



SECTION 8.2

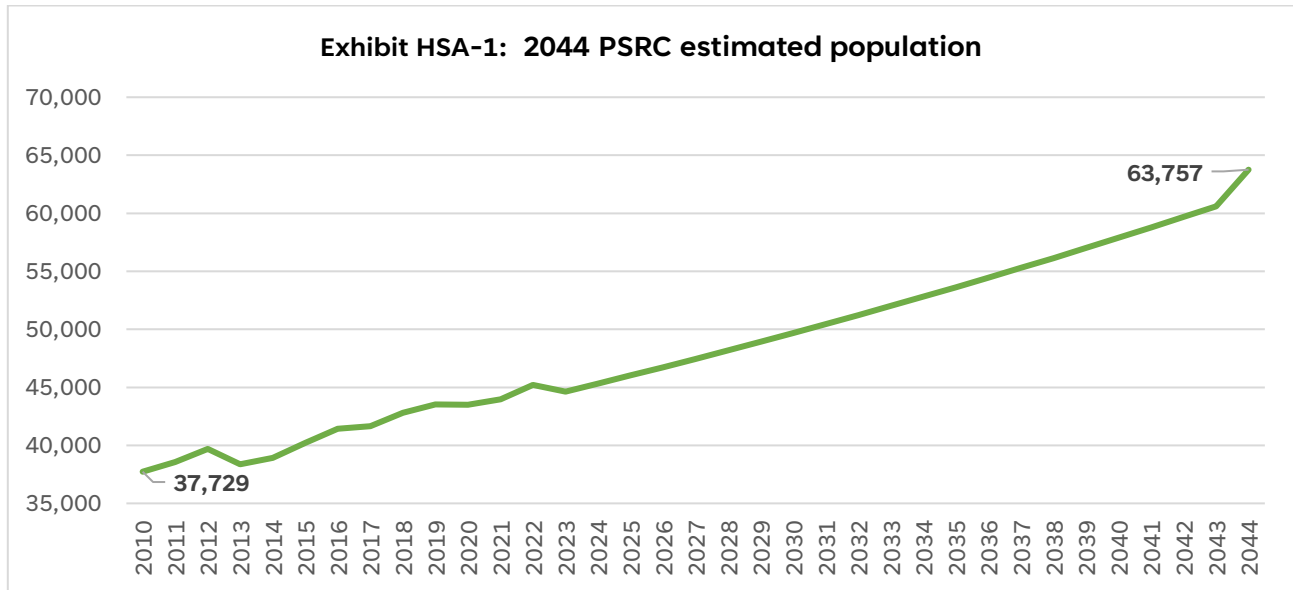
Housing Appendix

Part 1: Housing Needs Assessment

Recent trends, local demographics, and characteristics of the housing stock present a significant challenge if Bremerton is to live up to its legacy as a great place to reside. Current conditions in the local housing market, detailed in this section, are in large part, the result of a gradual weakening of the residential qualities of the city’s aging neighborhoods. The data, however, also portrays the opportunity to capitalize on Bremerton’s well-established neighborhoods, the city’s unique position in the greater Puget Sound economy, and, lastly, to capitalize on regional and national housing trends. Additionally, the following information provides and meets the requirements of a Housing Needs Assessment, as required by GMA 36.70A.070(2)

Community Profile

To better understand Bremerton’s housing needs, it is critical to understand Bremerton’s population growth first. 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%. Bremerton is planning for 63,757 total population by 2044.



Source: Washington State Office of Financial Management. 2023. “April 1 population estimates;” PSRC growth target

Exhibit HSA-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 HSA-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

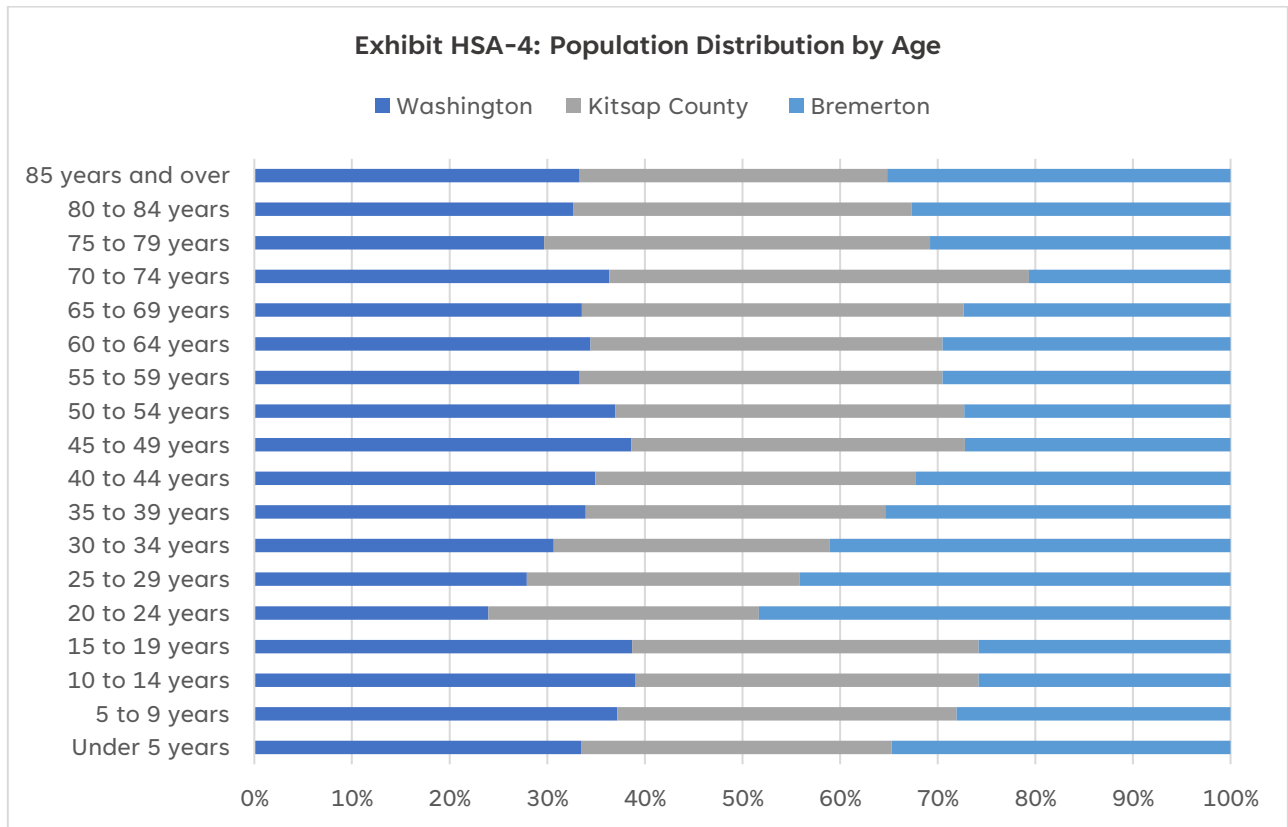
The median age in Bremerton is 33.5, which is well the Kitsap County median age of 39.7 and well below the state median age of 38. Bremerton has seen a 5% increase in the median age of residents since 2010, as shown in Exhibit HSA-3 below.

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. Many of these residents will have specific and changing housing needs as they age. A diversity of housing types can be an important asset to support independent adults that are aging in place. Single-family homes may work for some aging adults, but others may require or desire maintenance-free housing or need accommodations for limited mobility or sensory impairments. Services, health care, social opportunities, shopping, transportation, and other needs may be more accessible to older adults who live in denser neighborhoods with those opportunities nearby. While many of the older households in Bremerton have the financial means to afford adequate housing and services, many others will not.



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

As shown in Exhibit HSA-5 below, 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.

Exhibit HSA-5: 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%

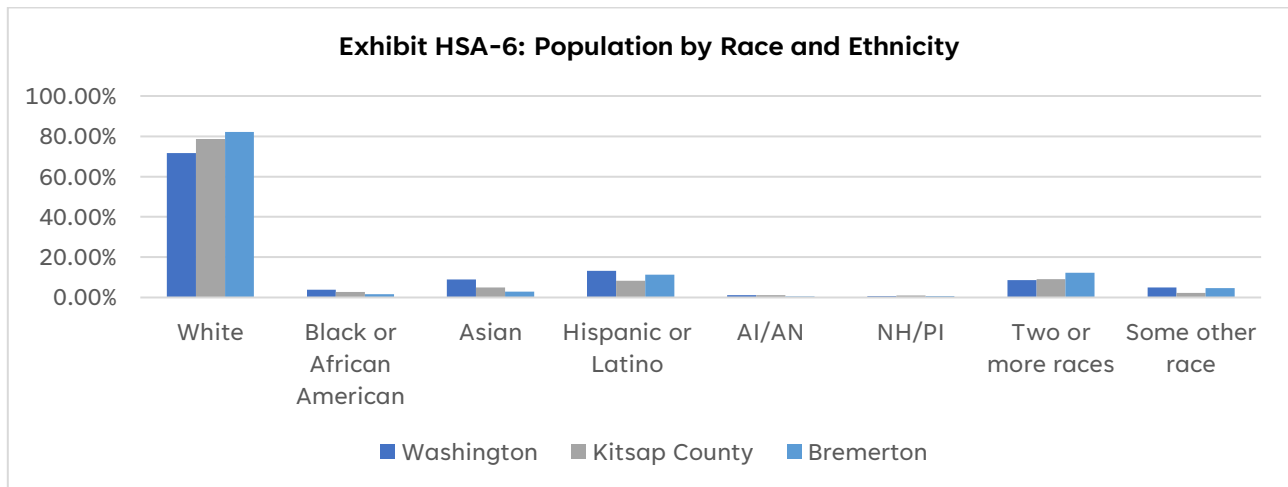
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

The old-age dependency ratio is the ratio of the number of elderly people at an age when they are generally economically inactive (i.e. aged 65 and over), compared to the number of people of working age (i.e. 15-64 years old). In 2022, Bremerton has an old-age dependency ratio of 19%, which is well below Kitsap County (30%) and Washington State (26%).

Ethnicity and Race

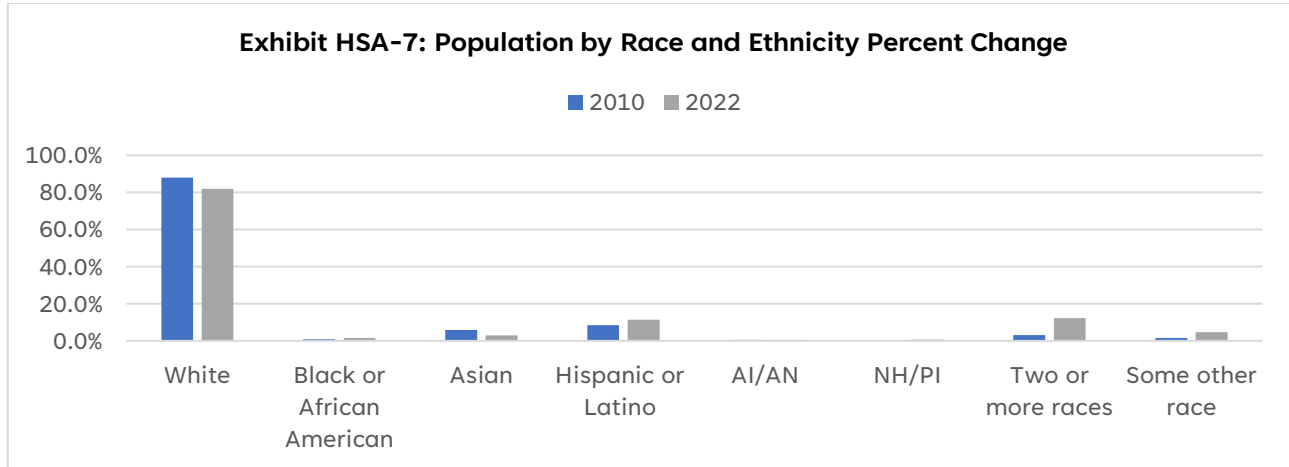
Race and ethnicity are two different concepts in the Census. Race refers to a person's self-identified category (White, Black, Asian, etc.), while ethnicity refers to whether a person is of Hispanic or Latino origin. Hispanic/Latino population can be of any racial group.

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 alone, and 1.5% is Black or African American.



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

As shown in Exhibit HSA-7 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%.



Source: U.S. Census Bureau. 2010 and 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.

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

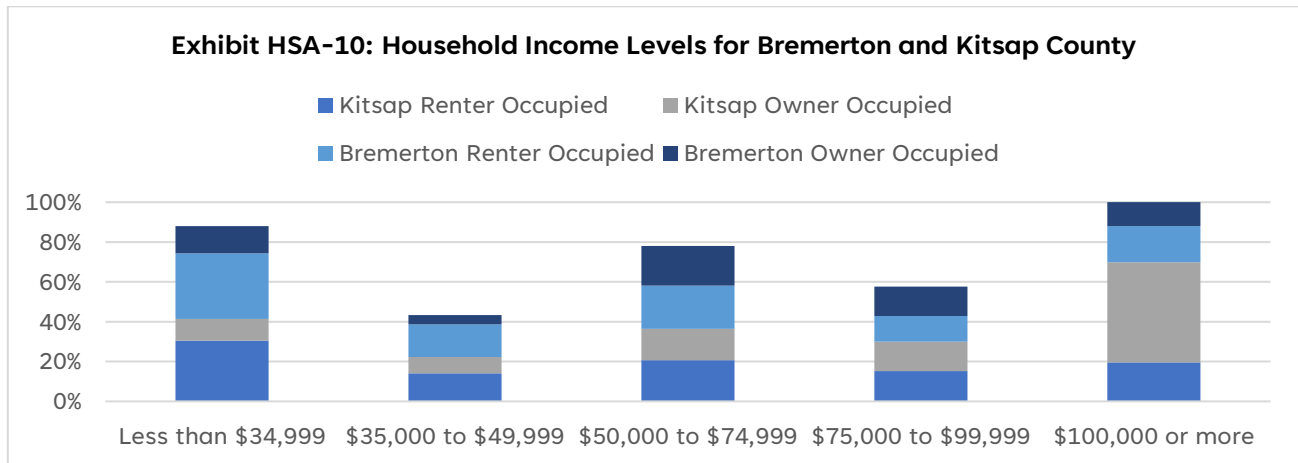
Source: U.S. Census Bureau. 2010, 2019, 2022. American Community Survey 5-year Estimates

As shown below in Exhibit HSA-9, Bremerton has a lower MHI for owner-occupied and renter-occupied households than Washington State, Kitsap County, and other cities in the county.

	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

As shown below in Exhibit HSA-10, 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.



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

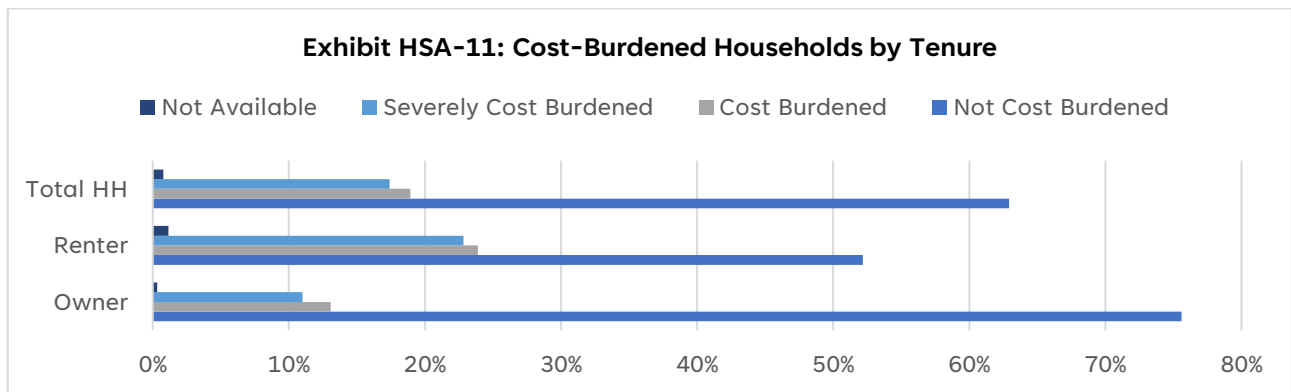
Exhibit HSA-10 above illustrates the income gap in Bremerton. Bremerton has a higher proportion of households making less than \$35,000 and a lower proportion of households making more than \$100,000 when compared to Kitsap County.

