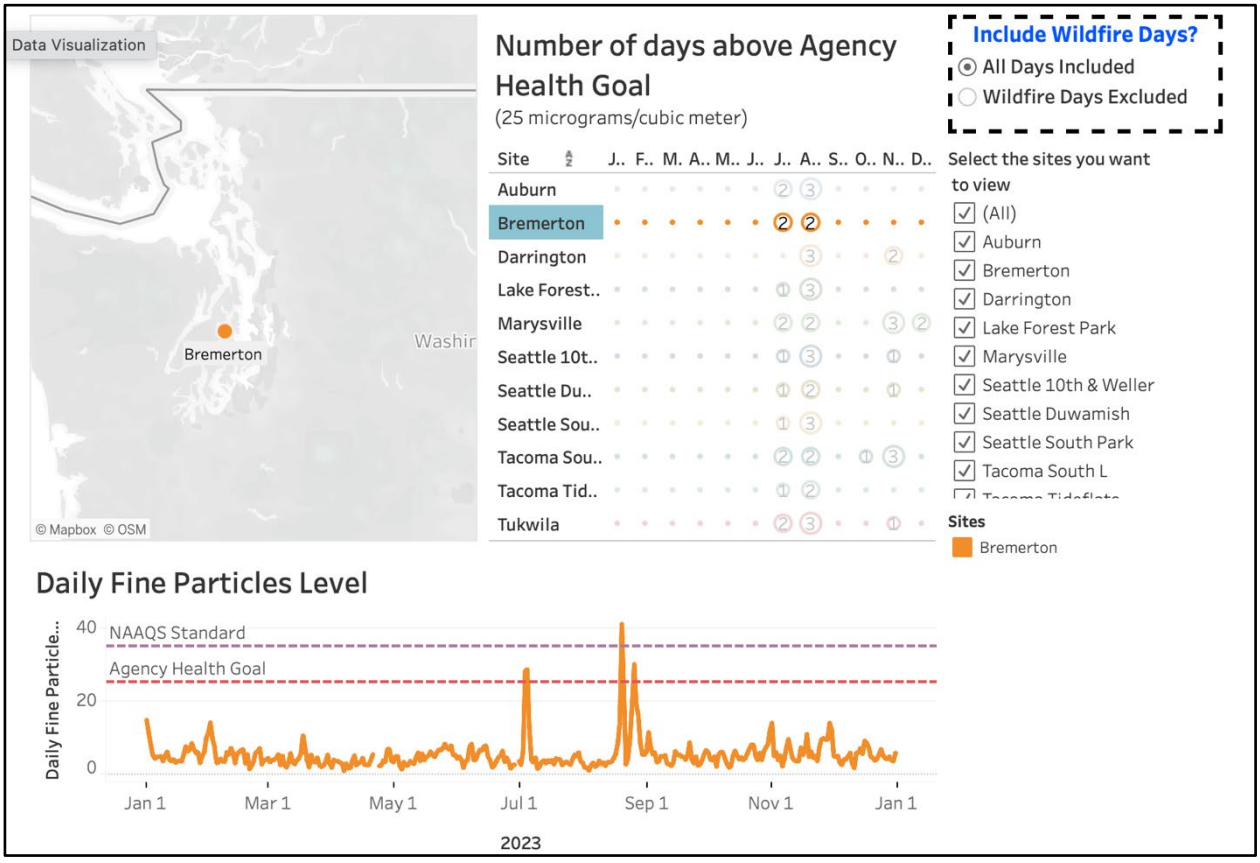
Source: Puget Sound Clean Air Agency, 2019-2023

Fine Particles

Fine particles are tiny, microscopic pieces of pollution which are even smaller than a hair. These can easily enter the deepest part of your lungs and cause breathing and heart problems. In the Puget Sound region, they mainly come from wood smoke from home heating, vehicles, wildfires, and industry.

The graph below shows that the Bremerton site had fine particle levels within the EPA standard (of 35 micrograms per cubic meter) on most days in 2022, except for days attributable to wildfire smoke. Wildfire smoke impacted the air quality at all PSCAA monitoring sites on 6 days in September (9/9 - 9/12/22, 9/21/22, 9/27/22) and 19 days in October (10/1-10/10/22, 10/12-10/20/22). The graph below shows daily fine particles level for all days in 2022 from the Bremerton monitoring station. Wildfire smoke is considered an "exceptional event" by EPA and these values are excluded from any required regulatory action.

Exhibit 3.2.1-4: Kitsap County 2023 Daily Fine Particles Levels



Source: Puget Sound Clean Air Agency, 2023

A review of previous years for Kitsap County's fine particles levels:

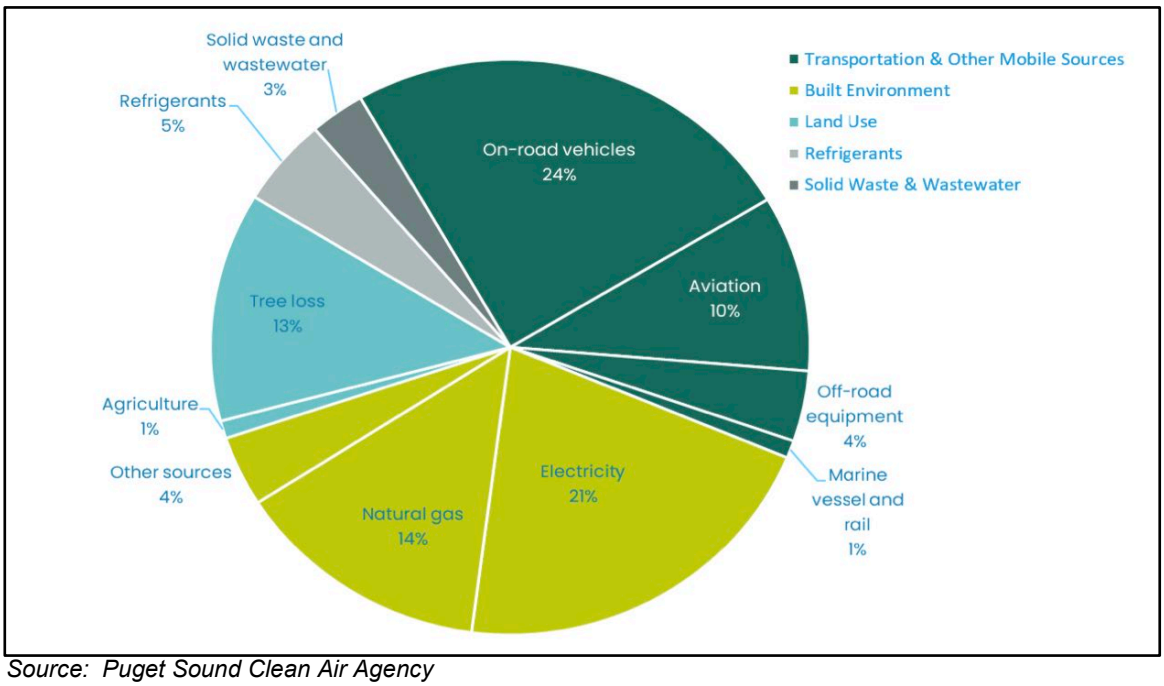
- 2019 no days above agency health goal
- 2020 above twelve days in September; attributable to wildfire days

- 2021 above two days in August; attributable to wildfire days
- 2022 above one day in September and four days in October; attributable to wildfire days

Greenhouse Gas Emissions

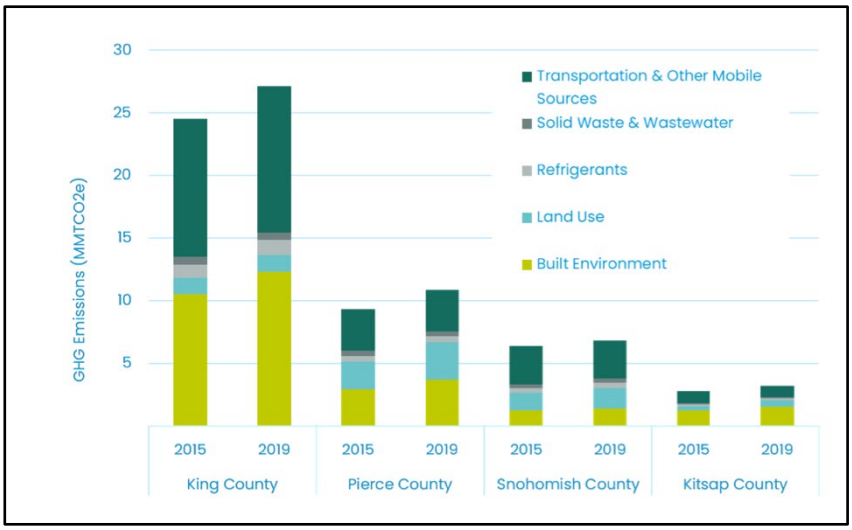
Gases that absorb and trap heat in the atmosphere are called "greenhouse gases." As the amount of greenhouse gases in our atmosphere increases, the amount of heat trapped in the atmosphere also increases, causing the overall warming of the planet. The various impacts from this warming are referred to as climate change. Puget Sound Clean Air Agency's latest inventory of greenhouse gas emissions, by sector is depicted in Exhibit 3.2.1-5 and greenhouse gas emissions by sector and county Exhibit 3.2.1.-6.

Exhibit 3.2.1-5 Regional Greenhouse Gas Emissions Inventory, 2019



Source: Puget Sound Clean Air Agency

Exhibit 3.2.1-6 Regional Greenhouse Gas Emissions Inventory by Sector by County, 2019



Source: Puget Sound Clean Air Agency

3.2.2 Impacts

The plan alternatives could all result in effects to environmental air quality primarily through changes to land use consistent with zoning and transportation.

As stated earlier in this section, three agencies have jurisdiction over the ambient air quality are the EPA, Ecology, and PSCAA. These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air and allowable contaminant emissions from air pollution sources. These thresholds are based on the concentrations of pollutants in the air, and they help to identify when air pollution may be reaching levels that could harm human health or the environment.

Air quality impacts would primarily be associated with construction activity, residential wood burning and vehicle traffic. Dust from excavation and grading and use of construction equipment would contribute to the ambient concentrations of suspended particulate matter and short-term odors on a localized basis.

Wood-burning appliances (wood stoves, fireplace/inserts) can cause elevated concentrations of air pollutants during periods of poor dispersion. Residential development, therefore, can represent a source of carbon monoxide and respirable particulate matter. The use of lower emission fuels than wood can reduce the level of impact attributed to new development. The PSCAA often bans the use of wood burning in times of poor air quality.

Automobile emissions are one of the greatest contributors to declining air quality. Emissions associated with motor vehicles include hydrocarbons, carbon monoxide, and nitrogen oxides. These emissions would tend to increase along with population growth, vehicle miles traveled and traffic congestion.

Impacts Common to All Alternatives

While impacts among the alternatives would vary because all alternatives support slightly different population growth dispersion, there are several common impacts to air quality that would occur under all alternatives: (1) emissions from construction of infrastructure or private projects, including changes to land use, (2) emissions from increased traffic due to population and employment growth (which would continue to be the single largest air pollutant source category), and (3) exposure to particulate matter from wildfire smoke.

Construction Impacts and Changes to Land Use

Construction would occur under all of the alternatives, with the potential amount varying generally with distribution of population. During construction, fugitive dust from grading and excavation would temporarily raise ambient PM concentrations. Heavy construction machinery, big diesel vehicles, and other smaller equipment like portable generators would all be required for construction. Tailpipe emissions from these vehicles would temporarily degrade air quality near the construction sites, but their impacts would typically be outweighed by existing emissions from cars and trucks in the neighborhoods surrounding the construction site. Some phases of construction (e.g., installation of new paving) would cause temporary odors detectable to some people close to the construction sites. Construction equipment and material hauling can affect traffic flow near the construction sites. If construction were to delay traffic enough to significantly reduce travel speed, then general traffic-related emissions would temporarily increase.

The types and quantities of pollutants that are released into the atmosphere can be altered due to changes in land use, which could have a negative impact on air quality. If land use changes result in an increase in vehicle traffic, this can lead to higher levels of GHG emissions from vehicles, such as nitrogen oxides (NOx) and PM.

Development under all alternatives is projected to result in a loss of tree canopy cover. Reductions in forested acreage represent losses of carbon sequestration, as well as reduction of air quality services trees provide. Regulations regarding tree retention and replacement may mitigate these impacts to some extent.

Vehicular Traffic Impacts

Development under all alternatives would result in emissions from increased on-road traffic due to population and employment growth. As reported by the Puget Sound Clean Air Agency, on-road vehicle emissions are a significant contributor to the region's greenhouse gas emissions.

Wildfire Smoke

Under all the alternatives, wildfire smoke would continue to be a concern. As reported above, there have been days with moderate and poor air quality in recent years, which is connected to the rise in the number of wildfires in the region, and the smoke and particulate matter they produce. It is important to note that the city has no control over wildfires that occur outside of the city limits, and often outside of Kitsap County.

Alternative 1

Alternative 1 has the least amount of housing growth assumed, but changes to land use due to construction would still occur. Vehicular traffic is assumed to be greater than Alternatives 2 and 3, due to is more dispersed distribution of housing growth.

Alternative 2 and 3

Alternatives 2 and 3 concentrate residential housing and job growth within the City's designated Centers, specifically Downtown Regional Growth Center Subarea and Harrison Heights Subarea. Multimodal transportation options and opportunities are planned to support the Centers, reducing single-occupancy vehicular usage. It is anticipated that emissions from single-occupancy vehicles would reduce due to the Centers-focused growth and accessibility to multimodal transportation options.

Downtown Regional Growth Center Subarea

Similar to Alternative 2 and 3, impacts to air quality will occur within the Subarea due to increased construction activities which is a short-term impact. Intensification and changes to land use is expected to occur within the subarea, consistent with housing and employment growth designated for the Center. Due to concentrated growth and improved accessibility to multimodal transportation options, it is anticipated that emissions from single-occupancy vehicles would decrease.

Summary of Impacts by Alternative

Threshold	Alternative 1	Alternative 2	Alternative 3
Causes localized air quality to exceed the national Ambient Air Quality Standards (NAAQSs)	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.2.3 Mitigation Measures

Potential impacts to air quality under any of the alternatives may be avoided, minimized, or mitigated through implementation of the following mitigation measures.

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding air quality, as listed below.

- *LU3(C): Promote land use patterns and development phasing to minimize impacts on natural systems, maximize returns on infrastructure investment, and reduce greenhouse gas emissions.*
- *LU3(D): Adopt site and building standards that contribute to reduced greenhouse gas emissions and result in more sustainable development.*

- *E4(A): Maintain high air quality through land use and transportation planning and management.*
- *E4(B): Advocate and promote alternatives to single-occupancy vehicles, including for expansion of transit, telecommuting/teleworking where appropriate, and encourage car-sharing, cycling and walking, to limit or reduce vehicle trips as a strategy for reducing vehicle-related air pollution.*
- *E4(C): Continue the city's commute trip reduction (CTR) program and work with Bremerton's employers to encourage their participation in CTR.*
- *E4(D): Reduce the amount of airborne particulates through a street sweeping program, dust abatement on construction sites, covered loads of hauled materials, and other methods to reduce dust sources.*
- *E4(E): Support and explore the multijurisdictional efforts to reduce greenhouse gases, address climate change, sea-level rise, ocean acidification, and other impacts of changing of global conditions.*
- *E4(F): Consider purchasing policies and programs for clean and efficient fuels for City vehicles and equipment.*
- *E4(G): Collaborate with other government agencies (such as Puget Sound Regional Council, Puget Sound Clean Air Agency, Washington State Department of Ecology, Kitsap County, other cities) and the private sector to develop and implement strategies for addressing climate change and greenhouse gas reductions.*
- *E4(H): Encourage conservation by use of alternative energy sources and energy management technologies.*
- *E4(I): Protect natural resources that sequester and store carbon such as wetlands, estuaries, stream buffers and urban tree canopy.*
- *E4(J): Reduce vehicle miles traveled and driving alone through land use and transportation strategies that provide opportunities and access to walking, biking, and transit. Support regional and state efforts to utilize alternative fuels in the transportation system.*
- *E4(K) Support Regional, State, and Federal legislation efforts aimed at reducing noise produced by motor vehicles.*
- *TR1(A): Support and participate in cooperative regional transportation planning processes to ensure a multimodal transportation system that supports the Regional Growth Strategy and consistency and connectivity throughout the region.*
- *TR1(Q): Monitor and prepare for changes in transportation technologies and mobility patterns.*
- *TR1(R): Participate with PSRC and other regional entities to understand and contribute to implementation of regional plans for Electric Vehicle (EV) charging and accommodation of other alternative fuel sources. Support installation of EV charging stations on private and public owned property.*
- *TR2(A): Require new development and redevelopment to incorporate transit, pedestrian, and non-motorized transportation measures during the development review process, including measures such as:*
  - *Providing bus and transportation shelters and/or pullouts;*
  - *Providing adequate sidewalks, pathways and crosswalks for access by all persons;*
  - *Minimizing walking distance between buildings, streets, sidewalks, and transit stops;*
  - *Extending the connectivity of the pedestrian, bicycle, and grid street system;*
  - *Minimizing auto-dominance on streets by working towards further developing complete streets with multi-modal functions;*
  - *Incorporating open space, and/or green space in streetscapes to enhance the pedestrian environment.*
- *TR4(B): Encourage City vehicles to utilize sustainable fuel and reduce emissions/air pollution.*
- *TR4(D): Reduce reliance on drive alone trips by prioritizing and implementing supportive local-level transit, high occupancy vehicle (HOV), and nonmotorized improvements.*
- *TR4(H): Develop clean transportation programs and facilities, including actions to reduce pollution and greenhouse gas emissions from transportation.*
- *TR4(J K): Develop actions for transportation system robustness including adaptation strategies to the effects of climate change.*

Applicable Federal and State Regulations

As described above, three agencies have jurisdiction over the ambient air quality in the Puget Sound area: EPA, Ecology, and PSCAA. These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air (i.e., ambient air) and allowable contaminant emissions from air pollution sources. These include the NAAQS, the Washington State Air Quality Standards (WAC 173-400), and the AQI. Although their regulations are similar in terms of stringency, each agency has established its own standards. Unless the state or local jurisdiction has adopted more stringent standards, the EPA standards apply.

The following describes the six air quality pollutants regulated by the EPA and Ecology considered for this analysis.

Carbon Monoxide

CO is a product of incomplete combustion generated by mobile sources, residential wood combustion, and industrial fuel-burning sources. CO is generally of greatest concern when it is emitted by mobile sources at congested urban intersections, because in those cases the emissions occur at ground level in areas surrounded by pedestrians during stagnant weather conditions. Exceedances of the NAAQS standards for CO were fairly common until the early 1990s. As older, more polluting cars have been replaced with new, highly efficient cars, exceedances of the NAAQS limits are now rare.

Particulate Matter (PM10 and PM2.5)

PM means any airborne finely divided solid or liquid material with an aerodynamic diameter smaller than 100 micrometers. PM10 and PM2.5 are the most important size fractions of ambient PM because those size fractions contribute the most to human health effects, regional haze, and acid deposition.

PM (both PM10 and PM2.5) is generated by industrial emissions, motor vehicle tailpipes, fugitive dust from roadways and unpaved surfaces, and indoor and outdoor fires, including wildfires. The highest ambient concentrations generally occur near the emission sources. More stringent regulation of industrial facilities and wood stoves improved air quality throughout the region.

Lead

Emissions of lead can come from metals processing plants, smelters, waste incinerators, and piston-engine aircraft operating on leaded aviation fuel. Lead can accumulate in body tissues causing health effects including behavioral problems, learning disabilities, and death. As a result of EPA's regulatory efforts to control lead emissions, including the removal of lead from motor vehicle gasoline, and the closure of historic smelter operations in the Puget Sound region, lead is no longer a concern for air quality.

Ozone

O3 is a highly reactive form of oxygen created by atmospheric chemical reaction of NOx and hydrocarbons, both of which are emitted directly from industrial sources and mobile sources. O3 concentrations exceeding the NAAQS standard were common until the early 1990s, after which more stringent emission limits on mobile sources and industrial facilities greatly reduced emission rates for the NOx and hydrocarbon precursors. Ambient concentrations exceeding the NAAQS limits seldom occur anymore in the Puget Sound region.

Nitrogen Oxides and Sulfur Oxides

NOx and sulfur oxides (SOx) are emitted by mobile sources and fuel-burning stationary sources. The ambient concentrations of these pollutants have never approached the NAAQS limits in the Puget Sound region because there are a relatively small number of large industrial facilities in the region. However, NOx from regional tailpipe emissions is an O3 precursor that can contribute to the accumulation of O3.

Construction

The PSCAA regulations require construction contractors to take all reasonable steps to minimize fugitive dust emissions during construction. Additionally, the City of Bremerton can impose best management practices (BMPs) on new construction projects to contain fugitive dust emissions.

The following best management practices (BMPs) could be used to reduce localized impacts affecting homes and businesses adjacent to the construction sites:

- Use water sprays or other nontoxic dust control methods on unpaved roadways.
- Minimize vehicle speed while traveling on unpaved surfaces.
- Prevent track-out of mud onto public streets.
- Cover soil piles when practical.
- To the extent practical, minimize work during periods of high winds.
- Burning of slash or demolition debris is not permitted without express approval from PSCAA. No slash burning is allowed for any construction projects within the city.

Mobile construction equipment and portable, stationary engines would emit air pollutants including NOx, CO, and PM10. These emissions would be temporary and localized. It is highly unlikely that the temporary emissions would cause ambient concentrations to approach the NAAQS limits. Typical mitigation measures to minimize air quality and odor issues caused by tailpipe emissions (implemented through local and regional regulations, permit reviews, and/or the State Environmental Policy Act [SEPA]) include the following:

- Maintain the engines of construction equipment according to manufacturers' specifications.
- Minimize idling of equipment while the equipment is not in use.

CAFE Standards

First enacted by Congress in 1975, the purpose of CAFE is to reduce energy consumption by increasing the fuel economy of cars and light trucks. The CAFE standards are fleet-wide averages that must be achieved by each automaker for its car and truck fleet, each year, since 1978. When these standards are raised, automakers respond by creating a more fuel-efficient fleet, which improves our nation's energy security and saves consumers money at the pump, while also reducing greenhouse gas (GHG) emissions.

CAFE standards are regulated by DOT's National Highway Traffic and Safety Administration (NHTSA). NHTSA sets and enforces the CAFE standards, while the Environmental Protection Agency (EPA) calculates average fuel economy levels for manufacturers, and also sets related GHG standards. NHTSA establishes CAFE standards under the Energy Policy and Conservation Act (EPCA) of 1975, as amended by the Energy Independence and Security Act (EISA) of 2007, while EPA establishes GHG emissions standards under the Clean Air Act. Following the direction set by President Obama on May 21, 2010, NHTSA and EPA have issued joint Final Rules for Corporate Average Fuel Economy and Greenhouse Gas emissions regulations for passenger cars and light trucks built in model years 2017 and beyond and have also developed fuel efficiency and GHG emissions regulations for medium- and heavy-duty vehicles built in model years 2014 through 2018.

Washington State Clean Energy Transformation Act (2019)

All electric utilities must phase out coal-fired electricity from their state portfolios by 2025. By 2030, their portfolios must be greenhouse gas emissions neutral, which means they may use limited amounts of electricity generated from natural gas if it is offset by other actions. By 2045, utilities must supply Washington customers with electricity that is 100% renewable or non-emitting with no provision for offsets.

Motor Vehicle Emission Standards (2020)

This law gradually increases the number of new zero-emission vehicles (ZEV) sold in Washington, until all new vehicles meet the ZEV standard starting in 2035. Plug-in hybrid vehicles, which combine

a gas engine with a battery-electric system, will qualify for the 2035 ZEV standard as long as they can travel at least 50 miles on battery power. The requirements will take effect in 2024, with the release of model year 2025 vehicles.

Washington State Climate Commitment Act (2021)
Washington State has established statewide targets to reduce emissions of GHG to 95 percent below 1990 levels by 2050. The state has established benchmarks for reducing per capita vehicle miles traveled (VMT) by 50 percent from a baseline of 75 million by 2050, recognizing that the transportation sector is the largest contributor of GHG in the state. In 2021, the Washington State Climate Commitment Act was signed into law, which, among other things, establishes a "cap and invest" program. In 2021 the Clean Fuel Standard was also signed into law, requiring the carbon intensity of fuels to be reduced by 20% by 2038. The Washington State Legislature also provided direction related to EV infrastructure, including the adoption of building codes and development of tools for forecasting charging infrastructure needs. These actions in 2021 build upon previous state actions spurring the advancement of a zero-emission transportation system.

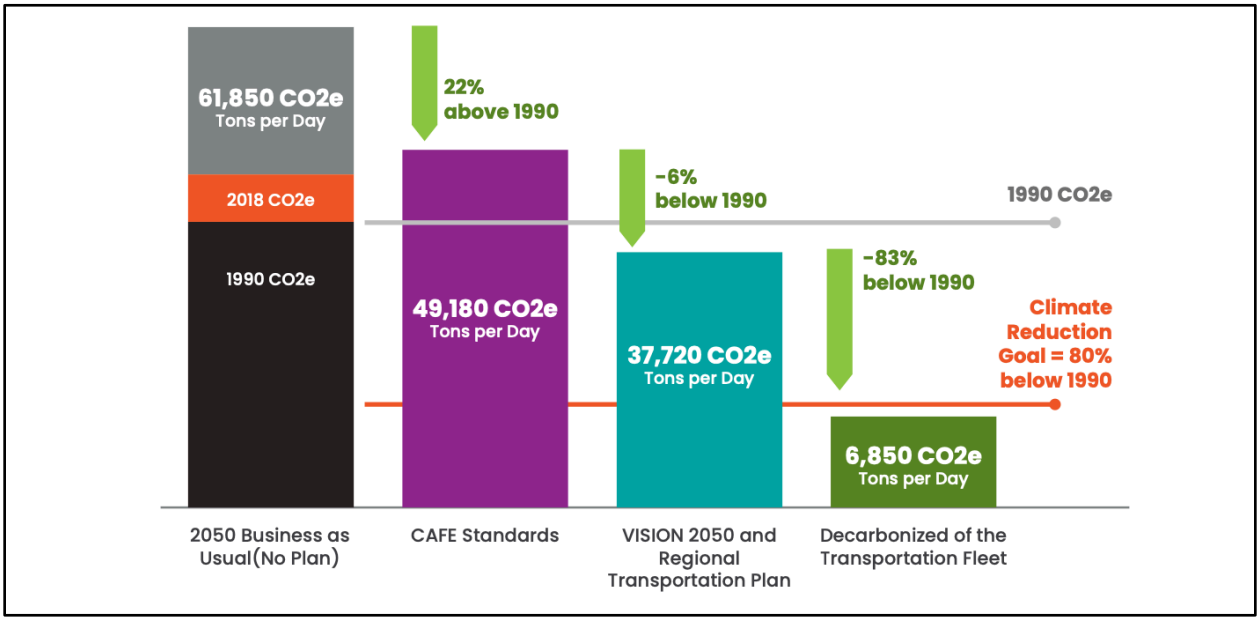
Washington State Clean Fuel Standard Act (2021)
The Clean Fuel Standard statute will cut statewide greenhouse gas emissions by 4.3 million metric tons a year by 2038. The law requires improving the efficiency of fuel production processes, production of low-carbon biofuels into the fuel, and purchasing credits generated by low- carbon fuel providers, including electric vehicle charging providers.

Hydrofluorocarbons Emissions Reduction (2021)
This statute transitions Washington away from using some of the most potent greenhouse gases known as hydrofluorocarbons (or HFCs) in products and equipment.

Washington State HB 1181 (2023)
Adds a climate change and resiliency element to the list of elements that must be included within the comprehensive plans. Requires jurisdictions to address the adverse impacts of climate change on people, property, and ecological systems, and identify actions the jurisdiction will take to reduce greenhouse gas emissions (GHG), and vehicle miles traveled (VMT) under the climate change and resiliency element of their comprehensive plan.

Regional Greenhouse Gas Reduction Goals
Puget Sound Clean Air Agency adopted (2017) regional targets for reducing GHG emissions, aiming to reduce emissions to 80 percent below 1990 levels by 2050. VISION 2050, the regional comprehensive plan developed by the PSRC, includes several policies and actions to reduce GHG emissions through strategies around land use, development, alternative energy, alternative modes of transportation, and protection of natural resources. In addition, PSRC's Regional Transportation Plan, the long-range transportation element of VISION 2050, includes a four-part GHG strategy based on changes to land use and development patterns, the implementation of user fees, further investments into regional multimodal transportation systems, and technological advancements to vehicles and fuels. Finally, the PSCAA's regional GHG emission reduction target is mirrored in VISION 2050. PSRC anticipates with implementation of the regional transportation plan GHG reduction strategies, the region's climate goal of 80% emissions below 1990 levels, are achievable by 2050.

Exhibit 3.2.3-1: PSRC "Steps to Meet Greenhouse Gas Reduction Goals"



Source: Puget Sound Regional Council Regional Transportation Plan, 2022-2050

Additional potential emission reduction opportunities from other sectors include improved building energy efficiency, renewable energy production, reduction of industrial emissions, and the reduction of food waste.

Local Mitigation Measures

At the local level, mitigating measures include: 1) Construction impacts may be reduced with the requirement for dust suppression in the forms of containment via suspended plastic sheeting, watering dry dirt roads and work areas, and suspending work during windy or extremely dry periods; 2) Encourage home heating with wood burning appliances to optimize energy efficiency and cleanliness. Prohibition of wood burning appliances in high-density areas may be appropriate; 3) Zoning regulations that encourage mixed-use pedestrian and transit-oriented neighborhoods may help reduce reliance on vehicles; 4) Transportation Demand Management (TDM) strategies promoting multi-modal and alternative transportation options, such as walking, bicycling, riding transit, carpooling, and working from home can be implemented to enhance the capacity of the transportation network and reduce vehicle emissions.

3.2.4 Significant Unavoidable Adverse Impacts

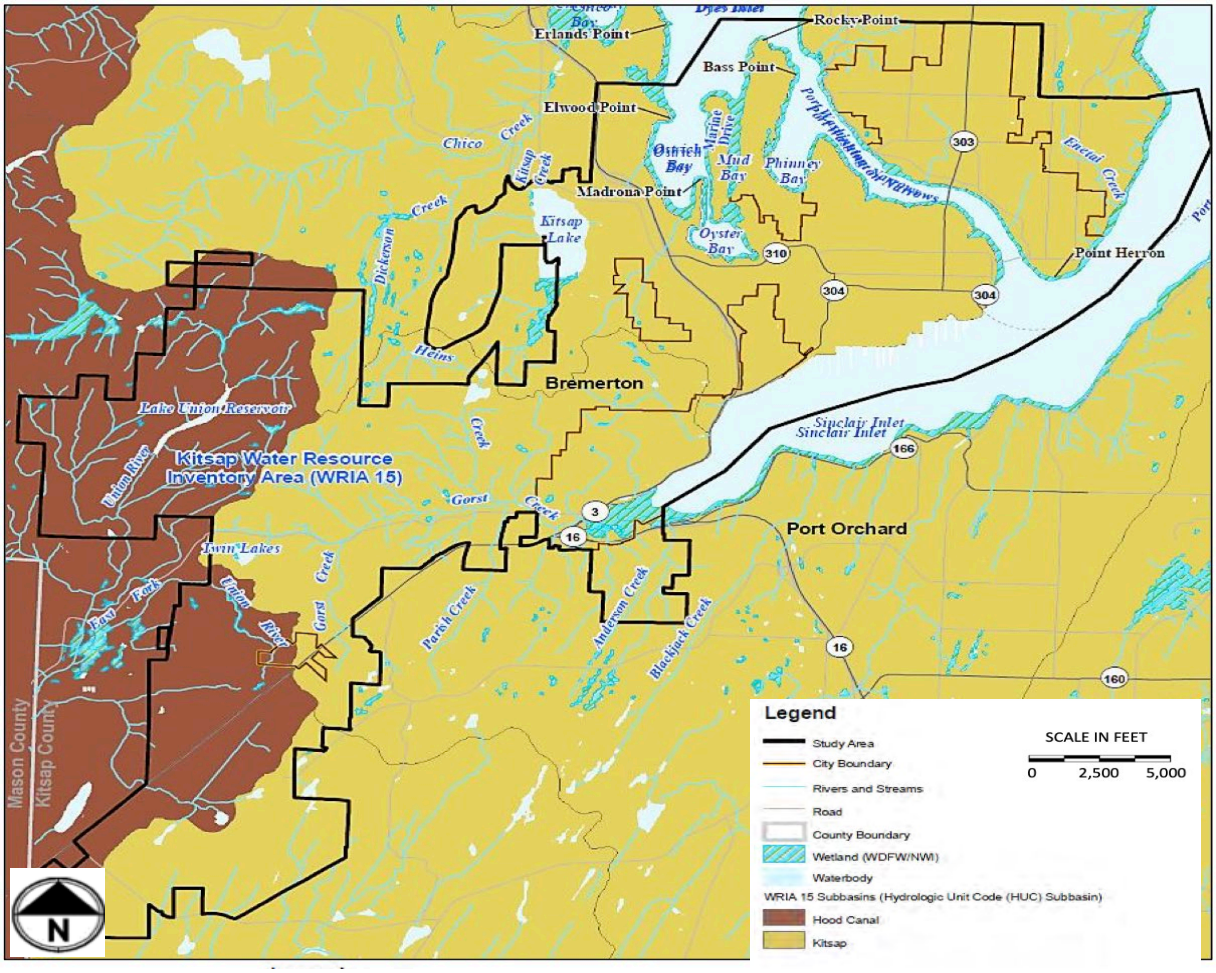
The development and growth associated with every alternative would likely result in increased air pollution and greenhouse gases. Alternative 1 is expected to have the highest amount of such impacts due to its dispersed growth approach necessitating the most single-occupancy vehicle travel. Alternative 2 and 3 would have a decreased impact due to concentrated nature of development and multimodal travel opportunities. Compliance and participation with applicable federal, state and regional policies and regulations will provide mitigation for each alternative. Therefore, no significant unavoidable adverse impacts to air quality are expected.

3.3 Water Resources

3.3.1 Affected Environment

Bremerton has a variety of water resources including streams, marine and estuarine waters, frequently flooded areas, groundwater, aquifer recharge areas, wetlands, and stormwater runoff. These water resources are located within Water Resource Inventory Area (WRIA) 15, and Bremerton is in the eastern portion. Most of this area is comprised of numerous small drainages flowing directly into Puget Sound. Portions of the city to the west and southwest of Gorst drain into the Union River and ultimately Hood Canal.

Exhibit 3.3.1-1 Bremerton's Watershed Location



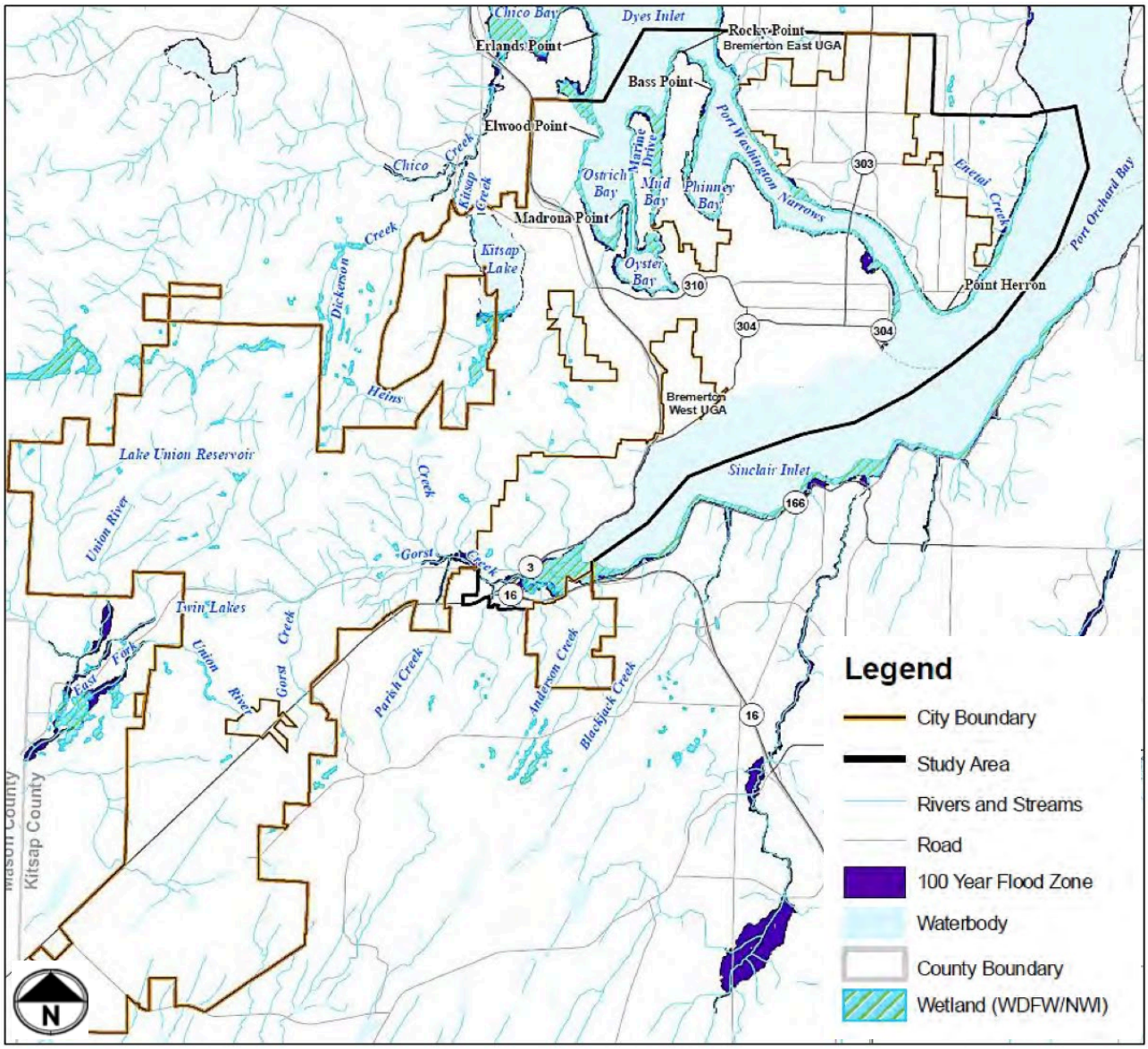
Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Bremerton is surrounded by Sinclair Inlet and Dyes Inlet. The waters of Puget Sound enter the area through Port Orchard Bay and Rich Passage. The Port Washington Narrows bisects the city and connects Sinclair Inlet to Dyes Inlet.

Bremerton's water resources include streams, wetland and lakes; marine waters are addressed under Section 3.5, Land Use and Shorelines. Larger surface waters include Gorst Creek, Wright Creek, Ostrich Creek, Kitsap Lake, and the Union River. Streams in the City are typical of Puget Sound lowlands with generally moderate to low gradients that originate from headwater wetlands, perched groundwater, and lakes on upland plateaus and hills. With no large rivers or mountains containing

snowpack, City streams are typically relatively short in length and carry surface pollutants from stormwater runoff rapidly to receiving waters. Due to the small size of most streams, extensive floodplains are not found in the city. Kitsap Lake is the largest lake within the city limits, almost completely surrounded by residential development. Flood zones defined by the 100-year flood elevations and flood hazard factors occur along almost the entire marine shoreline and the Kitsap Lake shoreline.

Exhibit 3.3.1-2 Bremerton's Surface Water Features



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Wetlands

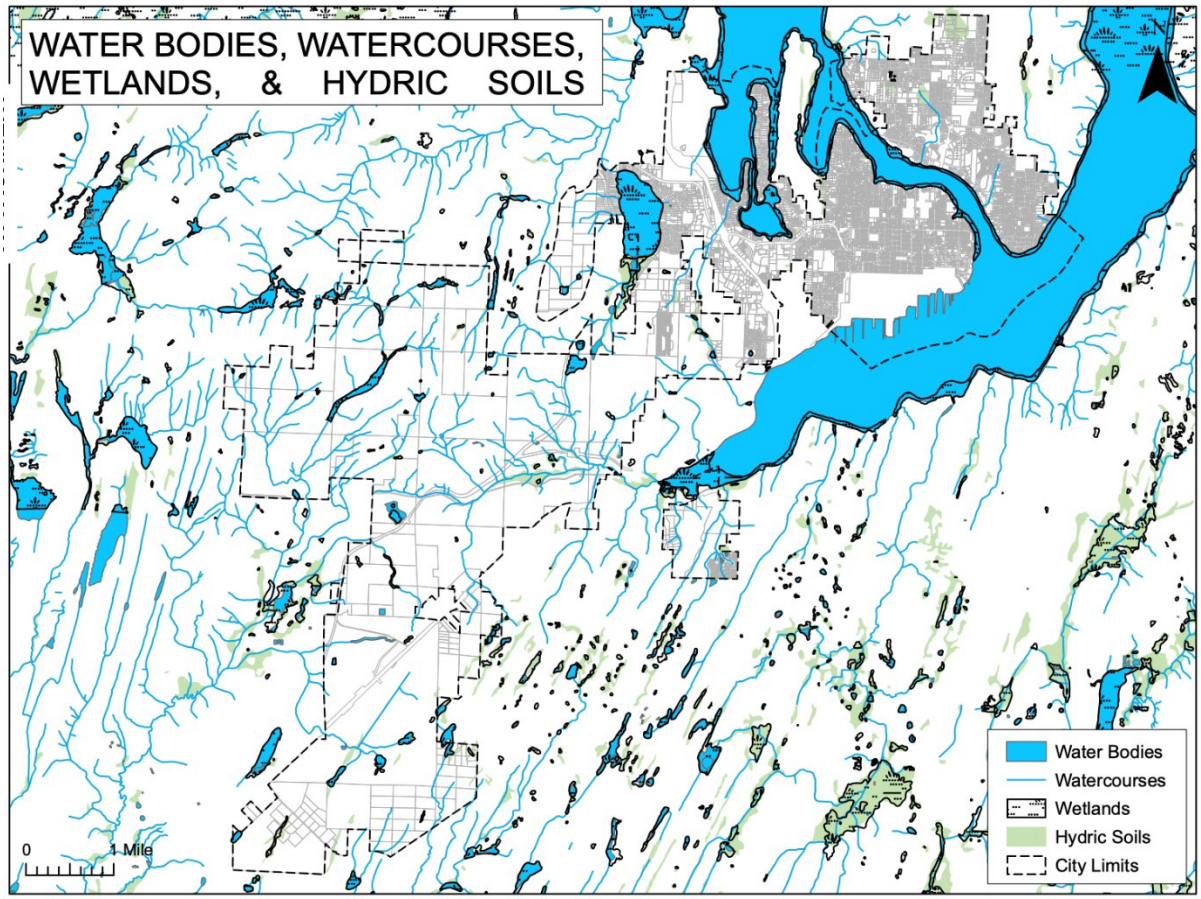
Wetlands play an integral role in the ecology of the City's watersheds. The combination of shallow water, high levels of nutrients and primary productivity is ideal for the development of organisms that form the base of the food web and feed many species of fish, amphibians, shellfish and insects. Wetlands serve important stormwater quality, flood protection and groundwater recharge functions

within the City's landscape and also provide essential habitat for fish and wildlife, including endangered species.

Wetlands, because of their unique position in the landscape, naturally receive stormwater. Past urbanization has altered the natural wetland hydrologic cycle in many locations due to increases in impervious area that increase the volume and rate of runoff, while decreasing groundwater recharge. Uncontrolled urban stormwater can cause erosion and channelization in wetlands, which ultimately adversely impacts the ability of wetlands to support aquatic habitat. Reductions in groundwater recharge within a watershed can also reduce dry weather flows in wetlands. Degraded wetlands can lose their capacity to remove excess sediments, nutrients, and other pollutants, and provide habitat for fish and wildlife, if they are not adequately protected.

Within the City, wetlands are protected by a combination of land use regulations (BMC Chapter 20.14) and stormwater regulations (BMC 15.04). City stormwater code requirements for wetlands mirror those in Ecology's Stormwater Management Manual for Western Washington, which require that wetlands be protected from pollutant loading and hydrologic impacts. Wetlands are often highly effective at filtration, and construction of artificial wetlands to treat stormwater can provide treatment as well as habitat and open space benefits. The city considers treatment wetlands as a BMP option when evaluating specific stormwater projects. Current mapping of wetlands and hydric soils in the city are shown in Exhibit 3.3.1-3.

Exhibit 3.3.1-3 Wetlands and Hydric Soils

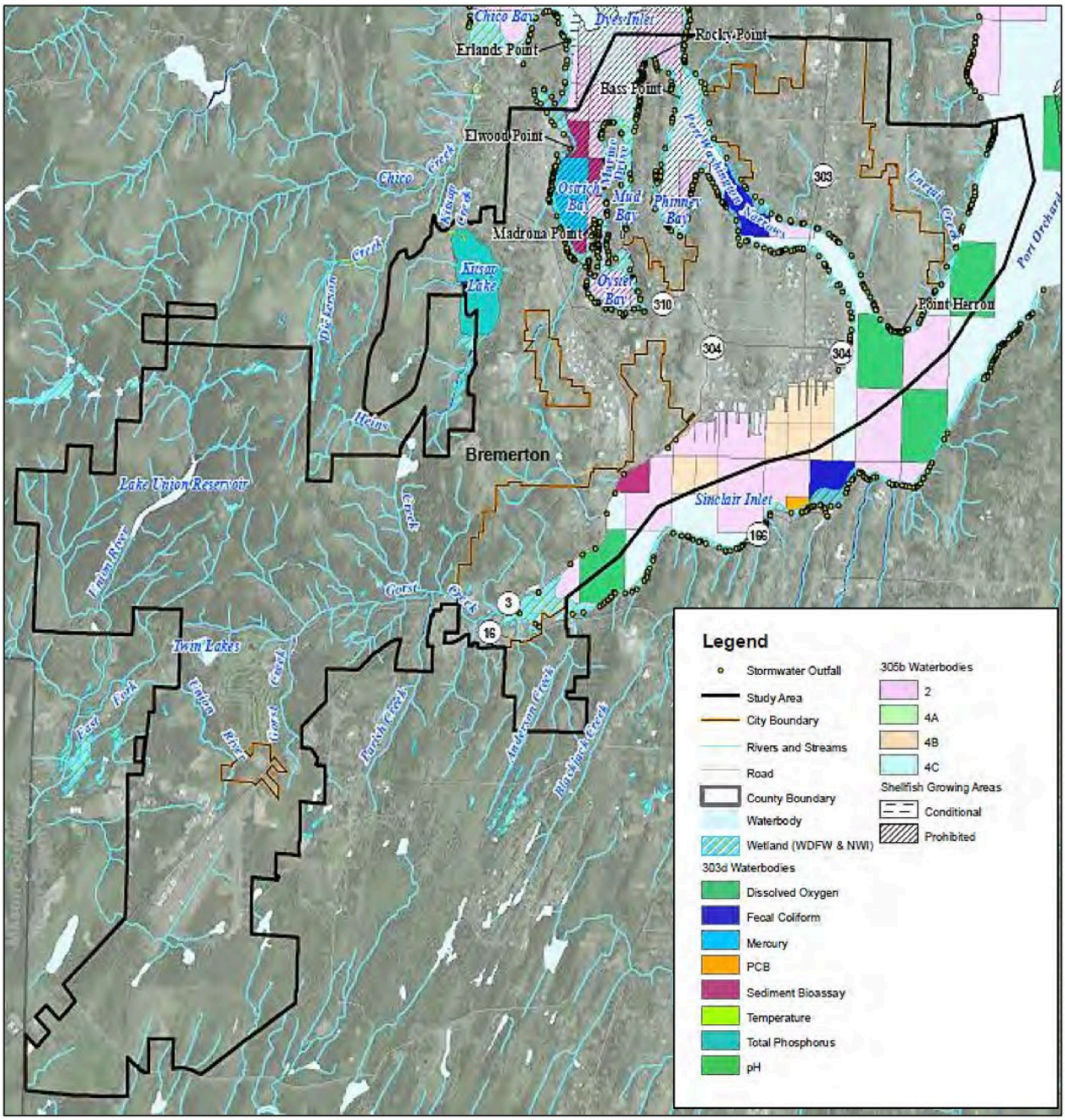


Source: Bremerton Department of Community Development

Water Quality

Water quality data for Sinclair Inlet, Dyes Inlet and tributary streams is relatively extensive; over 20 years of water quality monitoring at approximately 100 monitoring stations as well as numerous site-specific water quality and sediment studies associated with Naval Base Kitsap-Bremerton and other legacy industrial sites. Exhibit 3.3.1-4 summarizes water quality impairments in the study area as reported on Ecology's 303(d) list of impaired waters.

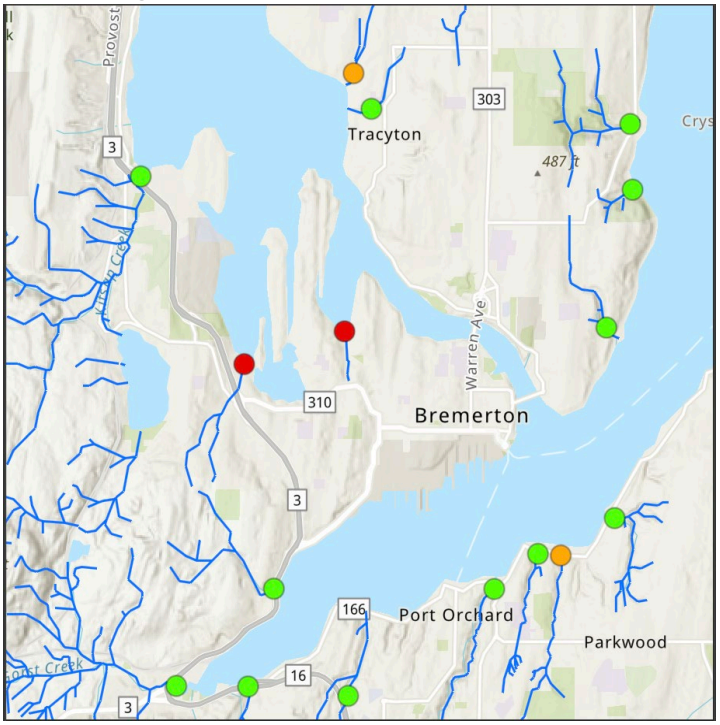
Exhibit 3.3.1-4 Water Quality Impairments



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Kitsap Public Health Department (KPHD) monitors bacterial water quality in several streams in the city (Exhibit 3.3.1-5). In general, stream water quality as measured by fecal coliform (FC), or E-Coli monitoring completed by the KPHD shows two streams - Ostrich Creek and Phinney Creek - monitoring station in Bremerton typically do not fully meet FC water quality standards (indicated by red circle in Exhibit 3.3.1-5).

Exhibit 3.3.1-5 KCPD 2023 Water Quality Stream Monitoring



Source: Kitsap Public Health District

Groundwater

Groundwater is one source of water supply for the City of Bremerton. The quantity of water available for use depends on the flow of water into and out of its aquifer. Under natural conditions, aquifers are in a state of dynamic equilibrium among recharge, leakage to other aquifers, and discharge to streams or marine waters. In developed areas, impermeable surfaces divert water that would normally be absorbed to recharge the aquifer.

Critical Aquifer Recharge areas are geographic areas which provide the recharge to an aquifer(s) which is a current or potential source of potable water and, due to its geologic properties, is susceptible to the introduction of pollutants, or because of special circumstances, has been designated a Critical Aquifer Recharge Area in accordance with WAC 365-190-080. The City's CAO separates aquifer recharge areas into two categories of Critical Aquifer Recharge Areas.

The following criteria are used to designate Critical Aquifer Recharge Areas (BMC 20.14.420):

> Critical aquifer recharge areas may be established based on general criteria, specifically designated due to special circumstances, or based on scientific studies and mapping efforts. Factors considered in the identification of critical aquifer recharge areas include depth to water table, presence of highly permeable soils (specifically Group A hydrologic soils), presence of flat terrain, and the presence of more permeable surficial geology. Critical aquifer recharge areas may be placed in one (1) of the following categories:
>
> (a) Category I Critical Aquifer Recharge Areas. Category I critical aquifer recharge areas are those areas where potential for certain land use activities to adversely affect groundwater is high. Category I critical aquifer recharge areas include:
>
> > (1) Areas inside the five (5) year time-of-travel zone for Group A water system wells, calculated in accordance with the Washington State Source Water Assessment Program.
> >
> > (2) Ten (10) year time-of-travel zones in wellhead protection areas are included as critical aquifer recharge when a well draws its water from an aquifer that is at or above sea level and is without an overlying protective impermeable layer.
> >
> > (3) Areas identified as regionally significant aquifer recharge areas and identified as such by the city are:
> >
> > > (i) Gorst Basin Aquifer recharge area, and

(ii) Other areas that may be identified in the future.

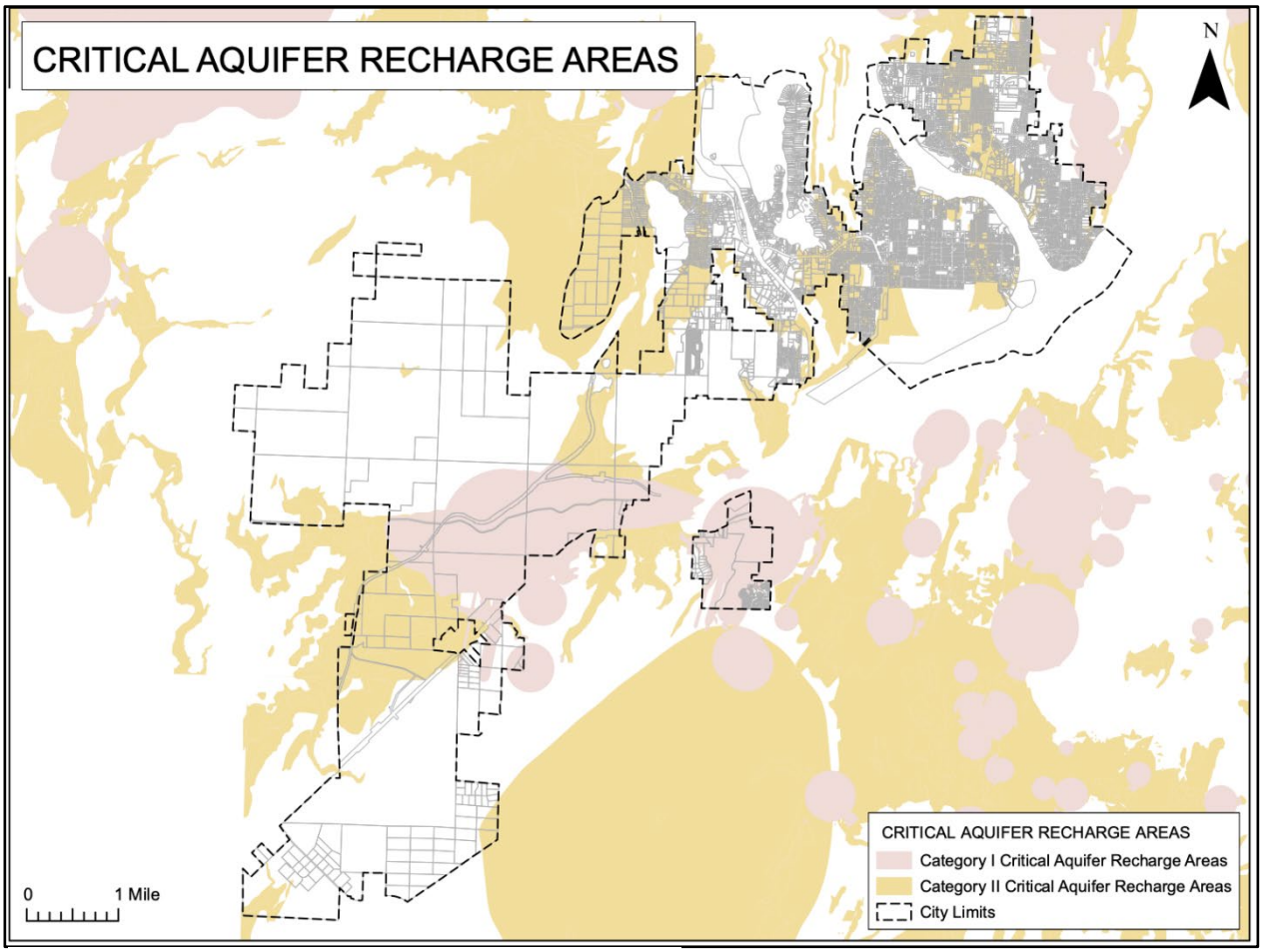
(b) Category II Critical Aquifer Recharge Areas. Category II critical aquifer recharge areas are areas that provide recharge to aquifers that are current or potentially will become potable water supplies and are vulnerable to contamination based on the type of land use activity. These include the following:

(1) Highly Permeable Soils (Group A Hydrologic Soils). The general location and characteristics of Group A hydrologic soils in the city is given in the Soils Survey of Kitsap County by the U.S. Department of Agriculture, Natural Resources Conservation Service (NRCS). The soil survey information is available at the Department of Community Development.

(2) Areas Above Shallow/Vashon Principal Aquifers. Surface areas above shallow, principal aquifer(s) which are not separated from the underlying aquifers by an impermeable layer that provides adequate protections to preclude the proposed land use from contaminating the shallow aquifer(s) below, are considered aquifer recharge areas of concern.

Critical Aquifer Recharge Areas are mapped as Exhibit 3.3.1-7.

Exhibit 3.3.1-7 Bremerton Critical Aquifer Recharge Areas



Source: Bremerton Department of Community Development

3.3.2 Impacts

Impacts Common to All Alternatives

Streams, lakes, wetlands, frequently flooded areas, and critical aquifer recharge areas are located throughout the city, and all Alternatives could have impacts on these resources if development occurs in proximity to these resources. The development growth associated with all Alternatives would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact surface water resources. Construction activities associated with development and redevelopment can involve removal of vegetation and soil disturbance, causing potential erosion and water quality impacts.

Impaired waters exist throughout the city, and future development or redevelopment around impaired waters could provide an opportunity to improve water quality through improved stormwater treatment compared to what currently exists.

Impacts of Alternative 1

Alternative 1 allows for the lowest level of growth of the three alternatives by retaining the existing zoning densities with smaller residential capacity.

Impacts on water quality from intensification of development under Alternative 1 are assumed to be proportional to the amount of impervious surface created in specific areas. However, the total impervious surface area coverage under Alternative 1 is expected to be slightly lower than Alternatives 2 and 3 given the reduced amount of growth capacity. The increased imperious surface area associated with continued urban development under Alternative 1 would still affect water quality from nonpoint urban runoff and point source contamination.

Impacts to wetlands and streams would be consistent with those described above in Impacts Common to All Alternatives. Impacts to overall water quality are expected to occur where clearing associated with development activities results in increased sediment transport to streams. Development of properties with environmentally critical areas could result in increased impacts to wetland and riparian habitat functions and values.

Impacts of Alternative 2

The impacts to water resources would be similar to those experienced with Alternative 1 but would include impacts commensurate with the increased densities, especially in the Downtown Regional Growth Center Subarea and the Harrison Heights Subarea. Accordingly, it is expected that water resources within those subareas would experience greater impacts than Alternative 1.

Impacts on surface water resources under Alternative 2 would generally correlate to the level of growth, except that the rate of impact may be greater on undeveloped parcels. Direct and indirect impacts on wetlands and their associated buffers would include those impacts previously described in Impacts Common to All Alternatives and Impacts of Alternative 1. There is the possibility of unmapped wetlands which may be impacted by construction activities and development.

Impacts of Alternative 3

Impacts on water resources would be generally consistent with those of Alternative 1 and 2 and would be commensurate with the amount of growth. Alternative 3 includes more residential capacity than Alternative 1, and the same capacity as Alternative 2 for Downtown Regional Growth Center Subarea and Harrison Heights Subarea. The potential for surface water impacts would be proportionately greater in the areas providing greater levels of growth.

As a result, stream water quality would be expected to decline in those areas where growth is greatest under Alternative 3. The greatest impacts to those basins would be directly associated with the most extensive conversion to impervious surfaces. Under Alternative 3, an increase in development activities that could have direct and/or indirect impacts on wetlands or their buffers, as described above in Impacts Common to All Alternatives and Impacts of Alternative 2.

Downtown Regional Growth Center Subarea Plan

Downtown Regional Growth Center Subarea is targeted for increases in building heights and multi-storied housing under Alternatives 2 and 3. The Centers approach under Alternatives 2 and 3 is more concentrated relative to Alternatives 1 and is likely to have fewer overall impacts to water resources citywide due to its vertical construction.

Summary of Impacts by Alternative

While impacts among the three alternatives would vary, because each alternative supports different population growth strategies, there are several common impacts to surface that would occur under all alternatives (1) increased hard surfaces (2) emissions from increased traffic due to population and employment growth and (3) decrease vegetation and soil disturbance, causing potential erosion and water quality impacts. All impacts could negatively impact surface water resources. Impaired waters exist throughout the city, and future development or redevelopment could provide an opportunity to improve water quality through improved stormwater treatment compared to what currently exists.

Threshold	Alternative 1	Alternative 2	Alternative 3
Reduces water quality or increases surface runoff	⊗	⊗	⊗
Loss of wetland and stream habitat	⊗	⊗	⊗
Reduces groundwater recharge	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕ ⊕			

3.3.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding water resources, as listed below.

- *LU3(A): Review and update as necessary Bremerton's regulations that protect critical areas, including anadromous fisheries, using the best available science as defined by and required in the Growth Management Act (per RCW 36. l0A.172 (1)).*
- *LU3(C): Promote land use patterns and development phasing to minimize impacts on natural systems, maximize returns on infrastructure investment, and reduce greenhouse gas emissions.*
- *LU3(E): Assure that future land uses and land use patterns conserve and protect groundwater resources including well-head protection and protecting the aquifer recharge areas.*
- *LU3(G): Adopt and implement appropriate standards and regulations for stormwater management, including Low Impact Development technologies and encouraging watershed planning efforts. The City of Bremerton should adopt and implement regional plans, strategies, and standards as appropriate.*
- *LU3(H): Encourage preservation of existing healthy and safe trees on private, commercial and public property.*
- *LU3(J): Establish and encourage standards for implementing Low Impact Development (LID) Best Management Practices {BMPs) where appropriate.*
- *LU3-0P(A): Integrate an open space system into the land use pattern that increases the amount of open space, protects Bremerton's natural resources, allows for stormwater management including LID BMPs in open spaces, and provides a source of beauty and enjoyment for all residents.*
- *LU3-0P(B): Encourage open space along water ways to ensure public access both visually and physically.*

- *LU3-WS(A): Prohibit or restrict development on lands that serve as critical watersheds affecting the sources of public water supply.*
- *LU3-WS(B): Assure that future land uses and land use patterns conserve and protect groundwater resources.*
- *LU3-WS(C}: Protect aquifer recharge areas, especially those used to provide public water supplies.*
- *LU3-WS(D): Promote use of Low Impact Development (LID) Best Management Practices (BMPs) in Watershed Lands to protect public water supply.*
- *E1(G): Coordinate planning of critical area and habitat with Kitsap County, Suquamish Tribe, and other local agencies and countywide planning and watershed groups to protect critical area habitat and water quality.*
- *E1(H): Protect critical areas, habitat and the natural environment through land use plans, surface water and stormwater management plans and programs, comprehensive park plans, development regulations and site-specific project review.*
- *E1(I): Support integrated and interdisciplinary approaches for environmental planning and assessments.*
- *E1(J): Promote innovative and environmentally sensitive practices in site planning, design, materials selection, construction, and maintenance.*
- *E1(K): Support environmental stewardship on private and public lands through partnerships and voluntary efforts to protect, restore and enhance the quality and functions of critical areas and associated buffers.*
- *E2(A): Preserve environmental quality by taking into account the land's suitability for development, and directing intense development away from critical areas and encourage the use of infiltration for stormwater management in areas with appropriate soils.*
- *E2(C): Ensure that development review includes evaluating potential negative impacts on habitat and avoids impacts, including off-site impacts. For those circumstances where avoidance is not possible and if mitigation is determined to be necessary, a detailed description should be considered related to what efforts were taken to avoid impact to the extent possible.*
- *E2(D): Preserve the integrity of riparian corridors and steep slopes through the preservation of native plants and the replacement of invasive, non-native plants with native and drought tolerant plants.*
- *E2(E): Preserve and enhance trees, native vegetation, and integrate suitable native plants in urban landscape development.*
- *E2(F): Maintain and improve the City's tree canopy. Consider proper vegetation selection, taking into consideration potential conflicts, such as sidewalks and overhead utilities.*
- *E2(G): During development review strive to preserve existing healthy and safe trees and native vegetation on private, commercial, and public property.*
- *E2(I): Limit clearing, grading and soil disturbance outside of the building footprint or newly developed residential and commercial sites, especially those sites with sensitive features. Reduce compaction and restore infiltration capacity on already cleared sites whenever feasible.*
- *E2(K): Enhance the City's urban tree canopy appropriately to support community resilience, mitigate urban heat and stormwater runoff. This can be accomplished through a program of tree planting in public areas, including street trees, public parks, public open spaces, and public facilities. Tree placement shall not interfere with utility infrastructure, compromise Crime Prevention Through Environmental Design (CPTED) methods, or otherwise create other identifiable hazards, and shall be part of an approved capital facilities plan. Consider programs that create incentives for residents and business to plant trees on their private property, in addition to any required applicable landscaping standards.*
- *E3(A): Preserve and protect fish and wildlife habitat conservation areas through regulation, acquisitions, incentives, and other techniques, including considering regional initiatives such as the Chico Creek basin project and other salmon recovery plans.*

- *E3(B): Preserve and protect natural surface water storage sites, such as wetlands, aquifers, streams, and water bodies as these are critical features that support hydrological functions, water quality, regulate surface flows and recharge groundwater.*
- *E3(C): Participate in regional species protection efforts, including salmon habitat enhancement and restoration. Identify, prioritize, and eliminate physical barriers (such as fish-blocking culverts) and other impediments to anadromous fish spawning and rearing habitat.*
- *E3(D): Manage aquatic and riparian habitats to preserve and enhance their natural functions and processes, which provide fish and wildlife habitat and protect water quality.*
- *E3(E): Conserve and protect groundwater resources, headwater wetlands and priority habitat areas.*
- *E3(F): Promote alternatives to traditional storm water practices for new construction and require onsite stormwater management using Low Impact Development (LID) techniques and Best Management Practices (BMPs) where feasible. Support stormwater treatment retrofits and system improvements intended to improve stormwater management and quality.*
- *E3(G): Conserve and protect groundwater resources.*
- *Provide for well-head protection where appropriate.*
- *Protect aquifer recharge areas, especially those used to provide public water supplies. Coordinate measures to protect groundwater resources by using watershed plans and planning efforts.*
- *E3(H): Apply Bremerton's Shoreline Master Program goals and policies to development and redevelopment within the shoreline jurisdiction.*
- *E3(I): Encourage restoration of degraded shoreline areas in coordination with shoreline redevelopment and the City's voluntary shoreline restoration.*
- *E3(J): Coordinate with Kitsap Public Health District to abate environmental pollution from failing septic systems within City jurisdiction.*
- *E3(K): Incorporate findings and science from joint watershed planning efforts.*
- *E3(L): Educate the public on best management practices regarding use of pesticides and fertilizers to prevent run-off of chemicals and pollution of water bodies. Promote natural yard care and encourage use of less toxic methods to manage vegetation and soil on private and public lands.*
- *E3(M): Support state, regional and countywide actions that support resilience by identifying and addressing the impacts of climate change and natural hazards on land, water, infrastructure, and health.*
- *E3(N): Address rising sea water by planning the siting of hazardous industries and essential public services away from the 500-year floodplain.*
- *E3(O): Assess potential vulnerabilities of the City's infrastructure to climate change impacts, such as flooding, storm surge, sea-level rise, and land hazards. Support efforts to increase resilience of public services, utilities and infrastructure through coordinated planning.*

Applicable Regulations

Specific measures to mitigate impacts to water resources are included in the following regulations:

Local

- Stormwater Management - BMC Chapter 15.04
- Engineering Design and Construction Standards - stormwater
- Floodplain Management - BMC 17.60
- Critical Areas Regulations - BMC Chapter 20.14.
- Shoreline Master Program - BMC Chapter 20.16
- Project-level SEPA Review - BMC Chapter 20.04
- Watershed Restoration and Enhancement Plan – WRIA 15 (2022)

State

- Water Quality Standards for Surface Waters
- Water Quality Standards for Groundwater

- Flood Control Management Act
- Water Pollution Control Act
- Shoreline Management Act
- National Pollutant Discharge Elimination System Construction Stormwater General Permit
- NPDES Western Washington Phase I and Phase II Municipal Stormwater General Permits
- Stormwater Management Manual for Western Washington
- WSDOT Highway Runoff Manual
- WSDOT Hydraulics Manual
- Washington State Hydraulic Code

Federal

- Federal Clean Water Act
- Coastal Zone Management Act
- Section 14 of the Rivers and Harbors Act
- National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973
- Floodplain Management Presidential Executive Order 11988
- Endangered Species Act (ESA) Biological Opinion for the Implementation of the National Flood
- Safe Drinking Water Act.

WRIA 15 Watershed Restoration and Enhancement Plan

The WRIA 15 Watershed Restoration and Enhancement Plan (Ecology Publication 22- 11-017) addresses planned actions to offset the consumptive water use from the expected new permit-exempt wells to avoid negative impacts to groundwater recharge. The identified projects are intended to benefit streamflows, enhance the watershed overall, and are expected to provide additional benefits for instream resources beyond those necessary to offset the expected use. The Watershed Restoration and Enhancement also outlines specific managed aquifer recharge (MAR) projects that are designed to augment streamflow by increasing the surficial aquifer discharges to the streams beyond current conditions to have purposeful recharge of water into aquifers. These projects result in the eventual discharge of groundwater which provides an overall benefit to streamflows.

Local Mitigation Measures

The following mitigation measures would further reduce impacts from those described but are not necessary to prevent significant adverse impacts:

- Retrofits: stormwater improvement projects and new developments can enhance downstream water quality by incidental flow control and water quality treatment of stormwater from older road sections currently untreated or lacking basic treatment designs.
- Low Impact Development (LID): Use of LID techniques such as permeable surfaces and other on-site infiltration methods can improve on-site storage capabilities, reduce impact from increased high flows, and provide water quality benefits.
- Long-Term mitigation of long-term stormwater impacts includes inspection and maintenance of stormwater facilities for flow control, conveyance, and water quality treatment. Stormwater ponds and similar facilities require regular inspection and maintenance of vegetation, removal of debris, and cleaning sediment to maintain flow control and water quality as designed.

