



KITSAP COUNTY DEPARTMENT OF COMMUNITY DEVELOPMENT

To enable the development of quality, affordable, structurally safe and environmentally sound communities.

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June 30, 2015

Dear Sir or Madam:

On behalf of Kitsap County and its cities, I am pleased to submit the 2014 Kitsap County Buildable Lands Report (BLR).

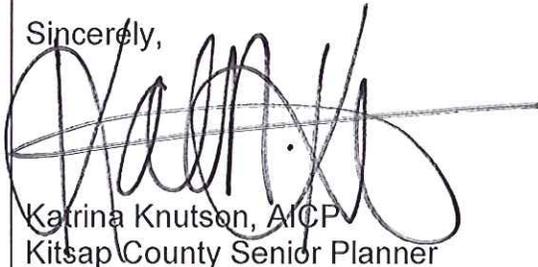
This report fulfills the reporting requirements in RCW 36.70A.215, referred to as the Buildable Lands Program. This document is the result of on-going coordination and cooperation between Kitsap County and its cities in monitoring development activities in Kitsap County.

The report was issued for public review and comment on December 1, 2014. The public comment period ran from December 1, 2014 through January 31, 2015, and the County received 14 comments. The comments were thoroughly reviewed and analyzed, and changes were made to the draft based on comments received.

As per your guidance letter from December 2012, the County intends to combine the remaining BLR public outreach with our Comprehensive Plan update. The BLR will form as a foundation for evaluating changes through the Update process.

If you have any questions regarding the 2014 BLR, please contact me at (360) 337-5777 or kknutson@co.kitsap.wa.us.

Sincerely,



Katrina Knutson, AICP
Kitsap County Senior Planner

Enclosure: Final Draft Buildable Lands Report

011 Governor's Smart
Communities Award
Kitsap County
'Year of the Rural'





Kitsap County 2014 Buildable Lands Report



kitsap2035

Growing for a Better Tomorrow

Kitsap County Department of Community Development

619 Division Street, MS-36

Port Orchard, WA 98366



ACKNOWLEDGEMENTS

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Executive Summary

The 2014 Buildable Lands Report responds to the review and evaluation requirements of the Washington State Growth Management Act (GMA) in RCW 36.70A.215. This is the third BLR completed by Kitsap County and its Cities. Previous reports were published in 2000 and 2007 respectively.

The Washington State Growth Management Act (RCW 36.70A), enacted in 1990, requires all counties to designate Urban Growth Areas (UGAs). These UGAs are required to be of sufficient size to accommodate the projected population and employment growth for the 20-year planning period. In 1997, GMA was amended to require certain jurisdictions to prepare a BLR that (in part) measures whether there is sufficient land to accommodate growth for the remainder of the 20-year planning period. In 2011, GMA was again amended to require the BLR to be completed at least one year before a mandated comprehensive plan update. The update requires the County to review, and revise if necessary, its urban growth, densities and UGA boundaries. This new timing requirement allows the BLR to be used to measure both the growth that has occurred under the existing comprehensive plan and also as a tool for the review required in the update. Thus, this report evaluates the parameters required under RCW 36.70A.215 and further evaluates whether there is sufficient suitable land within UGAs to accommodate the projected residential, commercial and industrial growth for the coming planning horizon.

Growth Conclusions of the 2014 Buildable Lands Report:

- According to the Washington Office of Financial Management (OFM), between 2006 and 2012 the Kitsap County resident population grew by 10,451¹ persons. The majority of this growth occurred in incorporated cities.
- Countywide population growth grew more slowly than anticipated. The Countywide Planning Policies (CPPs) predicted an average annual growth rate of 1.44 percent over the course of the 20-year planning period. Countywide, actual average annual population growth during the past seven years was 0.70 percent. The cities of Port Orchard and Poulsbo experienced the largest population growth.
- Kitsap County and the cities cumulatively permitted 5,492 new housing units from 2006-2012². The majority of these new units were permitted in unincorporated Kitsap County.

¹ Total Kitsap County population in 2006 (based on US Census) was 244,049. All jurisdictions experienced population gains during the reporting period.

² This compares with 9,945 new residential units permitted countywide from 2000-2005 according to the 2006 Kitsap County Buildable Lands Report.

- Countywide, new single family units accounted for 89.9 percent³ and multi-family units accounted for 10.1 percent of new units permitted.
- Countywide, 68 percent of all new permitted housing units were in cities or UGAs and 32 percent were in unincorporated rural areas. The 2006-2012 urban share of new permitted housing units increased significantly from the previous 5-year period (57 percent (2000-2005) to 68 percent (2006-2012)). The 67 percent total countywide share of new urban *housing unit* growth, however, still is somewhat short of the adopted 76 percent CPP urban *population* growth target. Nevertheless, the data show that there has been significant progress toward this 20-year goal since the 2006 BLR, as shown in the table below:

COMBINED KITSAP COUNTY URBAN RURAL SPLIT 2006-2012

Residential Permit Total

	2006	2007	2008	2009	2010	2011	2012	Grand Total
URBAN	547	816	526	409	466	347	623	3,734
Single Family	531	747	432	407	319	301	452	3,189
Multi Family	16	69	94	2	147	46	171	545
RURAL	552	459	228	126	127	109	157	1,758
Single Family	550	452	228	126	126	109	157	1,748
Multi Family	2	7	0	0	1	0	0	10
Total	1,099	1,275	754	535	593	456	780	5,492
% Urban Total	49.8%	64%	69.8%	76.4%	78.6%	76.1%	79.9%	68%
% Rural Total	50.2%	36%	30.2%	23.6%	21.4%	23.9%	20.1%	32%
	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

- Approximately 95 percent of all new permitted housing units in rural areas were located on legally established pre-existing lots.
- Over 90 percent of new lots created countywide through the final long plat process were in cities and UGAs⁴.
- Kitsap County and the cities cumulatively permitted over 2 million square feet of new commercial/industrial building space⁵.
- A major factor during this reporting period was The Great Recession of 2008 to 2011.

³ This compares with 80 percent single family according to the 2006 Buildable Lands Report

⁴ Long plats are a type of land subdivision, subject to RCW 58.17, where a parcel is subdivided into more than four lots for purposes of subsequent development.

⁵ This compares to almost 18 million square feet in the previous reporting period. Further discussion of this topic in Chapter 5.

Density Conclusions:

- Kitsap Cities and UGAs achieved platted densities from 2006-2012 that met or exceeded the planned densities indicated in the various jurisdictions' comprehensive plans. In some limited exceptions, net platted densities fell short of the target plan density. However, these circumstances were characterized by a very small number of plats that did not represent a large enough sample size to effectively assess average achieved densities across the entire applicable zone.
- In unincorporated rural areas, average achieved net platted and permitted densities were generally higher than planned rural densities in the applicable zones. This is attributed to both pre-GMA vested subdivisions that did not receive final plat approval until 2006-2012 and the fact that the majority of new permitted rural units were on pre-existing small non-conforming lots approved under old pre-GMA density standards.

Urban Density Conclusions:

- With very limited exceptions, the average net platted densities of all final approved urban residential plats and condominiums met or exceeded adopted density targets in all jurisdictions.

Residential and Employment Capacity Conclusions:

- Countywide, including cities, UGAs and rural areas, the existing residential buildable land supply can accommodate a total of approximately 113,252 persons. The planned countywide population growth forecast is 80,483 persons for both 2025 and 2036.
- In 2013, Kitsap County adopted new residential growth projections through 2036, that did not change the 2025 projections, but extended them another ten years. Therefore, the residential capacity analyses in this BLR will be identical for the planning horizon through 2025 (current comprehensive plan) and 2036 (2016 comprehensive plan update).
- Cities and UGAs have a combined residential buildable land capacity sufficient to accommodate approximately 86,237 persons. The planned incorporated city and UGA share of the forecast population growth is 63,800 persons for both 2025 and 2036.
- Unincorporated rural lands, including Limited Areas of More Intensive Rural Development (LAMIRDs), have a combined residential buildable land capacity sufficient to accommodate approximately 27,015 persons.

- Cities and UGAs have a combined commercial/industrial buildable land supply that meets the forecast demand for the 2025 planning horizon as well as the 2016-2036, as adopted in the Kitsap Countywide Planning Policies.

Reasonable Measures:

- Kitsap County has reasonable measures in place and that appear to be helping meet target goals, as shown in the data shifts. The County and its Cities will continue growth monitoring per RCW 36.70A.215(4) in order to ensure growth is occurring at planned densities and that the required evaluation factors under RCW 36.70A.215(3) do not show inconsistencies between actual development and what is planned in the CPPs, comprehensive plan and development regulations. Any differences in supply/demand outlined in this report will be addressed through the 2016 Comprehensive Plan Updates and the revision or addition of reasonable measures will be addressed through that process. The County's adopted reasonable measures are included in Appendix E of this report.

Introduction

Overview

The Washington State Growth Management Act (GMA), RCW 37.70A, was revised in 1997 to include a requirement for Kitsap County (as well as other counties) to collect and analyze permit data to evaluate achievement of locally adopted planning goals. Codified at RCW 36.70A.215, the Buildable Lands Program requires counties, in consultation with their cities, to establish a “review and evaluation” program to determine whether a county and its cities are achieving urban densities within urban growth areas (UGAs). If inconsistencies are found between what was planned and what was built, the statute requires local jurisdictions to implement “reasonable measures” that will correct those inconsistencies in the future.

The Buildable Lands Report (BLR) is a “look back” to review consistency between actual and planned densities in development trends. The Kitsap County BLR answers to following:

- Is residential development within the UGAs occurring at densities envisioned and planned for in the Comprehensive Plan?
- Is there sufficient land supply to accommodate the 20-year population and employment growth?

Kitsap County’s 2000 and 2007 BLRs reviewed and evaluated five years of development data, as per requirements of RCW 36.70A.215. In 2012, the Washington State Legislature amended RCW 36.70A.215 and now requires the BLR to be completed one full year prior to a Comprehensive Plan update, instead of the every five year requirement. As a result of the statute change, this report reviews seven years of development data (2006-2012). This change to legislation allows the 2014 BLR to be completed prior to the Comprehensive Plan Update in order to ensure proper sizing of UGAs.

Locally the County and its Cities jointly adopted Countywide Planning Policies (CPPs) to establish and implement the review and evaluation program. Those policies include provisions for using consistent methodology for evaluating buildable lands among the responsible jurisdictions.

Countywide Planning Policies (CPPs) Requirements

GMA, RCW 36.70A.210, requires that counties (along with their cities) adopt Countywide Planning Policies (CPPs) for establishing a countywide framework by which Comprehensive Plans are developed and adopted. The Kitsap Regional Coordinating Council (KRCC) is the regional body in Kitsap County in charge of developing, updating and maintaining the Kitsap County CPPs. KRCC is comprised of elected officials from Kitsap County and the Cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo, the Suquamish and Port Gamble S'Klallam Tribes. KRCC also includes representation from the United States Navy and the Port of Bremerton.

Two components of the CPPs directly affect the BLR; the policies directing the “Land Capacity Analysis Program” and the “20-Year Population Distributions” that allocate future population growth among all the jurisdictions.

Land Capacity Analysis Program

This CPP outlines how the County’s jurisdictions mutually implement the buildable lands program requirements. *CPP Element B. Urban Growth Areas, Policy 1. Land Capacity Analysis Program* indicates that the County and Cities shall maintain a land capacity analysis program to monitor land supply and trends for residential, commercial, and industrial lands. This program determines the success of their comprehensive planning efforts. It also requires that the County and Cities:

- use a consistent methodology for determining land capacity;
- develop strategies to efficiently utilize available development capacity within the urban growth areas; and
- establish procedures to resolve inconsistencies in the collection and analysis of land capacity data.

20-Year Population Distribution

Appendix B of the Kitsap CPPs (most recently amended in 2013) shows the future 20-year population growth distribution among the jurisdictions in the County. These are the forecast growth allocations (derived from the Office of Financial Management countywide forecasts) that each jurisdiction uses in developing its own Comprehensive Plan. The KRCC Board endorsed Appendix B: Population Distribution 2010-2036 on November 25, 2013.

Population distributions are reviewed every five years by the KRCC. That review includes an analysis of the County’s and Cities’ progress in achieving the “target” population distributions. The future growth allocations are based on a “target” of accommodating 76 percent of new population growth within Urban Growth Areas (UGAs) and 24 percent of new growth in rural areas. Appendix B of the CPPs notes that once the 76 percent UGA growth target is met or exceeded, the UGA target for accommodating new growth in the succeeding forecast growth period shall increase to

83 percent of total forecast countywide growth. It also notes that if the 76 percent UGA growth target is not met, *“the target may be reaffirmed or otherwise modified”* prior to the succeeding forecast growth period.

Buildable Lands Report Process

In 2004, Kitsap County updated its land capacity methods through a cooperative effort comprised of interested citizens, developers, builders, realtors, and local residents. This LCA methodology was amended in 2012 through the Comprehensive Plan Remand in response to required changes from the Order on Remand by the Central Puget Sound Growth Management Hearings Board (CPSGMHB).¹ On August 29, 2012, Kitsap County adopted Ordinance 493-2012 in response to the Remand Order that changed the methodology, and revised the Kitsap County Comprehensive Plan and UGAs based upon a revised land capacity analysis. On November 6, 2012, the CPSGMHB found the County’s revisions on remand to be in compliance with the GMA.

For the 2014 BLR, Kitsap County established a BLR Technical Advisory Committee (TAC) in 2012 to gather permit data, review LCA methods, and review the draft product. The TAC was comprised of City and County staff responsible for preparation of the 2014 BLR. From 2013-2014, the TAC met to coordinate in the BLR data gathering, formatting, evaluation and reporting among all the responsible jurisdictions in the County.