Bremerton has a smaller retirement age population (65 and over) than that of Kitsap County and Washington State. 23% of households have retirement income. The mean retirement income in 2022 was \$30,962, while the mean social security income is \$18,015.

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.

As shown in Exhibit HSA-11 below, about 36% of Bremerton households are either cost burdened or severely cost-burdened. Overall, renters are substantially more likely to be cost-burdened or severely cost-burdened than owners. 47% of renters are either cost burdened or severely cost-burdened, while 24% of owners are either cost burdened or severely cost-burdened.



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

It is important to understand that cost burden is a housing supply issue. Most communities have a spectrum of households with low, medium, and high incomes. Without an adequate supply of housing that is affordable to households in each income category, households will experience cost burden. Households at the lower end of the income scale have the fewest resources to balance cost burden because there simply is not enough money to meet basic family needs after housing costs.

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 HSA-12: 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.*

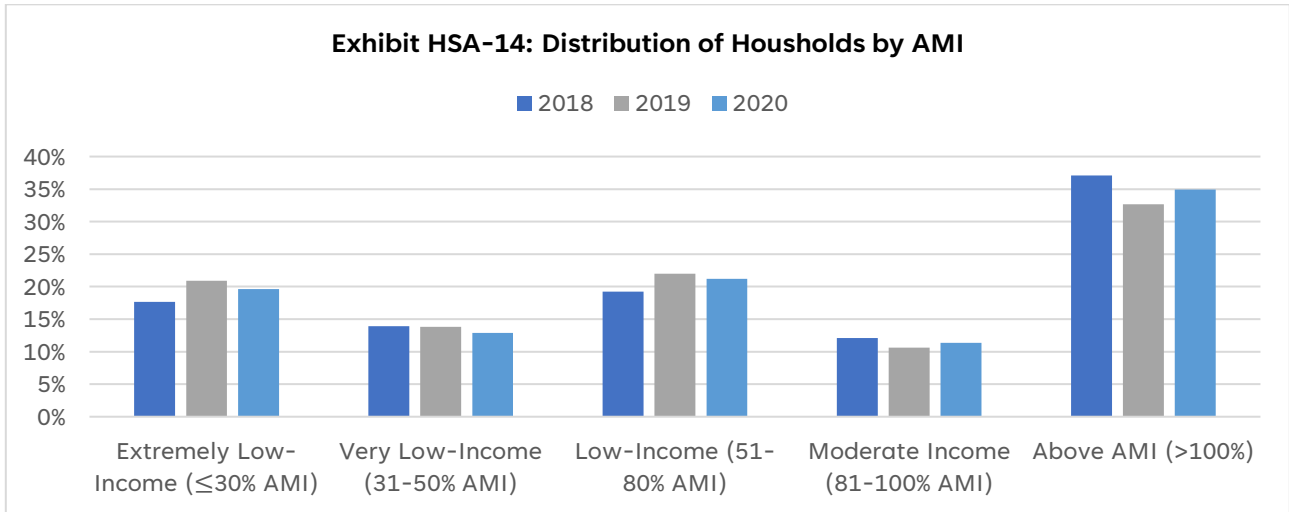
While there are households struggling with housing costs across the entire income spectrum, the greatest number are among households with incomes below 30% of HUD Area Median Income (AMI). The greatest need is among small families (36%) and other (32%). HUD defines small family as “2 persons, neither person 62 years or over, or 3 or 4 persons” and other as “non-elderly non-family”. Exhibit HSA-13 below is Bremerton’s household by type and income level.

Exhibit HSA-13: 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)

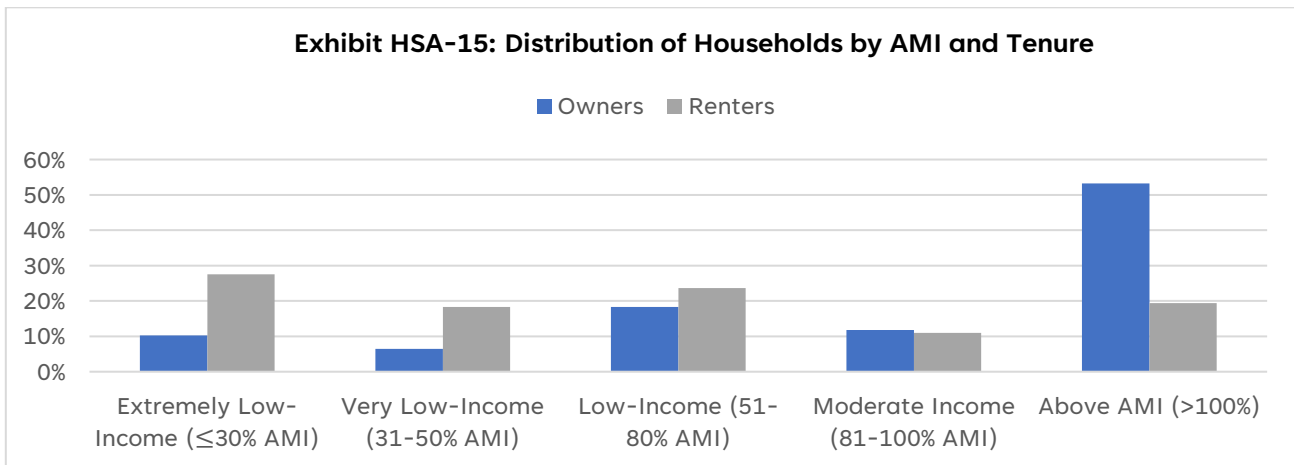
Cost burdens, especially severe cost burdens, affect wellbeing and health in significant ways. This is especially true for households with older residents or children who need medical care and nutrition. When these households face cost burdens they have less money to spend on food, healthcare, and transportation. 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 HSA-14 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)

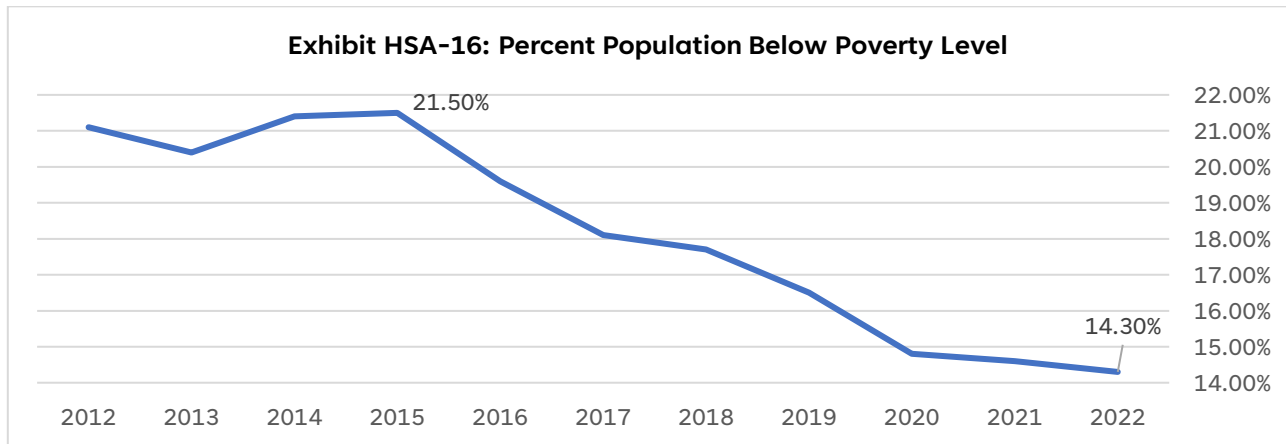
As shown in Exhibit HSA-15 below, households that own their homes in Bremerton are more likely to have higher incomes: 64% of homeowners have incomes above the AMI compared with just 29% of renters. This is an indicator that homeownership may be unaffordable for many moderate-income households in Bremerton.



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

Poverty Level

As shown in Exhibit HSA-16 below, Bremerton has seen a 22% decrease to 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

Employment Profile

Employment and Wages

As of 2021, there were 16,079 jobs based in Bremerton, which is a 7% decrease from 2010. The largest numbers of jobs in Bremerton are available in the sectors of health care and social assistance (4,608), retail (1,864), and educational services (1,692). In 2020, the average annual wages in the three largest employment sectors in Bremerton, accounting for nearly 60% of the workforce, range between approximately \$25,000 and \$56,000. These numbers include “civilian labor force,” which includes all non-institutionalized civilians who are either employed or unemployed.

Sector	Share	Average Annual Wage
Health Care and Social Assistance	28.7%	\$ 55,874
Retail Trade	11.6%	\$ 40,611
Educational Services	10.5%	\$ 39,584
Accommodation and Food Services	8.2%	\$ 25,692
Manufacturing	6.1%	\$ 63,730
Professional, Scientific, and Technical Services	5.4%	\$ 93,816
Administration & Support, Waste Management and Remediation	4.3%	\$ 51,928
Construction	3.1%	\$ 64,197
Finance and Insurance	2.9%	\$ 89,053
Real Estate and Rental and Leasing	2.8%	\$ 48,526
Other Services (excluding Public Administration)	2.5%	\$ 42,021
Wholesale Trade	1.4%	\$ 79,185

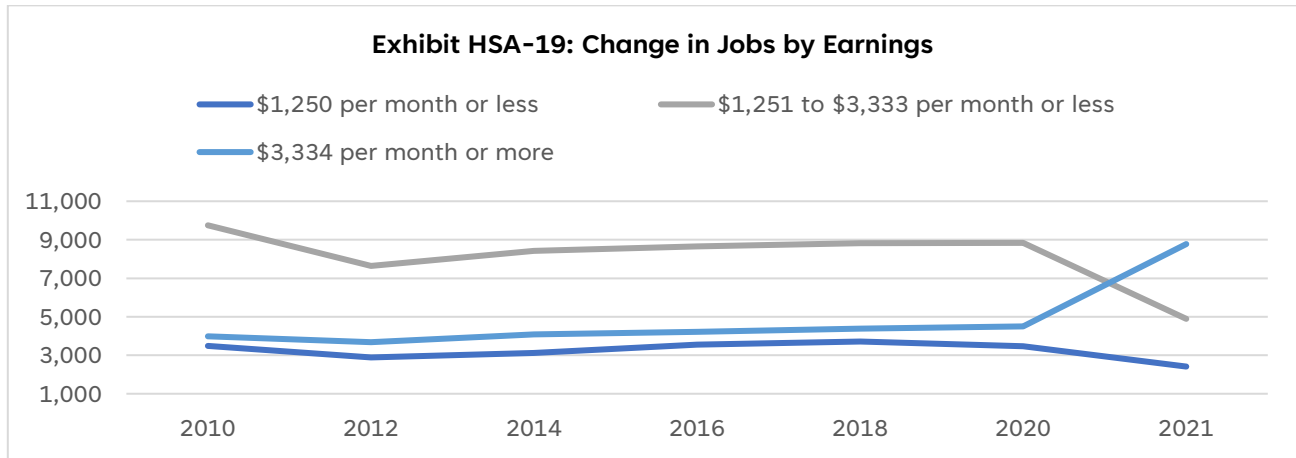
Source: U.S. Census OnTheMap, 2021 (Bremerton) and Employment Security Department/LMEA, 2020 (Kitsap County)

As shown in Exhibit HSA-18 below, on average, people who work in Bremerton (but do not live there) earn slightly less than residents of Bremerton, with 45% of Bremerton workers earning less than \$40,000 a year, compared to 49% of residents.

Exhibit HSA-18: Job Counts by Earnings				
	Bremerton Residents		Bremerton Workers	
	Count	Share	Count	Share
\$1,250 per month or less	2385	17%	2412	15%
\$1,251 - \$3,333	4550	32%	4891	30%
More than \$3,333	7476	52%	8776	54%

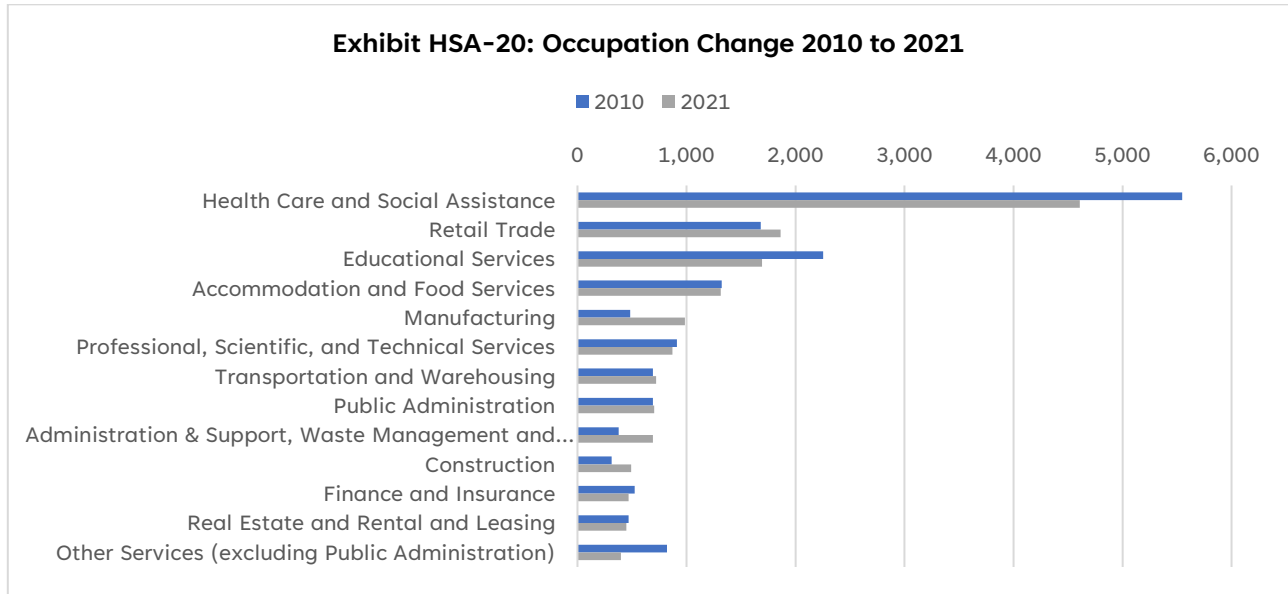
Source: U.S. Census OnTheMap, 2021

As shown in Exhibit HSA-19 below, the number of jobs in the city that pay \$1,250 per month or less (roughly \$15,000 per year) has declined by 31% since 2010, while the number of jobs paying more than \$3,333 per month (roughly \$40,000 per year) has grown by 120%. The number of jobs in the city that pay \$1,250 to \$3,333 per month has declined by 50%.