3.3.4 Significant Unavoidable Adverse Impacts

The development and growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation and soil disturbance, all of which can negatively impact surface water resources. Compliance with applicable policies and regulations will provide mitigation for each Alternative under the federal, state and local stormwater management codes, critical areas codes, floodplain management and shoreline master programs, as applicable. Therefore, no significant unavoidable adverse impacts to surface water resources are expected.

3.4 Plants, Wildlife, Fish

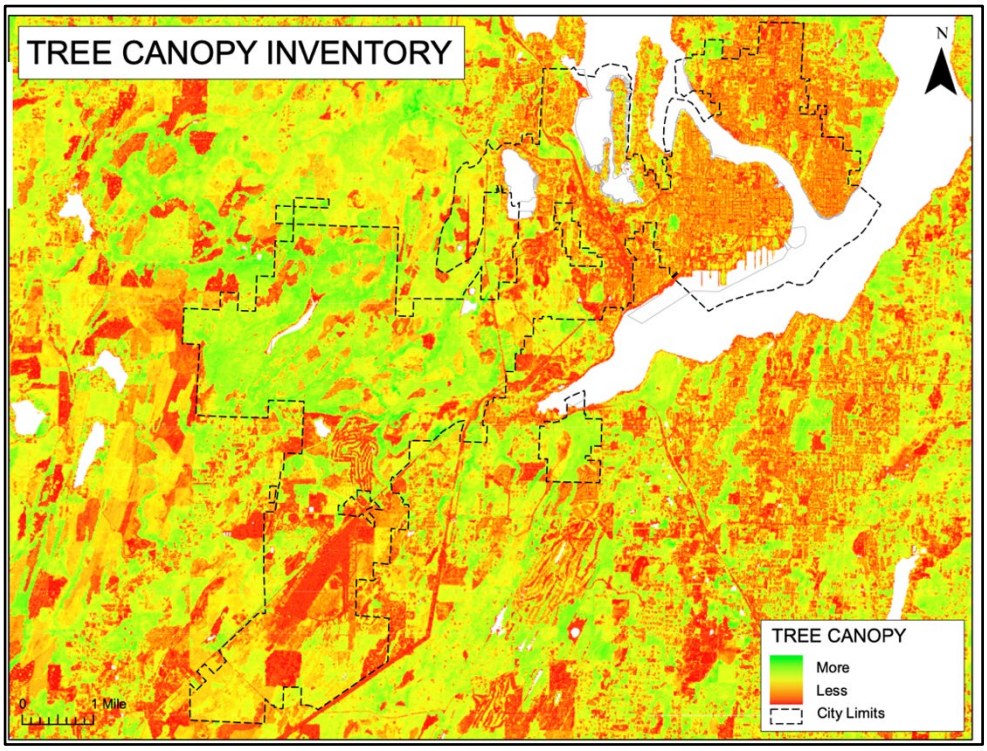
3.4.1 Affected Environment

Trees

The City of Bremerton is in the Puget Trough ecoregion historically dominated by coniferous forests. Today, retained forested natural areas in Bremerton commonly include mature Douglas fir, western hemlock, red alder, western red cedar and bigleaf maple. In areas that have been more recently developed, the plant palette typically includes younger and more diverse urban (non-native) tree species and common native volunteer species, including red alder and black cottonwood. As the Pacific Northwest climate changes, the current ranges of native trees, such as bigleaf maple and western red cedar may decline in the coming years.

The City's Watershed and Utility Lands comprise over 40% of the city's area and are dedicated to conservation and the City's forestry program. These are noted in the green swaths in the western portion of the city limits depicted in Exhibit 3.4.1-1.

Exhibit 3.4.1-1 Bremerton Tree Canopy Inventory, 2023



Source: Washington State Department of Natural Resources

Rare Plants

Bremerton relies on the data provided by the Washington State Department of Natural Resources Natural Heritage Program (WNHP) to identify areas within the city limits that may be subject to the requirements for Areas of Rare Plant Species and High-Quality Ecosystems. Four such plants have been identified in DNR's Washington Vascular Plant Species of Conservation Concern that are known to occur in Kitsap County; however, a review of Washington Natural Heritage Program Data Explorer online Geographic Information System Rare Plant and Ecosystem Locations map does not indicate any locations within the city limits.

Exhibit 3.4.1-2 WDNR Vascular Plant Species of Conservation Concern

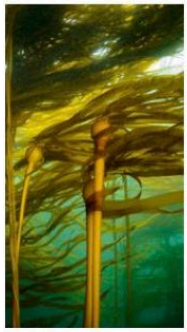
Scientific Name	*Common Name*	*State Status*	*Habitat*
Abronia umbellata	Pink sand-verbena	Sensitive	Coastal sand
Catilleja levisecta	Golden paintbrsh	Threatened	Upland prairie & savanna
Hypericum majus	Large St. John's-wort	Sensitive	Wetlands/marsh
Lycopodiella inundata	Northern bog clubmoss	Sensitive	Bogs
Woodwardia fimbriata	Giant chainfern	Sensitive	Wetland/Riparian

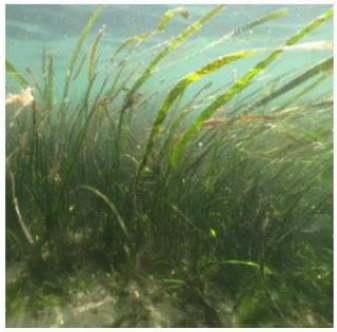
Source: WDNR Natural Heritage Program, 2024

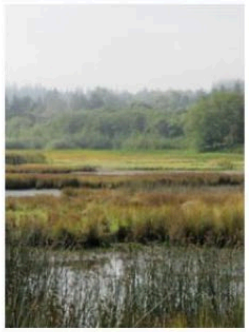
Aquatic Plants

Kelp, eelgrass, and saltmarsh vegetation along the city's marine shorelines provide significant ecosystem functions and vital habitat for many species. Impacts from shoreline modification and armoring can result in a direct loss of habitat. Shoreline modification is also correlated to changes in sediment transport and wave energy, which impact the nearshore habitat and overall ecological functions. Many priority habitat species depend on the nearshore habitats for breeding, rearing, migration or feeding areas.

Eelgrass & Kelp: Eelgrass and kelp provide diverse and productive nearshore ecosystems, providing critical habitat for a wide array of marine life, including threatened and endangered species such as salmon, rockfish, and abalone. Department of Natural Resources data was utilized for provided mapping Exhibit 3.4.1-3


Kelp


Eelgrass

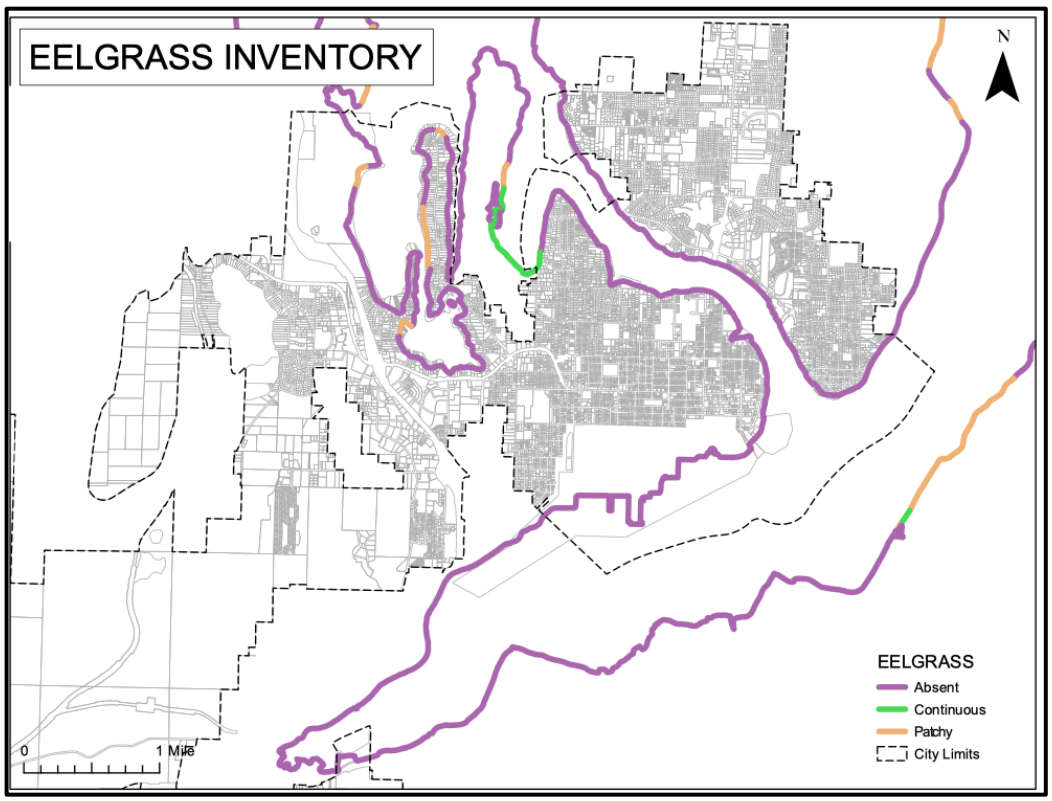

Salt Marsh

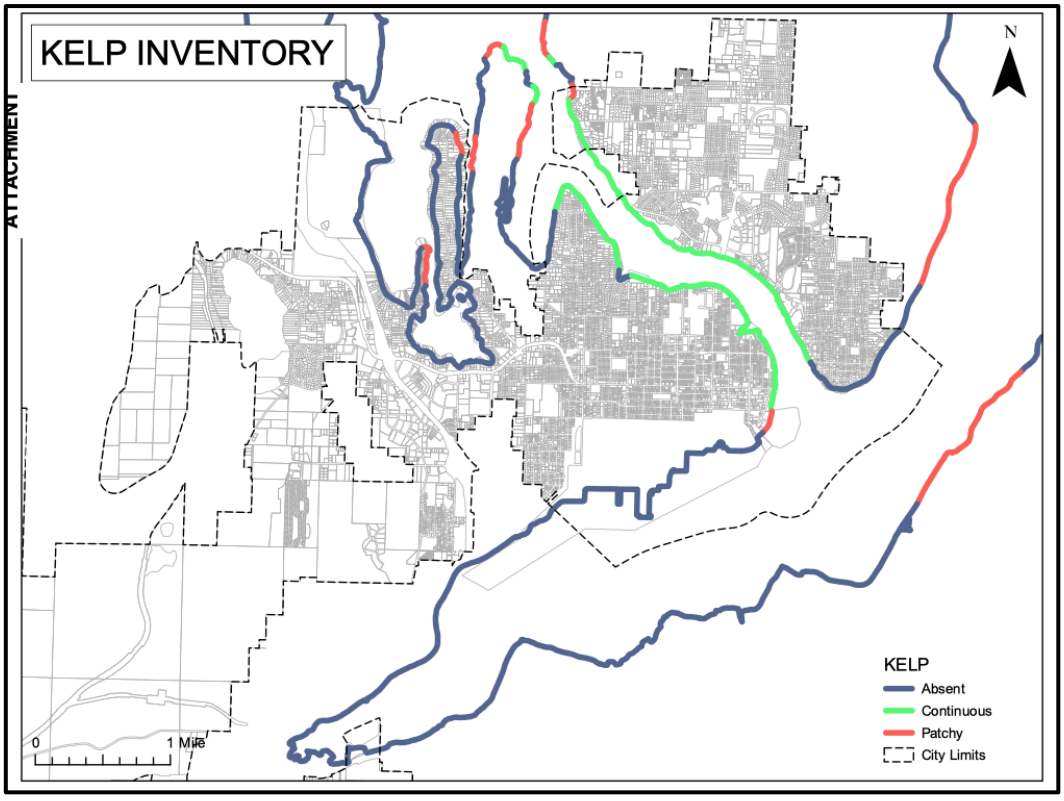

Sargassum

Saltmarsh: Salt marshes are coastal wetlands that are flooded and drained by salt water brought in by the tides. Salt marshes provide habitat and protect shorelines from erosion by buffering wave action and trapping sediments. Department of Natural Resources data was utilized for provided mapping Exhibit 3.4.1-4.

Sargassum: Sargassum provides habitat for large numbers of grazing amphipods and a spawning surface habitat for Pacific herring, which lay eggs on the blades. Department of Natural Resources data was utilized for provided mapping Exhibit 3.4.1-5.

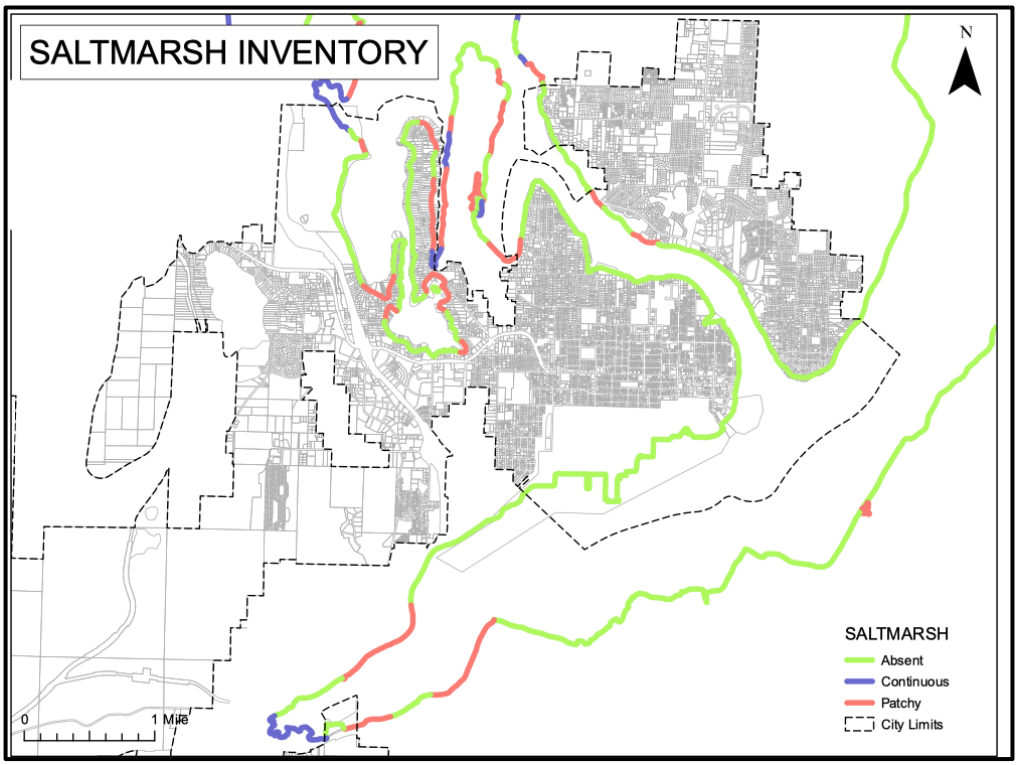
Exhibit 3.4.1-3 Eelgrass and Kelp Inventory Maps





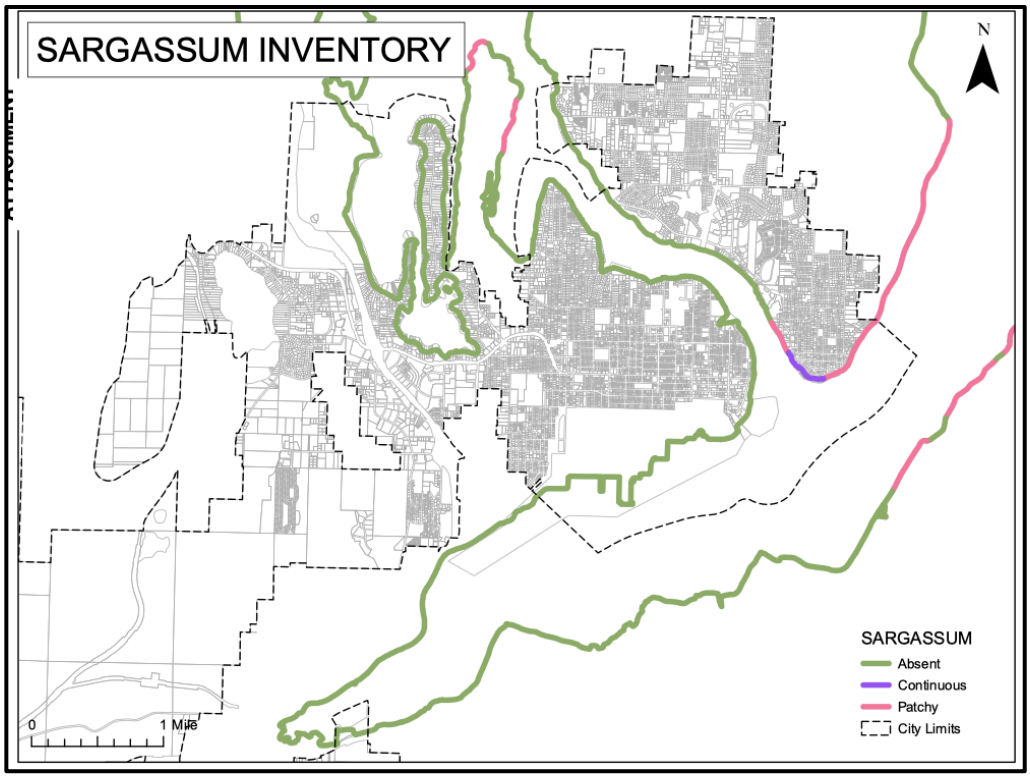
Source: Washington State Department of Natural Resources

Exhibit 3.4.1-4 Saltmarsh Inventory Map



Source: Washington State Department of Natural Resources

Exhibit 3.4.1-5 Sargassum Inventory Map



Source: Washington State Department of Natural Resources

Wildlife Resources and Terrestrial Habitats

Bremerton has extensive areas of natural habitat, including protected watersheds and utility lands. Wildlife habitat can also be found in neighborhoods, parks, shorelines, and riparian areas. The City's habitats support a variety of species, including birds, mammals, amphibians, and reptiles. These habitats vary in density, with high-density, low-density, and forested areas, each offering different environmental conditions for wildlife.

Urban areas with more than 60% impervious surfaces support a lower diversity of wildlife. These areas favor generalist species and introduced species. High-density urban environments lack natural refuges and unique habitats like decaying logs, which many specialist species require. Generalist birds and mammals (such as rock doves, English house sparrows, gulls, mice, and rats) thrive in urban environments. Other species seen in urban settings include red-tailed hawks, swallows, and certain songbirds (American robins, chickadees, ruby-crowned kinglets, and bushtits). Non-native birds like European starlings and introduced mammals (house mice, squirrels, black rats, Norway rats) are common in these environments. Other native mammals include opossum, raccoon, and various species of bats.

Outside of the urban areas, habitats for wildlife tend to be residential neighborhoods, parks, and green belts, which have more trees and shrubs and higher frequency of water sources than in high density areas. Birds such as Stellar jays, flickers, Bewick's wrens, and hummingbirds augment the list of urban area birds. A variety of wildlife, including moles, bats, voles, mice, Eastern gray squirrels, beavers, muskrats, skunks, and larger mammals like deer, coyotes, and red foxes, inhabit the outskirts or forage within low-density urban areas. Amphibians like the Pacific tree frog, red-legged frog, and western redback salamander are prevalent in wetter parts of these areas.

Bremerton's western portion contains forested areas and undeveloped lands, including watersheds (Union River, Gorst Creek, Anderson Creek), which support a high diversity of species. These forests, typically second-growth mixed conifer and deciduous, are home to amphibian species like the tailed frog and Pacific giant salamander, as well as various small mammals (e.g., shrews, moles, flying squirrels, tree voles). Bird species in forested areas include the chestnut-backed chickadee, varied thrush, Steller's jay, winter wren, and golden-crowned kinglet. Forests also provide critical nesting and refuge habitats for many animals. Owls, woodpeckers, and waterfowl often use tree cavities for nesting, and there are reports of higher black bear populations in Gorst Creek compared to other Kitsap Peninsula areas.

Wetlands are critical for many species, including the beaver, muskrat, marsh wren, red-winged blackbird, Pacific tree frog, and several salamanders (e.g., northwest, long-toed, red-legged). Wetlands in Bremerton, such as those in the Gorst Creek estuary, serve as important habitats for shorebirds and waterfowl.

Fish Resources and Habitat

Puget Sound Chinook salmon were listed as threatened under the Endangered Species Act (ESA) in 1999. Only Gorst Creek within the Bremerton planning area provides habitat for Chinook salmon, although they may migrate through larger marine waters. Gorst Creek has undergone significant restoration and now supports populations of Chinook, chum, coho, steelhead, and cutthroat trout. Sockeye salmon are also occasionally seen, but their local origin is uncertain. A cooperative effort since 1981 between the Suquamish Tribe, City of Bremerton, and Kitsap Poggie Club, has aimed to provide salmon for tribal and sport harvests through raceways and rearing ponds. The Chinook salmon returns in Gorst Creek are primarily from hatchery origin rather than natural production.

Four other creek systems are known to support anadromous salmon within Bremerton. Anderson Creek enters the south shore of Sinclair Inlet, and supports chum, coho, cutthroat and possibly steelhead. Ostrich Bay Creek is the only creek within urbanized Bremerton city limits known to support salmon. The creek is approximately 2 miles long and supports chum, coho, and cutthroat trout. Enetai (Dee) Creek flows into Port Orchard Bay and supports chum, coho, and cutthroat trout. However, its

range for anadromous fish is limited due to culverts, which block fish passage. Illahee Creek Watershed includes mainstem Illahee Creek and two salmonid bearing tributaries. The basin enters the west shore of Port Orchard Bay approximately 1 mile north of Illahee State Park, and supports chum and coho salmon, as well as cutthroat trout. The other inlets, bays, and small estuaries in Bremerton are critical for juvenile salmon, providing food and protection as they migrate. These areas are also used by adult salmon for migration.

Priority Habitats and Species

A habitat is comprised of environmental elements that are critical for the survival of plants and animals including food, shelter, refuge from predators, and a place to reproduce and rear young. The type, size, connectivity, and quality of habitat areas will determine where plants and animals live and the overall long-term survival of each species. Loss of historic habitat and habitat fragmentation has been widespread within the Puget Sound over time. Habitat areas in Bremerton have incurred alterations to their condition due to population growth and development activities. However, many locations still retain high-quality riparian, wetland, aquatic, and terrestrial habitats, including lands owned by the city. The City of Bremerton Critical Areas Ordinance is intended to preserve habitat functions and values along streams, wetlands and in other designated fish and wildlife habitat conservation areas.

Priority habitats are habitat types or elements with unique or significant value to a large number of species. A priority habitat may consist of a unique vegetation type like shrub steppe, dominant plant species like juniper savannah, or a specific habitat feature like cliffs. Identified priority habitats in Bremerton include wetlands, estuarine zones, and areas like Phinney Bay and the Washington Narrows, which provide essential foraging and resting areas for birds and other wildlife. Harbor seals use floats in Ostrich Bay as haulouts, and certain beaches, such as those near Marine Drive, serve as important surf smelt spawning habitats.

Priority species include State Endangered, Threatened, Sensitive, and Candidate species; vulnerable animal groups (e.g., seabird concentrations, heron rookeries, bat colonies); and vulnerable species of recreational, commercial, or tribal importance. There are 269 priority species in Washington**.** Species are often considered a priority only within a “priority area” such as a nest, roost, foraging area, breeding area, regular gathering area, or migration corridor. ESA-listed species that may be present in the city are listed in Exhibit 3.4.1-6 along with indicator status.

Exhibit 3.4.1-6: Federal and State Listed Species in Kitsap County

	Species	**State/Federal Status**
Fish	Chinook Salmon (Puget Sound Evolutionary Significant Unit (ESU))	Federally - Threatened
	Chum Salmon (Hood Canal summer-run ESU)	Federally - Threatened
	Steelhead Trout	State – Candidate, Federally - Threatened
	Bull Trout	State – Candidate, Federally - Threatened
	River Lamprey	State - Candidate
	Bull Trout/Dolly Varden	State – Candidate, Federally - Threatened
	Bocaccio Rockfish	Federally - Endangered
Amphibians	Western Toad	State - Candidate
Reptiles	Northwestern Pond Turtle	State - Endangered
Birds	Common Loon	State - Sensitive
	Northern Spotted Owl	State – Endangered, Federal-Threatened

	Marbled Murrelet	State – Endangered, Federally - Threatened
	Western Grebe	State - Candidate
	Yellow-billed Cuckoo	State – Endangered, Federally - Threatened
Mammals	Orca (Southern resident distinct population segment)	State – Endangered, Federally - Endangered
	Harbor Porpoise	State - Candidate
	Humpback Whale	State – Endangered, Federally - Endangered
	Gray Whale	State – Sensitive, Federally - Endangered
	Sperm Whale	State – Endangered, Federally - Endangered
	Townsend's Big Eared Bat	State - Candidate
	Keen's Myotis	State - Candidate
Invertebrates	Pinto Abalone	State – Endangered
	Western Bumble Bee	State - Candidate, Federally - Candidate
	Puget Blue	State – Candidate
Sources: WDFW Priority Habitat and Species List by County, 2023		

Streams in Bremerton provide critical habitat for salmonid fish species, including state- and federally-listed species under the Endangered Species Act (ESA). A summary of major streams and Washington State Department of Fish and Wildlife (WDFW)-mapped salmonid distribution are summarized in Exhibit 3.4.1-7.

Exhibit 3.4.1-7: Washington State Department of Fish and Wildlife (WDFW)-mapped salmonid distribution

Waterbody	Mapped Salmonid Fish Use
Union River	Chinook Salmon, Coho Salmon, Chum Salmon, Steelhead
Gorst Creek	Chinook, Coho, Chum, Cutthroat Trout
Anderson Creek	Chum, Coho, Cutthroat Trout and possibly Steelhead
Ostrich Bay Creek	Chum, Coho, and Cutthroat Trout
Enetai (Dee) Creek	Chum, Coho, and Cutthroat Trout
Illahee Creek	Chum, Coho, and Cutthroat Trout

Other priority species have been documented to occur in Kitsap County that do not have an ESA listing include:

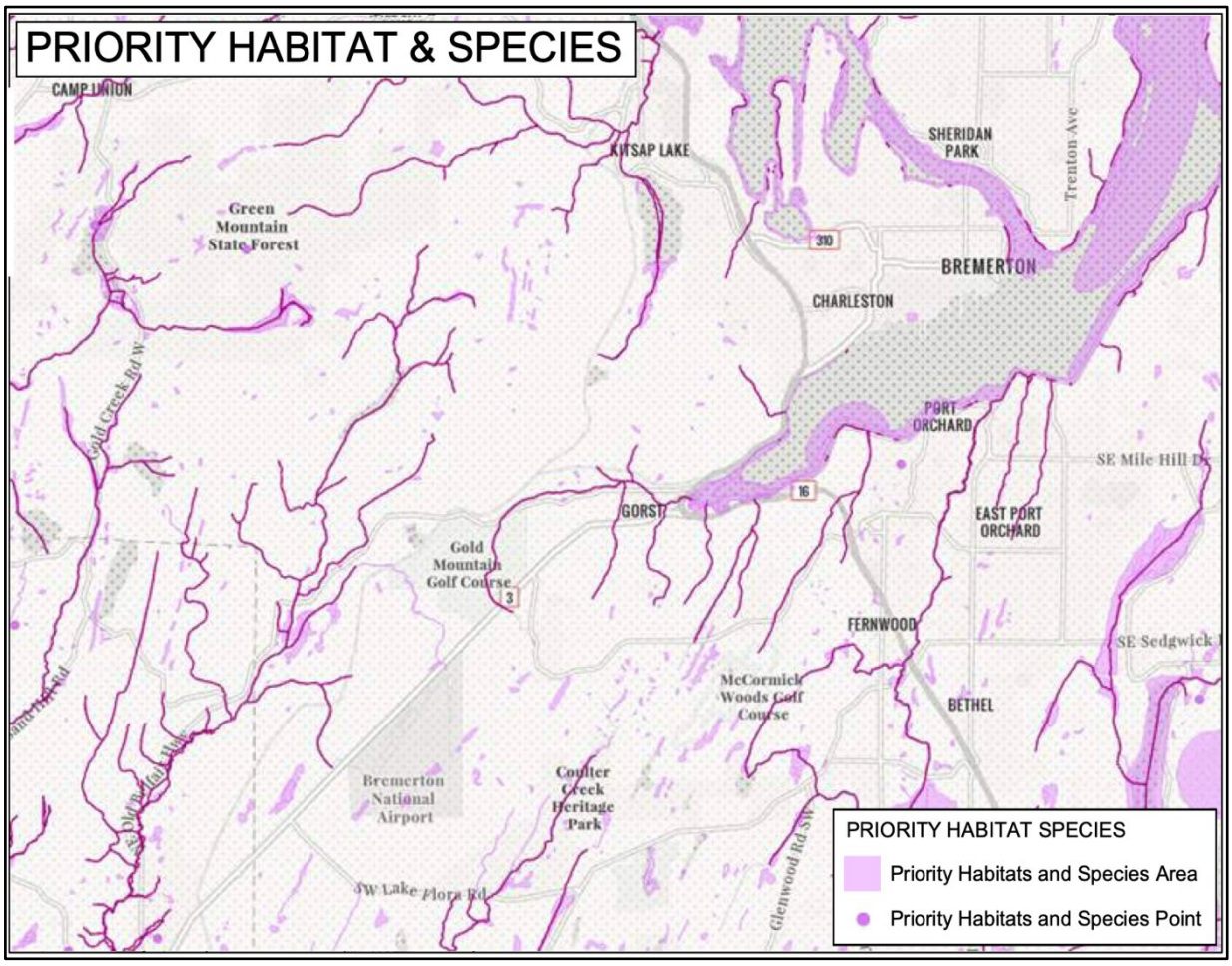
Exhibit 3.4.1-8: Non-ESA Listed Priority Species in Kitsap County

	Species
Fish	Pacific Lamprey
	White Sturgeon
	Pacific Herring
	Longfin Smelt
	Surf Smelt

Fish	Pacific Cod
	Pacific Hake
	Walleye Pollock
	Black Rockfish
	Brown Rockfish
	Copper Rockfish
	Greenstriped Rockfish
	Quillback Rockfish
	Redstripe Rockfish
	Tiger Rockfish
	Yellowtail Rockfish
	Lingcod
	Pacific Sand Lance
	English Sole
	Rock Sole
Birds	Great Blue Heron
	Western High Arctic Brant
	Harlequin Duck
	Trumpeter Swan
	Mountain Quail
	Sooty Grouse
	Band-tailed Pigeon
	Vaux's Swift
	Concentrations of: Loons, Grebes, Cormorants, Fulmar, Shearwaters, Storm-petrels, Alcids
	Cavity-nesting ducks: Wood Duck, Barrow's Goldeneye, Common Goldeneye, Bufflehead, Hooded Merganser
	Charadriidae (plovers, dotterels, and lapwings), Scolopacidae (sandpipers), and Phalaropodidae (shorebirds)
Marine Mammals	Dall's Porpoise
	Stellar Sea Lion
	Harbor Seal
	California Sea Lion
Non-Marine Mammals	Roosting concentrations of Big-brown Bat, Myotis Bat, Pallid Bat
	Columbian Black-tailed Deer
Invertebrates	Geoduck
	Butter Clam
	Native Littleneck Clam
	Manila Clam
	Olympia Oyster
	Pacific Oyster

	Dungeness Crab
	Pandalid Shrimp

Exhibit 3.4.1-9 Bremerton Priority Habitat and Species Areas



Source: Washington Department of Fish and Wildlife

3.4.2 Impacts

Impacts Common to All Alternatives

Population growth and associated urbanization impacts to fish and wildlife habitat conservation areas are likely under all Alternatives. The extent of impacts to fish, wildlife, and plants will depend on the actual location and intensity of development, habitat size, and connectivity across the landscape. Impacts to streams, wetlands, groundwater, floodplains, and native vegetation detailed in the water resources section also apply to fish and wildlife habitat conservation areas. This includes increased sedimentation and pollutants in runoff to streams and wetlands and decreases in native vegetation. Additionally, disruptions in seasonal hydrologic cycles, vegetation losses, reduced summer stream flows, increased stream temperatures, and reduced stream bank stability are all anticipated as a result of climate change. Stressors associated with climate change are projected to significantly impact fish and wildlife species, including Chinook, coho salmon, steelhead and bull trout, and amphibians.

Under all Alternatives, a reduction in the type and coverage of vegetation within the city is expected due to future development activities. This is likely to decrease urban forest canopy. Indirect impacts may also occur with the introduction and establishment of nonnative invasive species that may outcompete and displace native species. Associated decreased tree health and resiliency, including increased presence of tree diseases like root rot and lower pest mortality from milder temperatures, are likely to impact forest tree canopy.

Rare Plants

There would be no impacts on known populations of rare plant species within Bremerton. Under each Alternative, additional protections are expected by including the Washington Department of Natural Resources Natural Heritage Program as Fish and Wildlife Habitat Conservation Areas under BMC 20.14. However, there may be impacts on unmapped rare plant populations from future development activities. Certain rare plant species may be found in habitats that are protected, such as wetland or riparian habitats. These species are expected to have a lower potential for impacts from development activities given existing protections in the CAO.

Priority Habitats and Species

Increased intensification throughout the city under all alternatives is expected to decrease urban wildlife habitat. The loss of habitat may lead to wildlife species utilizing an unsuitable or less suitable habitat compared to existing conditions. Conversion of currently undeveloped properties could lead to fragmentation of wildlife habitat and may reduce connectivity.

Increased stormwater runoff from new impervious surface areas and roadways may result in increased contaminants. Reduction in habitat functions and values may occur due to increased human disturbance. Species diversity may be affected by increasing populations of species that are adapted to human presence, particularly in areas with increased noise and light. Development activities or associated landscaping may cause the introduction of nonnative plant species to occur. All the above factors may lead to reduced quantity and quality of wildlife habitat.

Aquatic species may be impacted by loss of habitat due to development or alteration of habitat due to changes in water quality and quantity that may occur under each alternative.

Riparian/Salmonid Habitat and Species

Reduced quality and quantity of aquatic habitat may occur as a result of future development activities under all Alternatives. Fish habitat may be impacted by the conversion of land, increased density, changes in types of land use activities, and compatibility with habitat functions and values under all Alternatives. Resulting impacts could include increased water temperatures, sedimentation, increased peak flows, reduced groundwater recharge, increased shoreline armoring, channelization, and overall reduced riparian and wetland habitats.

Intact riparian or shoreline buffers may reduce adverse effects of watershed-wide development on streams and wetlands. Established, mature forested buffers allow large woody debris recruitment and support maintaining healthy stream temperatures. Development activities have the potential to increase pollutants, degrade instream and riparian habitat, and alter the natural flow regime of rivers and streams. Salmonid species are particularly sensitive to changes in water quality and temperature, which may affect their ability to survive, grow, and reproduce.

Reduced forest and riparian habitat and increased impervious surface area are expected to reduce groundwater recharge and infiltration, reduce streamflow, and increase runoff. Increased runoff can scour streambeds and increase bank erosion.

Direct impacts on fish habitat will be minimized by regulatory buffer requirements and the timing of in-water work windows established by state and federal agencies to protect fish. Current state and City regulations require stormwater management and treatment standards for projects that create significant new impervious surface area to help minimize detrimental effects on aquatic species and

their associated habitats. These regulations are intended to minimize or mitigate impacts on fish habitat but may not eliminate the impact entirely.

Impacts of Alternative 1

Alternative 1 would accommodate for the lowest level of growth of the three alternatives by retaining the existing zoning densities. Under Alternative 1, wildlife habitats are predicted to experience reduced habitat quantity and quality because of development activities, similar to those as described in Impacts Common to All Alternatives above. Impacts to intact habitat are expected to occur primarily where clearing is being conducted or impervious surfaces are being created.

New development to accommodate growth is expected to result in loss of habitat and increased fragmentation. These actions would impact the overall quality of remaining habitat areas. Development of properties within or near environmentally critical areas could result in increased impacts to wetland and riparian habitat functions and values, similar to those described in Section 3.1.3, Water Resources. Under Alternative 1, stream buffer width requirements would remain the same as current conditions, so riparian habitat areas are likely to be retained or reduced from current conditions. Relative to Alternatives 2 and 3, Alternative 1 is expected to be the least impactful to plants and animals due to its limited housing and job capacity.

Impacts of Alternative 2

The impacts to plants and animals would be similar to those experienced with Alternative 1 but would include impacts commensurate with Alternative 2's intensified areas focused in the Downtown Regional Growth Center and Harrison Heights Center Subarea for residential and job growth, and PSIC for job growth.

Development and redevelopment is expected to impact plant and animal species most in areas where undeveloped land is converted. Development activities under Alternative 2 may result in increased conversion of riparian habitat and related habitat corridors, degraded habitat functions and values, and increased fragmentation; however, federal, state and local protection regulations minimize these impacts.

Direct and indirect impacts on terrestrial and aquatic species would include those impacts previously described in Impacts Common to All Alternatives and Impacts of Alternative 1.

Impacts of Alternative 3

Impacts on resources would be generally consistent with those of Alternative 1 and 2 and commensurate with the amount of growth. Alternative 3 is expected to accommodate the greatest population growth of the three alternatives, which may have a higher impact on plants and animal species. Development activities under Alternative 3 may result in increased conversion of riparian habitat and related habitat corridors, degraded habitat functions and values, and increased fragmentation; however, federal, state and local protection regulations minimize these impacts.

An increase in development activities could have direct and/or indirect impacts on plants and animals, as described above in Impacts Common to All Alternatives and impacts identified for Alternative 1 and 2.

Downtown Regional Growth Center Subarea Plan

Downtown Regional Growth Center Subarea is targeted for increases in building heights and multi-storied housing under Alternatives 2 and 3. The Centers approach under Alternatives 2 and 3 is more concentrated relative to Alternatives 1 and is likely to have fewer overall impacts to plant and wildlife resources citywide due to its Centers-focused growth with vertical development.

Summary of Impacts by Alternative

Under any of the alternatives, the potential for adverse effects on fish, wildlife, and plants would be avoided, minimized, documented, and mitigated through regulatory reviews and permitting processes that apply to individual projects. None of the alternatives propose any modifications to those processes.

Threshold	Alternative 1	Alternative 2	Alternative 3
Results in a net loss of salmonid habitat needed to protect fish and treaty rights	⊗	⊗	⊗
Loss of localized critical area functions and values	⊗	⊗	⊗
Contradicts best available science	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.4.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding Fish, Wildlife, and Plants, as listed below.

- *LU3(A): Review and update as necessary Bremerton's regulations that protect critical areas, including anadromous fisheries, using the best available science as defined by and required in the Growth Management Act (per RCW 36. l0A.172 (1)).*
- *LU3(B): Utilize existing public land for better access to shoreline and recreation areas such as street ends, parks, and open space.*
- *LU3(C}: Promote land use patterns and development phasing to minimize impacts on natural systems, maximize returns on infrastructure investment, and reduce greenhouse gas emissions.*
- *LU3(E): Assure that future land uses and land use patterns conserve and protect groundwater resources including well-head protection and protecting the aquifer recharge areas.*
- *LU3(F): Protect Natural Resource Lands as defined and required under the Growth Management Act by discouraging incompatible uses in or near Natural Resource Lands and develop criteria for designation of Natural Resource Lands consistent with RCW 36. l0A.050 and 365-190 WAC.*
- *LU3(G): Adopt and implement appropriate standards and regulations for stormwater management, including Low Impact Development technologies and encouraging watershed planning efforts. The City of Bremerton should adopt and implement regional plans, strategies, and standards as appropriate.*
- *LU3(H}: Encourage preservation of existing healthy and safe trees on private, commercial and public property.*
- *LU3(I): Promote infill and concurrent infrastructure improvements in areas that are already developed in order to preserve rural areas, open spaces, and ecological functioning lands within the City.*
- *LU3(JK): Establish and encourage standards for implementing Low Impact Development (LID) Best Management Practices {BMPs) where appropriate.*
- *TR4(A): Minimize impacts of road construction on environmentally sensitive areas; minimize damaging storm water runoff and pollution from road use and maintenance.*
  - *Implement programs that encourage the planting of low-maintenance, vegetated groundcover and trees (where space is adequate) along roadways.*
  - *Where possible the City shall require the use and maintenance of Low Impact Development (LID) Best Management Practices (BMPs) (bioretention, permeable pavement, etc.) where appropriate.*
  - *Design transportation facilities improvements consistent with City stormwater regulations, striving for enhanced water quality standards, and minimizing impacts to fish and wildlife habitat areas.*
  - *Consider improved fish passage when making transportation facilities improvements.*

- *E1(G): Coordinate planning of critical area and habitat with Kitsap County, Suquamish Tribe, and other local agencies and countywide planning and watershed groups to protect critical area habitat and water quality.*
- *E1(H): Protect critical areas, habitat and the natural environment through land use plans, surface water and stormwater management plans and programs, comprehensive park plans, development regulations and site-specific project review.*
- *E1(I): Support integrated and interdisciplinary approaches for environmental planning and assessments.*
- *E1(J): Promote innovative and environmentally sensitive practices in site planning, design, materials selection, construction, and maintenance.*
- *E1(K): Support environmental stewardship on private and public lands through partnerships and voluntary efforts to protect, restore and enhance the quality and functions of critical areas and associated buffers.*
- *E1(L): Ensure code flexibility to enable and encourage environmentally sensitive development and use of Low Impact Development (LID) techniques and Best Management Practices (BMPs) where feasible.*
- *E1(M): Use Best Available Science to preserve and enhance the functions and values of critical areas through policies, regulations, programs and incentives. Critical Areas development standards shall incorporate and utilize applicable best available science for purposes of designating and protecting all regulated critical areas and give "special consideration" to conservation and protection measures for anadromous fisheries.*
- *E1(N): Utilize, where feasible, Best Management Practices (BMPs) and Low Impact Development (LID) technology in City projects and practices to achieve effective environmental stewardship.*
- *E1(O): Encourage the use of sustainable building methods and materials (such as those specified under certification like LEED, Built Green, Salmon Safe, and Living Building Challenge) that may reduce impacts on the built and natural environment.*
- *E1(P): Support the continued planting of Bremerton's urban forest, a diverse mix of native and non- native trees, shrubs and groundcovers, which line our streets and shade and beautify our homes, businesses, parks and natural areas.*
- *E1(T): Promote community awareness, responsibility, and participation in sustainability efforts through public outreach programs and other opportunities for change. Serve as a catalyst and facilitator for partnership to leverage change in the broader community.*
- *E1(U): Encourage environmental stewardship for the care and planting of trees through well-considered outreach and educational materials, along with City incentives.*
- *E2(A): Preserve environmental quality by taking into account the land's suitability for development and directing intense development away from critical areas and encourage the use of infiltration for stormwater management in areas with appropriate soils.*
- *E2(B): Encourage conservation of critical areas and nonrenewable resources.*
- *E2(C): Ensure that development review includes evaluating potential negative impacts on habitat and avoids impacts, including off-site impacts. For those circumstances where avoidance is not possible and if mitigation is determined to be necessary, a detailed description should be considered related to what efforts were taken to avoid impact to the extent possible.*
- *E2(D): Preserve the integrity of riparian corridors and steep slopes through the preservation of native plants and the replacement of invasive, non-native plants with native and drought tolerant plants.*
- *E2(E): Preserve and enhance trees, native vegetation, and integrate suitable native plants in urban landscape development.*
- *E2(F): Maintain and improve the City's tree canopy. Consider proper vegetation selection, taking into consideration potential conflicts, such as sidewalks and overhead utilities.*
- *E2(G): During development review strive to preserve existing healthy and safe trees and native vegetation on private, commercial, and public property.*
- *E2(I): Manage the City Utility Lands for multiple purposes including protecting water processes and forest habitat.*

- *E2(I): Limit clearing, grading and soil disturbance outside of the building footprint or newly developed residential and commercial sites, especially those sites with sensitive features. Reduce compaction and restore infiltration capacity on already cleared sites whenever feasible.*
- *E2(K): Enhance the City's urban tree canopy appropriately to support community resilience, mitigate urban heat and stormwater runoff. This can be accomplished through a program of tree planting in public areas, including street trees, public parks, public open spaces, and public facilities. Tree placement shall not interfere with utility infrastructure, compromise Crime Prevention Through Environmental Design (CPTED) methods, or otherwise create other identifiable hazards, and shall be part of an approved capital facilities plan. Consider programs that create incentives for residents and business to plant trees on their private property, in addition to any required applicable landscaping standards.*
- *E3(A): Preserve and protect fish and wildlife habitat conservation areas through regulation, acquisitions, incentives, and other techniques, including considering regional initiatives such as the Chico Creek basin project and other salmon recovery plans.*
- *E3(B): Preserve and protect natural surface water storage sites, such as wetlands, aquifers, streams, and water bodies as these are critical features that support hydrological functions, water quality, regulate surface flows and recharge groundwater.*
- *E3(C): Participate in regional species protection efforts, including salmon habitat enhancement and restoration. Identify, prioritize, and eliminate physical barriers (such as fish-blocking culverts) and other impediments to anadromous fish spawning and rearing habitat.*
- *E3(D): Manage aquatic and riparian habitats to preserve and enhance their natural functions and processes, which provide fish and wildlife habitat and protect water quality.*
- *E3(E): Conserve and protect groundwater resources, headwater wetlands and priority habitat areas.*
- *E3(F): Promote alternatives to traditional storm water practices for new construction and require onsite stormwater management using Low Impact Development (LID) techniques and Best Management Practices (BMPs) where feasible. Support stormwater treatment retrofits and system improvements intended to improve stormwater management and quality.*
- *E3(H): Apply Bremerton's Shoreline Master Program goals and policies to development and redevelopment within the shoreline jurisdiction.*
- *E3(I): Encourage restoration of degraded shoreline areas in coordination with shoreline redevelopment and the City's voluntary shoreline restoration.*

Applicable Regulations

Under any of the alternatives, development projects would be designed and built in accordance with applicable federal, state, and local statutes and regulations. Many of these involve review and permitting processes to ensure impacts to the environment (including environmentally critical areas important to plants and animals) are avoided, minimized, documented, and mitigated to the greatest extent possible. The procedures associated with these regulations also create opportunities for public notice and comment on projects before implementation. Regulations and commitments that address stormwater runoff are identified in Section 3.3.3 in Water Resources.

Specific measures to mitigate impacts to Fish, Wildlife, and Plants from the alternatives proposed are included in the following regulations:

Local

- Stormwater - BMC Chapter 15.04
- Engineering Design and Construction Standards - stormwater
- Floodplain Management - BMC 17.60
- Critical Areas Regulations - BMC Chapter 20.14.
- Shoreline Master Program - BMC Chapter 20.16
- Project-level SEPA Review - BMC Chapter 20.04
- Watershed Restoration and Enhancement Plan – WRIA 15 (2022)

State

- Shoreline Management Act
- Washington State Hydraulic Code
- Clean Water Act Section 401
- Washington State Fish and Wildlife Priority Habitats and Species List

Federal

- Migratory Bird Treaty Act
- Bald and Golden Eagle Protection Act
- Magnuson-Stevens Fishery Management and Conservation Act Consultation
- Federal Clean Water Act Section 404
- Marine Mammal Protection Act
- Endangered Species Act Section 7 Consultation

Other Potential Mitigation Measures

Mitigation measures can benefit fish, wildlife, plants, and habitats of importance by offsetting or minimizing the impacts associated with development. Mitigation measures, other than those described above, that are potentially applicable to future development under any of the proposed alternatives include the following:

- Update to Downtown Regional Growth Center Subarea Plan includes new development regulations requiring new tree retention/replanting requirements.
- Washington State Department of Ecology's Stormwater Management Manual of Western Washington includes new tree canopy requirements.
- Implement WRIA plans, such as directing development applicants to the mitigation opportunities.
- Use a watershed approach to design mitigation areas.
- Protect habitats of importance through acquisition and expansion of parklands, where appropriate.
- Adopt more protective detention standards that require new development to detain larger volumes of stormwater runoff on-site and in a manner that mimics predeveloped stormwater patterns.
- Adopt new development requirements that set maximum limits on the percentage of a new development that could be covered with impervious surfaces and that encourage the use of soil amendments to facilitate stormwater infiltration (i.e., low-impact development practices).
- Require construction activities near wetlands and streams to be scheduled during the dry season to reduce impacts to soils.
- Require development projects to address temperature impacts from stormwater runoff or stormwater ponds.
- Implement projects to correct existing erosion problems and reduce the potential for increased erosion in the future. Examples of potential projects include channel stabilization using techniques meeting Washington Department of Fish and Wildlife criteria for streambank stabilization or bypass pipelines to divert high flows around sections of erosive channels.
- Implement fish passage barrier projects identified in the City's Stormwater Comprehensive Plan, 2023.
- Retrofit existing detention facilities to increase storage capacity and improve water quality treatment.
- Encourage buffer enhancement. Where protected stream and/or wetland buffers are in a degraded condition, encourage enhancement of the buffer through means such as establishment of native vegetation and control of non-native invasive plant species with a goal of providing high-quality riparian and stream habitat and discouraging human entry into the buffer area.
- Educate the public, especially owners of property along streams, about BMPs that could enhance or protect aquatic resources.
- Publicize and encourage the preservation of native soils and protection of the natural processes of soil maintenance and on-site hydrology. Leaving areas/tracts (belts) of native vegetation undisturbed in both commercial and residential developments can be shown to provide long-term

benefits regarding stormwater management, on-site landscaping maintenance, microclimate, and general aesthetics/sense of well-being in a developed landscape.
- Sponsor or encourage public education about the benefits of native vegetation.

3.4.4 Significant Unavoidable Adverse Impacts

The development and growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact fish, wildlife and plants. Development under all alternatives would require some losses of vegetative cover, which may result in changes in hydrologic conditions and habitat fragmentation. Distributing growth across more widespread, previously undeveloped areas will result in more impacts than focusing the same growth within centers. Compliance with applicable policies and regulations will provide mitigation for each alternative under the City's stormwater management codes, critical areas codes, landscaping and shoreline master programs, as applicable. Therefore, no significant unavoidable adverse impacts to fish, wildlife and plants are expected.

3.5 Land and Shoreline Use

3.5.1 Affected Environment

Bremerton Land Use Designations and Zoning Districts

the City of Bremerton, located on the eastern edge of the Kitsap Peninsula with State Highway Route 3 bisecting east and west areas. Most of the City's land area is located on two peninsulas, separated by the Port Washington Narrows. The city limits consist of approximately 20,560 acres, including nearly 8,000 acres of undeveloped land and open space in the western portions of the city limits, distributed between the Union River watershed, the city-owned Gold Mountain Golf Course, and other forested utility-owned lands.

The City is divided into 25 total Land Use designations, and maximum residential density criteria associated with each designation limits the overall population capacity of each Land Use Designation.

Exhibit 3.5.1-1 Comprehensive Plan Land Use Designations

Residential	Mixed Use	Commercial/Industrial	Resource
Low Density Residential (LDR) Medium Density Residential (MDR) High Density Residential (HDR) East Park Subarea (EPSAP)	Downtown Subarea Plan (DSAP) District Center (DC) Harrison Heights Subarea (HHSAP) Neighborhood Center (NC) Neighborhood Business (NB) General Commercial (GC) Higher Education (HE)	Freeway Corridor (FC) Puget Sound Industrial Center (PSIC) Industrial (I)	City Utility Lands (CUL) Watershed (WS)

	Bay Vista Subarea Plan (BVSAP)		

The Comprehensive Plan enumerates land use designations, each of which are implemented in the Bremerton Zoning Code through a set of zoning districts. The most intense land uses are directed to Downtown Regional Growth Center Subarea. The land use context of what currently exists helps us better understand land use polices.

Exhibit 3.5.1-2 Acreage by Zoning District

Zoning District	Acreage	Percentage of Total
Low Density Residential (R-10)	4,230	25%
Medium Density Residential (R-18)	315	2%
High Density Residential (R-40)	135	1%
Bay Vista Subarea Plan (BVSAP)	71	.4%
District Center Core (DCC)	218	1.2%
Downtown Subarea Plan (DSAP)	180	1%
Harrison Heights Subarea Plan (HHSAP)	83	.4%
East Park Subarea Plan (EPSAP)	52	.3%
General Commercial (GC)	290	2%
Freeway Commercial (FC)	306	2%
Neighborhood Business (NB)	30	.2%
Industrial (I)	374	2.2%
Puget Sound Industrial Center (PSIC)	3,348	20%
Institutional (INST)	48	.2%
Watershed (W)	3,079	18%
City Utility Lands (CUL)	4,079	24%
Total Acres	**16,838**	**100%**

Low Density Residential: The purpose is to create new and support existing single-family neighborhoods, including single family residential homes, duplexes and townhouses, and low intensity compatible uses such as churches, schools, senior housing, and parks. Accessory dwelling units are encouraged. There are some existing small-scale commercial structures with LDR, which should be encouraged to be redeveloped by adaptive reuses to provide services to the neighborhood.

Medium Density Residential: To create a designation that recognizes the existing built environment of medium density-type development and encourages redevelopment opportunities. This designation will be for neighborhoods which are primarily developed with duplexes and similar uses.

High Density Residential: To provide a high standard of development for residential multifamily type structures and to provide a variety of housing options for a wide diversity of people.

Bay Vista Subarea Plan: The Bremerton Housing Authority's (BHA) first project, Bay Vista (formerly known as Westpark) was completed in 1941. The Bay Vista Subarea Plan is nearly completely built out.

District Center Core: The intent of District Centers is to provide a mixed-use "town center" to support the surrounding neighborhoods and general public. The City's three District Centers are important components to the overall Centers approach and have shown success in the creation of housing and revitalized commercial activity. District Centers are connected by major transportation corridors, providing access to transit and connections to commerce. Development in all Centers is further incentivized by eligibility in the City Multifamily Tax Exemption (MFTE) program.

Downtown Subarea Plan: The vision for Downtown is to provide a quality urban environment at a pedestrian scale. The Puget Sound Regional Council (PSRC) has designated Downtown Bremerton as a *Metropolitan Regional Growth Center*; this is the highest PSRC hierarchy designation given to geographical areas. These areas are intended to be the densest and most connected locations in the region and are expected to accommodate higher levels of growth. Metropolitan Regional Growth Centers are characterized by compact, pedestrian-oriented development, multimodal transportation, with a mix of office, commercial, civic, entertainment, and residential uses.

Harrison Heights Subarea Plan: In recognition of the departure of Harrison Hospital from the area, a market study was completed in 2019 which included suggestions on regulatory changes that would complement changing market conditions. This led to the adoption of the Harrison Heights (formerly known as Eastside Village) Subarea Plan in 2020 and included a Planned Action Ordinance intended to streamline environmental permitting for future projects.

East Park Subarea Plan: Originally a separate housing project of the Bremerton Housing Authority, East Park was constructed in the later 1940's to house military families. As was the case with Bay Vista (formerly West Park) when the military housing came to the end of its lifecycle, these lands were designated as a Public Sector Redevelopment and existing structures were demolished in order to redevelop the site. Today, the East Park Subarea Plan is nearing 100% completion, with only one building site on Wheaton Way remaining to develop. Upon completion over 400 residential units will be utilized, including single-family homes, townhomes, and multifamily apartment buildings.

General Commercial: The General Commercial designation is meant to accommodate more automobile-centric commercial locations, while also recognizing the need for multimodal improvements to provide growing populations healthy alternatives.

Freeway Commercial: The intent of this designation is to provide regional serving commercial and industrial uses. The nature and scale of these uses require signs and structures that are visible to motorists on nearby freeways. This is one of the few zones in the city which permit the sale of automobiles, and other observed uses include wholesale and industrial establishments.

Neighborhood Business: The Neighborhood Business designation is intended to promote commercial activity that supports the surrounding neighborhood in terms of scale and intensity of use. This designation applies to pockets of commercial activity that largely exist within existing residential areas. While adopted development regulations ensure compatibility with surrounding neighborhoods, they have not encouraged redevelopment to the degree of other commercial designations offering more favorable development criteria.

Institutional/Higher Education: This designation is intended to support the ongoing expansion of Olympic College (OC) and additionally provide housing and other uses to support the student body and staff. Structures on the OC campus range in age from the 1930's to the College Instruction Center newly constructed in 2018. Development interest continues for student housing projects in the vicinity of the College.

Puget Sound Industrial Center: The vision for the Subarea Plan is to support a vibrant industrial center that is a model of environmental stewardship and sustainability. The Puget Sound Regional Council has designated PSIC as one of 10 Manufacturing Industrial Centers (MICs) in the region. A MIC is concentrated manufacturing and industrial land that cannot be easily mixed with other activities. Manufacturing/ industrial centers are intended to continue to accommodate a significant amount of regional employment.

Industrial: The Industrial designation is meant for the most intense uses to occur within the city. Much of these lands are either active or former surface mining operations. Industrial uses have appropriate screening from any residential uses and heavy industrial uses require a Conditional Use Permit to ensure compatibility with neighboring properties.

Watershed: The city began purchasing lands for the municipal watershed in 1917, today the Watershed Lands designation is applied to lands for the primary purpose of protecting the City's public water supply. Lands designated WS also provide significant open space and animal habitats. When full, the Union River Reservoir holds over a billion gallons of water and supplies about 60% of the city's drinking water. Ownership of almost the entire Union River watershed above Casad Reservoir, allows the Water Utility to manage activities that maintain a safe, economic source of drinking water for Bremerton and the surrounding area. Forestry works with the Bremerton Police Department to coordinate patrol and surveillance of the Bremerton Watershed, which is not open to the public in order to protect this important and potentially fragile resource.

City Utility Lands: The City's management objectives for these lands shall be resource-related and structured to protect the watersheds and timberlands. These lands are vital to protect water quality and quantity in Bremerton, ensure a healthy forest cover, dispose of biosolids created from wastewater

Regional Growth Centers

Downtown Bremerton Regional Growth Center

The Downtown Regional Growth Center (DRC) designation by PSRC facilitates the ongoing creation of a vibrant, attractive downtown. New development is incentivized to be vertical and to place parking underground or within structures, not in surface lots. Street trees, well-designed public gathering areas, and lighting should be employed to create a safe, inviting experience at the street level day and night. Residents will find access to employment, transportation, and basic amenities, along with a concentration of community activities. The DRC provides housing for a wide variety of income levels in an environment that allows less reliance on the automobile. This juxtaposition of employment, housing, cultural, and recreation opportunities, provides the high mark for efficiency of public expenditures and infrastructure.

Exhibit 3.5.1-3: Bremerton Downtown Regional

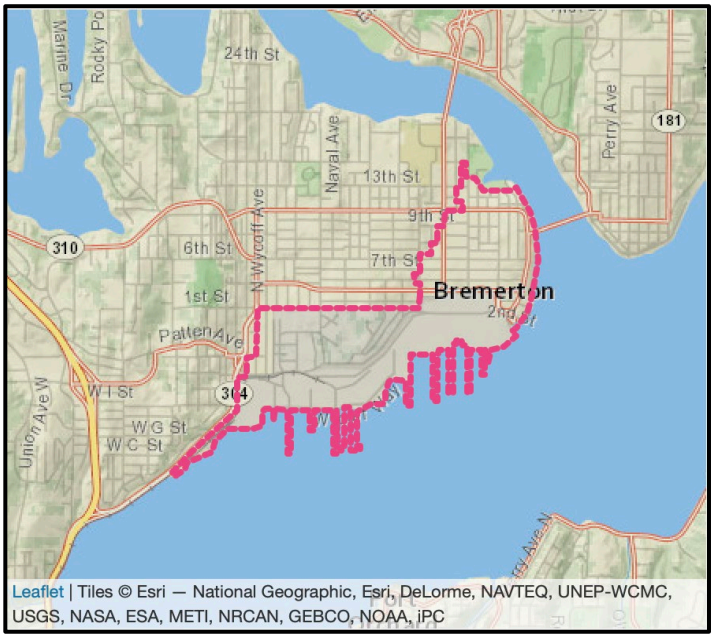
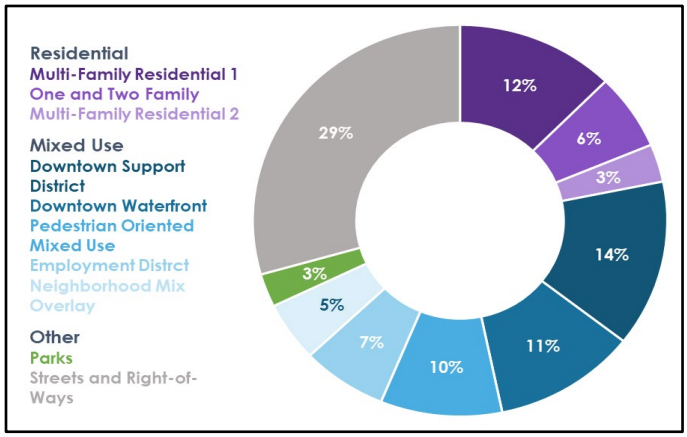


Exhibit 3.5.1-4: Bremerton Downtown Regional Center Zoning Distribution



Source: DRC Market Study, CAI

The shared border with the nearly 400-acre Naval Base Kitsap-Bremerton provides an employment hub within the Downtown Subarea. Each day thousands pass between the common border shared by Naval Base Kitsap-Bremerton and the Downtown Regional Growth Center. The DRC/Naval Base Kitsap relationship provides a model of intense compact development unmatched in a West Sound region.

Activity Units: PSRC's Regional Centers Framework utilizes activity units as a singular measurement of residential and employment density within regional growth centers. An activity unit represents one person, either an employee or a resident, who spends a significant part of nearly every day in the center. Activity units represent the total amount of activity present in an area and do not distinguish by the mix or proportion or the activity that is residential versus commercial.

The Downtown Regional Growth Center as designated by PSRC is 592 acres, which includes Naval Base Kitsap and PSNS-IMF. The portion of the DRC that is within the City of Bremerton jurisdiction is 138 acres. PSRC established a minimum activity unit density of 30 for a Metro Regional Growth Center. Exhibit 3.5.1-5 calculates the existing activity units density for the DRC, which meets the PSRC minimum activity unit density.

Exhibit 3.5.1-5: Existing DRC Activity Units Density (2023)

	Activity Units	Total Activity Units	DRC Acres	Activity Unit Density
Population	6,440	22,830	592	39
Employment	16,390			

Source: Puget Sound Regional Council

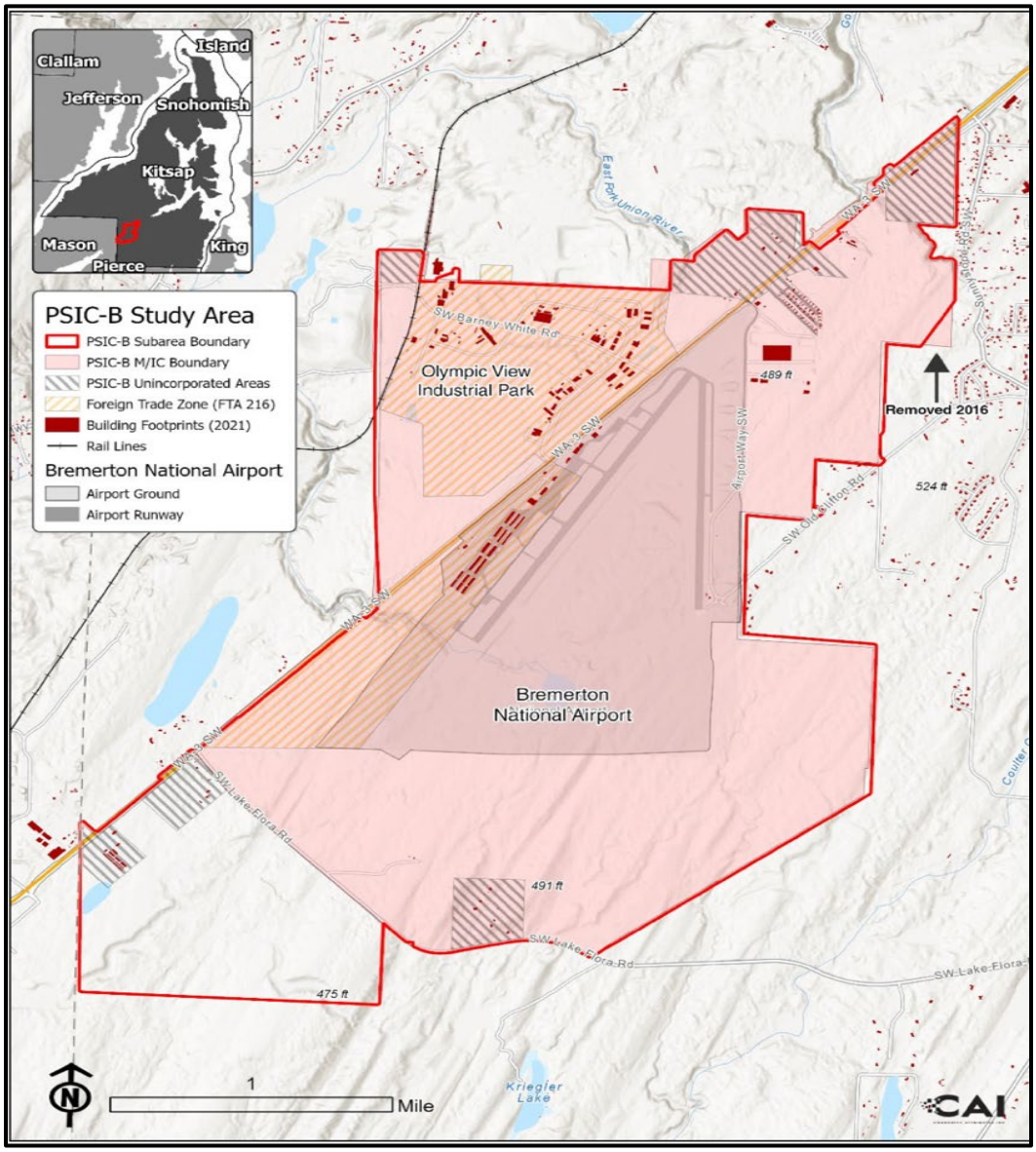
Puget Sound Industrial Center – Bremerton

Puget Sound Industrial Center- Bremerton (formerly South Kitsap Industrial Area) is an industrial employment center for which a Subarea Plan was adopted in 2012. This area has been identified by the Puget Sound Regional Council's Vision 2050 Plan as one of ten Manufacturing/Industrial Centers (MICs) in the Puget Sound region. A MIC is concentrated manufacturing and industrial land that cannot be easily mixed with other activities. Manufacturing/ industrial centers are intended to continue to accommodate a significant amount of regional employment.

In Bremerton's case, PSIC is intended to have capacity for 10,000 jobs. This area includes important employment locations that serve both current and long-term regional economic objectives and calls for the provision of infrastructure and services necessary to serve intensive manufacturing and industrial activity.

The PSIC subarea is 3,582 acres. PSIC is bounded by the unincorporated Sunnyslope neighborhood to the east, by Belfair in mason County to the southwest, and by the Olympic View Sanitary Landfill bordering the industrial park on the west.

Exhibit 3.5.1-6: PSIC Subarea



Source: City of Bremerton, 2018-2023; PSRC, 2023; Port of Bremerton, 2023; CAI, 2023

Exhibit 3.5.1-7 PSIC Subarea Zoning

Zoning Districts	Jurisdiction	Description	Acres
PSIC-AB	Bremerton	Aviation Business	1,134
PSIC-GI	Bremerton	General Industrial	1,274
PSIC - ME	Bremerton	Mixed Employment	423
PSIC - PIM	Bremerton	Port Industrial Mix	504
UI	Kitsap County	Urban Industrial	247.2
		Total	**3,582**

Planned Actions

A planned action is a development project whose impacts have been addressed by an EIS associated with a plan for a specific geographic area before individual projects are proposed. Such up-front analysis of impacts and mitigation measures then facilitates environmental review of subsequent individual development projects. Bremerton adopted a Planned Action Ordinance (PAO) for Harrison Heights (Ordinances 5401, 5402, and 5499) and Puget Sound Industrial Center – Bremerton (Ordinances 5188 and 5189).

Shorelines

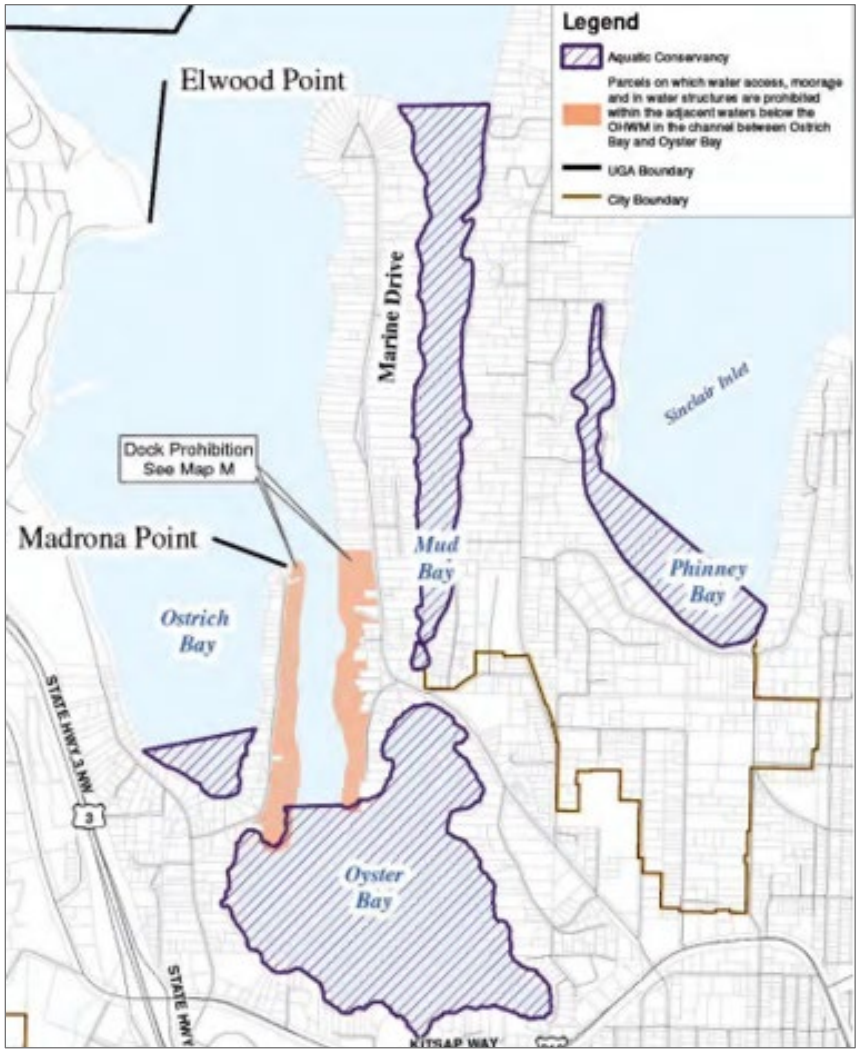
The Washington State Shoreline Management Act (SMA) requires all counties and most towns and cities to plan for how shorelines in their jurisdiction will develop through a Shoreline Master Program (SMP). The Bremerton SMP was update in 2013 to comply with new state guidelines adopted in 2004. Additionally, the SMP was updated and adopted again on April 28, 2021. The Department of Ecology announced final approval, finding the SMP consistent with the policy and procedural requirements of the SMA and its implementing rules.