The report was issued for public review and comment on December 1, 2014. The public comment period ran from December 1, 2014 through January 31, 2015, and the County received 14 comments. The comments were thoroughly reviewed and analyzed and changes were made to the draft based on feedback.

¹ *Suquamish Tribe et al. v. Kitsap County (“Suquamish II”)*; CPSGMHB No. 07-3-0019c. Final Decision and Order on Remand (8/31/11) (“Remand Order”).

Data Collection & Land Capacity Analysis Methodology

Overview

Kitsap County and its Cities continue to work cooperatively on the comprehensive planning and growth management requirements of RCW 36.70A.215. For the BLR process and data collection, a methodology was developed and agreed upon by each Kitsap County jurisdiction.¹ Where agreement could not be reached, certain variations were made on an as needed basis, and are outlined in memoranda in Appendix A. The Growth Management Act directs that counties compile all development data to show progress by jurisdictions toward Comprehensive Plan growth goals. Additionally, Kitsap County must determine whether existing unincorporated urban land is available for future development. This is done by collecting permit and plat data for a set time period in order to calculate achieved densities and comparing the forecast growth with available capacity to determine whether sufficient land analyzed is available to accommodate growth. The process to complete these tasks follows.

Land Capacity Analysis Discussion and Methods

The land capacity analysis (LCA) framework methodology for the 2007 BLR resulted from an update to 2005 land capacity methods. The complete discussion of the methodology, process, assumptions and factors involved are covered in Appendix A. The LCA methodology was endorsed by the KRCC and used to evaluate the 2007 buildable lands inventory for all unincorporated Kitsap County as well the Cities of Port Orchard and Poulsbo. The Cities of Bainbridge Island and Bremerton utilized the LCA methodology as the framework for buildable lands analysis, but in some cases, both Cities applied slightly different definitions and/or assumptions within that overall framework based on local factors affecting land supply in their respective jurisdictions².

The 2005 LCA involved ten steps to determine net population and housing unit capacity for residential lands and net buildable acres for commercial/industrial zoned lands. This method was utilized until 2011 when the Central Puget Sound Growth Management Hearings Board (CPSGMHB) issued a Remand Order requiring Kitsap County to evaluate certain aspects of its land capacity methods.

The decision by the CPSGMHB drove Kitsap County to re-examine its land capacity methods in the following areas; 1) urban density/minimum density in the Urban Low

¹ Data Collection Methodology: Appendix D of this report.

² See Appendix A: Land Capacity Analysis Methodology for detailed descriptions of the Kitsap County 2005 Updated Land Capacity Analysis (ULCA) methodology as well as the variations to that methodology documented by the Cities of Bainbridge Island and Bremerton.

Zone, 2) possibly accounting for environmentally critical areas twice, and 3) minimum density utilization in all Urban Low Comprehensive Plan Designation Zones. After reviewing, evaluating, and analyzing trend data regarding densities and land capacity deduction factors, Kitsap County amended its land capacity methods in the following manner in 2011³:

- A. Use trend-based density factors for each residential zone for the purposes of determining residential land capacity;
- B. Increased the public facility deduction from 15 percent to 20 percent, based on actual development trends;
- C. Removed the discount for environmental purposes in the Urban Restricted Zone;
- D. Based on development trends within plats, remove all (100 percent) platted lots that were included as vacant or underutilized lands and add back in 25 percent of underutilized platted lots after the critical areas, roads and public facility reductions are taken and add all vacant lots back on a one to one basis. ⁴

This revised methodology forms the basis for determining residential land supply for this 2014 Buildable Lands Report. The revised methodology was found to be compliant by the CPSGMHB⁵ and is described in detail below.

Kitsap County Land Capacity Analysis (LCA) Steps:

The land capacity analysis yields a data on a buildable land supply which can be compared to population and employment demand to indicate a relative supply and demand comparison for the forecast 20-year planning period (currently 2016-2036). The LCA begins with determining a gross supply of existing vacant and underutilized lands zoned for future development that can accommodate additional growth. The methodology then applies a series of “reduction factors” to that gross supply of developable land to account for undeveloped or underutilized lands that, for a variety of reasons, are not likely to accommodate additional residential, commercial, or industrial growth. These steps are conducted in sequential order, as listed below:

1. Define Vacant and Underutilized Parcels by Residential Zone
2. Identify Underutilized Lands Likely to Redevelop over the next 20 Years (-)
3. Identify Critical Areas (-)
4. Identify Future Roads/Right of Way Needs (-)
5. Identify Future Public Facilities Needs (-)

³ Kitsap County UGA Sizing and Composition Remand: SEIS (August 2012)

⁴ This change to the method of counting vacant and underutilized platted land removed a potential for “double deductions” of critical areas, roads and public facilities because it is assumed that those issues were addressed during the platting process.

⁵ *Suquamish II*, Order Finding Compliance (11/6/2012).

6. Account for Unavailable Lands (-)
7. Determine Net Available Acres by Zone
8. Apply Appropriate Density in each Zone to Yield Housing Unit Capacity
9. Apply Average Household Size (Single Family/Multi Family) to Housing Unit Capacity to Yield Net Population Capacity

Note: Each step followed by a minus sign (-) is a LCA reduction factor.

Step 1—Define Vacant and Underutilized Parcels by Residential Zone

The first step determines the gross supply of vacant and underutilized parcels by residential, commercial and industrial zone. This data is retrieved from queries of the Kitsap County Assessor's parcel database.

Step 2—Identify Underutilized Lands Likely to Redevelop over the next 20 Years (-)

Underutilized parcels are those with some existing development that have remaining capacity for growth based on three variables; zoning density, parcel size and assessed value. Underutilized parcels are identified based on the relationship between those three variables⁶. This step determines which of the total amount of underutilized lands identified in Step 1 are likely to redevelop or accommodate additional future development.

Step 3—Identify Critical Areas (-)

Critical areas are defined by the GMA generally as wetlands, floodplains, geologically hazardous areas, fish and wildlife habitat conservation areas, and critical aquifer recharge areas. These are environmentally sensitive areas that must be protected under the GMA and are generally not available for development. The LCA determines critical areas locations and applies a mosaic feature that generalizes buffers and required setbacks. Once identified, these areas are deducted from the remaining vacant and underutilized land supply. The GIS applications to determine critical area coverage at the parcel level are based on the currently adopted Critical Areas Ordinance (CAO), as applicable.

Step 4—Identify Future Roads/Right of Way Needs (-)

This step accounts for future roads and rights-of-way that will be needed to accommodate new development in UGAs. Land needed for new roads, trails, and other rights-of-way will not be available to accommodate residential or commercial/industrial development. A standard reduction factor was applied to the remaining buildable land supply to account for future road and rights-of-way needs.

⁶ See Appendix A: Kitsap County 2005 Updated Land Capacity Analysis (LCA)

Step 5—Identify Future Public Facilities Needs (-)

This step accounts for future public facilities that will be needed to serve new development in UGAs and land needed for new parks, schools, stormwater and wastewater treatment facilities, fire and public safety services, libraries and other public-purpose lands that will not otherwise be available to accommodate residential or commercial/industrial development. On remand, Kitsap County reviewed the development trends for this factor and adjusted it to more accurately reflect what actually occurred during development. A standard reduction factor was applied to the remaining buildable land supply to account for future public facility needs.

Step 6—Account for Unavailable Lands (-)

This step accounts for vacant and underutilized lands, otherwise considered buildable, but that are likely to be unavailable for further development (i.e., held off the market). This conclusion is based on the fact that some properties will not develop or redevelop due to certain factors such as; property owners who do not wish to sell, properties with legal encumbrances, or property owners who choose not to maximize their zoned development potential. A standard reduction factor was applied to the remaining buildable land supply to account for unavailable lands. This reduction factor is sometimes called a “market factor.”

Step 7—Determine Net Available Net Acres by Zone

This step calculates the net buildable acres remaining in each applicable zone after all the above reduction factors have been applied and accounted for in the LCA.

Step 8—Apply Density in each Zone to Yield Housing Unit Capacity

This step applies housing unit density in each zone to determine total housing unit capacity for the applicable jurisdiction.

Step 9—Apply Average Household Size (Single Family/Multi Family) to Housing Unit Capacity to Yield Net Population Capacity

Finally, average household size populations are applied to the appropriate jurisdiction to determine total population capacities. This result offers a direct comparison of the total population capacity or supply for each jurisdiction and UGA with its associated 20-year forecast population growth or demand. Please see Appendix B for detailed information on Land Capacity Analysis by jurisdiction.

Data Collection Methods and Purpose: Permitted Development from 2006-2012

This report relies on collected data on new residential, commercial, and industrial development permitted from 2006-2012 in each jurisdiction. The building permit data collection methodology was prepared and coordinated with Kitsap County Cities⁷. Each jurisdiction was responsible for collecting and reporting its respective permit data, using the above mentioned collection methods. Collection of permit data in association with consistent methods assures that each jurisdiction is reporting data that is uniform condition allowing for consistent results.

The permitted development data provides information in several important areas:

- It determines achieved urban densities. In essence, it determines whether the actual urban densities achieved on the ground in the UGAs from 2006-2012 are consistent with planned urban densities in the jurisdiction's respective Comprehensive Plans. There are basically two ways to measure achieved densities: by examining "platted densities" and/or "permitted densities". Each technique illuminates different aspects of the residential growth characteristics for each jurisdiction.
- It assesses the integrity of assumptions used in sizing UGAs.
- It establishes development trends and can be used to evaluate buildable land assumptions incorporated in subsequent land capacity analyses.

There are potential problems with using the seven year analysis results as indicators of future activity. First, jurisdictions may not have experienced a sufficient level of development to establish statistically valid trends. Second, some of the new development reported may be vested under pre-GMA regulations and built to different standards than post-GMA approved development. Third, jurisdictions may amend planned or allowed densities in their Comprehensive Plan updates (as Kitsap County has done) that could affect future achieved development densities. All of these situations may affect the veracity of interpretations made regarding future development trends based on the past seven-year permitted development data.

Platted Densities

Platted densities reflect the density of new lots created in final subdivisions approved from 2006-2012. For this analysis subdivisions resulting in the creation of five or more new lots recorded by the Kitsap County Assessor from 2006-2012 were collected and analyzed for each jurisdiction. Data indicating total gross acres, total common areas not

⁷ See Appendix D: Buildable Lands Permit Data Collection Methodology Memorandum

devoted to building lots, net building lot area acres and total number of lots created yielded a *net* “platted density” for each final plat. Those *net* densities were then averaged by zone and reported. In cases where jurisdictions did not report the applicable zoning for each plat, summary net platted densities are reported. Platted densities are the best indicator of “achieved densities” since a *net* density figure can be accurately ascertained that accounts for critical areas, roads, and other lands not devoted to buildable lots as part of the development process.

Permitted Densities

Permitted densities measure the total amount of new residential units permitted in a given time period divided by the total *gross* acres of the associated parcels. This measure examines building activity on existing lots and parcels rather than on new lot creation. The data provide a good indicator of the total amount of land consumed for new residential development in a given period since it measures *gross* acres rather than *net* acres of new units developed. However, the *gross* acre density results from this approach are a less accurate indicator for evaluating achieved *net* densities. This is due to the fact that new units built on larger (non-conforming) parcels are also included in the total permitted density analysis. This tends to artificially deflate overall average gross permitted densities reported for the Cities and UGAs.

Commercial and industrial permitted development for 2006-2012 is reported by net square feet of gross floor area (gfa). That is the net square footage of actual commercial/industrial buildings permitted from 2006-2012 by jurisdiction.

Comparing Existing Development Capacity to Forecast Growth Demand

The land capacity analysis illustrates the amount of future growth that may be accommodated in the Cities and UGAs. The final component of the buildable lands program is to compare development capacity with forecast development to the end of the planning horizon, i.e., to 2025. The purpose of this analysis is to ensure adequate land has been designated for urban development and at sufficient urban densities to accommodate the forecast growth. This BLR also compares the capacity to the end of the subsequent planning horizon, 2036.

The *supply* and *demand* components of this analysis are reported in the same formats. The 2005 net buildable acres of residential zoned land reported in the ULCA are converted to population (based on average household size) to make a direct comparison with the 2025 and 2010-2036 population growth forecasts allocated to UGAs and Cities through the CPPs. The LCA reports the supply of commercial/industrial land by number of jobs. The Kitsap County Comprehensive Plan and the Kitsap Countywide Planning Policies report countywide 20-year commercial/industrial demand by jobs⁸. The BLR utilizes the same methodology used in

⁸ See Appendix D: Kitsap County Employment Memo: BERK and Associates

the Comprehensive Plan to convert number of employees to commercial/industrial acres required to locate these employees in the Cities and unincorporated UGAs.

The assumptions of forecast employee growth by jurisdiction are derived from countywide forecasts and may not necessarily reflect jurisdiction-specific policy preferences for allocation of commercial/industrial lands.

Countywide Population & Housing Growth

Countywide Population

The Washington State Growth Management Act (GMA) requires Kitsap County to plan for at least 20-years of population growth in its Comprehensive Plan. The countywide policy targets are located in Appendix B of the Countywide Planning Policies (CPPs). These targets set forth projected population distribution for urban areas in County jurisdictions including: incorporated cities, unincorporated UGAs, and the rural areas.¹ Growth forecasts for county populations are generated from the GMA Intermediate Growth projections from the Washington State Office of Financial Management (OFM). OFM prepares a range of projected population for Washington jurisdictions and counties and cities are required to use a population forecast that falls within the OFM projection.

