



SECTION 8.1

# Land Use Appendix

## Part 1: Current Conditions

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

### Bremerton Land Use Designations and Zoning

The City is divided into 17 total Land Use designations, and maximum residential density criteria associated with each designation limits the overall population capacity of each Land Use Designation.

Exhibit LUA-1: City Land Use Designations			
Residential	Mixed Use	Commercial/Industrial	Resource
<ul style="list-style-type: none"> <li>Low Density Residential (LDR)</li> <li>Medium Density Residential (MDR)</li> <li>High Density Residential (HDR)</li> <li>East Park Subarea (EPSAP)</li> </ul>	<ul style="list-style-type: none"> <li>Downtown Subarea Plan (DSAP)</li> <li>District Center (DC)</li> <li>Harrison Heights Subarea (HHSAP)</li> <li>Neighborhood Center (NC)</li> <li>Neighborhood Business (NB)</li> <li>General Commercial (GC)</li> <li>Higher Education (HE)</li> <li>Bay Vista Subarea Plan (BVSAP)</li> </ul>	<ul style="list-style-type: none"> <li>Freeway Corridor (FC)</li> <li>Puget Sound Industrial Center (PSIC)</li> <li>Industrial (I)</li> </ul>	<ul style="list-style-type: none"> <li>City Utility Lands (CUL)</li> <li>Watershed (WS)</li> </ul>

The Comprehensive Plan enumerates land use designations, each of which are implemented in the Bremerton Zoning Code through a set of zones. The most intense land uses are directed to Downtown, Regional Growth Center. The land use context of what currently exists helps us better understand land use polices. The table below summarizes land area devoted to each land use designation in 2024.

Exhibit LUA-2: Acreage by Zoning District	
Zoning District	Acreage
Low Density Residential (R-10)	4230
Medium Density Residential (R-18)	315
High Density Residential (R-40)	135
Bay Vista Subarea Plan (BVSAP)	71
District Center Core (DCC)	218
Downtown Subarea Plan (DSAP)	180
Harrison Heights Subarea Plan (HHSAP)	83
East Park Subarea Plan (EPSAP)	52
General Commercial (GC)	290
Freeway Commercial (FC)	306
Neighborhood Business (NB)	30
Industrial (I)	374
Puget Sound Industrial Center (PSIC)	3348
Institutional (INST)	48
Watershed (W)	3079
City Utility Lands (CUL)	4079

Below is a short description of each zoning district:

**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 vision 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 intent 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. Development standards in this zone are tailored to ensure that the permitting path of future projects meets the vision of the Subarea Plan.

**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 the only remaining building site on Wheaton Way currently under construction. Upon completion over 400 residential units will be utilized, including single-family homes, townhomes, and multifamily structures.

**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.

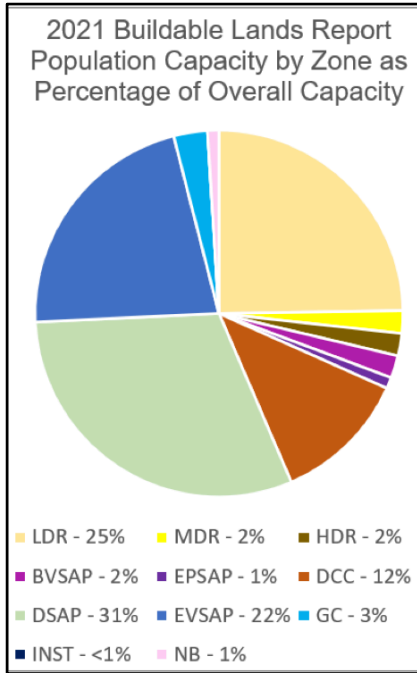
**City Utility Lands:** The City's management objectives for these lands shall be resource-related and structured to protect the watersheds and timberlands. These lands are vital to protect water quality and quantity in Bremerton, ensure a healthy forest cover, dispose of biosolids created from wastewater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