The SMP establishes a system of categorizing shoreline areas designed to provide a uniform basis for applying policies and use regulations for distinctly different shoreline areas. To accomplish this, a shoreline environment designation is given to specific areas based on the existing development pattern, the biophysical capabilities and limitations of the shoreline being considered for development, and the goals and vision of the local community. The SMP is designed to encourage a balance of preferred shoreline uses, ecological protection, and public access where appropriate.

Bremerton's shoreline designations include:

- *Aquatic*: The aquatic shoreline environment includes the water and lands waterward of the ordinary high-water mark within the city's jurisdiction, including public and private tidelands, state submerged lands, and areas designated as critical saltwater habitat.
- *Aquatic Conservancy:* The Aquatic Conservancy environment is intended to preserve tidelands and waters whose existing natural state is relatively free of human influence or whose resources, biological diversity, or other features are particularly sensitive to human activity. The Aquatic Conservancy is applied to those areas marine water bodies, waterward of the Ordinary High-Water Mark, such as tidal lagoons, salt marshes and mudflats, as well as marine vegetation areas that support a significant community of kelp, eelgrass and/or other vegetation that provides special marine habitat value. See image on following page for current mapping.
- *Commercial*: The Commercial environment is intended to accommodate high intensity business districts, light industry, and various commercial operation. The designation is suitable for existing and future high intensity water-oriented uses and water oriented commercial uses.
- *Downtown Waterfront*: The Downtown Waterfront environment is a commercial designation for the downtown shoreline area that is subject to the Downtown Regional Growth Center subarea plan. The designation provides for an array of uses related to the water, multimodal transportation facilities, residential, mixed uses, while maintaining view corridors and public access.
- *Industrial*: The Industrial designation is intended to provide for efficient utilization of shoreline areas suitable for water dependent commerce and industry consistent with the SMA.
- *Isolated*: The Isolated designation recognizes areas within the shoreline jurisdiction, but are isolated from the shoreline by intervening elements, such as roads.
- *Multi-Family Residential*: The Multi-Family Residential designation is intended for areas which are currently primarily multi-family residential or intended multi-family residential use.
- *Recreation*: The Recreation designation provides recreational and public access opportunities along Bremerton's shorelines, such as parks and marinas.
- *Single Family Residential:* The Single-Family Residential designation is intended for areas which are currently or planned for single family residential uses, as well as appropriate public access and recreational uses.

- *Urban Conservancy:* The Urban Conservancy designation protects and restores ecological functions of lands with the shoreline jurisdiction. These areas are identified as having biological or physical limitations or other unique or hazardous characteristics that are incompatible with intense development. These areas generally are not suitable for intensive water dependent uses.

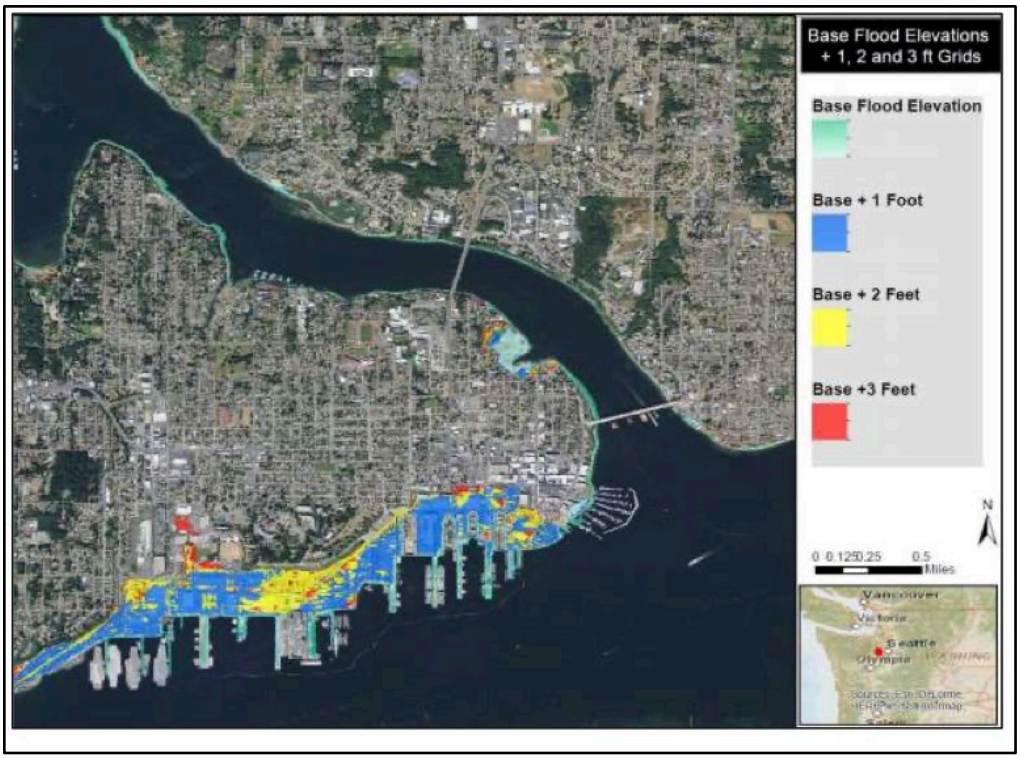


Source: 2021 Bremerton Shoreline Master Program

Sea Level Rise

Climate changes are causing sea levels to rise more rapidly. Sea level in the Puget Sound rose 20 centimeters (0.66 feet) from 1900–2008, and studies predict sea level will rise 60 centimeters (2 feet) by 2100. Bremerton participated in the Kitsap County Climate Change Resiliency Assessment, 2020. The Assessment included future climate change projections. Under the low-emissions scenario, Bremerton will as likely as not (50% likelihood) experience sea level rise of 0.35 feet by 2030, 0.7 feet by 2050, and 1.75 feet by 2100 and is virtually certain (99% likelihood) to experience sea level rise of 0.15 feet by 2100. Under the high-emissions scenario, Bremerton will as likely as not (50% likelihood) experience sea level rise of 0.35 feet by 2030, 0.75 feet by 2050, and 2.15 feet by 2100 and virtually certain (99% likelihood) to experience sea level rise of 0.1 feet by 2050 and 0.45 feet by 2100.

Exhibit 3.5.1-8 Bremerton Base Flood Elevation with 1, 2 and 3 foot



Source: Kitsap County Climate Change Resiliency Assessment, Bremerton

Land Capacity and Growth Targets

The City's Comprehensive Plan periodic update must plan to accommodate a portion of the overall growth (population, housing and employment) that is forecast for the Central Puget Sound region. Growth allocations are determined through a regional process coordinated through the Puget Sound Regional Council (PSRC) and the Kitsap Regional Coordinating Council (KRCC). Bremerton actively participates in both coordination organizations.

Within the context of this regional allocation process, Kitsap County and its jurisdictions adopted 2044 growth targets in the Kitsap Countywide Planning Policies and will be used as the basis for the 2024 Comprehensive Plan Update

Exhibit 3.5.1-9 below reports Bremerton's growth targets compared to the 2021 Buildable Lands Report's Land Capacity.

Exhibit 3.5.1-9 2044 Growth Target Comparison with 2021 BLR Land Capacity			
	2044 Growth Target[1]	BLR Capacity[2]	Difference
Population	20,252	16,640	-3,612
Housing Units	9,556	7,026	-2,530
Jobs	14,175	19,182	5,007

There is not enough land capacity for Bremerton's population and housing growth target and additional land capacity is necessary. Alternatives 2 and 3 include increases in residential dwelling unit densities and building height for mixed-use and multifamily structures as set forth in the following section.

3.5.2 Impacts

To accommodate the population and housing growth targets allocated to Bremerton by PSRC and the Kitsap CPPs, increases in residential density and building structures is necessary. Alternatives 2 and 3 propose increases in dwelling unit density and building height for a number of the zoning districts from the No Action Alternative 1.

Exhibit 3.5.2-1 reports the residential dwelling unit densities per acre and building stories and height, by zoning district and by Alternative. Increases in the Downtown Subarea densities and height are proposed in Alternative 2 and 3, consistent with the tenets of VISION 2050 where designated regional growth centers receive substantial amounts of the City's growth target.

Exhibit 3.5.2-1 Comparison of Dwelling Unit Density and Building Height by Alternative

	Alternative 1		Alternative 2		Alternative 3	
	Density Range	Max Building stories/height	Density Range	Max Building stories/height	Density Range	Max Building stories/height
Zoning Districts						
Low Density Residential	6-10 du/acre	3-4 stories 35-45'	6-10 du/acre	3-4 stories 35-45'	6-10 du/acre	3-4 stories 35-45'
Medium Density Residential	6-18 du/acre	3-4 stories 35-45'	6-18 du/acre	3-4 stories 45'	6-18 du/acre	3-4 stories 45'
High Density Residential	18-40 du/acre	3-5 stories 40-60'	15-40 du/acre	3-6 stories 65'	15-40 du/acre	3-6 stories 65'
Bay Vista Subarea Plan	Max 65 du/acre	3-7 stories 30-65'	15-65 du/acre	3-6 stories 30-65'	15-65 du/acre	3-6 stories 30-65'
East Park Subarea Plan	Max 12-60 du/acre	4-6 stories 35-60'	12-50 du/acre	4-6 stories 35-60'	12-50 du/acre	4-6 stories 35-60'
District Center Core	30-no max du/acre	6-8 stories 80'	30-no max du/acre	6-8 stories 80'	30-no max du/acre	6-8 stories 80'
Downtown Subarea Plan	6-no max du/ace	40' to market driven	15-no max du/acre	80' to market driven	30-no max du/acre	80' to market driven

[1] Kitsap Countywide Planning Policies, Appendix B-1 and F
[2] Kitsap Buildable Lands Report

Harrison Heights Subarea Plan	6-no max du/acre	6-8 stories 35-80’	6-no max du/acre	6-8 stories 35-80’	6-no max du/acre	6-8 stories 35-80’
General Commercial	No min/max du/acre	3- 5 stories 45’	15-No max du/acre	3-6 stories 65’	15-No max du/acre	3-6 stories 65’
Industrial	Residential prohibited	No stories specified 50’	Residential prohibited	4-5 stories 50’	Residential prohibited	4-5 stories 50’
Neighborhood Business	15-no max du/acre	3-4 stories 35’	15-no max du/acre	3-4 stories 35’	15-no max du/acre	3-4 stories 35’
PSIC	Residential prohibited	Market Driven	Residential prohibited	Market Driven	Residential overlay	Market Driven
Freeway Commercial	Residential Prohibited	No stories specific 60’	Residential Prohibited	No stories specific 60’	Residential Prohibited	No stories specific 60’
Higher Education Institutional	20-no max du/acre	4-6 stories 85’	15-no max du/acre	4-8 stories 85’	15-no max du/acre	4-8 stories 85’

Using the methodology from the Kitsap Buildable Lands Report, population is translated into housing unit capacity based upon average household size for single-family and multi-family units. Exhibit 3.5.2-2 summarizes the housing unit capacity by Alternative to the housing growth target. Both Alternatives 2 and 3 upzoning results in meeting the growth target and provides a surplus of housing unit capacity.

Exhibit 3.5.2-2 Comparison of 2044 Housing Target to DEIS Alternative Housing Capacity

	2044 Housing Growth Target	**Alternative 1**	**Alternative 2**	**Alternative 3**
Housing Units	9,556	SF 1,731 MF 5,679	SF 1,731 MF 8,344	SF 1,712 MF 8,480
Totals Surplus/Deficit	**9,556**	**7,410** 2,146 deficit	**10,067** 511 surplus	**10,192** 636 surplus

Source: City of Bremerton DCD

Exhibit 3.5.2-3 further defines where capacity is increased in Alternatives 2 and 3 from Alternative 1’s No Action. Consistent with the PSRC’s Growth Strategy, the Downtown Regional Growth Subarea has been upzoned to provide nearly 50% more capacity from Alternative 1, with the potential of even more capacity due to market driven density and height.

Exhibit 3.5.2-3: Housing Unit Capacity by Zoning District and by EIS Alternative

	Alternative 1		**Alternative 2**		**Alternative 3**	
	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity

Zoning Districts						
Low Density Residential (R-10) Pipeline housing units	1,402 209		1,394 209		1,383 209	
Medium Density Residential (R-18)		131		131		125
High Density Residential (R-40)		146		341		406
Bay Vista Subarea Plan Pipeline housing units	120	0	120	62	120	62
East Park Subarea Plan		56		56		56
District Center Core (DCC) Pipeline housing units		469 359		469 359		469 359
Charleston District Center (CDC)		114		114		114
Downtown Subarea Plan (DSAP) Pipeline housing units		2069 295		4027 295		4027 295
Harrison Heights Subarea Plan (HHSAP)		1695		1695		1695
General Commercial (GC) Pipeline housing units		186 72		636 72		636 72
Institutional (INST)		3		3		3
Neighborhood Business (NB)		84		84		84
Puget Sound Industrial Center (PSIC)						77
Total	**1,731**	**5,679**	**1,723**	**8,344**	**1,712**	**8,480**
Total All Units	**7,410**		**10,067**		**10,192**	
2044 Housing Growth Target	**9,556**		**9,556**		**9,556**	
Surplus/Deficit	2,146 deficit		511 surplus		636 surplus	

Source: City of Bremerton DCD

Exhibit 3.5.2-4 reports employment capacity by each Alternative. Consistent with the PSRC's Growth Strategy, the City's regional growth centers - Puget Sound Industrial Center (PSIC) and the Downtown Regional Growth Center Subarea both have substantial job capacity, with PSIC representing 60% capacity for the City's employment growth target.

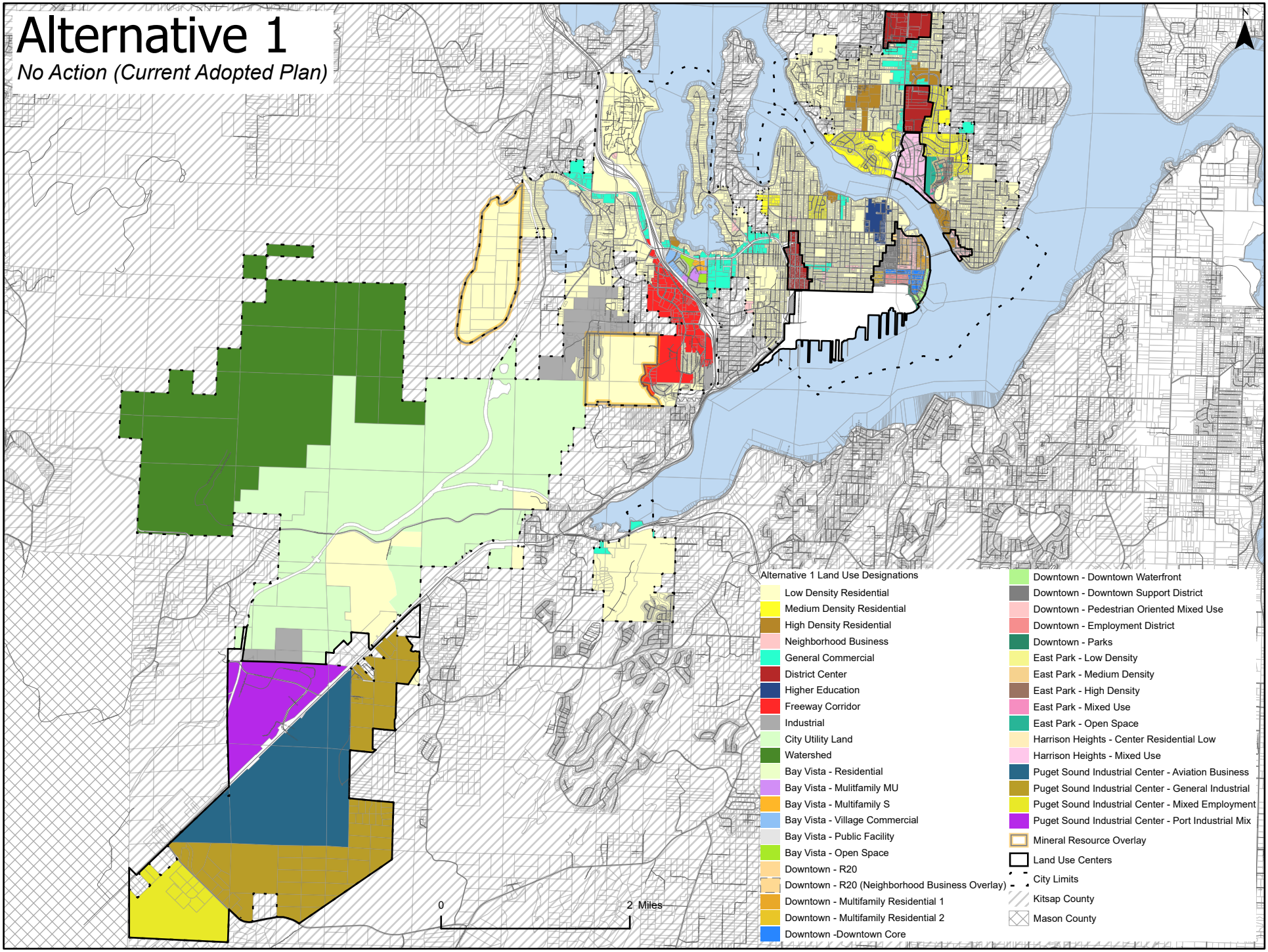
Exhibit 3.5.2-4 Employment Capacity by Zoning District and by EIS Alternative

	Alternative 1	Alternative 2	Alternative 3
	Employment Capacity	Employment Capacity	Employment Capacity
Zoning Districts			
Low Density Residential (R-10)	0	0	0
Medium Density Residential (R-18)	0	0	0
High Density Residential (R-40)	0	0	0
Bay Vista Subarea Plan	81	41	41
East Park Subarea Plan	0	0	0
District Center Core (DCC)	163	163	163
Charleston District Center (CDC)	25	25	25

Downtown Subarea Plan (DSAP)	1,625	1,625	1,625
Harrison Heights Subarea Plan (HHSAP)	2,770	2,700	2,770
General Commercial (GC)	289	289	289
Institutional (INST)	101	101	101
Neighborhood Business (NB)	67	67	67
Freeway Corridor	441	441	441
Industrial	635	635	635
Puget Sound Industrial Center (PSIC)	9,638	9,638	9,543
Subtotal	**15,835**	**15,795**	**15,700**
Pipeline Jobs	653	653	653
Total	16,488	16,448	16,353
2044 Employment Growth Target	**14,175**	**14,175**	**14,175**
Surplus	2,313	2,273	2,178
Source: City of Bremerton DCD			

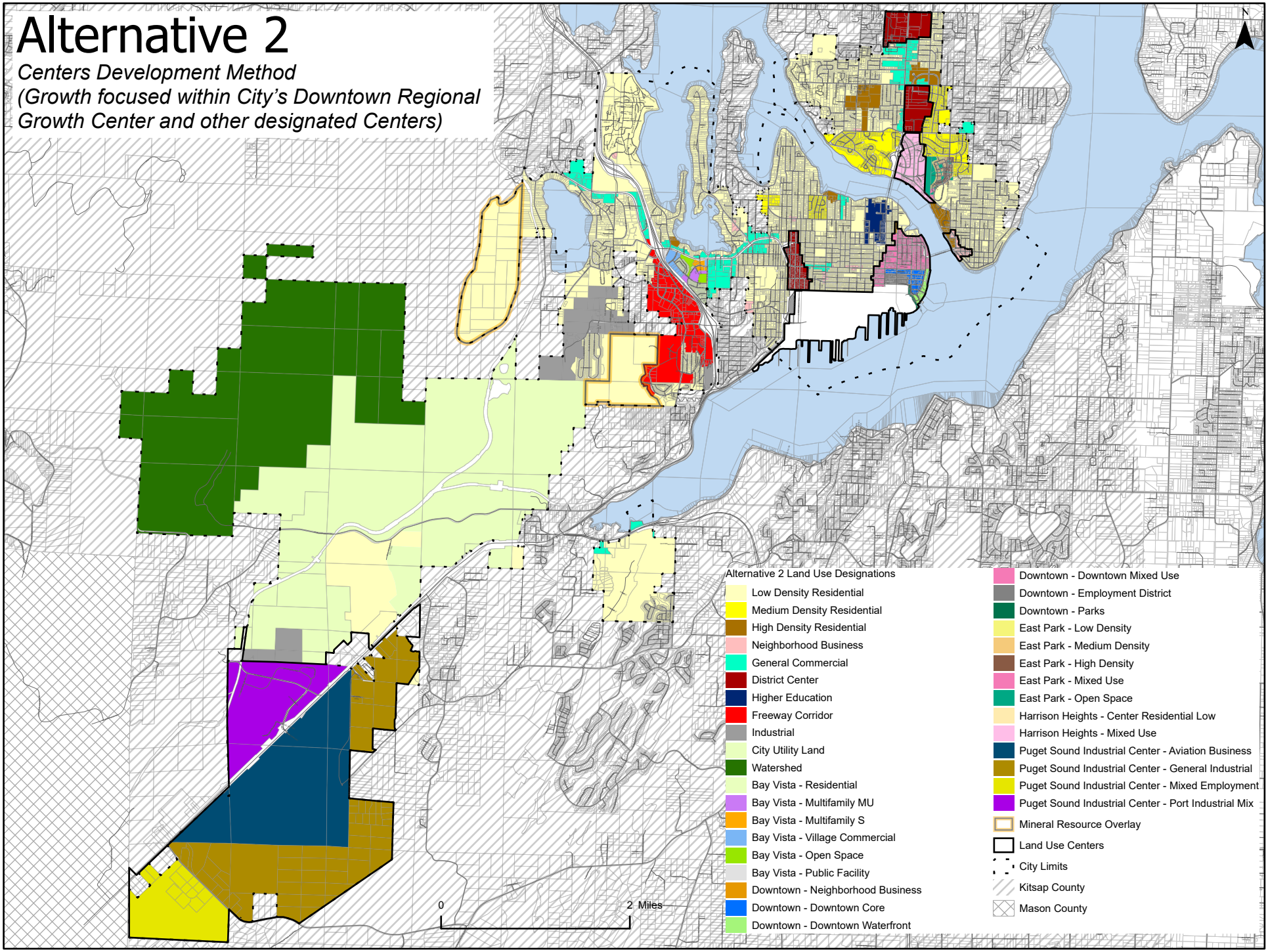
Alternative 1

No Action (Current Adopted Plan)



Alternative 2

Centers Development Method
(Growth focused within City's Downtown Regional Growth Center and other designated Centers)



Impacts Common to All Alternatives

All Alternatives would allow growth across the city on vacant, underutilized and re-developable lands, and the city would see continued increases in housing and employment under all alternatives over the course of the planning period. General impacts associated with additional housing and employment growth include:

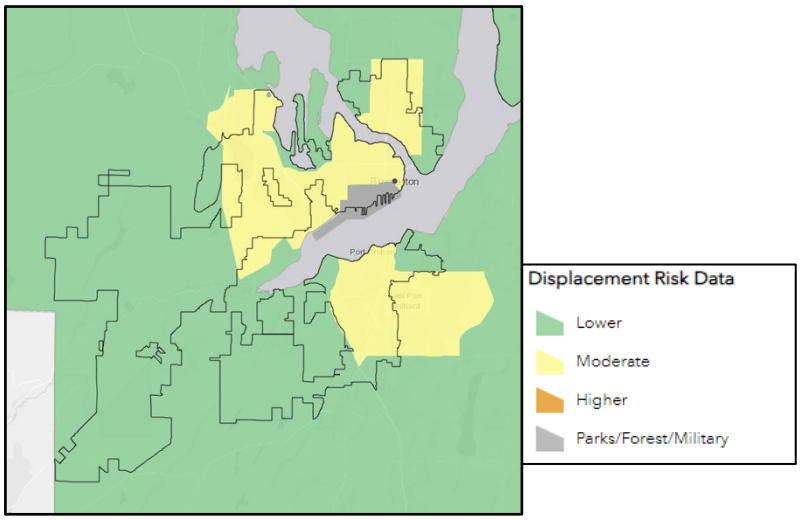
- Conversion of undeveloped or underutilized land for new residential, commercial and/or industrial uses.
- Increased intensity of use on developed parcels through redevelopment, or infill development on underutilized parcels.
- Land use compatibility issues resulting from encroachment of new intense urban development patterns on current uses, often less intense.

Other impacts common to all Alternatives include displacement risk and sea level rise:

Displacement Risk

New development under all alternatives could increase direct displacement pressures for both existing dwellings and employment space. The Puget Sound Regional Council has developed a strategy to determine the risk of displacement of census tracts. Each census tract in Bremerton has received a place on the displacement index by analyzing factors in the following categories: socio-demographics, transportation qualities, neighborhood characteristics, housing, and civic engagement. Bremerton is shown to have a low to moderate level of displacement risk.

Exhibit 3.5.2-5 PSRC Displacement Risk Mapping



Source: Puget Sound Regional Council

Sea Level Rise Impacts

Climate change is likely to affect future land use development. Future development in Bremerton may be impacted by future sea level rise, storm surges, and flooding. Future climate change may also affect buildable land, zoning, land cover types, and vegetation cover for Bremerton. In addition to localized sea level rise projections, Bremerton is likely to experience climate impacts comparable to other parts of the Puget Sound region. These impacts include the following:

- Warmer surface and subsurface marine waters. Regional models project a 2.2°F temperature increase by mid-century (2030-2059) under moderate emissions scenarios.
- More acidic oceans and more intense and frequent low dissolved oxygen events and dead zones.

- Warmer air temperatures, with expected warming of 4.9°F by end of century under RCP4.5 and 8.5°F by end of century under RCP8.5.
- An increase in the number of extreme heat days during the summer and decrease in freeze-free days during the winter.
- Increased intensity of maximum 24-hour precipitation events.
- Changes in seasonal precipitation patterns, with increased winter precipitation and decreased summer precipitation.

Climate impacts to public infrastructure could include:

- Potential disruption of transportation routes and damage to ferry terminal. Any damage to transportation infrastructure will affect local and regional connectivity.
- Heavy rains, sea level rise, flooding events, and heat waves could affect the Bremerton Airport, state highways, and ferry infrastructure and operations.
- Potential overload and damage of stormwater and wastewater infrastructure from flood inundation and/or saltwater intrusion.
- More frequent flooding of low-lying coastal infrastructure, including roads, structures and public facilities. SR 3 and Naval Base Kitsap are noteworthy examples.

Impacts of Alternative 1

In addition to the Impacts Common to all Alternatives, Alternative 1 No Action, while there is capacity and growth for 7,410 housing units, it does not provide enough capacity to meet Bremerton's housing unit growth target.

Impacts of Alternative 2

Alternatives 2 growth results with greater activity levels within the Downtown Regional Growth Center Subarea, supportive of PSRC's Regional Growth Strategy. Harrison Heights Subarea Plan also provides substantive housing unit capacity. Other zoning districts that will likely experience growth under Alternatives 2 include District Centers, General Commercial, Low and Medium Density Residential, in the form of increased units per parcel in response to state legislative actions (ADUs, 4 du/parcel). PSIC provides the greatest employment land capacity for all Alternatives, followed by Harrison Heights Subarea and Downtown Regional Growth Center Subarea. Alternative 2 would reduce pressures on other parts of the city and ensure that the tenants of PSRC's VISION 2050 compact land use character is forwarded.

Impacts of Alternative 3

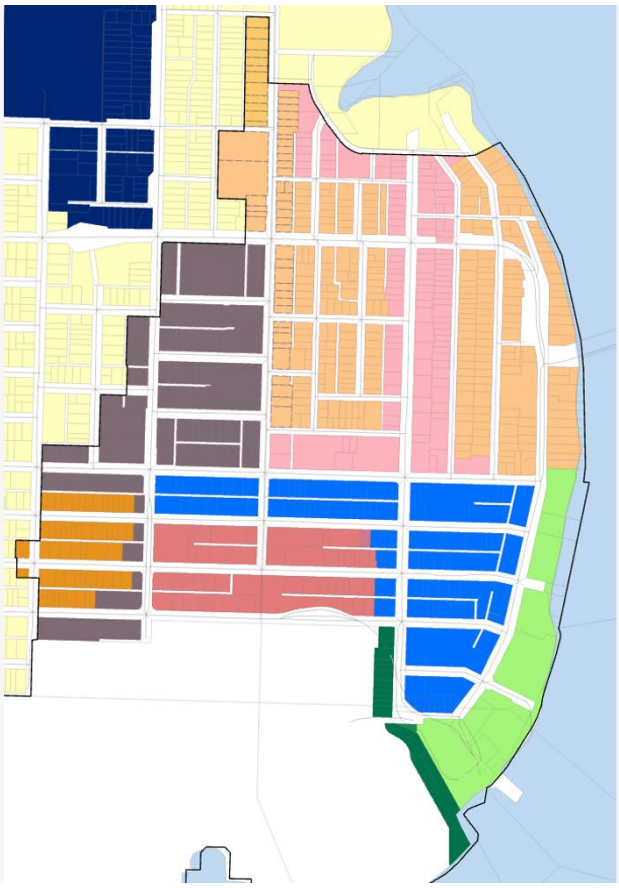
Alternatives 3 growth results with greater activity levels within the Downtown Regional Growth Center Subarea, supportive of PSRC's Regional Growth Strategy. Harrison Heights Subarea Plan provides substantive housing unit capacity. Other zoning districts that will likely experience growth under Alternatives 3 include District Centers, General Commercial, Low and Medium Density Residential in the form of increased units per parcel in response to state legislative actions (ADUs, 4 du/parcel), and High Density Residential. PSIC provides the greatest employment land capacity for all Alternatives, followed by Harrison Heights Subarea and Downtown Regional Growth Center Subarea.

Downtown Regional Growth Center Subarea Plan

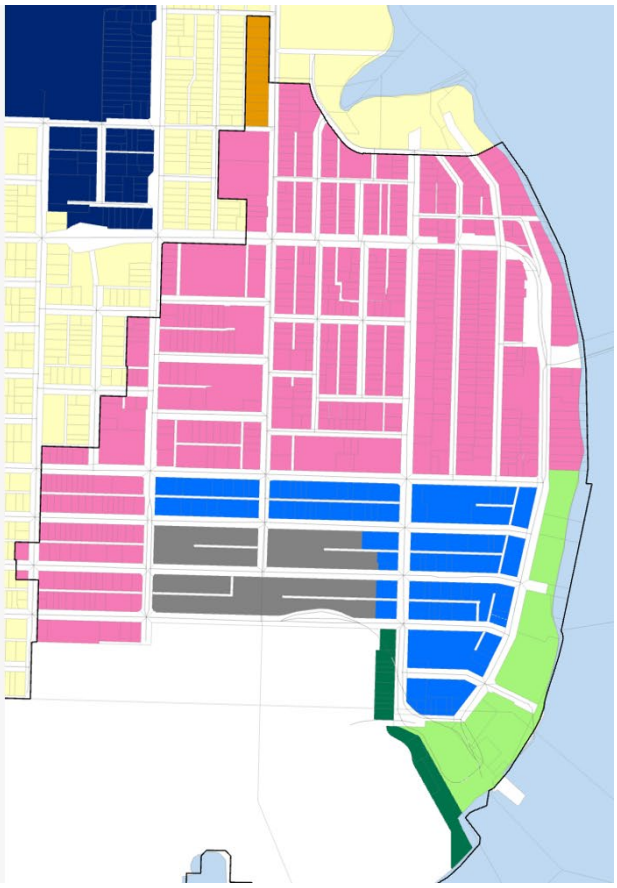
Impacts to the Downtown Regional Growth Center Subarea are consistent with Alternatives 2 and 3. Increased residential densities achieved through building height and story increases are necessary in order to provide the capacity needed to meet the City's housing growth target. Increased heights could result in common urban land use impacts, such as shadows, increased bulk and scale, and urban heat islands. As part of the update to the Downtown Regional Growth Center Subarea Plan several zones are proposed to be aggregated into a single zone, entitled the Downtown Mixed-Use zone, with market driven density and maximum height of 80' for this zone. Other zones within the Downtown Subarea will allow for market driven heights. Exhibit 3.5.2-6 below depicts the changes in zoning between Alternative 1 and Alternatives 2 and 3 for the Downtown Subarea.

Exhibit 3.5.2-6 Changes in Downtown Regional Growth Center Subarea Zoning by Alternative

Alternative 1 Downtown Subarea Zoning



Alternative 2 & 3 Downtown Subarea Zoning



Summary of Impacts by Alternative

All alternatives are informed by the comprehensive plan and provide capacity for housing, population and employment growth which include new or redevelopment. Alternative 1 does not have sufficient capacity to meet housing targets for 2044 assigned to Bremerton through the Kitsap Countywide Planning Policies. Alternatives 2 and 3 support higher densities and concentrate growth in City's regional growth centers of Downtown Subarea and Puget Sound Industrial Center-Bremerton.

All alternatives would result in new construction that will result in changes of use and the characteristics of parcels of land, with generalized increases in building height, bulk and scale, and development intensity over time. It also includes the gradual conversion of low-intensity uses to higher-intensity development patterns. While these impacts will be partially mitigated by the application of development regulations including design regulations, some changes in use and character are unavoidable aspects of growth.

As the City develops there may be displacement of existing housing and jobs, however, is not anticipated to be significant and adverse as PSRC's displacement risk mapping tool indicates the city's land use at a low risk for future displacement.

Threshold	Alternative 1	Alternative 2	Alternative 3

Consistent with PSRC Growth Strategy VISION 2050	⊕⊕	⊗	⊗
Land Use Capacity for Growth Target	⊕⊕	⊗	⊗
Climate Resilience	⊕	⊕	⊕
Displacement Risk	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.5.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding Land Use and Shoreline, as listed below.

- *LU1(A): Designate neighborhoods, communities, and centers throughout the City and encourage the implementation of design guidelines for new development and redevelopment that complement the designated purpose and scale. Compact, mixed-use development should be focused within the City's designated centers, through increased density that provides additional housing capacity.*
- *LU1(B): Support coordinated planning efforts among jurisdictions, agencies, tribes, ports and Kitsap County, and U.S. Navy. Coordinate Bremerton's growth consistent with the Kitsap Countywide Planning Policies and the Puget Sound Regional Council's Vision 2050, and state requirements.*
- *LU1(C): Coordinate with Naval Base Kitsap to recognize mutual benefits and minimize conflicts between development and naval operations, and consider the Kitsap County Joint Land Use Study, 2015.*
- *LU1(E): Develop as a high-quality, compact City that imparts a sense of place, provides for mixed uses and choices in housing types, and encourages walking, bicycling, and transit use.*
- *LU1(F): Where appropriate, support the transformation of underutilized lands, such as surplus public lands or environmentally contaminated lands, to higher- density, mixed-use areas when complementary to the development of City centers and/or the enhancement of existing neighborhoods.*
- *LU2(A): In order to combat chronic vacancy experienced in select areas, the City should consider zoning regulations that promote occupancy for buildings that are experiencing prolong vacancy.*
- *LU2(B): Support flexible development regulations to allow transitions of uses over time.*
- *LU2(C): Support adaptive reuse of existing buildings with uses that are compatible with surrounding neighborhoods.*
- *LU2(D): Provide development incentives and flexibility within regulations to encourage desirable design elements.*
- *LU3(C}: Promote land use patterns and development phasing to minimize impacts on natural systems, maximize returns on infrastructure investment, and reduce greenhouse gas emissions.*
- *LU3(D): Adopt site and building standards that contribute to reduced greenhouse gas emissions and result in more sustainable development.*
- *LU1-Cen(A): Development regulations should encourage pedestrian oriented mixed-use design in Centers and address such issues as:*
  (1)Locating buildings or features in the core of the Center at sidewalk edge,
  (2) Providing windows and other architectural features that foster pedestrian interest along street fronts,
  (3) Adopting sign standards that reflect pedestrian scale,
  (4) Encouraging and/or requiring architectural features that are of a scale and type appropriate for viewing by pedestrians at the building front and immediately nearby, and
  (5) Development projects should be encouraged to provide amenities such as street furniture, street trees, small public spaces and plazas, etc.

- *LU1-Cen(B): Provide for advanced utility planning to offer upgraded, ready-to-serve services for development designed to achieve maximum density.*
- *LU1-Cen(G): Plan for densities and prioritize investments that maximize benefits of transit investments in high-capacity transit station areas that are expected to attract significant new population or employment growth.*
- *LU1-Cen(H): Evaluate planning within the City's regional growth center Downtown Subarea Plan and any identified high-capacity transit station areas for their potential displacement of marginalized residents and businesses. Promote a range of strategies to address any identified or potential displacement impacts.*
- *LU2-Cen(A): Pre-qualify key areas and sites for environmental permitting through such tools as subarea plans and related programmatic Environmental Impact Statements. Work toward enabling development in Centers to proceed as a Planned Action under the State Environmental Protection Act (SEPA) including coordination with the local tribal government for protection of treaty cultural and natural resources.*
- *LU2-Cen(B}: Coordinate with Kitsap Transit to provide transit access to centers.*
- *LU2-Cen(C): Provide incentives and flexibility that encourage and enable development in Centers, including alternative parking options like payment in lieu of parking spaces.*
- *LU3-Cen(A): Provide recreation opportunities within centers including access to the shoreline.*
- *LU1-DRC(A): Implement the plan for population and employment growth as detailed in the Downtown Subarea Plan to ensure that the center meets the growth expectations outlined in Puget Sound Regional Coordinating Council's Vision 2050.*
- *LU1-DC(B): Encourage the implementation of design elements for new development and redevelopment that complement the designated purpose and scale of the Center and surrounding neighborhoods. Buildings should be designed to accommodate a human scale and urban livability.*
- *LU1-UGA(A): Establish urban growth area that are large enough to accommodate the expected population growth for 20 years, in a way that meets the Countywide Planning Policies.*
- *LU1-UGA(B): Apply the adopted Citywide growth strategy consistently to all of the City's urban growth areas as a basis for more localized planning.*
- *LU1-UGA(C): Promote the efficient delivery of urban facilities and services within urban growth areas by phasing infrastructure extension in the Urban Growth Areas most cost-effective manner.*
- *LU1-UGA(D): Coordinate with Kitsap County to consider development regulations, planned level of service, and infrastructure standards within the City's urban growth areas.*
- *LU1-UGA(E): Participate with Kitsap jurisdictions in the review of urban growth area boundaries relative to the Office of Financial Management's 20-year population forecast and make adjustments, as warranted, to accommodate anticipated growth.*
- *LU1-UGA(F): Attract the majority of the county's population and employment in the City limits and urban growth areas in ways that ensure a balance among livability, preservation of environmental quality, open space retention, varied and affordable housing, high quality cost- efficient urban services, and an orderly transition from county to City jurisdiction.*
- *LU1-UGA(G): Evaluate annexations on the basis of their short and long-term community impacts and benefits.*
- *LU1-UGA(H): Support annexations that create logical boundaries and reasonable service areas within the City's urban growth areas, where the City has the fiscal capacity to provide services, while requiring property owners within an annexing area to assume a share of the city's bonded indebtedness.*
- *LU1-UGA(K): In cooperation with adjoining local governments, determine the ultimate extents of the City's physical growth and promote the designation of non-urban "separators" to define these limits.*
- *H2(A): Support the private sector's efforts to provide a full range of housing options to meet the needs of all ages and demographics.*
- *H2(E): Support efforts to provide for a variety of housing options such as:*
  - *Emergency group housing, homeless shelters and short-term housing to meet the needs of those in the lower income categories.*

- *Promote housing for the special needs of students, particularly in the vicinity of Olympic College. Encourage apartments and dormitories in locations that directly service the college.*
- *Plan for and support episodic surges and reductions in military personnel. Provide opportunities to allow for different housing densities to accommodate the diverse needs of military personnel.*
- *Respond to the special needs of the growing elderly population within the City. Encourage a full range of housing options including retirement housing complexes in all residential zones particularly in areas with direct proximity to services and amenities. Encourage programs which allow elderly to remain in their homes as long as possible.*
- *Provide for integration of special needs housing within the community by allowing for government-assisted housing, housing for low-income families, manufactured housing, group homes, and foster care facilities.*
- *Encourage construction to meet and exceed ADA standards whenever possible.*
- *Encourage and support the development of emergency, transitional and permanent supportive housing with appropriate on-site services for persons with special needs and vulnerable populations.*

- *H2(H): Provide sufficient land for the city's projected population and housing targets, especially in the City's Centers and accessible to transit.*
- *H2(I): Plan for sufficient housing and a variety of housing types to meet the needs of the existing and projected population at all income levels while also encouraging the private sector to meet the changing demographic needs and preferences.*
- *H2(J): Promote jobs-housing balance by providing for a range of housing choices that are accessible and attainable to people of all income levels, near job centers, and high-capacity transit centers.*
- *H2(K): Review and streamline development standards and regulations to improve public benefit, provide flexibility and minimize additional costs to housing.*
- *H2(L): Expand housing capacity for Missing Middle Housing to bridge the gap between single-family and more intense multifamily development by allowing a variety of housing types and densities.*
- *ED2(B): Ensure new development promotes street level activation to encourage walkability and social interaction through site and façade design, including but not limited to the following:*
  - *Design standards should be required for new commercial structures, especially in Centers, that ensure buildings and site layouts are designed with a focus on pedestrian scale such as intersection anchoring, strategically locating parking to the rear of structures, recognizable access ways, promotion of weather protection etc.*
  - *Promote the use of the design review board to ensure aesthetic quality, pedestrian scale of new buildings, and flexibility of development standards within the Downtown Regional Center for both new construction and substantial remodel of existing structures.*
- *ED3(C): Pursue state legislation, programs, and tax strategies to aid business districts in attracting and retaining a diverse commercial base. Expand existing strategies such as the Multi-Family Tax Exemption and the Empowerment Zone citywide as appropriate.*
- *ED5(E): Identify potential physical, economic, and cultural displacement of existing businesses that may result from redevelopment and market pressure. Identify a range of strategies to mitigate displacements to the extent possible.*
- *ED4(C): Work with Kitsap Transit to enhance access to commerce during standard business hours, nights, and weekends.*
- *ED4(D): Coordinate with the Naval Base Kitsap and the Washington State Ferry Service to work towards reducing parking demands and traffic influxes from commuter and shipyard workers on City streets. Continue to limit surface parking as it does not promote economic development of the City. TR1(A): Support and participate in cooperative regional transportation planning processes to ensure a multimodal transportation system that supports the Regional Growth Strategy and consistency and connectivity throughout the region.*

- *TR1(B): Coordinate with WSDOT, Kitsap County, and other stakeholders to ensure state facility improvements meet the goals of Bremerton and Comprehensive Plan and minimize negative impacts to the local transportation system.*
- *TR3(C): Further develop the Complete Streets ordinance, with a context-sensitive design focus to ensure multimodal improvements fit the community in which they are located, to better* be utilized within the City.
- *CS1(K): Work actively through public and private partnerships to develop and implement a viable urban forestry management plan.*

Applicable Regulations

- State and Regional Review: As required by GMA, the City of Bremerton will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.
- Bremerton Municipal Code (BMC) Title 20 Land Use regulates development standards — such as densities, uses, lot sizes, setbacks, height, landscaping, parking, and building design.
- Bremerton offers a Multi-Family Property Tax Exemption (MFTE) program BMC 3.78, the purpose is to provide incentives for multifamily housing in designated areas, and 1) thereby stimulating new construction or rehabilitation of existing vacant and underutilized buildings for multifamily housing; 2) assisting in directing future population growth to designated areas; 3) achieve densities which are more conducive to transit use; and 3) provide incentives for market-provided affordable units.
- Prepare new Climate Change and Resiliency Element as required by HB 1181, to be included as a Comprehensive Plan amendment by 2029.
- Recent to the City's Services and Utility Plans, such as water, wastewater, transportation, stormwater and parks, recreation and open space, are included and projects identified to support growth targets.

Downtown Regional Growth Center Subarea Plan

- An updated Downtown Regional Growth Center Subarea Plan has been prepared and included as part of the City's comprehensive plan update package. The Downtown Subarea Plan update is necessary to incorporated updated policies and plans that ensure consistency with PSRC's 2018 Regional Centers Framework. The updated Downtown Subarea Plan includes an updated vision, existing conditions, new market study, land use policies and plan, transportation and transit plan, and revised development and design standards.
    - Several zones are proposed to be aggregated into a single zone, called the Downtown Mixed-Use Zone, with a maximum height of 80-feet and no maximum density. To provide enhanced open space opportunities, and combat potential effects of heat islands, additional tree requirements are proposed in this updated zone. Open space opportunities along the shoreline are also planned, with a public shoreline pedestrian promenade to be implemented concurrently with future development.
    - Development standards will need to be updated for the Downtown Subarea to enact the density and height increases necessary to support the City's housing growth target, as well as other development and design standards to support mixed use center uses and form and mitigate urban heat island effects.

- A Joint Compatibility Transportation Study (JCTP) was prepared in 2023 and is a commuter and traffic plan the City of Bremerton developed in partnership with Naval Base Kitsap Bremerton. The JCTP builds on previous work from the NBK-BR and other agencies, and evaluates a range of alternatives to improve multimodal access to and from NBK-BR. The Preferred Alternative identifies primarily multimodal improvements within the Downtown Regional Growth Center Subarea. Transportation improvements in the JCTP expected to be led by the city include re-

channelization of 6th Street and Naval Avenue, multimodal infrastructure improvements near the base gates and adaptive signal timing on Burwell Street, Kitsap Way, 6th Avenue, and 11th Street.

Puget Sound Industrial Center – Bremerton Subarea Plan

- Amendments to the Puget Sound Industrial Center-Bremerton Subarea Plan have been prepared and included as part of the City's comprehensive plan update package. The PSIC Subarea Plan update is necessary to incorporated policies and ensure consistency with PSRC's 2018 Regional Centers Framework. The updated PSIC Subarea Plan includes discussion on the MIC's regional role as an employment center, updates existing conditions, incorporates a new market study, and updates transportation and capital facilities plan.
    - Minor amendments to PSIC's development standards are also proposed to be implemented consistent with recommendations made in a *2023 Puget Sound Industrial Center Market Study,* which included feedback from PSIC property owners and businesses. Proposed changes include added flexibility to PSIC Subarea Plan zoning development criteria (landscaping, impervious surface coverage, parking, etc.) and removing redundant/outdated information related to transportation and stormwater within the plan.

Other Potential Mitigation Measures

- Offer flexibility in building height, floor area, and other development standards for buildings that come into compliance with flood-resistant construction standards or that encourage retrofits that enhance resiliency.
- Create or identify resilience hubs for central point of resources. Identify one or more resilience hubs offering coordinated communication to community members, distribution of needed resources.
- Review and consider strategies identified in the Washington State Climate Resilience Strategy document.
- Continue to partner with US Navy, Kitsap County Department of Emergency Management and other appropriate agencies to prepare for the probability of some type of sea level rise.

3.5.4 Significant Unavoidable Adverse Impacts

Under all alternatives, additional growth would occur across the city and a generalized increase in building height, bulk and scale, and development intensity over time, as well as the gradual conversion of low-intensity uses to higher-intensity development patterns. This transition would be unavoidable, but it is not significant and adverse since this is an expected characteristic of the City's designated regional growth centers and helps fulfill Countywide Planning Policies and VISION 2050 strategies for focusing growth in Bremerton as a metropolitan city.

Future growth is likely to create localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with the combination of existing and new development regulations, zoning requirements, and design guidelines, no significant unavoidable adverse impacts are anticipated.

3.6 Relationship to Plans and Policies

This section describes pertinent plans, policies, and regulations that guide or inform the proposal. Plans and policies evaluated in this section include the Growth Management Act (GMA), Puget Sound Regional Council's (PSRC) VISION 2050, and the Kitsap County Countywide Planning Policies (CPPs). Each of these policy documents establish a regulatory or policy framework with which comprehensive plans must be consistent.

According to WAC 365-196-210(8), consistency means “"that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.” For the purposes of this analysis, consistency means that the alternative can occur and be implemented together with the selected goal or policy without contradiction. In this section, a finding of inconsistency or contradiction with plans and policies would be considered to result in a significant adverse impact.

3.6.1 Affected Environment

Washington State Growth Management Act

The Washington State GMA was adopted in 1990 in response to concerns over uncoordinated growth and its impacts on communities and the environment. The GMA contains a comprehensive framework for managing growth and coordinating land use with infrastructure. Provisions of the GMA apply to the state’s largest and fastest growing jurisdictions, including Bremerton.

GMA is the preeminent legislation for land use planning in Washington state (RCW 36.70A). The GMA requires local governments to prepare comprehensive plans to accommodate 20 years of expected growth. Required elements include land use, housing, capital facilities, utilities, transportation, economic development, and parks and recreation. The GMA and other state and regional policies provide specific guidance for the contents of these elements. Bremerton is preparing an update to its Comprehensive Plan. The plan will refine and implement the community vision, values, and objectives, and update each element of the Comprehensive Plan.

The GMA contains broad planning goals (RCW 36.70A.020) to guide local jurisdictions in determining their vision for the future and in developing plans, regulations, programs, and budgets to implement that vision. The goals are presented below, in no order of priority.

- **Urban growth**. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation**. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing**. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- **Economic development**. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.
- **Property rights**. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- **Permits**. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural resource industries**. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.

- **Open space and recreation**. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **Environment**. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **Citizen participation and coordination**. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public facilities and services**. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic preservation**. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- **Climate change and resiliency**. Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.
- **Shoreline management**. Goals and policies of the Shoreline Management Act are set forth in RCW 90.58.020.

Bremerton is preparing an update to its comprehensive plan. The plan will refine and implement the community vision, values and objectives, and update each element of the comprehensive plan. The City's 2024-2044 plan will address future growth and development consistent with GMA and regional planning requirements for updates**.**

Plan Consistency

A central concept of GMA is the requirement that comprehensive plans be internally and externally consistent. Internal consistency means that the "differing parts of the comprehensive plan must fit together so that no one feature precludes the achievement of any other" (WAC 365-196-500(1)). In a practical sense, internal consistency also means using compatible assumptions, such as consistent numeric assumptions in land use, capital facilities, and other elements of the comprehensive plan. Further, if relying on forecasts, data, or functional plans developed by other entities, a county or city should identify differences and reconcile them to have compatible assumptions. Finally, each plan must have a mechanism for ongoing review and plan adjustment, as well as required review cycles in the Growth Management Act (RCW 36.70A.130), generally every ten years.

Externally, local comprehensive plans are required to be consistent with the comprehensive plans of other jurisdictions with common borders or related regional issues (WAC 365-196-510(1)). State Department of Commerce rules (WAC 365-196-510(2)) indicate that interjurisdictional (external) consistency is accomplished by consistency with Puget Sound Regional Council (PSRC) and Countywide Planning Policies (CPPs) discussed below. Each county or city that is preparing a GMA comprehensive plan or implementing development regulations, or amendments to them, is required to submit the proposed plan or regulations to the Washington State Department of Commerce and other state departments for review and comment before final adoption. PSRC also reviews jurisdiction's comprehensive plans and provides certification of transportation elements.

Public Participation

A fundamental requirement of the GMA is early and continuous public participation in the development and amendment of plans and development regulations. Public participation procedures that are described in the procedural rules (WAC 365-196-600) include broad dissemination of proposals and alternatives, opportunity for written comment, public meetings after effective notice, provision for open discussion, communication programs, information services, and consideration of and response to

public comments. The City adopted a public participation plan at the outset of 2024 periodic update effort.

State Environmental Policy Act (SEPA)

SEPA (RCW 43.21C) requires government officials to analyze the environmental consequences of actions they are considering and examine better or less damaging ways to accomplish those proposed actions. They must determine whether the proposed action would have a probable significant adverse environmental impact on the natural and built environment. This EIS provides qualitative and quantitative analysis of environmental impacts as appropriate to the general nature of the Comprehensive Plan Update proposal. The SEPA process is more fully described in Section 2.3, SEPA Review.

Multicounty Planning Policies - VISION 2050

The Puget Sound Regional Council (PSRC) develops policies and coordinates decisions about regional growth, transportation, and economic development planning within King, Pierce, Snohomish, and Kitsap counties. PSRC's VISION 2050 includes the GMA-required Multicounty Planning Policies (MPPs) for the four-county region and a regional strategy to plan for growth through 2050.

VISION 2050 presents a Regional Growth Strategy to create healthy, equitable, vibrant communities well-served by infrastructure and services. It calls for focusing on new housing and jobs within Regional Growth Centers and near high-capacity transit. Regional Growth Centers are intended to be focal points of vibrant city life and activity that provide a dense mix of housing, employment, commercial, and cultural amenities. Centers also serve as major transit hubs for the region. Other topic areas within VISION 2050 include regional collaboration, environment, climate change, development patterns, housing, economy, transportation, and public services.

The Regional Growth Strategy defines roles for different types of places in accommodating the region's population and employment growth, which inform countywide growth targets, local plans, and regional plans. It classifies cities and unincorporated urban areas into a range of regional geographies based on their size, function, and access to high-capacity transit.

As stated in the VISION 2050 the goal of the Regional Growth Strategy is:

> *Goal: The region accommodates growth in urban areas, focused in designated centers and near transit stations, to create healthy, equitable, vibrant communities well served by infrastructure and services. Rural and resource lands continue to be vital parts of the region that retain important cultural, economic, and rural lifestyle opportunities over the long run.*

The roles of different communities are described in the Regional Growth Strategy. Five types of urban geographies are identified based on their size, function, and access to high-capacity transit: Metropolitan Cities, Core Cities, High-Capacity Transit Communities, Cities and Towns, and Urban Unincorporated Areas.

Bremerton is one of four with the Metropolitan Cities designation. Metropolitan cities are centrally located and have convenient access to high-capacity transit and serve as civic, cultural, and economic hubs. Each county in the Puget Sound region has at least one Metropolitan City. Metropolitan Cities together with Core Cities and high-capacity transit communities, are and will be the most intensely urban places in the region.

Centers are planning districts intended to provide a mix of housing, employment, commercial, and cultural amenities in a compact form. Two types of Regional Growth Centers are defined in the PSRC Regional Centers Framework: Metro and Urban. Downtown Bremerton is designated as a Metro Regional Growth Center.

- Downtown Bremerton is a Regional Growth Center – Metro
  - Metro Growth Center: These centers have a primary regional role – they have dense existing jobs and housing, high quality transit service, and are planning for significant growth. They will continue to serve as major transit hubs for the region. These centers also provide regional

services and serve as major civic and cultural centers. Metro Center has an existing activity unit density of 30, with a future activity unit density of 85. Size range is 320-640 acres.
  - The Downtown Regional Growth Center currently has an activity unit density of 39.
  - The city has prepared an update for the Downtown Regional Growth Center as part of the 2024 comprehensive plan consistent with the PSRC's Centers Framework. The subarea plan for the Downtown Regional Growth Center includes an updated existing conditions and market analysis; new and updated policies consistent with PSRC's Centers Framework, and an updated land use plan establishing the DRC as the City's primary location for residential and employment growth. A new transportation and transit plan, and revisions to development and design standards complete the DRC's new subarea plan.

Employment Centers are also identified by PSRC, entitled Manufacturing/Industrial Centers (MICs). The two types of MICs are: Growth and Employment. Puget Sound Industrial Center-Bremerton is designated as a MIC-Growth by PSRC.

- Puget Sound Industrial Center-Bremerton (PSIC) is a Regional Manufacturing Industrial Center – Growth
  - Regional Manufacturing Industrial Centers preserve lands for living-wage jobs in basic industries and trade and provide areas for employment to grow in the future. MICs provide economic diversity and support national and international trade. Infrastructure and services should be provided to preserve and expand existing MIC centers and restrict incompatible land uses.
  - The City prepared a subarea plan for PSIC-B and updated it as part of the 2024 comprehensive plan update effort. The subarea plan was amended to include relevant sections discussing its PSRC MIC designation. Minor alterations to development standards are proposed to be implemented consistent with recommendations made in a *2023 Puget Sound Industrial Center Market Study,* which included feedback from PSIC property owners and businesses. Proposed changes include added flexibility to PSIC Subarea Plan zoning development criteria (landscaping, impervious surface coverage, parking, etc.) and removing redundant/outdated information related to transportation and stormwater within the plan.

Within the urban and employment centers, PSRC requires that cities plan for a mix of uses, including housing, employment, retail and entertainment uses, that are served by multiple transportation options. Centers are focal points and are strategic locations for accommodating a significant share of future population and employment growth. They are also priority areas for PSRC's federal transportation funding.

VISION 2050 contains multicounty planning policies (presented as goals, policies, and actions) which are organized by the following topics and goals:

- Regional Collaboration: The region plans collaboratively for a healthy environment, thriving communities, and opportunities for all.
- Regional Growth Strategy: The region accommodates growth in urban areas, focused in designated centers and near transit stations, to create healthy, equitable, vibrant communities well-served by infrastructure and services. Rural and resource lands continue to be vital parts of the region that retain important cultural, economic, and rural lifestyle opportunities over the long term.
- Environment: The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants. The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.
- Climate Change: The region substantially reduces emissions of greenhouse gases that contribute to climate change in accordance with the goals of the Puget Sound Clean Air Agency (50 percent below 1990 levels by 2030 and 80 percent below 1990 levels by 2050) and prepares for climate change impacts.

- Development Patterns: The region creates healthy, walkable, compact, and equitable transit-oriented communities that maintain unique character and local culture, while conserving rural areas and creating and preserving open space and natural areas.
- Housing: The region preserves, improves, and expands its housing stock to provide a range of affordable, accessible, healthy, and safe housing choices to every resident. The region continues to promote fair and equal access to housing for all people.
- Economy: The region has a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people and their health, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.
- Transportation: The region has a sustainable, equitable, affordable, safe, and efficient multimodal transportation system, with specific emphasis on an integrated regional transit network that supports the Regional Growth Strategy and promotes vitality of the economy, environment, and health.
- Public Services: The region supports development with adequate public facilities and services in a timely, coordinated, efficient, and cost- effective manner that supports local and regional growth planning objectives.

PSRC Regional Transportation Plan

The Regional Transportation Plan supports VISION 2050 in planning for a transportation system which supports the growth strategy. Transportation 2050 is built around these key challenges and opportunities:

- Reducing greenhouse gas emissions
- Improving safety for all users
- Investing in growing communities
- Maintaining and promoting economic vitality
- Expanding transit and travel choices

Kitsap Countywide Planning Policies

The Kitsap Countywide Planning Policies (CPPs) were developed by the Kitsap Regional Coordinating Council (KRCC). The CPPs are the framework for growth management in Kitsap County. The CPPs tailor the PSRC regional growth management guidelines to Kitsap County and are the policy framework for the County's and the Cities' comprehensive plans.

The CPPs address 14 separate elements, ranging from urban growth areas to affordable housing. The CPPs are required by the GMA. The original CPPs (adopted by Kitsap County in 1992) and subsequent revisions (August 2001, December 2003, November 2004, November 2007, November 2011, November 2013, May 2015, October 2021, and March 2024) were developed through a multijurisdictional collaboration sponsored by the KRCC among Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, the Suquamish and Port Gamble S'Klallam Tribes, the Navy, the Port of Bremerton, and Kitsap Transit.

The CPPs include a centers strategy that is consistent with and supports the VISION 2050 regional growth strategy. The strategy aims to concentrate housing and employment growth in designated centers, providing urban and industrial places with higher intensity development and concentrations of services and amenities to support growth.

Bremerton is within Kitsap County and as such must plan to accommodate the growth allocation assigned through the Kitsap countywide growth target allocation process. Bremerton's growth allocations for 2020-2044 are: 20,252 new persons and 14,175 new jobs.

City of Bremerton Comprehensive Plan

The City's current Comprehensive Plan includes the following Chapters: Introduction, Land Use, Housing, Economic Development, Transportation, City Services, and Environment. Each chapter contains a combination of text, charts, tables, goals, policies, and maps.

The City of Bremerton Comprehensive Plan reflects the wide variety of individual and community desires, needs and aspirations, all within the context of the goals and requirements of the Growth Management Act (GMA). In the face of continued growth, the city seeks to shape its future in ways that will maintain the quality of life that makes Bremerton a special place to live, work, and play. The Comprehensive Plan is a set of guidelines, goals, policies, and strategies to give growth and development both context and direction. To guide the city in its decisions is its vision of the future – which is shared by citizens and elected officials:

> *Bremerton is a metropolitan city that provides for economic vitality and diverse lifestyles through a broad variety of jobs, housing, and strategically located commercial and recreational opportunities.*

The 2024 periodic review of the Bremerton Comprehensive Plan and implementing development regulations and any necessary revisions are undertaken to comply with the updated requirements of the GMA, including VISION 2050 MPPs and recently amended Kitsap CPPs as well as changing community focus. The Comprehensive Plan update include changes in organizational layout to allow for better usability by staff and the public. Consistency with the MPPs and CPPs helps ensure the City's plans are compatible. The updated Comprehensive Plan will have a new 20-year planning horizon looking out to 2044. The City's updated comprehensive plan must be up to date with the requirements of the GMA, including the periodic update requirements, to be eligible for grants and loans from certain state infrastructure programs. As part of the 2024 Comprehensive Plan periodic review changes and updates have been identified to address current conditions and necessary planning direction for future growth shaped by public input. Bremerton's Comprehensive Plan will include policy updates to ensure alignment with state laws, regional growth targets and policies. Updates to the City's PSRC designated regional growth centers – Downtown and Puget Sound Industrial Center – subarea plans are included as part of the 2024 periodic review comprehensive plan effort.

Transportation, City Services and Capital Planning

The Transportation and City Services Elements and appendices differ from other elements in the City's Comprehensive Plan, in that other elements focus on articulating the community's vision, while the Transportation/City Services Elements and appendices also include the infrastructure and level of service (LOS) standards necessary to achieve that vision. Combined, the Transportation and City Services Element/Appendices includes goals, policies, demand evaluation to LOS, needed projects for 20-year population/employment growth target, and six-year finance plan.

Shoreline Master Program

The SMP was updated and effective July 10, 2021. The Department of Ecology in its approval, found the SMP consistent with the policy and procedural requirements of the SMA and its implementing rules. The SMP establishes a system of categorizing shoreline areas designed to provide a uniform basis for applying policies and use regulations for distinctly different shoreline areas. To accomplish this, a shoreline environment designation is given to specific areas based on the existing development pattern, the biophysical capabilities and limitations of the shoreline being considered for development, and the goals and vision of the local community. The SMP is designed to encourage a balance of preferred shoreline uses, ecological protection, and public access where appropriate.

3.6.2 Impacts

Impacts by Alternatives

The DEIS reviews adopted state, regional, and City plans and policies that guide growth in Bremerton and reviews the proposed alternatives for consistency with the adopted plans and policies—an impact is identified if the proposal would result in an inconsistency with adopted plans and policies.

According to WAC 365-196-210(8), consistency means ""that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system." For the purposes of this analysis, consistency means that the alternative can occur and be implemented together with the selected goal or policy without contradiction. In this section, a finding of inconsistency or contradiction with plans and policies would be considered to result in a significant adverse impact.

Plans and policies evaluated in this section include the Growth Management Act (GMA), Puget Sound Regional Council's (PSRC) VISION 2050, and the Kitsap County Countywide Planning Policies (CPPs). Each of these policy documents establishes a regulatory or policy framework with which comprehensive plans must be consistent. In addition, policy guidance established by the City's current Comprehensive Plan provides a basis for evaluating change and potential impacts associated with the proposal.

Growth Management Act – Goals: All alternatives are generally consistent with the intent of the GMA planning goals. However, only Alternatives 2 and 3 have sufficient capacity for the 20-year population and housing growth targets allocated to Bremerton.

All alternatives are consistent with the intent of the GMA goals though Alternatives 2 and 3 carry forward more recent GMA requirements for Bremerton's share of population and income-specific and special needs housing compared to Alternative 1. An initial discussion of the GMA goals and consistency of the alternatives can be seen in Exhibit 3.6.2-1 below.

Exhibit 3.6.2-1 GMA Goal Evaluation

GMA Goal	Alt 1	Alt 2	Alt 3	Discussion
Encourage growth in urban areas	✓	✓	✓	All alternatives focus growth within Bremerton, which is an urban area, and focus growth in the Downtown Subarea and Puget Sound Industrial Center – Bremerton regional growth centers.
Reduce sprawl	✓	✓	✓	All alternatives contribute to the goal of reducing sprawl. Alternative 1 would accommodate the least amount of growth throughout the city. Alternatives 2 and 3 focus greater growth consistent with 2044 targets, focused within City Centers.
Protect rural character	N/A	N/A	N/A	By reducing sprawl, as discussed above, all the alternatives would help to protect rural character in areas outside of the city.
Plan for and accommodate housing that is affordable, at different densities, and preserve housing stock	—	✓	✓	All alternatives promote housing variety and include goals and policies promoting affordability. Alternative 1 continues the current Comprehensive Plan policies, including some policies for affordable, diverse housing. However, Alternative 1 does not provide sufficient capacity for housing growth targets and does not provide capacity for affordable housing targets. Alternatives 2 and 3 update the Housing Element to meet new GMA requirements since the last periodic update, including accommodating housing affordable to all economic segments of the community, expanding middle housing opportunities and

GMA Goal	Alt 1	Alt 2	Alt 3	Discussion
				housing types in single-family neighborhoods, and incorporating anti-displacement strategies. Alternatives 2 and 3 incorporate increased densities in centers to support local transit and meet housing goals.
Encourage an efficient multimodal transportation system	—	✓	*x*	All alternatives include policies and planning for multimodal transportation. Alternative 1 retains the existing transportation system and planned improvements and maintains the vehicular LOS standards for defined corridors. Alternatives 2 and 3 update projects lists to improve and support bike, pedestrian, and transit consistent with state requirements, pedestrian gap and connectivity analysis, and efforts to facilitate transit operations and access. Alternatives 2 and 3 meet new state requirements for active transportation while Alternative 1 does not.
Promote economic development	✓	✓	✓	All alternatives include an Economic Development Element. All Alternatives provide sufficient capacity for employment growth targets, and all have a surplus of job capacity.
Recognize private property rights	✓	✓	✓	All properties are given reasonable use of land under all alternatives.
Ensure timely and fair permit procedures	✓	✓	✓	Bremerton would continue to process permits consistent with its adopted code under all alternatives.
Protect agricultural, forest and mineral lands	✓	✓	✓	Since all alternatives provide capacity for growth within an incorporated urban area, they all contribute to the protection of resource lands by limiting sprawl on a regional level.
Retain and enhance open space and support recreation opportunities	✓	✓	✓	All alternatives would continue to invest in parks and open space consistent with the adopted LOS and PROS Plan. Future growth will increase the demand for parks, recreation, and open space. Service and capital planning will continue to support provision of adequate facilities and services consistent with the City's adopted LOS.
Protect the environment and shorelines	✓	✓	✓	All alternatives would continue to include Comprehensive Plan policies for protection of the environment and would be subject to the City's Shoreline Master Program and Critical Areas Ordinance.
Ensure adequate public facilities and services	*x*	✓	✓	Service and capital planning will continue to support provision of adequate facilities and services consistent with the City's adopted LOS standards. Alternative 2 and 3 include incorporation of updated City utility plans.
Foster citizen participation	✓	✓	✓	All alternatives are undergoing public review as part of the update effort. All alternatives

GMA Goal	Alt 1	Alt 2	Alt 3	Discussion
				support policies that encourage public participation.
Encourage historic preservation	✓	✓	✓	All alternatives would be subject to federal and state laws that promote the protection and preservation of historic and cultural features.
Reduce greenhouse gas emissions and climate change impacts	—	✓	✓	New or amended policies to plan for climate change and resilience are included throughout elements of the Comprehensive Plan. Alternatives 2 and 3 support transit and active transportation policies and projects.

Legend: ✓= meets; x = partially meets; — = does not meet

VISION 2050 - Goals: While all alternatives generally address the VISION 2050 goals, Alternatives 2 and 3 include land use and densities that better meet these goals as a metropolitan city with multimodal transportation network.

Exhibit 3.6.2-2 VISION 2050 Goals Summary Evaluation

Topic Area & Goal	Alt. 1	Alt. 2	Alt. 3	Discussion
Regional Collaboration (15 MPPs) The region plans collaboratively for a healthy environment, thriving communities and opportunities for all.	✓	✓	✓	All alternatives support regional collaboration.
Regional Growth Strategy (16 MPPs) The region accommodates growth in urban areas, focused in designated centers and near transit stations, to create healthy, equitable, vibrant communities well-served by infrastructure and services. Rural and resource lands continue to be vital parts of the region that retain important cultural, economic, and rural lifestyle opportunities over the long term.	—	✓	✓	All alternatives focus growth within urban areas and would direct some growth to centers and mixed-use areas. The Downtown Subarea meets current and future activity unit thresholds under Alternatives 2 and 3. The City's growth targets cannot be accommodated under Alternative 1. Alternatives 2 and 3 aligns with the regional growth strategy to concentrate housing and job growth and additional capacity in the City's existing regional growth centers.
Environment (22 MPPs) The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants.	✓	✓	✓	All alternatives include policies in support of environmental protection and are subject to the City's adopted critical areas and SMP regulations.

Topic Area & Goal	Alt. 1	Alt. 2	Alt. 3	Discussion
The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.				
Climate Change (12 MPPs) The region substantially reduces emissions of GHGs that contribute to climate change in accordance with the goals of the Puget Sound Clean Air Agency (50% below 1990 levels by 2030 and 80% below 1990 levels by 2050) and prepares for climate change impacts.	*x*	✓	✓	New or amended policies to plan for climate change and resilience are included throughout elements of the Comprehensive Plan consistent with the MPPs. Alternatives 2 and 3 support transit and active transportation policies and projects.
Development Patterns (54 MPPs) The region creates healthy, walkable, compact, and equitable transit-oriented communities that maintain unique character and local culture, while conserving rural areas and creating preserving open space and natural areas.	*x*	✓	✓	All alternatives support healthy and walkable communities and preserving open space and natural areas. Alternatives 2 and 3 include increased densities in regional growth centers, which better support compact communities, that supports local transit and active transportation.
Housing (12 MPPs) The region preserves, improves, and expands its housing stock to provide a range of affordable, accessible, healthy, and safe housing choices to every resident. The region continues to promote fair and equal access to housing for all people.	—	✓	✓	All alternatives include policy support for housing availability, variety, and affordability. Alternative 1 does not meet new state requirements for affordable housing across all income bands or provide enough capacity overall. Alternatives 2 and 3 provide capacity for the new state housing requirements, including sufficient capacity for housing at all income bands.
Economy (23 MPPs) The region has a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people and their health, sustaining environmental	✓	✓	✓	All alternatives include an Economic Development Element. All Alternatives provide sufficient capacity for employment growth targets, and all have a surplus of job capacity.