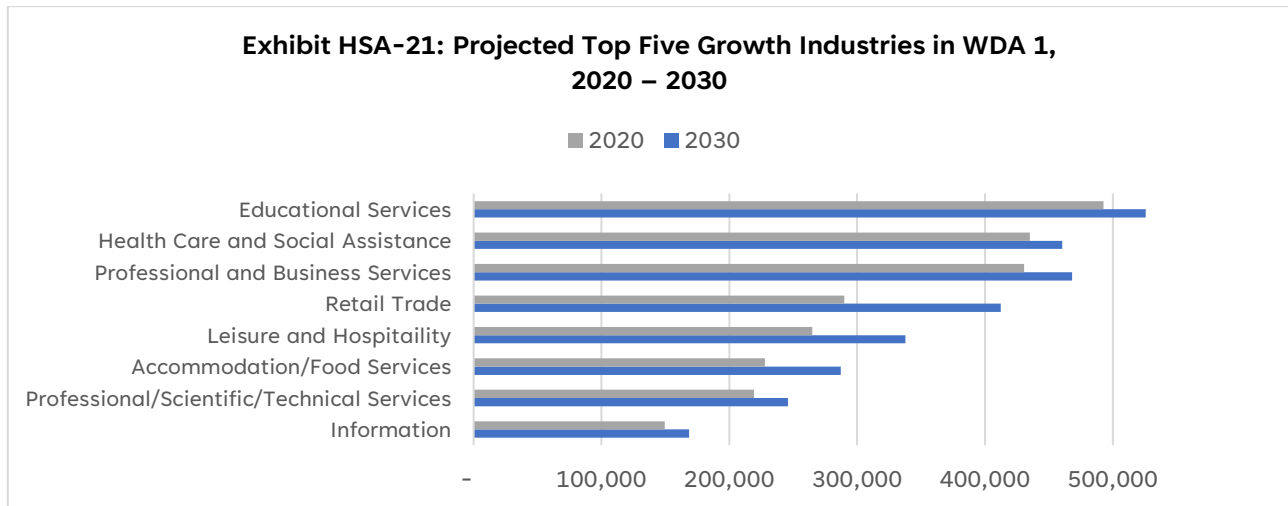
Source: U.S. Census OnTheMap, 2010-2021

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%).



Source: U.S. Census OnTheMap, 2021

Regional employment projections can provide important information to shed light on potential future demand for housing. 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 HSA-21 below outlines industries anticipated to see the most growth over the 2020 to 2030 period.



Source: Washington State Employment Security Department, 2020

Naval Base Kitsap

Naval Base Kitsap (NBK) is a U.S. Navy home base for the Navy’s fleet throughout West Puget Sound, provides base operating services, support for both surface ships and fleet ballistic missile 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 aircraft carrier dry dock. NBK is the third-largest Navy base in the U.S. In the year 2024, Naval Base Kitsap-Bremerton had a total of 25,765 job openings, with 21,802 of those jobs filled. Military housing for NBK-Bremerton included approximately 2,000 beds for unaccompanied housing/barracks and 41 units consisting of single-family homes and 4-plexes for officers and their families. The shipyard in Bremerton is the Pacific Northwest’s largest Naval shore facility and

one of Washington state's largest industrial installations.

Naval Hospital Bremerton (NHB), located on Boone Road, is the primary military medical facility in the area. NHB is a community-based acute care and obstetrical hospital, offering primary care, urgent care and a broad range of outpatient/same day medical and surgical specialties. Naval Hospital Bremerton and the clinic staff consist of approx. 1,100 dedicated military, federal service civilian and contractor personnel.

In the 2020 Census, 3,633 residents resided in military group quarters, which is 8.4% of the total population, compared to 2% of the Kitsap County population.

Jobs and Housing Ratio

Based on 2023 population and 2021 employment numbers, as shown in Exhibit HSA-22, Bremerton has a jobs-housing ratio of about .83. 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.

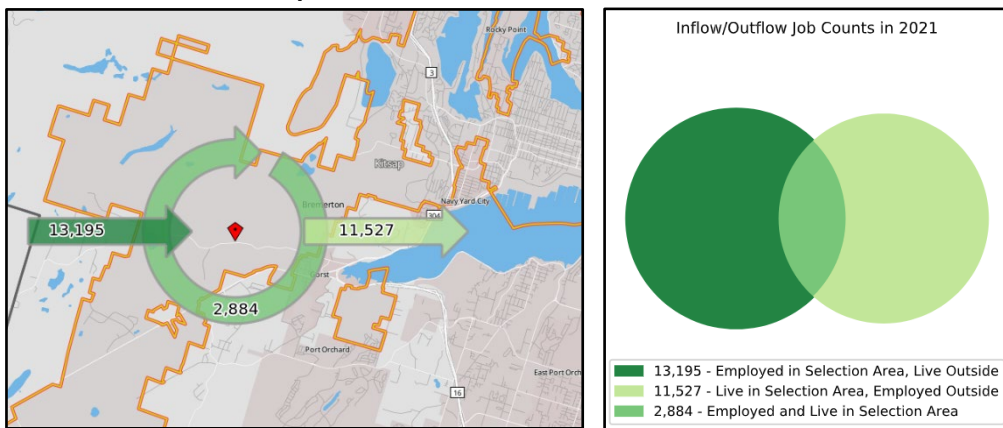
Exhibit HSA-22: Jobs to Housing Ratio, 2021			
	Jobs	Housing	Ratio
Bremerton	16,079	19,399	.83

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

Using the Inflow/Outflow Analysis tool in Census OnTheMap it's easy to show that this ratio isn't resulting in the desired benefit of reduced commute distances. Of the 16,079 jobs located in Bremerton, only 2,884 workers live in Bremerton, or just 18%. Instead, 82% of people working in Bremerton commute in from home locations outside the city. And 80% of working residents of Bremerton commute to jobs outside of the city.

The Venn diagram below shows this situation clearly. One reason for this outcome could be that over 45% of the jobs in city limits are lower wage (earning less than \$3,333 per month).

Exhibit HSA-23: Inflow/Outflow Counts of Jobs



Source: U.S. Census OnTheMap, 2021

Out of the 11,527 residents employed outside of the city, 16% commute to Seattle, while 7% commute to Silverdale, as shown in Exhibit HSA-24.

Exhibit HSA-24: Where Bremerton Residents Are Employed	
Location	Percent
Bremerton	20%
Seattle	16%
Silverdale	7%
Tacoma	5%
Port Orchard	4%
Poulsbo	3%
Bellevue	3%

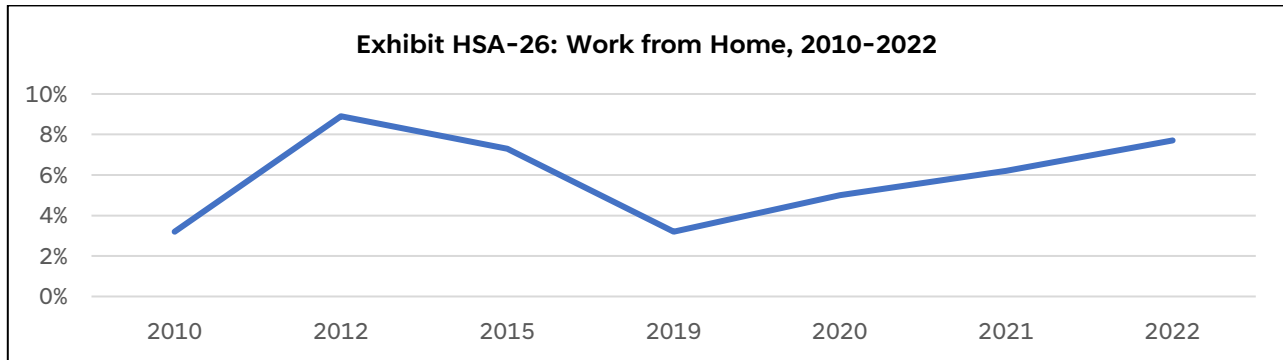
Source: U.S. Census OnTheMap, 2021

As shown in Exhibit HSA-25 below, over 42% of Bremerton residents travel less than 10 miles to their place of employment and an additional 39% travel 10-24 miles.

Exhibit HSA-25: Job Locations by Distance	
Less than 10 miles	41%
10-24 miles	32%
25-50 miles	3%
Greater than 50 miles	6%

Source: U.S. Census OnTheMap, 2021

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 (see HSA Exhibit 26), 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

Housing Inventory

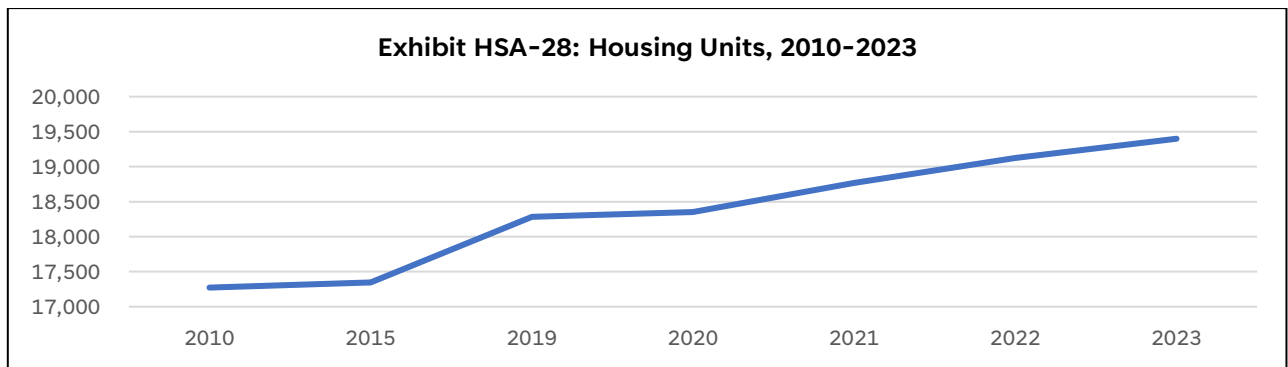
Characteristics of the existing housing stock include type, occupancy, age, condition, and affordability, as detailed in sections following this general summary. By comparing the housing stocks of the city and the wider Kitsap community, the characteristics of Bremerton's existing housing stock, and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

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, 30% in Poulsbo, and 8% in unincorporated Kitsap County.

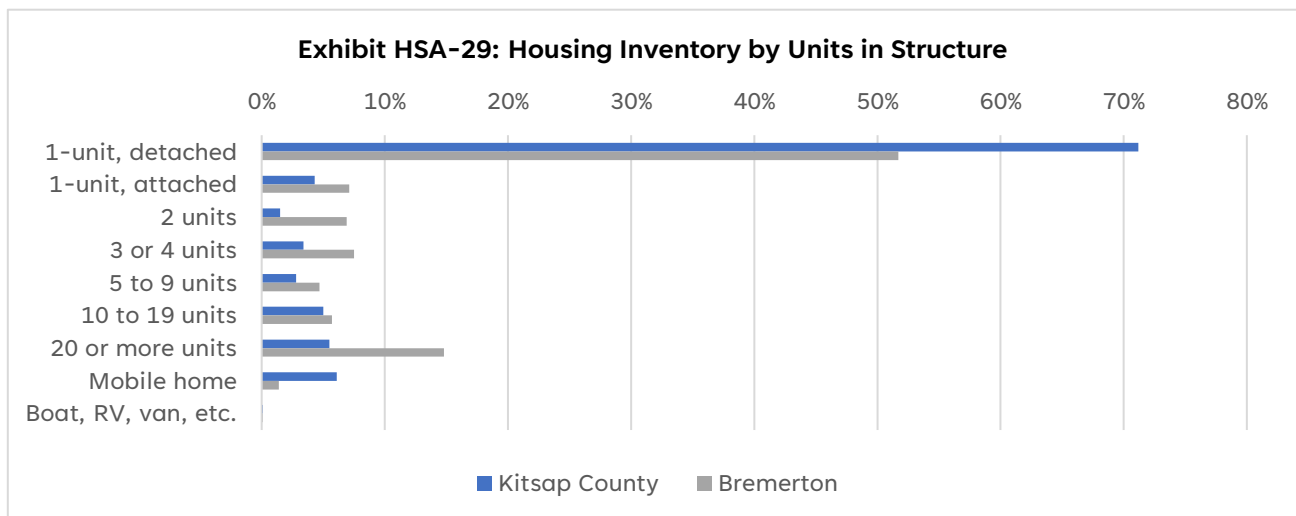
Exhibit HSA-27: Percent Housing Unit Change 2010-2023	
Washington State	15.7%
Kitsap County	7.9%
Bainbridge Island	8.1%
Bremerton	12.3%
Port Orchard	52.5%
Poulsbo	29.9%

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



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

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 HSA-29, 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.

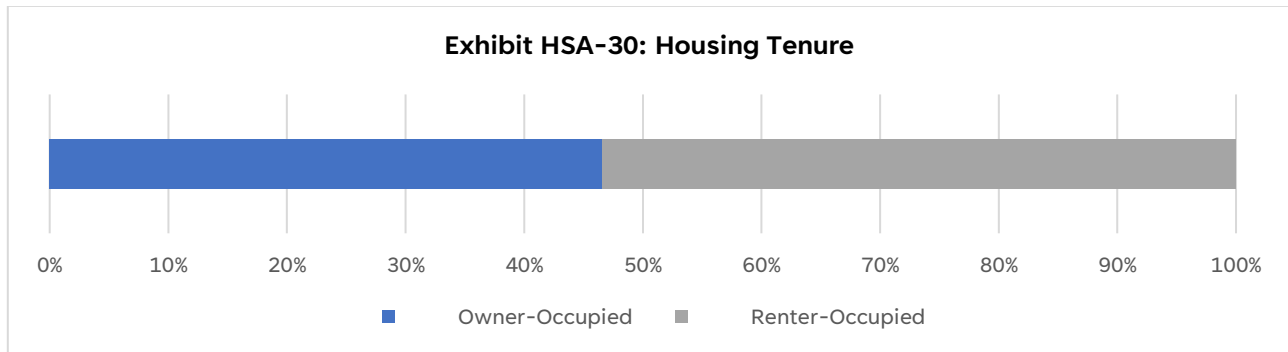


Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates

Housing Tenure

As of 2022, an estimated 47% of households in the City of Bremerton owned their home, while 53% were renting (Exhibit HSA-30 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.

A healthy housing market includes a mix of both ownership and rental housing types to meet the needs of a diversity of households and income levels. Not all households can afford homeownership or desire to own a home. There is some evidence that higher rates of homeownership in a community are associated with a higher median length of residence (amount of time living the same housing unit). Higher rates of homeownership are also linked to higher property values, though that relationship may work in reverse, with higher property values leading to higher ownership rates.

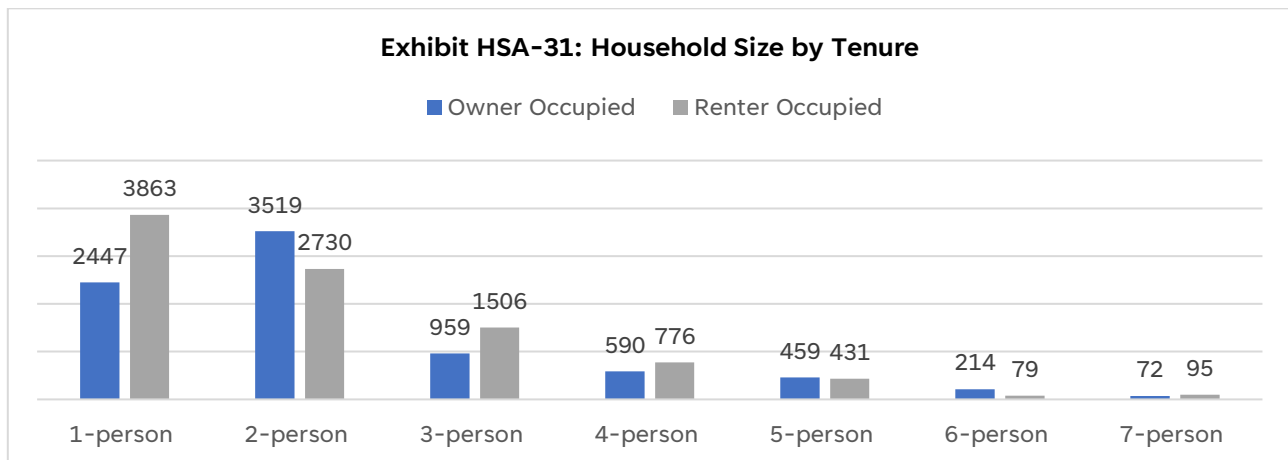


Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

Household Size

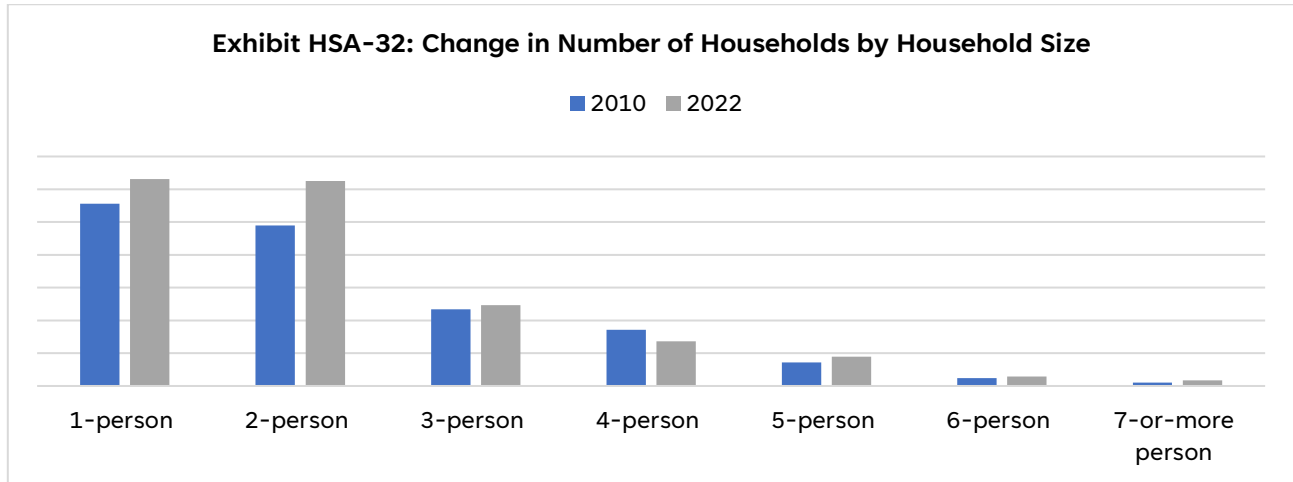
The term “household” refers to a group of people living together in a single housing unit. As of 2022, the average household size in the City of Bremerton is 2.27 individuals (2.34 for owner-occupied households and 2.2 for renter-occupied households), lower than the Washington State and Kitsap County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

As shown in Exhibit HSA-31, 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.