### 2021 Buildable Lands Summary

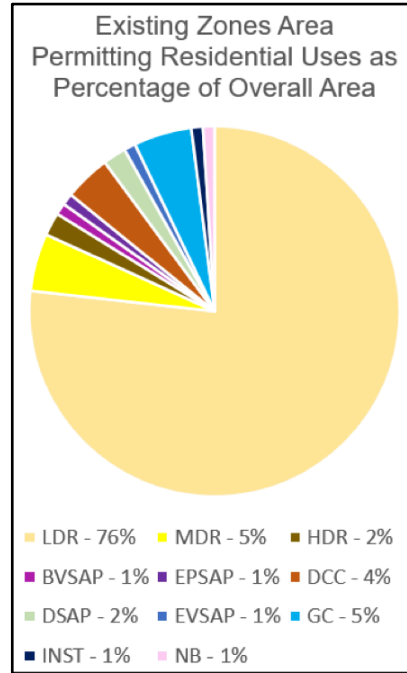
Maximum residential density criteria associated with each designation limits the overall population capacity of each Land Use designation. Per the 2021 [Buildable Lands Report](#), the overall capacity of each designation that permits residential development is provided in Exhibit LUA-3 as a percentage of overall residential capacity. In most cases, Centers do not have a maximum permitted density, so density capacity is determined by averaging development trends within each zone; this process thereby considers development limitations within zones such as maximum height, parking, etc.

Exhibit LUA-4 illustrates the overall area of all residential existing lands in the city. The Centers method is once again underscored here, as Centers represent just over 7% of all residential land area, yet per the previous page, contain over 65% of the overall residential capacity.

**Exhibit LUA-3**



**Exhibit LUA-4**



**Housing Production**

According to Kitsap County’s 2021 Buildable Lands Report (BLR), between 2013 and 2019, Bremerton permitted a total of 1,729 new housing units, as shown in Exhibit LUA-5. Over half (54%) of these permits were in multifamily buildings, compared to 37% in the previous evaluation period (2016).

<b>Exhibit LUA-5: Residential Building Permits, 2013-2019</b>				
Zone	SF Units	MF Units	ADU	Total Units
Low Density Residential (R-10)	555	20	13	<b>584</b>
Medium Density Residential (R-18)	5	14	0	<b>19</b>
High Density Residential (R-40)	2	28	0	<b>30</b>
Bay Vista Subarea Plan	10	297	0	<b>307</b>
District Center Core (DCC)	0	1	0	<b>1</b>
Downtown Subarea Plan	1	390	0	<b>391</b>
Harrison Heights Subarea Plan (HHSAP)	210	20	0	<b>230</b>
General Commercial (GC)	1	164	0	<b>165</b>
Institutional (INST)	2	0	0	<b>2</b>
Total	728	934	13	<b>1,729</b>

*Source: Kitsap County Buildable Lands Report, 2021*

**Housing and Population Capacity**

As part of the 2021 BLR, the City analyzed buildable land capacity based on current zoning and development standards. The study identified parcels that are vacant or have potential for redevelopment. Exhibit LUA-6 summarizes the findings.

<b>Exhibit LUA-6: Housing and Population Capacity (BLR-2021)</b>			
Zoning	SF Unit Capacity	MF Unit Capacity	Population Capacity
Low Density Residential (R-10)	1,752		4,082
Medium Density Residential (R-18)		185	393
High Density Residential (R-40)		146	312
Bay Vista Subarea Plan	120		280
East Park Subarea Plan		68	145

District Center Core (DCC)	913	1,944
Downtown Subarea Plan	2,418	5,151
Harrison Heights Subarea Plan (HHSAP)		3,610
General Commercial (GC)	254	541
Institutional (INST)	3	6
Neighborhood Business (NB)	84	178
<b>Total</b>	<b>1,872</b>	<b>4,070</b>
<i>Source: Kitsap County Buildable Lands Report, 2021</i>		

**Development Constraints**

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

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

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

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

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

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

**Market and Competitive Factors:** Although Bremerton has a sufficient supply of zoned land area to accommodate the additional residents projected by this Plan, a number of market factors stand in our path. Among the obvious are regional or national economic conditions, availability of financing for new

construction and homeownership, weak "curb appeal" of available sites, availability of business-related financing, strength of the job market, etc. Some constraints are more directly related to the Land Use Element.