Topic Area & Goal	Alt. 1	Alt. 2	Alt. 3	Discussion
quality, and creating great central places, diverse communities, and high quality of life.				
Transportation (32 MPPs) The region has sustainable, equitable, affordable, safe, and efficient multimodal transportation system, with specific emphasis on an integrated regional transit network that supports the Regional Growth Strategy and promotes vitality of the economy, environment, and health.	*x*	✓	✓	All alternatives include policies and planning for multimodal transportation. Alternative 1 retains the existing transportation system, planned improvements and maintains the vehicular LOS standards for defined corridors. Alternatives 2 and 3 update projects lists to improve and support bike, pedestrian, and transit consistent with state requirements, pedestrian gap and connectivity analysis, and efforts to facilitate transit operations and access. Alternatives 2 and 3 meet new state requirements for active transportation.
Public Services (30 MPPs) The region supports development with adequate public facilities and services in a timely, coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives.	*x*	✓	✓	As growth increases under all alternatives, public facilities and services will experience greater demand. Service and capital planning will continue to support provision of adequate facilities and services consistent with the City's adopted LOS standards. Alternative 2 and 3 incorporates recent updates to the City's service and utility plans.

Legend: ✓= meets; x = partially meets; — = does not meet

Countywide Planning Policies - Growth Targets: Kitsap County CPPs set growth targets for 20,252 new persons, 9,556 new housing units, and 14,175 new jobs. While all alternatives generally address the CPPs, Alternatives 2 and 3 include land use and densities that better meet these goals, provide Center-focused growth scenario, and support a multimodal transportation network.

Exhibit 3.6.2-3 Kitsap Countywide Planning Policies Summary Evaluation

Goals/Policies	Alt. 1	Alt. 2	Alt.3	Discussion
CW-1 – The primary role of Kitsap Cities and unincorporated UGAs is to encourage growth through new development, re-development, and in-fill.	✓	✓	✓	All alternatives focus growth within Bremerton, all of which is an urban area, and focus growth in the Downtown Subarea and Puget Sound Industrial Center – Bremerton regional growth centers.
UGA-2: Jurisdictions shall implement reasonable measures to reduce differences between growth and development assumptions and targets and actual	—	✓	✓	Using Land Capacity analysis for all alternatives, Alternative 1 does not provide sufficient housing unit capacity for the City's population and housing growth targets. Alternative 2 and 3 include densities that provide sufficient and surplus of capacity to

Goals/Policies	Alt. 1	Alt. 2	Alt.3	Discussion
development patterns if the Buildable Lands analysis show Comprehensive Plan goals are not being met.				meet the City's population and housing targets.
C-1: Centers are focal points of growth within Kitsap County and Centers should have a high priority.	—	✓	✓	Alternative 2 and 3 increases residential development capacity in Downtown Regional Growth Center, as well as the City's other existing centers.
C-4: Centers shall be identified within a local comprehensive plan and/or subarea plan and establish compliance and consistency with the PSRC 2018 Regional Centers Framework designation criteria.	—	✓	✓	A new subarea plan has been prepared for the Downtown Bremerton Regional Growth Center and the subarea plan for the Puget Sound Industrial Center has been updated; both subarea plans are included as part of the comprehensive plan package and were updated using PSRC's Regional Centers Framework.
C-3: A Center of Growth's purpose is to implement the PSRC Regional Growth Strategy embodied in Vision 2050 and the 2018 PSRC Regional Centers Framework Update. Each incorporated City shall have at least one Center designation intended and sized to accommodate a concentration of the jurisdiction's growth target (residential and employment). Unincorporated Urban Growth Areas may have a Center designation. The number of Center designations is determined by the jurisdiction as necessary to accommodate its growth target as demonstrated within its comprehensive plan and/or subarea plan.	—	✓	✓	All Alternatives include the Downtown Regional Growth Center and the Puget Sound Industrial Center - Bremerton.
T-2: Reducing the rate of growth in auto traffic, including the number of vehicle trips, the number of miles traveled, and the length of vehicle trips taken, for both commute and non-commute trips.	—	✓	✓	All alternatives would add traffic to city and state roads. Alternatives 2 and 3 encourage multimodal transportation to varying levels. Alternative 1 retains the existing transportation system and planned improvements and does not include transportation needs to 2044.

Goals/Policies	Alt. 1	Alt. 2	Alt.3	Discussion
b. The County and the Cities shall develop complete streets standards that address bicycle and pedestrian facilities for the development of new streets and reconstruction of existing streets as appropriate, consistent with State law. c. In Designated Centers, the jurisdictions should complete missing vehicular and non-motorized links without compromising safety standards.				Alternatives 2 and 3 adopt standards for bike and pedestrian and identify active transportation projects. Alternative 2 and 3 include a pedestrian and bicycle network gap analysis.
T-4 Recognizing that the County and the Cities each encompass a range of development and density patterns, each jurisdiction shall designate its Centers consistent with the criteria set forth in Element C of the Countywide Planning Policies. The following policies relate to planning guidelines to support efficient and equitable transit and pedestrian travel appropriate to each type of urban and rural development or re-development: a. The County and the Cities shall each prepare development strategies for their Designated Centers that encourage focused mixed-use development and mixed-type housing to achieve densities and development patterns that support multi-modal transportation. Transportation plans and programs shall serve all users of all ages and abilities, address access to employment and education opportunities and recognize and minimize negative impacts to people of color, people with low-incomes, and people with special transportation needs.	—	✓	✓	All Alternatives include the Downtown Regional Growth Center and the Puget Sound Industrial Center - Bremerton. Both subarea plans include development regulations as a component of the subarea plan. Alternatives 2 and 3 support mixed-use development and densities to support multi-modal and active transportation.
AH-4 Provision of affordable housing for households below 80% countywide median	—	✓	✓	All alternatives promote housing variety and include goals and policies promoting affordability. Alternative 1

Goals/Policies	Alt. 1	Alt. 2	Alt.3	Discussion
income should be focused within cities and unincorporated UGAs with easy access to transportation, employment, high opportunity areas, and other services.				continues the current Comprehensive Plan policies, including some policies for affordable, diverse housing. However, Alternative 1 does not provide sufficient capacity for housing growth targets and does not provide capacity for affordable housing targets. Alternatives 2 and 3 update the Housing Element to meet new GMA requirements since the last periodic update, including accommodating housing affordable to all economic segments of the community, expanding middle housing opportunities and housing types in single-family neighborhoods, and incorporating anti-displacement strategies. Alternatives 2 and 3 incorporate increased density throughout residential areas and in certain areas in the city to support local transit and help meet housing goals.

Legend: ✓ = meets; x = partially meets; — = does not meet

Summary of Impacts by Alternative

All alternatives are consistent with the intent of the GMA, VISION 2050, and Kitsap County CPPs. However, Alternative 1 does not provide sufficient capacity to meet the population and housing targets assigned to the City of Bremerton.

Threshold	Alternative 1	Alternative 2	Alternative 3
Consistent GMA Goals and Periodic Review	⊗	⊗	⊗
Consistent with VISION 2050	⊕⊕	⊗	⊗
Consistent with Countywide Planning Policies	⊕⊕	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.6.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding Plans and Policies, as listed below.

- *LU1(A): Designate neighborhoods, communities, and centers throughout the City and encourage the implementation of design guidelines for new development and redevelopment that complement the designated purpose and scale. Compact, mixed-use development should be*

focused within the City's designated centers, through increased density that provides additional housing capacity.

- *LU1(B): Support coordinated planning efforts among jurisdictions, agencies, tribes, ports and Kitsap County, and U.S. Navy. Coordinate Bremerton's growth consistent with the Kitsap Countywide Planning Policies and the Puget Sound Regional Council's Vision 2050 2040, and state requirements.*
- *LU1(C): Coordinate with Naval Base Kitsap to recognize mutual benefits and minimize conflicts between development and naval operations, and consider the Kitsap County Joint Land Use Study, 2015.*
- *LU1(D): On an annual basis review and provide amendments, if necessary, to the goals and policies and the Land Use Map to address changing circumstances and/or emergencies.*
- *LU1-Cen(F): Implement parking ratios that reflect the least amount of spaces required for development approval where transportation options other than the automobile are available to serve travel needs.*
- *LU1-Cen(G): Plan for densities and prioritize investments that maximize benefits of transit investments in high-capacity transit station areas that are expected to attract significant new population or employment growth.*
- *LU1-Cen(H): Evaluate planning within the City's regional growth center Downtown Subarea Plan and any identified high-capacity transit station areas for their potential displacement of marginalized residents and businesses. Promote a range of strategies to address any identified or potential displacement impacts.*
- *LU1-DRC(A): Implement the plan for population and employment growth as detailed in the Downtown Subarea Plan to ensure that the center meets the growth expectations outlined in Puget Sound Regional Coordinating Council's Vision 2050.*
- *LU1-DC(A): Encourage increased density that uses clustering by offering development incentives and zoning flexibility.*
- *LU1-DC(B): Encourage the implementation of design elements for new development and redevelopment that complement the designated purpose and scale of the Center and surrounding neighborhoods. Buildings should be designed to accommodate a human scale and urban livability.*
- *LU2-DC(A): Encourage commercial, mixed-use and higher density residential development within district centers.*
- *LU2-DC(B): Promote commercial infill of higher densities into district centers.*
- *LU1-UGA(A): Establish urban growth areas that are large enough to accommodate the expected population growth for 20 years, in a way that meets the Countywide Planning Policies.*
- *LU1-UGA(B): Apply the adopted Citywide growth strategy consistently to all of the City's urban growth areas as a basis for more localized planning.*
- *LU1-UGA(E): Participate with Kitsap jurisdictions in the review of urban growth area boundaries relative to the Office of Financial Management's 20-year population forecast and make adjustments, as warranted, to accommodate anticipated growth.*
- *H2(H): Provide sufficient land for the city's projected population and housing targets, especially in the City's Centers and accessible to transit.*
- *ED1(B): Increase market elasticity and diversity of businesses by supporting a wide variety of commercial uses within the designated mixed-use Centers throughout the City. Support efforts to retain and expand industry clusters that manufacture goods and provide services for export, such as at Puget Sound Industrial Center.*
- *TR1(A): Support and participate in cooperative regional transportation planning processes to ensure a multimodal transportation system that supports the Regional Growth Strategy and consistency and connectivity throughout the region.*
- *TR1(B): Coordinate with WSDOT, Kitsap County, and other stakeholders to ensure state facility improvements meet the goals of Bremerton and Comprehensive Plan and minimize negative impacts to the local transportation system.*
- *CS3(R): Promote coordinated planning for services and facilities with counties, cities, tribes, and special purpose districts in a manner that supports Puget Sound Regional Council Vision 2050*

Regional Growth Strategy, including addressing long-term needs, supply, and the use of conservation and demand management.

Applicable Regulations

- State and Regional Review: As required by GMA, the City will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review comprehensive plans and certify transportation elements.

3.6.4 Significant Unavoidable Adverse Impacts

Significant and unavoidable adverse impacts are expected under Alternatives 1 related to plans and policies, as the allocated population and housing targets would not be met. Such inconsistencies with state requirements, regional plans, and countywide planning policies would be avoided through densities and actions proposed under Alternatives 2 and 3.

3.7 Population, Housing, and Employment

The city is required to show it can accommodate population and employment growth as part of the Comprehensive Plan Update per the requirements under the Growth Management Act (GMA). As adopted in the Kitsap Countywide Planning Policies, Bremerton must plan to accommodate **20,252 new persons, 9,556 new housing units, and 14,175 new jobs.** To provide context on how the Comprehensive Plan will meet these requirements, this section outlines the population and employment located in the city using the most recent data available, typically 2022–2023. Future population and employment growth are key drivers for many of the other components included in this DEIS.

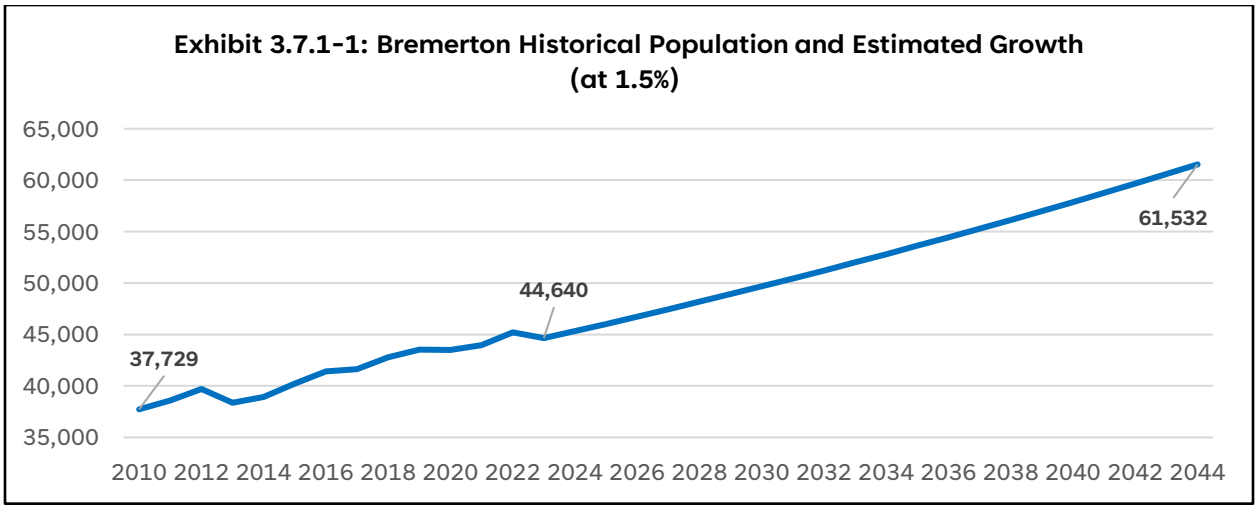
3.7.1 Affected Environment

The material for this section's related to population, housing and employment was based primarily on information from the Washington Office of Financial Management (OFM) as well as 5-year estimates from the American Community Survey (ASC) and the Decennial Census.

Employment datasets are drawn primarily from the Puget Sound Regional Council (PSRC) and Washington Employment Security Department (ESD), and data from the U.S. Census Bureau.

Population

As of 2023, the estimated population of Bremerton is 44,640. Since 2010, the City of Bremerton has grown at an average annual rate of 1.54%, which is well above the countywide average annual growth rate of 0.81%. Assuming the historic average growth rate of 1.54% results in a total population of 61,532 by 2044. This growth rate is consistent with the population growth target assigned to Bremerton in the Kitsap CPPs, which would result in a total population of 64,892, which represents a slightly higher assumed growth rate.



Source: Washington State Office of Financial Management. 2023. "April 1 population estimates."

Exhibit 3.7.1-2 below reviews the population change in Washington State and Kitsap County, as well as cities within the county. The table displays the percent population change from 2010-2023. Since 2010, Bremerton has seen an 18.32% increase in population.

Exhibit 3.7.1-2: Percent Population Change 2010-2023	
Washington State	18.24%
Kitsap County	12.77%
Bainbridge Island	9.36%
Bremerton	**18.32%**
Port Orchard	56.67%
Poulsbo	34.78%
Source: Washington State Office of Financial Management. 2023. "April 1 population estimates."	

Age of Population

The median age in Bremerton is 33.5, which is below the Kitsap County median age of 39.7 and well below the state median age of 38. Bremerton has seen a 5% increase in the median age of residents since 2010, as shown in Exhibit 3.7.1-3 below.

Exhibit 3.7.1-3: Bremerton Median Age Change 2010-2022				
2010	**2015**	**2019**	**2021**	**2022**
31.9	32.1	33	33.2	33.5
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.				

Residents between 20 and 39 years of age make up a larger portion of the population in Bremerton than in Kitsap County and the state as a whole: 42% of Bremerton residents are aged 20-39, compared with 28.4% of Kitsap County residents, and 28.7% in Washington.

Nearly 19% of Bremerton's population is over age 60 and an additional 10% of the population will reach age 60 within the next 10 years. From 2010 to 2022, Bremerton saw a combined 27% increase in residents aged 25 to 39 and combined 27% decrease in 5 to 19 years of age. Significant increases were seen in 65-69 (76%) years of age, as shown in Exhibit 3.7 1-4 below.

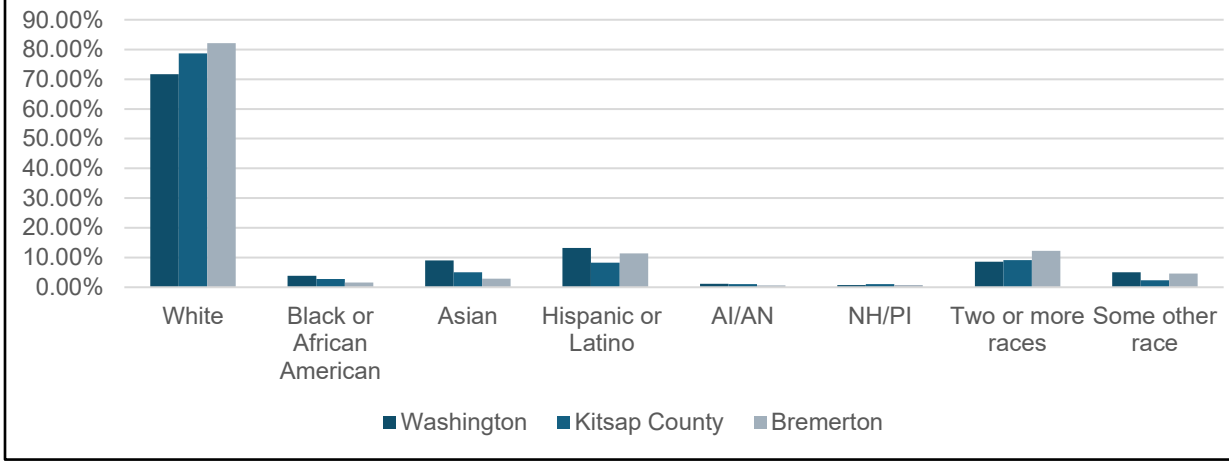
Exhibit 3.7.1-4: Percent Population Change by Age Group 2010-2022, Bremerton	
Under 5 years	-23%
5 to 9 years	-12%
10 to 14 years	-25%
15 to 19 years	-41%
20 to 24 years	+8%
25 to 29 years	+26%
30 to 34 years	+26%
35 to 39 years	+32%
40 to 44 years	0%
45 to 49 years	-25%
50 to 54 years	-35%
55 to 59 years	+8%
60 to 64 years	+15%
65 to 69 years	+76%
70 to 74 years	0%
75 to 79 years	+33%
80 to 84 years	0
85 years and over	-24%
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.	

Ethnicity and Race

Race and ethnicity are two different concepts in the Census. Race refers to a person's self-identified category (White, Black, Asian, etc.), while ethnicity refers to whether a person is of Hispanic or Latino origin. Hispanic/Latino population can be of any racial group.

As shown in Exhibit 3.7.1-5, the Bremerton population is less racially and ethnically diverse than the population of Kitsap County and Washington State, as shown in Exhibit 6. 82% of the Bremerton population is white, 11% is Hispanic or Latino, 12% is two or more races, 3% is Asian, and 1.5% is Black or African American.

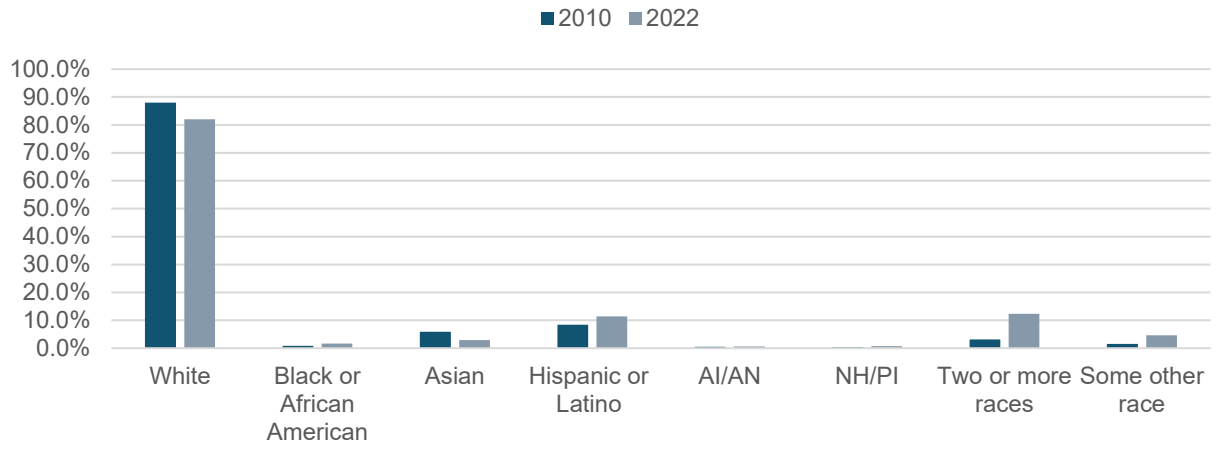
Exhibit 3.7.1-5: Population by Race and Ethnicity



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

As shown in Exhibit 3.7.1-6 below, Bremerton has become more diverse since 2010. While still a small percentage of the overall population, the Hispanic or Latino population has increased by 573%, while the Native Hawaiian/Pacific Islander population has increased by 105%. Moreover, those of two or more races increased by 137%.

Exhibit 3.7.1-6: Population by Race and Ethnicity Percent Change



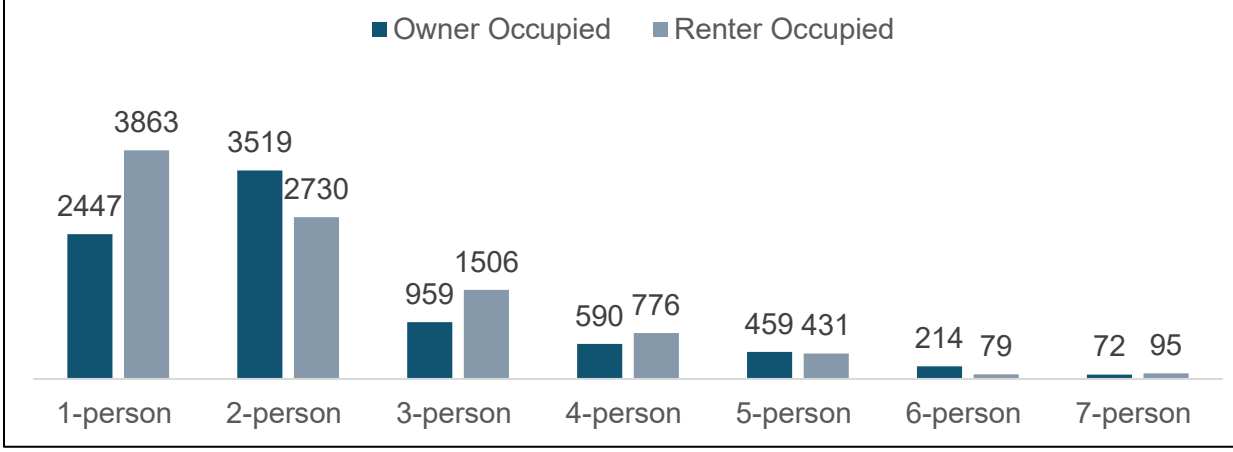
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

Household Size

The term "household" refers to a group of people living together in a single housing unit. As of 2022, the average household size in the City of Bremerton is 2.27 individuals (2.34 for owner-occupied households and 2.2 for renter-occupied households), lower than the Washington State and Kitsap County average of 2.48 individuals per household.

As shown in Exhibit 3.7.1-7, one- and two-person households are the most common household size overall in Bremerton. Among owner-occupied households, two-person households are the most common size and among renter households, one-person households are the most common size. While smaller households are more common, there are still a significant number of larger households in Bremerton. More than 5,000 or 28% of households have three or more members.

HSA Exhibit 3.7.1-7: Household Size by Tenure



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

Housing

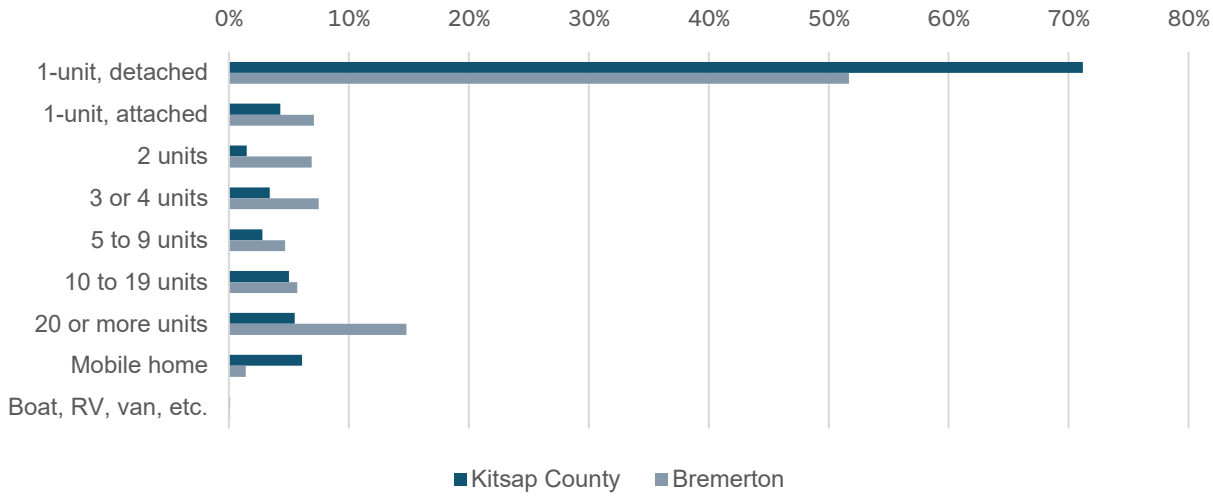
Housing Units

As of 2023, there were an estimated 19,399 housing units in the City of Bremerton. Since 2010, there has been a 12.3% increase in the number of housing units in Bremerton, compared to 53% in Port Orchard, and 8% in unincorporated Kitsap County and Bainbridge Island.

Exhibit 3.7.1-8: Percent Housing Unit Change 2010-2023	
Washington State	15.7%
Kitsap County	7.9%
Bainbridge Island	8.1%
Bremerton	**12.3%**
Port Orchard	52.5%
Poulsbo	29.9%
Source: Washington State Office of Financial Management. 2023. "April 1 population estimates."	

According to the 2021 Kitsap County Buildable Lands Report, over half (54%) of the permitted housing units between 2013 and 2019 were in multifamily buildings, compared to 37% in the previous evaluation period. As shown in Exhibit 3.7.1-9 below, the distribution of housing types for Bremerton and Kitsap County is significantly different. Proportionally, Bremerton has a larger number of multi-unit structures, with 47% compared to 23% in Kitsap County.

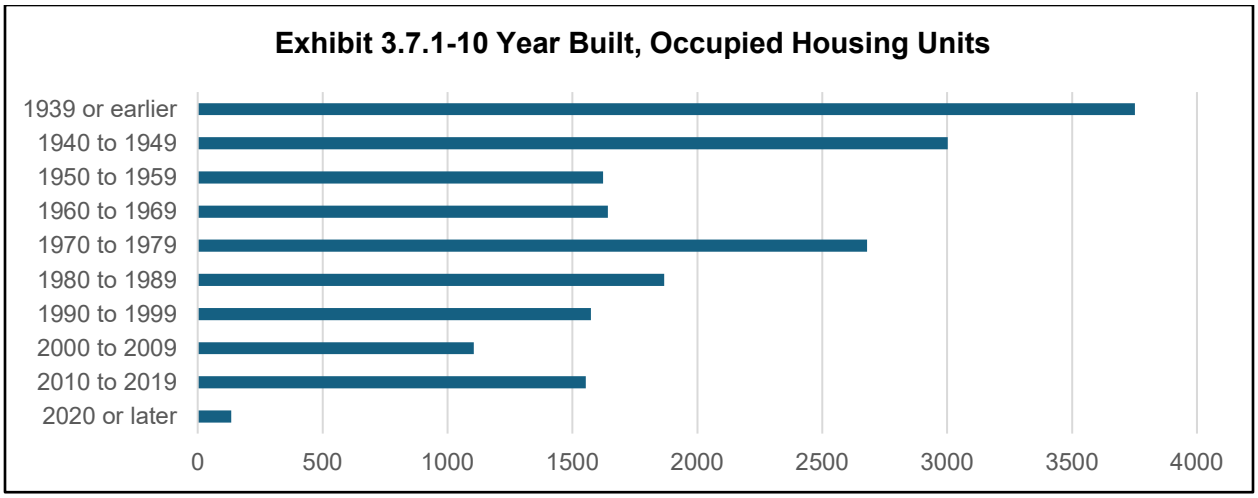
Exhibit 3.7.1-9: Housing Inventory by Units in Structure



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates

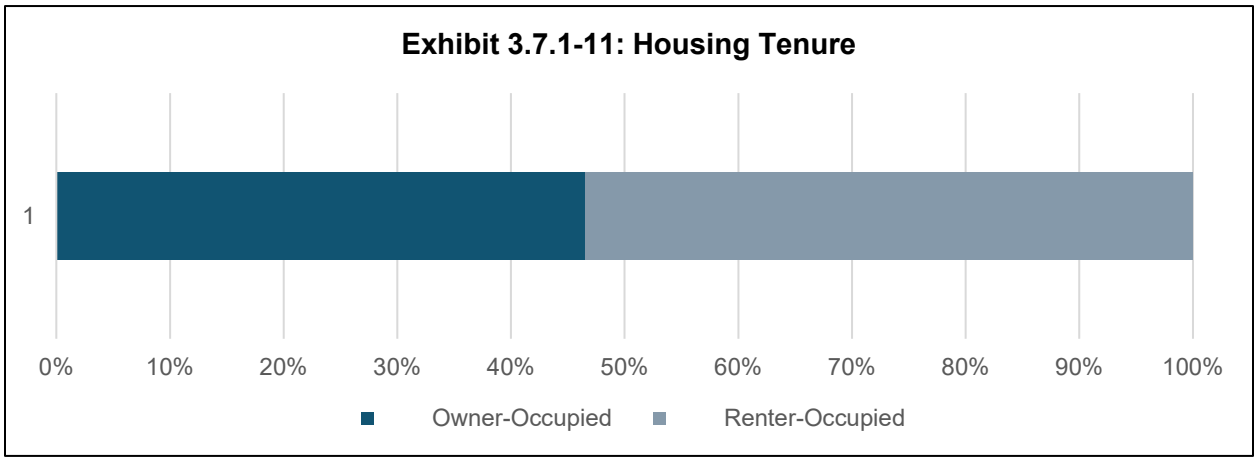
Age of Housing Units

As shown in Exhibit 37.1-10, 14.7% of occupied housing units in Bremerton have been built since 2000, with 18% being constructed from 1980-1999 and 23% from 1960-1979. Nearly 36% of Bremerton's occupied housing units were built prior to 1950.



Housing Tenure

As of 2022, an estimated 47% of households in the City of Bremerton owned their home, while 53% were renting (Exhibit 3.7.1-11 below). This represents an increase in the proportion of owner household units since 2010, when 41% of Bremerton households were homeowners and 59% were renters.



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

Household Income

In 2022, the median household income (MHI) in the City of Bremerton was $94,157 for homeowners, $50,591 for renters, and $72,554 across all households. While Bremerton is below the median household income for Kitsap County ($86,668) and Washington State ($85,936), it has increased significantly for both owner and renter occupied since 2010, as shown in Exhibit 3.7.1-12 below.

Exhibit 3.7.1-12: Bremerton Median Household Income by Tenure

Housing Tenure	2010	2019	2022	Change 2010-2022
Owner	$60,952	$75,579	$94,517	55%
Renter	$28,483	$39,161	$50,591	78%

Source: U.S. Census Bureau. 2010, 2019, 2022. American Community Survey 5-year Estimates

As shown below in Exhibit 3.7.1-13, Bremerton has a lower MHI for owner-occupied and renter-occupied households than Washington State, Kitsap County, and other cities in the county.

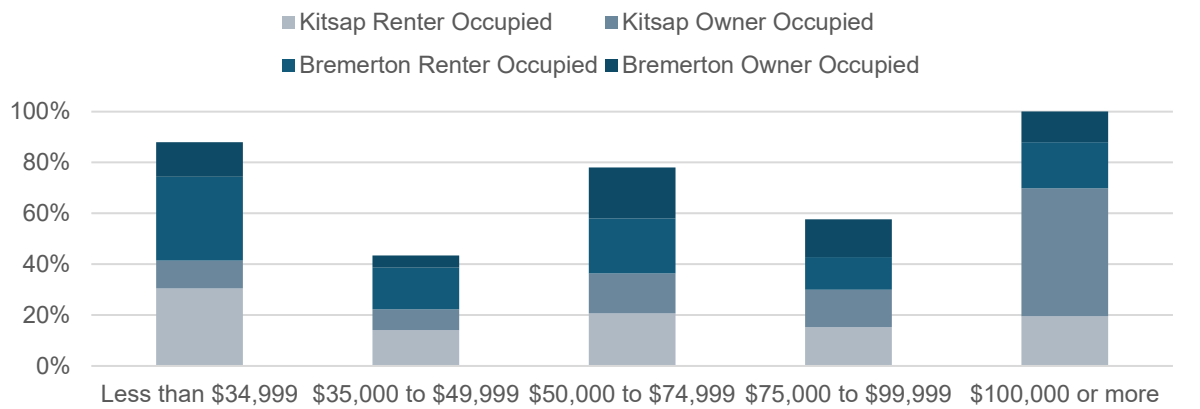
Exhibit 3.7.1-13: 2022 Median Household Income by Tenure, Comparison

	Owner Occupied	Renter Occupied
Washington State	$110,930	$60,941
Kitsap County	$110,247	$63,089
Bainbridge Island	$167,760	$98,477
Bremerton	**$94,517**	**$50,591**
Port Orchard	$106,301	$60,839
Poulsbo	$121,425	$49,732

Source: U.S. Census Bureau 2022. American Community Survey 5-year Estimates

Households that own their homes are more likely to have higher incomes. Relative to Kitsap County, Bremerton has a higher proportion of residents with annual incomes less than $35,000 and a lower proportion of residents with annual incomes above $100,000. 33% of renters in Bremerton make less than $35,000 per year, while 47% of owners in Bremerton make more than $100,000 per year.

Exhibit 3.7.1-14: Household Income Levels for Bremerton and Kitsap County



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates

Exhibit 3.7.1-14 above illustrates the income gap in Bremerton. Bremerton has a higher proportion of households making less than $35,000 and a lower proportion of households making more than $100,000 when compared to Kitsap County.

Cost Burdened Households

Cost-burdened households are those that spend more than 30% of their monthly income toward housing costs while severely cost-burdened households spend more than 50% or half of their incomes on housing costs. When households face high rates of cost burden, they often must make difficult choices in prioritizing purchases for other necessities such as food, healthcare, and childcare.

Area Median Income (AMI) is a metric calculated by the Department of Housing and Urban Development (HUD) to determine the income eligibility requirements of federal housing programs. AMI is the midpoint of a region's income distribution, meaning that half of households in a region earn more than the median and half earn less than the median. A household's income is calculated by its gross income, which is the total income received before taxes and other payroll deductions. AMI is calculated on an annual basis by HUD, which refers to the figure as MFI, or median family income.

Exhibit 3.7.1-15: HUD CHAS Income Levels*	
Extremely Low Income	≤30% AMI
Very Low Income	30-50% AMI
Low Income	50-80% AMI
Moderate Income	80-100% AMI
Above Median Income	>100% AMI
**A percentage of the AMI based on the specific geographic area where the household is located.*	

While there are households struggling with housing costs across the entire income spectrum, the greatest number are among households with incomes below 30% of HUD Area Median Income (AMI). The greatest need is among small families (36%) and other (32%). HUD defines small family as "2 persons, neither person 62 years or over, or 3 or 4 persons" and other as "non-elderly non-family". Exhibit 3.7.1-16 below is Bremerton's household by type and income level.

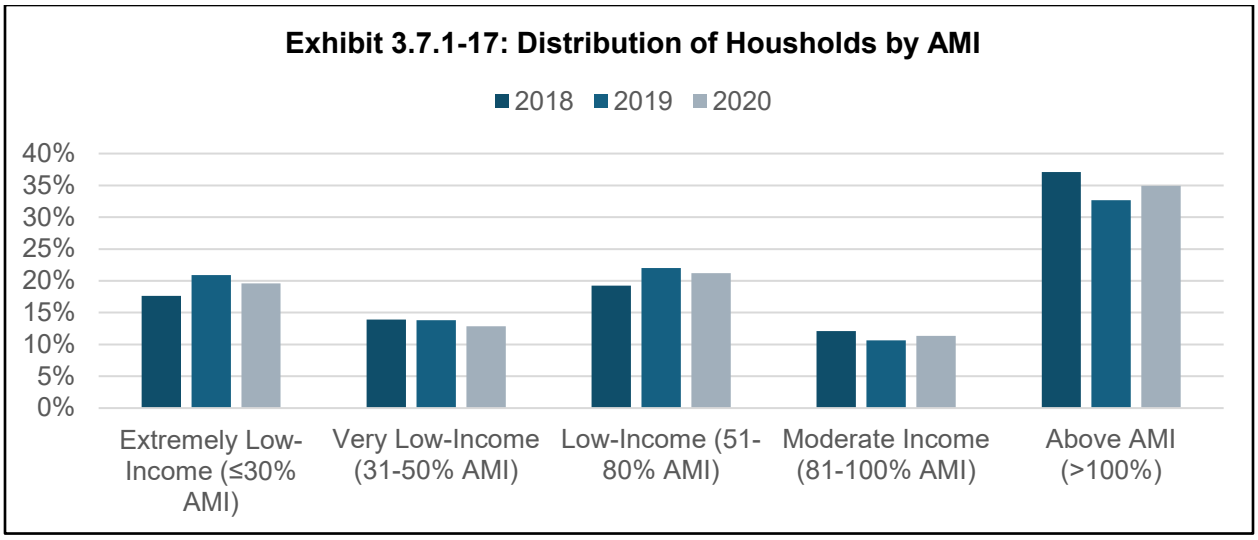
Exhibit 3.7.1-16: Cost-Burdened Households by Type and Income Level

	≤30% AMI)	30-50% AMI	50-80% AMI	80-100% AMI	>100% AMI	All Cost-Burdened Households	Percent of Total Cost-Burdened Households
Elderly Family	115	140	325	390	630	1600	10%
Small Family	870	720	1225	670	2600	6085	36%
Large Family	110	115	390	80	290	985	6%
Elderly Living Alone	1080	410	680	145	550	2865	17%
Other	1110	775	1065	620	1780	5350	32%

Source: HUD CHAS (based on ACS 5-year Estimates, 2016-2020)

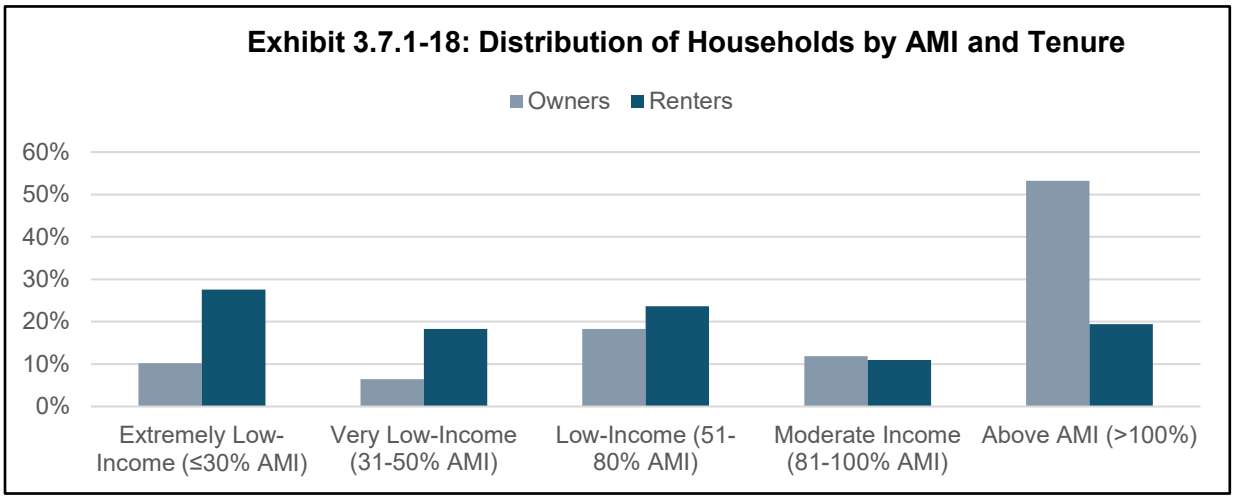
Cost burdens, especially severe cost burdens, affect wellbeing and health in significant ways. This is especially true for households with older residents or children who need medical care and nutrition. When these households face cost burdens they have less money to spend on food, healthcare, and transportation. Spending an outsized amount of the family budget on housing is especially problematic for low-income households, where higher housing costs affect the family's ability to meet basic needs.

Exhibit 3.7.1-17 below shows the distribution of households in Bremerton by household income as a percentage of AMI. In 2020, an estimated 65% of households in Bremerton had incomes at or below the AMI, while 35% had incomes greater than the AMI.



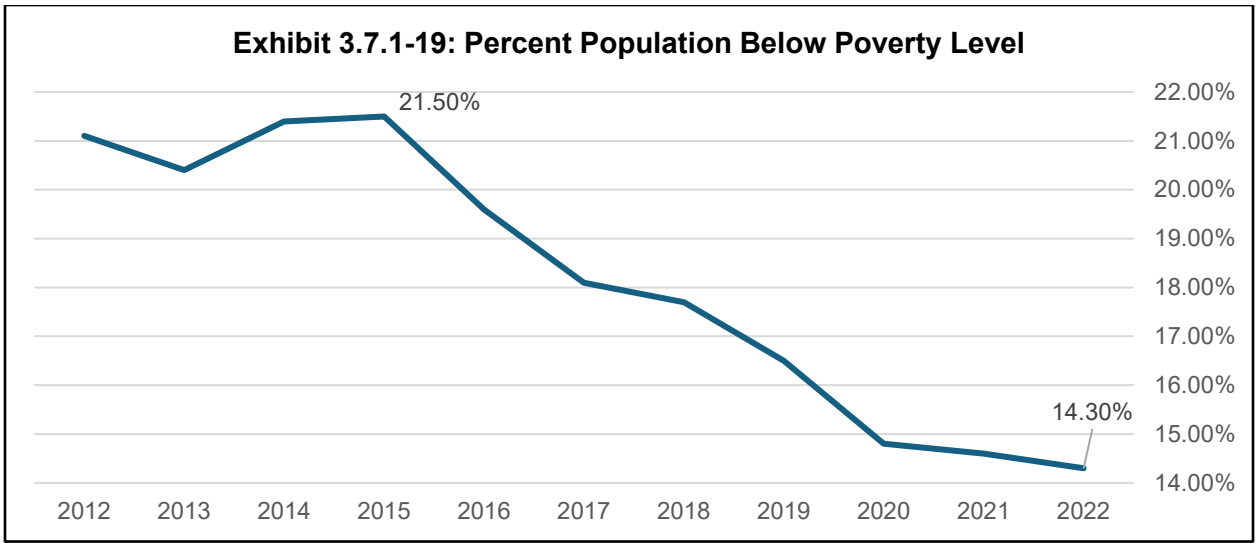
Source: HUD CHAS (based on ACS 5-year Estimates, 2014-2018, 2015-2019, 2016-2020)

As shown in Exhibit 3.7.1-18 below, households that own their homes in Bremerton are more likely to have higher incomes: 53% of homeowners have incomes above the AMI compared with 19% of renters.



Poverty Level

As shown in Exhibit 3.7.1-19 below, Bremerton has seen a 22% decrease in poverty levels. From a high of 21.5% in 2015 to 14.3% in 2022.

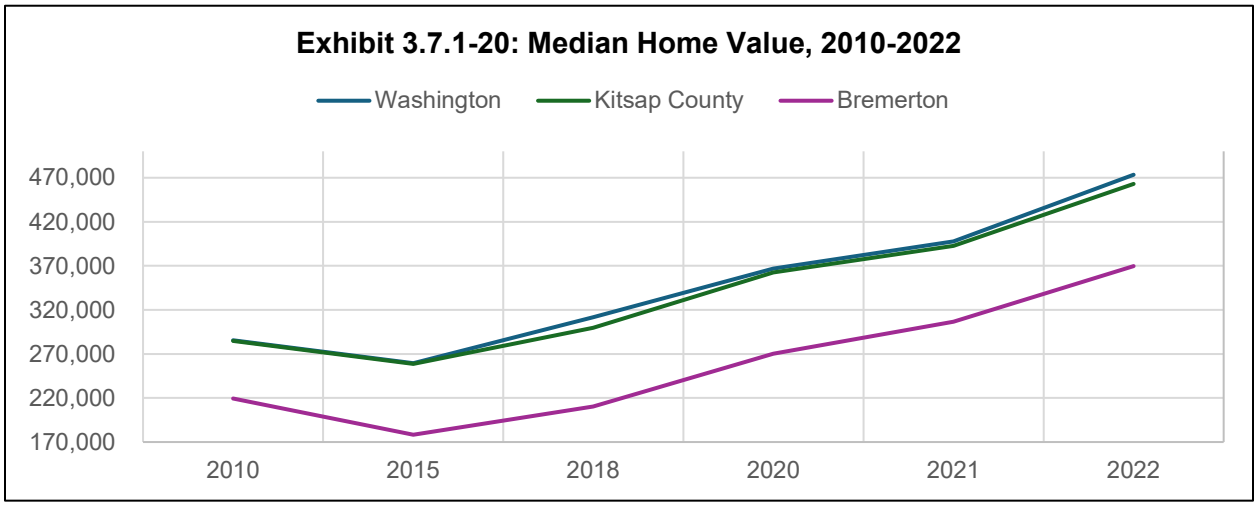


Source: U.S. Census Bureau. 2012-2022. American Community Survey 5-year Estimates

Housing Affordability

Homeownership Affordability

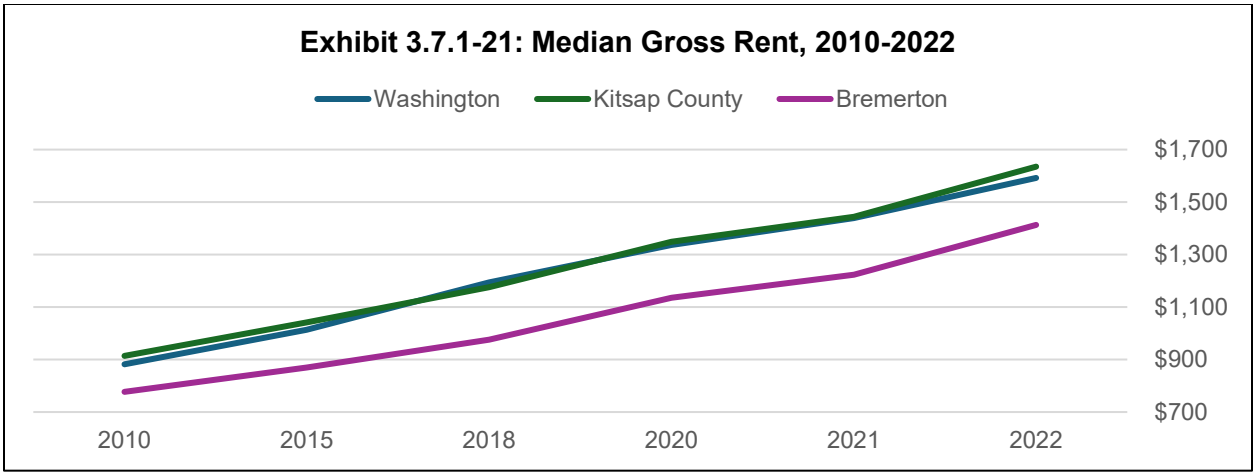
Between 2015 and 2022, the median home value of occupied housing units in Bremerton went from $178,300 to $369,700, which was a 107% increase. During that same time Kitsap County experienced a 79% increase while Washington State saw an 82% increase.



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimate.

Rental Affordability

From 2015 to 2022, median rent increased by 62% from $870 to $1,413. The median rent in Kitsap County and Washington State increased by 57% during the same period.



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimate.

As shown in Exhibit 3.7.1-22, median rent in Bremerton in 2022 was $1,413 which means that a household earning the median household income for a renter of $50,591 per year and living in an average priced apartment has $2,800 per month to cover food, healthcare, transportation, education, childcare, and any discretionary spending.

The cost-of-living composite consists of grocery, housing, utilities, transportation, and miscellaneous goods and services. The national average is normalized at 100. Cost of living for Kitsap County in Q3 2023 is 115.3. The cost of living in Kitsap is lower than Seattle (145.7), and other Puget Sound urban areas (C2ER Cost of Living Index Q3 2023 Report). Kitsap experiences notably higher transportation costs likely attributed to ferry travel.

Exhibit 3.7.1-22: Rental Affordability, 2010-2022

	2010	2022
Median Rent	$777	$1,413
Income Needed to Afford (at 30% of MHI)	~ $31,000	~ $56,000
Median Household Income (renters)	$28,483	$50,591

Source: U.S. Census Bureau 2010 and 2022 American Community Survey 5-year Estimates.

Public and subsidized housing is housing that is guaranteed to be affordable to people who meet certain income criteria. Often this type of housing is built with the help of federal, state, or local programs that contribute financing, incentives, or other forms of support for the construction of the housing units. Sometimes units are built to serve specific vulnerable populations such as older adults, low-income families, people with disabilities, veterans, or people transitioning out of homelessness. State and federal rules require that housing created under such programs remain affordable to the intended group for a defined length of time, sometimes in perpetuity.

The City of Bremerton has 39 properties regulated affordable housing properties consisting of 1750 units, representing the largest ownership for affordable housing units in Kitsap County (44% of affordable housing units in Kitsap County). In addition, the city has the largest share of deeply affordable rental stock – those which are restricted to be affordable for households earning 0-30% MFI, as well as the largest share of units affordable to 51-60% MFI.

Exhibit 3.7.1-23: Distribution of Regulated Affordable Rental Housing, Cities & UGAs

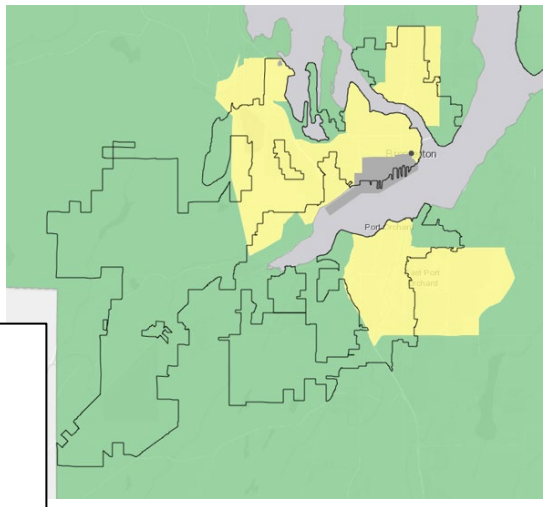
	Affordable Units	Share of 30% MFI restricted housing stock	Share of 31%-50% MFI restricted housing stock	Share of 51-60% MFI restricted housing stock	Share of 61-80% MFI restricted housing stock
City of Bremerton	**1750**	**66%**	**41%**	**51%**	**9%**
City of Bainbridge Island	273	13%	7%	1%	60%
Kingston UGA	58	0%	1%	2%	31%
City of Port Orchard	581	9%	28%	20%	0%
City of Poulsbo	288	9%	11%	7%	0%
Silverdale UGA	359	2%	11%	19%	0%
Total	3324				

Source: ECONorthwest Exhibit 35 Kitsap-Bremerton Affordable Housing Inventory and Market Analysis, Appendix B

Bremerton Housing Authority (BHA) is a public corporation with the purpose of providing affordable housing opportunities for people with limited financial means. The primary service area is the City of Bremerton. BHA provides affordable housing opportunities at the following developments: Wright Court, Charter House, Tara Heights, Winfield, Shadow Creek, Tamarack, The Firs, Casa Del Sol, Bay Vista South, Bay Vista West, The Summit, and Bay Vista Commons. The latter project, Bay Vista Commons, provides affordable assisted living. Combined, these projects consist of 544 units and represents 13% of all affordable units countywide.

In addition to rental housing, lower-income households have some opportunities for homeownership, but can be limited. This is because, depending on the type of assistance, households may need incomes high enough to qualify for a traditional mortgage from a private bank, but low enough to qualify for assistance, which may exclude a large share of would-be homeowners. Affordable homeownership programs in Kitsap County are offered by Housing Kitsap, the Bremerton Housing Authority, the Housing Resources Board, Habitat for Humanity, and Community Frameworks. These programs can help lower-income households access the wealth building opportunities traditionally offered via homeownership.

Exhibit 3.7.1-24: PSRC Displacement Risk



Displacement Risk

Displacement refers to instances when a household is forced or pressured to move from their home against their will. Direct, physical displacement occurs in cases of eviction, the termination of a tenant's lease, or public land claims through eminent domain. Physical displacement can also occur when a property owner decides to renovate units to appeal to higher-income tenants or when buildings are sold for redevelopment. Another cause might be the expiration of an affordability covenant and resulting conversion of the unit to market rate housing.

Economic displacement occurs when a household relocates due to the financial pressure of rising housing costs. Renters are more vulnerable to economic displacement, particularly those who are low-income, although some homeowners can

experience this as well with significant increases to property tax bills. Cultural displacement is the result of the loss of social nets. When physical and/or economic displacement affects community businesses and a concentration of racial or ethnic minority households, other households affiliated with the affected cultural group may begin to feel increased pressure or desire to relocate.

The Puget Sound Regional Council has developed a strategy to determine the risk of displacement of census tracts. Each census tract in Bremerton has received a place on the displacement index by analyzing factors in the following categories: socio-demographics, transportation qualities, neighborhood characteristics, housing, and civic engagement. Bremerton is shown to have a low to moderate level of displacement risk.

Employment

In 2023, there were 30,772 jobs based in Bremerton, under "covered employment" based on estimates provided by PSRC. Local covered employment by major sector is provided in Exhibit 3.7.1-25.

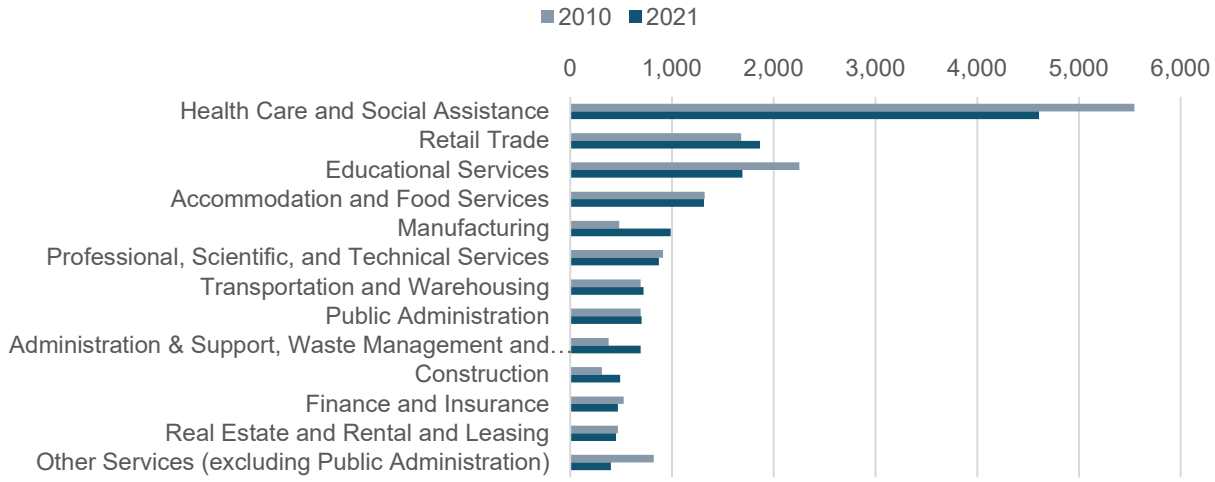
Exhibit 3.7.1-25 Bremerton Covered Employment by Major Sector 2000, 2021-2023

	2023	2022	2021	2000
Construction/Resources	483	545	444	337
Finance, Insurance and Real Estate (FIRE)	696	690	677	896
Manufacturing	1,064	1,303	1,078	209
Retail	1,671	1,728	1,668	2,009
Services	8,588	8,581	8,116	9,406
Wholesale Trade, Transportation, Utilities	883	857	729	696
Government	15,794	15,781	16,537	12,030
Education	1,594	1,564	1,472	1,672
Total	**30,772**	**31,721**	**30,721**	**27,255**

Source: PSRC Covered Employment Estimates. Covered employment refers to jobs "covered" under the State's Unemployment Insurance Program, and constitutes 85-90% of total employment.

When examined by occupational employment category, Bremerton's mix of occupations saw increases to Manufacturing (104%), Administration & Support, Waste Management and Remediation (83%), and Construction (57%). While still a small percentage of the overall, the Management of Companies and Enterprises sector saw a 541% increase. During the same time, decreases were found in Arts, Entertainment, and Recreation (-56%), Other Services (-51%), Wholesale Trade (-44%), and Information (-47%).

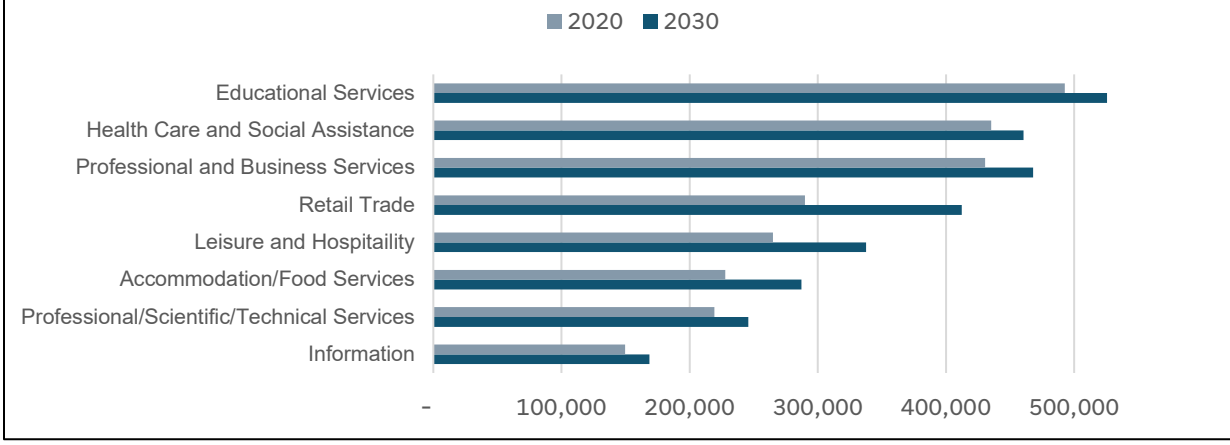
Exhibit 3.7.1-26: Occupation Change 2010 to 2021



Source: U.S. Census OnTheMap, 2021

Washington State Employment Security Department (ESD) provides short-, medium-, and long-term employment projections by Workforce Development Areas (WDA). Bremerton is in WDA1 or Olympic, which includes Clallam, Jefferson, and Kitsap Counties. Exhibit 3.7.1-27 below outlines industries anticipated to see the most growth over the 2020 to 2030 period.

Exhibit 3.7.1-27: Projected Top Five Growth Industries in WDA 1, 2020 – 2030



Naval Base Kitsap

Naval Base Kitsap (NBK) is a U.S. Navy home base for the Navy's fleet throughout West Puget Sound, and the third largest naval base in the nation. Kitsap County's largest employer, NBK provides base operating services, support for both surface ships and fleet ballistic missiles and other nuclear submarines as one of the U.S. Navy's four nuclear shipyards, one of two strategic nuclear weapons facilities, and the only West Coast dry dock capable of handling a *Nimitz*-class aircraft carrier and the Navy's largest fuel depot. NBK is the third-largest Navy base in the U.S. NBK employs thousands of active-duty military (both as command base and stationed on aircraft carrier(s)), contracted

employees, civilians employed supporting NKB services, and the skilled labor force at PSNS-IMF employed with the building and maintenance of the Naval fleet. The number of employees fluctuate and can range from 25,765 when two carriers are stationed at one time, 18,000 when no carriers are docked, and over 2,000 beds.

Jobs and Housing Ratio

Based on 2023 housing units and employment numbers, as shown in Exhibit 3.7.1-28, Bremerton has a jobs-housing ratio of about 1.5 This is inside what's generally considered to be a "good" balance (0.75 - 1.5). A jobs-housing ratio in the range of 0.75 to 1.5 is considered beneficial for reducing vehicle miles traveled. Ratios higher than 1.5 indicate that there may be more workers commuting into the area because of a surplus of jobs. The jobs-housing ratio indicates whether an area has enough housing for employees to live near employment centers and sufficient jobs in residential areas. An imbalance in jobs and housing potentially creates longer commute times, more single driver commutes, loss of job opportunities for workers without vehicles, traffic congestion, and poor air quality.

Exhibit 3.7.1-28: Jobs to Housing Ratio, 2023

	Jobs	Housing	Ratio
Bremerton	30,772	19,399	1.5

Source: Census OnTheMap, 2021 and OFM Estimates, 2023.

Based on Census OnTheMap Inflow/Outflow Analysis tool with 2021 job data, in Census OnTheMap, 80% of people working in Bremerton commute in from home locations outside the city.

Exhibit 3.7.1-29: Where Bremerton Residents Are Employed, 2021

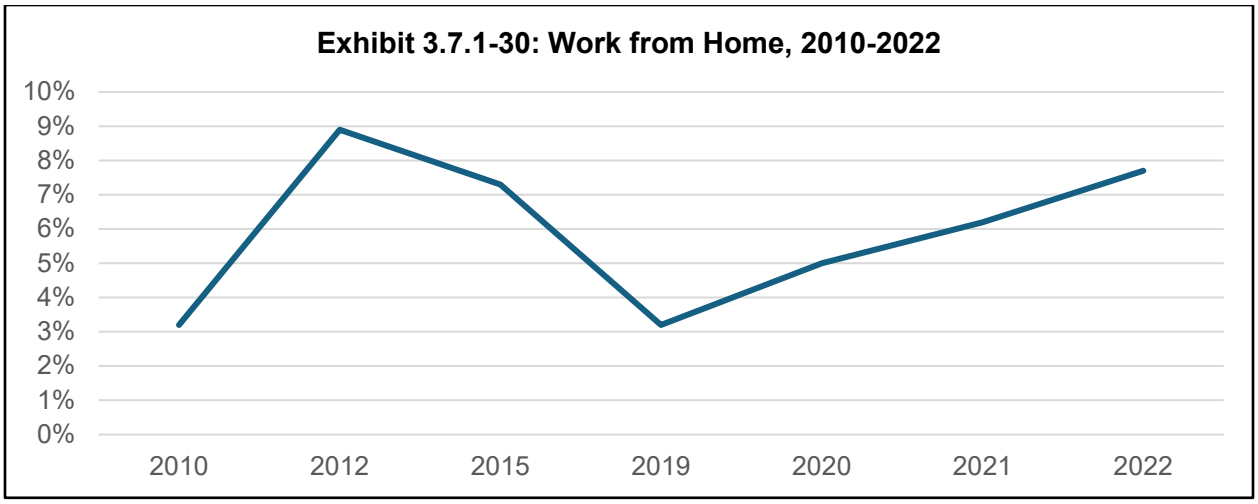
Location	Percent
Bremerton	20%
Seattle	16%
Silverdale	7%
Tacoma	5%
Port Orchard	4%
Poulsbo	3%
Bellevue	3%

Source: U.S. Census OnTheMap, 2021

Work From Home

The COVID-19 pandemic dramatically accelerated the adoption of remote work, and many companies and employees discovered the benefits of flexible work arrangements. As of 2022, 7.7% of Bremerton residents were working from home, which was up from 6.2% in 2021. The long-term prevalence of remote work will depend on several factors, such as company policies, type of industry, technology, and employee preference.

It's challenging to provide a specific percentage as it will vary widely across different regions and industries. Some experts predict that a significant portion of the workforce will continue to work remotely in some capacity even after the pandemic subsides, but the exact percentage will depend on the factors mentioned above. Additionally, the hybrid work model, which combines in-office and remote work, is becoming increasingly popular as it allows for greater flexibility and work-life balance.



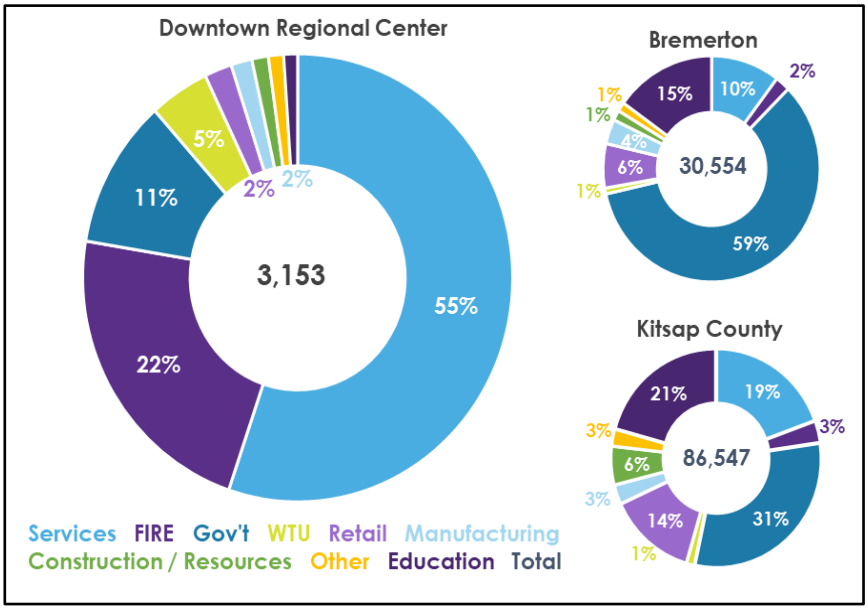
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates

Downtown Regional Growth Center Subarea

There are a total of 3,153 jobs in the DRC (excluding NBK). The largest industry in the DRC are Services, which include professional services and food and entertainment services, with 55% of all jobs. This is a larger share of jobs than Bremerton (10%) and Kitsap County (19%). The next largest sector are finance, insurance, and real estate (FIRE) at 22% of all jobs, a much higher share than Bremerton and Kitsap County at 2% and 3%, respectively. Approximately 11% of jobs in the DRC are government jobs, a smaller share than city- and countywide.

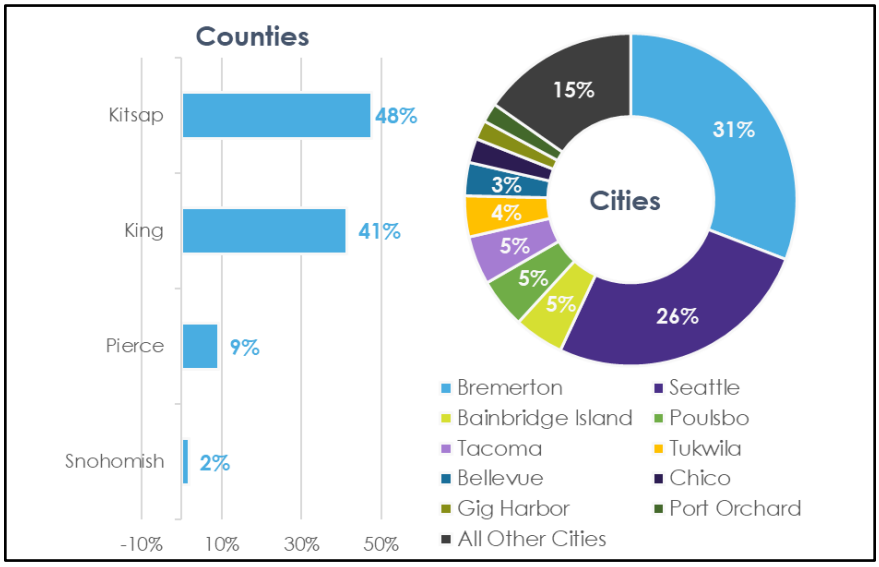
Exhibit 3.7.1-32 shows the county and city work destination for residents of downtown Bremerton. Nearly half of all residents stay within Kitsap County for work (48%), followed by 41% of residents who commute to King County. Approximately one-third of all residents (31%) work in Bremerton. Seattle is the next most common work destination with 26% of all downtown residents working in the city.

Exhibit 3.7.1-31 Employment Share by Industry, Kitsap County, Bremerton 2021; DRC 2023 Excluding NBK



Source: PSRC, 2023; ESRI Business Analyst, 2023; CAI, 2023. Note: Bremerton and Kitsap County data provided by PSRC for FY 2021. ESRI Business Analyst data for the Downtown Regional Center is for 2023.

Exhibit 3.7.1-32 Commute Destination of DRC Residents



Source: LEHD. 2020: CAI. 2023

Activity Units: PSRC's Regional Centers Framework utilizes activity units as a singular measurement of residential and employment density within regional growth centers. An activity unit represents one person, either an employee or a resident, who spends a significant part of nearly every day in the center. Activity units represent the total amount of activity present in an area and do not distinguish by the mix or proportion or the activity that is residential versus commercial.

The Downtown Regional Growth Center as designated by PSRC is 592 acres, which includes Naval Base Kitsap and PSNS-IMF. The portion of the DRC that is within the City of Bremerton jurisdiction is 138 acres. PSRC established a minimum activity unit density of 30 for a Metro Regional Growth Center. Exhibit 3.7.1-33 calculates the existing activity units density for the DRC, which meets the PSRC minimum activity unit density.