Table 3-1. Countywide Population Change 2006-2012

Jurisdiction		2006 Populations ²	2010 Populations ³	2012 Populations ⁴
Cities				
	Bainbridge Island	22,220	23,025	23,090
	Bremerton	36,202	37,729	39,650
	Port Orchard	8,513	12,323	11,780
	Poulsbo	7,722	9,222	9,360
Unincorporated UGAs				
	Kingston UGA	1,803	2,074	2,080
	Poulsbo PUTA	464	478	470
	Silverdale UGA	17,835	17,556	17,612
	Central Kitsap UGA	22,013	22,712	22,634
	Bremerton East UGA	4,138	4,265	4,121
	Bremerton West UGA	4,736	4,817	4,671
	Gorst UGA	232	222	222
	Port Orchard UGA	14,659	15,044	15,169
	SKIA UGA	86	110	109
	Rural UGAs	7,370	7,702	7,728
Rural Non-UGAs		96,056	95,539	95,804
Total County		244,049	251,133	254,500

¹ GMA does not require projecting population for rural areas, therefore associated figures are the remaining growth not allocated to urban areas.

² 2006 population numbers are from the 2006 Kitsap County Comprehensive Plan.

³ 2010 population numbers are from the 2010 census.

⁴ 2012 populations are based on OFM population projections.

Forecasted average annual growth rates for each jurisdiction drive the distribution of population totals for the 2016-2036 period. Population estimates for the base period for this report (2006-2012) are included in Table 3-1.

Population allocation targets for the 2016-2036 period focus on a 76 percent urban to 24 percent rural growth target ratio. The designated 2010-2036 population growth distributions for cities, unincorporated UGAs, and the rural areas are displayed in Table 3-2. During the 2016-2036 period the County is forecast to gain 80,438 additional residents. As noted, the residential population forecasts for the 2036 period are the same that were used in the 2025 plan, but extended over the subsequent ten years. This represents an average annual growth rate of approximately 1.28 percent countywide for the 20-year planning period. Individual jurisdictions are responsible for allocation of land at sufficient density to accommodate the forecast growth through their respective comprehensive plans.

Table 3-2. Net and Average Annual Growth Rate Per Geography

Jurisdiction	Net Population Growth Targets (change between 2010 and 2035)	Average Annual Growth rate (2010-2025)
City of Bremerton	14,288	0.0151
Bremerton UGA	4,013	0.0177
Bremerton Total	18,301	0.0156
City of Bainbridge Island	5,635	0.0098
City of Port Orchard	8,235	0.0267
Port Orchard UGA	6,235	0.0166
Total Port Orchard	14,470	0.0211
City of Poulsbo	1,330	0.0058
Poulsbo UGA	3,778	0.3162
Total Poulsbo	5,108	0.0211
Central Kitsap UGA	7,764	0.0137
Silverdale UGA	5,779	0.0132
Kingston UGA	2,932	0.0565
UGA (Includes Cities Total)	59,989	0.0161
Rural Non UGA	20,449	0.0080
Total County	80,438	0.0128

Countywide Population Growth 2006-2012

As noted, OFM prepares annual population estimates for counties and cities in order to allocate state revenues and for state program administration. The estimates are generated from elements that may vary between counties, cities and towns. Cities and counties report new housing units permitted in their jurisdictions to the OFM annually. Those data are the foundation for the OFM's *Housing Unit Method* of estimating population. The housing unit data are the primary source used by the OFM to prepare

unincorporated county, city, and town population estimates. However, relying solely on housing unit-derived population estimates creates some challenges. One of those challenges is dependence on average household size and housing occupancy rates. The OFM estimates total county populations by averaging the *Housing Unit Method* with results from two other estimation methods. Total county population estimates are also determined by using a population change measure since the last census based on the *Component Method*. This method reviews births, deaths, and school-age migration estimates. The OFM also utilizes a *Ratio Correlation Method* that distributes state level population estimates to counties based on changes to the share of state population and other supporting data such as school enrollment, voter and automobile registration, and drivers' licenses. The OFM considers the total county *combined method* population estimates as more accurate than any single estimate method based on a single indicator. Finally, the OFM adjusts the estimated unincorporated and incorporated populations within each county by comparing the *combined method* total county population distribution estimates with the housing unit method to ensure an accurate estimate of population distribution between incorporated and unincorporated parts of each county.

The OFM population estimates for Kitsap County and its cities from 2006-2012 are shown in the following Table 3-3. The OFM analysis indicates that the overall county population increased by 9,223 persons from 2006-2012. The majority of that growth occurred in Bremerton, followed by Port Orchard and Poulsbo. Unincorporated Kitsap County and Bainbridge Island recorded the slowest growth for the seven year period.

Table 3-3. Population Growth by Jurisdiction

Jurisdiction	2006 Population	Percent of Total County 2006 Population	2012 Population	Percent of Total County 2012 Population	2006-2012 Population Growth	Percent of Total 2006-2012 Growth
Total Kitsap County	244,049		254,500		10,451	
Unincorporated	169,392	0.69	170,620	0.67	1,228	0.12
Incorporated	74,657	0.31	83,880	0.34	9,223	0.88
Bainbridge Island	22,220	0.09	23,090	0.09	870	0.08
Bremerton	36,202	0.15	39,650	0.16	3,448	0.33
Port Orchard	8,513	0.03	11,780	0.05	3,267	0.31
Poulsbo	7,722	0.03	9,360	0.04	1,638	0.16

Source: Kitsap County

Social and economic dynamics impact population growth and fluctuation in Kitsap County. Beyond the rate of natural increase (RNI), net immigration can be explained by external factors such as economic development, housing availability, social services, proximity to jobs and other factors. Average annualized population growth in the County stood at .07 percent through 2006-2012. Comparing the prior actual annualized average growth rate to the forecast rate for 2016-2035 of 1.28 percent requires a review of the socio-economic causes of the slower growth. The Great Recession, (reviewed in Chapter titled Commercial and Industrial Land Development), led to the loss of hundreds of jobs in the county and also reduced mobility. These two issues seriously impacted the County's growth rate. In spite of the lower growth overall in the County, some jurisdictions recorded more rapid growth. The City of Bremerton, after losing population during the 2000-2005 period, noted an average annual growth rate over twice that of the County at 1.39 percent. The City of Poulsbo nearly doubled its average annual growth rate from 1.83 percent during the 2000-2005 period to 3.04 percent during 2006-2012. Of the four incorporated cities in the County, only Bainbridge Island saw lower average annual population growth during 2006-2012 as compared to the earlier period. Bainbridge Island's average annualized growth was estimated at 1.81 percent between 2000-2005 and fell to a rate of .55 percent between 2006-2012. Please note Table 3-4.

Table 3-4. 2006-2012 Average Annual Population Growth Rate

Jurisdiction	2006-2012 Average Annual Population Growth Rate
Total Kitsap County	0.70%
Unincorporated Kitsap County	0.01%
City of Bainbridge Island	0.55%
City of Bremerton	1.36%
City of Port Orchard ⁵	5.40%
City of Poulsbo ⁶	3.04%

⁵ The City of Port Orchard's estimated average annual population growth rate of 6.4 percent between 2006 and 2012 includes growth from inside the City's 2006 boundary. The figure also includes an estimated 2,243 residents added as a result of Port Orchard's Annexation of McCormick Woods. *Port Orchard Ordinance No. 011-09 (July 9, 2009)*.

⁶ During the 2006-2012 reporting period, the City of Poulsbo approved seven annexations, six of which included residentially zoned land. In addition, the Washington State Office of Financial Management revised the City's 2009 population, reflecting an increase of population of 996 persons; however, this revision was a readjustment from previous years' OFM April 1 estimates, and does not reflect the true population growth during the reporting period.

Countywide Growth of the Housing Supply 2006-2012

Residential development indicators include; building permits, subdivisions, and lot creation. Monitoring building permits allows Kitsap County to measure development occurring in its residential market, as well as overall construction activity. In this section, both single family and multi-family building permits are analyzed to show the numbers of each building type in the identified Kitsap County jurisdiction. During the reporting period covered by this report (2006-2012), Kitsap County and the rest of the U.S. experienced one of the largest declines of the economy since the Great Depression in the 1930's. For Kitsap County, this included not only a substantial loss of jobs, but also a severe decline in new residential construction. Housing growth evaluated in this report will not be comparable to the 2000 and 2007 reports due to the Great Recession. However, despite the fact that the Great Recession caused a substantial decrease in all development permits submitted, Kitsap County continued to grow more in urban areas and cities.

Kitsap County and the Cities cumulatively permitted 5,492 new housing units during 2006-2012. Please see Figure 1.

The detailed breakdown of permitted units by jurisdiction is shown in the figure below. Unincorporated Kitsap County permitted the largest share (3,318 units or 60.4 percent of the total) followed by Bremerton (10.3 percent), Poulsbo (10.2 percent), and Port Orchard (9.9 percent) and Bainbridge Island (9.1 percent). Countywide, new single family units accounted for 92 percent and multi-family units 8 percent of all new units permitted.

Approximately 68 percent of all new units were permitted in cities and UGAs while 32 percent were permitted in unincorporated rural areas, as shown in Figure 1.

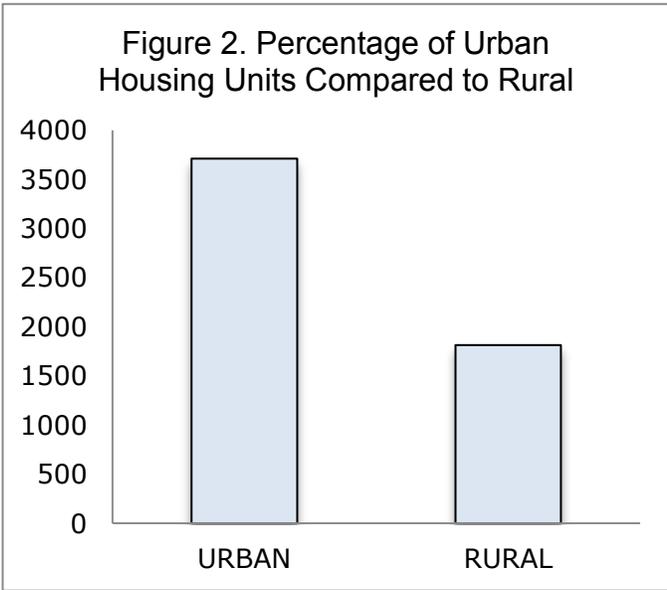
Total Permitted Housing Units Unincorporated Kitsap County and Cities, 2006-2012⁷

Total permitted housing units are displayed in Table 3-6.

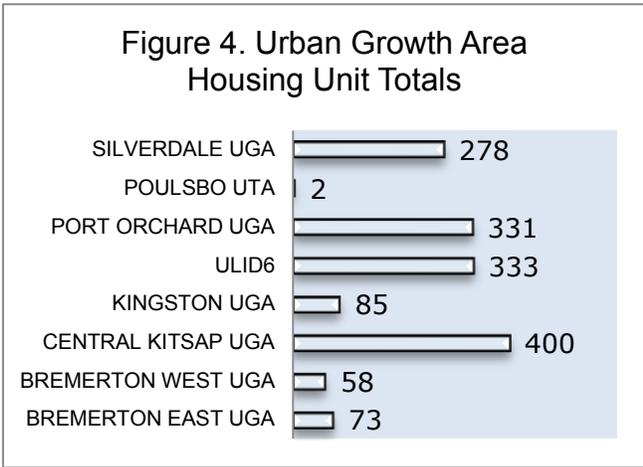
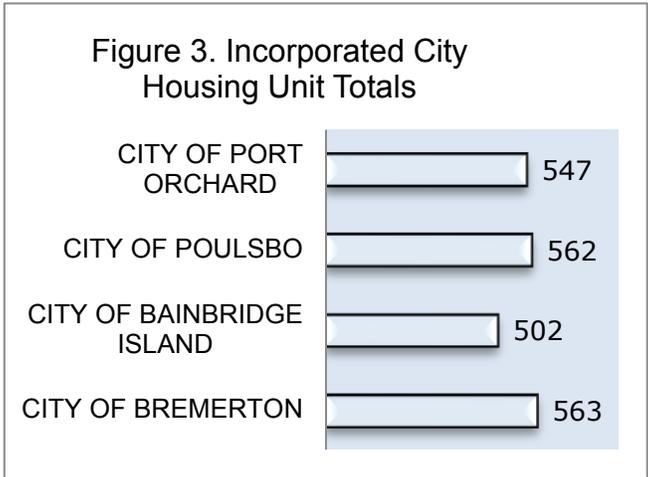
Table 3-6. Total Permitted Housing Units

Urban	
Unincorporated Urban Growth Areas	
Single Family Residences	1380
Multi-Family Residences	180
Subtotal	1560
City of Bremerton	
Single Family Residences	352
Multi-Family Residences	211
Subtotal	563
City of Bainbridge Island	
Single Family Residences	453
Multi-Family Residences	49
Subtotal	502
City of Poulsbo	
Single Family Residences	561
Multi-Family Residences	1
Subtotal	562
City of Port Orchard	
Single Family Residences	443
Multi-Family Residences	104
Subtotal	547
Urban Subtotals	3,734
Rural	
Unincorporated Rural Areas	
Single Family Residences	1748
Multi-Family Residences	10
Subtotal	1758
Rural Subtotals	1758
Total Housing Permits	5492

⁷ Source: Kitsap County Department of Community Development, and the cities of Bainbridge Island, Bremerton, Port Orchard, and Poulsbo.