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

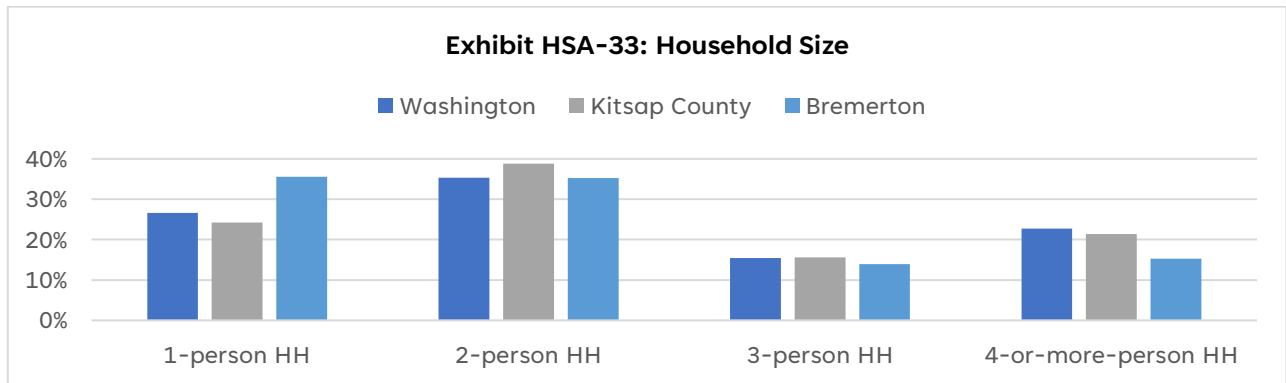
The breakdown of households by size has changed over the past decade, as shown below. The city experienced an increase in all household sizes except 4-person households (20% decrease). The greatest increase was seen in 7-or-more person households with 54% increase from 2010 to 2022.



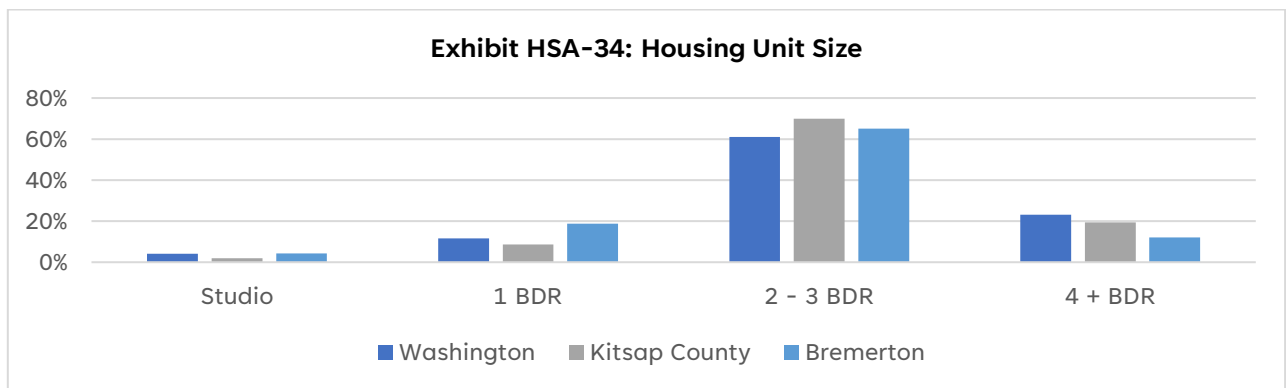
Source: U.S. Census Bureau. 2010 and 2022. American Community Survey 5-year Estimates.

Bremerton’s current housing stock size when compared with household size, reveals the situation as population ages in place. Exhibits HSA-33 and 34 reports a majority of households in Bremerton (71%) have one or two members and live in housing units with two or more bedrooms.

It is likely that many of the 2-3+ bedroom homes in Bremerton are occupied by households with only one or two members; this can happen when there are “empty nester” owner households living in single-family housing stock. This reduces the number of larger homes available for larger households.



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

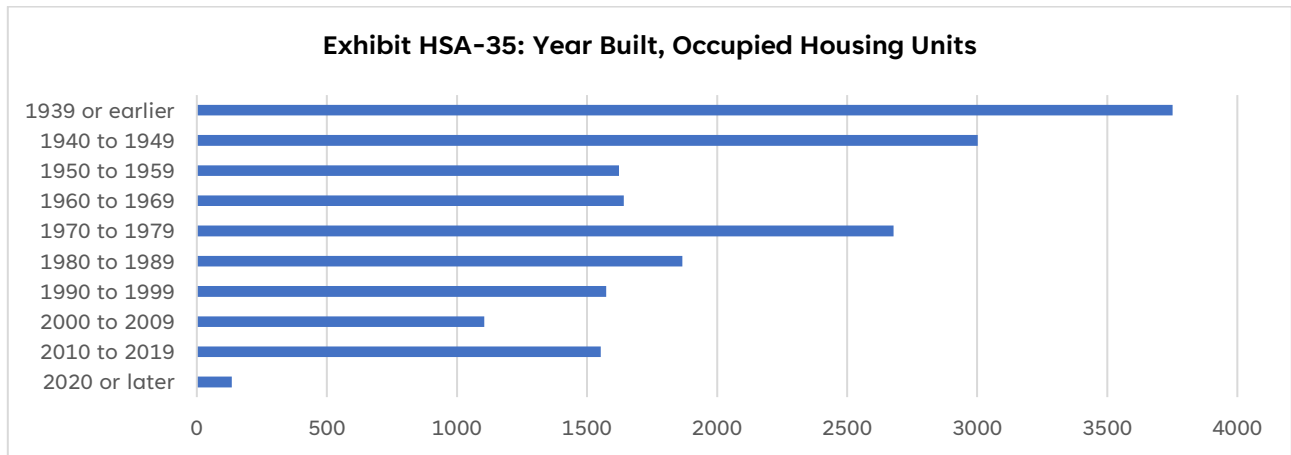


Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

Age of Housing Units

As shown in Exhibit HSA-35, 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. This creates a unique challenge of maintaining and rehabilitating an existing, older, housing stock.

Many of these housing units are solidly built and structurally sound but in need of energy efficiency improvements and upgrades to preserve them for the long-term. The older age of Bremerton’s housing stock, with an associated increased cost for maintenance, has an impact on the conditions of housing, particularly in common deference of maintenance as homes approach obsolescence in today’s market for homeowners.



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

Housing Conditions

A study of Kitsap County Assessor data also revealed that less than 6% of Bremerton's occupied single family housing units rated as being in fair, poor or very poor condition. Kitsap County Assessor “fair” assumes to have only minor deficiencies. Structures rated “poor” or “very poor” are assume to that they have substantial deficiencies (e.g. cracked foundation or need new roof).

Exhibit HSA-36: 2024 Housing Condition (Buildings)								
Type	Excellent	Very Good	Good	Average	Fair	Poor	Very Poor	Total
Single Family	233	1378	3559	4251	351	76	27	9875
Manufactured Home	2	3	23	78	12	1	2	121
Duplex	23	120	400	386	40	5	5	979
Triplex	1	10	18	32	8	0	3	71
Fourplex	0	5	18	26	6	0	1	56
Total Buildings	259	1516	4018	4773	417	82	37	11,102
Percent	2	14	36	43	4	1	>1%	

Source: Kitsap County Assessor, 2024

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



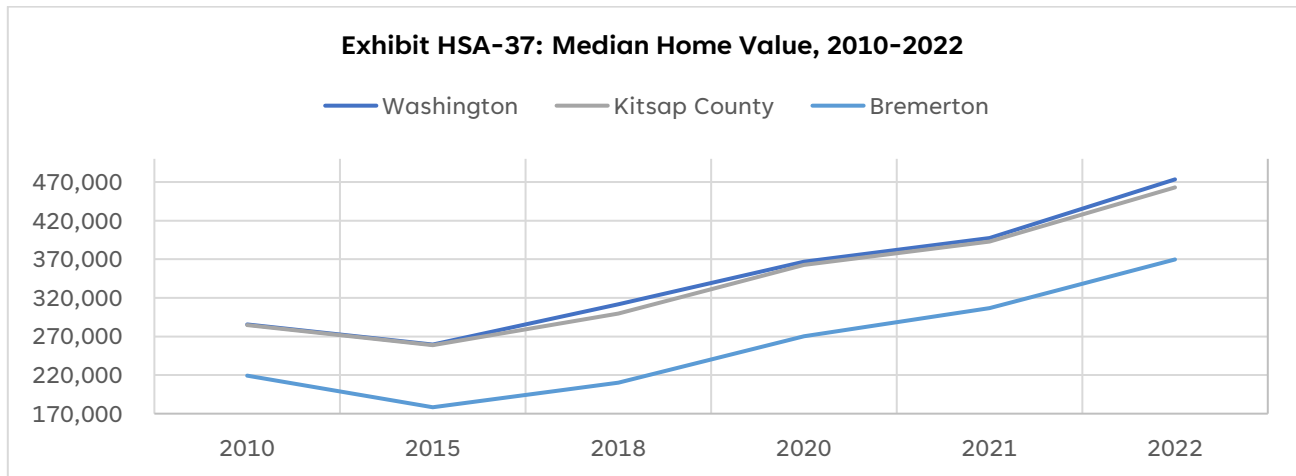
- A backlog of 119 units rated "poor" or "very poor" must be rehabilitated or replaced in the next 20 years -- an average of 8 per year.
- An additional 254 housing units are expected to become substandard each year (2% of approximately 12,697 built before 1980).

It is expected that most pre-1980 units will need some level of rehabilitation during the planning period. Private and public efforts listed in the Goals and Policies section of this Housing Element describe measures aimed at stemming this tide of rehabilitation needs. The direction of the elements goals and policies include taking actions such as supporting code enforcement as well as recognizing the critical role of new development and increase land values that will spur new investments and property improvements.

Housing Affordability

Homeownership Affordability

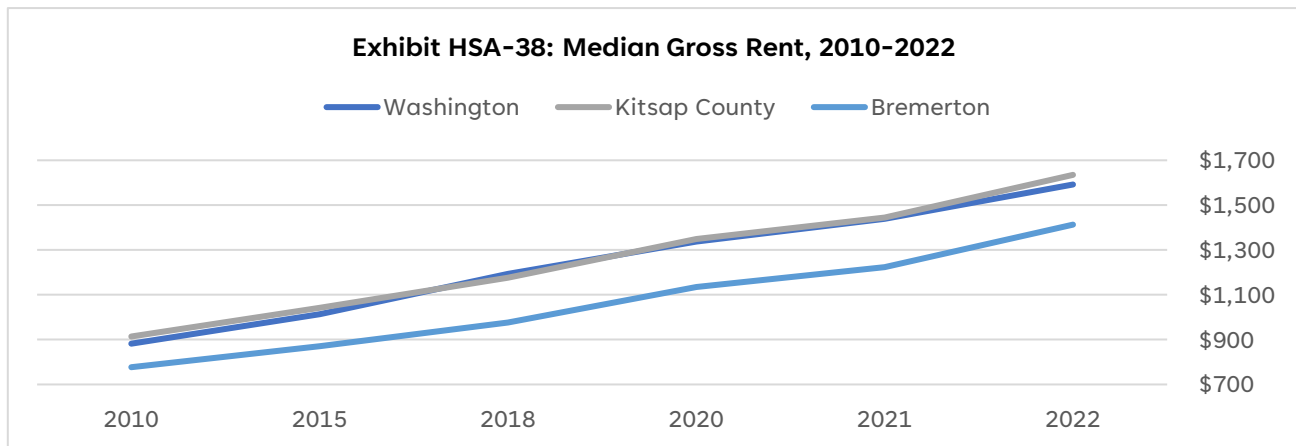
Between 2015 and 2022, the median home value of occupied housing units in Bremerton went from \$178,300 to \$369,700, which was a 107% increase. During that same time Kitsap County experienced a 79% increase while Washington State saw an 82% increase.



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 HSA-39, 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 HSA-39: Rental Affordability, 2010-2022		
	2010	2022
Median Rent	\$777	\$1413
Income Needed to Afford (at 30% of MHI)	~ \$31,000	~ \$56,000
Median Household Income (renters)	\$28,483	\$50,591

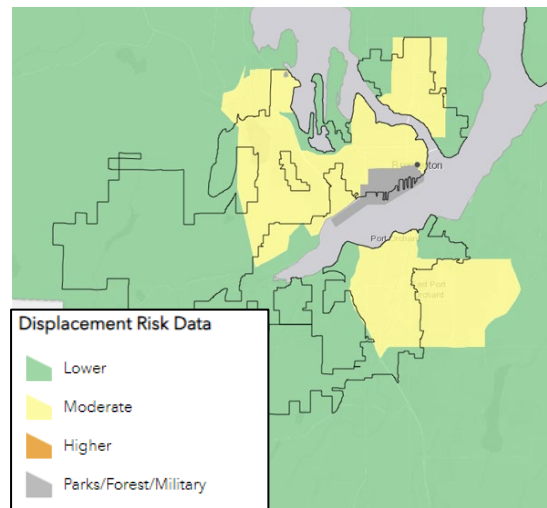
Source: U.S. Census Bureau 2010 and 2022 American Community Survey 5-year Estimates.

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.

Exhibit HSA-40: PSRC Displacement Risk



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. In an effort to address displacement, Bremerton adopted Ordinance No. 5510 which encourages landlords to maintain existing housing stock in good condition, and adds protections for vulnerable populations that may be residing in substandard housing, including relocation assistance to secure better housing conditions.

Affordable Housing

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.

Affordable Rental Housing

The City of Bremerton has 39 properties regulated affordable housing properties consisting of 1856 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 50-60% MFI.

Exhibit HSA-41: 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.

There are additional programs and projects that support affordable housing properties, programs or assistance for residents to stay within their home. Exhibit HSA-42 describe additional programs.