Exhibit 3.7.1-33: Existing DRC Activity Units Density (2023)

	Activity Units	Total Activity Units	DRC Acres	Activity Unit Density
Population	6,440	22,830	592	39
Employment	16,390			

Source: Puget Sound Regional Council

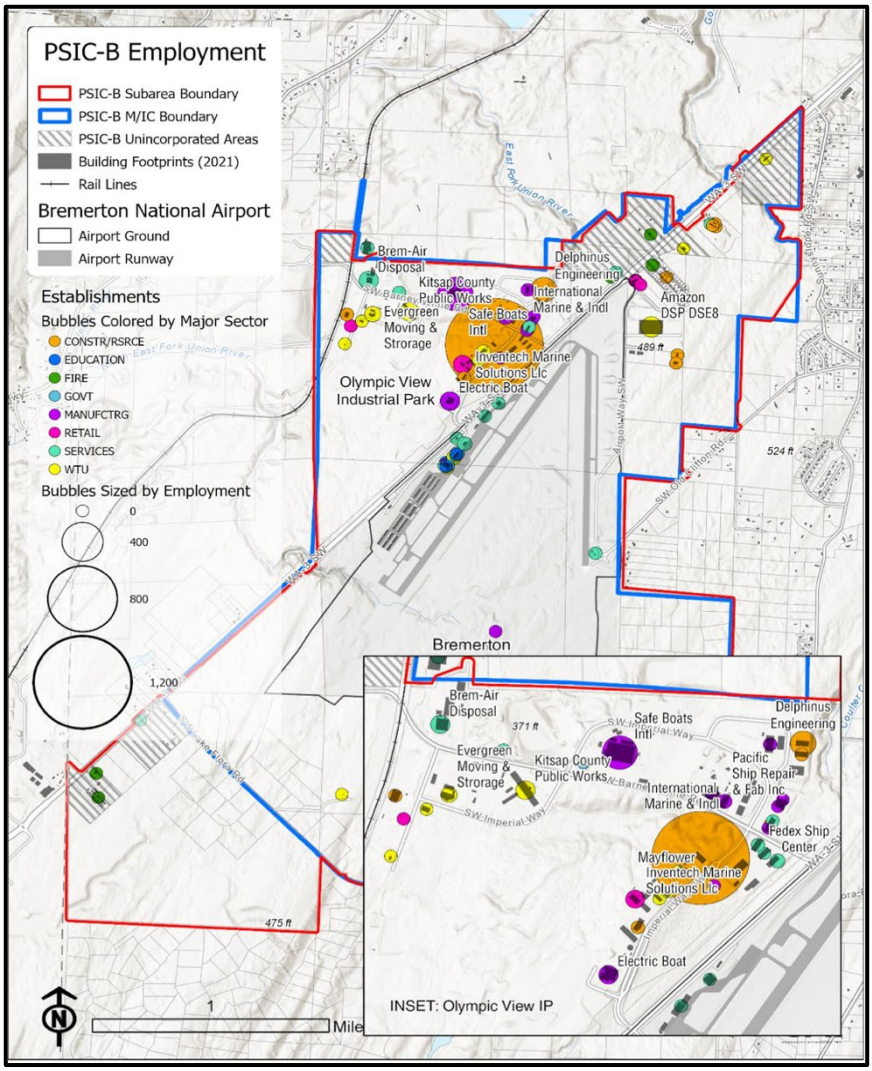
Puget Sound Industrial Center – Bremerton

According to a custom analysis of employment conducted by City economic consultant CAI, the total 2023 employment in the PSIC-B Subarea is 2,762, and the number of individual establishments (not counting multiple locations for the same establishment) is 76. When PSRC produced its first monitoring report for the PSIC-B MIC in 2013, total employment was 876 with 38 establishments. Thus, in the decade since that analysis was conducted, the MIC's employment grew by 1,882 or approximately 215%.

The average employment per establishment is 36.3 and the median employment is 6 employees per establishment. The largest single employer based in PSIC is currently International Marine and Industrial Applicators – a marine preservation and structural services company with a mobile workforce serving the US Navy – with 1,200 total employees, followed by SAFE Boats – a maritime industry company that builds durable military, law enforcement, and fire vessels – with 319 employees on site. Other large employers in the Subarea include Delphinus Engineering (185), Amazon (120), and General Dynamics Electric Boat (100). The majority of employment is concentrated at the Port of Bremerton's Olympic View Industrial Park and Bremerton National Airport.

Of PSIC's 2023 employment, 2,316 are industrial jobs, which meets PSRC's Regional Centers Framework requirement that at least 50% of jobs within a designated Manufacturing Industrial Center should be industrial. Subsectors include maritime (1,329 total jobs across four subsectors), aviation and aerospace (54 jobs across three subsectors), and transportation (49 jobs across three subsectors). Ship and boat building and repairs are collectively the largest target subsectors with 1,307 total employees. Airport operations is the largest subsector within aviation and aerospace with 35 jobs. Freight trucking is the largest subsector within transportation with 20 total jobs.

Exhibit 3.7.1-34 PSIC-B Employment by Sector and Firm,



Source: ESRI Business Analyst, 2023; Port of Bremerton, 2023; CAI, 2023

3.7.2 Impacts

Future Housing Targets

Growth allocations are determined through a regional process coordinated through the Puget Sound Regional Council (PSRC) and the Kitsap Regional Coordinating Council (KRCC). Bremerton actively participates in both coordination organizations. Within the context of this regional allocation process, Kitsap County and its jurisdictions adopted 2044 growth targets that will be used as the basis for the 2024 Comprehensive Plan Update.

Housing Growth Targets

Exhibit 3.7.2-1 below reports Bremerton's growth allocations compared to the 2021 BLR Land Capacity.

Exhibit 3.7.2-1 2044 Growth Targets and 2021 BLR Land Capacity				
	Current[1]	Allocation for 2044[2]	Capacity[1]	Difference
Population				
City Limits	43,505	20,252	16,640	- 3,612
UGA	10,105	2,762	2,422	- 340
Housing Units	18,351	9,556	7,026	- 2,530
[1] Buildable Lands Report (2021) | [2] Kitsap County Countywide Planning Policies				

There is not enough land capacity for the Kitsap CPP growth target for Bremerton. Additional housing unit capacity is necessary and is proposed in the Alternatives 2 and 3.

To assess the extent to which each of the action alternatives could accommodate the housing growth targets, a land capacity analysis on vacant and underdeveloped land, as well as infill and mixed-use opportunities was conducted. Population is accounted for using an average household size and then converted into housing units. Methodology for the capacity analysis is consistent with the assumptions and formulas set forth in the most recent Buildable Lands Report.

Exhibits 3.7.2-2 reports the capacity analysis for the amount of housing units that could be accommodated under each alternative and by zoning district. Pipeline projects are also reported.

Exhibit 3.7.2-2 Housing Unit Capacity by Zoning District and by DEIS Alternative

	Alternative 1		Alternative 2		Alternative 3	
	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity	SF Unit Capacity	MF Unit Capacity
Zoning Districts						
Low Density Residential (R-10) Pipeline housing units	1,402 209		1,394 209		1,383 209	
Medium Density Residential (R-18)		131		131		125
High Density Residential (R-40)		146		341		406
Bay Vista Subarea Plan Pipeline housing units	120	0	120	62	120	62
East Park Subarea Plan		56		56		56
District Center Core (DCC) Pipeline housing units		469 359		469 359		469 359
Charleston District Center (CDC)		114		114		114
Downtown Subarea Plan (DSAP) Pipeline housing units		2,069 295		4,027 295		4,027 295
Harrison Heights Subarea Plan (HHSAP)		1,695		1,695		1,695
General Commercial (GC) Pipeline housing units		186 72		636 72		636 72
Institutional (INST)		3		3		3
Neighborhood Business (NB)		84		84		84
Puget Sound Industrial Center (PSIC)						77
Total	**1,731**	**5,679**	**1,723**	**8,344**	**1,712**	**8,480**

Total All Units	**7,410**	**10,067**	**10,192**
2044 Housing Growth Target	**9,556**	**9,556**	**9,556**
Surplus/Deficit	2,146 deficit	511 surplus	636 surplus
Source: City of Bremerton DCD			

Housing Growth Targets by Income Levels

In 2021, the Washington Legislature changed the way communities are required to plan for housing. House Bill 1220 amended the Growth Management Act which instructs local governments to "plan for and accommodate housing affordable to all economic segments of the population of the state." These requirements include an inventory and analysis of existing and projected housing needs, including "units for moderate, low, very low and extremely low-income households" as well as "emergency housing, emergency shelters and permanent supportive housing (PSH).

The Washington State Department of Commerce provided countywide projections of housing needs for all counties in Washington State. In Kitsap County, the county and its cities collaboratively decide how to allocate its 20-year population projection housing allocation. Bremerton must plan to accommodate 9,556 permanent housing units by 2044. Bremerton staff followed the Washington State Department of Commerce guidance to conduct a land capacity analysis to determine if there is sufficient capacity to meet future housing needs under current planned zoning and development regulations.

This analysis first identifies the net developable acres and planned density in each land use zone to determine total capacity in zone categories. Land use zones, for this analysis, are grouped into the following four zone categories:

- Low Density: Low Density Residential (R-10), Bay Vista Subarea Plan, East Park Subarea Plan
- Moderate Density: Medium Density Residential (R-18), Neighborhood Business (NB)
- Low Rise: High Density Residential (R-40)
- Mid Rise: General Commercial (GC)
- High-Rise/Tower: District Center Core (DCC), Downtown Subarea Plan, Harrison Heights Subarea Plan

With the positive growth experienced since 2010, cost of housing, both for ownership and rents, have increased following the experience of the region. The greatest housing need for Bremerton under the HB 1220 is units for 80% or less of AMI. The units needed under these income levels will likely not be provided by the private marketplace; Bremerton Housing Authority, non-profits, governmental incentives and other strategies will be necessary to accomplish the State Legislature's goal.

Exhibit 3.7.2-3 Bremerton Permanent Housing Needs by Income Level		
% of Area Median Income	**Existing (2020)**	**Housing Need (2020-2044)**
0-30%	1,346	1,824
0-30% Permanent Supportive Housing[3]	106	800
>30-50%	3,030	1,566
>50-80%	8,960	1,316
>80-100%	2,496	678
>100-120%	879	667
Market Rate or <120%	1,534	2,705
Total	18,351	9,556
Emergency Housing (Temporary Beds)[4]	316	403

Exhibit 3.7.2-4 compares the aggregated housing needs of each income level to the total existing capacity in each zone category, and then compared by the total capacity of housing units by density assumptions of the three Alternatives.

Exhibit 3.7.2-4 Comparison of Projected Housing Needs by Income to Capacity by DEIS Alternative Summary					
Income Level	**Projected Housing Needs**	**Zone Categories Serving These Needs**	**Aggregated Housing Needs**	**Total Zone Capacity by DEIS Alt.**	**Capacity Surplus or Deficit**
0-30% AMI PSH	800	Low Density, Low Rise, Mid-Rise	5,506	Alt. 1 409	-1259
0-30% AMI Other	1,824			Alt. 2 5,707	168
>30-50% AMI	1,566			Alt. 3 5,605	193
>50-80% AMI	1,316				
>80-100% AMI	678	Moderate Density, Mid-Rise	1,345	Alt. 1 5,097	-206
>100-120% AMI	667			Alt. 2 1,887	289
				Alt. 3 2,125	376
>120% AMI	2,705	High-Rise/Tower	2,705	Alt. 1 2,168	-681
				Alt. 2 2,738	54
				Alt. 3 2,727	67
Total	**9,556**		**9,556**		

**Source:* *Kitsap Countywide Planning Policies Appendix F: Housing Allocation 2020 Through 2044*
https://static1.squarespace.com/static/5660ba88e4b0e83ffe8032fc/t/65fcadf2aa8de03770c0df51/1711058429412/Kitsap+CPPs+with+Housing+Allocations+-+3.11.24.pdf
Data Source: Housing for All Planning Tool, Methodology A, Washington State Department of Commerce, March 1, 2023.

[3] Permanent supportive housing (PSH) is subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors. Permanent supportive housing is paired with on site or off site voluntary services designed to support a person living with a comprehensive and disabling behavioral health or physical health condition who was experiencing homelessness or was at imminent risk of homelessness prior to moving into housing to retain their housing and be a successful tenant in a housing arrangement, improve the residents health status, and connect the resident of the housing with community based health care, treatment, or employment services. Permanent supportive housing is subject to all of the rights and responsibilities defined in chapter 59.18 RCW. Source: RCW 36.70A.030.

[4] Emergency housing means temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health food clothing and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement.

Future Employment Targets

To assess the extent to which each of the three alternatives could accommodate the employment growth targets, a land capacity analysis on vacant and underdeveloped land, as well as infill and mixed-use opportunities was conducted. Methodology for the capacity analysis is consistent with the assumptions and formulas in the latest Buildable Lands Report.

Exhibit 3.7.2-5 report capacity analysis for the amount of job growth that could be accommodated under each alternative and by zoning district. Pipeline projects are also reported.

Exhibit 3.7.2-5 Employment Capacity by Zoning District and by EIS Alternative

	Alternative 1	Alternative 2	Alternative 3
	Employment Capacity	Employment Capacity	Employment Capacity
Zoning Districts			
Low Density Residential (R-10)	0	0	0
Medium Density Residential (R-18)	0	0	0
High Density Residential (R-40)	0	0	0
Bay Vista Subarea Plan	81	41	41
East Park Subarea Plan	0	0	0
District Center Core (DCC)	163	163	163
Charleston District Center (CDC)	25	25	25
Downtown Subarea Plan (DSAP)	1,625	1,625	1,625
Harrison Heights Subarea Plan (HHSAP)	2,770	2,700	2,770
General Commercial (GC)	289	289	289
Institutional (INST)	101	101	101
Neighborhood Business (NB)	67	67	67
Freeway Corridor	441	441	441
Industrial	635	635	635
Puget Sound Industrial Center (PSIC)	9,638	9,638	9,543
Subtotal	**15,835**	**15,795**	**15,700**
Pipeline Jobs	653	653	653
Total	16,488	16,448	16,353
2044 Employment Growth Target	**14,175**	**14,175**	**14,175**
Surplus	2,313	2,273	2,178

Source: City of Bremerton DCD

Impacts Common to All Alternatives

As the city grows over the next 20 years, there is a need to ensure sufficient buildable land, expand variety and availability of housing, provide for housing at different income levels, ensure employment growth and retention. Under expected growth, displacement of both residents and businesses could potentially occur in different ways:

- Without sufficient capacity to accommodate growth, residential and commercial rents will increase, displacing lower-income households that cannot afford increased housing costs as well as businesses that may also rely on lower rents.
- Residential displacement may also be present with significant redevelopment, as more obsolete housing units that may be more affordable are demolished in favor of new housing that is more expensive because it is newer.

Other impacts may occur related to changes in local population, housing, and employment:

- Access to services. While accommodating expected population increases in the city, access to services is also important in managing future growth. Even with the prevalence of online services, residents and workers in the city need retail, restaurant, and service offerings to meet their needs.
- Improvements in walkability and transit access. Providing a growth strategy focused on Centers can help to reduce emissions from single-occupancy vehicles. Similarly, they can provide options for those that have restrictions on their ability to drive.

Under the estimates of capacity, Alternatives 1 does not meet the housing growth target needs. Conversely, Alternatives 2 and 3 are able to meet expected housing targets under the Kitsap County CPPs. All Alternatives provide capacity for the City's employment growth target, primarily at PSIC.

Impacts of Alternative 1

Under the No Action Alternative 1, the City would not have the capacity to meet adopted population and housing targets per the Kitsap Countywide Planning Policies. The expected growth of Alternative 1 would be short by 2,146 housing units. This would not fulfill the City's requirements under the Growth Management Act or Countywide Planning Policies to accommodate the identified growth target and is an adverse impact.

Impacts of Alternative 2

Alternative 2 has sufficient capacity to accommodate adopted growth targets for population, housing and employment. Alternative 2 densities assumptions provide capacity for the assigned growth targets, with a surplus of 511 housing units and 2,273 jobs. The Downtown Regional Growth Center Subarea would have capacity for 4,322 new housing units and 1,625 new jobs. The Puget Sound Industrial Center has the capacity for 9,638 new jobs.

Impacts of Alternative 3

Alternative 3 has sufficient capacity to accommodate adopted growth targets for population, housing and employment. Alternative 3 densities assumptions provide capacity for the assigned growth targets, with a surplus of 636 housing units and 2,178 jobs. The Downtown Regional Growth Center Subarea would have capacity for 4,322 new housing units and 1,625 new jobs. The Puget Sound Industrial Center has the capacity for 9,543 new jobs.

Downtown Regional Growth Center Subarea Plan

Under Alternatives 2 and 3, housing and job growth is substantially focused to the Downtown Subarea, consistent with the tenets of VISION 2050 and the Regional Centers Framework. The Downtown Subarea meets PSRC's activity units per acre standard at 39.

Summary of Impacts by Alternative

Under all alternatives, additional population, job and housing growth will occur. Housing affordability would continue to be a challenge under all alternatives due to the pressures of regional population and employment growth. However, density increases proposed in Alternatives 2 and 3 are expected to increase housing supply and diversity, reducing competition for available units and therefore reducing upward pressure on market housing costs.

Mitigation measures have potential to increase the supply of units affordable to low-income households, but significant investment from state and/or federal sources would be required to meet all low-income, supportive, and emergency housing needs.

Alternative 1 does not provide sufficient capacity to meet the population and housing targets assigned to the City of Bremerton.

Threshold	Alternative 1	Alternative 2	Alternative 3
Meets KCPP Population Growth Target	⊕⊕	⊗	⊗

Meets KCPP Housing (including by income) Growth Target	⊕⊕	⊗	⊗
Meets KCPP Employment Growth Target	⊗	⊗	⊗
Provides a mix of housing types	⊕	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.7.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding Population, Housing, and Employment, as listed below.

- *LU1(A): Designate neighborhoods, communities, and centers throughout the City and encourage the implementation of design guidelines for new development and redevelopment that complement the designated purpose and scale. Compact, mixed-use development should be focused within the City's designated centers, through increased density that provides additional housing capacity.*
- *LU1(F): Where appropriate, support the transformation of underutilized lands, such as surplus public lands or environmentally contaminated lands, to higher- density, mixed-use areas when complementary to the development of City centers and/or the enhancement of existing neighborhoods.*
- *LU1-Cen(G): Plan for densities and prioritize investments that maximize benefits of transit investments in high-capacity transit station areas that are expected to attract significant new population or employment growth.*
- *LU1-Cen(H): Evaluate planning within the City's regional growth center Downtown Subarea Plan and any identified high-capacity transit station areas for their potential displacement of marginalized residents and businesses. Promote a range of strategies to address any identified or potential displacement impacts.*
- *LU1-DRC(A): Implement the plan for population and employment growth as detailed in the Downtown Subarea Plan to ensure that the center meets the growth expectations outlined in Puget Sound Regional Coordinating Council's Vision 2050.*
- *H2(A): Support the private sector's efforts to provide a full range of housing options to meet the needs of all ages and demographics.*
- *H2(E): Support efforts to provide for a variety of housing options such as:*
  - *Emergency group housing, homeless shelters and short-term housing to meet the needs of those in the lower income categories.*
  - *Promote housing for the special needs of students, particularly in the vicinity of Olympic College. Encourage apartments and dormitories in locations that directly service the college.*
  - *Plan for and support episodic surges and reductions in military personnel. Provide opportunities to allow for different housing densities to accommodate the diverse needs of military personnel.*
  - *Respond to the special needs of the growing elderly population within the City. Encourage a full range of housing options including retirement housing complexes in all residential zones particularly in areas with direct proximity to services and amenities. Encourage programs which allow elderly to remain in their homes as long as possible.*
  - *Provide for integration of special needs housing within the community by allowing for government-assisted housing, housing for low-income families, manufactured housing, group homes, and foster care facilities.*
  - Encourage construction to meet and exceed ADA standards whenever possible.

  - *Encourage and support the development of emergency, transitional and permanent supportive housing with appropriate on-site services for persons with special needs and vulnerable populations.*
- *H2(H): Provide sufficient land for the city's projected population and housing targets, especially in the City's Centers and accessible to transit.*
- *H2(I): Plan for sufficient housing and a variety of housing types to meet the needs of the existing and projected population at all income levels while also encouraging the private sector to meet the changing demographic needs and preferences.*
- *H2(J): Promote jobs-housing balance by providing for a range of housing choices that are accessible and attainable to people of all income levels, near job centers, and high-capacity transit centers.*
- *H2(K): Review and streamline development standards and regulations to improve public benefit, provide flexibility and minimize additional costs to housing.*
- *H2(L): Expand housing capacity for Missing Middle Housing to bridge the gap between single-family and more intense multifamily development by allowing a variety of housing types and densities.*
- *H3(A): Provide opportunities for the production of new housing, with a variety of housing types that meet the needs for all residents.*
- *H3(F): Identify and implement strategies to meet affordable housing targets identified by the Kitsap Countywide Planning Policies.*
- *H3(G): Support agency and nonprofit organizations in the creation of housing opportunities for homeless, elderly, physically or mentally challenged, and other segments of the population who have special needs.*
- *H3(H): Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations and work with communities to develop anti-displacement strategies in when planning for growth. Remove prior polices and regulations that may have resulted in racially disparate impacts, displacement, and exclusion in housing, including zoning that may have a discriminatory effect and areas of disinvestment and infrastructure availability.*
- *H3(I): Promote, and encourage Bremerton Housing Authority, nonprofits, other agencies, and private developers to create housing and home ownership opportunities for low- and moderate-income households. Identify incentives for development proposals which create housing units for low-and moderate-income households.*
- *H3(J): Address the need for low- and very low-income households' affordability, recognizing these critical needs will require public support through funding, collaboration and action by agencies, non- profit organizations, developers, and jurisdictions.*
- *ED1(B): Increase market elasticity and diversity of businesses by supporting a wide variety of commercial uses within the designated mixed use Centers throughout the City. Support efforts to retain and expand industry clusters that manufacture goods and provide services for export, such as at Puget Sound Industrial Center.*
- *ED1(E): Support a range of employment opportunities to create a closer balance between jobs and housing.*
- *ED4(B): Ensure access to commerce by focusing commercial development along existing transportation corridors. Support expansion of transportation systems and facilities to improve access to the Bremerton National Airport, the Naval Base Kitsap, Downtown, and the designated District Centers.*
- *ED5(E): Identify potential physical, economic, and cultural displacement of existing businesses that may result from redevelopment and market pressure. Identify a range of strategies to mitigate displacements to the extent possible.*

Applicable Regulations and Programs

- State and Regional Review: As required by GMA, the City of Bremerton will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and

provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.

- Bremerton Housing Authority (BHA) is a public corporation with the purpose of providing affordable housing opportunities for people with limited financial means. The primary service area is the City of Bremerton. BHA provides affordable housing opportunities at the following developments: Wright Court, Charter House, Tara Heights, Winfield, Shadow Creek, Tamarack, The Firs, Casa Del Sol, Bay Vista South, Bay Vista West, The Summit, and Bay Vista Commons. The latter project, Bay Vista Commons, provides affordable assisted living. Combined, these projects consist of 544 units and represents 13% of all affordable units countywide. There are additional programs and projects that support affordable housing properties, programs or assistance for residents to stay within their home.

Exhibit 3.7.3-1 Bremerton Affordable Rental Housing Programs and Partnerships

Organization	Type of Assistance	Participant Details
Bremerton Housing Authority	Rental Assistance	Program to provide rental assistance for payments of rent, prevent eviction or security deposit assistance
	Housing Navigation Program	Program to increase utilization of federal housing voucher by providing intensive housing 'navigation' services
	Shadow Creek Apartments	Expansion of affordable units at Shadow Creek Apartments
Kitsap Community Resources	Weatherization and Home Repairs	Grants to assist with energy efficiency, insulation, heating system repairs, health and safety issues
	Housing Solutions Center of Kitsap County	One-stop Housing Resource Center for all housing assistance
	Manette Townhouse Project	Construction of 9 new townhomes
	Mills Crossing	Acquisition of 36-unit townhome complex

Source:https://www.bremertonwa.gov/DocumentCenter/View/10803/Affordable-Housing-Updates-PDF?bidId=

- Affordable homeownership programs in Kitsap County are offered by Housing Kitsap, the Bremerton Housing Authority, the Housing Resources Board, Habitat for Humanity, and Community Frameworks. These programs can help lower-income households access the wealth building opportunities traditionally offered via homeownership.

Exhibit 3.7.3-2 Bremerton Affordable Homeownership Programs and Partnerships		
Organization	**Type of Assistance**	**Participant Details**
Housing Kitsap	In conjunction with USDA mortgage assistance via low-interest loans, Housing Kitsap provides Technical Assistance for Construction and down payment assistance.	Serves 22 households per year Must earn below 80% of MFI Loans are about $225,000 with some down payment assistance (max 20% of the loan amount)
Bremerton Housing Authority	Mortgage payment assistance for voucher holders for up to 15 years, participants must be enrolled in the Family Self Sufficiency Program	Most earn below 30% of MFI Average home sale was $180,000
Community Frameworks	Down payment assistance for five years and deferred, low-interest loans for the duration of the mortgage. Payments are deferred until the loan sale. Also offer sweat equity for rehabilitated housing programs.	Most earn below 80% of MFI Assistance totaling over $952,000since 2013; average of $36,600 per household
Source: ECONorthwest Exhibit 39 Kitsap-Bremerton Affordable Housing Inventory and Market Analysis, Appendix B		

Other Potential Mitigation Measures

- Increased support for lower-income housing. The pressures on lower-income households that will be experiencing increased rents and reduce housing affordability can be addressed through different types of assistance programs. This can include direct support of renters and homeowners, such as through home repair grants, as well as incentives to encourage the development of income-restricted housing that would provide more affordable rents.
- Increased support for small businesses. Although some commercial displacement is inevitable, targeted support to smaller businesses can be important to address potential displacement. This can take the form of grants or loans that can address costs, as well as broader programs to provide information and coordinate marketing.

3.7.4 Significant Unavoidable Adverse Impacts

Significant and unavoidable adverse impacts are expected under Alternatives 1 related to housing and employment growth targets, as they would not be met. Such inconsistencies with designated growth targets would be avoided through densities and actions proposed under Alternatives 2 and 3.

Future growth is likely to create localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with the combination of existing and new development regulations, zoning requirements, and design guidelines, no significant unavoidable adverse impacts are anticipated.

Section 3.8 Historic and Cultural Resources

The purpose of this section is to review cultural and historic resources that may be affected by future development in Bremerton. The term cultural resource will be used to generally describe any archaeological, built, or ethnographic resources, regardless of whether it has been formally evaluated for its potential to be eligible for listing in a historic register or not.

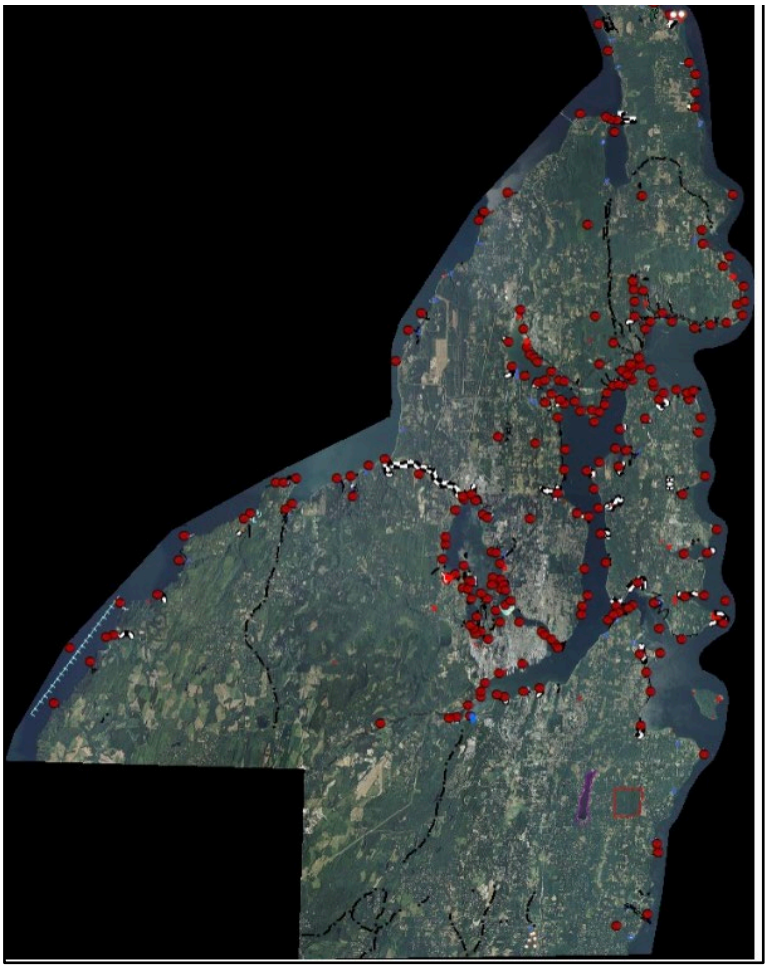
3.8.1 Affected Environment

Historic resources and landmarks offer a way to connect with the city's past and provide a sense of continuity and permanence. Those resources represent development patterns and places associated with Bremerton's notable persons and community events. The historic fabric together with unique qualities of new development patterns define the character of a city. It is essential to preserve some historic resources to maintain the character of Bremerton. Cultural resources include historical and archaeological resources.

Tribal

Cultural resources have the potential to occur throughout the city. However, shorelines in particular are the location of considerable cultural resources. The Suquamish Tribe is actively engaged in the preservation of cultural resources and have identified and mapped traditional places in and around the Port Madison Indian Reservation. Staff recorded locations and descriptive information of historic period Suquamish villages and camps, ethnographic place names, archaeological sites, hunting areas, and plant collecting places to help manage Suquamish cultural resources. This information, combined with environmental data such as soil types, vegetation coverage, and locations of fresh water, was used to develop a probability or cultural resources sensitivity map of Kitsap County in part to help planners protect cultural resources.

Exhibit 3.8.1-1 Suquamish Tribe Traditional Places and Mapping



Source: The Suquamish Tribe

Ancestral human remains may be uncovered during construction excavation at projects throughout the Puget Sound region. Pre-contact burials also may be exposed by natural erosion along Puget Sound beaches or riverbanks. Some non-natives inappropriately collect ancestral remains from beaches or construction sites and store them in attics or display them on fireplace mantles. Native American ancestral remains are protected under federal and state laws.

The Washington State Physical Anthropologist, is responsible for investigating, preserving, and, when necessary, removing and reinterring discoveries of non-forensic skeletal remains. Tribal Historic Preservation staff work with the State Physical Anthropologist, the Suquamish Tribe Ancestor Repatriation Committee, and elders from other Tribes to determine culturally appropriate ways to treat

inadvertent discoveries of ancestral remains in construction sites or to repatriate ancestors held by private individuals.

National

The National Historic Preservation Act of 1966 authorized the creation of the National Register of Historic Places (NRHP) and the National Landmark program, which are tasked with recognizing sites and structures associated with significant people and events in national history. The NRHP is maintained by the National Park Service. Sites or structures listed on the NRHP are provided protection through various federal funding sources. There are a number of places in Bremerton, many associated with Puget Sound Naval Shipyard, that are on the National Register of Historic Places:

- Bremerton Elks Temple Lodge No. 1181; 285 Fifth Street
- Coder-Coleman House; 904 Highland Avenue
- Hospital Reservation Historic District; Bound by Mahan Avenue, Hoogewerf Road, Decatur Avenue and Dewey Street
- Marine Reservation Historic District; Bound by Cole Street, Dewey Street, Decatur Avenue and Doyen Street
- Navy Yard Puget Sound; North shore of Sinclair Inlet
- Officers' Row Historic District; Bound by Mahan Avenue, Decatur Avenue, and Coghlan Road
- Puget Sound Radio Station Historic District; Bound by Mahan Avenue, Coghlan Road, and Cottman Road
- Shelbanks; 1520 Shorewood Drive
- US Post Office – Downtown Bremerton; 602 Pacific Avenue

State

The Washington State Department of Archaeology and Historic Preservation (DAHP) performs the functions of the State Historic Preservation Officer (SHPO) established by the National Historic Preservation Act of 1966. DAHP maintains records of historic resources inventories and sites in the Washington Heritage Register, acts as liaison between local agencies and the federal government, and is responsible for reviewing proposed federal projects for their potential impacts on historic and archaeological resources.

All sites on the National Register are included on the Washington Heritage Register; the Port Washington Narrows Bridge is an additional site that is included on the Washington Heritage Register.

Local

Kitsap History Museum is located in the former Seattle First National Bank in downtown Bremerton, a 1950's art deco building. The KHM offers exhibits, events and archives highlighting and supporting the recording, maintaining and accessing history and artifacts important to Bremerton and Kitsap County. One of the permanent exhibits include downtown Bremerton over 100 years ago. Additional online historic resources include Historic Building walking map of downtown Bremerton, Old Charleston, Sinclair Heights, Black Trailblazers of Kitsap County, and Kitsap Mosquito Fleet.

3.8.2 Impacts

Impacts Common to all Alternatives

Impacts to cultural resources under all alternatives would include projects or specific construction activities that may disturb or destroy undocumented historical or cultural resources during construction activities. Future development projects would continue to be required to comply with federal, state, and local regulations to protect cultural and historic resources.

Impacts of Alternative 1

Under Alternative 1, residential and employment-related growth would be dispersed across the city more than the Alternatives 2 and 3 and would be the least impactful due to its limited capacity below

the adopted targets. While Alternative 1 has the lowest potential to impact historic or cultural resources, projects could still impact with disturbance to undocumented resources.

Impacts of Alternative 2

Alternative 2 accommodates more residential and employment growth than Alternative 1. Alternative 2 would focus the most residential growth within the Downtown Regional Growth Center Subarea and the Harrison Heights Center Subarea, and job growth at PSIC. The intensity of residential growth under Alternative 2 would lead to a greater potential for impacts on cultural resources than Alternative 1. Since archaeological sites are likely to be located within the vicinity of shorelines and water bodies as outlined above, development near or adjacent to shorelines has the potential to impact undocumented historical or cultural resources.

Impacts of Alternative 3

Impacts to cultural and historic resources under Alternative 3 would be similar to those described in Alternative 2, but slightly increased due to its additional housing capacity. Similar to Alternative 2, residential growth is focused in the Downtown Regional Growth Center and Harrrison Heights Subarea along the shoreline and may have great potential for presence of undocumented historic or cultural resources.

Downtown Regional Growth Center Subarea Plan

The impacts to historic and cultural resources in the Downtown Regional Growth Center Subarea is like Alternatives 2 and 3. Development in Downtown will likely be intensifying current development or redeveloping existing sites. Construction activities may disturb undocumented cultural or historic resources, most likely along the shorelines.

Summary of Impacts by Alternative

Future growth and development could disturb or destroy previously undiscovered and undocumented archaeological or historical artifacts. With proposed mitigation measures, these impacts are not considered significant unavoidable adverse impacts.

Threshold	Alternative 1	Alternative 2	Alternative 3
Loss of historic/culturally significant sites, artifacts	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.8.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding historic and cultural resources, as listed below.

- *LU4(A): Preserve regional historic, visual and cultural resources including public views, landmarks, archaeological sites, historic and cultural landscapes, culturally significant sites, tribal treaty fishing, hunting and gathering grounds, and areas of special character within Bremerton. Coordinate with proper agencies and tribal governments to ensure preservation.*
- *LU4(H): Consider appropriate levels of City participation in historic preservation opportunities at the Federal, State and Local level.*
- *ED2(A): Encourage upgrades and rehabilitation of existing commercial developments through a wide variety of means, including but not limited to:*
    - *Promote decorative shrouded street lighting, window displays, increased security, and pedestrian public amenities (trash cans, benches, etc.).*
    - *Consider recognition, preservation, and repair of historic storefronts and signage such as McGavin's Bakery that emphasize quintessential elements from our past in areas such as Downtown, Manette, and Charleston.*

- *Investigate outdated and obsolete elements of building frontages such as façade treatment and signage. Encourage maintenance, repair, and enhancement focusing on pedestrian scale enhancements.*

- *ED5(G): Support, recognize and enhance the contributions of the city's culturally and ethnically diverse communities, institutions, and Native Tribes.*

Applicable Regulations

The following federal, state, tribal, and local regulations will also be applied:

Federal

- National Historic Preservation Act of 1966.
- Archeological Resources Protection Act of 1979.

Washington State

Washington State has a number of laws that oversee the protection and proper excavation of archaeological sites (RCW 27.53, WAC 25-48), human remains (RCW 27.44), and historic cemeteries or graves (RCW 68.60). Under RCW 27.53, Department Archaeology and Historic Preservation regulates the treatment of archaeological sites on both public and private lands and has the authority to require specific treatment of archaeological resources. All precontact resources or sites are protected, regardless of their significance or eligibility for local, state, or national registers. Historic archaeological resources or sites are protected unless DAHP has made a determination of "not-eligible" for listing on the WHR and the NRHP.

In the event that human remains, burials, funeral items, sacred objects, or objects of cultural patrimony are found during project implementation, all provisions of RCW 68.50.645 apply including notification of appropriate authorities.

In the event that prehistoric artifacts or historic-period artifacts or features are found during project implementation, all work must cease within 200 feet of the find, Washington State Department Archaeology and Historic Preservation must be contacted, and all provisions of RCW 27.53.060 shall be adhered to.

- State Environmental Policy Act and National Environmental Policy Act.
- Archaeology and Historic Preservation, RCW 27.34.22, and WAC 25-12.
- Governor's Executive Order 21-02, Archaeological and Cultural Resources.

Other

- Bremerton Shoreline Master Program

Other Potential Mitigation Measures

- Cooperate with the Kitsap Historical Society, Suquamish Tribe, other organizations and interested citizens in identifying historical, archaeological and cultural resources that provide unique insights into the history and the development of the city.
- Preserve and/or acquire historical or cultural resources as feasible.
- Consider funding a financial assistance program where the City offers grants or low-interest loans to city property owners to repair or rehabilitate aging or substandard housing, in order to preserve these older homes and prevent demolition and redevelopment.

3.8.4 Significant Unavoidable Adverse Impacts

Future growth and development within Bremerton could disturb or destroy previously undiscovered and undocumented archaeological or historical artifacts. With existing regulations and protocols, these impacts are not considered significant unavoidable adverse impacts.

3.9 Existing Transportation

This section summarizes relevant existing transportation policies and plans that help inform the evaluation of transportation improvement needs to support growth over the next 20 years. It also describes Bremerton's transportation environment for people driving (including freight), walking, rolling, biking and riding transit at the citywide level.

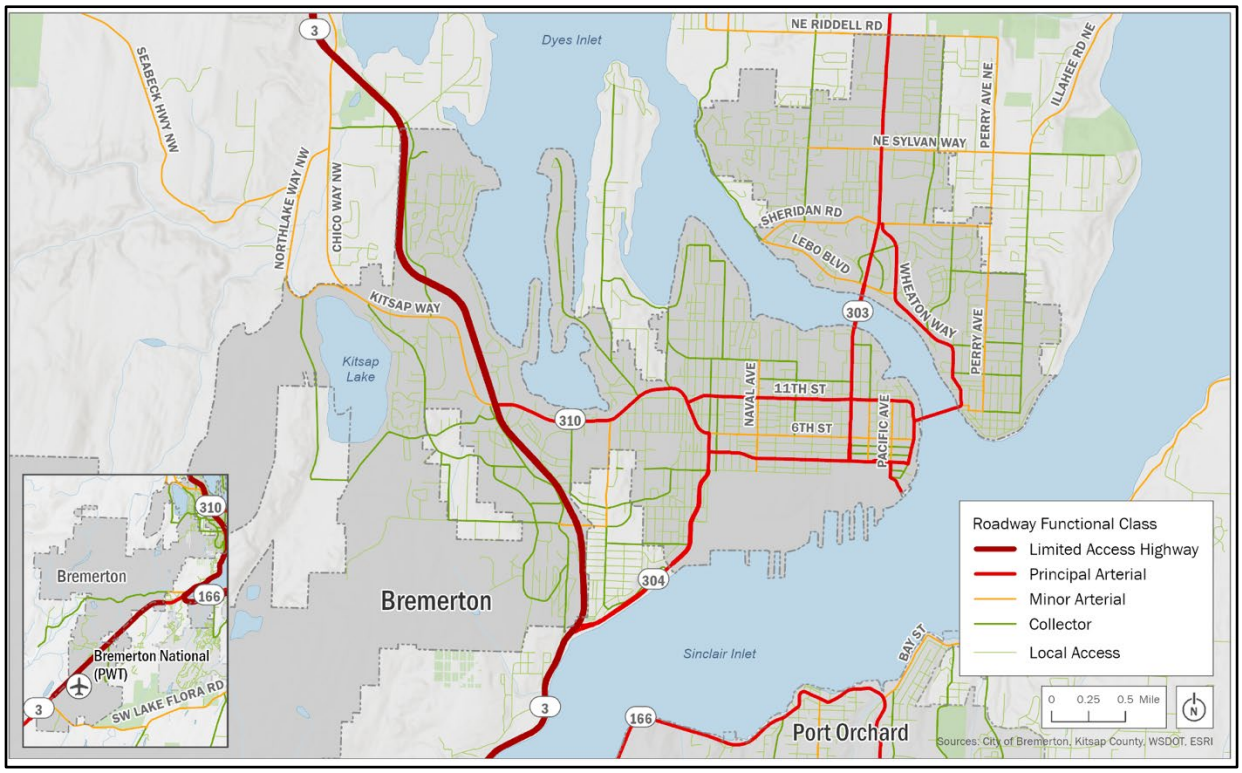
3.9.1 Affected Environment

Roadways

The roadway network in Bremerton features a combination of grid and non-grid systems, including state highways that provide access to the region. State Route (SR) 3 is the primary limited access highway serving the Kitsap Peninsula, extending north from Bremerton to the Hood Canal Floating Bridge and south to U.S. Route 101 in Shelton. Within Bremerton, SR 3 provides connections to major destinations, including Navy Yard City, Gorst, and the Bremerton National Airport. State routes extend east of SR 3 through the city's urban core and carry most traffic within the city. SR 304 and SR 310 are east-west highways which provide service to downtown, Naval Base Kitsap-Bremerton (NBK-BR), and the Bremerton Ferry Terminal. SR 303 provides a connection from downtown Bremerton to the Eastside (East Bremerton) across Port Washington Narrows. East of Gorst, SR 16 extends to noncontiguous areas within Bremerton city limits and continues to Tacoma. SR 166 extends east from SR 16 in Gorst to Port Orchard.

The city uses functional classification to organize its streets into categories based on their intended use and traffic volumes. Functional classes within Bremerton include limited access highways, principal arterials, minor arterials, collectors, and local access roadways. Classifications are defined in alignment with definitions used by the Washington State Department of Transportation (WSDOT). Limited access highways and principal arterial roadways – including state routes, 11th Street, and Washington Avenue – carry the majority of through-traffic within the city and provide connections to the surrounding region. Minor arterials are designed for higher traffic volumes and speeds but provide access to local destinations throughout the city and nearby areas of Kitsap County. Collector roadways distribute vehicular traffic between local streets and arterials at lower speeds and are intended to be a transition between local streets and arterials. Exhibit 3.9.1-1 shows roadways within the city by classification.

Exhibit 3.9.1-1: Functional Street Classifications Map



Pedestrian Network

Sidewalks are present along many of the collector and arterial roadways in Bremerton, with higher concentrations of existing pedestrian infrastructure in the downtown area. Designated pedestrian infrastructure promotes safe travel options for those who walk or take transit to reach local destinations, encouraging healthy lifestyles and reducing vehicular traffic. Sidewalks, shared-use paths, and crosswalks enhance connectivity within the city, making it easier for residents and visitors alike who are walking or using assistive mobility devices.

Exhibit 3.9.1-2 shows the existing pedestrian facilities along collector and arterial roadways within the city. The facilities within the 3.91-2 exhibit are from the 2015 Transportation Element. Within City limits, sidewalks are available on both sides of 44% of arterial and collector roadways. The condition and width of existing sidewalks vary throughout the City. Most existing sidewalks (62%) are in fair condition, while 38% of existing sidewalks in the city are in marginal condition. Most major streets downtown, including Warren Avenue, Washington Avenue, and 6th Street, feature sidewalks that are generally in better condition than those on adjacent local roads. Most existing sidewalks have a width of 5 feet wide or less. While sidewalks are present on at least one side of most downtown streets, their condition varies. Exhibit 3.9.1-3 highlights the condition of existing sidewalks in downtown and other areas of Bremerton.

Exhibit 3.9.1-2: Existing Pedestrian Facilities Map

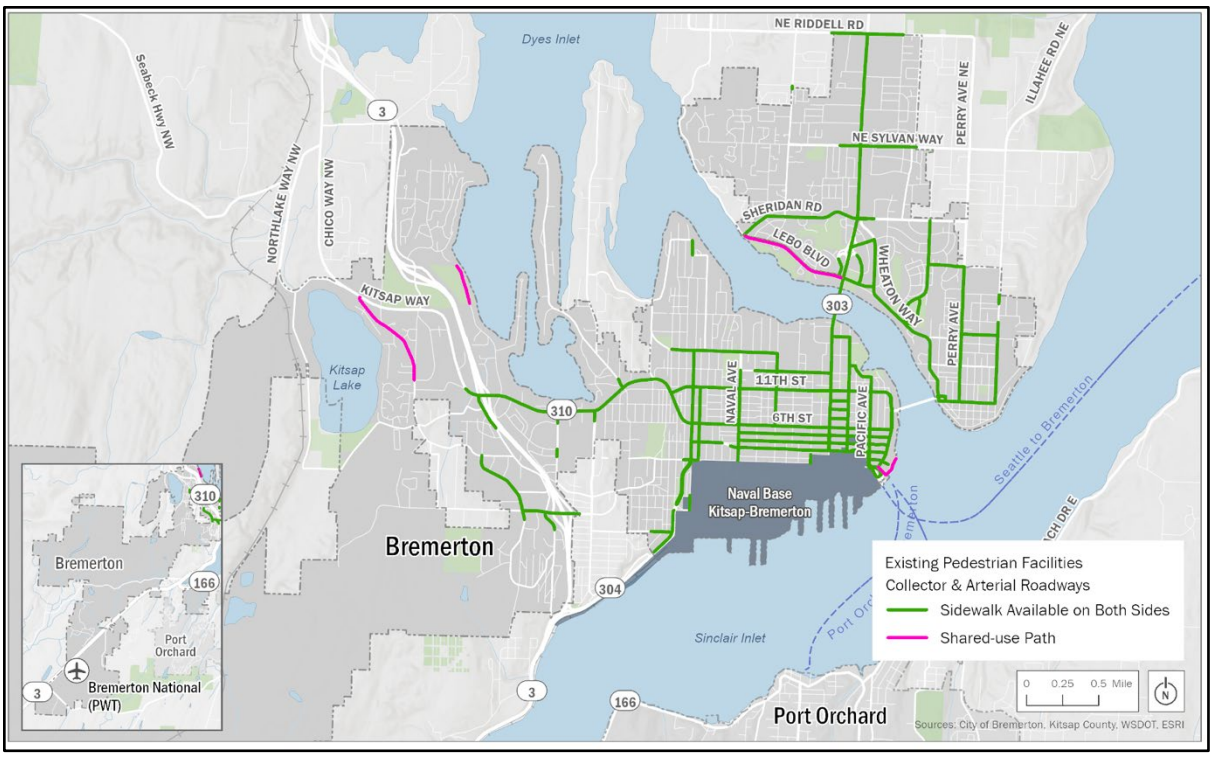
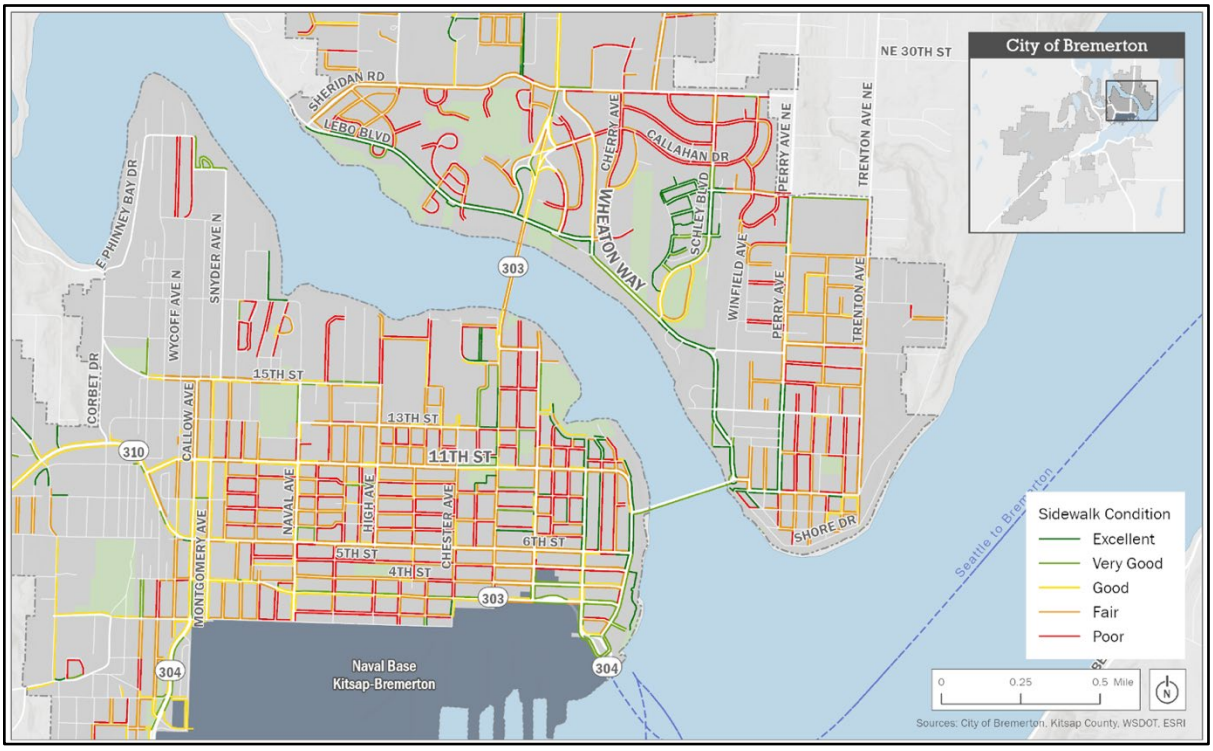


Exhibit 3.9.1-3: Existing Sidewalk Conditions



Source: Draft 2044 Comprehensive Transportation Plan

Bicycle Network

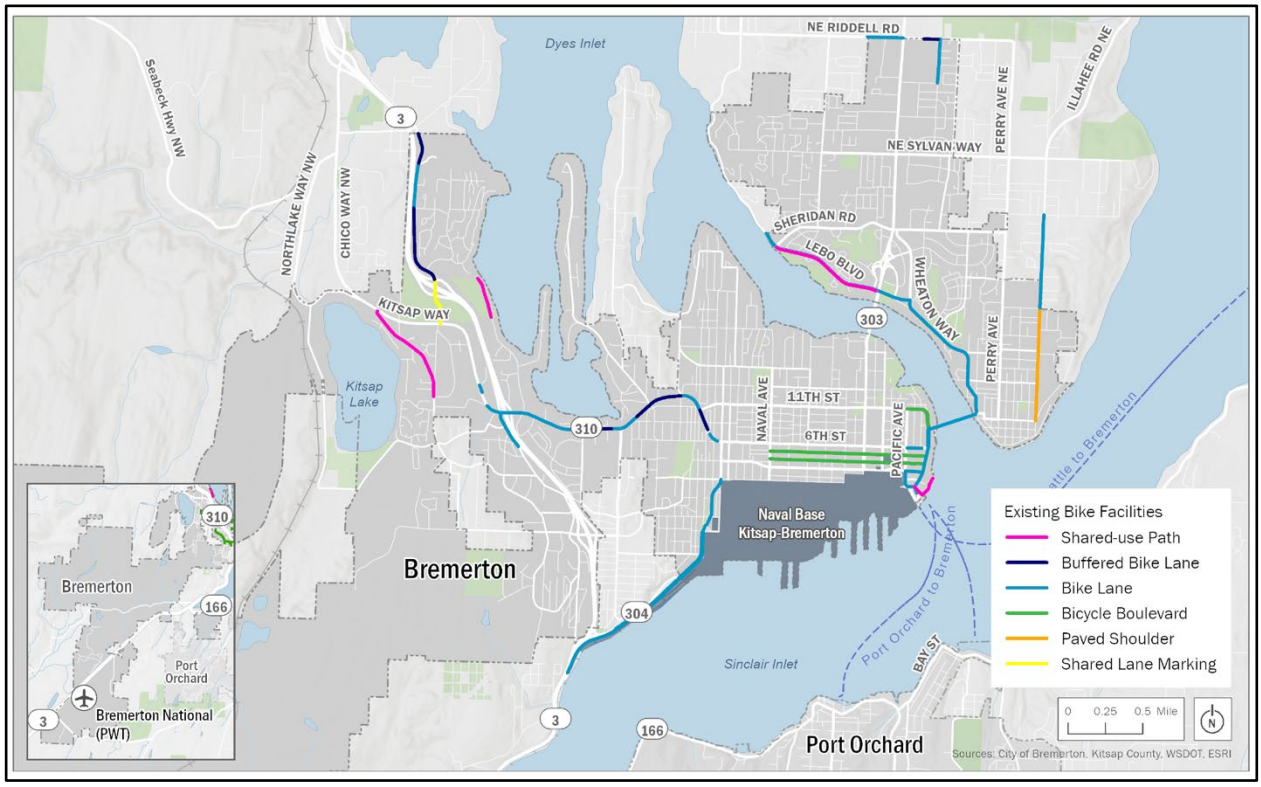
The existing bicycle network within the city includes bike lanes, bicycle boulevards, shared use paths, and other shared facilities. Exhibit 3.9.1-4 summarizes all bicycle facilities included in the data inventory. While the data inventory included paved shoulders as an existing facility for bicycle users, these may not meet current best practices for facility design and user comfort. Existing bicycle facilities are shown in Exhibit 3.9.1-5.

Exhibit 3.9.1-4 Bicycle Facilities

Bicycle Facility	Description	Miles
Bike Lane	Dedicated facility for bicyclists adjacent to traffic with striping and lane markings	9
Buffered Bike Lane	Dedicated facility for bicyclists adjacent to traffic with a buffer of 2 feet or greater and lane markings	1.5
Shared Use Path	Paved facility typically separated from motor vehicle traffic, designed to accommodate various nonmotorized users	2
Bicycle Boulevard	Low-speed streets optimized for bicycle traffic, featuring traffic calming measures and signage to prioritize bicycles and enhance safety	2.4
Paved Shoulder	Wide shoulder designated for bicycle use; paved shoulder may not meet best practice for facility design since it is not a dedicated facility	0.8
Shared Lane Markings	Pavement markings or sharrows that indicate shared use of bicyclist and vehicles in a lane	0.6
	Total	16.3

Bremerton has a range of bicycle facilities on city streets, but the existing bicycle network is incomplete, with facilities that are disconnected. Near the Bremerton Ferry Terminal, a shared-use path along the waterfront connects to a mixed bicycle lane and bicycle boulevard facility on Washington Avenue and 11th Street. Designated bike lanes extend along Kitsap Way and SR 304 west of downtown and along some connecting roadways near SR 3, including Auto Center Way and Austin Drive. Newer facilities, such as the bike lanes along Kitsap Way and Austin Drive, have a painted buffer between the facility and traffic lane. In East Bremerton, designated bike lanes are present along Wheaton Way and Lebo Boulevard.

Exhibit 3.9.1-5 Existing Bicycle Facilities



Source: Draft 2044 Comprehensive Transportation Plan

Transit Service

Transit service in Bremerton is provided by Kitsap Transit, Mason Transit, and Washington State Ferries. Public transit options include both bus services and ferry routes. Kitsap Transit is the primary transit provider for bus routes within the city, operating 14 fixed routes and on-demand service. Fixed transit routes are concentrated in Bremerton's downtown urban core and Eastside. Kitsap Transit provides on-demand service in the Nollwood Dial-A-Ride service area along Werner Road to connect with fixed-route services. Additionally, Kitsap Transit operates a worker/driver bus service to the Puget Sound Naval Shipyard for federal workers and the South Kitsap Ride on-demand bus service for areas of southwest Bremerton, including the Bremerton National Airport and Puget Sound Industrial Center-Bremerton (PSIC). Mason Transit operates Route 3 and Route 23 between Belfair and Bremerton Ferry Terminal. Average weekday transit frequencies by bus route are shown in Exhibit 3.9.1-6. Service hours vary by route, but generally begin at 4:30am or 5:00am and extend to 8:00pm or 9:00pm on weekdays. Weekend service times are more variable, with service between 8:00am and 6:30pm for the most frequent Kitsap Transit bus routes with 30-minute frequencies and between 10:00 am or 11:00am and 5:00pm or 5:30pm for routes with 60-minute frequencies. Routes with less frequent service on weekdays do not have weekend service.

Exhibit 3.9.1-6 Bus Service and Average Weekday Frequencies

Average Frequency	Bus Routes
30-Minute Frequency	#212 - Bremerton/Silverdale West #217 - Bremerton/Silverdale East #226 - Bay Vista
60-Minute Frequency with Peak 30 Minute Service	#221 - Perry Avenue #225 - Sheridan Park
60-Minute Frequency	#220 - Sunn Fjord

	#223–Kariotis #224-Olympic College #228 - Marion
>60-Minute Frequency	#301 - North Kitsap Fast Ferry Mason Transit #3 & #23 – Bremerton/Belfair
Peak Only Service	#215 - McWilliams Commuter #222 - Gateway #229 - Trenton Commuter #219 - Crossroads Shuttle

Four ferry routes provide service from the Bremerton Ferry Terminal. The Washington State Ferries (WSF) Seattle-Bremerton route offers auto and passenger service to Coleman Dock in Downtown Seattle. Seattle-Bremerton Ferry is a vital connection for the region's transportation network and has heavy ridership for commuters accessing Seattle during the week. Due to fleet and staffing challenges faced by Washington State Ferries, the Seattle-Bremerton Ferry is running on a reduced schedule. Kitsap Transit operates a passenger-only fast ferry service, which also carries heavy commuter traffic. WSDOT currently funds expanded Kitsap Fast Ferry service with additional sailings while WSF's Seattle-Bremerton ferry is operating on a reduced schedule. Kitsap Transit also operates two passenger only foot ferry routes from the Bremerton Ferry Terminal to Port Orchard and Annapolis. Ferry Routes are shown in Exhibit 3.9.1-7.

Exhibit 3.9.1-7 Transit Service: Ferry Routes

WSDOT	Seattle - Bremerton Ferry
Kitsap Transit	Bremerton - Seattle Fast Ferry
	Bremerton - Annapolis Foot Ferry
	Port Orchard - Bremerton Foot Ferry

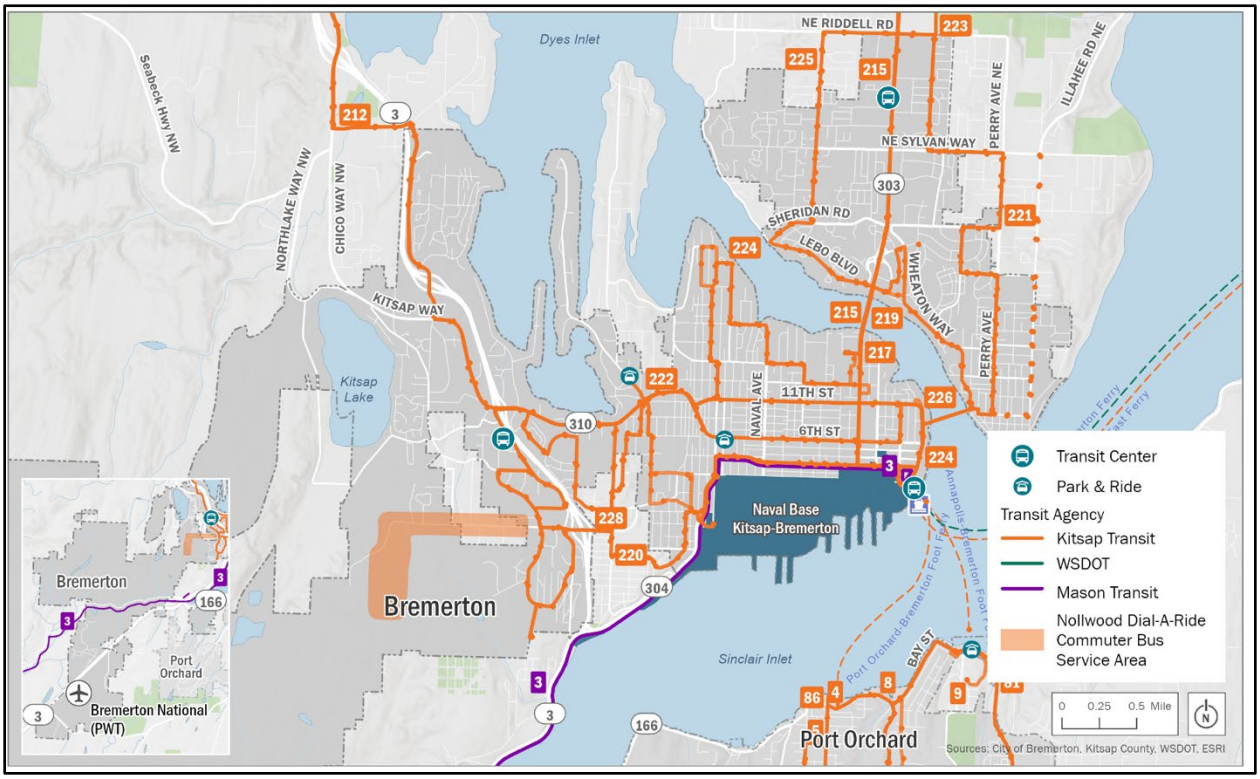
In Bremerton, residents access transit via bus stops, park and rides, transit centers, and the Bremerton Ferry Terminal. These amenities facilitate transportation connections both within Bremerton and to regional destinations. Transit facilities are summarized in Exhibit 3.9.1-8 with the existing transit network shown in Exhibit 3.9.1-9.

Exhibit 3.9.1-8 Transit Facilities

Facility	Transit Connections		Amenities
Bremerton Transportation Center (Ferry Terminal)	#212 - Bremerton/ Silverdale West #215 - McWilliams Commuter #217 - Bremerton/ Silverdale East #220 - Sunn Fjord #221 - Perry Avenue #222 - Gateway #224 - Olympic College	#225 - Sheridan Park #226 - Bay Vista #228 - Marion #229 - Trenton Commuter #301 - North Kitsap Fast Ferry Kitsap Transit Local Foot Ferries Bremerton Fast Ferry Mason Transit Washington State Ferries	Bus shelters, pedestrian lighting, ferry waiting and queueing areas, restrooms, bicycle parking for up to 28 bikes

Crossroads Neighborhood Church Park & Ride	#219 Crossroads Shuttle #217 Bremerton/Silverdale East #301 North Kitsap Fast Ferry Express		107 parking spaces, paved lot, pedestrian lighting
Wheaton Way Transit Center	#215–McWilliams Commuter #217–Bremerton/ Silverdale East #219 - Crossroads Shuttle #221–Perry Avenue	#223–Kariotis #225–Sheridan Park #229–Trenton Commuter #301–North Kitsap Fast Ferry Express	163 parking spaces, paved lot, pedestrian lighting, bus shelters bike racks and lockers, restrooms, 4 EV chargers
Bremerton United Methodist Church	#212 - Bremerton/Silverdale West #222 - Gateway Express #224 - Olympic College #226 - Bay Vista		53 parking spaces, paved lot, pedestrian lighting
Gateway	#222 - Gateway Express #226 - Bay Vista		105 parking spaces, paved lot, pedestrian lighting

Exhibit 3.9.1-9 Existing Transit Network



Source: Draft 2044 Comprehensive Transportation Plan

Freight Network

The Washington State Freight and Goods Transportation System (FGTS) is a freight network designated by WSDOT. FGTS classifies freight corridors for truck, rail, and waterways based on annual freight tonnage carried. Strategic Freight Corridors, based on the FGTS system, are critical transportation routes of significant economic importance, carrying substantial freight volumes. Strategic Freight Corridors include T-1 and T-2 truck routes, R-1 rail routes, and W-1 through W-4 waterway routes. The FGTS network within Bremerton includes both truck and rail corridors. FGTS corridors are categorized into five tiers per mode based on annual freight volumes, as shown in Exhibit 3.9.1-11.

Exhibit 3.9.1-11 WSDOT FGTS Classification Descriptions

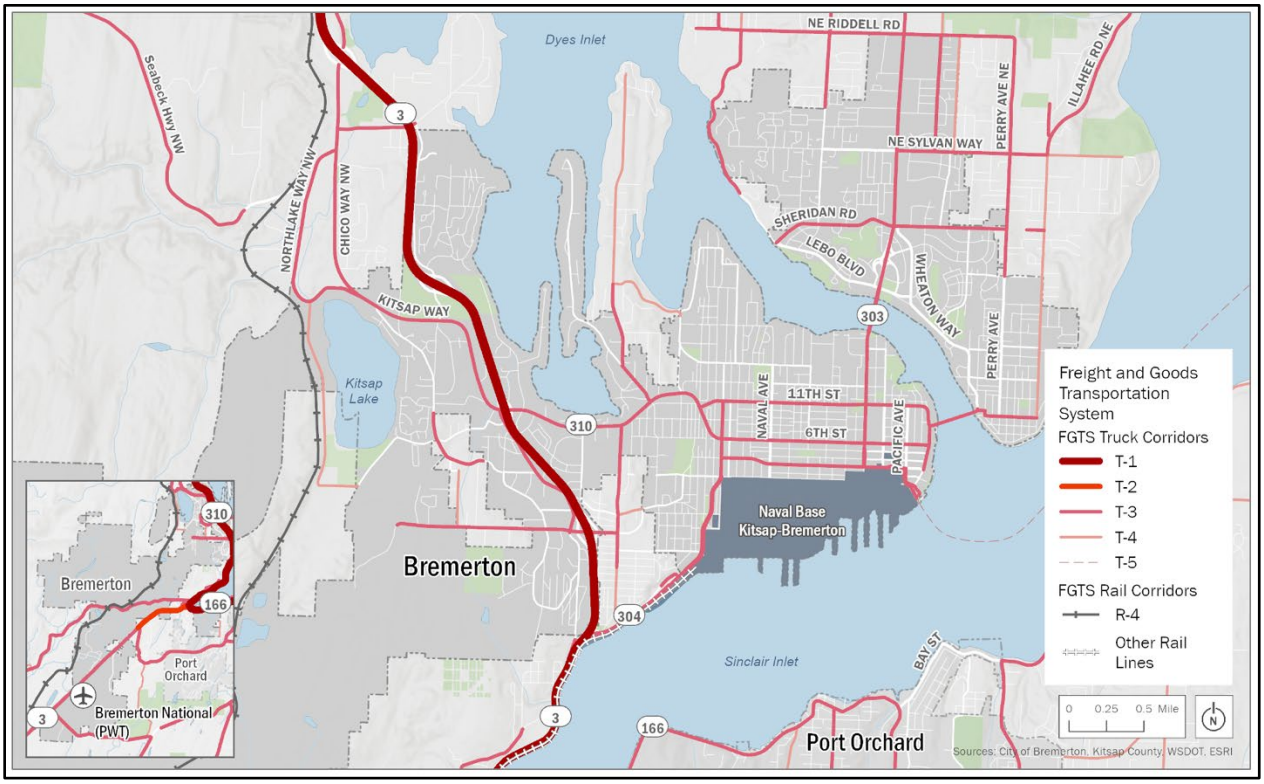
Freight Mode	FGTS Corridors		Major FGTS Routes in Bremerton
Truck	T-1	> 10 million tons per year	SR 3, SR 16
	T-2	4 million to 10 million tons per year	SR 3, SR 16
	T-3	300,000 to 4 million tons per year	SR 303, SR 304, Kitsap Way (SR 310), other local arterial and collector roadways.
	T-4	100,000 to 300,000 tons per year	Local arterial and collector roadways.

	T-5	> 20,000 tons in 60 days and < 100,000 tons per year	Seattle to Bremerton Ferry (SR 304)
Rail	R-1	> 5 million tons per year	N/A
	R-2	1 million to 5 million tons per year	N/A
	R-3	500,000 to 1 million tons per year	N/A
	R-4	100,000 to 500,000 tons per year	Puget Sound and Pacific Railroad
	R-5	< 100,000 tons per year	N/A
Waterway	W-1	> 25 million tons per year	N/A
	W-2	10 million to 25 million tons per year	N/A
	W-3	5 million to 10 million tons per year	N/A
	W-4	2.5 million to 5 million tons per year	N/A
	W-5	0.9 million to 2.5 million tons per year	N/A

Source: WSDOT 2021 FGTS

SR 3 and SR 16 are the only roadways in Bremerton classified as T-1 and T-2 truck freight corridors. Most other major truck freight corridors in the city are classified as T-3, which primarily include arterial roadways such as SR 303, SR 304, and SR 310 and a number of other local arterial and collector roadways that carry higher freight volumes. The Seattle to Bremerton WSDOT ferry is classified as a T-5 corridor as an extension of SR 304. The Puget Sound and Pacific Railroad (PSAP) is the only designated rail corridor within Bremerton and is classified as R-4. This rail corridor is owned by the US Navy and operated by PSAP. One segment of the rail, which is not part of the FGTS rail network, extends along SR 304 to NBK-BR. Freight corridors in Bremerton are shown in Exhibit 3.9.1-12.

Exhibit 3.9.1-12 FGTS Classification



Source: Draft 2044 Comprehensive Transportation Plan

Vehicular Traffic

Bremerton uses level of service (LOS) to evaluate the operational conditions of major intersections. LOS metrics provide a qualitative measure of vehicle delay, represented by grades ranging from A (free flow with minimal delays) to F (high congestion with significant delays). LOS is determined by delay per vehicle at signalized intersections. For unsignalized intersections, LOS is determined by the delay per vehicle for the approach with the greatest delay rather than the average delay at intersection as a whole.

LOS thresholds are established by the City for municipal roads and by WSDOT for state routes. In Bremerton, minimum standards are defined as LOS E for City roadways. WSDOT LOS thresholds are LOS D for roads designated as Highways of Statewide Significance (HSS) and LOS E/Mitigated for non-HSS roadways. LOS E/Mitigated identifies locations where that congestion must be mitigated when peak hour LOS falls below LOS E. Exhibit 3.9.1-13 shows Intersection LOS at minimum city or WSDAT standard.

The LOS analysis examined 60 major intersections in Bremerton during peak congestion hours in 2023. Intersections that performed at or below the applicable LOS standard are shown in Exhibit 3.9.1-14 shows the morning peak hour LOS, Exhibit 3.9.1-15 shows the evening peak hour LOS. The AM peak and PM peak hour were defined based on observed weekday traffic by intersections roadway functional class, control type and location.