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

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

**Socio-Economic Considerations**

The Housing Needs Assessment presented in the Housing Comprehensive Plan reports the social and economic diversity that is characteristic of the Bremerton community. This diverse landscape influences the Land Use Element.

**Part 2: Health and the Built Environment**

The Growth Management Act (GMA) promotes the integration of public health in community planning by stating that land use elements should address "planning approaches that promote physical activity." (Chapter 36.70A.070(1), RCW). GMA also requires that local comprehensive plans consider active transportation options through bike and pedestrian planning to promote healthy lifestyles.

Coordinating health and planning has evolved as planners and public health professionals have continued to collaborate over the years. The American Planning Association and American Public Health Association have identified five domains of planning that directly affect health: active living; health food systems; environmental exposure; emergency preparedness; and social cohesion. Exhibit LUA-7 describes the planning policy areas related to these domains.

**Exhibit LUA-7: Five Domains of Planning that Impact Health<sup>1</sup>**

<b>Planning Domain</b>	Policy Areas
<b>Active Living</b>	Neighborhoods with mixtures of land uses connected by safe sidewalks and bike lanes and access to parks, trails, and open space
<b>Healthy Food Systems</b>	Access to health food and production of food
<b>Environmental Exposure</b>	Air quality; water quality; green infrastructure; and soil contamination
<b>Emergency Preparedness</b>	Natural hazards; climate change; and infectious diseases
<b>Social Cohesion</b>	Housing; community development; and public safety.

Social and economic factors, such as where a person lives, works, and plays, account for about 55% of a person's total health.<sup>2</sup> Individual behaviors, such as nutrition and limiting smoking or drug consumption, are estimated to impact 20% of a person's overall health, while clinical care and genes and biology affect 25% of a person's health. Making communities complete with services and amenities and more supportive of walking and biking can improve levels of physical activity and social interaction, while potentially lowering blood pressure and obesity rates. Encouraging mixed-use, pedestrian-oriented development projects with housing affordable to all income levels can support residents' physical and mental well-being. Ensuring access to healthy food and promoting local farmers markets and community gardens may improve nutrition and decrease food insecurity rates.

<sup>1</sup> Puget Sound Regional Council, Health Briefing Paper, 2019, <https://www.psrc.org/media/1771>  
<sup>2</sup> Fairness Across Places? Your health in Pierce County, Tacoma-Pierce County Health Department, 2015 <https://tpchd.org/wp-content/uploads/2023/12/Full-Report-Your-Health-in-Pierce-County-2015.pdf>



## Chronic Diseases

Chronic diseases are defined broadly as conditions that last one year or more and require ongoing medical attention or limit the activities of daily living or both.<sup>3</sup> Nationally, chronic diseases are the leading causes of death and disability according to the Centers for Disease Control and Prevention (CDC), and they are also the leading driver of health care costs. Six in 10 Americans live with at least one chronic disease.

Many environmental factors, such as the ability to walk or bike to work or school, and access to nutritious food, can contribute to risk behaviors, such as not getting enough physical activity, poor nutrition, and smoking. This can lead to risk conditions, such as obesity, high cholesterol, and high blood pressure, resulting in chronic diseases, such as heart disease, stroke, and diabetes. According to the Kitsap Public Health Department 2023 Kitsap Community Health Assessment, cancer and heart disease has topped the leading causes of death and premature death (before the age of 65) in Kitsap County for more than 10 years. Other chronic diseases in the top 10 causes of death locally include Alzheimer's disease, stroke, chronic lower respiratory diseases, diabetes, and chronic liver disease.