8



Kitsap County continues to see a relatively high rate of new rural housing units that shows a general preference for the rural lifestyle. In 2010, the Kitsap County Department of Community Development completed the *Year of the Rural*,⁹ which evaluated rural character and rural preference in Kitsap County.

⁸ ULID 6 was annexed into the City of Port Orchard 2009. However, all permits were submitted and approved prior to annexation by Kitsap County.
⁹ Kitsap County Comprehensive Plan, Chapter 3

The *Year of the Rural* project won the Washington State Governor’s Award for Smart Planning. The study noted many rural residents moved from other areas specifically to live within Kitsap County’s rural area for the scenic views, agricultural opportunities, and a quiet lifestyle. Table 3-7 illustrates the share of permitted rural residential units developed on pre-existing lots compared to new rural lots created from 2006-2012 subdivision activity.

Table 3-7. Rural Growth

Type of Activity ¹⁰	2006--2012	
	Lots	Units
Rural Subdivisions		
Long Plat	136	
Short Plat	0	
Large Lot	44	
Total New Rural Lots Created	180	
Total Rural Units Permitted		1,758
<i>2006-2012 Rural Housing Unit Growth Share</i>		
Share of Units on Pre-Existing Lots		91%
Share of Units Permitted on New Lots		9%

There were a large number of permits issued relative to the number of new lots created. The large pre-existing lot share of new growth is attributed to the supply of smaller legal non-conforming lots found in the unincorporated rural areas, primarily in the Rural Residential zone. These smaller “legacy lots” (smaller than current zoning allows) were created under pre-Growth Management Act standards, and would not be allowed today. Such non-conforming lots will continue to influence the urban/rural share of new housing unit growth until they have been developed, consolidated, or had their development rights purchased, transferred or otherwise extinguished. Since 2006, the County has adopted additional reasonable measures, such as Kitsap County code chapter 17.383, to limit the development of legacy lots, and will be evaluating options for addressing these issues through the 2016 comprehensive plan update.

¹⁰ Source: Kitsap County DCD

City of Bainbridge Island

Growth from 2006-2012

OFM City of Bainbridge Island Population Estimate Highlights

- The City of Bainbridge Island had a 2006 population of 22,220
- The City of Bainbridge Island had a 2012 population of 23,090
- Resident population increased by 870 persons from 2006-2012
- Actual 2006-2012 average annual population growth rate = .55 percent

Permitted Residential Development

The data indicate that from 2006-2012 the City of Bainbridge Island permitted 453 new single-family and 49 multi-family units. Single family units accounted for 90.2 percent of all new housing units permitted in the City which indicates a reduction in multi-family units compared to the last report. This is primarily attributed to the Great Recession. Summary residential building permit activity for 2006-2012 is shown in Table 4a-1.

Table 4a-1. City of Bainbridge Island Building Permits 2006-2012

CITY OF BAINBRIDGE ISLAND NEW UNITS Type	2006	2007	2008	2009	2010	2011	2012	Grand Total
Single Family	119	97	57	40	34	60	46	453
Multi Family	7	15	12	2	2	0	11	49
Grand Total	126	112	69	42	36	60	57	502

What was the Actual Density of Growth from 2006-2012?

This analysis seeks to determine whether development has occurred at densities consistent with planning assumptions and targets. Achieved densities are measured in two ways. The first measure is platted densities, i.e. the lot density of new subdivisions approved during the past seven years. Platted densities include subdivisions that were committed to a specific lot size, whether or not development actually occurred on each separate parcel. Plat data allow for the determination of net densities. The second measure is permitted densities. This technique measures the density of all new units approved on existing lots or parcels. Permitted densities include new units permitted on larger parcels that may not reflect the full build-out value of each parcel based on its respective zoning that tends to lower the overall density estimate. They may also include new units permitted on pre-GMA lots of record that may inflate the overall

density estimate. Permitted density data also only identifies gross densities. Therefore, platted densities are generally a more accurate means to ascertain achieved densities for the purposes of the BLR. Taken together, however, permitted and platted density data are a good indicator of gross land consumption for residential purposes. Achieved net platted densities can be compared to “plan densities” or the target densities identified in the jurisdiction’s comprehensive plan and implementing development regulations to assess how well those target plan densities are being met based on the creation of new lots.

Platted Densities

Platted density analysis for Bainbridge Island is shown in Table 4a-2. The data indicate that 68 new single-family plats were recorded during the past seven years creating a total of 303 new single family units and four multi-family plats were recorded creating 21 new units.

Table 4a-2. City of Bainbridge Island Residential Plat Achieved Density 2006-2012

Achieved Plat Densities by Zone - City of Bainbridge Island	R-0.4	R-1	R-14	R-2	R-2.9	R-3.5	R-8	B/I
Count of Permit ID	22	14	1	22	4	3	2	2
Sum of # of Lots/ Units	66	54	45	72	19	64	7	8
Sum of Net Plat Area (sq. ft.)	7065266	2200854	80031	2494095	274242	287969	41399	471731
Sum of Net Plat Area acres	162.20	50.52	1.84	57.26	6.30	6.61	0.95	10.83
Sum of Gross Lot Size (sq. ft.)	7822857	2528445	113242	2606622	301430	456551	42669	471731
Sum of Gross Lot Size (acres)	179.59	58.05	2.60	59.84	6.92	10.48	0.98	10.83
Net Density	0.41	1.07	24.49	1.26	3.02	9.68	7.37	0.74
Gross Density	0.37	0.93	17.31	1.20	2.75	6.11	7.15	0.74

Source: City of Bainbridge Island and Kitsap County.

Permitted Densities:

Permitted density analyses for single family and multi-family are shown in Tables 4a-3 and 4a-4 respectively. The data indicate 550 acres of land were utilized for residential development in the city over the past seven years. This number is half of the previous reporting period and again is most likely attributed to the Great Recession.

Table 4a-3. City of Bainbridge Island Single Family Permits 2006-2012

Permitted Urban Single Family Densities by Zone					
Zone	Planned Density (Acres)	Count of Permit Type	New Dwelling Units	Acres	Density
B/I					
	B/I	2	2	11.81	0.17
MUTC/Core					
	MUTC/Core	4	4	16.46	0.24
MUTC-Erick					
	MUTC-Erick	1	1	0.04	50.00
R-0.4					
	1 DU/2.5 AC	112	112	305.17	0.37
R-1					
	1 DU/AC	70	70	77.5	0.90
R-14					
	14 DU/AC	4	4	0.24	20.83
R-2					
	2 DU/AC	177	177	112.66	1.57
R-2.9					
	2.9 DU/AC	33	33	15.7	2.10
R-3.5					
	3.5 DU/AC	36	36	6.26	5.75
R-4.3					
	4.3 DU/AC	9	9	3.1	2.90
R-6					
	6 DU/AC	1	1	0.21	4.76
R-8					
	8 DU/AC	4	4	0.67	5.97
Grand Total		453	453	549.82	

Table 4a-4. City of Bainbridge Island 2006-2012 Multi-Family Permits

Permitted Urban Densities Multi-Family	Zone	Planned Density (Acres)	Count of Permit Type	New Dwelling Units	Acres	Density
2006						
	MUTC/ Erck					
	R-8	MUTC/ Erck	1	2	0.12	16.67
		8 DU/AC	1	3	0.45	6.67
2007						
	MUTC					
			2	15	.80	11.51
			2	2	10	.2
2008						
	NSC		1	12	1.64	4.96
2009						
	MUTC/Core					
			1	1	1.52	.66
	MUTC/Core					
			1	2	4.98	.4
2010						
	MUTC-Erick		1	2	.04	.02
2012						
	R-14					
		14 DU/AC	1	10	0.15	66.67

Is the City of Bainbridge Island’s Land Supply Adequate to Accommodate the Forecast Growth?

This analysis seeks to determine whether sufficient development capacity exists to accommodate forecast growth. The analysis compares existing buildable land capacity (converted to population growth capacity) with forecast population growth for the planning period. It determines an estimated net growth capacity surplus or deficiency and expresses the result as a ratio. The population capacity/demand ratio can be viewed as a general indicator of how well the City is sized to accommodate its forecast population growth. Ideally, the supply/demand ratios should be close to 1.0.

Buildable Land Capacity

The results of the buildable lands inventory comparison with forecast growth for Bainbridge Island are shown in Table 4a-5.

Table 4a-5. City of Bainbridge Island Land Capacity and Demand

City of Bainbridge Island	Population Capacity and Demand
2025/2036 UGA Population Capacity	6,814
2010-2036 Allocated Population Growth	5,635
Net 20-Year Population Capacity (+ or -)	1,179
UGA Pop. Capacity/Demand Ratio	1.21

City of Bremerton

Growth from 2006-2012

OFM City of Bremerton Population Estimate Highlights

- The City of Bremerton had a 2006 population of 36,202
- The City of Bremerton had a 2012 population of 39,650
- Resident population increased by 3,448 persons from 2006-2012
- Actual 2006-2012 average annual population growth rate = 1.36 percent

Permitted Residential Development

The data indicate that from 2006-2012 the City of Bremerton permitted 352 new single-family and 211 multi-family units. Single family units accounted for 62.5 percent of all new housing units permitted in the City. Summary residential building permit activity for 2006-2012 is shown in Table 4b-1.

Table 4b-1. City of Bremerton Building Permits 2006-2012

CITY OF BREMERTON: NEW UNITS Type	2006	2007	2008	2009	2010	2011	2012	Grand Total
Single Family	83	81	36	49	42	22	39	352
Multi Family	9	0	0	0	145	46	11	211
Grand Total	92	81	36	49	187	68	50	563

Source: City of Bremerton and Kitsap County

What was the Actual Density of Growth from 2006-2012?

This analysis seeks to determine whether development has occurred at densities consistent with planning assumptions and targets. Achieved densities are measured in two basic ways. The first measure is platted densities. That is the lot density of new subdivisions approved during the past seven years. Platted densities include subdivisions that were committed to a specific lot size, whether or not development actually occurred on each separate parcel. Plat data allows for the determination of net densities. The second measure is permitted densities. This technique measures the density of all new units approved on existing lots or parcels. Permitted densities include new units permitted on larger parcels that may not reflect the full build out value of each parcel based on its respective zoning, which tends to lower the overall density estimate.

They may also include new units permitted on pre-GMA lots of record, which tends to inflate the overall density estimate. Permitted density data also only identify gross densities. Therefore, platted densities are a generally more accurate means to ascertain achieved densities for the purposes of the buildable lands program. Taken together, however, permitted and platted density data are a good indicator of gross land consumption for residential purposes. Achieved net platted densities can be compared to “plan densities” or the target densities identified in the jurisdiction’s comprehensive plan and implementing development regulations to assess how well those target plan densities are being met based on the creation of new lots.

Platted Densities

Platted density analysis for Bremerton is shown in the Table 4b-2. The data indicate that 39 new plats were recorded during the past six years creating an area for potentially a total of 366 new single family or multi-family structures.

Table 4b-2. City of Bremerton Residential Plat Achieved Density 2006-2012

Achieved Plat Densities by Zone - City of Bremerton	Medium Density Residential (Bay Vista SAP)	Medium Density Residential (East Park SAP)	Mixed-Use (Bay Vista SAP)	Medium Density Res	Low Density Residential (R-10)	Residential Low Density (DR)	LDR
Count of Recorded Plats	1	1	1	1	32	1	2
Sum of Number of Lots	46	54	3	70	166	4	21
Net Plat Area (acres)	7.4	5.45	5.95	5.44	30.037	0.66	2.27
Gross Plat Area (acres)	7.85	8.22	6.47	9.45	33.765	0.66	4.14
Net Density	6.22	9.91	0.50	12.87	5.53	6.06	9.25
Gross Density	5.86	6.57	0.46	7.41	4.92	6.06	5.07

Source: City of Bremerton and Kitsap County

Permitted density analyses are shown in Tables 4b-4 and 4b-5. The data indicate 70.56 acres of land were utilized for residential development in the city over the past six years.

Table 4b-3. City of Bremerton Single Family Permits 2006-2012

Zone	Planned Density (units per acre)	Achieved Density	Count of Applications	Sum of Number of Lots	Sum of Net Plat Area	Sum of Gross Plat Area (acres)
Medium Density Residential (Bay Vista SAP)	Up to 38	6	1	46	7.4	7.85
Medium Density Residential (East Park SAP)	Up to 25	10	1	54	5.45	8.22
Mixed-Use (Bay Vista SAP)	Up to 65	1	1	3	5.95	6.47
Medium Family Residential	8 to 18	12	1	70	5.44	9.45
Low Density Residential (R10)	5 to 10	5	7	60	12.57	14.52
		6	3	6	0.985	0.985
		7	5	17	2.53	2.53
		8	2	4	0.51	0.51
		9	4	14	1.54	1.54
		10	3	35	3.36	4.24
		2*	3	6	3.216	3.48
		3*	1	4	1.27	1.27
		4*	4	20	4.056	4.69
Residential Low Density (DR)	3 to 8	6	1	4	0.66	0.66
Low Density Residential	3 to 8	2	1	3	1.34	1.45
		19	1	18	0.93	2.69
Grand Total			40	364	57.207	70.555
FOOTNOTE: *To allow for further subdivision, pursuant to Bremerton Municipal Code 20.60.065(c)(2) one lot within a proposal for division may exceed 8,712 square feet provided the remaining lots do not exceed 8,712 square feet						

Table 4b-4. City of Bremerton 2006-2012 Single Family Permits

	Zoning*	Count of Applications	New Dwelling Units	Acres	Density
(Applied under 1988 Zoning Code)	SF-2	2	2	0.59	3.39
	SF-3	3	3	0.52	5.77
	MF	4	4	0.5	8
(Applied under 2005 Zoning Code)	CCR	1	1	0.23	4.35
	FC	1	1	2.08	0.48
	NCC	3	3	0.34	8.82
	R10	297	297	59.66	4.98
	BVSAP	41	41	3.58	11.45
Grand Total		352	352	67.6	

Table 4b-5. City of Bremerton 2006-2012 Multi-Family Permits

Permitted Urban Multi Family Densities by Zone Type	Zoning	Count of Applications	New Dwelling Units	Acres	Density
	DR	2	6	0.57	10.53
	MR	1	3	0.14	21.43
	BVSAP	31	202	6.3	32.06
Grand Total		34	211	7.01	

Is the City of Bremerton’s Land Supply Adequate to Accommodate the Forecast Growth?