Exhibit 3.9.1-13 Intersection LOS at Minimum City or WSDOT Standard

Intersection	LOS Standard	AM LOS	PM LOS
Washington Avenue & Manette Bridge	E	B	E
Kitsap Way (SR 310) & SR 3 southbound off-ramp	D (WSDOT HSS)	C	D
Kitsap Way (SR 310) & Marine Drive	D (WSDOT HSS)	D	E
Kitsap Way (SR 310) & Corbett Drive	D (WSDOT HSS)	D	D
Warren Avenue (SR 303) & 11th Street	E/Mitigated (WSDOT Non-HSS)	C	E
Wheaton Way (SR 303) & Sheridan Road	E/Mitigated (WSDOT Non-HSS)	D	E
Burwell Street (SR 304) & N Callow Avenue	D (WSDOT HSS)	D	D
SR 3 southbound off-ramp & Austin Drive	D (WSDOT HSS)	C	D
Loxie Eagans Blvd & SR 3 southbound off-ramp	D (WSDOT HSS)	F	F

Two intersections in Bremerton operate below the applicable LOS standard D and seven intersections currently operate at their minimum LOS standard. Kitsap Way (SR 310) & Marine Drive operates at LOS D in the AM peak hour and LOS E in the PM peak hour. In the PM peak hour, the westbound Kitsap Way approach operates overcapacity with v/c ratio of 1.15 and 95th percentile queue of over 1,000 feet. Mitigation may require widening of Kitsap Way on both sides of the intersection. The feasibility of major intersection improvements would need to be evaluated in coordination with WSDOT.

Loxie Eagans Blvd & SR 3 southbound off-ramp operates at LOS F in both AM and PM peak hours. The stop-controlled SR 3 southbound off-ramp operates with high delay due to high volume on Loxie Eagans Blvd. The intersection is identified for roundabout improvements in the JCTP Preferred Alternative and the SR 16 TNB to SR 3 Congestion Study.

Seven intersections that currently operate at the minimum adopted LOS standard may reach LOS-deficient status with ongoing local and regional growth.

- Washington Avenue & Manette Bridge operates at LOS E in the PM peak hour with a v/c ratio of 0.97 on the westbound left-turn movement. This analysis assumed signal control at the intersection. At the time of this writing, the intersection is being reconstructed as a roundabout.
- Kitsap Way (SR 310) & SR 3 southbound off-ramp operates at LOS D in the PM peak hour. The draft West Kitsap Way Planning Study identifies future re-channelization of the SR 3 southbound off-ramp which will provide additional intersection capacity.
- Kitsap Way (SR 310) & Corbett Drive operates at LOS D in the AM and PM peak hours. Minor approach stop-controlled movements operate with high delay during peak periods due to high demand on Kitsap Way.
- Warren Avenue (SR 303) & 11th Street operates at LOS E in the PM peak hour. The eastbound and westbound approaches operate at LOS E, and the northbound approach operates at LOS F.

- Wheaton Way (SR 303) & Sheridan Road operates at LOS E in the PM peak hour. The eastbound and southbound approaches operate at LOS E, and the westbound approach operates at LOS F.
- Burwell Street (SR 304) & N Callow Avenue operates at LOS D in the AM and PM peak hours. The westbound left-turn is the critical movement and operates with v/c of 1.07 in the AM and 0.99 in the PM peak hour.
- Austin Drive & SR 3 southbound off-ramp operates at LOS D in the PM peak hour. The SR 3 southbound off-ramp carries relatively high right-turn volumes, which is likely the result of vehicles bypassing peak hour congestion on southbound SR 3.

Exhibit 3.9.1-14 AM LOS (2023)

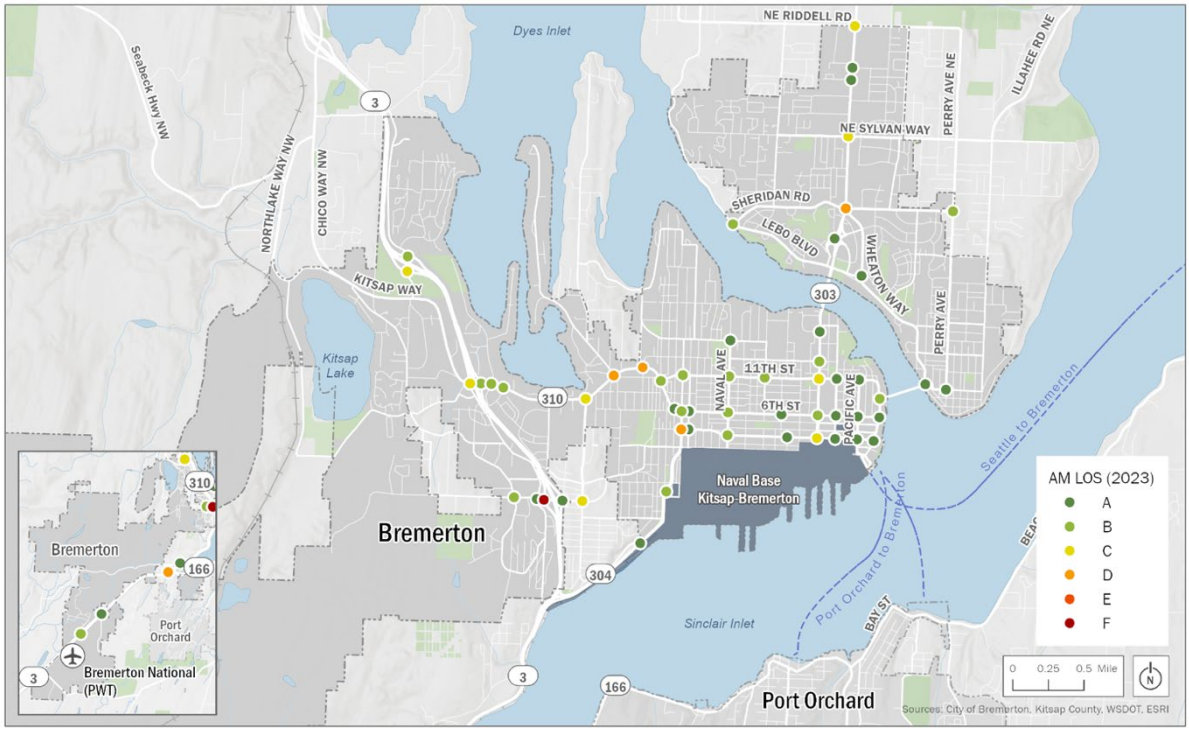
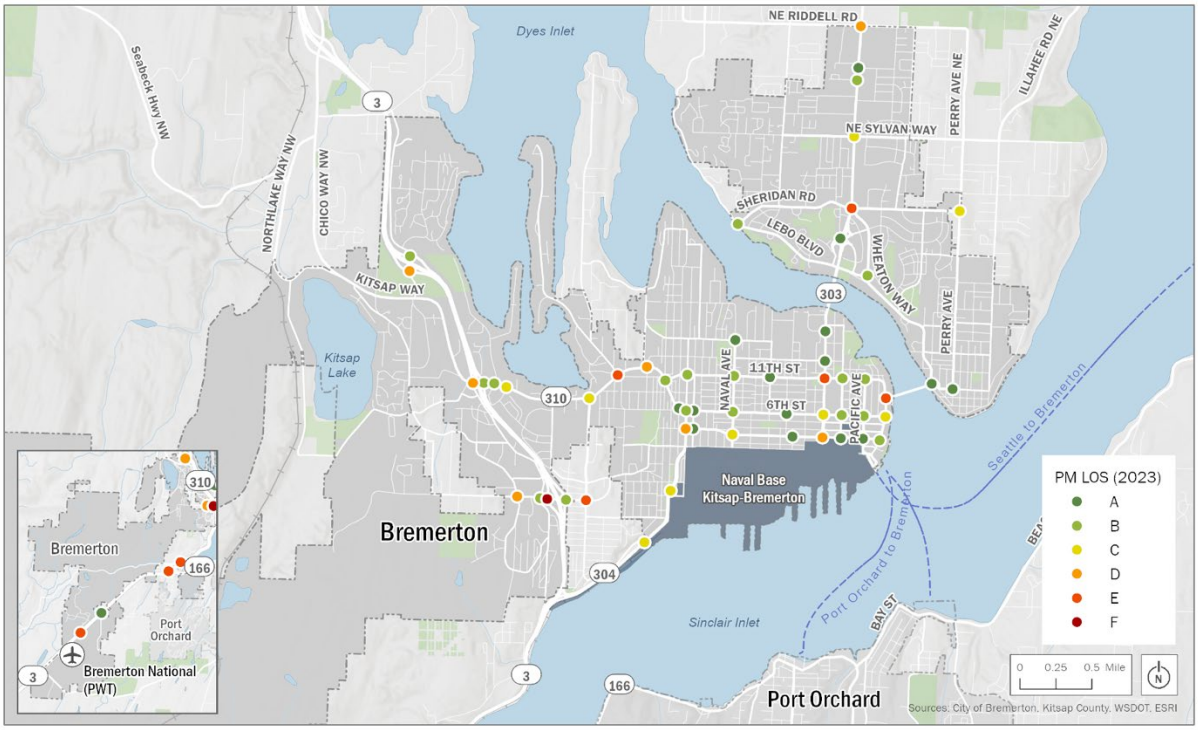


Exhibit 3.9.1-15 PM LOS (2023)



Source: Draft 2044 Comprehensive Transportation Plan

Safety and Collisions

Crashes within the City of Bremerton between 2018 and 2022 have been concentrated near higher traffic roadways, including state routes, arterials, and major intersections. Exhibit 3.9.1-17 shows the locations of crashes of all user types, which are also particularly dense along the state routes and arterials within the city, including SR 3, SR 303, SR 310, SR 304, 11th St, and downtown streets. The fatal crashes that have occurred over the same period were concentrated primarily along or near SR 3 and SR 303. Crashes involving bicyclists and pedestrians between 2018 and 2022 showed a similar pattern and were concentrated in Downtown Bremerton and along state routes and arterials.

Within the 5 year period, there were 110 crashes that involved a bicyclist or pedestrian within the city limits of Bremerton. Most active transportation crashes occurred along arterial or collector roadways, with major crash hotspots downtown and at a major intersection of SR 303 in the northeast section of the city. Exhibit 3.9.1-16 summarizes all active transportation crashes in the 5-year period.

Exhibit 3.9.1-16. Active Transportation Crashes within the City of Bremerton (2018–2022)

Year	No Injury/Unknown	Minor Injury	Serious Injury	Fatal	Total
2018	11	13	4	2	**30**
2019	15	9	4	0	**28**
2020	4	8	5	0	**17**
2021	6	6	3	0	**15**
2022	3	13	3	1	**20**

Source: Washington State Department of Transportation

The total number of crashes involving bicyclists and pedestrians has generally been decreasing since 2018. A sharp decline in annual crashes occurred in 2020, which may be a result of a changing traffic pattern and reduced vehicular traffic due to the COVID-19 pandemic. Approximately 66% of these crashes occurred at an intersection. There were three fatal pedestrian crashes during this timeframe. Two of the pedestrian fatalities on National Avenue and Oyster Bay Avenue W were caused by drivers under the influence of alcohol. The other pedestrian fatality occurred along SR 3, which is maintained by WSDOT, on Sam Christopherson Avenue. Exhibit 3.9.1-18 shows the locations of bicyclist and pedestrian-related crashes from 2018 to 2022.

Exhibit 3.9.1-17 All Crashes (2018-2022)

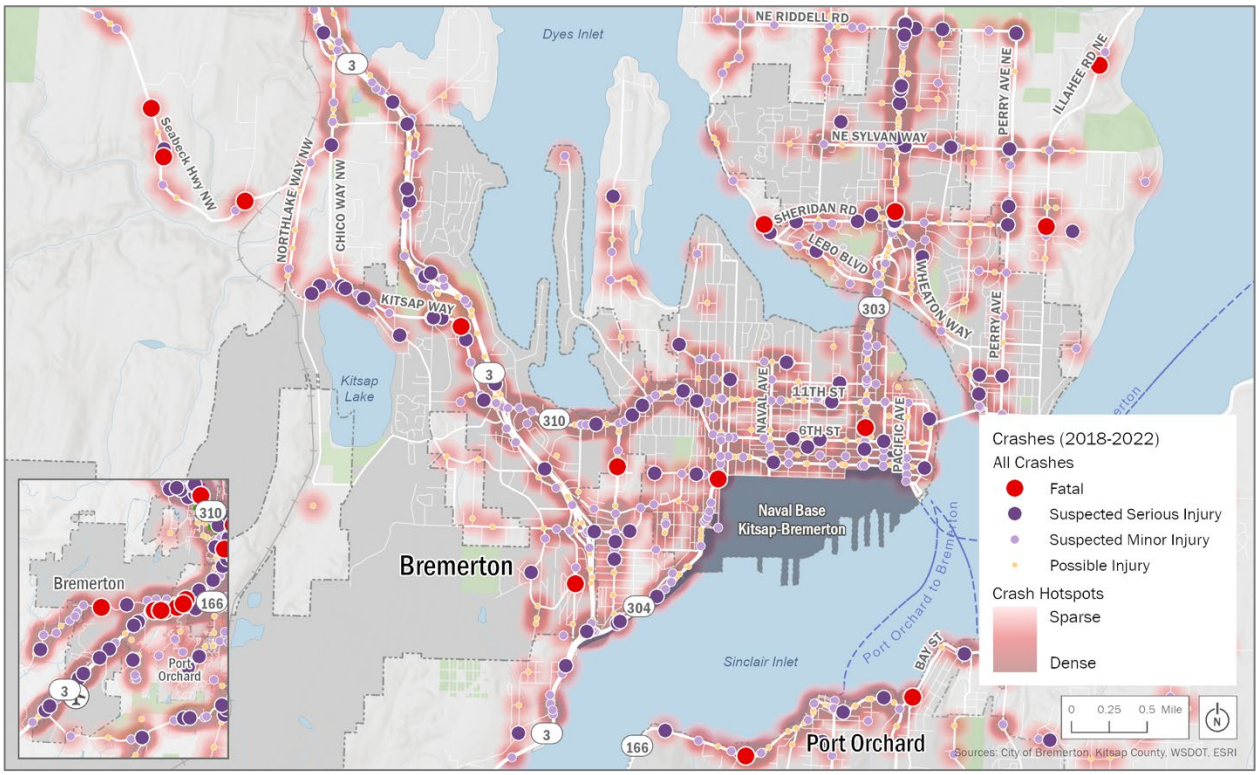
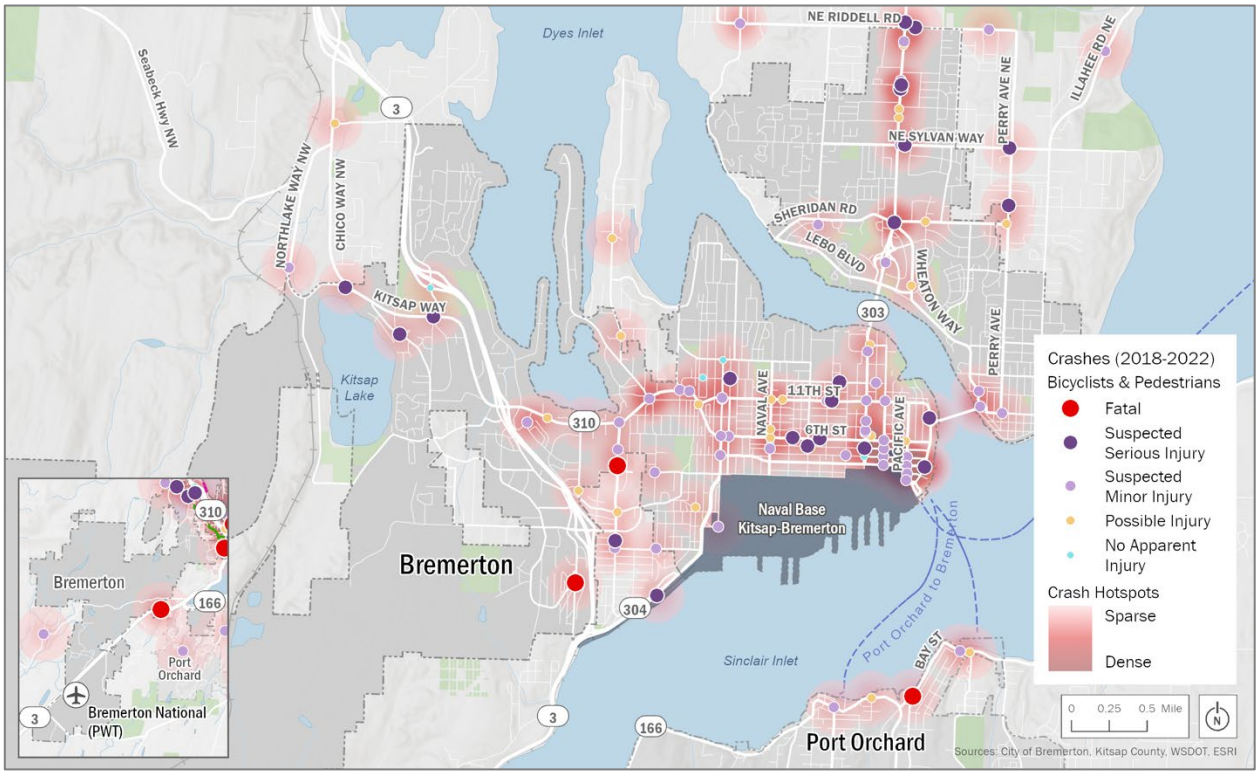


Exhibit 3.9.1-18 Bicycle and Pedestrian Crashes (2018-2022)



Source: Draft 2044 Comprehensive Transportation Plan

Air Travel

Kitsap County is served by Bremerton National Airport, which is the county's major public airport. It is considered a Washington State Public Use Airport identified in the Washington State Aviation System Plan. Washington state Department of Transportation (WSDOT) guidelines address airport land use compatibility for public use airports.

The Bremerton National Airport is on the southwest edge of the City of Bremerton and is owned and operated by the Port of Bremerton. Charter, rental, flight instruction, maintenance, 24-hour fuel (avgas and jet-A), and avionics services are available at the airport. The airport has two runways, only one of which is now in use. The main runway, repaved in 2014, has the capacity of more than twice the current number of takeoffs and landings. In addition, the runway is sufficiently long to handle planes that are larger than the current aircraft using this facility

Related Plans and Projects

Bremerton Active Transportation Plan

Bremerton adopted its first Non-Motorized Transportation Plan in 2007. This plan identified deficiencies in the City's existing pedestrian and bicycle networks and recommendations for the future pedestrian and bicycle networks. The 2007 Plan recommended a range of different types of improvements that would benefit people walking, cycling, and rolling in Bremerton. These included fundamental elements of the network such as sidewalks, crosswalks, bicycle lanes, and shared use paths. The strategies and priorities in the plan include investments in Safe Routes to School, changes to development regulations, and access to transit improvements. This helps to define potential implementation of the future pedestrian and bicycle network.

Bremerton's 2024 Active Transportation Plan is an update to the 2007 Non-Motorized Transportation Plan. The Plan was developed in close coordination with the transportation analysis in the

Transportation Appendix and supports the goals and policies of the Transportation Element of the 2044 Comprehensive Plan with a focus on people walking, cycling, and rolling. Public input collected during the engagement process informed the recommendations of the Active Transportation Plan and the infrastructure investments that are included in the 20-year transportation capital project list in this document.

Joint Compatibility Transportation Plan

The 2023 Joint Compatibility Transportation Plan (JCTP) is a commuter and traffic plan the City of Bremerton developed in partnership with Naval Base Kitsap Bremerton (NBK-BR). The JCTP is intended to ensure NBK-BR meets its missions for national defense and support Bremerton's long-range growth needs. As part of the planning process, the JCTP team examined the existing and future needs for all transportation modes that serve NBK-BR and identified solutions to improve multimodal mobility, outline parking strategies, and improve quality of life in Bremerton.

The JCTP builds on previous work from the NBK-BR and other agencies, and evaluates a range of alternatives to improve multimodal access throughout the City of Bremerton and to and from NBK-BR. The plan's analysis follows the four primary goals of the study and process to develop and evaluate future alternatives.

1. Examine and define existing and future needs for all transportation modes serving NBK-BR.
2. Develop solutions to resolve deficits.
3. Evaluate options to mitigate transportation and parking demands.
4. Develop a prioritized implementation plan.

In the evaluation of future alternatives, the JCTP found that there was tension between base accessibility and livability. The Preferred Alternative identified in the plan balances these two objectives with primarily multimodal improvements to Bremerton's transportation system to support access to NBK-BR. Capital improvements in the JCTP expected to be led by the city include re-channelization of 6th Street and Naval Avenue, multimodal infrastructure improvements near the base gates and adaptive signal timing on Burwell Street, Kitsap Way, 6th Avenue, and 11th Street. Conceptual improvements as part of the JCTP are shown in Exhibit 3.9.1-19. Capital projects identified as part of the JCTP preferred alternative that would be implemented by the city are incorporated in the 20-year transportation project list in this document. Some short-term projects from the JCTP implementation plan are partially funded and are included in the short-term list of transportation capital projects to be implemented by 2030.

Exhibit 3.9.1-19 JCTP Conceptual Improvements on 6th Street and Naval Avenue

Source: 2023 Joint Compatibility Transportation Plan

SR 303 Corridor Study

The SR 303 Corridor Study, completed in 2021, was led by the City of Bremerton and WSDOT in partnership with Kitsap County. The purpose of the study was to assess constraints along the corridor and prioritize potential projects that would help meet local needs along the corridor. The study evaluates existing and future corridor needs and deficiencies on SR 303 and identifies a preferred alternative with near- mid- and long-term improvement strategies for the corridor to achieve the defined long-term vision.

The overall vision for the SR 303 corridor that was developed as part of the study is an economically prosperous corridor with a mix of land uses that is accessible and safe for people using all modes of travel. A critical part of this vision is that all people traveling on the corridor feel safe and have access to economic opportunities. To achieve this vision, the Preferred Alternative identified in the study includes an emphasis on improved sidewalks, reduced conflict points, investments in transit, and corridor traffic management. The proposed improvements in the Preferred Alternative include:

- Adaptive signal technology with option for transit signal priority (TSP)
- Roundabouts at key locations that contribute to traffic operations, pedestrian accessibility, safety, and context.
- Widened and completed City sidewalks south and north of the Warren Avenue Bridge.
- Sidewalks that are 10 feet wide may be used by all modes of active transportation.
- More connections for active transportation along, across, and adjacent to the corridor.
- Designated bicycle facilities across and adjacent to the corridor.
- Business access transit (BAT) lane between Callahan Drive and Hollis Street

Corridor concepts from the SR 303 Corridor Study are shown in Exhibits 3.9.1-20, 3.9.1-21 and 3.9.1-22 below.

Exhibit 3.9.1-20 SR 303 Concept Burwell Street to 16th Street Section

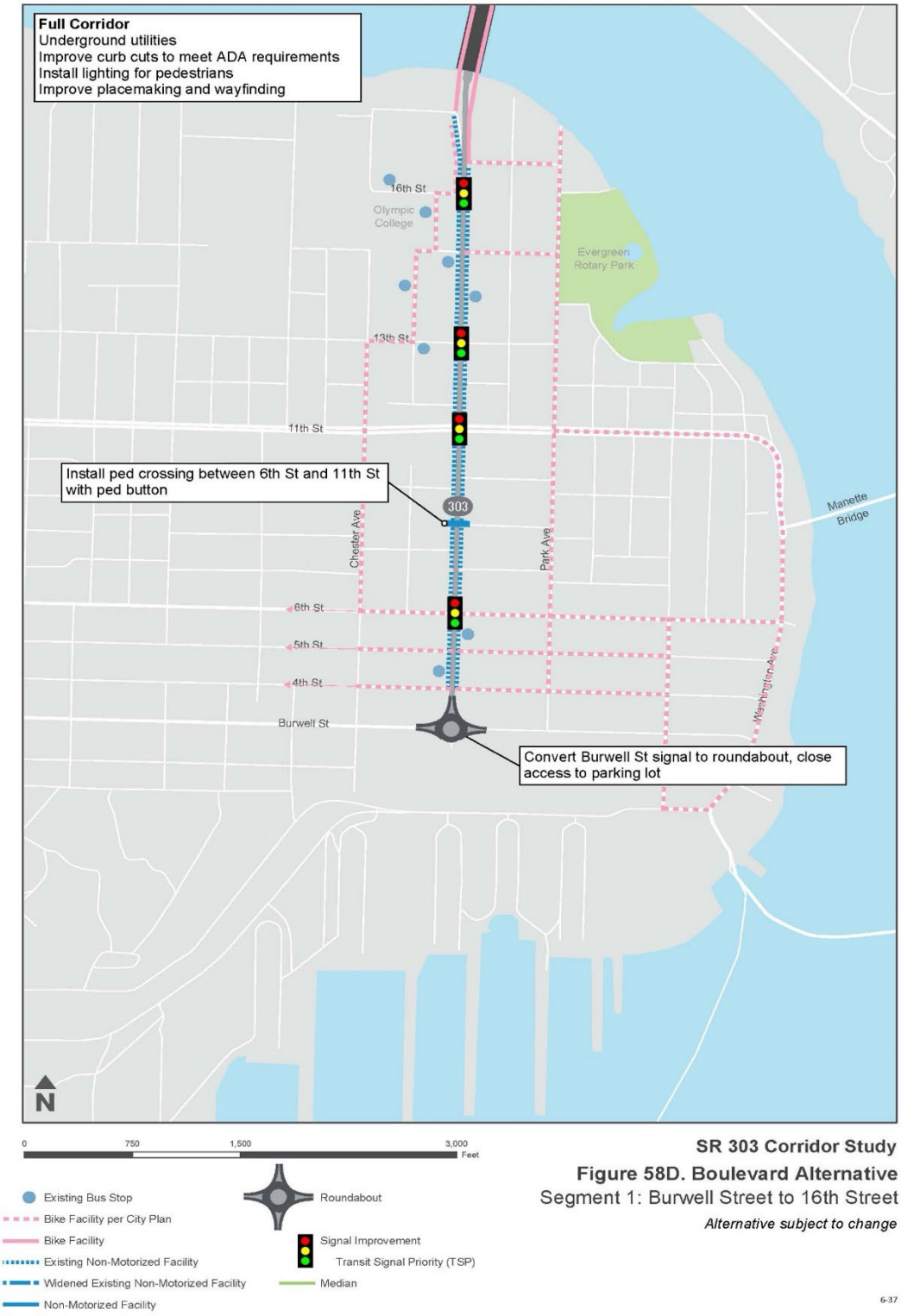
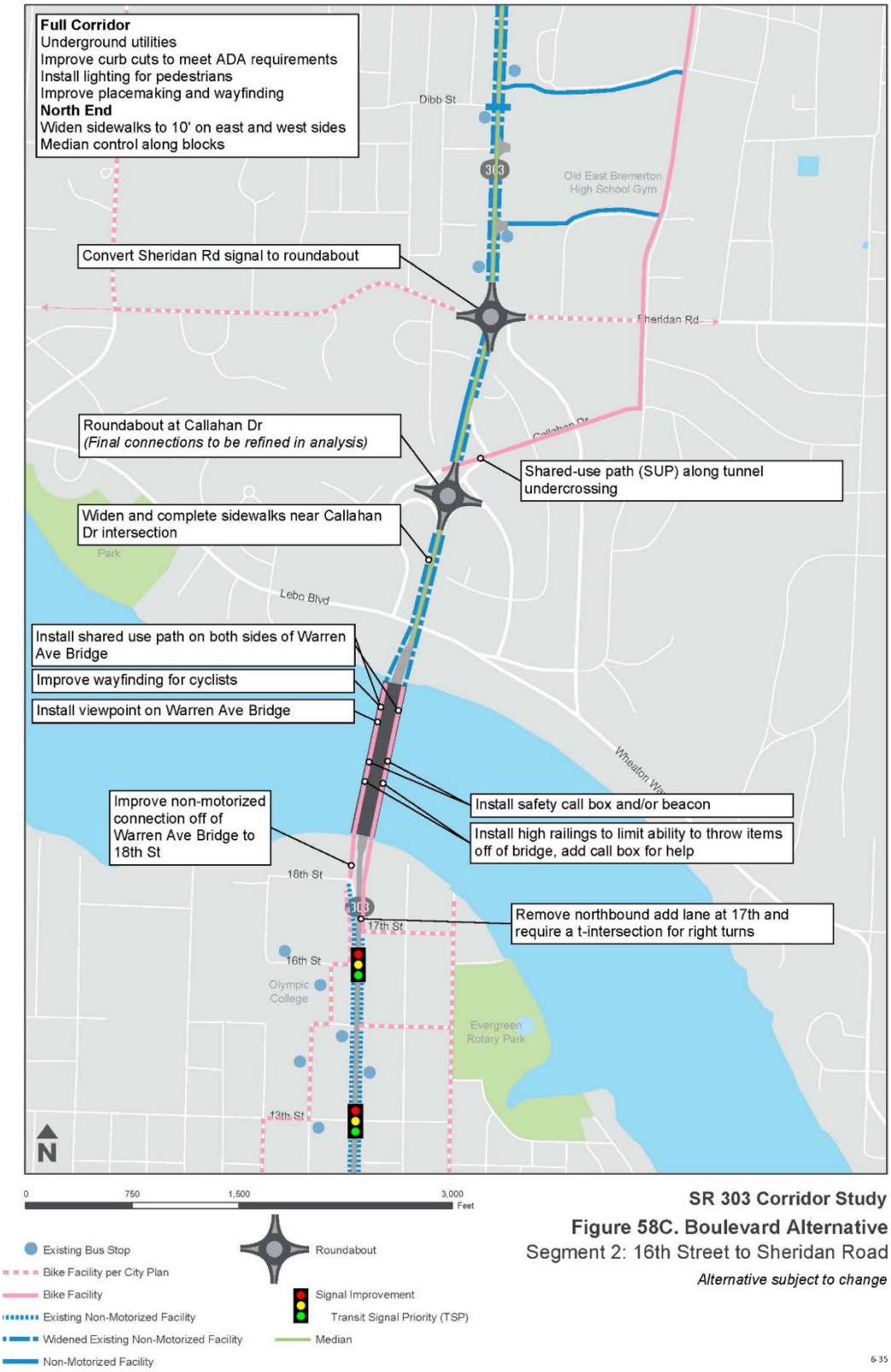


Exhibit 3.9.1-21 SR 303 Concept 16th Street to Sheridan Road Section



SR 303 Corridor Study

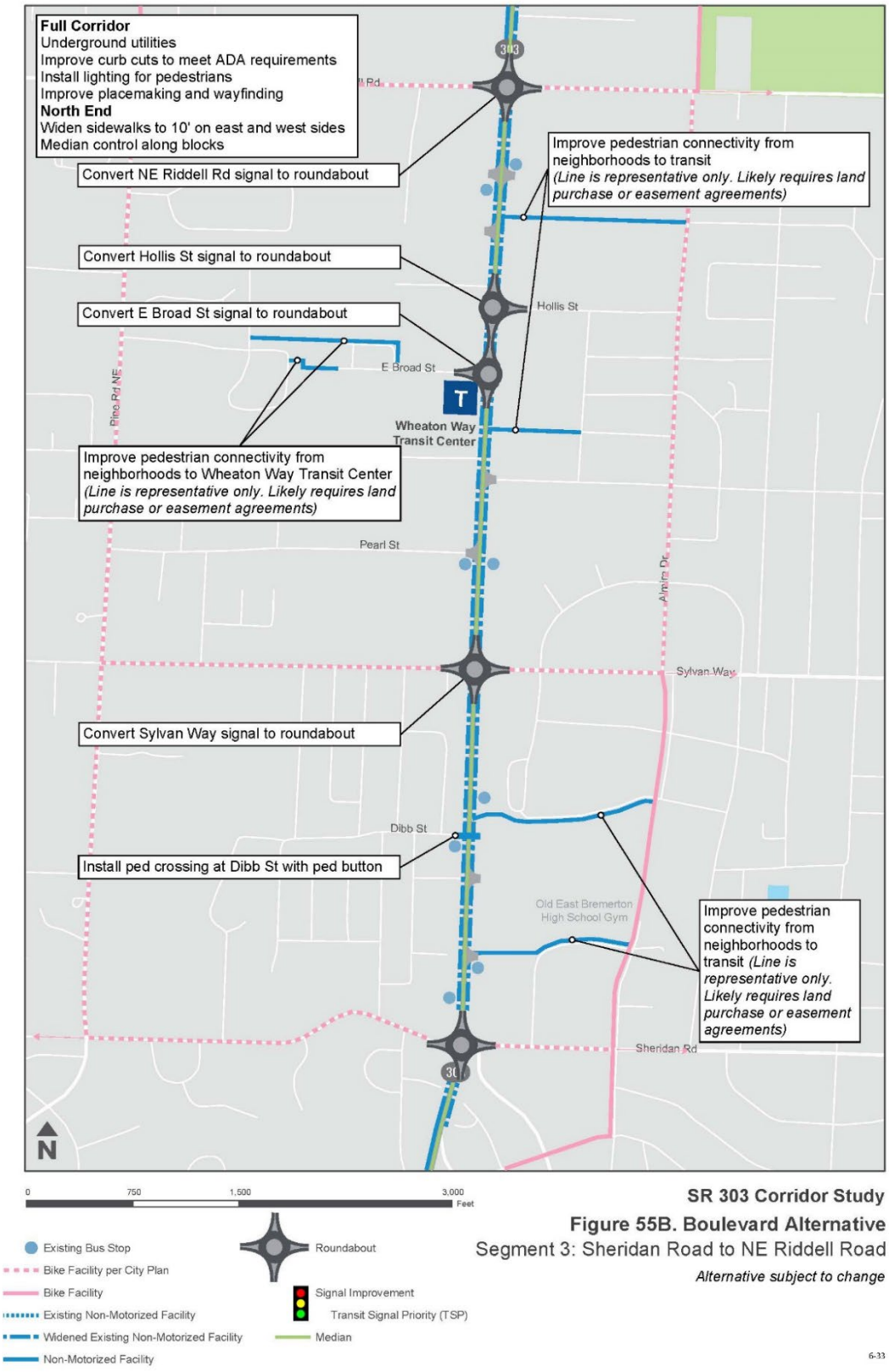
Figure 58C. Boulevard Alternative

Segment 2: 16th Street to Sheridan Road

Alternative subject to change

6-35

Exhibit 3.9.1-21 SR 303 Concept Sheridan Road to Riddell Road Section



Kitsap Transit 2022-2042 Long Range Plan

Kitsap Transit is the public transit agency that serves Kitsap County with fixed-route buses, local ferry, and fast ferry service. The agency also administers car and vanpool programs, worker-driver buses and on-demand services in different areas of the County. Kitsap Transit updates its Long-Range Transit Plan (LRTP) every five to ten years and adopted its most recent LRTP in 2022. The current LRTP plans for transit investments through 2042 and is coordinated with regional plans by PSRC.

Kitsap Transit's 2022-2042 LRTP includes a range of service projects designed to improve transit service in Kitsap County and capital projects to accommodate operational needs. Kitsap transit's service projects define the agency's approach to expanded and improved transit service and are dependent on successful implementation of capital projects. Service projects Kitsap Transit is planning for in Bremerton include new or upgraded bus service and other services described below.

1. Frequency upgrades to a number of bus routes in and connecting to Bremerton.
2. A new local bus route connecting Belfair and West Bremerton.
3. A new express bus route connecting Bremerton and Tacoma.
4. A new Bremerton circulator to shuttle people around Bremerton.
5. A new high-capacity transit route on SR 303 between Silverdale and Bremerton.
6. New on-demand ride zones in and around Bremerton.

PSRC VISION 2050 and Regional Transportation Plan 2022-2050

PSRC is the Metropolitan Planning Organization for the Central Puget Sound Region. PSRC develops regional plans and policies and coordinates decisions about regional growth in King, Pierce, Snohomish, and Kitsap Counties. The PSRC VISION 2050 plan is the long-range plan for growth in the Central Puget Sound Region and includes actions for local governments in support of the plan's vision. The two main components of the plan are the Regional Growth Strategy to focus the region's growth in designated growth centers near high-capacity transit and the Multicounty Planning Policies that provide a common policy framework for city and county planning.

PSRC's Regional Transportation Plan (RTP) is a long-range plan for transportation investments in the Central Puget Sound Region. This plan builds on and helps implement the plan for growth in the region in VISION 2050. The RTP is updated every 4 years with multimodal investments to create a safe and efficient transportation system for the region. The current RTP was adopted in 2022 and focuses future investments through 2050 in the regional transportation system to support regionwide goals in six areas: climate, access to transit, equity, safety, mobility, and local needs and future visioning. The RTP anticipated $300 billion in transportation investments over the next 28 years, with 70% dedicated to investments in local and regional public transit.

The future high-capacity transit network in the RTP includes planned projects in Bremerton such as bus rapid transit investments. Planned improvements by Washington State Ferries in Bremerton are also described in the plan, but these investments are not candidate projects for PSRC funding. The current RTP describes specific candidate projects that would provide multimodal improvements on local roadways. One of the largest candidate projects in the RTP is the reconfiguration of Wheaton Way (SR 303) from Sheridan Road to Riddell Road to include business access and transit (BAT) lanes and improve sidewalks on the corridor, which is consistent with the SR 303 Corridor Study.

WSDOT Plans and Projects

SR 3 Freight Corridor Project

WSDOT is leading the SR 3 Freight Corridor Project to create a new route for SR 3 through portions of Kitsap and Mason counties that would allow vehicles to travel around Belfair in unincorporated Mason County. This new route for SR 3 would maintain the existing state highway as a business loop but offer drivers and freight traffic the option to travel around, rather than through Belfair. The new

section of SR 3 would be a Limited Access Corridor with a restricted number of intersections and access points to the highway. Limiting business access and the number of intersections is expected to improve travel times along the corridor with fewer sections of the corridor with slow or stopping traffic. The project is currently in the National Environmental Policy Act (NEPA) review process and is expected to begin construction in summer 2026 and be completed in winter 2028.

SR 3 Gorst Area Planning and Environmental Linkages Study

In summer 2024 WSDOT began the SR 3 Gorst Area Planning and Environmental Linkages (PEL) Study to examine potential future designs for SR 3 near Gorst. SR 3 and SR 16 are critical to accessing the Kitsap Peninsula, and both routes experience frequent congestion in the Gorst area and are susceptible to environmental hazards. The PEL study will look at potential designs for the SR3 corridor to reduce congestion and make the corridor more resilient in the future. During the PEL Study process, WSDOT will work with various stakeholders including the City of Bremerton, to define the purpose and need for future projects along the SR 3 corridor between SR 304 and Gorst and develop design options to carry into the environmental review process. The SR 3 Gorst Area Planning and Environmental Linkages Study is expected to be complete in December 2025.

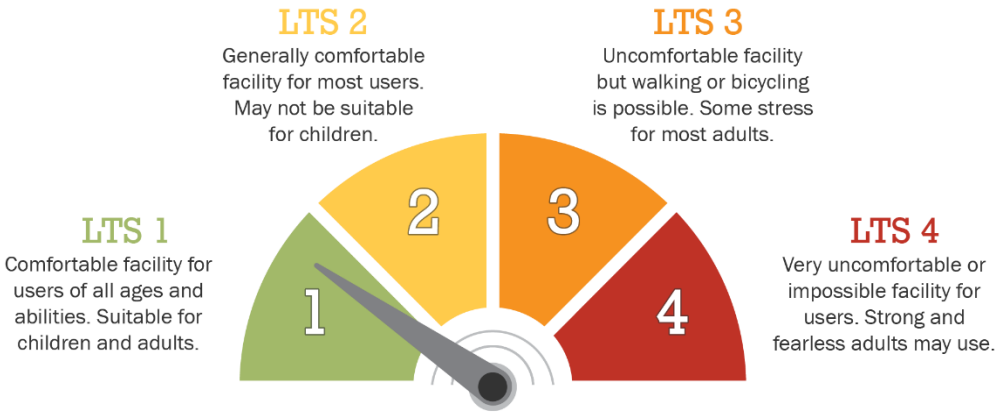
3.9.2 Impacts

Active Transportation Needs

People biking, walking, and rolling need dedicated infrastructure to get around Bremerton safely and comfortably. Current needs for active transportation facilities in the city were evaluated as part of the update to the transportation comprehensive plan, which informs the comprehensive plan's transportation element. Key needs for active transportation facilities are identified through an analysis of gaps in Bremerton's pedestrian and bicycle networks. This analysis guides investments in Bremerton's transportation system that are included in the transportation capital project list.

Level of traffic stress (LTS) was the primary measure used to identify gaps in Bremerton's pedestrian and bicycle networks. LTS is a measure used to evaluate the comfort and safety of active transportation users on roadways, considering factors such as vehicle speed, traffic volume, the number of lanes, and the presence of dedicated pedestrian and/or bicycle facilities. The LTS scale ranges from 1 to 4, with LTS 1 representing the lowest stress, suitable for users of all ages and abilities, and LTS 4 representing the highest stress, suitable only for very experienced and confident bicyclists as shown in Exhibit 3.9.2-1. An analysis of pedestrian and bicycle level of traffic stress along Bremerton's roadway network followed current thresholds outlined in Chapter 15 of the 2023 WSDOT Design Manual.

Exhibit 3.9.2-1 Level of Traffic Street Ratings

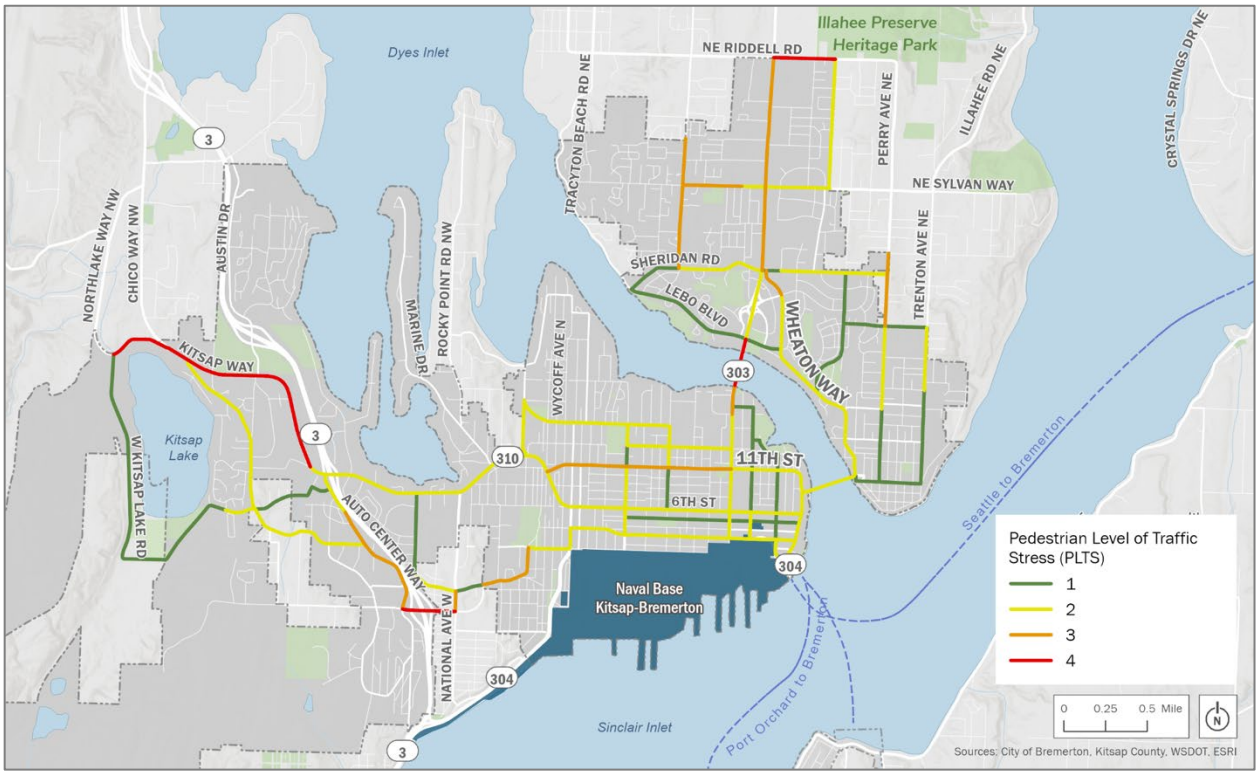


Gaps in the Pedestrian Network

An analysis of pedestrian level of traffic street (PLTS) was used to identify major roadway segments that lack sufficient pedestrian infrastructure. Current guidelines from the WSDOT's Department of Active Transportation outlined in Chapter 15 of the 2023 WSDOT Design Manual served as a model for classification of gaps in the pedestrian network. Arterial and collector roadways in Bremerton with a PLTS rating of 3 or 4 were considered gaps in the pedestrian network. Most streets in Bremerton's downtown core were rated PLTS 1 or 2 because of existing sidewalks and roadway speeds.

While the PLTS thresholds in the WSDOT Design Manual consider sidewalk width, they do not factor in condition of or grade change along the facility. Roadways with no sidewalks, including sections of Kitsap Way, west of SR 3, West Arsenal Way, and Auto Center Boulevard were higher stress at PLTS 3 or 4. Streets with sidewalks at a minimum width of five feet in areas with higher traffic volumes or posted speeds at or greater than 35 mph, including Loxie Eagans Boulevard and 11th Street were also higher stress. This reflects level of traffic stress based on posted speed limits, consistent with the WSDOT methodology. However, observed traffic speeds on 11th Street have historically been higher than the roadway's posted speed limit. Other roadways including Corbet Drive and sections of 15th Street west of N Lafayette Ave do not have existing sidewalks and can be a challenging pedestrian environment but are rated LTS 2 because of posted travels speeds, consistent with the WSDOT methodology. The Warren Avenue (SR 303) Bridge, currently in design for active transportation improvements, was ranked PLTS 4 due to sidewalk widths less than 4 feet.

Exhibit 3.9.2-2 Pedestrian Level of Traffic Stress on Arterial and Collector Roadways



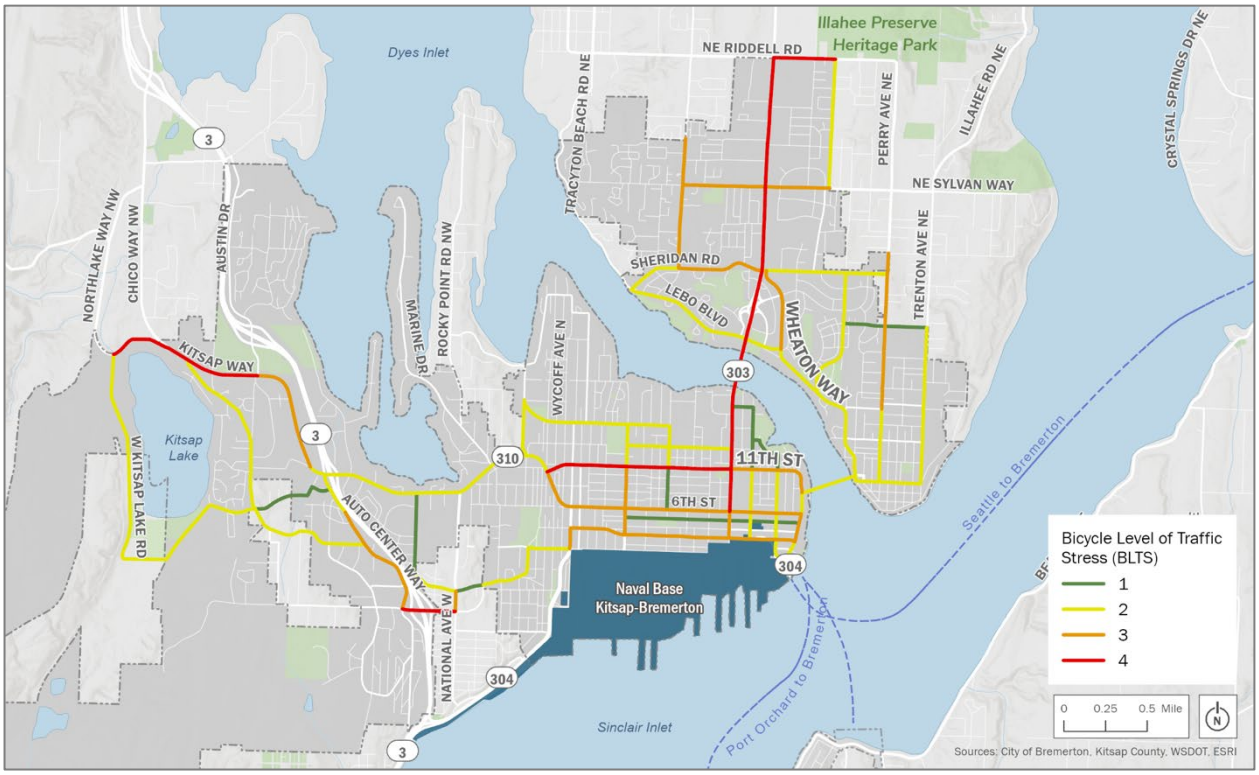
Source: Draft 2044 Comprehensive Transportation Plan

Gaps in the Bicycle Network

An analysis of bicycle level of traffic street (BLTS) was used to identify major roadway segments that lack sufficient bicycle infrastructure. Current guidelines from the WSDOT's Department of Active Transportation served as a model for classification of gaps in the bicycle network. Arterial and collector roadways in Bremerton with a BLTS rating of 3 or 4 were considered gaps in the bicycle network.

Bicycle level of traffic stress (BLTS) was evaluated for collector and arterial roadways within the city limits of Bremerton as shown in Exhibit 3.9.2-3. Most arterial or collector roadways in Bremerton rated as BLTS 3 or 4 due to a lack of dedicated bicycle facilities. Designated state routes – including SR 310/Kitsap Way, SR 303, and segments of SR 304/Burwell Street – were rated as high traffic stress, with a rating of BLTS 4. Roadways in East Bremerton and near Kitsap Lake generally rated as more comfortable and lower stress due to lower posted speed limits and traffic volumes.

Exhibit 3.9.2-3 Bicycle Level of Traffic Stress on Arterial and Collector Roadways



Source: Draft 2044 Comprehensive Transportation Plan

Active Transportation Demand

Active transportation demand refers to the desire and need for nonmotorized modes of travel, encompassing both the level of interest and use of these modes within a community. Understanding active transportation demand helps inform infrastructure planning, policy decisions, and initiatives aimed at the implementation of active transportation facilities where they are needed the most.

The active transportation demand analysis focused on identifying and evaluating key destinations for people walking, bicycling, taking transit, or utilizing other forms of nonmotorized travel. Locating active transportation destinations within Bremerton's city limits can inform the existing demand and existing connections, and opportunities for improvement. This analysis serves as a foundation for developing strategies that promote walking, cycling, and other sustainable modes of transportation.

A total of 315 active transportation destinations were identified within the city limits of Bremerton. Destinations included a variety of community resources designed to meet the needs of the population. These include civic buildings that serve as hubs for local government and public services, health facilities that provide essential medical care and wellness programs, schools, and parks that offer recreational and green spaces for relaxation and outdoor activities. Destinations also incorporate transportation connections, including transit centers, bus stops, and ferry terminals. Beyond these,

other critical community resources, such as senior centers or public libraries, were also included to enhance the overall quality of life and support the well-being of residents. Exhibit 3.9.2-4 outlines all facilities identified as destinations for active transportation users.

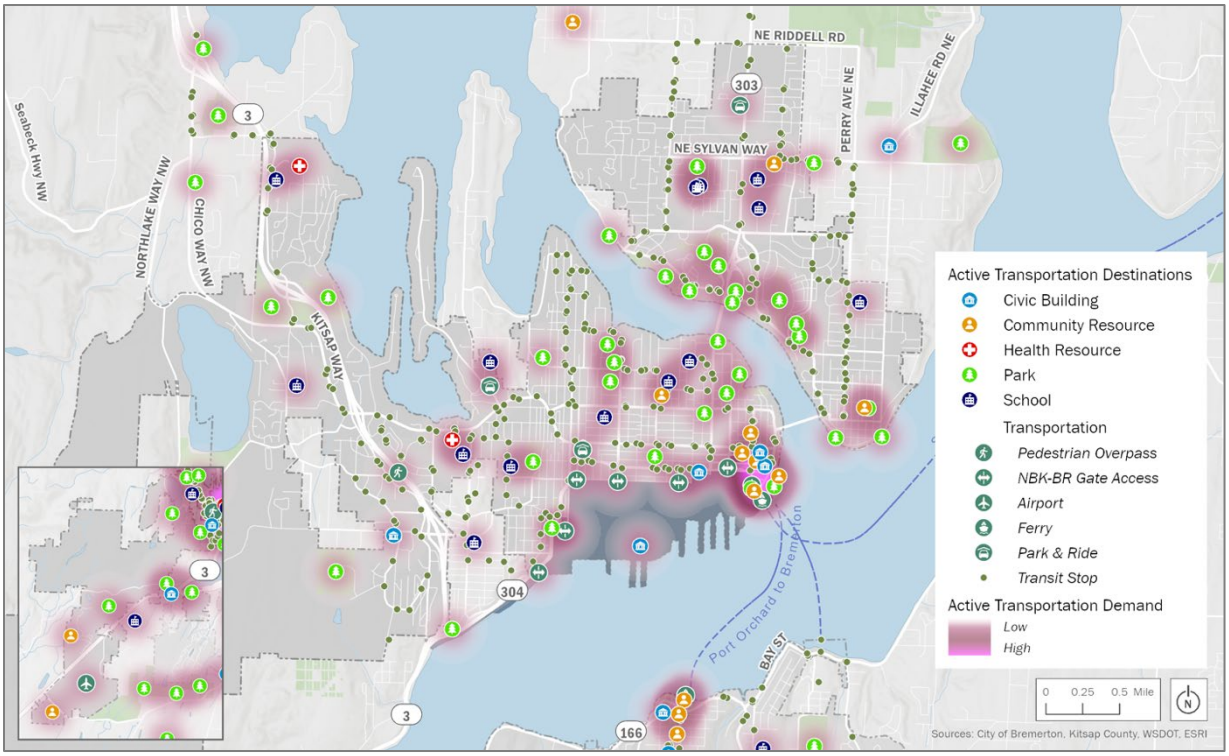
Exhibit 3.9.2-4 Active Transportation Destinations

Category	Destinations
Civic buildings	Government buildings, law enforcement, NBK-BR
Community resources	Museums, public library, Red Cross, senior center, PSIC industrial growth center, Bremerton Foodline
Health resources	Hospitals, urgent care clinic
Park	Parks
School	Schools, universities
Transportation	Transit stops, pedestrian overpass, NBK-BR gate access, airport, ferry, park-and-ride

NBK-BR = Naval Base Kitsap Bremerton; PSIC = Puget Sound Industrial Center

Areas with high active transportation demand were located based on higher concentrations of active transportation destinations. Notably, downtown and East Bremerton exhibited high demand due to their denser populations and greater availability of civic services. The prevalence of transit stops along collector and arterial roadways in Bremerton's core also influenced concentrations of high demand observed in these areas. Exhibit 3.9.2-5 shows areas of high active transportation demand in and around Bremerton.

Exhibit 3.9.2-5 Active Transportation Demand



Source: Draft 2044 Comprehensive Transportation Plan

Vehicular Network Needs

Level of Service (LOS)

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection. LOS is typically expressed as a letter score from LOS A, representing free flow conditions with minimal delays, to LOS F, representing breakdown flow with high delays. In urban street networks, intersections typically constitute mobility chokepoints and are the focus of LOS analyses.

Intersection LOS is defined by the average delay experienced by a vehicle traveling through an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at roundabouts and stop-controlled intersections is caused by waiting for a gap in traffic or waiting for a queue to clear the intersection or roundabout.

Level of service for signalized, roundabout, and all-way stop control intersections is based on the average delay for all vehicles entering the intersection during the study period. LOS for minor-approach stop-controlled intersections is based on the control delay on the worst movement. Intersection LOS thresholds are defined by the Transportation Research Board Highway Capacity Manual. Signalized and roundabout intersections utilize different LOS thresholds than stop-controlled intersections. Intersection LOS thresholds for all intersection types are shown in Exhibit 3.9.2-6.

Exhibit 3.9.2-6 Level of Service Thresholds

LOS	Signal and Roundabout Delay (sec/veh)	Stop-Controlled Intersection Delay (sec/veh)
A	≤10	≤10
B	>10 – 20	>10 – 15
C	>20 – 35	>15 – 25
D	>35 – 55	>25 – 35
E	>55 – 80	>35 – 50
F	>80	>50

The Transportation Element established a minimum level-of-service (LOS) standard of LOS E for City roadways. Minimum LOS standards for State routes are established by the Washington State Department of Transportation (WSDOT). WSDOT designates SR 3, SR 304 (Burwell St), and SR 310 (Kitsap Way) as Highways of Statewide Significance (HSS), with a minimum LOS D standard. The WSDOT designates SR 303 (Warren Ave) as a non-HSS route with a minimum LOS E/Mitigated standard, meaning that congestion should be mitigated when peak hour LOS falls below LOS E.

Methodology and Assumptions

Future traffic volumes were forecasted for 2044 using the Bremerton travel demand model, updated in 2023 to reflect the latest development inventory, driver behavior, trip generation rates, and modeling procedures. The model was validated with observed traffic patterns and shows a strong correlation with actual travel behavior in both the morning (AM) peak and evening (PM) peak hour of travel. This model represents the best available tool to forecast travel demand in and around Bremerton. Signalized and stop-controlled intersection operations were analyzed in Synchro 11 software using *Highway Capacity Manual 6th Edition* methodologies. Roundabout intersections were analyzed in Sidra Intersection 9.1 software using the Sidra capacity model and WSDOT Sidra Policy Setting.

Anticipated future deficiencies in 2044 is based on forecasted growth from Bremerton's growth targets and housing and job capacities from Alternatives 2 and 3 and distributed by transportation analysis zones. In urban street networks, intersections typically constitute mobility chokepoints and are the

focus of LOS analyses. Level of service for signalized, roundabout, and all-way stop control intersections is based on the average delay for all vehicles entering the intersection during the study period. LOS for minor-approach stop-controlled intersections is based on the control delay on the worst movement.

Current LOS thresholds are established by the City for municipal roads and by WSDOT for designated state routes. In Bremerton, the minimum standard for traffic operations is LOS E for intersections on City roadways. WSDOT LOS thresholds are LOS D for intersections on roads designated as Highways of Statewide Significance (HSS) and LOS E/Mitigated for intersections state routes that are not classified as HSS. LOS E/Mitigated identifies locations where that congestion must be mitigated when peak hour LOS falls below LOS E.

Study Area

This analysis considered 60 intersections of collector and arterial streets in and near Bremerton, including 23 City of Bremerton intersections, 31 intersections on WSDOT facilities in the city of Bremerton, and six intersections on key facilities outside city limits which impact mobility into, out of, and within Bremerton.

Intersection data collection sites were selected based on roadway functional classification, control type, and location. Sites included all signalized intersections and roundabouts within city limits. Data collection also included all intersections of roadways with functional classification Principal Arterial and Minor Arterial. Finally, data collection sites included other intersections which serve high demand or play an important role in vehicle mobility and route choice in Bremerton, based on engineering judgment.

2044 Traffic Operations

Seven intersections within city limits are anticipated to operate below their minimum adopted LOS standard by 2044 under Alternatives 2 and 3. These include existing (2023) deficiencies at three locations. Anticipated deficiencies and forecast LOS at each intersection are summarized in Exhibit 3.9.2-7 and shown in Exhibits 3.9.2-9 and 3.9.2-10.

Exhibit 3.9.2-7 Intersections with Anticipated Deficiencies by 2044

Intersection	Deficiency Horizon	2044 AM Peak LOS (delay)	2044 PM Peak LOS (delay)
Kitsap Way (SR 310) & SR 3 SB Off-Ramp	2044	D (39)	F (86)
Kitsap Way (SR 310) & Marine Dr	2023	E (62)	E (72)
Kitsap Way (SR 310) & Corbett Dr	2044	F (262)	F (>300)
Warren Ave (SR 303) & Burwell St (SR 304)	2044	D (41)	F (82)
Wheaton Way (SR 303) & Sheridan Rd	2044	D (46)	F (87)
Loxie Eagans Blvd & SR 3 SB Ramps	2023	F (>300)	F (>300)
SR 3 & Imperial Way	2023	E (65)	F (75)

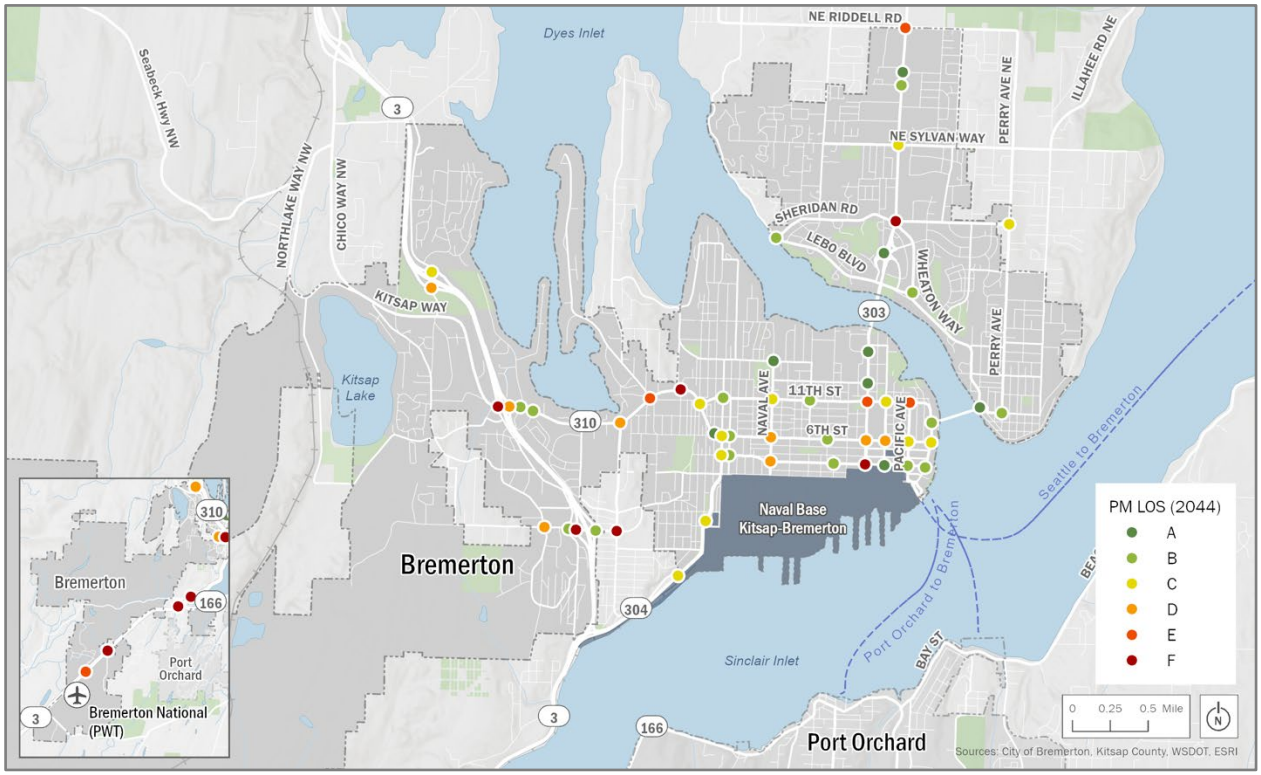
In addition, seven intersections in Bremerton are anticipated to operate at their minimum adopted LOS standard by 2044. While these intersections will satisfy overall intersection LOS standards, individual intersection approaches or lanes may operate overcapacity during periods of peak travel demand. Capacity improvements are not required to maintain transportation concurrency at these locations, but

monitoring traffic operations at these intersections with expected growth should be incorporated into the City's concurrency management process. Forecasted traffic operations at these intersections in 2044 is described in Exhibit 3.9.2-8.

Exhibit 3.9.2-8 Intersections at Traffic Operations Standard by 2044

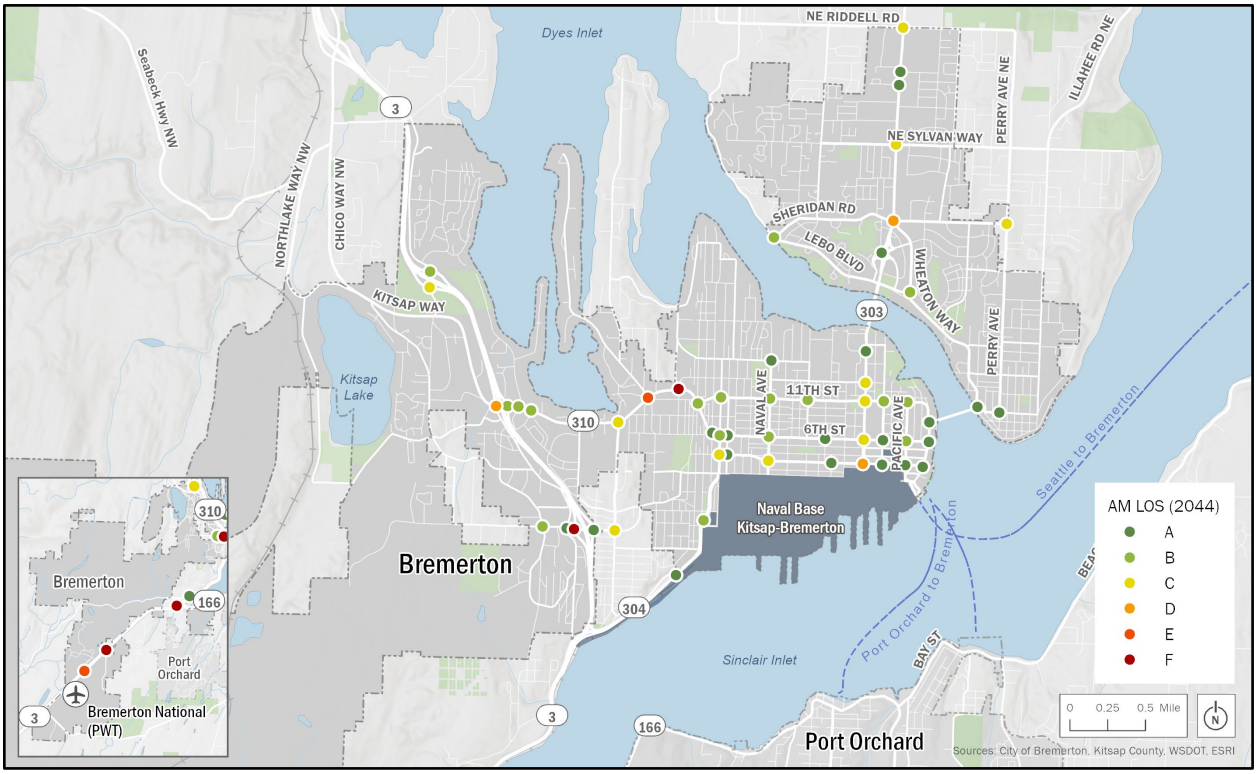
Intersection	Analysis Year	2044 AM Peak LOS (delay)	2044 PM Peak LOS (delay)
11th Street & Pacific Avenue	2044	B (12)	E (39)
Kitsap Way (SR 310) SR 3 NB Ramps	2044	B (18)	D (36)
Kitsap Way (SR 310) & National Ave	2044	C (23)	D (40)
Warren Ave (SR 303) & 11th Street	2044	C (31)	E (59)
Wheaton Way (SR 303) & Riddell Road	2044	C (29)	E (60)
Burwell Street (SR 304) & Naval Avenue	2044	C (20)	D (52)
SR 3 Southbound Ramps and Austin Drive	2044	C (23)	D (28)

Exhibit 3.9.2-9 2044 PM LOS



Source: Draft 2044 Comprehensive Transportation Plan

Exhibit 3.9.2-10 2044 AM LOS



Source: Draft 2044 Comprehensive Transportation Plan

Impacts Common to all Alternatives

Active Transportation: All alternatives will increase the need for active transportation facilities citywide. As described in the pedestrian and bicycle network gaps above, improvements are needed under all Alternatives. The city plans to improve its active transportation network; however, Alternatives 2 and 3 ‘s demand for these facilities will be higher due to its center-focused approach to growth promoting active transportation facilities within ¼ mile walkshed to transit facilities.

Transit Ridership: Demand for transit (Kitsap Transit and Washington State Ferries) is expected to increase under all alternatives. Transit demand is expected to increase under Alternatives 2 and 3, which supports centers-focused approach to growth, improved active transportation facilities connecting to improved access to transit especially for first/last mile. These increases would require a substantial increase in hours of operations, increased frequency, and shifts in routing. Kitsap Transit’s 2022 Long Range Plan outlines additional transit routes, on-demand service areas, micro-transit, and high-capacity transit improvements for the city as well as Downtown Subarea. The Washington State Ferries Long-Range Plan anticipates increased vehicular and pedestrian ridership during its planning period of 2017-2040. WSF foresees expanding service in Bremerton.

Intersection Level of Service: Seven intersections modeled under Alternatives 2 and 3 are expected drop below the City’s adopted LOS of E by 2044. Each of the seven intersections included state highway as one of its legs.

Impacts of Alternative 1

Alternative 1 would maintain the current Comprehensive Plan with no land use plan, policy, or development regulation changes. Alternative 1 reflects the lowest level of projected growth, and as such, is expected to result in the lowest growth in vehicle trips and roadway deficiencies. Active transportation and transit facilities needs as described in gap analysis presented above, would apply in this Alternative.

Impacts of Alternative 2 and 3

Alternative 2 and 3 directs a substantial portion of the City's growth targets into its regional growth centers, mixed-use in non-residential zones, and high-density residential zoning. Seven intersections within city limits are anticipated to operate below their minimum adopted LOS standard by 2044 under Alternatives 2 and 3. These include existing (2023) deficiencies at three locations. Anticipated deficiencies and forecast LOS at each intersection are summarized in Exhibit 3.9.2-7 and shown in Exhibits 3.9.2-9 and 3.9.2-10 above.

Active transportation and transit needs are as described in Impacts Common to All Alternatives, with the expectation the demand for these facilities and services increase under Alternative 2 and 3 due to its centers-focused approach to growth. Improving connections for pedestrian and bicycle to identified destinations as well as facilities that improve level of stress, will be necessary to support the expected housing units and jobs.

Downtown Regional Growth Center Subarea

Like Alternative 2 and 3, future active transportation needs for the Downtown Subarea are expected to support the increased capacity for housing units and jobs. Vehicular traffic LOS in 2044 during AM /PM peak within the Subarea as shown in Exhibits 3.9.2-9 and -10. The Joint Compatibility Transportation Plan is intended to support the Downtown Regional Growth Center and address commuter traffic into the subarea to Naval Base Kitsap.