## Living in Poverty

Poverty is an important social determinant of health that can impact people's access to necessities (housing, food jobs and transportation), and is associated with higher incidence and prevalence of illness especially with reduced access to quality health care. Federal poverty thresholds are set every year by the Census Bureau and vary by size of family and ages of family members. A high poverty rate is an indicator of poor economic conditions. In 2021, a family or household of four was below the federal poverty level if their annual income was below \$26,500.

In 2021, an estimated 9% of Kitsap residents lived below 100% of the federal poverty level, which was similar to the estimated percentage of Washington residents overall (10%). From 2010 to 2021, there has been a statistically significant decreasing trend in the estimated percentage of residents living in poverty (11.3% in 2010). It was estimated that two in seven (14%) of greater Bremerton residents lived below 100% of the federal poverty level in 2021.<sup>4</sup>

## Food Security

Food security for a household means access by all members at all times to enough food for an active, healthy life. Food security includes at a minimum:

- The ready availability of nutritionally adequate and safe foods.
- Assured ability to acquire acceptable foods in socially acceptable ways (that is, without resorting to emergency food supplies, scavenging, stealing, or other coping strategies).

Food insecurity is the limited or uncertain availability of nutritionally adequate and safe foods or limited or uncertain ability to acquire acceptable foods in socially acceptable ways. The food security status of each household lies somewhere along a continuum extending from high food security to very low food security. This continuum is divided into four ranges, characterized as follows:

- **High food security**—Households had no problems, or anxiety about, consistently accessing adequate food.
- **Marginal food security**—Households had problems at times, or anxiety about, accessing adequate food, but the quality, variety, and quantity of their food intake were not substantially reduced.
- **Low food security**—Households reduced the quality, variety, and desirability of their diets, but the quantity of food intake and normal eating patterns were not substantially disrupted.
- **Very low food security**—At times during the year, eating patterns of one or more household members were disrupted and food intake reduced because the household lacked money and other resources for food.

<sup>3</sup> Kitsap Community Health Assessment, Kitsap Public Health Department, 2023, <https://kitsappublichealth.org/information/files/cha2023fullreport.pdf>

<sup>4</sup> Kitsap Community Health Assessment, Kitsap Public Health Department, 2023 <https://kitsappublichealth.org/information/files/cha2023fullreport.pdf>

To generate food insecurity rates, Feeding America analyzes the relationship between food insecurity and its determinants including unemployment, poverty, disability, homeownership and median income. The most recent Feeding America data (2021) estimate 8% of Kitsap residents were food insecure. This represents a statistically significant decreasing trend in the percentage of Kitsap's population experience food insecurity from 12.4% of Kitsap residents in 2015. Bremerton was estimated to have 3,435 people in 2022 with food insecurity.<sup>5</sup>

## Health Considerations in Planning<sup>6</sup>

### Active Living

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

- Active transportation is the use of walking, biking or public transport instead of using a private car or other personal motorized means. Active transportation can be the part of a trip during which one is walking to a bus stop or from a car to a home or office.
- Active recreation refers to outdoor recreational activities, such as organized sports, playground activities, or exercise for the purpose of being active and not for the purpose of getting from one place to another.

Physical activity is a known determinant of health. It is understood that if an individual participates in physical activity on a regular basis that it will reduce an individual's risk of respiratory illnesses, cardiovascular conditions, obesity and diabetes.

Benefits include of including active living policies and programs in the comprehensive plan include<sup>7</sup>:

- Less dependence on automobiles because homes, businesses, schools, churches, and parks will be closer to each other. People can more easily walk, bike, roll, or take public transit between these everyday destinations.
- More opportunities for physical activity and social engagement as part of people's daily routine, which improves physical and mental health.
- More communities that accommodate the changing lifestyles, needs, and physical capabilities of older adults, allowing them to age in place.