Exhibit HSA-42: 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-DF?bidId=>

Affordable Homeownership Housing

In addition to rental housing, lower-income households have some opportunities for homeownership 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 HSA-43: 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 MF 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 \$952,000 since 2013; average of \$36,600 per household

Source: ECONorthwest Exhibit 39 Kitsap-Bremerton Affordable Housing Inventory and Market Analysis, Appendix B

Homelessness and Special Housing

Homelessness

The City of Bremerton homeless response system is coordinated through the Kitsap Housing and Homelessness Coalition, comprised of 40+ organizations providing prevention rental assistance, emergency shelter beds, transitional housing units, rapid rehousing subsidies, and permanent supportive housing units in tandem with a wide range of progressive engagement case management and tailored supports.

Kitsap’s one-stop coordinated entry program, the Housing Solutions Center, provides intake, assessment, and referrals for all households experiencing housing instability and homelessness. The Housing Solutions Center (HSC) has offices in Bremerton, Port Orchard, Poulsbo and Bainbridge Island, and



refers households to appropriate emergency housing resources and maintains a community-wide waiting list for emergency housing.

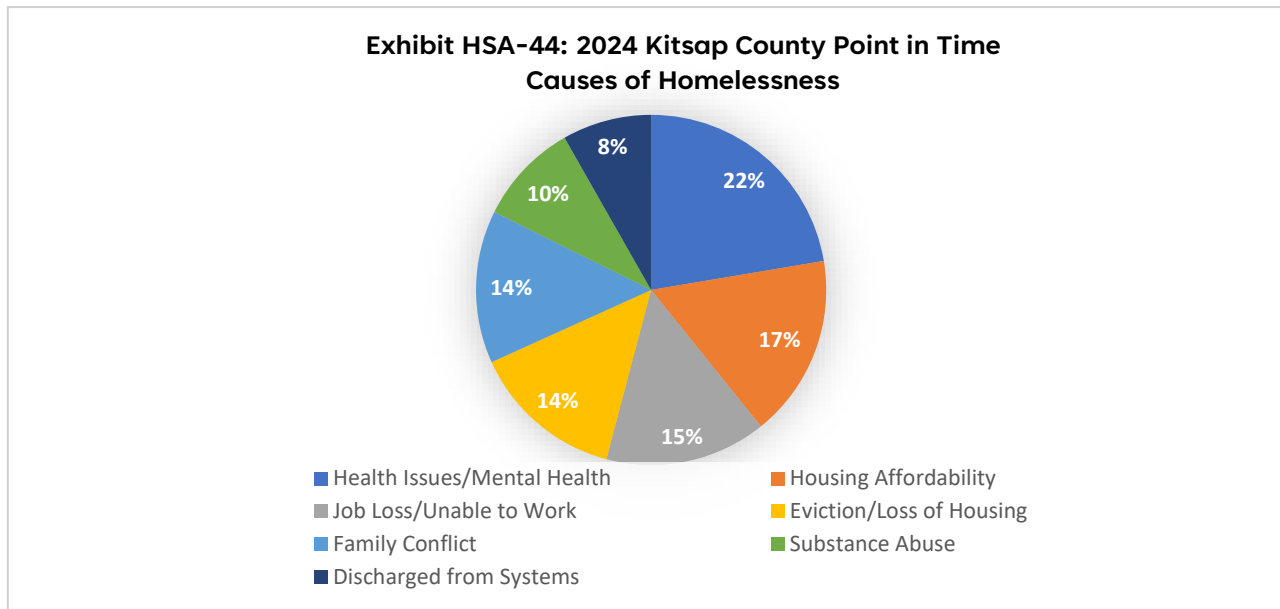
Chronically homeless individuals are currently underserved in Kitsap, with few programs targeting their needs. Kitsap Community Resources provides a wide range of social services, including housing and supports, for homeless families. Veterans receive prevention funding through the Kitsap Veterans Assistance Fund, and rental assistance and case management through the Veterans Assistance and Supportive Housing (VASH) voucher and the Supportive Services for Veteran Families (SSVF) program. The Coffee Oasis provides a wide array of services for unaccompanied homeless and street-oriented youth, drop-in centers, case management, job training, and a youth shelter.

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

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

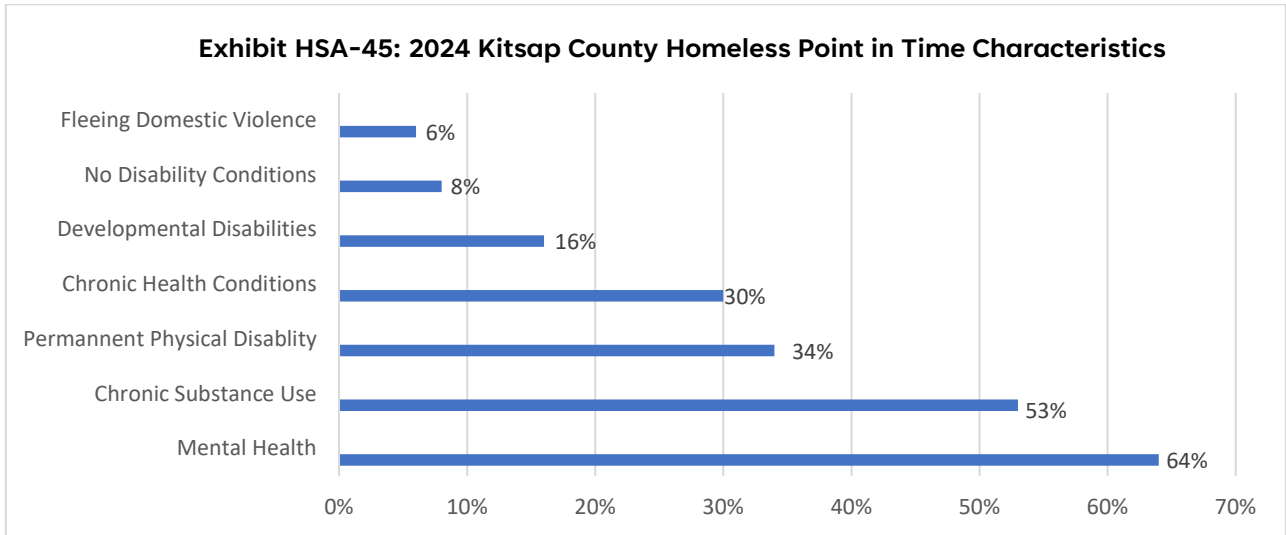
Each year, by federal and state mandate, Kitsap County partners with local social services organizations to conduct an outreach effort to survey as many people experiencing homelessness as possible during a 24-hour period - this is called the Point in Time Count. It offers a snapshot of homelessness for a single night in January.

The cause of homelessness is gauged as well during the Point in Time survey. In 2024, the following were reported as reasons for homelessness in Kitsap County:



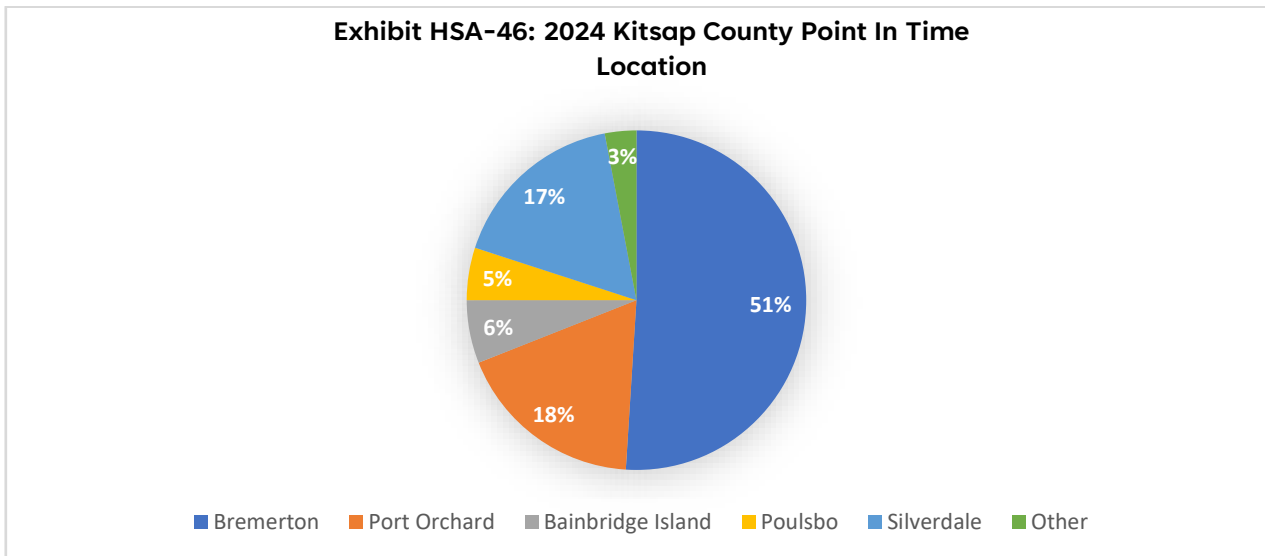
Source: Kitsap County Human Services/Homelessness
<https://www.kitsap.gov/hs/HOUSINGBLOCK/2024%20Kitsap%20County%20PIT%20Overview%20-%20Preliminary.pdf>

When asked about various personal characteristics, 165 unsheltered heads of households (76%) responded. The most common response from survey participants was that they experienced challenges related to mental health, followed by chronic substance abuse, permanent disability, and chronic health conditions.



Source: Kitsap County Human Services/Homelessness
<https://www.kitsap.gov/hs/HOUSINGBLOCK/2024%20Kitsap%20County%20PIT%20Overview%20-%20Preliminary.pdf>

Efforts were made to survey widely across Kitsap County where households experiencing homelessness were anticipated to be encountered. Participants experiencing unsheltered homelessness (216 households, 255 individuals) were surveyed in the following locations throughout Kitsap County.



Source: Kitsap County Human Services/Homelessness
<https://www.kitsap.gov/hs/HOUSINGBLOCK/2024%20Kitsap%20County%20PIT%20Overview%20-%20Preliminary.pdf>

Special Needs Housing Opportunities

Special needs populations include the elderly, people living with mental, physical, and/or developmental disabilities, people with alcohol or other drug addiction, people living with HIV/AIDs, victims of domestic violence and people who have been discharged from institutions such as jail or prison, State Mental Hospital or the foster care system. This population represents the majority of Kitsap County’s most vulnerable people.

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

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

Some individuals with special needs, such as the disabled, have very little income and may never be fully self-sufficient. They do not have the ability to work full-time and many live on very minimal amounts of Social Security. Because of the disparity between Supplemental Security Income (SSI) income and rental housing costs, non-elderly adults with significant disabilities are often forced to choose between homelessness or placement in a segregated and restrictive institutional setting such as an adult care home, nursing home, or other congregate setting.

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

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

Temporary and Transitional Housing Opportunities

The homeless response system includes a network of shelter operators that include emergency housing beds for women and children, single men, and families with children. Couples, families with teen-age boys, households with pets, and men with children are currently under served. Temporary and transitional housing available in Bremerton include The Salvation Army, Kitsap Rescue Mission (at the Quality Inn), Benedict House Men's Shelter and St. Vincent de Paul Birkenfeld Stella Maris House Women's Shelter.

As quickly as possible, households are moved from emergency shelter into rapid rehousing programs (short shallow subsidies with progressive engagement case management), permanent subsidized housing, long-term housing with specific supports (such as substance abuse disorder recovery) or permanent supportive housing. However, insufficient funding for rapid rehousing and a shortage of units of affordable housing, housing with supports, and permanent supportive housing results in longer shelter stays and households who stay homeless for longer. Bremerton Housing Authority's Evergreen Bright Start provides housing and services for young adults aged 18-24 with behavioral illnesses who are homeless or at risk of homelessness.

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

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

The Challenge to End Veteran Homelessness in Kitsap is part of a national initiative to end veteran homelessness. It includes participation from a wide range of programs specific to veterans and programs that serve all individuals experiencing homelessness— Washington Department of Veterans Assistance, Building 9 at Retsil provides 60 beds of transitional housing for veterans throughout the region. Kitsap Community Resources operates the Veterans Assistance Fund under contract with Kitsap County. The fund provides eligible veterans and/or immediate family members with emergency financial assistance for rent, utilities, and assistance for food, transportation, medical and prescription costs.

YMCA of Kitsap County operate an emergency shelter for survivors and their children fleeing an immediate dangerous situation due to domestic violence. The YMCA also provides supportive housing services for referrals for transitional and long-term housing.

Future Housing Targets

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

The focus of this Comprehensive Plan, however, is on planning for new growth to the city which capitalizes on Bremerton’s unique location and access in the region as well as its metropolitan characteristic, unique in Kitsap County.

Housing Production

According to the 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 HSA-47. Over half (54%) of these permits were in multifamily buildings, compared to 37% in the previous evaluation period.

Exhibit HSA-47: Residential Building Permits, 2013-2019				
Zone	SF Units	MF Units	ADU	Total Units
Low Density Residential (R-10)	555	20	13	584
Medium Density Residential (R-18)	5	14	0	19
High Density Residential (R-40)	2	28	0	30
Bay Vista Subarea Plan	10	297	0	307
District Center Core (DCC)	0	1	0	1
Downtown Subarea Plan	1	390	0	391
Harrison Heights Subarea Plan (HHSAP)	210	20	0	230
General Commercial (GC)	1	164	0	165
Institutional (INST)	2	0	0	2
Total	728	934	13	1729

Source: Kitsap County Buildable Lands Report, 2021

Land 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 HSA-48 summarizes the findings.

Exhibit HSA-48: Housing and Population Capacity (2019)			
Zoning	SF Unit Capacity	MF Unit Capacity	Population Capacity
Low Density Residential (R-10)	1752		4082
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	1944
Downtown Subarea Plan		2418	5151
Harrison Heights Subarea Plan (HHSAP)			3610
General Commercial (GC)		254	541
Institutional (INST)		3	6
Neighborhood Business (NB)		84	178
Total	1872	4070	16,640

Source: Kitsap County Buildable Lands Report, 2021

Housing Growth Targets

The 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.

Exhibit HSA-49 below reports Bremerton’s growth allocations compared to the 2021 BLR Land Capacity. Attachment A to the Housing Appendix provides additional data that support the following summary tables.

Exhibit HSA-49: 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	2762	2422	- 340
Housing Units	18,351	9556	7026	- 2,530

¹ Buildable Lands Report (2021) | ² Kitsap County Countywide Planning Policies

Under the previously adopted 2016 Comprehensive Plan, there was not sufficient land capacity to satisfy 2044 KRCC growth projections for Bremerton. Land capacity adjustments made with the 2024 Comprehensive Plan result in conformance with KRCC growth target of 9,556 housing units, as noted in Exhibit HSA-50. Kitsap County Land Capacity Analysis methodology, utilized with the 2021 Kitsap County Buildable Lands Report, was updated to include development trends through the year 2022 and increased density assumptions. The resulting 2024 Comprehensive Plan land capacity table is provided as Exhibit HSA-50 and in more detail in Exhibits HSA-70 through -72.

Exhibit HSA-50: 2044 Housing Target and Capacity Summary		
	Allocation for 2044	Housing Capacity
Housing Units	9556	SF 1731; MF 8344
Totals; Surplus	9556	10,067; 511 surplus

Source: City of Bremerton DCD; FEIS Preferred Alternative

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 instruct 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: East Park Subarea Plan
- Low Rise: Bay Vista Subarea Plan, Low Density Residential (R-10), Medium Density Residential (R-18), High Density Residential (R-40), Neighborhood Business (NB)
- 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 HSA-51A compares the aggregated housing needs of each income level to the total existing capacity in each zone category. The Department of Commerce guidance indicates Low Rise residential structures satisfy income band requirements for 0-80% AMI. With the Comprehensive Plan update, residential zones noted above will permit Low Rise residential structures, and accordingly 0-80% AMI income housing is dispersed throughout zoning districts. The two largest landowners in the Low Density Residential (R-10) zone, with land totaling more than 640 acres, have each provided letters of support to add multifamily housing in the R-10 zone; these lands could hypothetically develop less than 15% of maximum zoned density and still satisfy all 0-80% AMI housing allotted to the R-10 zone as noted per Exhibit HSA-72.