Summary of Impacts by Alternative

Implementation of all alternatives will result in increased vehicle traffic within the city. The severity of most impacts could likely be mitigated through a combination of policy, programmatic, developer improvements and city-initiated improvements. There are several implementation measures in place that serve to mitigate the transportation impacts of planned growth and development.

Threshold	Alternative 1	Alternative 2	Alternative 3
Need for Active Transportation Facilities	⊕	⊕⊕	⊕⊕
Need for Transit System Improvements	⊕	⊕⊕	⊕⊕
Level of Service Standards Intersection Impact	⊕	⊕	⊕
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕⊕			

3.9.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding transportation, as listed below.

- *TR1(A): Support and participate in cooperative regional transportation planning processes to ensure a multimodal transportation system that supports the Regional Growth Strategy and consistency and connectivity throughout the region.*
- *TR1(B): Coordinate with WSDOT, Kitsap County, and other stakeholders to ensure state facility improvements meet the goals of Bremerton and Comprehensive Plan and minimize negative impacts to the local transportation system.*
- *TR1(C): Promote the continuation of passenger only ferry service and support research and development in new ferry (including fast ferry) technology.*
- *TR1(D): Evaluate and establish appropriate multimodal Level of Service (LOS) standards for all City streets and identified in City's Transportation Functional Plan.*
- *TR1(F): Implement concurrency requirements to ensure adopted Level of Service standards are maintained when new development and redevelopment occurs.*
    - *Require the concurrency system to evaluate the impact on LOS during the development permitting process;*
    - *Ensure that development permits are not issued unless and/or until maintenance of adopted LOS standards are assured; and,*
    - *Evaluate the feasibility of plan-based concurrency program to simplify development review procedures and enhance the attractiveness for developing in Bremerton.*
- *TR1(G): Maintain and improve connectivity to link centers to neighborhoods and to the arterials. Work with transportation providers to develop a public transportation system that allows convenient and efficient travel between Centers and ensuring that designated Centers are walkable and encourage connectivity.*
- *TR1(J): Support safe and convenient movement of freight by establishing and identifying clear signage, truck, hazardous material transport, and oversized load routes.*
- *TR1(K): Identify corridors for development of future mass transit options such as bus rapid transit, etc.*
- *TR1(O): Identify stable and predictable funding sources for maintaining and preserving existing transportation facilities and services. Identify maintenance and system preservation projects and programs necessary to maintain the safe, efficient and reliable transportation system.*
- *TR3(A): Ensure transportation system safety for all users and the transportation system through maintenance of infrastructure, and incorporation of safety enhancements, in transportation improvement projects.*
- *TR3(C): Further develop the Complete Streets ordinance, with a context-sensitive design focus to ensure multimodal improvements fit the community in which they are located, to better be utilized within the City.*
- *TR3(D): Provide a transportation system that effectively serves the needs of and encourages safe pedestrian, bicycle and other non-motorized travel by implementing the policies of City of Bremerton's Complete Streets Plan.*
- *TR3(E): Encourage the use of public transit by bicyclists and pedestrians by:*
    - *Providing safe, attractive, and comfortable walkways and waiting facilities at public transit loading areas;*
    - *Promote providing bicycle storage at transit facilities including bus stops;*
    - *Installing bicycle racks on buses, and*
    - *Developing and distributing information concerning local and regional non-motorized routes.*

- *TR4(G): Assure cost-effective maintenance of transportation facilities under the City's jurisdiction, including nonmotorized facilities. Reduce need for new capital improvements through investments in operations, demand management strategies and system management activities that improve the efficiency of the City's current transportation system and facilities.*
- *TR5(A): Work with Kitsap County, WSDOT, regional transportation agencies, and transportation providers to plan, fund, and implement joint transportation projects and programs.*
- *TR5(B): Coordinate plans and development with the Puget Sound Regional Council (PSRC)'s Transportation 2050 and Kitsap Countywide Planning Policies for regional consistency.*
- *TR5(C): Support improvements on state highways to reduce congestion, and improve safety and access for through traffic, local traffic, non-motorized and transit users.*
- *TR5(D): Work with WSDOT to develop solutions for the access to and from Bremerton with focus on the Gorst interchange.*
- *TR5(E): Coordinate with Washington State Ferries, Kitsap Transit and other possible service providers to operate ferry services to Bremerton that meet local service and commuter needs, coordinate with all travel modes, and provide regional service.*
- *TR5(F): Support and promote ferry system programs, which maximize the convenience of non-motorized connections, and high-occupancy vehicle (HOV) use, by providing priority status and discouraging single occupancy vehicle use on ferries.*
- *TR5(G): Work with Washington State Ferries, and Kitsap Transit and other possible service providers to coordinate transit schedules of multiple modes of transportation, and to further transportation conveniences including multi-modal options.*
- *TR5(H): Work with Washington State Ferries and Naval Base Kitsap to coordinate schedules to reduce congestion from worker releases and the releasing of ferry commuters.*
- *TR5(I): Encourage transportation agencies, especially public transit, to operate and maintain local/regional services and facilities that reduce the need for single-occupant vehicles and support the needs of transit-dependent users. Support efforts to expand usage and infrastructure for mass transportation.*
- *TR5(J): Work with Kitsap Transit to establish and designate convenient park and ride locations. Incentives could include giving priorities to establishing park and ride in existing parking lots, and forming partnerships with community organizations along easily accessible arterials that have dormant parking during traditional commuting hours (i.e., churches).*
- *TR5(K): Reduce auto dependency, especially drive-alone trips, by employing and promoting the application of programs enhance mobility and assist in achievement of the land use vision. This includes:*
    - *Develop Travel Demand Management (TDM) strategies to minimize the need for additional transportation infrastructure and expenditures.*
    - *Continue to coordinate with local employers, including the Naval Base Kitsap, to implement commute trip reduction plans and programs and stagger release where feasible.*
    - *Develop a parking ratio reduction policy for development around planned high-capacity transit corridors as identified in the Kitsap Transit Long-Range Transit Plan.*
- *TR5(L): Provide a prioritized list of transportation projects that supports the Comprehensive Plan vision. That prioritized list should include projects that support the regional Downtown Center and Puget Sound Industrial Center-Bremerton that furthers the City's Centers Concept, or approved by a functional plan. Prioritize multimodal investments in centers and high-capacity station areas.*
- *TR5(M): Protect the continued operation of airports from encroachment by incompatible uses and development on adjacent land.*
- *TR5(N): Participate, as appropriate, in planning and management to optimize the greater region's aviation system. Consider health, air quality and noise impacts to communities.*
- *CS1(O): Prioritize siting of community facilities and services, including civic places like parks, schools and other public spaces, in centers, active transportation plan connections and near transit, with consideration for climate change, economic, and social and health impacts.*
- *CS3(C): Monitor the expenditure of capital resources, ensuring the prescribed level of service for the following services and facilities: potable water, sanitary sewer, stormwater management, street*

maintenance, law enforcement, fire protection, emergency medical service, transportation, solid waste, and parks.

- *CS3(K): Improve sidewalks throughout the City with an emphasis on accessibility.*
- *CS3(L): Provide street infrastructure that is well maintained, has sufficient capacity, meets all compliance requirements for accessibility.*
    - *Identify dedicated revenue to adequately maintain the existing investment in street infrastructure;*
    - *Develop revenue sources to allow full implementation of the Capital Improvement Plan. Consider new revenue such as transportation impact fees, or re-direct existing revenue; and*
    - *Eliminate barriers to accessibility with sidewalks and city facilities. Prioritize implementation using citizen groups and focus improvements in the areas with the most use.*
- *CS3(N): Adopt Level of Service (LOS) standards for public facilities, reflecting community preferences for quality of service delivery. Additionally consider adopting LOS standards that support and encourage the development of Centers.*
- *CS3(O): Adopt a Concurrency Management Ordinance (requiring capital facilities meet adopted Level of Service standards at the same time with development) in order to maintain the community's identified desired level of service.*
- *CS3(P): Adopt six year capital facilities programs (CIPs), including Transportation Improvement Programs (TIPs) on an annual basis to demonstrate funding capability that supports the land use patterns and other goals and policies adopted within this Plan.*
- *CS3(Q): Ensure that the land use element, capital facilities plan element, and financing plan are coordinated and consistent for the 6 and 20-year planning period. If adequate facilities are currently unavailable and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense in order to develop, or the City may consider other funding sources. If the probable funding falls short of meeting the capital facility needs of the anticipated future land uses and population, the type and extent of land uses planned for the City must be reassessed.*

Transportation Planning

The City regularly plans for and adapts to changing growth patterns to ensure adequate and reliable transportation facilities long term. Existing policies, regulations, and commitments to mitigate potential adverse impacts to transportation facilities would continue to apply. The GMA requires adequate transportation facilities to be available or available within six years of development.

In addition, the transportation comprehensive plan was updated concurrently with comprehensive plan periodic update and have utilized the population and jobs growth projections under Alternative 2 and 3 in demand modeling. Transportation improvement projects have been identified for the 20-year planning period.

If Alternative 2 or 3 is chosen as the preferred alternative, multimodal improvements as well as intersection improvements would be necessary to support the City's growth targets. These improvements are identified below and will be placed on 20-year capital facilities list and prioritized in the City's 6-year Transportation Improvement Plan (TIP).

Other planning documents or implementation measures that mitigate the impacts on transportation facilities:

- City of Bremerton Transportation Element, 2024-25
- City of Bremerton Active Transportation Plan, 2024-25
- City's Transportation Improvement Program (TIP)
- Joint Compatibility Transportation Plan, 2023
- SR 303 Corridor Study, 2021
- Kitsap Transit 2022-2042 Long Range Plan

- Washington State Ferries 2040 Long Range Plan

Transportation Improvement Projects

Active Transportation Improvement Projects

The following transportation improvement projects may be implemented to mitigate impacts and improve the City's overall active transportation network. These projects were identified through review network gap analysis and various plans (i.e. SR 303, JCTP, non-motorized plan), and are listed in Exhibit 3.9.3-1.

Exhibit 3.9.3-1 Active Transportation Improvement Projects to Mitigate LOS Deficiencies

Project Name	Potential Mitigation
Active Transportation Amenities	
Park Avenue/4th Street Mobility Hub	Construct a mobility hub at the southwest corner of Park Ave and 4th St for first/last mile connections; includes bike parking area
Multimodal Projects	
Werner Road Widening and Signal Improvements	Upgrade signals and roadway to help move traffic and improve level of service
6th Street Rechannelization	Revise lane configuration on 6th St to include a 2-way center turn lane and bike lanes
Share Use Paths	
Sheridan Park Connector	Active transportation facility to connect to Lebo Boulevard on the north side of the bridge
Connector to Almira Drive	Provide 10' wide sidewalks from SR 303 to Almira Drive using NE 32nd Street through Old East Bremerton High School, connecting near Dibb Street
East Bremerton Shared-Use Path	Improve bicycle and pedestrian safety and connectivity; Paved active transportation facility from Cherry Ave to Almira Dr
SR 303 BAT Lane & Sidewalk (Sylvan Way to Riddell Rd)	Construct northbound BAT lane; Widen sidewalks to 10' on both sides of SR 303; Underground utilities that would otherwise be obstructions in the sidewalks
Corridor – Bicycle and Pedestrian	
Harlow Dr Corridor Project	Sidewalk & Bike Lanes
Auto Center Way Corridor Project	Complete bicycle lane and sidewalk gaps
Pine Rd Corridor Project (City Limits)	Sidewalks and bicycle lanes
Sheridan Rd Corridor Project	Sidewalks and bicycle lanes
6th St Active Transportation Improvements Project	Road diet/rechannelization of the 6th Street corridor; Conversion of the roadway from 4-lanes to 3-lanes with continuous on-street bike lanes
Armin Jahr Elementary Safe Routes to Schools	Improve bicycle and pedestrian safety near schools
Belfair Valley Road Shoulder Widening	Widen shoulder to accommodate multimodal travel
Sylvan Way Corridor Project (Sulphur Springs to SR 303)	Sidewalks and bicycle lanes from Sulphur Springs Ln to Wheaton Way /SR 303
Naval Ave Road Rechannelization	Revise lane configuration on Naval Ave to include 2-way center turn lane and bike lanes; pavement resurfacing, bike lanes, boxes and detection, wider sidewalks, signal timing and phasing, intersection treatments, curb bulbs, wayfinding signage, pavement markings, and modified storm drainage.
Transit Vicinity Ped/Bike Improvements	Pedestrian/Bike improvements within 5-minute walkshed of park and rides or transit hubs

18th St Active Transportation Facilities	Active transportation facilities on 18th St through Olympic College
SR 303 Bury Utilities	Underground utilities that would otherwise be obstructions in the sidewalks
Crownhill Elementary Safe Routes to Schools	Improve bicycle and pedestrian safety near schools
View Ridge Safe Routes to Schools Phase 1	Improve bicycle and pedestrian safety near schools
Naval Ave Safe Routes to Schools	Improve bicycle and pedestrian safety near schools
Kitsap Lake Elementary Safe Routes to Schools	Improve bicycle and pedestrian safety near schools
Warren Ave Bridge Active Transportation Improvements	Roadway and sidewalk improvements, sidewalk and active transportation improvements south and north of the bridge; "Alternative X" proposes asymmetrical widening on both sides of the bridge, with a 12-foot clear-width walkway on the east side and an 8-foot clear-width walkway on the west side with two overlooks if within budget.
SR 303 Active Transportation Improvements (Warren Ave Bridge to Sheridan Rd)	Active transportation improvements. Update striping, provide wayfinding, underground utilities; 10' sidewalks on both sides; Update Lane striping along SR 303 to delineate active transportation facilities; provide wayfinding for active transportation users; Underground utilities that would otherwise be obstructions in the sidewalks
View Ridge Safe Routes to School Phase 2/Almira Dr Corridor Project	Add bike lanes on Almira Dr from Sylvan Way to Riddell Rd. Includes widening and stormwater improvements
Bicycle Improvement Projects	
Auto Center Blvd/Bruenn Ave Bicycle Lanes	New bicycle lanes
Sheridan Rd Bicycle Lanes	New bicycle lanes
Sylvan Way Bicycle Lanes (SR 303 to Olympus)	New bicycle lanes from Wheaton Way to Olympus Drive
17th St Bicycle Boulevard	Level 1, 2 and 3 bicycle boulevard applications (signage, pavement markings, intersection treatments)
Searle St Bicycle Boulevard	Level 1 bicycle boulevard applications (signage)
Kitsap Lake Rd Ped/Bike Improvements	Improve bicycle pedestrian safety and connectivity
Northlake Way Bicycle Boulevard	Shoulder bikeway
Shorewood Dr Bike Facilities	Add bike facility on Shorewood Dr to connect Kitsap Way and to downtown Bremerton; Level 1 and 2 bicycle boulevard applications (signage, pavement markings); Add bike facilities on Shorewood Dr to connect to Kitsap Way
Wheaton Way/Spruce Ave/E 30th St Bike Lanes	Bicycle facilities from Callahan Drive to Cherry Avenue using lower Wheaton Way, Spruce Avenue, and E 30th Street
SR 303 Off-Corridor Bike Improvements	Add bike lanes on Callahan Dr, Cherry Ave, and Almira Dr (Callahan to Cherry Connection) Add bike lanes on Callahan Dr, Cherry Ave, and Almira Dr (Callahan and Wheaton Bike Lanes)
Sidewalk Improvement Projects	
1st St	Auto Center Blvd./Bruenn Avenue to Auto Center Way
16th St	Sidewalks
26th St	Sidewalks
Corbet Dr	Sidewalks
Hartford St	Sidewalks
Phinney Bay Dr	Sidewalks

Preble St	Sidewalks
Price Rd	Sidewalks
Rocky Point Rd	Sidewalks
Roosevelt Blvd	Sidewalks
Tracyton Beach Rd	Sidewalks
Magnusson Way/Stone Way	Sidewalks
Shorewood Dr	Sidewalks
NAD Park-Jackson Park Naval Housing Area Shared Use Path	Shared Use Path
Snyder Ave	Sidewalks
Ped Connector under Warren Avenue Bridge, south approach	Improve pedestrian safety and connectivity
State St. Pedestrian Corridor Improvements	Improve pedestrian safety and connectivity
Matan & Lillian & James Walker Park Sidewalk Connector	Sidewalk connector; Bloomington & Olympic
Anderson Cove Sidewalk Improvements	Construct sidewalks along Naval Ave from 19th St to 15th St
Shore Dr Shared-use Path Planning Study	Improve bicycle and pedestrian safety and connectivity; Convert upper portion of Shore Dr. to shared use path
Marine Dr Nonmotorized Improvements	Improve bicycle and pedestrian safety and connectivity
Wheaton Way at Callahan Sidewalk Improvement	Improve pedestrian safety and connectivity
Petersville Rd	Sidewalks
Pine Rd Basin	Sidewalks
Charleston Neighborhood Sidewalk Improvements	Improve sidewalk conditions in the neighborhood west of Charleston Blvd
NBK Vicinity Active Transportation Improvements	Within the 10-minute walksheds of base gates, upgrade and/or add sidewalks; upgrade marked and unmarked crossings to be ADA compliant.
1st St Shared-use Path	Add a shared-use path along south side of 1st Street between Naval Ave and Callow Ave; Stripe eastbound contraflow bicycle lane; westbound bicycle travel accommodated in shared vehicle/bicycle lane; JCTP: AT 15 add shared-use path on south side of 1st St between Naval Ave and Callow Ave
Wheaton Way Sidewalk Widening	Widen sidewalks to 10’ on both sides of SR 303; Underground utilities that would otherwise be obstructions in the sidewalks
4th St Landscaping Replacement and Sidewalk Repair	Maintenance upgrades to sidewalk to improve pedestrian safety and connectivity
SR 303 Improvements (13th St to Warren Ave Bridge), Phase 1B	Channelization, sidewalk, and transit improvements from 13th St to Warren Ave Bridge; Widen sidewalks to 10’ on east side of SR 303 from north of 17th Street to the Warren Avenue Bridge.
SR 303 BAT Lane & Sidewalks (Sheridan Rd to Sylvan Way)	Construct northbound BAT lane and provide sidewalk improvements
SR 303 Sidewalk Improvements (Burwell St to 13th St)	Sidewalk improvements from Burwell St to 13th St
Traffic Calming	
13th St Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
15th St Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)

Russell Rd Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
High Ave Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Trenton Ave Bicycle Boulevard (City)	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Ironsides Ave/Nipsic Ave Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
4th and 5th Sts Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Phinney Bay Dr. Bicycle Boulevard	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Arsenal Way/Patten Ave Safety Improvements	Improve bicycle and pedestrian safety and connectivity; Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Oyster Bay Ave Improvements (Traffic Calming)	Help move traffic and improve roadway safety; Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Park Ave Bike Lanes	Construct bike lanes on Park Ave between 4th St and 6th St; Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Crossing Improvements	
Marion St at Renaissance High School Crossing Improvements	Intersection improvements
Sheridan Rd at Pine Rd Crossing Improvements	Intersection improvements
11th St at Callow Ave Crossing Improvements	Intersection improvements
Lower Wheaton Way Reconstruction (Lebo Blvd to Sheridan Rd)	Street reconstruction, Lebo to Sheridan
Strategic Road Safety Plan Improvements	Build projects proposed in Strategic Road Safety Plan. Includes adaptive signal timing along Burwell St and pedestrian crossing treatments at Burwell St/Washington Ave & 6th St/Hewitt Ave; Pedestrian crossing treatments at 6th St/Hewitt Ave and Burwell St/Washington Ave
NBK Vicinity Signal Improvements	Add all walk ped phases at Burwell St/ State Ave, Park Ave/Burwell St. Pacific Ave/Burwell St
Kitsap Way at Harlow Dr Intersection Improvements	Convert minor-approach stop controlled intersection to roundabout
Kitsap Way at Chico/Northlake Way Intersection Improvements	Convert stop-controlled intersection to roundabout
SR 303 Improvements (Warren Ave Bridge to Sheridan Rd)	New roundabout at SR 303 & Callahan Ave, construct NB BAT lane, repurpose tunnel along Callahan Dr to be active transportation undercrossing; Bicycle facilities on Callahan Drive from SR 303 to lower Wheaton Way using existing tunnel under SR 303
SR 303 Midblock Crossing (Between 6th St & 11th St)	Build a mid-block pedestrian crossing between 6th Street and 11th Street and provide a pedestrian hybrid beacon signal and pedestrian refuge island. Add bus stops near mid-block crossing.
SR 303 Midblock Crossing (Between Hollis St & Riddell Rd)	Build a mid-block pedestrian crossing between Hollis Street and NE Riddell Road and provide a pedestrian hybrid beacon and pedestrian refuge island. Relocate bus stops to be near mid-block crossing

SR 303 Midblock Crossing (North of Dibb St)	Build a mid-block pedestrian crossing north of Dibb Street and provide a pedestrian hybrid beacon and pedestrian refuge island
SR 303 Midblock Crossing (North of Pearl St)	Build a mid-block pedestrian crossing north of Pearl Street and provide a pedestrian hybrid beacon and pedestrian refuge island. Relocate bus stops to be near mid-block crossing
SR 303 Olympic College Undercrossing	Construct a tunnel under SR 303 for an active transportation undercrossing, connecting Olympic College to east side of SR 303
SR 303/Riddell Rd Intersection Improvements	Replace signal at NE Riddell Road with a roundabout including pedestrian crossings at all four quadrants
Regional Projects	
Perry Ave Corridor Project (E 17th Street to City Limits)	Sidewalks and bicycle lanes from E 17th Street to City Limits
Riddell Rd Corridor Project (County)	Sidewalks and bicycle lanes
Trenton Ave Bicycle Boulevard (County)	Level 1, 2, 3 and 4 bicycle boulevard applications (signage, pavement markings, intersection treatments, traffic calming)
Jarstad - Lake Kitsap Trail	Shared use path on former railroad corridor
Pine Rd Corridor Project (County)	Sidewalks and bicycle lanes
National Ave Corridor Project	Sidewalks and bicycle lanes from 1st Street to Kitsap Way
Sylvan Way Corridor Project	Sidewalks and bicycle lanes

Source: Draft 2044 Transportation Comprehensive Plan

Transit Improvement Projects

Kitsap Transit (KT): Kitsap Transit 2022-2042 Long-Range Transit Plan (LRTP) outlines how KT will achieve the goal of improving bus and ferry service in Kitsap County. The plan is focused on upgrading the core capacities of Kitsap Transit, proposes service improvements that respond to current and future transportation needs - including new high-capacity transit lines, more frequent local bus routes, potential new ferry routes, and more on-demand rideshare service. These improvements will encourage more people to use public transit, mitigating traffic congestion, reducing greenhouse gases, and supporting PSRC's regional growth strategy.

Additionally, passenger-only ferry service is expected to play an increasingly important role in the Puget Sound's regional transportation system. Ferry service provided by Kitsap Transit is an important component of the regional transportation network. The Kitsap Transit Long-Range Transit Plan focuses on service improvements and capital projects.

- More frequent transit is an important way Kitsap Transit can improve service, especially on local bus service. Service frequency has a major influence on transit ridership: high frequency service is more convenient because riders do not have to wait as long between buses. Kitsap Transit's LRTP calls for service every 30 minutes for a number of fixed routes, which will reduce wait times and improve connections.

- Some places are difficult to serve with a network of longer, bi-directional fixed-route buses. For many of these places, a circulator route can provide valuable transit mobility. Circulator routes are a type of bus service that shuttles people around a small area or can operate as "flexible fixed-route" service that follows a regular route but can deviate to provide on-demand service. Kitsap Transit's LRTP identifies a Bremerton Circulator that will serve Downtown Bremerton.

- Planned express bus route from Downtown Bremerton to Tacoma. This service would have limited stops and would connect Downtown Bremerton to several points in Tacoma via park and rides in South Kitsap. This route will help reduce the number of single-occupancy vehicles on WA-16 and eliminate the current need for intercity bus transfers.

- High-capacity transit (HCT) is a high-quality transit service that is frequent, fast and can accommodate many passengers. In some communities, HCT takes the form of light or heavy rail. In Kitsap County, HCT is more feasible in the form of bus rapid transit (BRT). BRT includes features such as priority at intersections, sections of bus-only right of way, level boarding platforms, and amenity-rich stops and shelters. A planned BRT between Silverdale and Bremerton is identified in Kitsap Transit's LRTP.

- Multimodal Hubs are facilities that connect multimodal travel, such as walking, biking, bus, micro transit, vanpools, carpools, ferry or e-hailing service. Kitsap Transit is planning several multimodal hubs throughout Kitsap County, including one in Bremerton Gateway, which would serve both NBK/PSNS/IMF and Downtown.

- Speed and reliability upgrades are planned by Kitsap Transit to be implemented in places where traffic congestion or complicated intersections slow buses. These types of improvements make buses more competitive with single-occupancy vehicles and create a more robust transit network. The LRTP identified two types of speed and reliability projects that will serve the DRC:
  - Bus only lanes are painted on roadways and allow only buses and autos turning into and out of businesses to use the lanes.
  - Queue jumps are short bus lanes that let buses cut to the front of traffic at signals, giving them a head start when the light turns green.

WSDOT Ferries: Washington State Ferries 2040 Long Range Plan identifies opportunities and challenges to the state's ferry system, and recommends near, medium and long-term actions for WSF to pursue. Implementation of WSF plan depends a coordinated set of investments in WSF's fleet, terminal infrastructure, workforce and technology improvements, with a focus on building a fleet with a light footprint on the environment. The electric-hybrid propulsion fleet will cost less to operate, and WSF's retiring vessels should be replaced with those designed to accommodate growing ridership and flexibility to respond to demands of a specific route.

The WSF long-range Plan foresees expanding service in Bremerton. Plans are in place to increase passenger capacity from current boat capacity of 1,500 passengers to 1,800 passengers per vessel through the addition of life rafts and marine evacuation systems, and enclosure of deck space. Other changes include replacing diesel ferries with plug-in hybrids, leading to fuel cost savings and reduced carbon emissions. Terminal modifications are anticipated to accommodate future plug-in ferry models.

Intersection Improvement Projects

The following improvement projects, per Exhibit 3.9.3-2, may be implemented to mitigate anticipated intersection LOS deficiencies through the 2044 planning horizon. These mitigations were identified through review of intersection operations model results, intersection and corridor context, WSDOT Design Manual guidance, and review of previous transportation planning studies.

The mitigation strategies identified are intended to guide long-range citywide transportation and capital planning efforts. The final selection of intersection improvement strategies will require more detailed analysis, and improvements on WSDOT facilities will require coordination with WSDOT, including following the WSDOT Intersection Control Evaluation (ICE) process. Intersection LOS deficiencies will occur along three WSDOT arterial corridors in Bremerton: Kitsap Way (SR 310), Wheaton Way/Warren Avenue (SR 303), and SR 3.

Exhibit 3.9.3-2 Potential Transportation Improvement Projects to Mitigate 2044 LOS Deficiencies

Project Name	Deficiency Horizon	Potential Mitigation
Kitsap Way (SR 310) & SR 3 SB off-ramp	2044	Rechannelize north and south legs within existing right of way
Kitsap Way & Marine Drive	2023	Near term: Implement adaptive signal control. Long term: Convert westbound RT lane to peak usage through-right lane continuing to National Avenue, or alternatively a new roundabout.
Kitsap Way & Corbett Drive	2044	New multi-lane roundabout with two lanes in each direction of Kitsap Way
Warren Avenue & Burwell Street	2044	Implement adaptive signal control and close south leg driveway
Wheaton Way & Sheridan Road	2044	Implement adaptive signal control
Loxie Eagans Blvd. & SR 3 SB ramps	2023	Possible WSDOT-funded signal or roundabout; not subject to GMA concurrency requirements
SR 3 & Imperial Way	2023	Possible developer or WSDOT funded improvement; not subject to GMA concurrency requirements
Outside of city limits		
SR 3 & Sam Christopherson Avenue	2044	This intersection may be impacted by anticipated buildout of PSIC. Possible developer or WSDOT multi-lane roundabout
SR 3 & Belfair Valley Road/Sherman Heights Rd	2044	This intersection is anticipated to serve as an alternate route for PM peak. Possible WSDOT roundabout or closure of SR3 southbound off-ramp.
SR 3 & Airport Way	2044	This intersection. May be impacted by anticipated buildout of PSIC. Possible widening of existing single-lane roundabout to multilanes.

Long-range intersection operations forecasts were developed before and after the identified mitigation strategies for each of the LOS-deficient intersections within city limits. The 2044 Mitigated Intersection Results are summarized in Exhibit 3.9.3-3. The identified mitigation strategies will allow each LOS-deficient intersection to satisfy its minimum LOS standard through 2044.

Exhibit 3.9.3-3 2044 Mitigated Intersection Results

Project Name	Control	LOS Standard	2044 LOS AM	2044 LOS PM
Kitsap Way (SR 310) & SR 3 SB off-ramp		D		
Existing Configuration	Signal		D	F
Reconfiguration	Signal		C	D
Kitsap Way & Marine Drive		D		
Existing Configuration	Signal		E	E
With WB Peak-Usage Lane	Signal		D	C
With Multi-Lane Roundabout	RAB		A	A
Kitsap Way & Corbett Drive		D		
Existing Configuration	TWSC		F	F
With Multi-Lane Roundabout			A	A
Warren Avenue & Burwell Street		E		
Existing Configuration	Signal		D	E
Without South Leg	Signal		C	D

Wheaton Way & Sheridan Road		E		
Existing Configuration	Signal		D	F
With Adaptive Signal Control	Signal		D	E
Loxie Eagans Blvd. & SR 3 SB ramps		D		
Existing Configuration	TWSC		F	F
With Signal Control	Signal		B	A
SR 3 & Imperial Way		D		
Existing Configuration	Signal		E	E
With Multi-Lane Roundabout	RAB		B	B

Source: Transportation Solutions Technical Memorandum – Future Conditions Analysis

Alternative LOS Policy Analysis

The City of Bremerton has adopted a minimum LOS E standard for City streets. Minimum LOS standards for State facilities are established by WSDOT as LOS D on SR 3, SR 304 (Burwell St), and SR 310 (Kitsap Way) and LOS E/Mitigated on SR 303 (Warren Ave/Wheaton Way).

The City of Bremerton may choose to apply a stricter intersection LOS standard on some or all of the city street network. A minimum LOS E may be acceptable in the historic downtown Bremerton area, for example, while a minimum LOS D standard may be desirable in other locations throughout the city. If a minimum LOS D standard were adopted citywide, the intersection of 11th Street & Pacific Avenue would trigger a LOS deficiency at LOS E in the 2044 PM peak hour. Mitigation may include construction of a single-lane roundabout.

Two intersections along the SR 303 corridor are anticipated to operate at LOS E by 2044. The intersections of SR 303 & 11th Street and SR 303 & Riddell Road are identified in the SR 303 Corridor Study as locations for future multilane roundabouts. As WSDOT-owned facilities, these intersections are not subject to transportation concurrency requirements.

Other Potential Mitigation Measures

- Continue City participation in the regional transportation planning process through Kitsap Regional Coordinating Council and Puget Sound Regional Council.
- Utilize the travel demand forecasting model developed as part of the 2024-2025 Transportation Comprehensive Plan to anticipate future growth so transportation facilities can be programmed prioritized in the City's 6-year Transportation Improvement Program (TIP).
- Continue partnerships with Kitsap Transit and Washington State Ferries to provide and support multimodal and public transportation opportunities throughout the city, especially in designated Centers.
- Seek available transportation grant funding, consider impact fees, and identify new funding sources to support identified necessary transportation system improvements.
- Continue implementing the recommendations from Joint Compatibility Transportation Plan and SR 303 Corridor Study.
- Transportation Demand Management programs and techniques, such as Commute Trip Reduction, can be required or implemented to reduce or limit the number of vehicle trips being generated.
- Consistent pavement maintenance to ensure longevity of existing roadways.
- Encourage employers to offer employees incentives to start and leave work outside of peak commute hours.
- Transit first/last mile strategies to provide improve connections between transit stops and final destinations.

3.9.4 Significant Unavoidable Adverse Impacts

Implementation of all alternatives will result in increased vehicle traffic within the city. The severity of most impacts will likely be mitigated through a combination of policy, programmatic, and public transit

and city-initiated improvements through transportation facilities planning, implementing the City's Transportation Improvement Plan (TIP), and construction of prioritized active transportation and vehicular improvement projects.

3.10 Public Services

3.10.1 Affected Environment

This section describes current conditions, level of service standards, and evaluates changes in demand for public services including parks, law enforcement, fire and emergency services, schools, and courts.

Thresholds of significance utilized in this impact analysis include:

- Access to park and open space facilities.
- Response times for fire and emergency medical services.
- Possible increase demand for law enforcement beyond current operational capabilities.
- Possible increase demand in school facilities.
- Possible increased demand for municipal court case processing.

Parks and Recreation

Bremerton provides a system of parks and open space areas which are managed by the City's Parks and Recreation Department, along with the assistance of the Bremerton Parks and Recreation Commission. Bremerton has 325.43 acres of parks and ten miles of trails. The types of parks have been divided into categories in part by the size and also by its intended service area. Collectively, these parks contain a variety of outdoor recreation facilities, including playgrounds, picnic areas, basketball courts, a recreation center, shoreline access, boat launch, restrooms, ball fields and natural open spaces with walking paths and trails.

Exhibit 3.10.1-1. City-owned Park Lands Inventory

Park/Facility Type	Locations	Size
Regional Park (1)	Pendergast Park 1199 Union Avenue	50.29 acres
Community Parks (3)	Evergreen Rotary, Lions and N.A.D. Parks	78.22 acres
Neighborhood Parks (9)	Blueberry, EastPark, Haddon, Forest Ridge, Kiwanis, Manette, Matan Parks and Warren Avenue Playfield	43.93 acres
Pocket Parks (10)	Arvon, Bachman, Bataan, Lent Landing, Lillan A. & James Walker, Lower Roto Vista, Pat Carey Vista, Sheridan, Smith Natural Play Parks and 9th Street Mini Park	6.11 acres
Natural Areas (4)	Kitsap Lake Wetlands, Madrona Trails, N.A.D Marine, Stephenson Canyon	111.38 acres
Plazas (6)	1st Street Plaza, Harborside Fountain Park, Kitsap Conference Center Plaza, Louis Mentor Boardwalk, Whitey Domstad Plaza	5.69 acres
Streetscape and Greenways (9)	Bremerton Central Business District, Bremerton Gateway, Clare Avenue Cutoff, Hal's Corner, 11th and Pacific, Upper Roto Vista	9.61 acres
Ivy Green Cemetery	1401 Naval Avenue	16.7 acres
Jarstad Park and Gorst Creek	4230 W Belfair Valley Road	3.5 acres

Total Park Acres		**325.43**
Other Facilities		
Bremerton Senior Center	1140 Nipsic Avenue	5,000 sq. ft.
Glenn Jarstad Aquatic Center	50 Magnuson Way	21,000 sq. ft.
Sheridan Community Recreation Center	680 Lebo Blvd.	30,000 sq. ft.
Gold Mountain Golf Complex	7263 W. Belfair Valley Road	360 acres
	Total	**56,000 SF/360 Acres**

Source: City of Bremerton Parks, Recreation and Open Space Plan, 2020

Level of Service Standard:

The Bremerton Parks and Recreation Department updated level of service standards in the 2020 Parks, Recreation and Open Space (PROS) Plan to reflect National Recreation and Park Association (NRPA) standards by adopting the 10-Minute Walk Campaign. In 2018 the Trust for Public Land launched ParkServe®, a database measuring park access within a 10-minute walk for over 80% of the U.S. population. According to the current ParkServe® database, Bremerton ranks above the national average at 66%, noting that 28,002 residents live within a 10-minute walk (approximately ½ mile) of a park.

Law Enforcement

The City of Bremerton Police Department is responsible for providing law enforcement services. Currently, Bremerton Police operate out of facilities located at 1025 Burwell Street. The police force has the following 81 budgeted personnel[5]:

- 1 Police Chief
- 2 Captains
- 3 Lieutenants
- 8 Sergeants
- 8 Corporals
- 42 Officers
- 5 Police Records Specialists
- 1 Administrative Assistant
- 2 Office Assistants
- 2 Evidence/Crime Scene
- 1 Community Resource Specialist
- 2 Behavioral Health Navigator

The Police Department's 2023 annual informs there were 47,867 calls for assistance, 6,871 cases, and 1,434 arrests. Of the calls for assistance, 2,281 calls were behavioral health in nature. The Police Department also received and responded to 1,902 public records requests.

Level of Service Standard: LOS standards for law enforcement facilities are based on the ratio of officers to population. The rationale of 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.

[5] While the City has 81 positions budgeted, not all of these positions are currently filled. The actual 2024 police personnel is 64 positions, resulting in a current actual LOS of 1.4 police to 1,000 population.

Bremerton has an adopted LOS of 1.8 officers per 1,000 residents. Using this standard and Bremerton's 2024 population (45,390), results in a need of 81.7 police personnel; the current police department's budgeted staffing nearly meets the LOS at 81 current positions.

Fire/EMS

The City of Bremerton Fire Department is responsible for providing emergency and non-emergency fire, rescue, and medical services. The current capital facilities used by the Fire Department include three station buildings, emergency medical services (EMS) vehicles, and fire engines.

Exhibit 3.10.1-2 Bremerton Fire Department Facilities Inventory

Facility	Location	Vehicles	EMS Services?	Size (Sq Ft)
Al Duke Fire Station No. 1	911 Park Avenue	2 Command 2 Ladder Trucks 1 Engine 1 Medic Unit	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 2 Medic Units	Yes	7,640
Drill Tower*	1201 Union Avenue		No	1,500

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

The Bremerton Fire Department is staffed by a total 69 employees, with a minimum daily staffing of 14 personnel. The staff includes the following:

- 1 Fire Chief
- 1 Assistant Chief
- 3 Battalion Chiefs
- 1 Battalion Chief – Training Division
- 3 Fire Captain
- 1 Fire Marshal/Captain
- 1 Medical Officer/Captain
- 10 Lieutenants
- 1 Lieutenant – Training Division
- 2 Firefighter/Prevention
- 3 Firefighters/Mechanics
- 3 Firefighters/SCBA Repair
- 23 Firefighters
- 1 Administrative Assistant
- 16 Paramedic/Firefighters
- 1 Administrative Assistant

The Fire Department's annual report informs in 2023 there were 10,542 incident calls and 14,731 BFD responses. The difference between incident calls and responses is many emergency incidents require multi-unit responses.

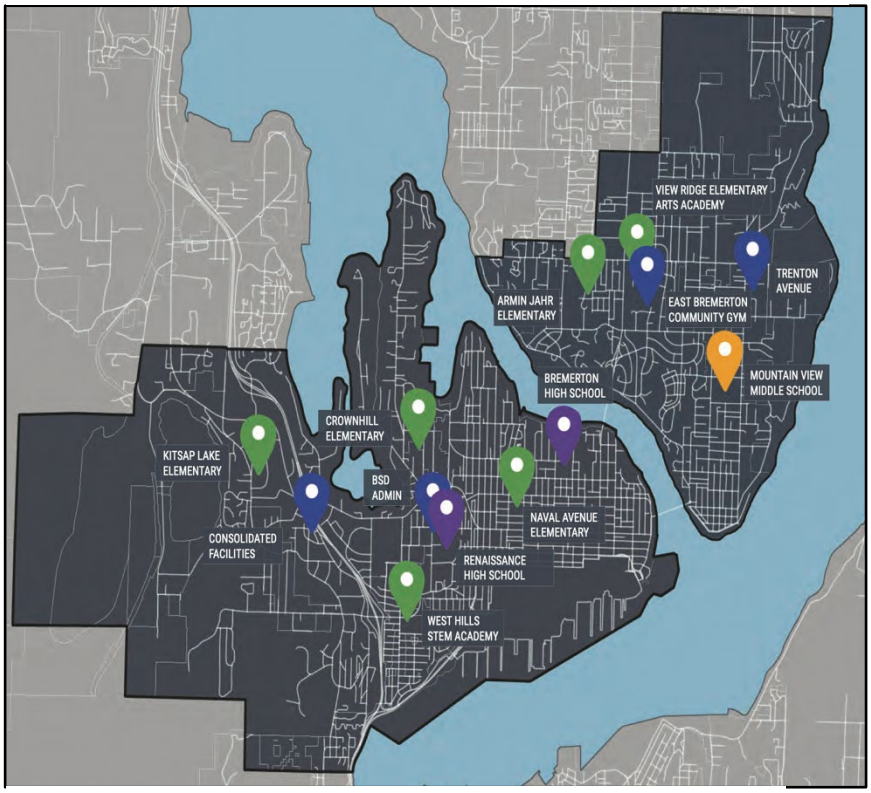
Level of Service Standard: Fire facility needs are a function of facility location and staffing, which contributes to a unit's response time on an emergency call. As such, Level of Service (LOS) is measured according to response time. Response time is defined as the amount of time that elapses between 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 Fire Department has an adopted LOS of 6.0 minutes response time.

Schools

Bremerton Public School District No. 100-C is the public education system for most parts of Bremerton and unincorporated areas adjacent to the city. Further, because school district boundaries are not coincident to city limits, there are a few areas where students living within the Bremerton city limits may attend schools within the Central Kitsap and South Kitsap school districts. However, since the vast majority of the city is served by the Bremerton School District and none of the CK and SK schools are located within the city limits, only the Bremerton School District is included in the analysis.

Exhibit 3.10.1-3 Bremerton School District Boundary and



Source: Bremerton School District Long-Range Facilities Master

Facilities used by the Bremerton School District include elementary (K-5), middle (6-8), and senior high (9-12) 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. The location of facilities is shown on Exhibit 3.10.1-3. Exhibit 3.10.1-4 shows the inventory for facilities in the Bremerton School District.

Exhibit 3.10.1-4 Bremerton School District Facilities Inventory

Facility	Location	Size/Classrooms	2023 Enrollment
Armin Jahr Elementary	800 Dibb Street	11 acres 33,995 SF 20 permanent classrooms 9 portable classrooms	373
Crownhill Elementary	1500 Rocky Point Road NW	10.41 acres 48,280 SF 22 permanent classrooms 4 portable classrooms	331
Kitsap Lake Elementary	1111 Carr Blvd.	10.65 acres 49,752 SF 22 permanent classrooms 6 portable classrooms	329
Naval Avenue Elementary	900 Olympic Dr.	6.34 acres 36,412 SF 20 permanent classrooms	306

		12 portable classrooms	
View Ridge Elementary	3250 Spruce Ave	23.36 acres 36,847 SF 20 permanent classrooms 10 portable classrooms	376
West Hills STEM	520 S National Ave (West UGA)	16.37 acres 61,093 SF 27 permanent classrooms 2 portable classrooms	306
Mountain View Middle School	2400 Perry Avenue	22.40 acres 137,519 SF 49 permanent classrooms 4 portable classrooms	826
Bremerton High School	1500 13th Street	18.09 acres 227,338 SF 74 permanent classrooms 4 portable classrooms	1,043
Renaissance High School	3400 1st Street	4.21 acres 10 portable classrooms	106
East Bremerton Gymnasium	2810 Spruce Ave 3102 Wheaton Way	28.36 acres 30,387 SF	N/A
Administration Building	3400 1st Street	4.31 acres 31,500 SF	N/A
Consolidated Facilities	200 Bruenn Ave	4.39 acres 40,100 SF	N/A

Source: Bremerton School District Long-Range Facilities Master Plan, 2023

Level of Service Standard: The Bremerton School District prepared a Long-Range Facilities Master Plan in 2023. Within the Long-Range Facilities Master Plan, there are not District specific LOS standards identified; however, the BSD conducted a condition assessment as the basis of the long-range facilities plan. The district utilized two types of assessment: facility condition and learning environment:

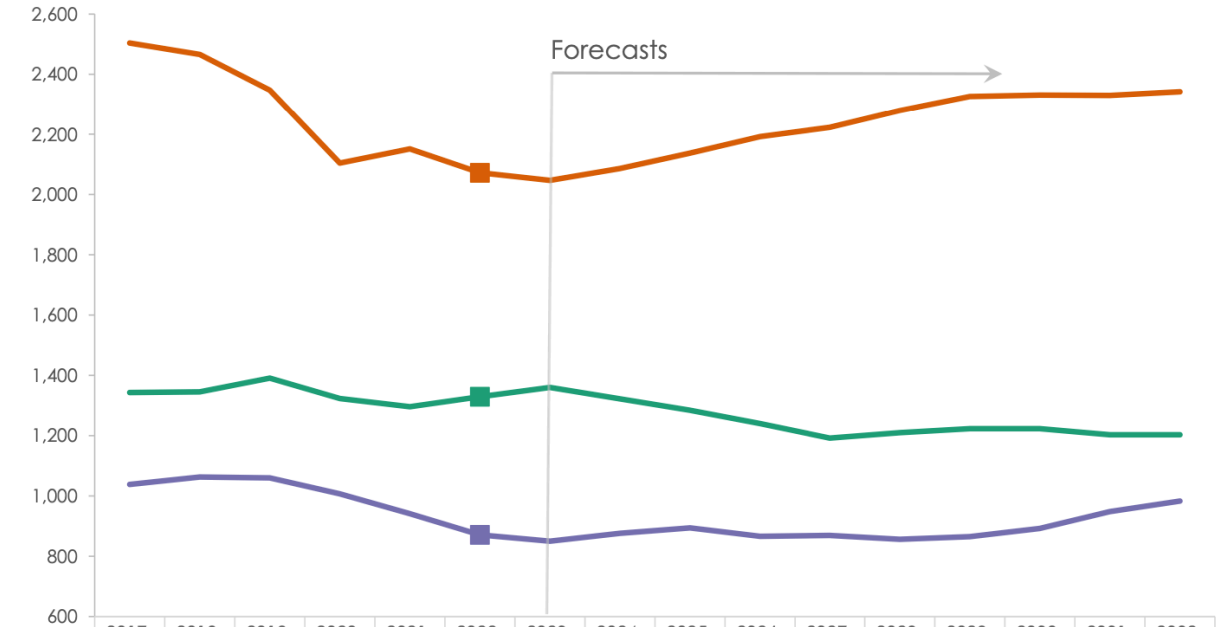
- Facility Condition Assessment (FCA): The FCA was performed by a qualified team of professional facility consultants with expertise in building design, construction, operations and maintenance, and cost estimating. This FCA report provides the district with both qualitative and quantitative condition information. This data includes identifying *Observed Deficiencies* and their associated *Corrective Actions*, supported by estimates of probable cost for each of the recommended repairs or building component replacement.

- Learning Environment Assessment (LEA): The LEA assessment team worked closely with District staff, and each site was broken into seventeen functionality categories, were observed and compared with District standards to provide the district with qualitative and quantitative information on facility functionality. Because BSD does not have current educational specifications, the team utilized standards from Central Kitsap School District, where several new schools have been designed and built recently, as the baseline by which to compare educational program spaces. District support facilities were assessed in a similar Work Environment Assessment (WEA) process that considered how well typical administrative areas such as offices, meeting rooms and related support spaces like storage and circulation function.

In conjunction with the facilities assessment, BSD retained a consultant to prepare an enrollment forecasts report for 2023-2033. Forecasts for grade level groups K–5 (ES), 6–8 (MS), and 9–12 (HS) under the middle scenario are presented in the chart and table in Exhibit 3.10.1-5.

After an initial decline of 25 students in 2023–24, district-wide ES enrollment is expected to grow steadily, adding 279 students between 2023–24 and 2029–30, followed by a plateau near the end of the forecast period. Due to the relatively small cohorts currently in elementary grades, MS enrollment doesn't begin to grow significantly for several years. After 2029–30, middle schools add 118 students in the final three years of the forecast. HS enrollment grows by 31 students in 2023–24, followed by a cumulative loss of 168 students in the following four years. HS enrollment remains near 1,200 each year from 2027–28 to 2032–33.

Exhibit 3.10.1-5. BSD Forecasts by Grade Group: Middle (Preferred) Scenario



	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33
K–5	2,504	2,466	2,347	2,104	2,151	2,072	2,047	2,086	2,137	2,192	2,223	2,279	2,326	2,331	2,330	2,342
6–8	1,038	1,063	1,060	1,007	941	871	850	876	894	866	869	856	865	892	948	983
9–12	1,343	1,345	1,391	1,323	1,296	1,329	1,360	1,322	1,284	1,240	1,192	1,210	1,223	1,223	1,203	1,203

Bremerton School District October 2017–18 to 2022–23 enrollment and FLO 2023–24 to 2032–33 enrollment forecasts, not including pre-kindergarten.

Source: 2023-2033 Enrollment Forecasts Report – Bremerton School District

Courts

The Municipal Court is a court of limited jurisdiction for the City hearing cases involving alleged violations of City ordinances and State misdemeanor statutes, traffic, parking infractions, photo enforcement infractions, requests for orders of protection, restitution hearings and hearing examiner appeals. The Department is directed by the Judge who is elected by the citizens of Bremerton and serves a four-year term. The Court's eight member staff include a court administrator, probation officer, legal technicians, bailiff and service support. According to data from Washington Courts, Bremerton Municipal Court had 16,228 cases filed in 2023, which included traffic, non-traffic infractions, parking, and misdemeanors; of those cases, over 80% were related to parking.

Level of Service Standard: The Washington State Courts identified a current judicial staffing level of service for Bremerton of 1.2 based upon case load.

3.10.2 Impacts

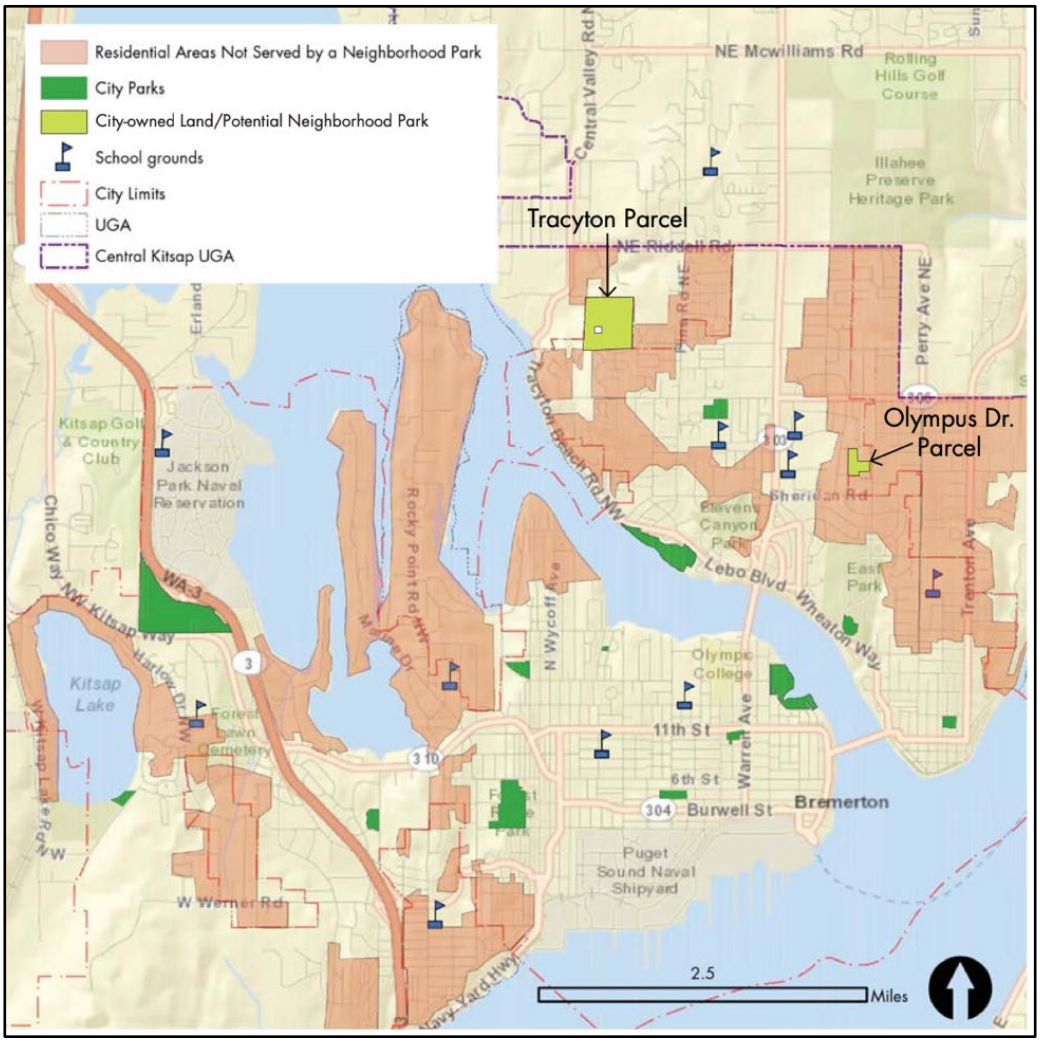
Impacts under all Alternatives

Under all alternatives, increased housing and employment growth in the city could generate additional demand for parks, law enforcement, emergency services, schools and courts.

Parks

All alternatives could increase the demand for parks. Parks impacts are the same under all alternatives as LOS is not based upon population, but park locations throughout the city. The City's Park LOS is a park or green space located within a 10-minute of ½ mile walk of all residents. The City's 2020 Parks, Recreation and Open Space Plan identifies residential areas within the city that are not served within a half-mile walking distance by either a neighborhood or community park, as depicted in Exhibit 3.10.2-1.

Exhibit 3.10.2-1 Residential Areas Not within a ½ Mile Neighborhood Park



Source: Bremerton 2020 PROS Plan

Law Enforcement

All Alternatives can be expected to increase the demand for police service. Employment and retail centers as well as major transportation corridors would likely continue to have higher calls for service

under all Alternatives. Retail areas may see more theft and other employment types may see other types of crime, (e.g., vandalism). Using the LOS standard of 1.8 police personnel per 1,000 population, the need for new police personnel ranges from 36-39 new employees under the three Alternatives.

Exhibit 3.10.2-2. Demand for Additional Police Personnel – All Alternatives

Alternative	Net Population Growth	New Police Personnel 1.8 per 1,000 population
Alternative 1	20,252	36
Alternative 2	21,786	39
Alternative 3	22,050	39

Note: Assumes City of Bremerton's 20,252 population allocation (for Alt.1) and surplus identified for Alternatives 2 and 3 added to the City's allocation.

It is expected with increase in police personnel, additional square footage in current police facility and/or additional annexes/precincts will likely be necessary as police force increases.

Fire/EMS

Growth and development in Bremerton would create more demand for fire and emergency medical services and place additional pressure on the Bremerton Fire Department to meet response time standards under all alternatives. Emergency medical services typically generate the highest demand. The number and type of service calls under each alternative would depend on many demographic factors such as age of new residents, prevalence of multifamily dwellings with new fire-suppressions systems, and the ongoing efforts for fire prevention education and outreach conducted by BFD.

Over time, additional staffing, equipment, or facilities may be required to maintain or improve performance levels. Over the ten-year period of 2012-2022, there was an average increase in emergency response of approximately 60% over that period. Assumed continued call increases, as well as the move of St. Michaels Medical Center to Silverdale, will impact the Department's capacity to meet adopted response time LOS.

As redevelopment of vacant or underdeveloped sites occurs throughout the city, Alternatives 2 and 3 would result in greater building heights than current conditions in some areas of the city potentially requiring the use of a ladder truck to respond to fires. Allowed building heights under Alternatives 2 and 3 are generally highest in the Downtown Subarea and Harrison Heights Subarea, with maximum heights typically ranging from 6 to 8 stories and possible 80-100 feet.

Alternatives 2 and 3 focus increased capacity within the Downtown Regional Growth Center, which is under a five-minute response time from Bremerton Fire Department's Fire Station #1 Park Avenue station. Alternative 1 dispersed growth citywide will likely result in longer response times.

Schools

Bremerton School District enrollment projections were prepared in conjunction with the Long-Range Facilities Master Plan. FLO Analytics completed a study forecasting future student enrollment for all grades over the next decade. The study ultimately concluded that enrollment growth in the district is expected to remain relatively flat for the next decade. This would be under all Alternatives.

Courts

The Washington State Courts estimates upon projected case load of the Bremerton Municipal Court, that judicial staffing be increased from 1.20 to 1.38, or increase of .18 judge or commissioner/magistrate. This would be under all Alternatives.

Downtown Regional Growth Center Subarea Plan

The housing and job growth proposed to the Downtown Subarea under Alternatives 2 and 3 would likely generate additional demand for public services. There are no areas within the Downtown Regional Growth Center identified Exhibit 3.10.2-1 as needing additional park or open space. However, demand relative to the uses and intensity of housing units may result for law enforcement, emergency services, schools and courts.

Summary of Impacts by Alternative

Threshold	Alternative 1	Alternative 2	Alternative 3
Parks – Access to parks and open space	⊗	⊕	⊕
Police – Level of Demand	⊗	⊕	⊕
Fire and Emergency Services – LOS response time	⊗	⊕	⊕
Schools – Level of Demand	⊗	⊗	⊗
Courts – Level of Demand	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕ ⊕			

3.10.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding city services, as listed below.

- *CS1(A): Promote affordable and equitable access to City Services including implementing new technology to provide information and services more conveniently, especially to underserved communities.*
- *CS1(D): Provide public facilities and services conveniently, affordably, and equitably focusing on those underserved, throughout the community and ensure that the prescribed Level of Service standards are pursued.*
- *CS1(H): Promote open spaces and "green spaces" for everyone's enjoyment and recognize recreational needs in open space planning. Encourage the installation of Low Impact Development (LID) Best Management Practices (BMPs) in open spaces, including bioretention facilities and permeable pavement. Include public education elements in LID BMPs in open spaces. Encourage the installation of Low Impact Development (LID) Best Management Practices (BMPs) in open spaces, including bioretention facilities and permeable pavement. Include public education elements in LIDBMPs in open spaces.*
- *CS1(J): Continue coordination with the school district, recognizing that schools provide a unifying social and physical amenity that is a key focus for successful neighborhoods. Coordinate with school districts to ensure school siting and active transportation plan design to provide adequate capacity for anticipated growth.*

- *CS1(M): Promote the success of Bremerton's youth through land use and infrastructure investment decisions. Continue the coordination with the Kitsap Public Health District, School Districts and other youth groups.*
- *CS1(N): Grow communities that support multiple generations by providing safe and convenient opportunities for recreation and social gathering, along with accessible housing to meet the needs of youth, families and older adults.*
- *CS1(O): Prioritize siting of community facilities and services, including civic places like parks, schools and other public spaces, in centers, active transportation plan connections and near transit, with consideration for climate change, economic, and social and health impacts.*
- *CS2(A): Prepare emergency preparedness plans including instruction for public staff and for citizens regarding services and support locations available immediately following an incident.*
- *CS2(B): Work actively to reduce crime and work through civic partnerships to address the plague public crisis of substance abuse and addiction.*
- *CS2(C): Provide community gathering points within neighborhoods, supported by Programming like City Parks and Recreation and crime prevention education.*
- *CS2(D): Improve citizen safety after dusk by enhancing lighting for pedestrians, especially around and leading to places of activity.*
- *CS2(E): Collaborate with citizens, public organizations, and non-profit agencies towards a proactive approach to social needs.*
- *CS2(F): Encourage social services that meet needs of a diverse population and develop appropriate criteria for locating social service facilities.*
- *CS2(G): Demonstrate awareness and consideration for special-needs populations.*
- *CS2(H): When considering new or improved public facilities, consider implementing elements of Crime Prevention Through Environmental Design (CPTED) when appropriate; examples include: ensuring public surveillance of the site is maintained, and appropriate lighting.*
- *CS3(B): Provide a public process for monitoring, review, and planning of all City services and facilities,*
- *including municipal facilities, parks, streets, community meeting places and buildings.*
- *CS3(C): Monitor the expenditure of capital resources, ensuring the prescribed level of service for the following services and facilities: potable water, sanitary sewer, stormwater management, street maintenance, law enforcement, fire protection, emergency medical service, transportation, solid waste, and parks.*
- *CS3(F): Establish adequate funding for infrastructure critical to the health, well-being, and economic development of the City.*
- *CS3(G): Establish priorities for funding that are specified in the prescribed Level of Service standards.*
- *Review capital projects as part of the City's budget process, (1) to ensure an ongoing review of capital needs, and (2) so that capital and operating budgets can be considered together.*
- *CS3(N): Adopt Level of Service (LOS) standards for public facilities, reflecting community preferences for quality-of-service delivery. Additionally consider adopting LOS standards that support and encourage the development of Centers.*
- *CS3(P): Adopt six-year capital facilities programs (CIPs), including Transportation Improvement Programs (TIPs) on an annual basis to demonstrate funding capability that supports the land use patterns and other goals and policies adopted within this Plan.*
- *CS3(Q): Ensure that the land use element, capital facilities plan element, and financing plan are coordinated and consistent for the 6 and 20-year planning period. If adequate facilities are currently unavailable and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense in order to develop, or the City may consider other funding sources. If the probable funding falls short of meeting the capital facility needs of the anticipated future land uses and population, the type and extent of land uses planned for the City must be reassessed.*

Capital Facilities Planning

The City of Bremerton addresses public service levels or services in its 6-year Capital Improvement Plan, which is updated every two years to ensure that proposed growth and change can be served. In addition, the following will mitigate potential adverse impacts on public services and would continue to apply under all alternatives.

Parks

The Bremerton PROS plan has identified a list of land acquisition to implement the 10-minute Walk ½ Mile LOS, as well as renovation and development improvement projects to maintain park facilities. Combined these projects will mitigate the impacts of growth under all alternatives.

Exhibit 3.10.3-1 6- and 20-year Park Renovation, Acquisition and Development Plan

Park Site	Project Description
6-year Renovation and Capital Facilities Plan	
Warren Avenue Playfield	Implement Master Plan to bring up to neighborhood park standard to include: Upgrade sports field lighting; Relocated playground and restroom; Shelter; Paved parking; ADA pathways; Open lawn area; Landscape improvements.
Urban Forest Management Plan	Implement 2019 Forest Management Plan recommendations to prune or remove risk trees identified in six forested parks (Evergreen, NAD, NAD Marine, Forest Ridge, Stephenson, and Madrona Trails).
Kitsap Lake Park	Implement Master Plan to bring up to neighborhood park standard to include: New boat launch and dock; New fishing dock; Accessible pathways; Accessibility upgrades to restroom; Picnic shelter; Open lawn area; Landscape improvements; Future playground.
Pendergast Regional Park	Implement Phase 2 Master Plan to include: 2 synthetic-turf soccer fields; New restroom at soccer fields; Sealcoat parking lot; Picnic shelter; Concession/restroom building renovation; Accessible pathways; New playground. Partner with non-profit to develop climbing wall.
Haddon Park	Develop and implement Master Plan to bring up to neighborhood park standard to include: New restroom; Picnic shelter; Playground; Accessible pathways and site furniture; Basketball court; Trees and landscaping.
Memorial Plaza Fountain	Repair and line concrete waterways; Upgrade mechanical and control system.
Harborside Fountain Park	Line fountain basins. Repair copper fountain.
Sheridan Park Community Center/Bremerton Senior Center	Complete Comprehensive Building Analysis with cost estimates for renovation and repair of building systems and structures to meet current building and accessibility codes. Evaluate near-term renovation costs vs. building replacement and future operation of combined community recreation/senior center.
Off-leash Dog Park	Develop centralized off-leash dog park on existing city-owned land (location to be determined).

Park Site	Project Description
Park Maintenance Facility	Develop a permanent park maintenance facility at city-owned Olympus property.
Forest Ridge Park	Develop and implement Master Plan to include: Formalized trails and signage; Playground replacement; Restroom replacement; Removal of excess asphalt; Park lawn; Cabin renovation. Procure arborist to monitor health of forest prone to root rot.
N.A.D. Park	Develop and implement Master Plan to include: Improved parking/pedestrian access; Replace playground/shelter/restroom; Accessible pathways; Fencing; Formalized trails and signage. Develop Forest Management Plan to assess impact of disc golf on health of forest. Determine long-term viability of log cabin.
Lions Park	Upgrade park with: Coal Dock Removal and Boat Launch Replacement; Improve overall park drainage; Reconstruct basketball court to drain; Renovate tennis court with accessible pathway, pickleball lines, new surfacing and fencing; Overlay boat launch parking lot; Upgrade field lighting; Replace south restroom; Install non-motorized water craft amenities (e.g. kayak/canoe storage rack).
Evergreen Rotary Park	Upgrade park with: Continuous perimeter pathway; Underground utilities; New main shelter; Replacement of playground grass surfacing ($100k); Install non-motorized water craft amenities (e.g. kayak/canoe storage rack).
Olympus Property	Work with Public Works to develop Master Plan to construct neighborhood park amenities (e.g. restroom, shelter, playground, potential dog park) at city-owned property.
Tracyton Forested Property	Work with Public Works to survey property and develop Master Plan to install trailhead and construct neighborhood park amenities (e.g. restroom, parking, shelter) at city-owned property.
Blueberry Park	Renovate permeable walking path at southern perimeter (adjacent to wetland).
20-year Renovation and Capital Facilities Plan	
Community Recreation Center	Develop community center to include youth, adult, and senior recreation needs.
Pendergast Regional Park	Implement Phase 3 of Master Plan to include: Synthetic-turf 3 existing ballfields and develop additional ballfield; Relocate dog park; Re-lamp parking lot, softball and soccer fields (convert to LED); Improve drainage adjacent to soccer building; Improve maintenance yard.
N.A.D. Marine Park	Develop a master plan to include ADA access improvements, picnic shelter, new restroom, new play area, and potential regrading of south parcel to accommodate sports court.
East Park	Develop a master plan to include ADA access improvements, picnic shelter, new restroom, new play area, and potential regrading of south parcel to accommodate sports court.

Park Site	Project Description
Ivy Green Cemetery	Replace perimeter fence and entry sign; Remove disruptive trees and repair gravesites and roadway; Consider relocation of maintenance facility to southeast corner to allow room for a columbarium wall, restroom, and off-street parking.
Evergreen Rotary Park	Overlay parking lot; Install street parking along 13th St.; Replace south seawall; Work with Farmer's Market to design and construct site improvements to better accommodate market operation.
Olympus Property	Construct neighborhood park amenities (e.g. restroom, shelter, playground, potential dog park) at city-owned property.
Tracyton Forested Property	Install trailhead and construct neighborhood park amenities (e.g. restroom, parking, shelter) at city-owned property.
Bataan Park	Upgrade pedestrian access and parking lot; Install restroom; Install irrigation system.
Matan Park Expansion & Connectivity	Acquire adjacent parcels to bring size up to neighborhood park standard; Install restroom; Install sidewalks from Matan Park to Lillian & James Walker Park to increase pedestrian connectivity to waterfront.
Kitsap Lake Park	Install elevated interpretive trail through wetlands around south end of lake; Consider overflow parking across street.
Olympic View Property	Acquisition for future neighborhood park site.
Kiwanis Park	Install artificial turf at soccer goal mouths and erosion control treatment along embankment slide.
Lower Roto Vista Park	Improve park access with signage and new stairs; Install park entry and interpretive signage.
Bachmann Park	Enhance landscaping; Repave plaza; Upgrade site furniture; Install water meter for drinking fountain.
Lent Landing	Remove former maintenance access road; Upgrade landscaping and site furniture; Install interpretive signage.
Manette Park	Replace old chain-link fencing at east and south border.

Source: Bremerton 2020 PROS Plan

Bremerton Police Department

The Bremerton Police Department will need additional personnel and facilities that will mitigate the impacts growth will have on law enforcement response. The Bremerton Police Department will continue to monitor growth and demand for law enforcement services in order to determine when additional personnel and facilities are needed.

- Additional police personnel are needed to meet the LOS standard of 1.8 officer per 1,000 population.
- Additional square footage in current police facility and/or additional annexes/precincts will likely be necessary as police force increases.

- In 2021 the Washington State Legislature enacted several laws around police services which placed a larger burden on departments to put more officers into the field to address behavioral health and other potentially violent actions. The requirements to explore all options of de-escalation require more time on scene, more officers to contain and more resources to address these issues.
- Need to increase and/or adjust patrol sectors to ensure appropriate service areas and times.
- New vehicles, body and car cameras, and other equipment will be necessary to provide to each new officer.

Bremerton Fire Department

The Bremerton Fire Department will continue to monitor growth and demand for fire and EMS in order to determine when additional equipment or personnel are needed. The Bremerton Fire Department has compiled a list of capacity and non-capacity projects that will mitigate the impacts growth will have on fire response time under all Alternatives:

- Stations 2 and 3 remodel/renovation and upgrades
- Ladder Truck Replacement (1)
- Fire Engine Replacement (2)
- EMS Vehicle Replacement (3)
- Air Tanks (6)
- Staff Vehicles (8)
- Portable Radios (40)
- Thermal Imaging Cameras (6)
- Bremerton Fire Department participates in technical review of new development projects and identifies potential negative impacts on response time and on fire apparatus access.
- Additional fire and/or emergency medical personnel may be needed to ensure LOS response time

In addition, Bremerton Municipal Code Title 18 is the City's Fire Code and requirements.

Schools

Under all Alternatives and based upon the district's enrollment forecasts, most schools are adequately sized and do not require additions other than recommending adding a dedicated gymnasium at elementary schools that currently have combined dining and physical education spaces. This includes Kitsap Lake and Naval Avenue Elementary and West Hills STEM. Capital Projects identified in Exhibit 3.10.3-2 include improvements identified through the school district's facility condition assessment and learning environment assessment.

Exhibit 3.10.3-2 Bremerton School District Capital Facilities Projects

Facility	Identified Improvement
Highest Priority Projects	
Armin Jahr Elementary	Replace existing school Site Development
View Ridge Elementary	Replace existing school Consider locating on current View Ridge site or near East Bremerton Gymnasium
Consolidated Facilities	Replace existing facility Site Development Consider identifying an alternate site for temporary or permanent relocation
Naval Avenue Elementary	Add Gymnasium Improve site traffic circulation, security & fields Remove portables

Facility	Identified Improvement
Renaissance High School	Relocate to an existing space Renovate to suit Renaissance program
HVAC Improvements	HVAC improvements across District facilities Cooling & ventilation where needed
Kitsap Lake Elementary	Add new Gymnasium Repurpose existing Gymnasium as Common Area
West Hills STEM	Add new Gymnasium Repurpose existing Gymnasium as Commons/Cafeteria Improve parent drop-off
Future Projects	
Bremerton High School	System upgrades Interior finish upgrades CTE/Culinary improvements
Memorial Stadium	Replace or modernize stadium Accessibility improvements Additional covered seating
Mountain View Middle School	Improve CTE & Science classrooms System upgrades Add space for expanded cafeteria Interior updates
Kitsap Lake Elementary	Interior and system upgrades Additional support spaces
Crownhill Elementary	Interior and systems improvements Parking and landscape improvements
West Hills Stem	System and envelope improvements Interior modernization
District Offices	Layout improvements Finish updates System upgrades Additional parking
East Bremerton Gymnasium	Restroom improvements Flooring updates Additional parking
East Bremerton Fields	Field improvements

Source: Bremerton School District Long-Range Facilities Master Plan, 2023

Bremerton Municipal Court

The Washington State Courts estimates upon projected case load of the Bremerton Municipal Court, that judicial staffing be increased from 1.20 to 1.38, or increase of .18 judge or commissioner/magistrate. This would be under all Alternatives.