Increasing access to opportunities to be physically active for all residents and incorporating inviting design and accessible facilities has shown to result in more people routinely exercising. Policies, projects and strategies incorporated in the Land Use Element to support active living include:

- Centers and mixed land use development where residents can live, work, shop, learn and play close to each other.
- High density residential near public transit and active transportation facilities.
- Shorter distances between residences, schools, worksites, businesses, parks and recreation, and other community destinations.
- Equitable access public transit.

By implementing land use policies and densities identified in the Comprehensive Plan, and the transportation element's improvement projects that promote the improvement of biking and pedestrian facilities, public transportation, proximity to services, and parks and open spaces, the likelihood that physical activity in Bremerton's communities will increase. An increase in physical activity through active living will improve the city's overall health.

<sup>5</sup> Kitsap Community Health Assessment; Kitsap Public Health Department, 2023, <https://kitsappublichealth.org/information/files/cha2023fullreport.pdf>

<sup>6</sup> Ricklin, Anna, et al. *Metrics for Planning Healthy Communities*; American Planning Association, May 2017. <https://planning-org-uploaded-media.s3.amazonaws.com/document/Metrics-Planning-Healthy-Communities.pdf>

<sup>7</sup> *Active People, Health Nation – Land Use and Community Design*, US Centers for Disease Control and Prevention (CDC), 2024 <https://www.cdc.gov/active-people-healthy-nation/php/tools/land-use.html>

### **Healthy Food Systems**

Healthy food retailers—grocery stores, farmers’ markets, cooperatives, mobile markets and other vendors of fresh, affordable, nutritious food—are critical components of healthy, thriving communities. Without access to healthy foods, a nutritious diet and good health are out of reach, and without grocery stores and other fresh food retailers, communities are also missing the commercial vitality that makes neighborhoods livable and helps local economies thrive.

Healthy food retailers can generate significant economic stimulus by serving as anchors for further commercial revitalization, creating local jobs, generating tax revenues, and capturing local dollars within the community, among other economic and community development outcomes.

As concerns have grown over the worsening obesity, access to healthy and affordable food has moved to the forefront of community and policymakers’ agendas. A shared recognition of the role that healthy food access plays in promoting stronger local economies, vibrant neighborhoods, and healthy people has sparked support for different projects and initiatives, forwarding numerous approaches from grocery stores to farmers’ markets, mobile markets, food hubs, and community gardens. Even as recognition of the problem is growing and progress is being made, between 6 and 9% of all U.S. households are still without access to healthy food.

Local and state-level efforts confirm that support for healthy food retail can come in many forms and that new models are emerging. Improving offerings at corner stores, expanding farmers’ markets and mobile markets, enhancing community gardens and other forms of urban agriculture, and initiating new forms of wholesale distribution through food hubs are among the promising strategies that bring economic and health benefits to neighborhoods.

Local efforts to provide access to healthy food has drawn attention to the factors that can determine the impact of these innovations, including transportation access and the quality, price, and cultural appropriateness of the offerings. Most of the evidence continues to support—or strengthen—three primary findings<sup>8</sup>:

- Accessing healthy food is still a challenge for many families, particularly those living in low-income neighborhoods, communities of color, and rural areas.
- Living closer to healthy food retail is among the factors associated with better eating habits and decreased risk for obesity and diet-related diseases.
- Healthy food retail stimulates economic activity.

Research shows that access to healthy food continues to be an important factor for improving the physical and economic well-being of communities. Land use policies that support equitable distribution of supermarkets, neighborhood healthy food stores, healthy food programs and increase access to healthy food for low-income shoppers are all ways in which the City can enhance the support for consumer access.<sup>9</sup>