This analysis seeks to determine whether sufficient development capacity exists to accommodate forecast growth. The analysis compares existing buildable land capacity (converted to population growth capacity) with forecast population growth for the planning period. It determines an estimated net growth capacity surplus or deficiency and expresses the result as a ratio. The population capacity/demand ratio can be viewed as a general indicator of how well the City is sized to accommodate its forecast population growth. Ideally, the supply/demand ratios should be close to 1.0.

Buildable Land Capacity

The results of the buildable lands inventory comparison with forecast growth for Bremerton are shown in the following table. The analysis indicates the city has more residential capacity than its projected 2025 and 2036 population growth.

Table 4b-6. City of Bremerton Land Capacity and Demand

City of Bremerton	Population Capacity & Demand
2025/2036 Population Capacity	34,198
2010-2036 Allocated Population Growth	14,228
Net 20-Year Population Capacity (+ or -)	-21,156
Pop. Capacity/Demand Ratio	2.40

Source: Kitsap County, City of Bremerton, Kitsap Regional Coordinating Council

City of Port Orchard

Growth from 2006-2012

OFM City of Port Orchard Population Estimate Highlights

- The City of Port orchard had a 2006 population of 8,513
- The City of Port orchard had a 2012 population of 11,780
- Resident population increased by 3,267 persons from 2006-2012
- Actual 2006-2012 average annual population growth rate = 5.4 percent¹

Permitted Residential Development

The data indicate that from 2006-2012 the City of Port Orchard permitted 443 new single-family and 104 multi-family units. Single family units accounted for 80.9% of all new housing units permitted in the City, which indicates a reduction in multi-family units compared to the last report. This is primarily attributed to the Great Recession. Summary residential building permit activity for 2006-2012 is shown in Table 4c-1.

Table 4c-1. City of Port Orchard Building Permits 2006-2012

CITY OF PORT ORCHARD: NEW UNITS Type	2006	2007	2008	2009	2010	2011	2012	Grand Total
Single Family	23	44	23	55	130	68	100	443
Multi Family							104	104
Grand Total	23	44	23	55	130	68	204	547

What was the Actual Density of Growth from 2006-2012?

This analysis seeks to determine whether development has occurred at densities consistent with planning assumptions and targets. Achieved densities are measured in two basic ways. The first measure is platted densities. That is the lot density of new subdivisions approved during the past seven years. Platted densities include subdivisions that were committed to a specific lot size, whether or not development actually occurred on each separate parcel. Plat data allows for the determination of net densities. The second measure is permitted densities. This technique measures the density of all new units approved on existing lots or parcels. Permitted densities include new units permitted on larger parcels that may not reflect the full build out value of each parcel based on its respective zoning, which tends to lower the overall density estimate. They may also include new units permitted on pre-GMA lots of record, which tends to

¹ This growth is partially due to large annexations that occurred during the planning period.

inflate the overall density estimate. Permitted density data also only identifies gross densities. Therefore, platted densities are a generally more accurate means to ascertain achieved densities for the purposes of the buildable lands program. Taken together, however, permitted and platted density data are a good indicator of gross land consumption for residential purposes. Achieved net platted densities can be compared to “plan densities” or the target densities identified in the jurisdiction’s comprehensive plan and implementing development regulations to assess how well those target plan densities are being met based on the creation of new lots.

Platted Densities

Platted density analysis for Port Orchard is shown in Table 4c-2. The data indicate that 4 new single-family plats were recorded during the past seven years creating a total of 31 new single family units and 12 multi-family plats were recorded creating 261 new units.

Table 4c-2. City of Port Orchard Residential Plat Achieved Density 2006-2012

Achieved Plat Densities by Zone - City of Port Orchard	R-12	R-20	R-4.5	R-8
Count of Recorded Plats	5		4	6
Sum of Number of Lots	38		31	219
Net Plat Area (acres)	5.75		7.84	44.39
Gross Plat Area (acres)	5.75		14.72	64.79
Net Density	6.61		3.95	4.93
Gross Density	6.61		2.11	3.38

Source: City of Port Orchard and Kitsap County

Permitted density analyses are shown in Tables 4c-4 through 4c-6. The data indicate 70.12 acres of land were utilized for residential development in the city over the past seven years. This number is half of the previous reporting period and is most likely attributed to the Great Recession.

Table 4c-4. City of Port Orchard Single Family Permits 2006-2012

Permitted Urban Single Family Densities	Zoning	Planned Density	Count of Application No.	New Dwelling Units	Acres	Density
2006			23	23	3.2	
	R20					
		20du/ac max				
	R4.5					
		4.5du/ac	1	1	0.34	2.94
	R8					
		8du/ac	21	21	2.44	8.61
2007			44	44	7.17	
	BP					
		N/A	1	1	0.33	3.03
	R12					
		12du/ac	18	18	2.06	8.74
	R4.5					
		4.5du/ac	2	2	1.26	1.59
	R8					
		8du/ac	23	23	3.85	5.97
2008			23	23	5.83	
	R12					
		12du/ac	8	8	1.05	7.62
	R8					
		8du/ac	15	15	4.78	3.14
2009			55	55	7.36	
	R12					
		12du/ac	1	1	0.14	7.14
	R4.5					
		4.5du/ac	2	2	0.75	2.67
	R8					
		8du/ac	52	52	6.47	8.04
2010			130	130	22.89	
	R12					
		12du/ac	3	3	0.4	7.50
	R20					
		20du/ac max				
	R8					
		8du/ac	126	126	17.96	7.02
2011			68	68	10.06	
	R8					
		8du/ac	68	68	10.06	6.76
2012			100	100	13.61	
	R8					
		8du/ac	100	100	13.61	7.35
			443	443	70.12	

Table 4c-5. City of Port Orchard Summary of Single Family Permits 2006-2012

Permitted Urban Single Family Densities by Zone	Zoning	Count of Applications	New Dwelling Units	Acres	Density
SINGLE FAMILY		443	443	70.12	
	BP	1	1	0.33	3.03
	R12	30	30	3.65	8.22
	R4.5	5	5	2.35	2.13
	R8	405	405	59.17	6.84
Grand Total		441	441	65.17	

Table 4c-6. City of Port Orchard Multi-Family Permits 2006-2012

Permitted Urban Densities Multi-Family	Zoning	Count of Applications	New Dwelling Units	Acres	Density
MULTI-FAMILY					
	Co	8	104	75.2	1.38
Grand Total		8	104	75.2	

Is the City of Port Orchard’s Land Supply Adequate to Accommodate the Forecast Growth?

This analysis seeks to determine whether sufficient development capacity exists to accommodate forecast growth. The analysis compares existing buildable land capacity (converted to population growth capacity) with forecast population growth for the planning period. It determines an estimated net growth capacity surplus or deficiency and expresses the result as a ratio. The population capacity/demand ratio can be viewed as a general indicator of how well the City is sized to accommodate its forecast population growth. Ideally, the supply/demand ratios should be close to 1.0.

Buildable Land Capacity

The results of the buildable lands inventory comparison with forecast growth for Port orchard are shown in Table 4c-7. The analysis indicates the city has excess population capacity of 2,123 people.

Table 4c-7. City of Port Orchard Capacity and Demand

City of Port Orchard	Population Capacity and Demand
2025/2036 Population Capacity	10,358
2010-2036 Allocated Population Growth	8,235
Net 20-Year Population Capacity (+ or -)	2,123
UGA Pop. Capacity/Demand Ratio	1.26

Source: Kitsap County, City of Port Orchard, Kitsap Regional Coordinating Council

City of Poulsbo

Growth from 2006-2012

OFM City of Poulsbo Population Estimate Highlights

- The City of Poulsbo had a 2006 population of 7,722
- The City of Poulsbo had a 2012 population of 9,360
- Resident population increased by 1,638 persons from 2006-2012
- Actual 2006-2012 average annual population growth rate = 3.04 percent*

Permitted Residential Development

Summary residential building permit activity for Poulsbo from 2006-2012 is displayed in Table 4d-1. The City permitted a total of 562 new housing units over the reporting period. All of the new housing units were single family houses or duplexes, except for one multi-family unit which was added to an existing apartment building in 2012.

Table 4d-1. City of Poulsbo Residential Building Permits 2006-2012

CITY OF POULSBO Unit Type	2006	2007	2008	2009	2010	2011	2012	Grand Total
Single Family	92	177	87	56	19	34	96	561
Multi Family	0	0	0	0	0	0	1	1
Grand Total	92	177	87	56	19	34	97	562

Source: City of Poulsbo Planning and Building Department

SFRs = Single Family Units, Duplexes, Mobile Homes & ADUs

MFRs = Multi-Family Units & Mixed Use Units

* Note: During the reporting period, the City had seven annexations, six of which included residentially zoned land. In addition, the Office of Financial Management revised the City's 2009 population, reflecting a 996 increase in population from 2008 to 2009; however, this revision was a readjustment from previous years' OFM April 1 estimates, and does not reflect actual population growth between 2008-2009.

What was the Actual Density of Growth from 2006-2012?

This analysis seeks to determine whether development has occurred at densities consistent with planning assumptions and targets. Poulsbo evaluates achieved density during the reporting period utilizing two methodologies; 1) review lots created through platting, and 2) review building permits issued. To determine lot creation density, final plats and short plats were reviewed and gross and net density was calculated. Building permit density is determined by identifying the number of building permits issued, and by identifying the number of total acres by zoning district.

Platted Densities

There were 12 final plats, 13 short plats, and one testamentary subdivision recorded in the reporting period. Table 4d-2 summarizes these plat details per zoning district.

Table 4d-2. City of Poulsbo Residential Plat Achieved Density 2006-2012

Zoning District	Number of Plats	Gross Acreage	Net Acreage	Number of Lots/Units	Achieved Gross Density	Achieved Net Density	Planned Density
Residential Low (RL)	17	121.37	76.95	555	4.57	7.21	4-5
Residential Medium (RM)	2	26.17	12.33	3*	0.11	0.24	6-10
Residential High (RH)	4	8.13	4.45	10	1.23	2.24	10-14
Redevelopment Zone (RD)	3	11.59	8.25	122	10.53	14.78	10-14

Source: City of Poulsbo Planning and Building Department

* Seven total lots were created in the Residential Medium zone during the reporting period; however, only 3 lots were for future residential development.

Building Permit Densities

During the reporting period, there were 562 building permits issued for residential dwelling units. All units except one were single-family or duplexes (the one multi-family unit was an additional unit added to an existing apartment building). Table 4d-3 categorizes the building permits issued by year and zoning district, and identifies the actual density achieved. Table 4d-4 summarizes the building permit actual density by zoning district.

Table 4d-3. City of Poulsbo 2006-2012, Building Permit Actual Density by Year and Zoning District

Year/ Zoning District	Number of Building Permits	Acres	Actual Density per Acre
2006	92 total		
RL	63	12.09	5.2 du/acre
RD	29	2.63	11 du/acre
2007	177 total		
RL	152	23.75	6.39 du/acre
RD	25	1.50	16.6 du/acre
2008	87 total		
RL	83	12.9	6.43 du/acre
RH	4	0.57	7.01 du/acre
2009	56 total		
RL	48	6.39	7.5 du/acre
RD	8	0.65	12.3 du/acre
2010	19 total		
RL	14	1.74	8.04 du/acre
RD	5	0.27	18.5 du/acre
2011	34 total		
RL	23	3.20	7.17 du/acre
RD	11	0.67	16.4 du/acre
2012	97 total		
RL	90	15.40	5.84 du/acre
RH	1	N/A*	N/A*
RD	6	0.46	13.04

Source: City of Poulsbo Planning and Building Department

*The one RH unit in 2012 was a unit added to an existing apartment building.

Table 4d-4. City of Poulsbo 2006-2012 Building Permit Actual Density Summary by Zoning District

Zoning District	Total Acreage	Number of Building Permits	Actual Density per acre
Residential Low	75.5	473	6.26 du/acre
Residential Medium	0	0	N/A
Residential High	0.57	4*	7.01 du/acre
Redevelopment Zone	6.18	84	13.6 du/acre

Source: City of Poulsbo Planning and Building Department

* The one RH unit added to an existing apartment house was not included in Table 4d-4's density calculation.

Evaluation and Conclusions

The City of Poulsbo has been performing well within its goals and planned densities for the Residential Low and Redevelopment zoning districts. The result is less definitive in the Residential Medium and Residential High zones. The apparent low densities for RM/RH zones reported in Table 4d-2 will not be the final built-out density. Most of the 13 lots created in the RM/RH zones during the reporting period, are intended for future multi-family development which will be permitted at the minimum density of the zoning district (RM is minimum 6 du/acre and RH is minimum 10 du/acre).