3.10.4 Significant Unavoidable Adverse Impacts

Future population and employment growth will increase the demand for public services including parks, law enforcement, fire/EMS, schools and courts. This growth would occur incrementally over the planning period and would be addressed during regular capital planning efforts. Each service provider could evaluate levels of service and funding sources to balance with expected growth. With implementation of mitigation measures and regular periodic review of plans, no significant unavoidable adverse impacts to public services are anticipated.

3.11 Utilities

3.11.1 Affected Environment

Bremerton relies on careful planning for the facilities and systems that support them, including city utilities of water, wastewater, and stormwater, and non-city utilities of energy and telecommunications. These utilities are provided by the City of Bremerton and other agencies, and some are required by the Growth Management Act (GMA) and are found under the City Services element and appendix of the Comprehensive Plan. This section of the Draft EIS considers the location and type of growth and potential utility impacts and mitigation opportunities.

Water

Bremerton Water Utility supplies over 2.3 billion gallons of water each year to over 72,000 people. This represents approximately one third of all the drinking water supplied in Kitsap County.

Bremerton's Group A water system is a municipally owned water utility under the direction of the City of Bremerton Department of Public Works and Utilities. Bremerton Municipal Code (BMC) Title 15 regulates City utility operations to provide safe, reliable service to the residents of the City of Bremerton and to those non-residents within the water service area. The Water Utility is managed as an enterprise fund in the City's budget. The water service area consists of the Bremerton city limits and portions of the surrounding unincorporated area in Kitsap County. Approximately 80 percent of the water is used within the city limits, and 20 percent is used in the unincorporated areas. All customers are represented by the Bremerton City Council, Bremerton Water Utility's governing body.

The Bremerton Water Utility supplies all the water to three other water systems: Naval Base Kitsap at Bremerton (includes Puget Sound Naval Shipyard and Intermediate Maintenance Facility), Jackson Park Naval Hospital (includes Jackson Park Naval Housing), and Harrison Medical Center-Bremerton. Additionally, the city sells water to two City of Port Orchard water systems (including McCormick Woods) to augment their water supply. Systems served by the city are outlined in Exhibit 3.11.1-1 below.

Exhibit 3.11.1-1 Water Systems Served by Bremerton Water Utility

System Name	System Type
Water System Owned and Operated by Bremerton Water Utility	
City of Bremerton	Group A Community
Water Systems Purchasing Water from Bremerton Water Utility	
Naval Base Kitsap at Bremerton	Group A Community
Jackson Park Naval Hospital	Group A Community
Harrison Medical Center – Bremerton	Group A Non-Transient Non-Community
Port Orchard Water Department	Group A Community
McCormick Woods	Group A Community

Source: City of Bremerton Water System Plan, 2020

Sources of Supply

Approximately 60 percent of the water supply for the City of Bremerton is provided by the Union River system. The main source is the Union River Reservoir, created by Casad Dam, a concrete arch structure that rises 130 feet above the river and provides approximately 1.4 billion gallons of water storage. Bremerton owns and controls 98 percent of the 2,964-acre Union River Watershed that supplies the McKenna Falls Intake Facility. This allows the city to effectively control the activities in the watershed and protect source water quality. The estimated firm yield for the Union River System is 2,020 million gallons per year (MGY).

The City of Bremerton actively protects its watersheds through the provisions in the Watershed Control Plan, Utility Land Management Plan, and Forest Management Plan. The more accessible areas of the watersheds are fenced, gated, and signed to limit access only to authorized personnel. The area is regularly patrolled to ensure trespassing is kept to a minimum. Regular water quality monitoring of the surface sources verifies the effectiveness of the watershed protection program for the city. Bremerton operates the surface system under the non-filtration requirements of the Surface Water Treatment Rule (SWTR). To continue to operate the Union River source as an unfiltered supply, Bremerton is required to conduct an annual watershed inspection with DOH and submit an annual watershed protection and control report to DOH documenting compliance with the unfiltered source criteria of the SWTR.

In addition to the surface water source from the Union River Reservoir, additional water sources include groundwater from 13 active production wells (twelve potable water and one irrigation) supplying approximately 40 percent of the water to the system. The city has also completed four additional production wells for future supply.

Water is delivered to customers through 328 miles of distribution piping. Pump stations move water to higher pressure zones and treated water reservoirs provide storage. Booster stations and regulating stations control pressures within the system. A summary of the Bremerton water system is provided in Exhibit 3.11.1-2, and is mapped in Exhibits 3.11.1-3, -4 and -5.

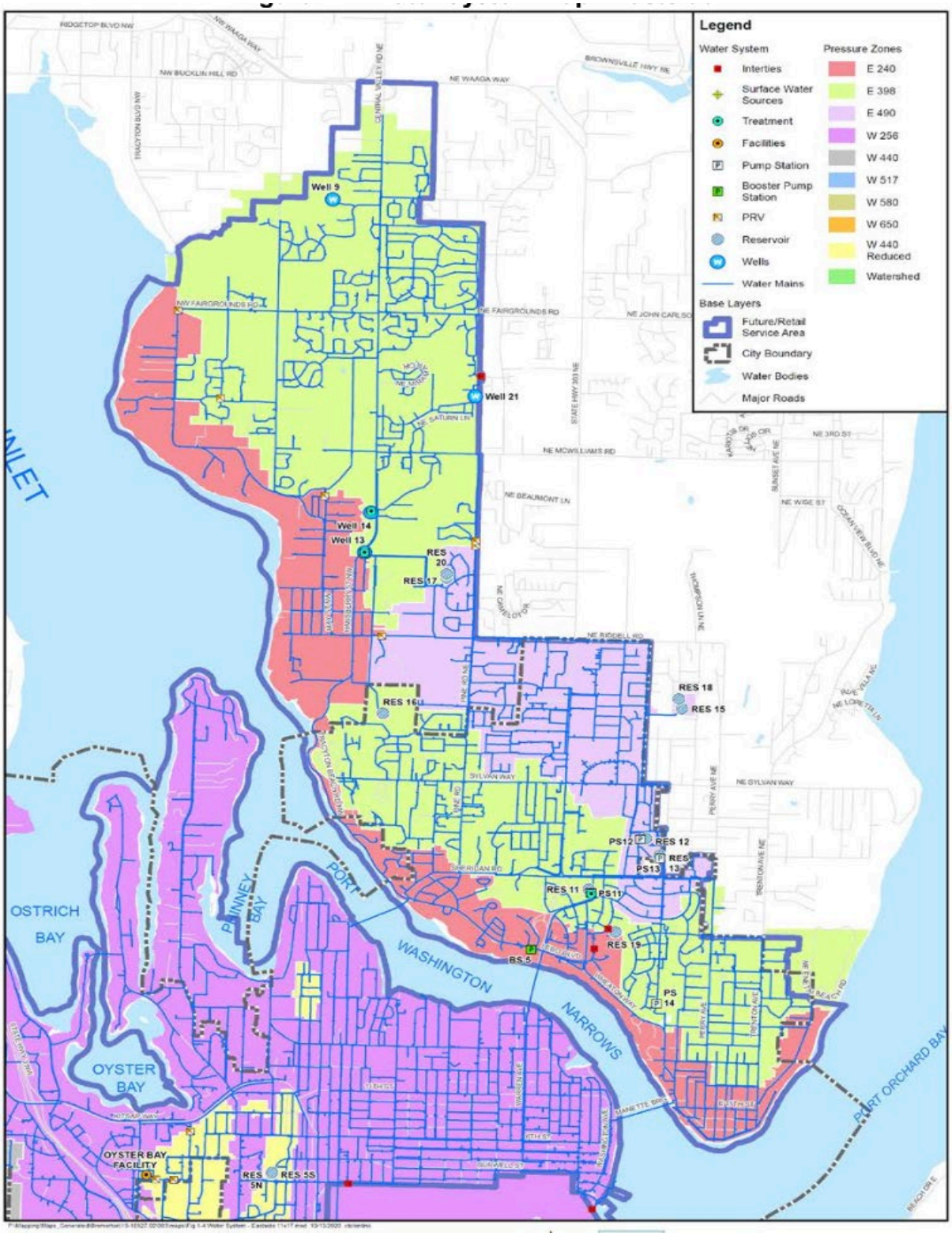
Exhibit 3.11.1-2 Bremerton Water System Summary

Sources	Union River and 13 wells
Average Day Demand (2014-2019)	6.4 million gallons per day
Average Equivalent Residential Unit Use	143 gallons per day per single family residence
Number of Connections	27,619
Population Served	72,476
Miles of Pipe	328 miles
Number of Reservoirs	3 raw water, 18 treated water
Number of Pump Stations	11
Number of Pressure Booster Stations	4
Number of Pressure Reducing Stations	15
Number of Pressure Relief Valves	9

Future/Retail Service Area	25,235 acres (including the watershed)
Pressure Zones	8

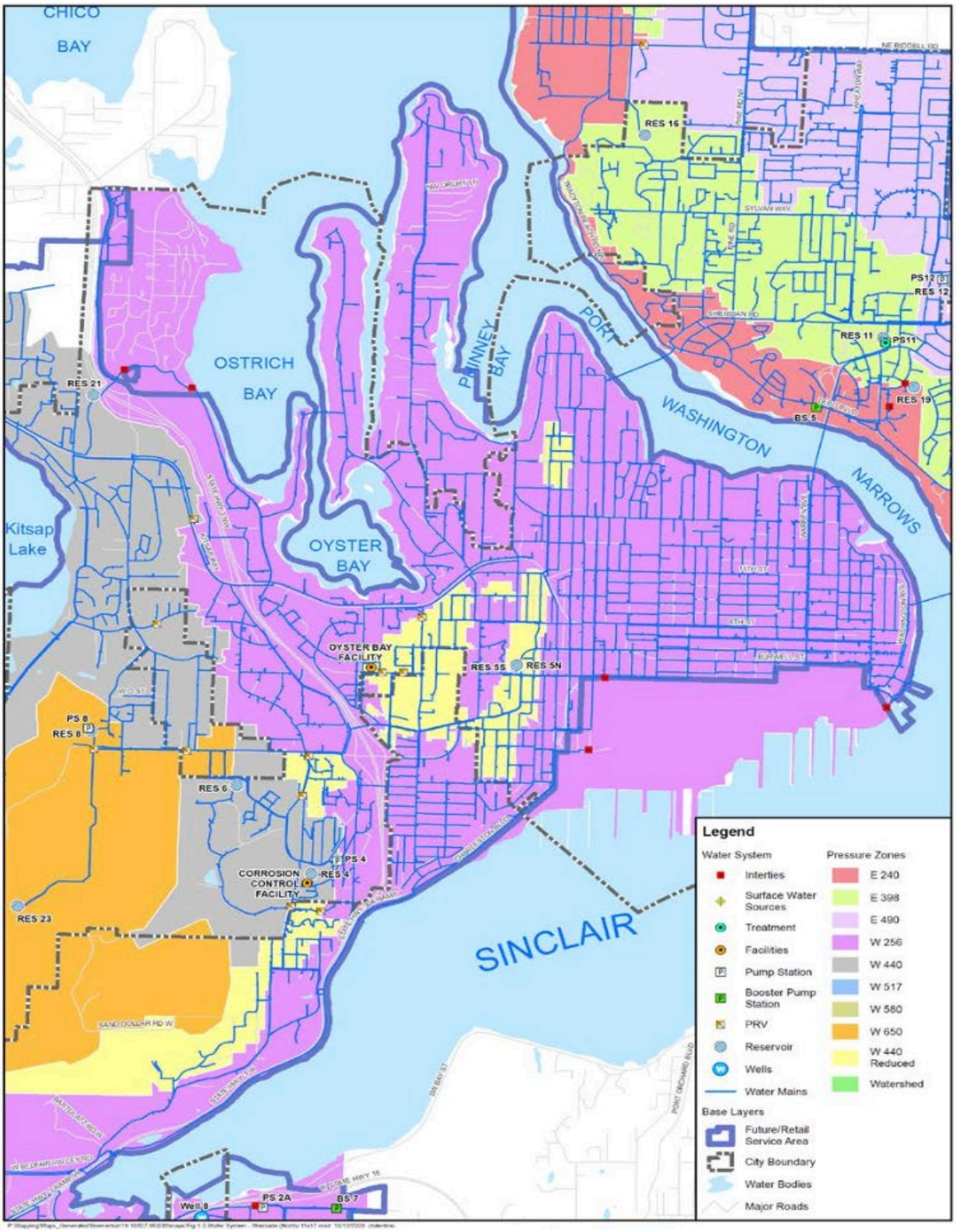
Source: City of Bremerton Water System Plan, 2020

Exhibit 3.11.1-3 East Bremerton Water System



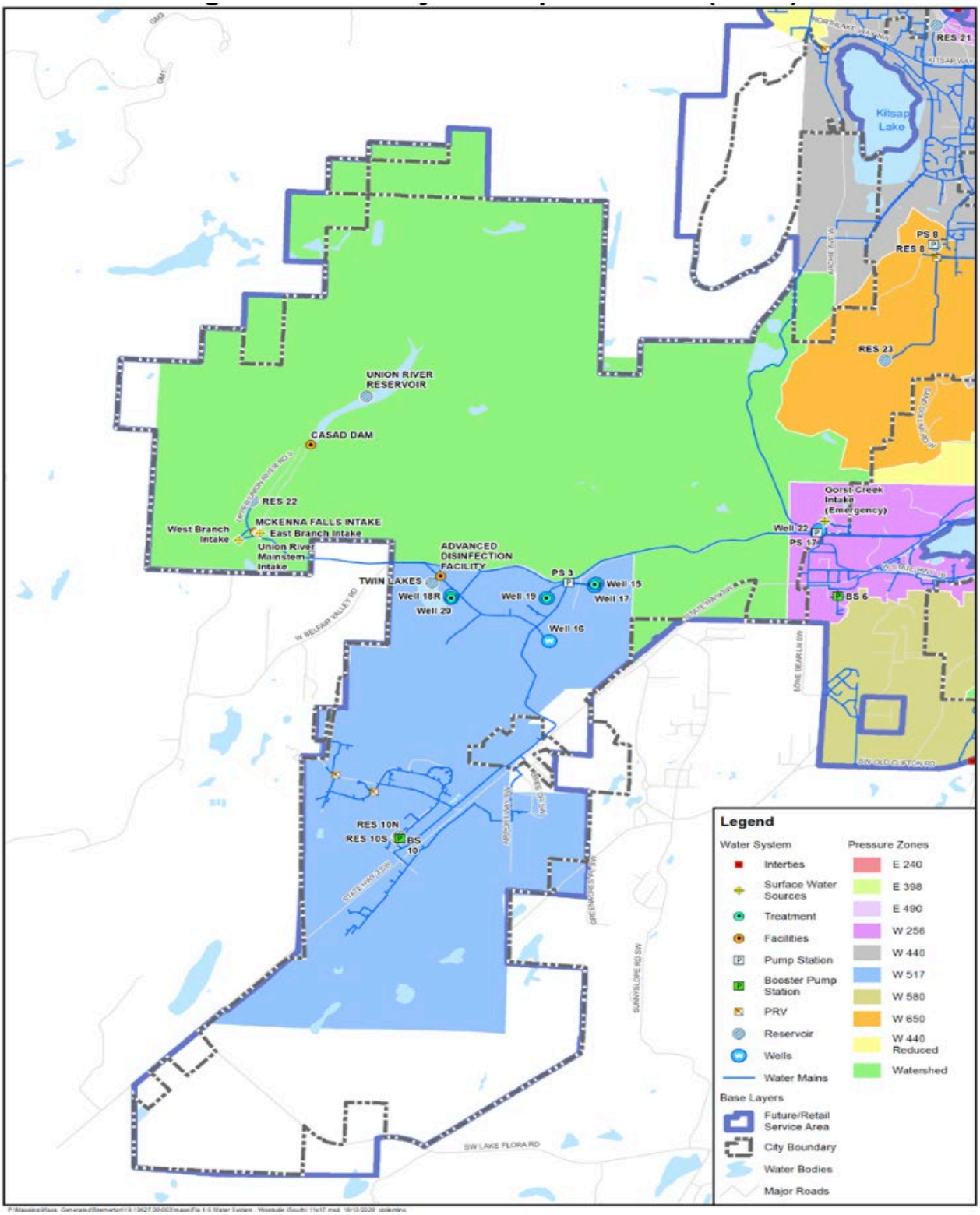
Source: City of Bremerton Water System Plan, 2020

Exhibit 3.11.1-4 West Bremerton Water System



Source: City of Bremerton Water System Plan, 2020

Exhibit 3.11.1-5 Southwest Bremerton Water System



Source: City of Bremerton Water System Plan, 2020

Bremerton Water System Comprehensive Plan

The City of Bremerton 2020 Water System Plan provides a planning strategy for the City's water utility over 10-year and 20-year planning periods. The plan has been prepared consistent with Department of Health (DOH) requirements as specified in the Washington Administrative Code (WAC) Chapter 246-290 and identifies capital projects required to accommodate growth and to maintain the adopted LOS. The plan also includes projects and programs to maintain and operate the system in a safe and efficient manner, ensure adequate flow and pressure, provide required fire slow storage, and document financial requirements to ensure long-term fiscal health.

Level of Service Standard: Bremerton assumes 200 gallons per equivalent residential unit for average daily demand.

Wastewater

The Bremerton Wastewater Utility serves a population of approximately 44,640 residents providing sewer service to West Bremerton, East Bremerton, and surrounding areas of unincorporated Kitsap County. Bremerton also receives sewer flows from the U.S. Navy Puget Sound Naval Shipyard (PSNS), other U.S. Navy Facilities, and Kitsap County Sewer District No. 1 (KCSD No. 1) in West Bremerton. The Utility provides all activities associated with the operation and maintenance of the wastewater system, which includes management, billing, meter reading, processing utility service requests, development reviews, facilities inspections, responding to repairs and emergency breakdowns, permit fees, supplies and testing, maintenance management and all other labor, material, equipment and overhead costs associated with the operation and maintenance of this system.

The main components of Bremerton's sewer system are as follows:

Sewer Basins: Twenty-two sewer basins; six in East Bremerton with a sewered area of 1,660 acres, and sixteen in West Bremerton with a sewered area of 5,360 acres. In East Bremerton, all six basins are combined sewer systems that are partially separated with storm water facilities in the right-of-way. In West Bremerton, two basins are contract customers PSNS and KCSD No. 1, four are combined with storm water facilities in the right-of-way, and ten are separated.

Pipelines: Approximately 176 miles of gravity and pressure pipelines, ranging in size from six to 42 inches in diameter. Materials include polyvinyl chloride (PVC), high density polyethylene (HDPE), asbestos-cement, clay, concrete cylinder, and ductile iron pipe. The most significant pipelines include:

- Crosstown Pipeline: Approximately 20,000 feet, 24-inch diameter to 36-inch diameter. Materials include ductile iron, HDPE and concrete cylinder pipe. Beginning at Sewage Pump Station CE-1 and ending at the WWTP, this main conveys the flow collected in the East Bremerton collection system and some of the downtown sewer basins. This main is both pressurized and gravity. The pressure increases as combined sewer flow is generated in the collection system during heavy rainfall events.
- Central Bremerton Force Main: Approximately 8000 feet, varying from 12-inch diameter to 14-inch diameter. Material is ductile iron. Beginning at Sewage Pump Station CE-6, this force main conveys from flow from the downtown area near the Bremerton waterfront and the east end of the Navy shipyard to the Crosstown Pipeline at 1st and Montgomery. The East Reach (approximately 3200 LF) of this pipeline will be replaced in 2025 with 18-inch PVC pipe.
- Eastside Bremerton Beach Sewer: Approximately 9000 feet, 18-inch to 24-inch diameter. Material includes HDPE and ductile iron. This main begins at Sewage Pump Station EB-2 near the base of the Manette Bridge and ends at the ETF immediately southeast of Lions Field. It collects flow from East Bremerton, where it eventually enters the 16-inch and 24-inch inverted siphons that lay along the bottom of the Port Washington Narrows. The flow from the siphons enters CE-1, where it is pumped into the Crosstown Pipeline. When pressure builds up in this main during heavy

rainfall events, flow can back up to the ETF for treatment and discharge. This plant will be updated in 2026 with new UV lamps and control systems.

Pump Stations: Thirty-nine sewer pump stations including two Kitsap County Basins.

Grinder Pump Stations: An estimated 280 E-One© grinder pump stations owned and maintained by the city. The grinder pumps maintenance is done by a third-party contractor.

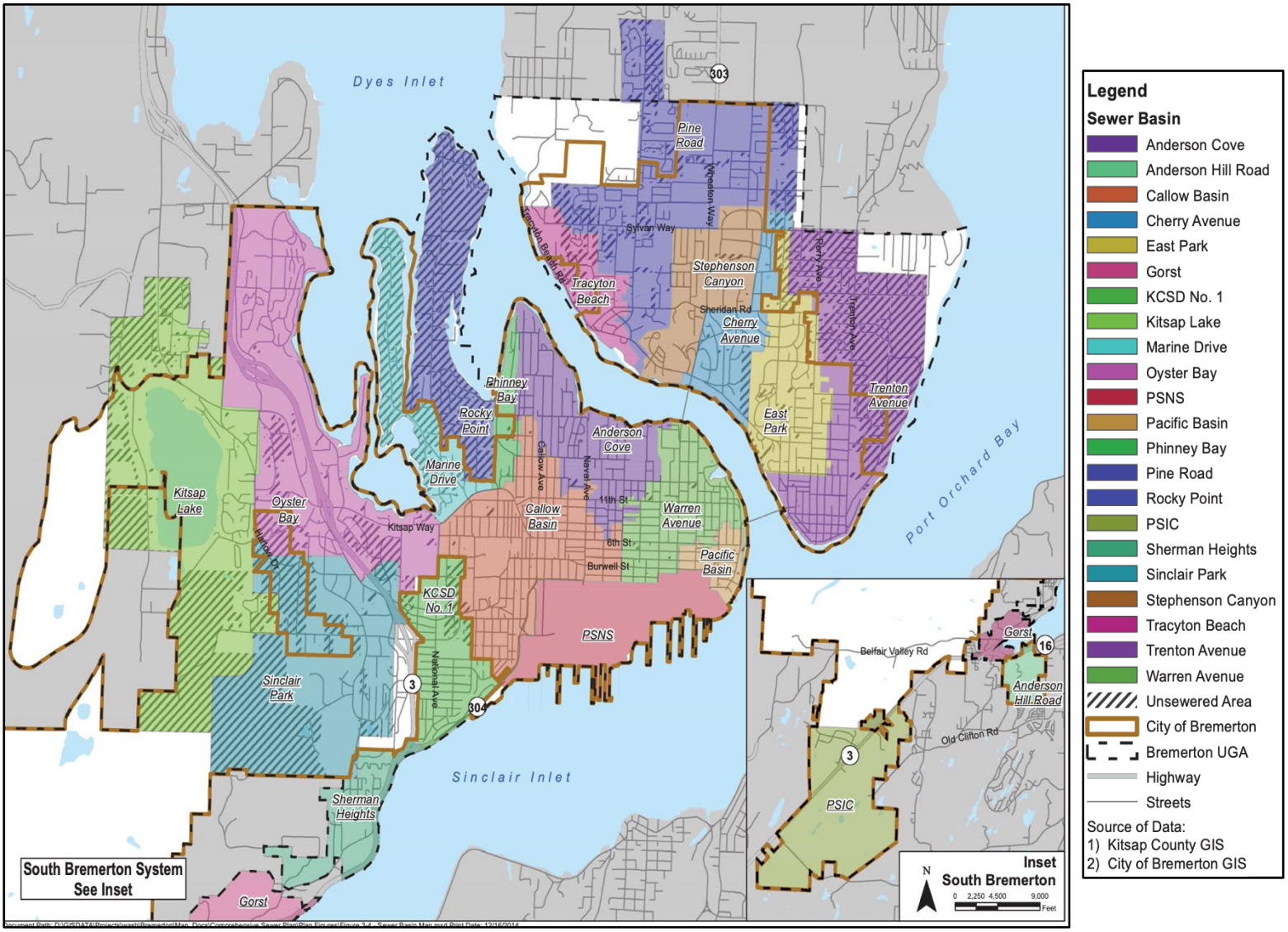
Odor Control Stations: Seven odor control stations throughout the collection system.

CSO Outfalls: Fifteen CSO outfalls for discharging untreated combined sewer flows into Puget Sound during extreme wet weather events.

Wastewater Treatment Plants:

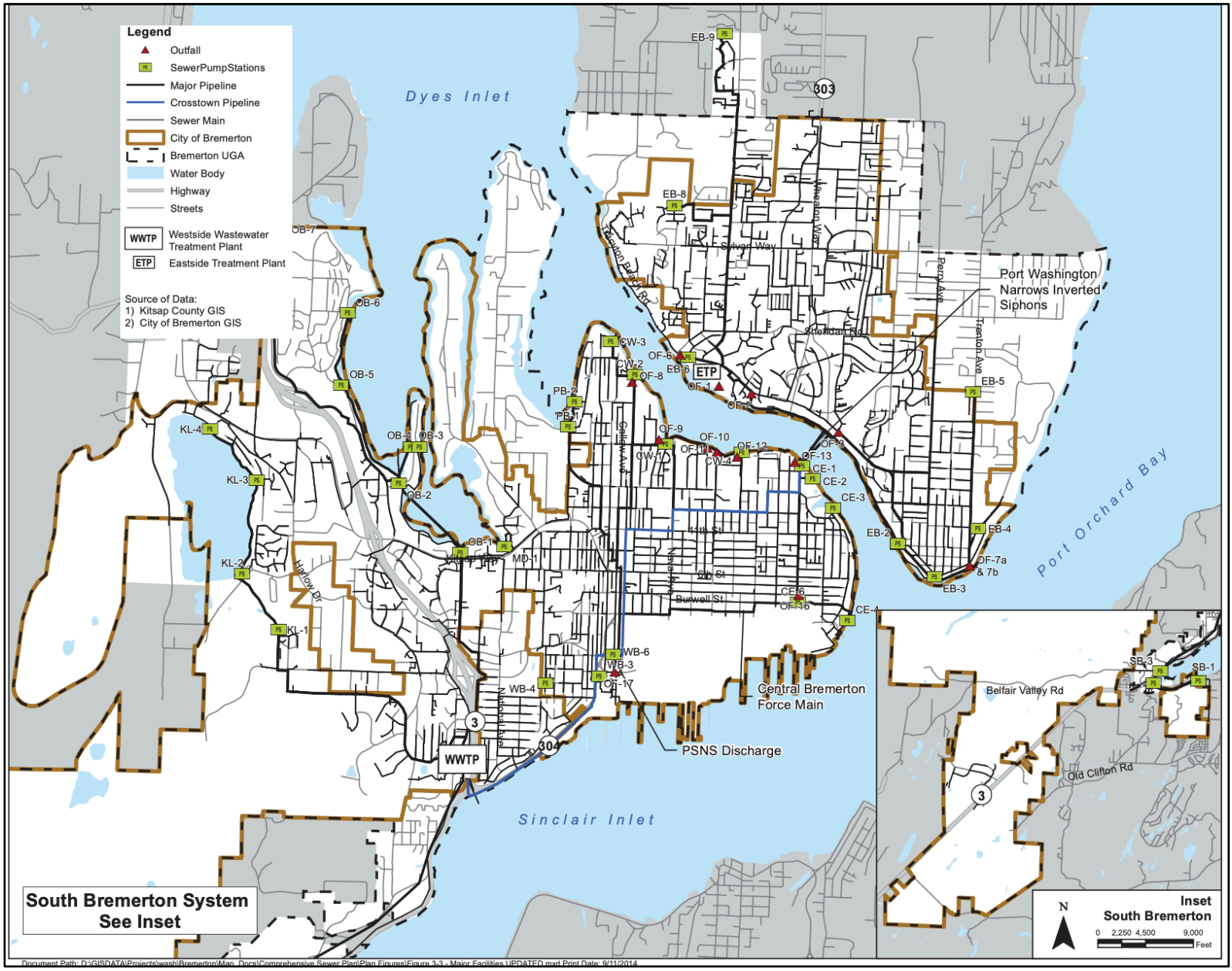
- Westside Wastewater Treatment Plant (WWTP): This is the City's primary treatment plant and uses activated sludge, anerobic digestion, and chlorine disinfection prior to discharge to Sinclair Inlet. It treats dry weather and the majority of wet weather flows for treatment of the entire service area. Biosolids produced at this plant are treated through anaerobic digestion, dewatered by centrifuge, transported and applied to permitted forestland owned by the city.
- Eastside Treatment Facility (ETF) provides treatment for combined wet weather and sewer flows from East Bremerton during heavy rainfall events. Combined sewer flow can back up in the eastside beach main, which will then be diverted to the ETF for treatment prior to discharge to the Port Washington Narrows. The facility uses high-rate clarification and UV disinfection for treatment and operates an estimated 10 times per year, though this can vary from year to year.

Exhibit 3.11.1-6 Bremerton Wastewater Basin Map



Source: City of Bremerton Wastewater Comprehensive Plan Update, 2014

Exhibit 3.11.1-7 City of Bremerton Wastewater System



Source: City of Bremerton Wastewater Comprehensive Plan, 2014

Bremerton Wastewater Comprehensive Plan

The City of Bremerton 2014 Wastewater Comprehensive Plan provides a long-term planning strategy for the City's sewer utility over 6- and 20-year planning periods. The plan has been prepared in accordance with Department of Ecology requirements as specified within WAC 173-240-050 and identifies capital projects required to accommodate growth and to maintain the adopted LOS. The plan also includes projects and programs to maintain and operate the system in a safe and efficient manner and documents financial requirements to ensure long-term fiscal health. An update to this plan is underway.

Level of Service Standard: A level that allows collection of peak wastewater discharge plus infiltration and inflow.

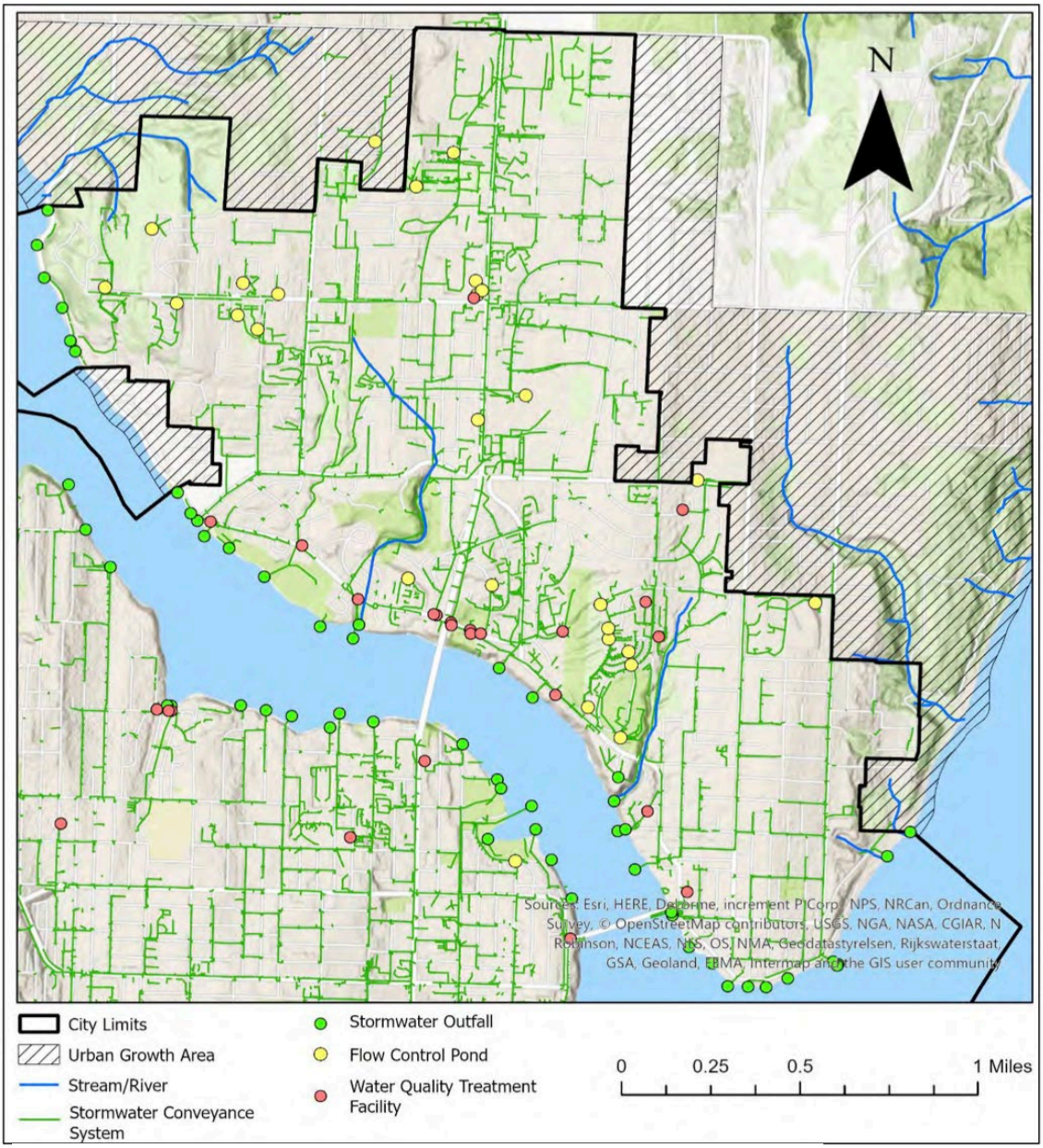
Stormwater

The City of Bremerton owns and operates an extensive system of drainage pipes, treatment facilities, and other assets that convey and treat stormwater runoff. This infrastructure prevents damage to private property and public infrastructure and helps to protect water quality and wildlife habitat.

The City's Stormwater Utility provides stormwater collection, conveyance, flood control, and water quality treatment services in compliance with federal, state, and local regulatory requirements. The city owns and operates about 96 miles of piped conveyance, ranging from 4 to 84 inches in diameter; approximately 4,488 catch basins; and more than 70 stormwater quality treatment systems.

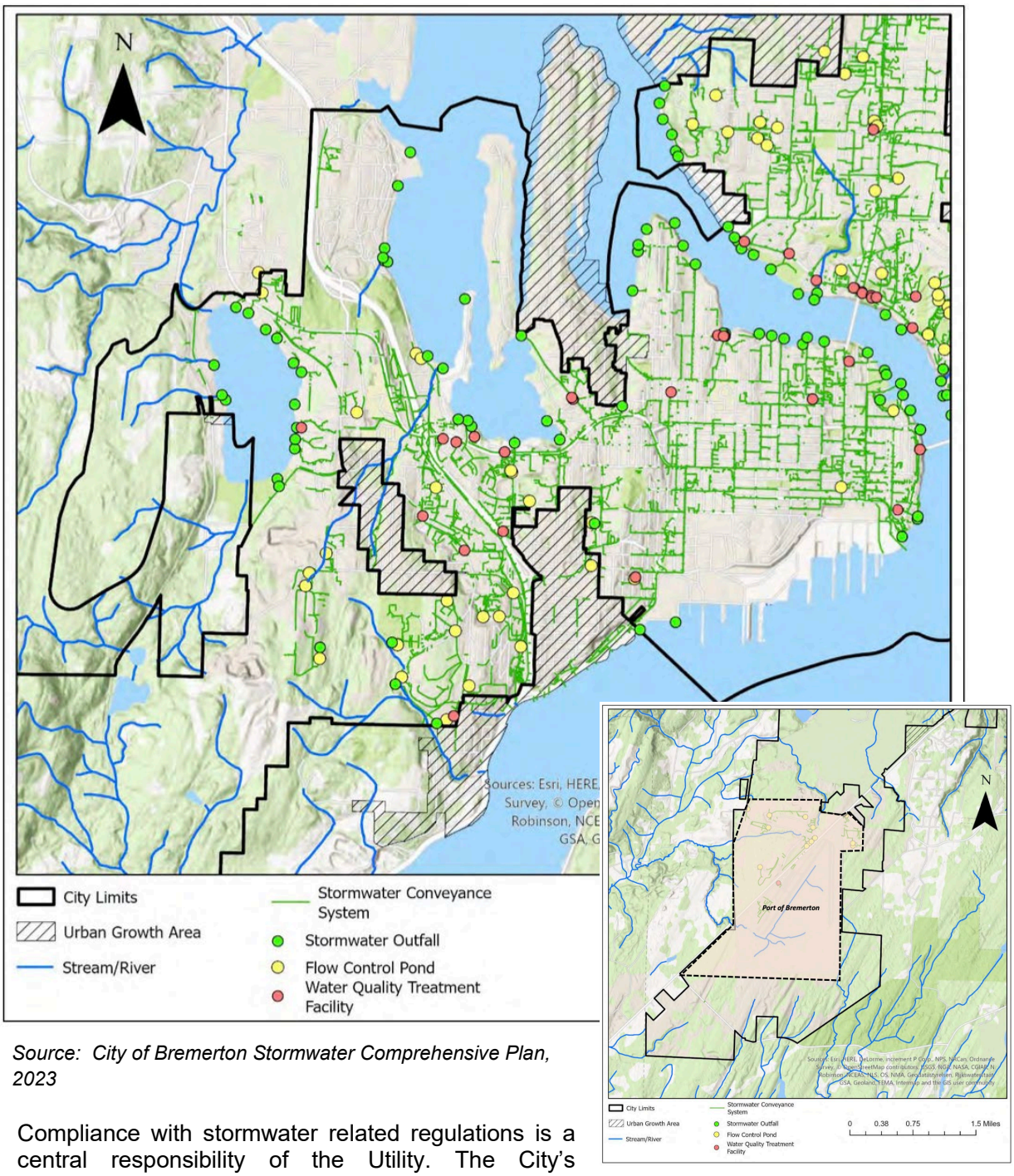
The contributing area to the City's stormwater drainage system includes approximately 19 square miles of urban residential, commercial, and industrial lands within the city limits, and the city receives runoff from approximately five square miles of unincorporated Kitsap County and three square miles of the City of Port Orchard. Exhibit 3.11.1-8 and -9 maps the stormwater system within city limits.

Exhibit 3.11.1-8 East Bremerton Stormwater System



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Exhibit 3.11.1-9 West Bremerton and PSIC Stormwater System



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Compliance with stormwater related regulations is a central responsibility of the Utility. The City's stormwater program must comply with the Western Washington Phase II Municipal NPDES (National Pollution Discharge Elimination System) Stormwater Permit (SW Permit) issued by the Department of Ecology, the City-wide Comprehensive Plan and a variety of federal, state, and local regulations designed to protect human health and the environment. The Utility is in a strong position to manage and mitigate the impacts of these regulations through proactive management and early adoption of practices recommended or required by state and federal regulations.

The SW Permit is the primary driver of the Utility's stormwater program. For example, the SW Permit requires approximately 3,300 facility inspections per year. The city must annually demonstrate compliance with the SW Permit through written reporting of status in 11 primary areas:

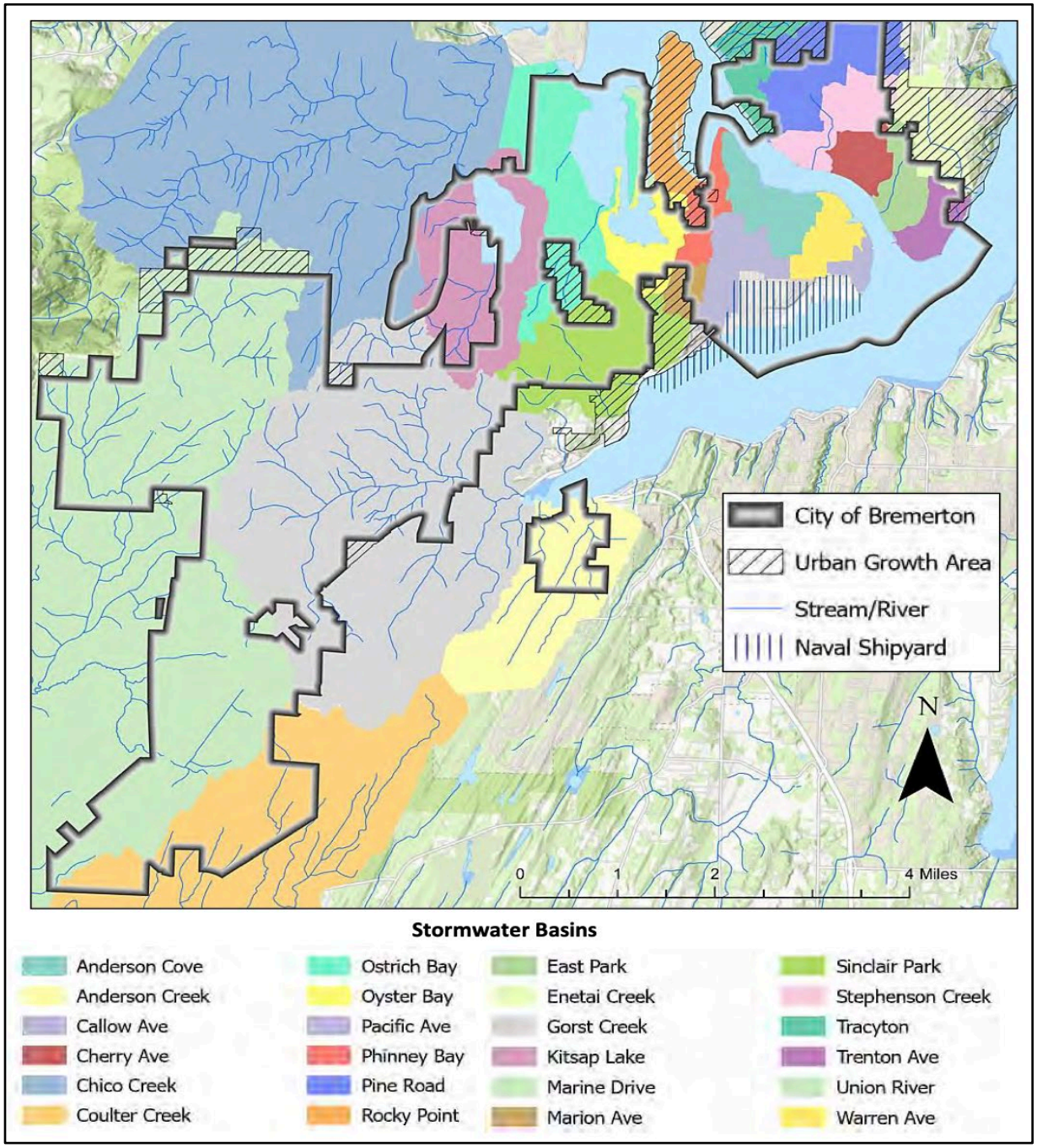
- Stormwater planning
- Public education and outreach
- Public involvement and participation
- Municipal separate storm sewer system (MS4) mapping and documentation
- Illicit discharge detection and elimination (IDDE)
- Controlling runoff from new development, redevelopment, and construction sites
- Operations and maintenance
- Source control program for existing development
- Compliance with TMDL requirements
- Monitoring and assessment
- Reporting

Individual NPDES Stormwater permits are issued to several entities within the City, as well as specific facilities operated by the City. These individual permits are associated with federal facilities (Naval Base Kitsap) and specific sites that meet the thresholds for an Industrial Stormwater General Permit from Ecology. Stormwater from Naval Base Kitsap is regulated by an individual NPDES Stormwater Permit issued by the Environmental Protection Agency (EPA) that covers stormwater discharges from the Puget Sound Naval Shipyard and Jackson Park. The federal permit issued to NBK is generally consistent with the requirements of the City's SW Permit, and permit requirements are administered and enforced directly by EPA and outside of the City's SW Permit umbrella.

Industrial Stormwater General Permits (ISGP) and Conditional No-Exposure Exemptions are issued by Ecology to specific sites that conduct regulated industrial activities. These sites and activities include a broad range of public and private businesses including manufacturing, mining, waste management, transportation, and construction equipment storage. The City has one ISGP, the Wastewater Treatment Plant, and one site with a Conditional No-Exposure Exemption (CNE) for the Oyster Bay Public Works Complex. Several private businesses in the City limits have been issued an ISGP including businesses inside the Port of Bremerton Industrial Park. The largest area in the City that has been issued an ISGP is the Port of Bremerton Airport. As with all business or commercial sites, the City is responsible for inspection and enforcement of City codes and regulations to prevent stormwater pollution from these locations. The ISGP Permittee's are also responsible for compliance and reporting to Ecology as required by their specific IGSP.

The Utility's service area includes the developed City as well as streams, wetlands, lakes, and groundwater resources located within the incorporated City Limits. The city includes drainage areas for several larger streams and lakes, including Gorst Creek, Kitsap Lake, and the Union River. Sinclair and Dyes Inlet are the primary receiving waters for the City's stormwater runoff, and Hood Canal is the receiving water for runoff from City lands in the Union River basin. Exhibit 3.11.1-10 depicts the stormwater drainage basins within the city.

Exhibit 3.11.1-10 City of Bremerton Stormwater Drainage Basins

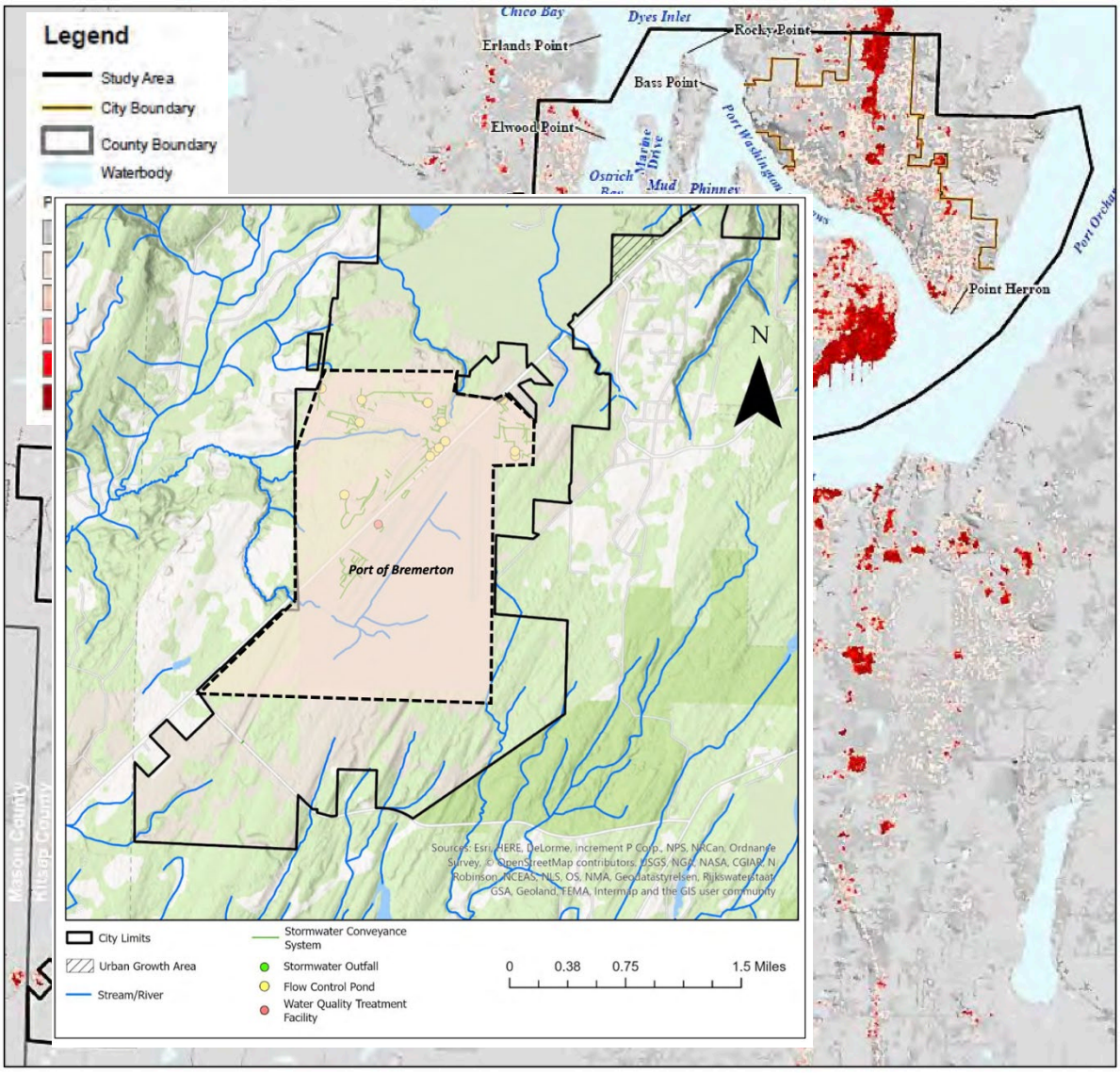


Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Land use patterns typically reflect relatively concentrated industrial, commercial, military, and residential land uses in urban areas along the marine shorelines, with lower density residential development in the upland interior. The military/industrial development of the NBK and PSNS occupies an area along the north shore of Sinclair Inlet. Between the PSNS and Ostrich Bay, land uses are primarily dense to moderately dense residential and commercial urban areas.

Largely forested and undeveloped lands are typical in the Union River and upper Gorst Creek watershed areas. Commercial and industrial land uses dominate in the Gorst urban growth area (UGA) just west of the mouth of Gorst Creek and in the PSIC. Impervious surface areas in the city reflect these existing development patterns as depicted in Exhibit 3.11.1-11.

Exhibit 3.11.1-11 City of Bremerton Impervious Surfaces



Source: City of Bremerton Stormwater Comprehensive Plan, 2023

Bremerton Stormwater Comprehensive Plan

The City of Bremerton 2023 Stormwater Plan provides a planning strategy on how the City will address surface and stormwater management needs and requirements, including program management, operation and maintenance, capital facilities and financial elements. The Stormwater Comprehensive Plan ensure compliance and consistency with the requirements of the Western Washington Phase II Municipal NPDES Stormwater Permit issued by the Department of Ecology.

Level of Service Standard: Manage the City-owned municipal separate storm sewer system in compliance with the requirements of the Western Washington Phase II Municipal Stormwater Permit and ensure land development is in compliance with the City's Stormwater Management code.

Energy and Telecommunication

Electrical

Electricity service in Kitsap County 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 2022, the PSE fuel mix for electricity was 23% coal, 27% hydroelectric, 23% natural gas, 16% wind, less than 1% nuclear, solar and other.

Power is supplied to western Washington primarily from hydro generation stations along the mid-Columbia River and in Canada. Interregional 230 and 500 kV transmission lines carry power from the generating stations westward to PSE's transmission switchingstations and to transmission substations operated by the Bonneville Power Administration (BPA) in the Puget Sound region. The existing electrical facilities inventory in Kitsap County consist of 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. Some of these substations are within city limits.
- 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.

Kitsap County receive power from a network of 115kV interconnecting transmission sources in the southern part of the county and transmission switching stations in central and northern Kitsap County. A 230 kV transmission source comes into Kitsap County via BPA lines to the BPA Kitsap substation in Gorst, then PSE has a short run of 230kV to their South Bremerton Substation. From there 115kV lines transmit power throughout Kitsap County.

Natural Gas

Natural gas in Kitsap County 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.

CNG's service area in Kitsap County includes Bangor, Bremerton, Chico, Gorst, Keyport, Manchester, Port Orchard, Poulsbo, Silverdale, and Sunnyslope. (Cascade Natural Gas, 2023). Note that service is not currently provided to all areas inside the service area. Connections are initiated by customer demand and individual requests.

Telecommunications

The telecommunications utilities discussed in this section include telephones, cable television, and cellular telephones. The Washington Utilities and Transportation Commission (WUTC) regulates telephone; 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

CenturyLink provides local and long-distance telephone service throughout Bremerton and Kitsap County and also provides digital television and Internet. 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. 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.

Cellular Telephone

Cellular telephone service in the Bremerton area is provided by a variety of national and regional carriers, including Verizon Wireless, AT&T, and T-Mobile. 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.

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.

3.11.2 Impacts

Impacts Under All Alternatives

Under all Alternatives, increased population and employment growth in the city would generate additional demand for water and wastewater, generate additional stormwater, and increase demand for energy, telecommunications and solid waste.

Water

All three Alternatives population growth fit within the water system capacity and therefore water demand is expected to be covered by the City's existing water rights and system. The Alternative's growth allocations vary slightly, particularly between those in Alternatives 2 and 3. These variations, however, are not problematic as the system's eight pressure zones contain sufficient storage and pumping capacity to move water through zone interties to where the water is needed. This was confirmed by City of Bremerton water utility staff by overlaying the City's population growth projected

distribution for Alternatives 2 and 3 with water system pressure zone boundaries. The distribution system can deliver the necessary volumes and fire flow rates needed while maintaining required system pressures, and therefore impacts are the same under all Alternatives.

Wastewater

Under all the Alternatives, additional wastewater service would be necessary to serve increased demand. Existing treatment plants would handle increased wastewater volumes generated by residential growth, and increased pollutant loads generated by new commercial and industrial development. Several capacity improvements to existing pump stations and sewer mains would also be needed to ensure the existing system can handle additional flows due to growth.

Stormwater

Impervious surface will be increased in all Alternatives. Stormwater regulations (Stormwater Management Manual for Western Washington and City's Phase II Municipal Stormwater Permit) would provide levels of flow control and water quality treatment under all growth scenarios.

A SW Permit gap analysis was performed as part of Stormwater Comprehensive Plan update to evaluate status of the City's stormwater program relative to SW Permit requirements. The gap analysis shows the City is currently in compliance with all 75 individual SW Permit conditions. However, two significant future potential gaps were identified based on upcoming SW Permit requirements. These gaps consist of:

- Code development and staffing levels for the required Source Control program for existing development that includes education, inspection and enforcement elements. The Source Control program affects approximately 800 businesses in the city. A new full time compliance inspector position was approved in 2022 and was hired in 2023 to implement this new program.

- The SW Permit defines annual inspection and cleaning requirements for the City's 96-miles of stormwater piping, approximately 4,500 catch basins, and multiple roads, parking lots and treatment facilities that far exceeds how the city currently manages inspection and O&M of the system. An additional maintenance staff position was approved in 2022 for the Operations division to meet these SW Permit requirements. An additional maintenance staff position may be necessary during the planning period.

Energy and Telecommunications

Electric: 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 combined with forecasted new load, with deduction for conservation reductions and demand side management. 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. There is one planned project in Bremerton – West Belfair Valley Road electric system upgrade.

Natural Gas: 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.

Telecommunications: Telephone service providers are required 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.

Solid Waste
Under all alternatives, future population growth would increase waste generation and the need for solid waste collection and processing. The amount of waste disposed of is also influenced by employment levels, other economic factors, and recycling rates.

Downtown Regional Growth Center Subarea Plan
Like the other alternatives, overall growth in Downtown could necessitate the expansion of utility services to meet resident, employee, and visitor needs though growth would be concentrated in the Center. The City's utility planning ensure adequate service provisions as growth occurs.

Summary of Impacts by Alternative

Threshold	Alternative 1	Alternative 2	Alternative 3
Increased Demand for Water	⊗	⊗	⊗
Increased Demand for Wastewater	⊗	⊗	⊗
Increased Demand for Stormwater Management	⊗	⊗	⊗
Increased Demand for Energy and Telecommunication	⊗	⊗	⊗
Increased Demand for Solid Waste	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ | Moderate impact ⊕ | High impact ⊕ ⊕			

3.11.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies embodied in the 2024 Draft Comprehensive Plan regarding city utilities, as listed below.

- *CS1(D): Provide public facilities and services conveniently, affordably, and equitably focusing on those underserved, throughout the community and ensure that the prescribed Level of Service standards are pursued.*
- *CS3(A): Apply growth strategies to fiscal investment decisions to expand service areas or infrastructure capacities.*
- *CS3(C): Monitor the expenditure of capital resources, ensuring the prescribed level of service for the following services and facilities: potable water, sanitary sewer, stormwater management, street maintenance, law enforcement, fire protection, emergency medical service, transportation, solid waste, and parks.*
- *CS3(D): Maintain, rehabilitate or reuse existing facilities wherever feasible and still meet the capital needs of the population.*
- *CS3(E): Establish adequate funding for public facilities and services for existing development and new growth including pursuing alternative and creative funding mechanisms for public services and facilities.*
- *CS3(F): Establish adequate funding for infrastructure critical to the health, well-being, and economic development of the City.*
- *CS3(G): Establish priorities for funding that are specified in the prescribed Level of Service standards.*
  - *Review capital projects as part of the City's budget process, (1) to ensure an ongoing review of capital needs, and (2) so that capital and operating budgets can be considered together.*
- *CS3(H): Manage a comprehensive maintenance program and consider future maintenance and repair costs of new capital items when making selection and expenditure decisions on new capital facilities.*

- *CS3(I): Apply cost-effectiveness criteria to capital investments.*
- *CS3(J): Work with the development community to provide adequate infrastructure, such as roads, sewer, water, and stormwater for new growth. Explore options for a strategic impact fee program or other funding sources.*
- *CS3(N): Adopt Level of Service (LOS) standards for public facilities, reflecting community preferences for quality-of-service delivery. Additionally consider adopting LOS standards that support and encourage the development of Centers.*
- *CS3(P): Adopt six year capital facilities programs (CIPs), including Transportation Improvement Programs (TIPs) on an annual basis to demonstrate funding capability that supports the land use patterns and other goals and policies adopted within this Plan.*
- *CS3(Q): Ensure that the land use element, capital facilities plan element, and financing plan are coordinated and consistent for the 6 and 20-year planning period. If adequate facilities are currently unavailable and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense in order to develop, or the City may consider other funding sources. If the probable funding falls short of meeting the capital facility needs of the anticipated future land uses and population, the type and extent of land uses planned for the City must be reassessed.*
- *CS3(R): Promote coordinated planning for services and facilities with counties, cities, tribes, and special purpose districts in a manner that supports Puget Sound Regional Council Vision 2050 Regional Growth Strategy, including addressing long-term needs, supply, and the use of conservation and demand management.*
- *CS4(E): Support efforts of Puget Sound Energy (PSE) to meet rapidly increasing electrical demands, while achieving the State's transition to clean energy, by: considering code updates that support related technologies, encouraging PSE customer education efforts, and studying potential partnerships.*

Utilities Planning

The City regularly plans for and adapts to changing growth patterns to ensure adequate and reliable utility services long term. Existing policies, regulations, and commitments to mitigate potential adverse impacts to water, wastewater, and stormwater would continue to apply under all alternatives. The GMA requires cities to be already served or readily served by public facilities and services, and if public facilities and services cannot be maintained at an acceptable LOS, the new development should be prohibited (RCW 36.70A.100). The regulatory framework is designed to avoid the situation where utilities become overextended and are not available to be planned to meet the demands of growth. It is one of the significant underpinnings of the Growth Management Act.

In addition, the utilities' comprehensive plans for water, sewer and stormwater management were updated recently or concurrently with comprehensive plan periodic update and have evaluated the growth projections in demand modeling. Capital improvement projects have been identified for the 20-year planning period.

Water

System improvements have been identified during the preparation of the City's Water System Plan Update. The Water Utility updates its 6-year Capital Improvement Plan annually at the beginning of the budget cycle and its 20-year CIP every ten years with the Water System Plan Update. The improvements identified in the water system planning process be consistent with GMA planning.

A list of improvements to the Bremerton water system have been created through a combination of the following:

- Existing Bremerton Water Utility CIP for 2021-2027.
- Additional projects identified during the water hydraulic model analysis performed as part of this plan for Bremerton's source, storage, distribution, transmission, and water quality.
- Projects required to meet federal and state regulatory requirements.

- Other projects identified by City personnel for the years beyond the approved 6-year CIP.
- Water main projects to address fire flow, water quality and substandard water mains

CIP projects are categorized according to the type of project:

- Buildings, Roads, Bridges and Land
- Reservoirs and Dams
- Transportation (water system improvements done in coordination with street projects)
- Water Mains
- Wells, Pump Stations, and Source
- Miscellaneous

The City's recently updated Water System Plan[6] includes the short term 6-year and longer term 20-year capital improvement projects list in the plan's Appendices.

Wastewater

As part of the 2024 Wastewater Comprehensive Plan update effort, a list of capital improvement projects has been identified as new, replacement or upgrades to existing wastewater facilities. Combined these projects will mitigate the impacts of growth under all Alternatives.

New Capital Projects:

- North PSIC Wastewater Improvements
- South PSIC Wastewater Improvements
- Kitsap Lake Interceptor Upgrades
- Nutrient General Permit Improvements
- Odor Control System Upgrades

In addition to the new projects, a number of facilities and systems have been identified that need replacement or upgrading. Example facilities include pump stations, force mains, electrical systems, Labor & Industries, odor control, and capacity improvements for collection.

Stormwater

The Stormwater Comprehensive Plan Capital Improvement Plan (Section 9) identifies projects intended to improve stormwater management, infrastructure, flood control and water quality conditions in the City to meet regulatory requirements and maintain the required level of service. These improvement projects will mitigate the impacts of growth under all Alternatives.

Identified Capital Improvements Projects are grouped to reflect differences in how projects are evaluated, funded, and managed, as follows:

- Storm Drains, Culverts, Bridges and Ditches are improvements to the man-made and natural stormwater systems, such as conveyance capacity improvements, pipe replacement, replacement of facilities that have reached the end of their useful life or have insufficient capacity for existing conditions. These projects include flood control/reductions, as well as other stormwater collection, conveyance, or treatment elements.
- Fish Barrier projects remove or mitigate a barrier to anadromous fish migration. These projects typically involve removal of an undersized or deteriorated culvert that is located under a city street with a new larger culvert or bridge.
- Transportation projects consist of the stormwater element of roadway improvements. This can include new collection and conveyance systems, as well as water quality treatment retrofits.
- Buildings, Roads, Bridges and Land consist of the Utility's contribution to capital development of City operations and maintenance facilities.
- Miscellaneous projects are those not categorized under the above project types. This includes planning and management capital investments, and site-specific water quality retrofits

[6] The City does not post the Water System Plan online due to sensitivity of surface source water locations. The water system's CIP list is available upon request.

Prioritized projects on the 6-year CIP are:

- Kitsap Lake Water Quality Improvements
- Oyster and Ostrich Bay Stormwater Quality Improvements
- Pine Road Basin Stormwater System Improvements
- PSIC Stormwater System Improvements
- Phinney Bay Stormwater System Improvements
- Warren Avenue Basin Stormwater Quality Improvements
- Cherry Basin Stormwater Quality Improvements
- Callow Avenue Stormwater Quality Improvements
- Anderson Cove/Inflow Reduction
- Siesko Lane/Marion Basin Pond Assessment

Additionally, it is expected the City's 2024-2029 SW Permit from Ecology will address a range of operation and maintenance, treatment, source control and retrofit elements that will likely represent a potentially significant increase in staffing needs.

Other Potential Mitigation Measures

- Washington State Department of Health Office of Drinking Water
- Washington State Department of Ecology- Water Quality/Wastewater
- Washington State Department of Ecology - Stormwater Management Manual for Western Washington
- EPA Pollution Discharge Elimination System permit program
- Bremerton Municipal Code Chapter 15.02 – Water
- Bremerton Municipal Code Chapter 15.03 - Wastewater
- Bremerton Municipal Code Chapter 15.04 - Stormwater
- Engineering Design and Construction Standards

3.11.4 Significant Unavoidable Adverse Impacts

There would be no significant unavoidable adverse impacts to utilities under any of the alternatives. Services generally have capacity to serve, and where there are deficiencies in current infrastructure, there are plans and regulations to ensure that there is proper connection and sizing. Targeted investments identified in utility plans, City's 6-year capital improvement program and implemented through the City's budget process will ensure adequate capacity under all alternatives.

4.0 References

Puget Sound Regional Council VISION 2050
PSRC Regional Centers Framework
Kitsap Countywide Planning Policies
City of Bremerton Comprehensive Plan Update Draft SEIS, 2003-2004
City of Bremerton SEPA Addendum, 2015
Kitsap County 2023 Draft Environmental Impact Statement
City of Bremerton Draft 2024 Comprehensive Plan

Earth:
Soils
https://archive.org/details/usda-soil-survey-of-kitsap-county-area-washington-1980/page/n13/mode/2up
https://www.bremertonwa.gov/DocumentCenter/View/10490/Bremerton-Stormwater-Comp-Plan-Update-PDF?bidId=

Annual Precipitation
https://www.usclimatedata.com/climate/bremerton/washington/united-states/uswa0041#google_vignette

Fault and Earthquakes in Washington State
https://www.dnr.wa.gov/publications/ger_ofr2014-05_fault_earthquake_map.pdf
https://www.kitsapgov.com/dcd/DCD%20GIS%20Maps/Geologic_Hazard_Seismic.pdf

Kitsap County Multi-Hazard Mitigation Plan

Air:
Annual Air Quality Data Summary
https://www.pscleanair.gov/615/Data-Summary

Puget Sound Clean Air Agency - Greenhouse Gases Inventory
https://www.pscleanair.gov/DocumentCenter/View/5361/2019-Four-County-GHG-EI-FINAL?bidId=

Puget Sound Regional Transportation Plan
https://www.psrc.org/media/5934

Surface Water:
Bremerton Stormwater Comprehensive Plan
https://www.bremertonwa.gov/DocumentCenter/View/10490/Bremerton-Stormwater-Comp-Plan-Update-PDF?bidId=

2023 Kitsap Water Quality Report

https://storymaps.arcgis.com/stories/9db6923f747a4902aa1a83b504b6a7a5

Plants and Animals:

WDNR Plant Species of Conservation Concern
https://www.dnr.wa.gov/publications/amp_nh_vascular_ets.pdf
WNHP Data Explorer Mapping
https://www.dnr.wa.gov/NHPdataexplorer#rare-plant-and-ecosystem-locations

Planning Commission 10/16/23 Meeting Packet
https://www.bremertonwa.gov/AgendaCenter/ViewFile/Agenda/_10162023-335

WDFW Priority Habitats and Species List, 2023
https://wdfw.wa.gov/publications/00165

WDFW Priority Habitats and Species, 2008
https://www2.clark.wa.gov/files/dept/community-planning/shoreline-master-program/proposal-comments-received/futurewise-cd-1/fish-&-wildlife-habitat/psh-management-recs/wdfw00165.pdf

WDFW SalmonScape
https://apps.wdfw.wa.gov/salmonscape/map.html

Land Use and Shoreline:

Puget Sound Regional Council VISION 2050
Kitsap Countywide Planning Policies
Kitsap Buildable Lands Report, 2021
Draft 2024 Bremerton Comprehensive Plan
Draft Downtown Bremerton Regional Growth Center Subarea Plan
Draft Puget Sound Industrial Center-Bremerton Subarea Plan
Downtown Regional Center Market Study
Puget Sound Industrial Center Bremerton Market Study
Bremerton Shoreline Master Program
Draft 2024 Comprehensive Plan Land Use Appendix
Draft 2024 Comprehensive Plan Housing Appendix
PSRC Centers Monitoring Dashboard
PSRC Regional Centers Framework
Kitsap County Climate Change Resiliency Assessment
University of Washington's Climate Impacts Group (CIG)
Washington State Climate Resilience Strategy, 2024

Plans and Policies:

PSRC VISION 2050
PSRC Regional Centers Framework
PSRC Regional Transportation Plan
Kitsap Countywide Planning Policies

Draft 2024 Bremerton Comprehensive Plan
Draft Downtown Bremerton Regional Growth Center Subarea Plan
Draft Puget Sound Industrial Center-Bremerton Subarea Plan

Population, Housing & Employment:
City of Bremerton Draft Comprehensive Plan Housing Appendix
PSRC Covered Employment by Sector
PSRC Data Portal, Covered Employment by City, Major Sector
US Census OnTheMap
Washington State Office of Financial Management, Small Area Estimates
Draft 2024 Bremerton Comprehensive Plan
Draft Downtown Bremerton Regional Growth Center Subarea Plan
Draft Puget Sound Industrial Center-Bremerton Subarea Plan
Downtown Regional Center Market Study
Puget Sound Industrial Center Bremerton Market Study

Historical and Cultural Resources:
The Suquamish Tribe Historic Preservation
National Register of Historic Places
Washington State Heritage Register
Kitsap Historic Museum
https://kitsapmuseum.org
https://kitsapmuseum.org/exhibitions/

Transportation:
Technical Memorandum – Future Conditions Analysis, July 2024; Transportation Solutions
Draft 2044 Transportation Comprehensive Plan Existing Conditions; Parametrix

Public Services:
City of Bremerton 2024 Budget Summary
City of Bremerton 2024 Budget
City of Bremerton 2016 Comprehensive Plan City Services Appendix
Parks:
City of Bremerton 2020 Parks, Recreation and Open Space Plan
Law Enforcement:
Bremerton Police Department
2023 Annual Report
Personal communication with Police Department staff
Fire/EMS:
Bremerton Fire Department
2023 Annual Report
Bremerton Fire Strategic Plan
Personal communication with Fire Department staff
Schools:
Bremerton School District Long Range Facilities Plan

Bremerton School District Long Range Facilities Plan Appendix
Bremerton School District 2024-2033 Enrollment Forecasts Report

Municipal Court:
Bremerton Municipal Court
Washington Courts Judicial Needs Estimate
Caseloads of the Courts of Washington – Courts of Limited Jurisdiction, 2023

Utilities:
Technical Memorandum, City of Bremerton Public Works and Utilities
"Water System Plan and Comprehensive Plan Reconciliation," July 2024
City of Bremerton Water System Plan, 2020
City of Bremerton Wastewater Comprehensive Plan, 2014
City of Bremerton Combined Sewer Overflow Annual Report, 2023
City of Bremerton Stormwater Comprehensive Plan Update, 2023
Puget Sound Energy, Electric Supply, 2022
Kitsap County 2024 Comprehensive Plan Draft EIS

5 Scoping

SEPA DS and Scoping Notice
January 23, 2023 DS Scoping Public Hearing Minutes
Scoping Comments Received can be viewed at the following webpage:
https://www.bremertonwa.gov/DocumentCenter/View/11765/Scoping-Comments-PDF