### **Environmental Exposure**

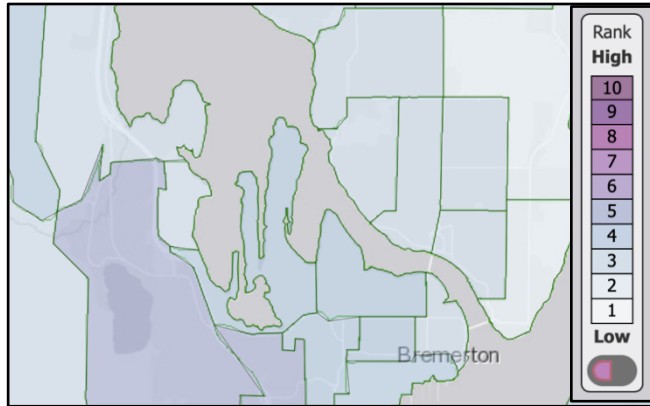
Environmental exposure refers to the constant interaction between humans and the natural environment. These interactions can affect and influence human well-being, of which health is a critical component. According to Washington State Department of Health Environmental Health Disparities Map, Bremerton’s ranking of environmental exposure ranks 2-5 on a scale of 1-10. Environmental exposures measured are: diesel exhaust, particulate matter emissions, ozone concentration, PM2.5 concentration, proximity to heavy traffic and toxic releases from facilities.

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<sup>8</sup> Access to Healthy Food and Why It Matters: A review of the research, The Food Trust/PolicyLink, 2013  
[https://www.policylink.org/sites/default/files/GROCERYGAP\\_FINAL\\_NOV2013.pdf](https://www.policylink.org/sites/default/files/GROCERYGAP_FINAL_NOV2013.pdf)

<sup>9</sup> Access to Healthy Food and Why It Matters: A review of the research, The Food Trust/PolicyLink, 2013  
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## Exhibit LUA-8: Ranking of Environmental Exposure



Source: Washington State Department of Health Environmental Health Disparities Map, <https://fortress.wa.gov/doh/wtnibl/WTNIBL/>

### Emergency Preparedness

Emergency preparedness refers to the adaptation and mitigation of hazards or disease outbreaks that are public health emergencies and often impacts human life in catastrophic ways. Such events can be natural occurrences such as floods and blizzards, or human made as in the case of terrorism. It is critical to be prepared in advance for such events because some of them, such as earthquakes and tornadoes, happen with little or no warning.

*Natural Hazards:* A hazard is an event that completely disrupts the social, ecological, economic, and political stability of the affected region. They are complex events involving injury, destruction, and even death, which are beyond the coping capacity of the local authorities. The frequency and severity of certain natural hazards (i.e. flooding events, drought, storms) are increasing due to climate change.

*Climate Change:* Climate change is any significant change in climate that lasts for an extended period. The accumulation of greenhouse gases in the earth's atmosphere primarily caused by human activity is increasing the frequency and severity of some types of emergencies and unpredictability of others.

*Infectious disease:* Infectious diseases are illnesses caused by bacteria, fungi, viruses, or parasites. These naturally occurring diseases are spread primarily from person to person, but some of them are also acquired by exposure to organisms in the environment, such as insects or contaminated water.

The effect of hazards on human life and public health is obvious. In addition to the immediate loss of life, the negative impacts of hazards on mental health are long-term. They can also have long-reaching consequences on public health due to the damage they do to health care facilities and other critical infrastructure such as water, sanitation, and transportation.

Kitsap County Department of Emergency Management (KCDEM)<sup>10</sup> works with City of Bremerton and other Kitsap jurisdictions, state and federal agencies, and volunteer organizations to provide resources and expertise in four major areas of emergency management:

- **Preparedness:** KCDEM develops and maintains the Kitsap County Comprehensive Emergency Management Plan as a blueprint for responding to a variety of scenarios and assists cities located within Kitsap County in the development and maintenance of their Comprehensive Emergency Management Plans. Through K-PREP (Kitsap Practices Responsible Emergency Preparedness) program, CDEM offers preparedness information and training to schools, neighborhoods, businesses, and government agencies.
- **Response:** When citizens face an emergency, they call 911. When local police, emergency medical services, and other local governments need assistance in responding to a crisis, they call KCDEM. If warranted, the KCDEM Director, the Kitsap County Board of Commissioners, Mayors, or other elected officials for local governments may proclaim a "State of a Emergency." In a major

<sup>10</sup> Kitsap County Department of Emergency Management; <http://www.kitsapdem.org/what-is-emergency-management.html>

disaster, the County may request assistance from the State. Additionally, the State may request assistance through the Federal Emergency Management Agency (FEMA).