Kitsap Regional Coordinating Council (KRCC) Housing Allocations indicate Bremerton has 316 existing emergency housing beds, with an additional 403 needed by the year 2044. The City of Bremerton's comprehensive plan has to make an estimate for the potential number of shelter beds that could be accommodated within our jurisdiction by land use designation. The City completed the estimation process regarding the number of shelter beds that could be created by following the process conducted by Kitsap County and the City of Port Orchard in their comprehensive plans.

We utilized these agencies as examples because they are similar to Bremerton in that they have no spacing or intensity restrictions for emergency housing, they permit emergency housing in all zones where hotels are an allowed use, and they use the same guidance from the Washington State Department of Commerce (Commerce). Commerce developed guidance for jurisdictions based on three example projects: Tri-City Union Gospel Mission (Pasco), North King County Enhanced Shelter (Shoreline), and The Gateway (Seattle), and determined that jurisdictions should use a presumed average planning density of 29 beds per acre. The table below shows that if all of our current vacant and underutilized parcels were utilized for emergency housing, and the presumed density of 29 beds per acre were achieved, then this could result in a presumed capacity of 3,988 emergency housing beds, for a surplus

of 3,585 as seen in Exhibit HSA-51B. Department of Commerce guidance instructs jurisdictions to double count lands available in the residential land capacity analysis and separate emergency housing land capacity analysis, leading to the same land accounting for two separate development outcomes; for this reason estimated emergency housing capacity is likely significantly lower than the reported number of potential shelter beds, but still illustrating that the City could accommodate the allocated 403 beds needed by the year 2044.

Exhibit HSA-51A: Comparison of Projected Housing Needs by Income					
Income Level	Projected Housing Needs	Zone Categories Serving These Needs	Aggregated Housing Needs	Total Zone Capacity	Capacity Surplus
0-30% AMI PSH	800	Low Density, Low Rise, Mid-Rise	5506	5674	168
0-30% AMI Other	1824				
>30-50% AMI	1566				
>50-80% AMI	1316				
>80-100% AMI	678	Moderate Density, Mid-Rise	1345	1634	289
>100-120% AMI	667				
>120% AMI	2705	High-Rise/Tower	2705	2759	54
Total	9556		9556		

**Source: Kitsap Countywide Planning Policies Appendix F: Housing Allocation 2020 Through 2044
Data Source: Housing for All Planning Tool, Methodology A, Washington State Department of Commerce, March 1, 2023.*

Exhibit HSA-51B: Emergency Shelter Capacity by Zone 2020-2044			
Zoning District	Net Acres	Beds/Acre	Emergency Shelter Bed Capacity
Bay Vista Subarea Plan (BVSAP)	2.53	29	73
District Center Core (DCC)	10.34	29	300
Downtown Subarea Plan (DSAP)	43.86	29	1272
Harrison Heights Subarea Plan (HHSAP)	59	29	1711
General Commercial (GC)	13.48	29	391
Neighborhood Business (NB)	8.30	29	241
Total	137.51	29	3988
KRCC Allocation 403 beds			3585 surplus

Source: City of Bremerton DCD; Harrison Height Subarea DEIS

Part 2: Racially Disparate Impact Analysis

Introduction

In 2021, Washington State made changes to the housing element of the Growth Management Act (GMA). The changes move from language that *encouraged* affordable housing to language that requires Bremerton to *plan for and* accommodate affordable housing, with specific requirements for identifying sufficient land capacity for moderate, low, very low, and extremely low-income households. The changes also require jurisdictions to identify housing policies and regulations that result in racially disparate impacts, displacement, or exclusion and start the work of undoing those impacts.

The purpose of the following evaluation is to analyze the impacts of Bremerton’s housing policies and regulations through an equity lens – looking for places those policies may be having disparate impacts on particular racial or economic groups. This evaluation informs changes to policies in the Comprehensive Plan relating to housing as part of the City’s Periodic Update.

The Washington State Department of Commerce (Commerce) developed a guidebook on how to respond to the need to consider Racially Disparate Impacts. The guidebook defines racially disparate impacts as:



groups.” The Bremerton Racially Disparate Impact Analysis utilizes the guidance provided in the Commerce publication “[Guidance to Address Racially Disparate Impacts](#)” dated April 2023.

Historical Context

Tribal Use

Bremerton is within the historical territory of the Suquamish people. The Suquamish people have lived, gathered plants, collected ceremonial and spiritual items, hunted, and fished since time immemorial in what is now western Washington State. The Suquamish Tribe is a federally recognized Indian Tribe and pursuant to the 1855 Treaty of Point Elliott, the Tribe reserved the right to fish and gather shellfish at its “usual and accustomed” (U&A) fishing grounds and stations in Puget Sound, including Kitsap County and Bremerton.

Bremerton watershed is within the historic territory of the Skokomish people. What is now known as the Skokomish Tribe was primarily composed of Twana Indians, a Salishan people whose aboriginal territory encompassed the Hood Canal drainage basin in western Washington State. The Twana subsisted on hunting, fishing and gathering activities, practicing a nomadic lifestyle during warmer weather and resettling at permanent sites during the winter. The Skokomish Tribe is a federally recognized Indian Tribe and pursuant to the 1855 Treaty of Point Elliott, the Tribe reserved the right to fish and gather shellfish at its “usual and accustomed” (U&A) fishing grounds and stations in Puget Sound, including Kitsap County and Bremerton.

White Settlement

Bremerton was planned by German immigrant and Seattle entrepreneur William Bremer in 1891. In that year, Navy Lieutenant Ambrose Barkley Wyckoff purchased approximately 190 acres of waterfront land on Sinclair Inlet. This land was owned by the Bremer family. Three years earlier, a U.S. Navy commission determined that Point Turner, between the protected waters of the Sinclair and Dyes inlets, would be the best site in the Pacific Northwest on which to establish a shipyard. Recognizing the large number of workers such a facility would employ, Bremer and his business partner and brother-in-law, Henry Hensel, purchased the undeveloped land near Point Turner. In April 1891, Bremer arranged for the sale of 190 acres to the Navy. This land became part of the initial footprint of the Puget Sound Navy Yard.

Black Exclusion Laws in Oregon Territory

Before territorial status in 1853 and statehood in 1889, Washington State was part of the Oregon Territory, which, from its onset, forbade Black people from settling in the area. Black exclusion laws covered what now encompasses Kitsap County until 1853 and stayed in place until the end of the American Civil War and the passage of the Fourteenth Amendment in 1868.

Asian Immigration and Exclusion

From the mid-1800s to early 1900s, in reaction to increased immigration from East Asia, federal and state governments severely limited the ability of immigrants of Chinese, Japanese, and other East Asian descents to naturalize, own land, conduct business, and/or otherwise access the same rights offered to White American citizens or European immigrants.

Japanese Internment

Six months after the bombing of Pearl Harbor in 1941, President Roosevelt signed Executive Order 9066, which authorized the forced evacuation of citizen and non-citizen residents of Japanese ancestry living along the West Coast to internment camps in the interior of the continent. Overall, the federal government, with support from state and local governments, incarcerated 12,892 persons of Japanese ancestry in Washington State. Many of those interned did not return to their communities after internment and those who did often faced continued discrimination, along with property loss or damage.

Exclusionary Zoning

Starting in the early 20th century, municipalities around the country began to use zoning as an explicit

tool of racial segregation. Even upon the Supreme Court ruling in *Buchanan v. Wiley* (1917) that racial zoning was unconstitutional, city planners continued to use zoning restrictions that limited the types and density of building to covertly exclude low-income and black, indigenous, and other people of color, or BIPOC, communities from wealthier and whiter residential districts. Exclusionary zoning policies produced systemic barriers to homeownership and educational opportunities for BIPOC, particularly Black residents. These practices also contributed to the racial wealth gap by limiting housing supply and excluding BIPOC communities from wealth generation opportunities that homeownership offers.

Racially Restrictive Covenants

Racially restrictive covenants refer to documents such as deeds, plats, and homeowners' association bylaws used by property owners to restrict the sale of a property to someone based on their race. Starting in the early 20th century, racial covenants on property deeds gained popularity as a tool for restricting racial mixing in residential neighborhoods. Covenants were one of the many ways in which BIPOC residents, especially Black residents, were excluded from the emerging midcentury mortgage market and suburban expansion in the mid-20th century.

The University of Washington and Eastern Washington University Racial Restrictive Covenants Project identified more than 2,300 properties that were legally restricted in Kitsap County and over 1,050 properties in Bremerton. The map shows some of the neighborhoods where racial restrictive covenants were added to property records in the first half of the 20th century.

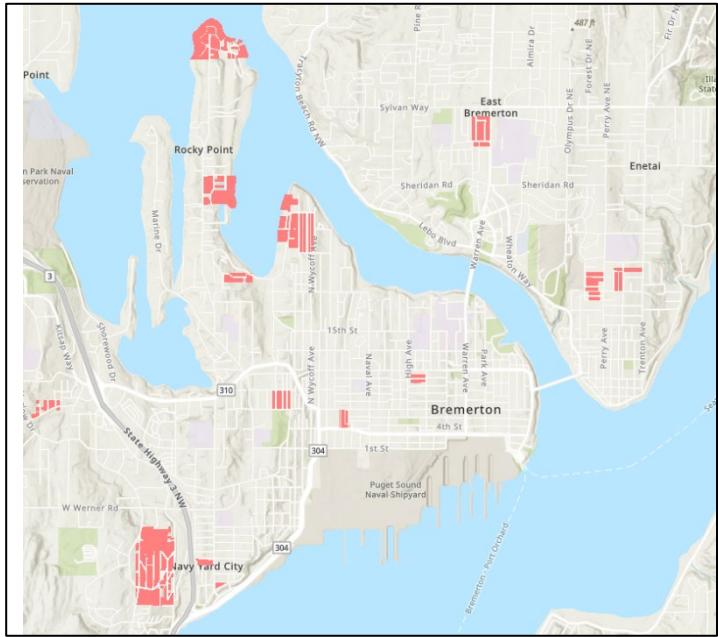


Exhibit HSA-52: UW & EWU Racial Restrictive Covenants Project Mapping

The language of Bremerton specific restriction in these deeds reflects the language of the times, such as:

- Hollywood, 1940: “No persons of any race other than the Caucasian race shall use or occupy any building or any lot, except that this covenant shall not prevent occupancy by domestic servants of a different race domiciled with an owner or tenant.”
- Saulsberry Villa Tracts, 1927: “Said premises shall not at any time be leased, sold, conveyed, or occupied by any person other than one of the Caucasian or white race.”
- Wildwood Addition, 1942: “Ownership and occupancy of property in this plat shall be restricted to person or persons of the Caucasian race only, except in the capacity of servant when they shall be domiciled with an owner or tenant.”

Federal Mortgage Discrimination and Redlining

Throughout the 1930s and 1940s, the federal government created several agencies and programs to encourage homeownership for American citizens but largely refused to offer these homeownership opportunities to BIPOC borrowers. For example, the short-lived Homeowners Loan Corporation (HOLC), created risk assessment maps (commonly known as “redlining maps”) that deemed entire neighborhoods with sizeable Black, Asian or Jewish populations as ineligible for federal mortgage insurance or loans. The Federal Housing Administration (FHA), created in 1934, encouraged racial segregation in a variety of ways such as using racially restrictive covenants and denying mortgages in areas with racially mixed populations.

Sinclair Park

At the onset of World War II, the Puget Sound Naval Shipyard in Bremerton processed large numbers of incoming workers, nearly quintupling Bremerton's population. In response to the suddenly increased demand for housing, the city established a housing authority and began building a series of housing projects for the workers. The rapid expansion included substantial diversification of the area. Between 1940 and 1945, the number of Black residents in Bremerton grew from just seven to 4,500.

In 1943, Sinclair Park was constructed, consisting of 280 homes overlooking Sinclair Inlet. The community became racially segregated almost immediately. While the segregation was never explicitly codified, by 1944 over 80% of Black families placed in city housing were placed in Sinclair Park. The community did not have bus service and was several miles from the closest grocers' and schools. The few businesses that were close to the area would sometimes charge higher prices to Sinclair Park's residents and the local property manager delegated maintenance to the residents themselves, unlike other Bremerton housing projects at the time.

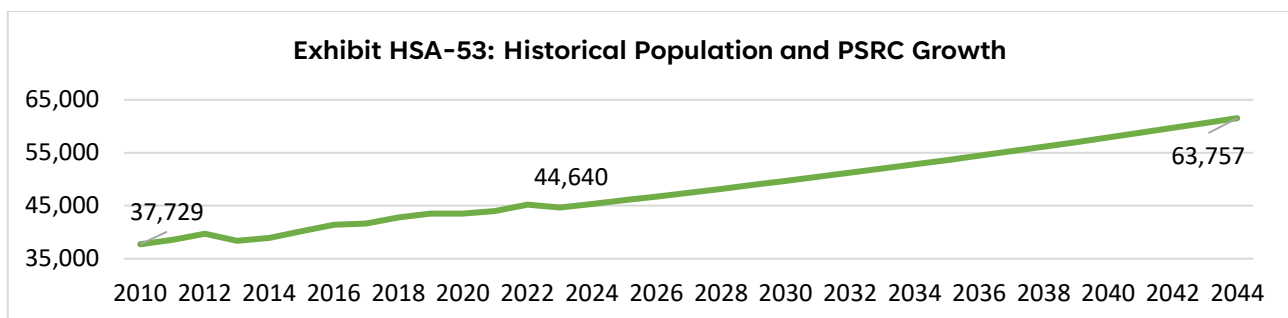
After World War II ended, all housing projects developed by the city for shipyard workers were desegregated, including Sinclair Park. In 1947 some of the homes were sold to veterans under the condition they were removed from the site and transported elsewhere, however, few were ultimately purchased. The following year the houses left standing were demolished and the community center was repurposed as an armory for the Washington National Guard before being demolished itself in 2002.

Current Conditions

The historical context above describes the specific ways in which communities of color have been disadvantaged in accessing housing for decades. This section describes the current housing situation. The outcomes of discrimination and policy are complex and intertwined with the overall dynamics of the housing market and population growth. This section follows Department of Commerce guidance on collecting and presenting the best available data to identify and describe patterns in housing conditions, exclusion, displacement, and future displacement risk. Additional data can be found in Part 1: Housing Needs Assessment.

Population and Race

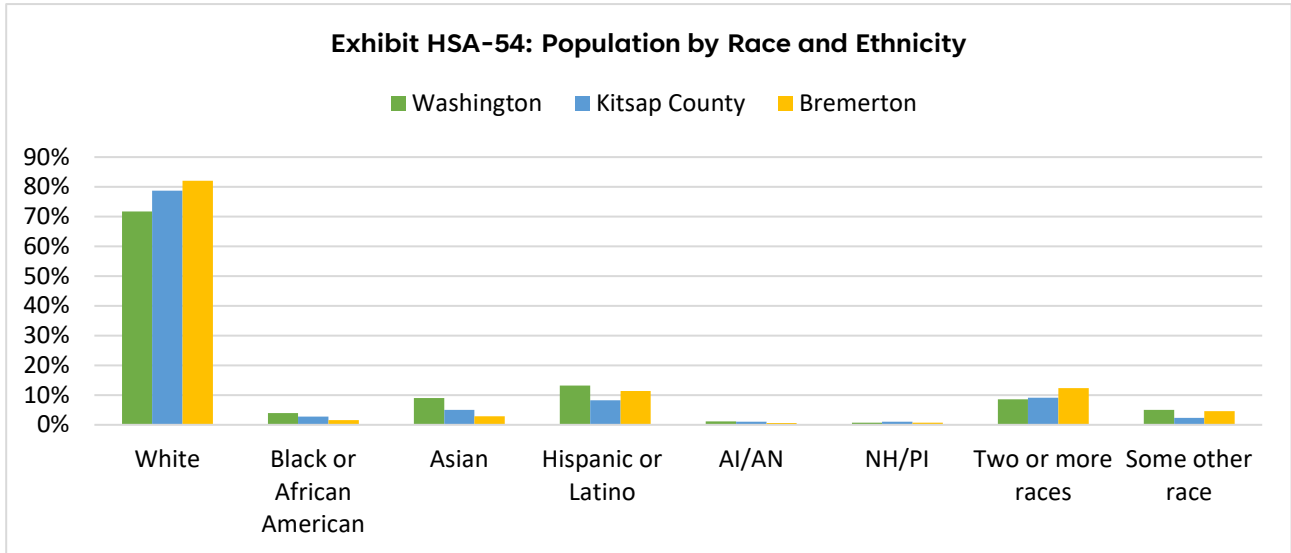
As of 2023, the estimated population of Bremerton is 44,640. Since 2010, the City of Bremerton has grown at an average annual rate of 1.54%, which is well above the countywide average annual growth rate of 0.81%. Assuming an average growth rate of 1.54%, the population in Bremerton is projected to reach 61,532 by 2044.