The City updated its zoning code provisions in 2007, and again in 2013, which will impact future development trends in Poulsbo. The 2007 update removed the Planned Unit Development (PUD) code provisions and replaced them with the Planned Residential Development (PRD) regulations. The PUD provisions provided for density bonuses of up to 20 percent; out of the 12 recorded final plats in the RL zoning district during the reporting period, 6 were under the PUD provisions.

The current PRD standards require a public benefit in exchange for a density bonus, and recent submittals have not included requests for bonus density. This may result in a reduction of achieved densities in the future, particularly in the RL zone where most PRDs are proposed. However, residential projects will still be held to the minimum density standard of 4 dwelling units per net acre in the RL zone.

The development standards for the RM and RH zones were also overhauled in the City's 2007 and 2013 zoning code updates. The City has not seen many projects proposed in these zoning districts since the update, but it is likely that future projects will benefit from increase flexibility in housing types and the requirement to meet each zoning district's minimum density standards. The City anticipates that future reporting periods will show an increase in density in both zoning districts.

The 2013 zoning code update introduced additional flexibility for residential development that should provide projects with additional ways to achieve density standards. For example, there are now provisions that allow for lot averaging and expanded sections on infill development and cottage housing. In addition, the zoning code includes new development tools for mixed use developments in the commercial zones that allow for additional opportunities for residential units.

Is the Land Supply Adequate to Accommodate the Forecast Growth?

This analysis seeks to determine whether sufficient development capacity exists to accommodate the forecast growth. The analysis compares existing buildable land capacity (converted to population growth capacity) with forecast population growth for the planning period. It determines an estimated net growth capacity surplus or deficiency and expresses the result as a ratio. The population capacity/demand ratio

can be viewed as a general indicator of how well the UGA is sized to accommodate its forecast population growth. Ideally, the supply/demand ratios should be close to 1.0.

Buildable Land Capacity

The 2025 and 2036 population growth targets for Poulsbo and its urban growth area project a total population of 14,808, and represents a population growth of 5,108 (from 2010-2035). This population target is set forth in Exhibit B of the Kitsap Countywide Planning Policies, and is depicted in Table 4d-5.

Table 4d-5. Poulsbo 2035 Population Target

	Census 2010	Population Growth	2025/2036 Targets
City of Poulsbo	9,222	1,330	10,552
Poulsbo UGA	478	3,778	4,256
Total	9,700	5,108	14,808

Source: Appendix B Kitsap Countywide Planning Policies

When evaluating population demand and land capacity, Poulsbo does not make a distinction between city limits and its urban growth area. Table 4d-6 combines the land capacity analyses results completed for both the city limits and the current urban growth area, and compares it to the total 5,108 population growth target for Poulsbo and its urban growth area.

Table 4d-6. City of Poulsbo and Poulsbo Urban Transition Area Land Capacity

Poulsbo city limits and urban growth area	Population Capacity and Demand
2025/2036 Population Capacity city limits + urban growth area	6,597
2035 Population Growth Target	5,108
Net 20-Year Population Capacity (+ or -)	1,489
Population Capacity/Demand Ratio	1.29

Source: Appendix B Kitsap Countywide Planning Policies; City of Poulsbo Planning and Building Department

The 2007 BLR land capacity analysis identified a 1.04 population capacity/demand ratio for Poulsbo (when the city limits and urban growth area are combined). The increase in capacity identified in Table 4d-6 from the 2007 report can be explained by: 1) a number of residential plats during the reporting period utilized the density bonus provisions of the then Planned Unit Development standards, resulting in higher than the planned density of 4-5 dwelling units per acre, and thereby utilized less land than assumed in the 2007 BLR. The City of Poulsbo does not expect this trend to continue in the next reporting period as explained above; and 2) the density assumptions per zoning district

in this report utilizes the maximum density per zone when calculating population, whereas the 2007 BLR utilized the minimum density requirement per zoning district.

The 2014 BLR analysis indicates there is sufficient capacity to accommodate the forecast growth target over the planning period for Poulsbo and its urban growth area. Further, if minimum densities by zoning district were utilized for this analysis, the population capacity/demand ratio would be at 1.03, representing nearly the same ratio as in 2007. For the 2012 BLR, however, Poulsbo is utilizing the maximum density in its land capacity analysis to be consistent with the change in methodology as a result of Kitsap County's remand order.

Unincorporated Kitsap County

Growth from 2006-2012

OFM Total Unincorporated County Population Estimate Highlights

- Unincorporated Kitsap County had a 2006 population of 169,392
- Unincorporated Kitsap County had a 2012 population of 170,620
- The population increased by 1,228 persons from 2006-2012
- Actual 2006-2012 average annual population growth rate flat at 0.01 percent

Permitted Residential Development

Data indicate that from 2006-2012, the County permitted 3,128 new single-family and 190 multi-family units. Of these, 53 percent were in located in unincorporated UGAs and 47 percent were in the rural areas. This is an improvement from the prior report when 63 percent were in rural areas and 37 percent in unincorporated UGAs.¹ Housing units permitted in rural areas were almost exclusively single family residences, and 67 units developed in the rural areas were attributable to the 2012 Comprehensive Plan Remand. As noted in Chapter 1, page 2, footnote 1, after the 2006 Comprehensive Plan was remanded, Kitsap County revised its UGA boundaries, resulting in some vested projects that had reverted from urban to rural zoning. The rural development numbers reflect those vested developments. Single family units accounted for 86 percent of new housing units permitted in the UGAs. This indicates a reduction in multi-family units compared to the previous reporting period.

The rate of rural residential growth, while not specifically targeted in the Countywide Planning Policies (CPPs), dramatically decreased in relation to growth in the urban unincorporated housing supply from 2006-2012. Rural housing units accounted for only 48 percent of housing unit growth in the report period, while they accounted for 63 percent of unincorporated housing unit growth in the previous reporting period. This represents a 15 percent reduction in new rural housing units. On a Countywide level, rural housing units accounted for 33 percent of total housing units. In the previous reporting period, rural housing units accounted for 43 percent of total housing units. This represents a 10 percent reduction in rural housing units from a Countywide perspective. A summary of residential building permit activity for 2006-2012 is shown in Table 4u-1 on the following page. The table includes unincorporated Kitsap County residential building permits.

¹ Because unincorporated Kitsap County includes primarily rural areas, it is somewhat expected to see a greater number of permits in the rural areas. Nevertheless, when the County and its cities are considered as a whole, an even larger majority of development has been taking place in the UGAs.

Table 4u-1. Unincorporated Urban/Rural Permits 2006-2012

		2006	2007	2008	2009	2010	2011	2012	Grand Total
URBAN		214	402	311	207	94	117	215	1560
	Single Family	214	348	229	207	94	117	171	1380
	Multi-Family	0	54	82	0	0	0	44	180
RURAL		552	459	228	126	127	109	157	1758
	Single Family	550	452	228	126	126	109	157	1748
	Multi-Family	2	7	0	0	1	0	0	10
Grand Total		766	861	539	333	221	226	372	3318
	Urban Total	28%	46.7%	57.70%	62.16%	44.5%	51.77%	57.80%	53%
	Rural Total	72%	53.3%	42.30%	37.84%	55.5%	48.23%	42.20%	47%

Source: Kitsap County Department of Community Development

What was the Actual Density of Growth from 2006-2012?

This analysis focuses on whether development densities are consistent with planning assumptions and targets. Achieved densities are measured here in two ways. The first measure is platted densities, i.e. lot density of new subdivisions approved during the past seven years. Platted densities include subdivisions that were committed to a specific lot size, whether or not development actually occurred on each separate parcel. Plat data allow for the determination of net densities. The second measure is permitted densities. This measures the density of all new units approved on existing lots or parcels. Permitted densities include new units permitted on larger parcels that may not reflect the full build out value of a parcel (based on its respective zoning, which tends to lower the overall density estimate). They may also include new units permitted on pre-GMA lots of record, which can inflate the overall density estimate if the lot sizes are lower than currently allowed. Permitted density data identifies only gross densities. Therefore, measuring platted densities is a generally a more accurate method to ascertain densities for the purposes of the buildable lands program. Taken together, however, permitted and platted density data are a solid indicator of gross land consumption for residential purposes. Achieved net platted densities can be compared to “plan densities” or the target densities in the jurisdiction’s comprehensive plan to assess success of target plan densities in relationship to the creation of new lots.

UGAs - Platted Urban Densities

Platted urban density analysis for unincorporated Kitsap County is shown in the following tables. The data indicate that there were 32 final plats creating a total of 1,861 new urban single family lots. There were five condominium projects that created 55 new multi-family lots. Table 4u-2 shows unincorporated Kitsap County UGAs platted urban densities for 2006-2012 post remand. Table 4u-2 shows unincorporated Kitsap County UGAs platted urban densities for 2006-2012. Table 4u-3 continues the analysis with condominium density by zone.

Table 4u-2. Urban Growth Area Platted Densities 2006-2012

	Urban High (19-30 DU/Ac)	Urban Medium (10-18 DU/Ac)	Urban Low (5-9 DU/Ac)	Urban Restricted (1-5 DU/Ac)	Urban Cluster (5-9 DU/Ac)
Final Plats	1	1	23	6	3
Count of Lots	41	59	807	223	783
Gross Acres	3.62	7.13	189.73	82.62	228.49
Net Acres	2.53	4.33	101.32	27.37	102.77
Gross Density	11.33	8.27	4.25	2.70	3.43
Net Density	16.21	13.63	7.96	8.15	7.62
Average Density	13.77	10.95	6.10	5.42	5.53

Table 4u-3. Condominium Platted Densities 2006-2012

Condo Density ² by Zone	Urban High (19-30 DU/Ac)	Urban Medium (10-18 DU/Ac)	Urban Low (5-9 DU/Ac)	Urban Restricted (1-5 DU/Ac)	Mixed Use (10-30 DU/Ac)
Final Plats		1	2	1	1
Count of Lots		9	12	25	9
Gross Acres		0.57	2.95	6.86	0.57
Gross Density	0.00	15.79	4.07	3.64	15.79

The County's action on Remand affected two approved final plats. One plat was approved in the urban low zone within the Central Kitsap UGA. This plat development is known as Canyon Estates Division III and created 12 new urban single family lots. Post Remand, this development was removed from the Central Kitsap UGA and placed in the unincorporated rural area. The zoning was changed from urban low residential to Rural residential. The other plat development is known as Sterling Hills Estates, Phase I, which created 40 new single family lots. Post Remand, this development was removed from the Silverdale UGA and placed in the unincorporated rural area. The zoning for this development was changed from urban restricted to rural residential.

² The 2012 Remand Order did not affect Condominium densities.

Permitted Urban Densities

Permitted density analysis for multi-family unincorporated UGAs in Kitsap County for 2006-2012 is shown in Table 4u-5 with single family unit analysis in Table 4u-5. The data indicate that more than 376 gross acres were utilized to accommodate 1,441 new residential units in the UGAs over the past seven years. Some UGA zone densities also reflect development on larger pre-GMA parcels that have lowered the reported gross densities. This resulted in an artificially lower average reported gross density.

Table 4u-5. Unincorporated Permitted Single-Family Permits 2006-2012

JURISDICTION	ZONING	Count of APPLICATION NO	ACRES	NEW DWELLING UNITS	GROSS DENSITY (dwelling units per acre or dua)
		1,418	374.6	1380	
Bremerton East UGA		62	16.34	62	
	URBAN LOW	60	13.99	60	4.29
	URBAN RESTRICTED	2	2.35	2	0.85
Bremerton West UGA		56	17.3	58	
	URBAN LOW	45	13.92	46	3.30
	URBAN MEDIUM	11	3.38	12	3.55
Central Kitsap UGA		406	93.45	411	
	URBAN HIGH	42	3.53	42	11.90
	URBAN LOW	200	44.75	205	4.58
	URBAN MEDIUM	1	0.35	1	2.86
	URBAN RESTRICTED	163	44.82	163	3.64
Kingston UGA		51	22	51	
	URBAN LOW	47	7.61	47	6.18
	URBAN RESTRICTED	3	14.18	3	0.21
	URBAN VILLAGE CENTER	1	0.21	1	4.76
Port Orchard UGA		328	94.76	342	
	MIXED USE	1	0.29	1	3.45
	URBAN LOW	311	90.12	321	3.56
	URBAN MEDIUM	4	1.58	8	5.06
	URBAN RESTRICTED	12	2.77	12	4.33
Poulsbo Transition Area		2	0.65	2	
	RESIDENTIAL LOW	2	0.65	2	3.08
Silverdale UGA		180	79.22	182	
	MIXED USE	3	1.06	4	3.77
	URBAN LOW	123	67.7	124	1.83
	URBAN MEDIUM	34	2.6	34	13.08
	URBAN RESTRICTED	20	7.86	20	2.54
ULID6		333	50.88	333	
	URBAN CLUSTER	231	28.63	231	8.07
	URBAN LOW	102	22.25	102	4.58

Multi-family permitted densities for unincorporated UGAs were lower than the multi-family platted densities for 2006-2012. Two reasons accounting for this are the levels of development that occurred on pre-Growth Management Act lots where larger lots sizes were allowed and that new platting was occurring based on the new more dense zoning and land subdivision regulations adopted in December of 2006.