- **Recovery:** After disasters, citizens are anxious to return to their normal lives quickly. Several state and federal financial aid programs may be available to displaced residents in these areas. KCDEM staff works with Washington State Emergency Management to coordinate and administer these programs.
- **Mitigation:** Many repairs can incorporate steps that will reduce or eliminate potential damage. KCDEM assists with local jurisdictions in designing effective, long-range mitigation plans to address hazards specific to Kitsap County.

Legislation passed and signed into law in 2023 (HB 1181) adds a climate goal to the Growth Management Act (GMA) and requires local comprehensive plans to have a climate element with resilience and greenhouse gas emissions mitigation sub-elements. The following is required by 2029.

- The resilience sub-element must include goals and polices to improve climate preparedness, response and recovery efforts.
- The greenhouse gas emissions sub-element must include goals and policies to reduce emissions and vehicle miles traveled.
- Climate elements must maximize economic, environmental, and social co-benefits and prioritize environmental justice in order to avoid worsening environmental health disparities.

### **Social Cohesion**

Social cohesion refers to the shared sense of belonging and social interaction within communities. A socially cohesive community would have strong social bonds and trust among the community members and would challenge the existing conflicts between different groups of people. City services and land use patterns can impact social cohesion by affecting the ways in which community residents interact with each other, such as the availability of green and open spaces, fostering community development, and ensuring public safety.

*Green infrastructure:* Green infrastructure is a strategically planned and managed network of green open spaces, including parks, greenways, and protected lands. Green infrastructure is often used in urban areas to capture, store, and infiltrate stormwater runoff. In addition to providing critical functions such as wildlife habitat, stormwater management, and recreational opportunities, it can also strengthen social cohesion.<sup>11</sup>

*Community development:* Providing a healthy and suitable living environment, expanding economic opportunities for people in need, providing quality and affordable housing, and generally improving the social, economic, cultural, and environmental situation of the community are some of the key goals of community development.

*Public safety:* Public safety generally refers to the prevention and protection of the public from dangers affecting safety, such as crime. Neighborhoods with strong elements of social interaction and cohesion feel safer to residents, lowering their stress levels and promoting more active lifestyles.

The City's Comprehensive Plan and zoning standards influences social cohesion through its Centers policies; public spaces (such as parks and plazas) that facilitate social interaction and mixing between its users; design standards that provide visual connection between buildings and streets; opportunities for residents to network in common areas; and discourages criminal behavior. Developments that are transit- and pedestrian-oriented, mixed use, and compact would motivate residents to walk for their daily needs (from accessing amenities to going to work), and thus provide possibilities for social encounters.

<sup>11</sup> Ricklin, Anna, et al. "Metrics for Planning Healthy Communities"; American Planning Association, May 2017. <https://planning-org-uploaded-media.s3.amazonaws.com/document/Metrics-Planning-Healthy-Communities.pdf>

### Part 3: Projected Land Use Conditions

The projected conditions section describes the demands for land created by population and housing growth as determined by Puget Sound Regional Council and embodied in the Kitsap Countywide Planning Policies.

#### Summary of Population and Housing Projections and Land Capacity

The City’s Comprehensive Plan periodic update must plan to accommodate a portion of the overall growth (population, employment, and housing) that is forecast for the Central Puget Sound region (i.e. Kitsap, Pierce, King, and Snohomish Counties). 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 in the Kitsap Countywide Planning Policies (Appendix B-1). Exhibit LCA-9 below reports Bremerton’s growth allocations compared to the 2021 BLR Land Capacity.