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

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.

The Bremerton population is less racially and ethnically diverse than the population of Kitsap County and Washington State, as shown below, 6.82% of the Bremerton population is white, 11% is Hispanic or Latino, 12% is two or more races, 3% is Asian alone, and 1.5% is Black or African American.



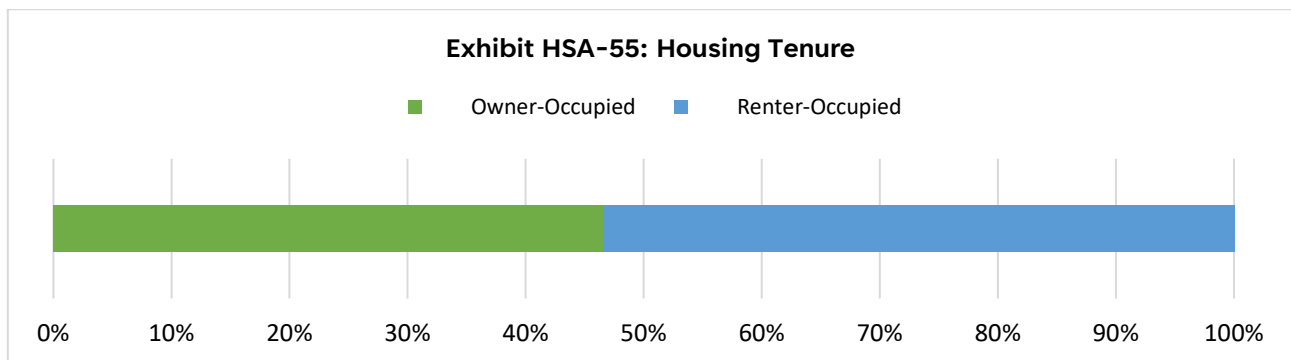
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

As shown above, 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%.

Households and Income

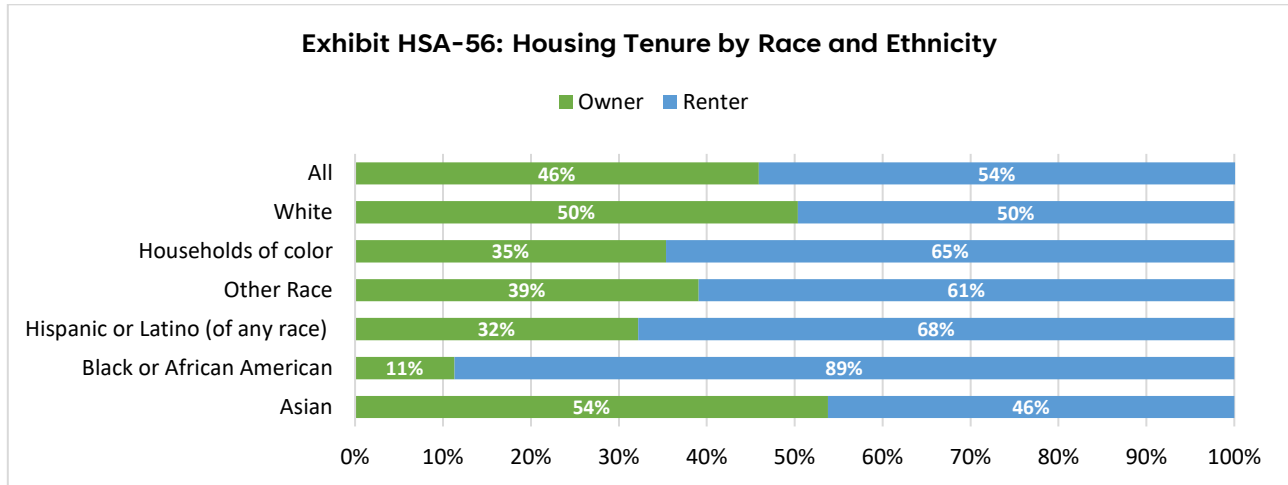
As of 2023, there were an estimated 19,399 housing units in the City of Bremerton. This represents an increase of 12% since 2010, when the estimated total was 17,273.

As of 2022, an estimated 47% of households in the City of Bremerton owned their home, while 53% were renting. 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.

As shown below, 89% of Black or African American and 68% of Hispanic (of any race) households are likely to be renters, while white households are equally likely to be a homeowner and renter.



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

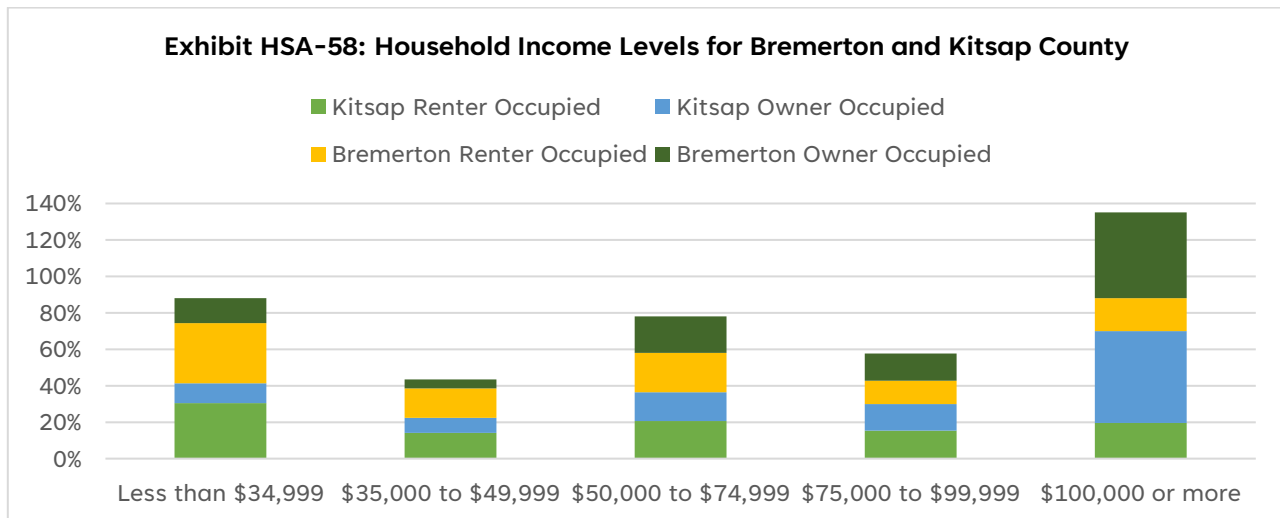
In 2022, the median household income (MHI) in the City of Bremerton was \$94,157 for homeowners, \$50,591 for renters, and \$72,554 across all households. Bremerton is below the median household income for Kitsap County (\$86,668) and Washington State (\$85,936).

Exhibit HSA-57: Median Household Income by Tenure, Bremerton

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

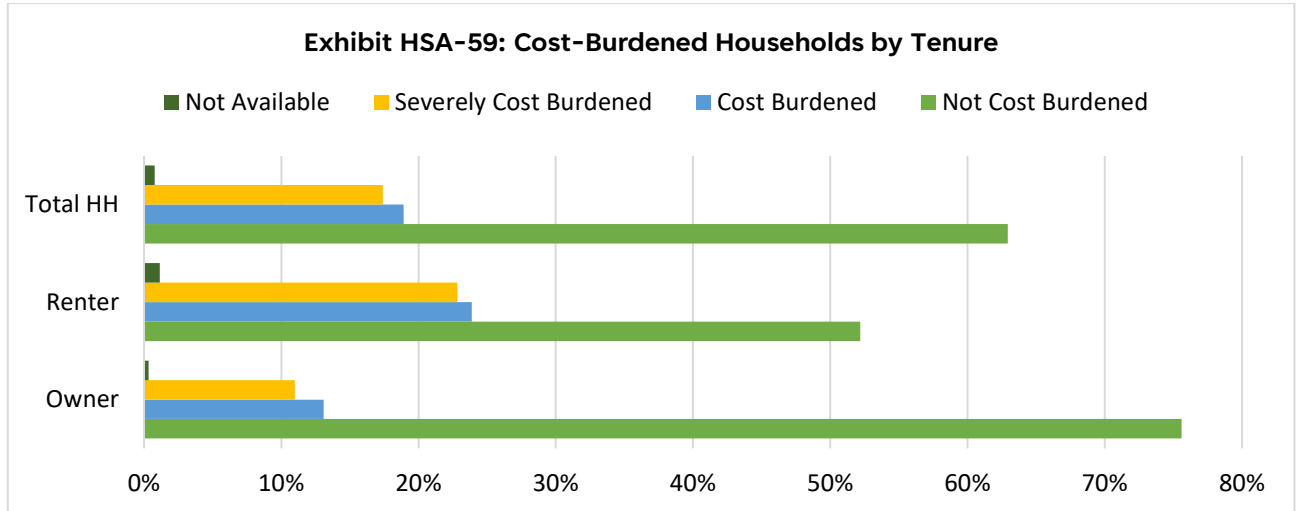
As shown below, households that own their homes are more likely to have higher incomes. Relative to Kitsap County, Bremerton has a higher proportion of residents with annual incomes less than \$35,000 and a lower proportion of residents with annual incomes above \$100,000. 33% of renters in Bremerton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



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

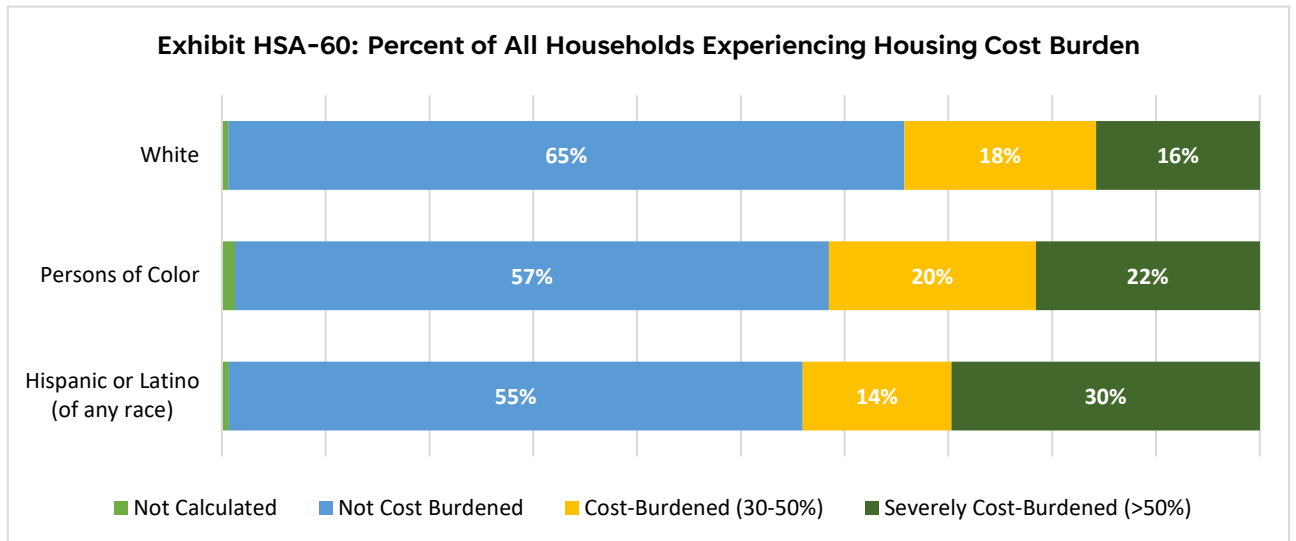
Cost-burdened households are those that spend more than 30% of their monthly income toward housing costs while severely cost-burdened households spend more than 50% or half of their incomes on housing costs. When households face high rates of cost burden, they often must make difficult choices in prioritizing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

As shown below, about 36% of Bremerton households are either cost burdened or severely cost-burdened. Overall, renters are substantially more likely to be cost-burdened or severely cost-burdened than owners. 47% of renters are either cost burdened or severely cost-burdened, while 24% of owners are either cost burdened or severely cost-burdened.



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

As shown below, Hispanic or Latino (of any race) and persons of color households are more likely to be severely cost-burdened, while white households in Bremerton are more likely not be cost-burdened.



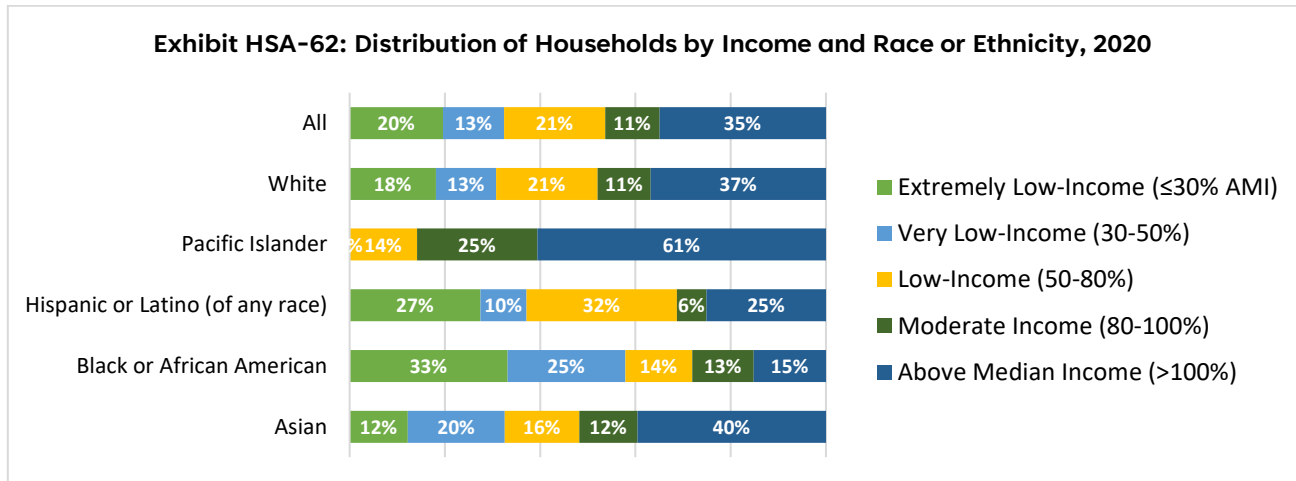
Source: US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 9)

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.

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)
<i>*A percentage of the AMI based on the specific geographic area where the household is located.</i>	

As shown in the graph below, Black or African American (33%) and Hispanic or Latino (of any race) (27%) Bremerton residents are more likely to be in the extremely low-income category. While Pacific Islander (61%), Asian (40%) and white (37%) are more likely to be in the above median income category.



Source: US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

Displacement

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.