Table 4u-4. Unincorporated Urban Permitted Multi-Family Permits 2006-2012

JURISDICTION	ZONING	Count of APPLICATION NO	ACRES	NEW DWELLING UNITS	GROSS DENSITY (dwelling units per acre or dua)
		12	60.54	180	Density
BREMERTON EAST UGA					
	URBAN MEDIUM	3	3.15	9	2.86
KINGSTON UGA					
	NEIGHBORHOOD COMMERCIAL	1	1.15	35	30.43
SILVERDALE UGA					
	URBAN HIGH	6	30.72	136	4.43

Rural Areas - Platted Rural Densities

Platted rural density analysis³ for unincorporated Kitsap County for 2006-2012 is shown in Tables 4u-6. Data indicate seven final plats totaling close to 297 acres were recorded during the past seven years creating a total of 180 new rural single family lots. The average achieved net platted densities in the applicable rural zones are higher than the target planned rural densities due to pre-GMA vested preliminary plats that did not receive final plat approval until 2006-2012. In these instances plats were subject to pre-GMA regulations in effect at the time of their application that generally allowed higher rural densities.

Table 4u-6. Rural Subdivisions 2006-2012

Rural Platted Density by Zone Post Remand	Rural Residential (1 DU/5 Ac)	Urban Reserve (1 DU/10 Ac)	Rural Protection (1 DU/10 Ac)	Rural Wooded (1 DU/20 Ac)	Forest Resource Lands (1 DU/40 Ac)
Final Plats	6			1	
Count of Lots	136			44	
Gross Acres	186.91			109.78	
Net Acres	156.75			80.62	
Gross Density	0.73	0.00	0.00	0.40	0.00
Net Density	0.87	0.00	0.00	0.55	0.00

³ These data include the two plats that were vested to urban densities but removed from the urban area Post Remand.

Permitted Rural Densities

Permitted densities for the unincorporated rural area as seen in Table 4u-7 indicate that 4,453 gross acres were utilized to accommodate 1,616 new residential units. The overall average gross densities in the applicable rural zones were higher than the target planned rural densities, but the overall density was better than reported in the 2007 BLR. As stated in the 2007 BLR, these higher-than-currently-allowed densities are likely due to the number of smaller legal non-conforming lots of record (so-called “legacy lots”) approved under the pre-GMA density standards.

Table 4u-7. Rural Permits 2006-2012

	Count of Permits	Acres	Units	Units/Gross Acres
RURAL	1616	4453.28	1616	10.98
UNINCORPORATED RURAL				
Rural Industrial	1	6.22	1	
Rural Protection (1 DU/10 Ac)	278	1116.91	278	2.49
Rural Residential (1 DU/5 Ac)	1274	2934.11	1274	2.17
Rural Wooded (1 DU/20 Ac)	42	341.64	42	2.46
Urban Reserve (1 DU/10 Ac)	21	54.4	21	3.86
Grand Total	1616	4453.28	1616	10.98

Permitted Limited Area of More Intense Rural Development (LAMIRD) Densities

The data indicates that approximately 2.5 gross acres were utilized to accommodate six new residential units in the Keyport LAMIRD. In the Manchester LAMIRD, 32 gross acres were utilized to accommodate 82 new residential units. In the Suquamish LAMIRD, 8.51 gross acres were utilized to accommodate 43 new residential units. The overall average gross densities achieved in the applicable LAMIRD zones do not exceed the maximum planned LAMIRD densities in Manchester, Keyport or Suquamish. All of these LAMIRDs contain small non-conforming lots that create more dense residential development than allowed by current regulations. However, according to their respective Subarea Plans, development in these LAMIRDs is subject to maximum density restrictions and lot consolidation for non-conforming lots in common ownership. The permitted density analysis LAMIRDs for the unincorporated is shown in Table 8⁴.

⁴ The Manchester Village Residential (MVR) zone establishes a 0.25 acre minimum lot size. Minimum density for new lots created in the MVR zone is 0.50 acre unless clustered. The Suquamish Village Low Residential (SVLR) zone requires a minimum 0.10 acre lot size for pre-existing lots and a 0.50 acre minimum lot size for new lots. The Suquamish Village Residential (SVR) zone requires a minimum 0.08 acre lot size for pre-existing lots and a 0.50 acre minimum lot size for new lots. Non-conforming contiguous lots in common ownership must consolidate to meet the minimum density standards in both LAMIRDs.

Table 4u-8. 2006-2012 LAMIRD Permits

	Count of Permits	Acres	Units	Units/Gross Acres
RURAL	131	43.41	131	3.02
KEYPORT LAMIRD	6	2.5	6	8.71
Keyport Village Low Residential	4	2.21	4	1.81
Keyport Village Residential	2	0.29	2	6.90
MANCHESTER LAMIRD	82	32.4	82	2.53
Manchester Village Low Residential	45	24.06	45	1.87
Manchester Village Residential	37	8.34	37	4.44
SUQUAMISH LAMIRD	43	8.51	43	5.05
Suquamish Village Low Residential	13	4.21	13	3.09
Suquamish Village Residential	30	4.3	30	6.98
Grand Total	131	43.41	131	3.02

Is the Unincorporated Land Supply Adequate to Accommodate Forecast Growth?

This analysis determines whether sufficient development capacity exists to accommodate forecast growth. The analysis compares existing buildable land capacity (converted to population growth capacity) with forecast population growth for the planning period. It determines an estimated net growth capacity surplus or deficiency and expresses that result as a ratio. The population capacity/demand ratio can be viewed as a general indicator of how well the UGA is “sized” to accommodate its forecast population growth. Ideally, the supply/demand ratios should be close to 1.0.

Urban Growth Areas (UGAs)

The land capacity analysis was conducted for unincorporated Kitsap County.⁵ The summary results are illustrated in Table 4u-9. The analysis determined net buildable acres by zone for each unincorporated UGA from which net population capacity was determined based on forecast densities for each zone and average household sizes for the respective single-family and multi-family zones. The following table compares both the 2025 and 2036 population capacity for each UGA with the 20-year population growth forecast to determine net planned UGA capacity status. Most UGAs appear to be adequately sized to accommodate their forecasted 20 year growth.

⁵ See Appendix A: Land Capacity Analysis Methodology and Appendix B: Land Capacity Analysis by Jurisdiction for the detailed land capacity analysis reports for UGAs and rural areas.

Table 4u-9. Unincorporated Population Capacity and Demand

Unincorporated UGA	Population Capacity & Demand
Bremerton East, West, and Gorst	
2025/2036 UGA Population Capacity	4,347
2010-2025/2036 Allocated Population Growth	4,013
Net 20-Year Population Capacity (+ or -)	334
UGA Pop. Capacity/Demand Ratio	1.08
Central Kitsap	
2025/2036 UGA Population Capacity	6,557
2010-2025/2036 Allocated Population Growth	6,764
Net 20-Year Population Capacity (+ or -)	-207
UGA Pop. Capacity/Demand Ratio	.84
Kingston	
2025/2036 UGA Population Capacity	2,868
2010-2025/2036 Allocated Population Growth	2,932
Net 20-Year Population Capacity (+ or -)	-64
UGA Pop. Capacity/Demand Ratio	.98
Port Orchard	
2025/2036 UGA Population Capacity	6,297
2010-2025/2036 Allocated Population Growth	6,235
Net 20-Year Population Capacity (+ or -)	-62
UGA Pop. Capacity/Demand Ratio	1.01
Poulsbo UTA ⁶ Please see Chapter 4 Page 40 for this information.	
Silverdale	
2025/2036 UGA Population Capacity	7,647
2010-2025/2036 Allocated Population Growth	8,779
Net 20-Year Population Capacity (+ or -)	-1,132
UGA Pop. Capacity/Demand Ratio	.87

Source: Kitsap County Department of Community Development

⁶ The County and City of Poulsbo have an Interlocal agreement whereby the city and UGA land are analyzed together, and results of this analysis are described in the City of Poulsbo residential chapter.

Rural Areas and LAMIRDs: The land capacity analysis was conducted in 2012 for unincorporated Kitsap County.⁷ The land capacity analysis determined the number of vacant and underutilized parcels by size for each rural zone and LAMIRD. This analysis included development potential on remaining non-conforming lots, and determined net dwelling unit and population capacity based on allowable densities for each zone and average household sizes for single-family units. The following table summarizes existing 2012 population capacity for each rural zone and LAMIRD. The analysis indicates that remaining rural and LAMIRD land capacity could accommodate a more than 27,015 persons. Appendix B of the Kitsap County CPPs indicate the total 2016-2036 countywide non-UGA population growth forecast is 23,905 persons. Sufficient capacity exists within the rural areas to accommodate the forecast non-UGA population growth countywide. As noted earlier Table 4u-10 includes unincorporated Kitsap County maximum population capacity estimates for rural zones and LAMIRDs.

Table 4u-10. Rural Land Analysis

Zone	2012 Dwelling Unit Capacity	2012 Population Capacity
Rural		
Rural Wooded	299	748
Forest Resource Lands	0	0
Rural Protection	1,784	4,460
Rural Residential	8,096	20,173
Urban Reserve	259	648
<i>Subtotal</i>	<i>10,438</i>	<i>26,029</i>
LAMIRDs		
Keyport	16	40
Manchester	490	815
Suquamish	45	112.5
Port Gamble	7	18
<i>Subtotal</i>	<i>558</i>	<i>986</i>
<i>Total</i>	<i>10,996</i>	<i>27,015</i>

⁷ See Appendix A: Land Capacity Analysis Methodology and Appendix B: Land Capacity Analysis by Jurisdiction for the detailed land capacity analysis reports for UGAs and rural areas.

Commercial & Industrial Land Analysis

Introduction

Economic activity in Kitsap County during the seven-year period from 2006 to 2012 was initially marked by economic expansion relating to the continued surge in residential housing construction, increased housing and land values, and indirectly, a robust stock market. Taxable sales growth in 2006 was estimated to be 5.7 percent over the previous year. However, during late 2006, most economic indicators began to fall with the end of the housing market boom followed by the ten-quarter long Great Recession (December 2006 to June 2009). U.S. economic growth rebounded in the summer of 2009. Lagging economic indicators, including: a decrease in local jobs, a decline in the labor force participation rate, increased unemployment, a precipitous fall in residential and commercial building values, and an increase in foreclosures, continued to plague the County economy to varying degrees through 2012.

One lagging indicator, the job market in Kitsap County, weakened between 2006 and 2012. Employment rates, unemployment figures, and job numbers were greatly impacted by the economic downturn associated with the Great Recession, with construction being particularly hard-hit. In 2006 the number of jobs in the County grew by 2.3 percent to approximately 86,500 jobs, many of them in the higher paying construction sector. However, 2007 through 2012 saw an average one percent decline annually in the number of jobs within the County. In 2009 alone the County lost 3 percent of all jobs. By 2012, the private and public sectors were still losing positions but the decrease had slowed to .07 percent.

In 2012 there were approximately 82,200 jobs in the County. (This does not include uniform military service members.) Annual unemployment rates remained relatively low during the beginning of the economic downturn averaging about 4.7 percent from 2006 through 2008. Businesses, then government, began and continued to shed jobs. The unemployment rate spiked to 8.2 percent in 2010 before falling slightly to 7.3 percent in 2012. By March of 2009, 4,374 county residents were collecting ongoing unemployment insurance (UI). This compares with 1,964 as a typical number of workers on UI in a given month in a non-recessionary or post-recessionary period. While the area was losing jobs for much of this reporting period (2006-2012), median hourly wages continued to rise from 2006 to 2007 to \$17.03. There was no measurable wage deflation in spite of the softening demand for labor. In fact, from 2008 to 2012, median hourly wages rose from \$18.59 to an estimated \$20.90 in 2012. While it is not definitive, a loss of lower paying jobs may have been the cause of this relative increase in the median wage.

Employment Targets

Kitsap County adopts employment targets to be consistent with the Puget Sound Regional Council’s (PSRC) Regional Growth Strategy¹. Unlike previous Comprehensive Plan update efforts that relied on employment forecasts alone, this BLR utilizes county-wide adopted and approved targets that reflect employment trends, while also addressing the Regional Growth Strategy policies. Kitsap County expects to see an additional 46,158 jobs by 2036; 76.6 percent commercial jobs and 23.4 percent industrial jobs. These percentages illustrate a 6.4 percent increase in industrial jobs from the previous employment planning work (2006 Comprehensive Plan). The increase in industrial jobs supports County and regional goals to support the creation and retention of living wage jobs. Table 5-1 illustrates the Kitsap Countywide Employment Targets for 2010-2036. These targets were adopted by the Kitsap Regional Coordinating Council Executive Board on July 22, 2014.

Table 5-1. Kitsap Countywide Employment Targets 2010-2036

UGA	Sector Share Summary		Growth Allocation: 2010-2036	
	Commercial	Industrial	Total	Percent
Bainbridge Island	1,984	823	2,808	6.1%
Bremerton	13,493	4,509	18,003	39%
Bremerton UGA	962	422	1,385	3%
Central Kitsap	1,030	171	1,200	2.6%
Kingston	437	163	600	1.3%
Port Orchard	2,571	560	3,132	6.8%
Port Orchard UGA	1,712	134	1,846	4%
Poulsbo	3,607	548	4,155	9%
Poulsbo UGA	44	2	46	0.1%
Silverdale	6,679	2,427	9,106	19.7%
Total Urban	32,521	9,760	42,281	91.6%
Rural²	2,817	1,060	3,877	8.4%
Total Urban and Rural	35,338	10,820	46,158	100%

Source: Kitsap County and BERK and Associates

¹ The Regional Growth Strategy is a land use policy document located within the PSRC Vision 2040 Plan. The RGS was adopted previously and requires jurisdictions to adopt population, housing, and employment targets at a regional level.

² The Rural employment targets do not reflect jobs associated with the military or on Tribal lands, and therefore may be somewhat lower than would actually occur in these sectors.