There is not enough land capacity for Bremerton’s growth target. Additional housing unit capacity is necessary and was proposed in the Comprehensive Plan’s Draft Environmental Impact Statement (DEIS) Alternatives 2 and 3, as summarized:

<b>Exhibit LUA-9: 2020-2044 Growth Targets and 2021 BLR Land Capacity</b>				
	<b>2021 BLR<sup>1</sup></b>	<b>Allocation for 2044<sup>2</sup></b>	<b>Capacity<sup>1</sup></b>	<b>Difference</b>
Population				
City Limits	43,505	20,252	16,640	- 3,612
UGA	10,105	2,762	2,422	- 340
Housing Units (city limits only)	18,351	9,556	7,026	- 2,530

<sup>1</sup> Buildable Lands Report (2021) | <sup>2</sup> Kitsap County Countywide Planning Policies Appendix B-1

#### **Alternative 1: No Action:**

Continuation of 2016 Comprehensive Plan zoning and distribution. There is not enough capacity for Bremerton’s growth target under this Alternative.

#### **Alternative 2: Existing Centers and other existing High-Density Zones**

This includes the Downtown Regional Growth Center, Wheaton-Riddell District Center, Wheaton-Sheridan District Center, Charleston District Center, Harrison Heights, and the Manette Neighborhood Center. The Centers method of development is currently utilized as it promotes affordable housing, environmental stewardship, and efficient infrastructure use.

#### **Alternative 3: Low Density Residential Zone**

Recent regulatory changes in the Low-Density Residential zone permit additional housing types in order to promote affordable housing options. Density increases in this zone may add a multiplier effect to those efforts, however, potential environmental impacts and inefficient infrastructure investment may likely occur.

Exhibit LUA-10 compares the housing growth allocation of 9,556 units to the densities assumed in the three DEIS alternatives.

<b>Exhibit LUA-10: 2044 Housing Target by DEIS Alternative Capacity</b>				
	<b>Allocation for 2044</b>	<b>Alternative 1</b>	<b>Alternative 2</b>	<b>Alternative 3</b>
Housing Units	9,556	SF 1,731 MF 5,679	SF 1,731 MF 8,344	SF 1,712 MF 8,480
<b>Totals</b>	<b>9,556</b>	<b>7,410</b>	<b>10,067</b>	<b>10,192</b>
<b>Surplus/Deficit</b>		<b>2,146 deficit</b>	511 surplus	636 surplus

Source: City of Bremerton DCD



**Alternative 2 has been chosen as the City’s preferred alternative**, and 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.

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.

Exhibit LUA-11: Preferred Alternative 2 Growth Target Analysis			
	Preferred Alternative 2		
	SF Unit Capacity	MF Unit Capacity	Employment Capacity
<b>Zoning Districts</b>			
Low Density Residential (R-10) <span style="color: blue;">Pipeline housing units</span>	1,394 209		0
Medium Density Residential (R-18)		131	0
High Density Residential (R-40)		341	0
Bay Vista Subarea Plan <span style="color: blue;">Pipeline housing units</span>	120	62	41
East Park Subarea Plan		56	0
District Center Core (DCC) <span style="color: blue;">Pipeline housing units</span>		469 359	163
Charleston District Center (CDC)		114	25
Downtown Subarea Plan (DSAP) <span style="color: blue;">Pipeline housing units</span>		4,027 295	1,625
Harrison Heights Subarea Plan (HHSAP)		1,695	2,700
General Commercial (GC) <span style="color: blue;">Pipeline housing units</span>		636 72	289
Institutional (INST)		3	101
Neighborhood Business (NB)		84	67
Freeway Corridor			441
Industrial			635
Puget Sound Industrial Center (PSIC)			9,638
<b>Subtotal</b>	<b>1,723</b>	<b>8,344</b>	<b>15,795</b>
<b>Total All Units</b>		<b>10,067</b>	N/A
<b>Pipeline Jobs</b>		N/A	653
<b>Total All Jobs</b>		N/A	<b>16,448</b>
<b>2044 Growth Target</b>		9,556	14,175
Surplus/ <span style="color: red;">Deficit</span>		511	2,273

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Exhibit LCA-12: Preferred Alternative 2 Land Use Map