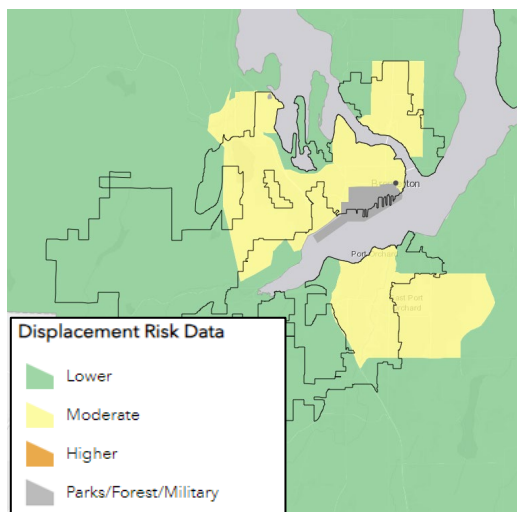


Exhibit HSA-63: PSRC Displacement Risk Mapping

Based on the [National Housing Preservation Database](#), of Bremerton’s over 1,400 subsidized housing units, more than 600 are scheduled to expire in the next 10 years. The loss of affordable units with these housing developments could displace many current residents.

Race and Equity Within City Governance

On May 3, 2023, the City Council passed Ordinance 5474 to create the Race Equity Advisory Commission (REAC). This commission was intended to replace the prior Race Equity Advisory Committee (Committee) established by the Council on July 1, 2020. The purpose of the commission is to advise City Council and the Mayor by applying a race equity analysis to all aspects of governance and to maintain engagement with and accountability to other work being done throughout the Bremerton community in service of race equity.

In 2023, the City began researching Diversity, Equity, and Inclusion needs assessment programs and consultants and added a full-time Diversity, Equity, and Inclusion (DEI) position to the 2023 budget. In February of 2024, a [Diversity, Equity, & Inclusion Project Engagement Report](#) was released, which includes a recruitment plan for the position. In 2025 a Diversity and Community Engagement Manager was hired.

Policy Evaluation

Policies that may appear race neutral can in effect result in exclusion in housing, displacement, and other disparate impacts. This may be due to underlying racial bias affecting the interpretation of policies, or effects that arise from the way the policy interacts with the housing marketplace, for example. This section describes the results of individual Comprehensive Plan policy review. Policies were reviewed according to an evaluative framework adapted from Department of Commerce Guidance on addressing racially disparate impacts in housing.

The selected rubric outlines an evaluation methodology for policies of the Comprehensive Plan. This tool is designed to identify policies and regulations that result in racially disparate impacts and displacement and exclusion in housing.

Key overarching questions include:

- Does this policy contribute to racially disparate impacts or exclusion in housing?
- Is the policy effective in accommodating more housing?
- Does the policy increase displacement risk?
- Does the policy provide protection to communities of interest from displacement?
- Does the policy language include vague terms that could be used to marginalize communities of color?

Each policy in the Housing Element is reviewed using the criteria shown below. Each policy is reviewed for the language itself as well as the policy design and potential impacts of the policy, drawing from housing policy research, the Department of Commerce resources and guidance, and application of planning experience from multiple jurisdictions. Specific lenses through which each policy was reviewed include:

- Language clarity and potential for bias. Whether the policy includes use of coded or unclear language that can lead to inequitable application.
- Deficit-based language. Whether the policy uses language that can lead to an underappreciation of the needs and contributions of people in specific groups.
- Impact on housing stock. Whether the policy introduces barriers, such as excessive regulation, or incentives to overall housing stock and affordable housing to meet Bremerton's goals.
- Impact on housing mix and housing mix. Whether the policy prioritizes certain residential uses, and which uses are prioritized.
- Distribution of impact by geography, income, and community. Whether the policy creates benefits and burden or risks that will be unevenly distributed.
- Mitigation for anticipated impacts. Whether the policy includes consideration of impacts and plans to mitigate them, including displacement risk.

Policies are broad instruments and their impacts, intended and unintended, unfold over years. In this review the assessment of a policy as supportive, approaching, or challenging is a useful, but highly simplified way of summarizing complex issues. Continued monitoring of housing outcomes, community engagement, and continued policy refinement will be essential for Bremerton to achieve its goals.

Exhibit HSA-64: Existing Policy Evaluation Framework	
The policy supports achieving the GMA goal for housing. There is a need for the policy and/or it addresses identified racially disparate impacts, displacement, and exclusion in housing.	“S” Supportive
The policy can help achieve the GMA goal for housing but may be insufficient or does not specifically address racially disparate impacts, displacement, and exclusion in housing	“A” Approaching
The policy may challenge the jurisdiction’s ability to achieve the GMA goal for housing. The policy’s benefits and burdens should be reviewed to optimize the ability to meet the policy’s objectives while improving the equitable distribution of benefits and burdens imposed by the policy.	“C” Challenging
The policy does not affect the jurisdiction’s ability to achieve GMA goal housing and has no influence or impact on racially disparate impacts, displacement, or exclusion.	“NA” Not Applicable

Exhibit HSA-65 below applies the evaluation framework across policies in the proposed Bremerton Comprehensive Plan’s Housing Element. As described above, each policy was reviewed for the language itself; the content and design of the policy; likely impacts on housing stock, mix, and disparities; and whether mitigation efforts are needed. A score of “S” Supportive, “A” Approaching, “C” Challenging or “NA” Not Applicable summarizes the results of this assessment.

Exhibit HSA-65: Existing Housing Element Policy Evaluation		
Policy	Evaluation	Notes
H1(A): Promote preservation of structures in good repair, including establishing incentives that encourage private property owner’s efforts to preserve homes having historical and or architectural significance.	S	Implementation of this policy could help preserve existing affordable housing inventory and allow residents to stay in housing they can afford. It is possible that gentrification may occur over time, resulting in loss of affordability.
H1(B): Support replacement of substandard structures, including encouraging rehabilitation and maintenance of existing housing units; or replacing substandard structures which have excessive rehabilitation costs with new structures.	S	Implementation of this policy could help preserve existing affordable housing inventory and allow residents to stay in housing they can afford. It is possible that gentrification may occur over time, resulting in loss of affordability.
H1(C): Promote, and incentivize, private commitments to improve existing housing stock so that all housing is safe, sanitary, and in good repair.	S	Implementation of this policy could help preserve existing affordable housing inventory and allow residents to stay in housing they can afford. It is possible that gentrification may occur over time, resulting in loss of affordability.
H1(D): Promote financial assistance for essential repairs to substandard structures that provide housing for low- and moderate-income persons.	S	Implementation of this policy could help preserve existing affordable housing inventory and allow residents to stay in housing they can afford. It is possible that

		gentrification may occur over time, resulting in loss of affordability.
H1(E): Enhance livability in neighborhoods by maintaining and upgrading City services such as sidewalks, bike lanes, parks, and utilities in order to enhance the overall affordability and health of the community.	S	
H1(F): Promote a robust code enforcement program to protect the safety and aesthetic quality of existing neighborhoods, with consideration to impacts and ways to support marginalized and lower income communities.	A Amended to be S	Amended to acknowledge impacts of code enforcement may have on marginalized and lower impact communities.
H1(G): Promote a sense of community within neighborhoods by creating spaces where residents can interact by encouraging walkability, and supporting identification of distinctive neighborhoods.	A Amended to be S	Amended to remove “existing” in order to acknowledge all neighborhoods.
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.	S	
H2(B): Encourage new development to blend with <u>the</u> characteristics of surrounding neighborhoods.	A Amended to be S	Amended to remove “positive” which could be interpreted as exclusionary.
H2(C): Supporting infill development and increased densities and the use of Low Impact Development (LID) techniques and Best Management Practices (BMPs) to ensure efficient and cost-effective utilization of existing public utilities.	S	
H2(D): Enhance livability in neighborhoods by upgrading and installing sidewalks, bike lanes, parks, safety improvements and utilities in order to enhance livability.	S	
H2(E): Support efforts to provide for a variety of housing options such as: <ul style="list-style-type: none"> • Emergency group housing, homeless shelters and short term housing to meet the needs of those in the lower income categories. • Promote housing for 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 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. 	S	Amended to deleted terms “special needs” in two bullets, and amended to include additional bullet: <ul style="list-style-type: none"> • 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.

<ul style="list-style-type: none"> Encourage construction to meet and exceed ADA standards whenever possible. <u>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.</u> 		
H2(F): Promote a sense of community, or gathering places, within new neighborhoods by creating spaces where residents can interact.	S	
H2(G): Partner with Community Development Block Grant and other applicable programs and funding sources to encourage removal or abatement of blighting <u>neglecting</u> influences in and around residential areas.	A Amended to be S	Amended to change 'blighting influences' to 'neglect' which is defined in 2021 International Property Maintenance Code.
H3(A): Provide opportunities for the production of new housing, with a variety of housing types that meet the needs for all residents.	A Amended to be S	Amended for provide a variety of housing types that meet the needs of all residents, deleting specifics.
H3(B): Encourage rental and subsidized housing near public transportation, employment opportunities, and throughout the City in a manner that accommodates Bremerton's fair share of the Countywide need.	A Amended to be S	Amended to clarify equitable distribution of subsidized housing.
H3(C): Support increased densities and infill projects in order to offset costs of providing utility City services (utilities, sidewalks, bike lanes, parks, etc.) intended to enhance the overall health of the community with consideration of historically underserved communities.	A Amended to be S	Amended to include consideration of historically underserved communities.
H3(D): Encourage expanded availability of incentives for development within the City such as the Multifamily Tax Exemption, Community Empowerment Zone, Historically Underutilized Business zone, etc.	S	
H3(E): Eliminate unnecessary regulatory impediments to the development of affordable housing.	S	
H4(A): Promote private and public efforts to provide adequate capital for rehabilitation of housing projects; such efforts should include commitments to remove or abate <u>neglecting</u> influences near or within residential areas.	A Amended to be S	Amended to change 'blighting influences' to 'neglect' which is defined in 2021 International Property Maintenance Code.
H4(B): Promote financial assistance for low and moderate incomes that assist in essential repairs to substandard structures. Support private sector low interest loan programs for such repairs, combined with public resources when available.	S	
H4(C): Target and enhance the use of tax incentives to improve affordable housing throughout the City, and particularly in Centers where housing is intended to be in close proximity to public transportation and employment.	S	
H4(D): Encourage efficient permit review by eliminating unnecessary regulatory impediments, improving certainty in development regulations, and provide an expedited permit process.	S	
H4(E): Aim to improve coordinated, effective planning programs that improve access to affordable housing. Specifically promote intergovernmental cooperation and agreements that support strategies and programs to achieve City housing goals.	S	

H4(F): Promote increased housing density to provide a broader customer base for more affordable public services including utilities.	S	
Exhibit HSA-66: New Supportive Policies Proposed for Housing Element		
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(B): Encourage rental and subsidized housing near public transportation, employment opportunities, and throughout the city in a manner that accommodates Bremerton’s fair share of the Countywide need.		
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 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.		
H4(G): Encourage development of accessory dwelling units (ADUs) through streamlined permitting, education and resources, and monitoring for effectiveness.		

Regulation Evaluation

RCW 36.70A.070(2)(f) requires jurisdictions to implement regulations that address and begin to undo racially disparate impacts, displacement and exclusion in housing. To support jurisdictions in reviewing and updating regulations and programs, this section compiles a list of incentive, strategy, action and regulation options that can begin to undo racially disparate impacts, displacement and exclusion in housing at the local or regional level.

Staff will utilize the Department of Commerce example evaluation approach (Step 5, Guidance to Address Racially Disparate Impacts) as a model for updating development regulations to align with goals and policies to ensure that they equitably serve all community members. Staff will consider the regulations intended and unintended impacts and the distribution of the benefits and burdens.

Attachment A: Housing Growth Target Capacity Tables

Exhibit HSA-67: 2020-2044 Growth Targets and 2021 BLR Land Capacity				
	2021 BLR 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 (city limits only)	18,351	9,556	7,026	- 2,530

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

Housing Unit Demand

Exhibit HSA-68: COB Permanent Housing Needs by Income Level		
% of Area Median Income	Existing (2020)	Housing Need (2020-2044)
0-30%	1346	1824
0-30% Permanent Supportive Housing ¹	106	800
>30-50%	3030	1566
>50-80%	8960	1316
>80-100%	2496	678
>100-120%	879	667
Market Rate or <120%	1534	2705
Total	18,351	9556
Emergency Housing (Temporary Beds)²	316	403

Source: Kitsap Countywide Planning Policies Appendix F: Housing Allocation 2020 Through 2044
Data Source: Housing for All Planning Tool, Methodology A, Washington State Department of Commerce, March 1, 2023.

Housing Unit Capacity

Exhibit HSA-69: 2020-2044 Housing Unit Target Summary		
	Allocation for 2044	Housing
Housing Units	9,556	SF 1,731; MF 8,344
Totals (Surplus/Deficit)	9,556	10,067 (511 surplus)

Source: City of Bremerton DCD

¹ 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.

² 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.

Exhibit HSA-70: 2020-2044 Housing Unit Capacity by Zoning District		
Zoning Districts	Housing	
	Singe Family Unit Capacity	Multifamily Unit Capacity
Low Density Residential (R-10) <i>Pipeline housing units</i>	1394 209	
Medium Density Residential (R-18)		131
High Density Residential (R-40)		341
Bay Vista Subarea Plan <i>Pipeline housing units</i>	120	62
East Park Subarea Plan		56
District Center Core (DCC) <i>Pipeline housing units</i>		469 359
Charleston District Center (CDC)		114
Downtown Subarea Plan (DSAP) <i>Pipeline housing units</i>		4027 295
Harrison Heights Subarea Plan (HHSAP)		1695
General Commercial (GC) <i>Pipeline housing units</i>		636 72
Institutional (INST)		3
Neighborhood Business (NB)		84
Puget Sound Industrial Center (PSIC)		
Total	1723	8344
Total All Units	10,067	

Source: City of Bremerton DCD; Pipeline housing units constructed 2020-2022

Housing Unit Distribution by Income Band

Exhibit HSA-71: Projected Housing Needs by Income					
Income Level	Projected Housing Needs*	Zone Categories Serving These Needs	Aggregated Housing Needs	Total Zone Capacity	Capacity Surplus
0-30% AMI PSH	800	Low Density, Low Rise, Mid-Rise	5506	5674	168
0-30% AMI	1824				
>30-50% AMI	1566				
>50-80% AMI	1316				
>80-100% AMI	678	Moderate Density, Mid-Rise	1345	1634	289
>100-120% AMI	667				
>120% AMI	2705	High-Rise/Tower	2705	2759	54
Total	9556		9556		

**Source: Kitsap Countywide Planning Policies Appendix F: Housing Allocation 2020 Through 2044*
 Data Source: Housing for All Planning Tool, Methodology A, Washington State Department of Commerce, March 1, 2023.

Exhibit HSA-72: 2020-2044 Housing Unit Capacity Distribution by Income Band				
Zoning District	Unit Capacity	AMI 0-80%	AMI >80-120%	AMI >120%:
Low Density Residential (R-10) 55/15/30	1603	882	240	481
Medium Density Residential (R-18) 30/30/40	131	39	39	53
High Density Residential (R-40) 50/20/30	341	171	68	102
Bay Vista Subarea Plan 50/50/0	182	91	91	0
East Park Subarea Plan 50/50/0	56	28	28	0
District Center Core (DCC) 60/10/30	828	497	83	248
Charleston District Center (CDC) 80/10/10	114	91	11	12
Downtown Subarea Plan 55/15/30	4322	2377	648	1297
Harrison Heights Subarea Plan (HHSAP) 65/10/25	1695	1102	169	424
General Commercial (GC) 50/30/20	708	354	212	142
Institutional (INST) 0/100/0	3	0	3	0
Neighborhood Business (NB) 50/50/0	84	42	42	0
Puget Sound Industrial Center (PSIC) 0/0/0	0	0	0	0
Total	10,067	5674	1634	2759
Kitsap CPP Appendix F Total Units Needed	9556	5506	1345	2705
<i>Surplus</i>	<i>511</i>	<i>168</i>	<i>289</i>	<i>54</i>