Growth from 2006-2012

Total square footage of gross floor area associated with permitted commercial/industrial buildings³ countywide from 2006 to 2012 is shown in Table 5-2. Permit counts are found in Table 5-3. Unincorporated Kitsap County and the cities of Bremerton, Bainbridge Island, Poulsbo, and Port Orchard cumulatively permitted approximately two million square feet of new commercial/industrial building space from 2006 to 2012 in the unincorporated Kitsap County UGAs.

Table 5-2. Commercial/Industrial Building Permitted By Square Feet 2006-2012

Jurisdiction	Permitted Development (Square Feet)
Unincorporated County	386,451
Incorporated Cities	
Bremerton	902,637
Bainbridge Island	446,859
Port Orchard	36,624
Poulsbo	349,125
Total	2,121,696

Source: Kitsap County, Cities of Bremerton, Bainbridge Island, Port Orchard, and Poulsbo

Table 5-3. Unincorporated Tenant Improvements

Permit Year	No. of Tenant Improvement Permits
2006	99
2007	130
2008	152
2009	130
2010	129
2011	157
2012	57
Grand Total	854

The City of Bremerton had the largest square footage increase during the reporting period followed by the City of Bainbridge Island. The County continued to provide modest increases in employment land supply. As described earlier, the Great Recession had a major impact on Kitsap County's economy. Although creation of new commercial and industrial square footage drastically declined in the reporting period, within unincorporated Kitsap County, commercial tenant improvement permits increased from 387 in the previous reporting period to 854 in this reporting period. This illustrates a 121 percent increase. This trend indicates that many existing vacant commercial spaces were remodeled during the time period rather than necessitating new construction.

³ Data collection and permit data formatting issues precluded the reporting of total acres associated with these approved commercial/industrial developments.

Commercial & Industrial Land Demand

At the regional or county level, population and employment are usually associated with each other and grow or decline at similar rates. Growth or decline in population will contribute to growth or decline in employment and vice versa. For this reason, it is important to understand the relationship between population and employment in Kitsap County as the basis for countywide employment targets. Table 5-4 is a summary of employment target options considered during the planning process.

Table 5-4. Summary of Employment Target Options including 2036 Regional Growth Strategy

Method	2036 Projections		
	Population	Total Non-Farm Employment	Population Employment Ratio
1a. Applying 2036 adopted pop-emp ratio to new 2036 population	331,571	127,400	2.60
1b. Extending 2025 employment to 2036 at 2010-2025 growth rate	331,571	152,356	2.18
2. Growing 2010 pop-emp ratio at same rate as State average	331,571	121,646	2.73
3a. PSRC Land Use Baseline	382,210	129,810	2.94
3b. PSRC Land Use Targets	368,881	136,119	2.71
3c. PSRC Land Use Baseline- Recommended 2036 pop target	331,571	112,611	2.94
3d. PSRC Land Use Targets - Recommended 2036 pop target	331,571	122,351	2.71
3e. PSRC Vision 2040 Regional Growth Strategy - 2036	355,406	134,074	2.65
3f. Alternative 2035 Adopted pop and 2036 RGS emp	331,571	125,082	2.65

Source: PSRC 2014; BERK Consulting 2014

Kitsap County and city planners recommend a population/employment ratio of 2.65 for consistency with the VISION 2040 Regional Growth Strategy. A ratio of 2.65 is similar to the 2006 Kitsap County Comprehensive Plan based ratio of 2.6, while also recognizing the demographic changes that are anticipated in consideration of state trends (e.g. an aging population).

Applying the 2.65 ratio, as seen in Table 5-4, to the adopted 2036 population target of 331,571 results in countywide total employment of about 125,100 jobs; net growth from 2010-2036 would equal approximately 46,160 jobs. Allocation of projected jobs is addressed in the section below.

Table 5-5. Adopted Population/Employment Ratio

Final 2036 Projections/Target		
Adopted Population Target	Adopted Total Non-Farm Employment	Adopted Population Employment Ratio
331,571	125,100	2.65

Allocation Method

Kitsap County analyzed six methods for allocating employment demand to the cities, UGAs, and rural areas. Tables 5-6 and 5-7 illustrate total employment allocation share and net employment allocation share respectively and present comparisons of different allocation shares among the cities and UGAs. This analysis shows shares of total jobs and shares of net jobs over the 2016-2036 period. These share options were developed using an Excel-based allocation model.⁴

The highlighted “Remand plus SKIA⁵ with Adjustments” column shows results from the method used by Kitsap County. It is a blend of the Kitsap County Comprehensive Plan and the SKIA Subarea Plan with the following adjustments to bend the trend to match the PSRC Regional Growth Strategy:

- The Rural allocation is reduced to 8.4 percent. This share is lower than all other studied allocation options except the PSRC Regional Growth Strategy. The 8.4 percent acknowledges the Regional Growth Strategy that is directing growth to the urban areas, and represents less than half the 2010 share. At the same time, the 8.4 percent share recognizes the County has designated rural employment areas consistent with the Growth Management Act.⁶
- Bremerton’s allocation reflects a share close to the target Post Remand plus the SKIA Plan.⁷ The share is lower than in the 2006 share, but higher than the 2010 share and PSRC Baseline, to bend the trend towards the Regional Growth Strategy centers concept that is important for Bremerton’s Downtown and SKIA.
- The Port Orchard UGA share is reduced compared to the 2006 Comprehensive Plan and Post Remand plus SKIA plans, as well as the PSRC Baseline. This share is more consistent with the 2010 share and reflects a trend towards the lower share of the Regional Growth Strategy.

⁴ Allocation methods analyzed are further outlined in the BERK memorandum dated July 9, 2014 in Appendix C.

⁵ The City of Bremerton City Council Changed the name of South Kitsap Industrial Area to Puget Sound Industrial Center – Bremerton, in 2014.

⁶ This also recognizes that there may be some employment growth in the military and tribal sectors that are located in rural areas, but are not accounted for.

⁷ The City of Bremerton annexed most of the South Kitsap Industrial Area (SKIA) in 2008 and 2009.

- Other shares consider PSRC Baseline (market trends) and current shares considering “on the ground” conditions. This includes market interest and corridor land use patterns that are likely to intensify in present locations: Bremerton UGA, Central Kitsap, and Kingston.
- The reduced Rural and Port Orchard UGA allocation shares are redirected to Silverdale (a designated Urban Center) and Poulsbo as well as other UGAs. These increased shares also reflect the trend towards the Regional Growth Strategy and represent an increase above the 2010 share and PSRC Baseline, as well as an increase over past plans (Original Remand and Remand plus SKIA Plan).

Table 5-6. Total Employment Allocation Share

Share Comparison: <u>Total</u> 2036						
UGA	Remand Plus SKIA with Adjustments	2010 Share	Original Remand Share	Remand Plus SKIA Plan	PSRC Baseline	PSRC RGS
Bainbridge Island	7.2%	7.8%	6.9%	7.2%	7.4%	7.6%
Bremerton	35.6%	35.6%	38.1%	34.9%	34.1%	38.5%
Bremerton UGA	3.0%	3.0%	2.5%	2.6%	3.5%	2.2%
Central Kitsap UGA	4.3%	5.3%	4.2%	4.3%	4.3%	3.8%
Kingston UGA	1.0%	0.8%	0.7%	0.8%	1.0%	0.6%
Port Orchard	5.4%	4.6%	5.1%	5.4%	4.4%	5.3%
Port Orchard UGA	5.2%	5.8%	7.1%	7.6%	6.1%	4.2%
Poulsbo	7.4%	6.4%	6.3%	6.7%	6.6%	7.3%
Poulsbo UGA	0.4%	0.6%	0.6%	0.6%	0.6%	0.4%
Silverdale UGA	15.8%	13.5%	13.0%	13.8%	12.4%	17.3%
Rural	14.8%	18.5%	15.5%	16.1%	19.7%	12.8%

Source: BERK Consulting 2014

Table 5-7. Net Employment Allocation Share

Share Comparison: <u>Net</u> 2036						
UGA	Remand Plus SKIA with Adjustments	2010 Share	Original Remand Share	Remand Plus SKIA Plan	PSRC Baseline	PSRC RGS
Bainbridge Island	6.1%	7.8%	5.2%	6.1%	6.8%	7.2%
Bremerton	39.0%	33.6%	45.7%	36.9%	34.9%	46.8%
Bremerton UGA	3.0%	3.0%	1.6%	1.9%	4.2%	0.7%
Central Kitsap UGA	2.6%	5.3%	2.3%	2.7%	2.6%	1.3%
Kingston UGA	1.3%	0.8%	0.6%	0.7%	1.3%	0.2%
Port Orchard	6.8%	4.6%	5.8%	6.8%	3.9%	6.5%
Port Orchard UGA	4.0%	5.8%	9.2%	10.7%	6.5%	1.4%
Poulsbo	9.0%	6.4%	6.2%	7.2%	6.9%	9.0%
Poulsbo UGA	0.1%	0.6%	0.7%	0.8%	0.6%	0.1%
Silverdale UGA	19.7%	13.5%	12.3%	14.3%	10.5%	23.9%
Rural	8.4%	18.5%	10.3%	12.0%	21.7%	2.9%

Source: BERK Consulting 2014

Table 5-8 covering proposed job allocations by urban and rural geography shows jobs allocated to UGAs and Rural areas. The total column represents the proposed allocation, whereas the sector share summary is for informational purposes only. More detail regarding sector shares is presented in Appendix C of this document, as background information. Each jurisdiction will determine the appropriate mix of industrial and commercial jobs in their respective comprehensive plans. Comprehensive Plans would be measured against the allocation total not the sector breakdowns.

Table 5-8. Adopted Job Allocations by Urban and Rural Geography

UGA	Sector Share Summary		Growth Allocation: 2010-2036	
	Commercial	Industrial	Total	Percent
Bainbridge Island	1,984	823	2,808	6.1%
Bremerton	13,493	4,509	18,003	3.9%
Bremerton UGA	962	422	1,385	3.0%
Central Kitsap uGA	1,030	171	1,200	2.6%
Kingston UGA	437	163	600	1.3%
Port Orchard	2,571	560	3,132	6.8%
Port Orchard UGA	1,712	134	1,846	4.0%
Poulsbo	3,607	548	4,155	9.0%
Poulsbo UGA	454	2	46	0.1%
Silverdale UGA	6,679	2,427	9,106	19.7%
Total Urban	32,521	9,760	42,281	91.6%
Rural	2,817	1,060	3,877	8.4%
Total Urban and Rural	35,338	10,820	46,158	100.0%

Is the Countywide Employment Land Supply Adequate to Accommodate Forecast Growth?

The commercial/industrial land supply for the cities and the unincorporated County was calculated based on the adopted land capacity methods. However, in 2013, Kitsap County, together with its Cities, updated the employment land capacity and demand methods. This update was approved by the County and the four cities, and allows the jurisdictions to more accurately determine the amount of existing space available for employment growth and the amount of employment growth to expect in the planning period. A detailed description of the steps involved and assumptions used in that analysis are contained in Appendix A of this report. Detailed output reports on the commercial/industrial land capacity for each jurisdiction are reported in Appendix B. Summary results of the comparison between commercial/industrial land demand and supply for the unincorporated county UGAs and the Cities through 2036, respectively, are shown in Table 5-9, including Kitsap County unincorporated UGAs and cities commercial/Industrial land supply and demand analysis. Table 5-10 shows the capacity remaining through 2025.⁸

Table 5-9. Commercial/Industrial Land Supply and Demand Analysis through 2036

UGA	Growth Allocation 2036		Total Capacity 2036	Difference	Capacity/Demand Ratio
	Total	Percent	Total Job Capacity	Total Capacity Minus Allocation	Ratio
Bainbridge Island	2,808	6.1%	2,941	1,363	1.04
Bremerton	18,003	39.0%	19,182	1,179	1.06
Bremerton UGA	1,385	3.0%	1,383	-2	1
Central Kitsap UGA	1,200	2.6%	1,012	-188	0.84
Kingston UGA	600	1.3%	638	38	1.06
Port Orchard	3,132	6.8%	5,569	2,437	1.78
Port Orchard UGA	1,846	4.0%	3,634	1,787	1.97
Poulsbo	4,155	9.0%	4,010	-145	0.97
Poulsbo UGA	46	0.1%	64	2	1.39
Silverdale UGA	9,106	19.7%	8,246	-861	0.9
Total Urban	42,281	91.6%	47,897	5,616	1.13
Rural	3,877	8.4%	N/A	N/A	N/A
Total Urban and Rural	46,158	100.0%	N/A	N/A	N/A

Source: Kitsap County and Kitsap Regional Coordinating Council.

⁸ The new methodology adopted in 2013 results in capacity measured in an employee-based result (number of jobs), rather than acres. The amount of area needed for the number of employees is detailed in Appendix C, either in gross square footage or acreage.

Table 5-9. Commercial/Industrial Land Supply and Demand Analysis through 2025⁹

Jurisdiction	2025 Demand Acres	2025 Capacity Acres
Bainbridge	109	49.4
Bremerton	418	350
Bremerton UGA	121	70
Central Kitsap UGA	139	38
Kingston UGA	69	25
Port Orchard	95	224
Port Orchard UGA	131	145
Poulsbo	125	123
Poulsbo UGA	61	4
Silverdale UGA	400	336
SKIA UGA	200	740

⁹ See pages 53 and 54 of the 2007 BLR for 2025 employment demand. Employment zoned lands were unchanged between the 2007 BLR and 2012 BLR. As noted above, the methodology for determining capacity was changed in 2013 to be an employee-based result, but this table is in acreage to reflect the methodology utilized in the last comprehensive plan update.