

Puget Sound Regional Council  
**2002 Regional Growth Centers Report**

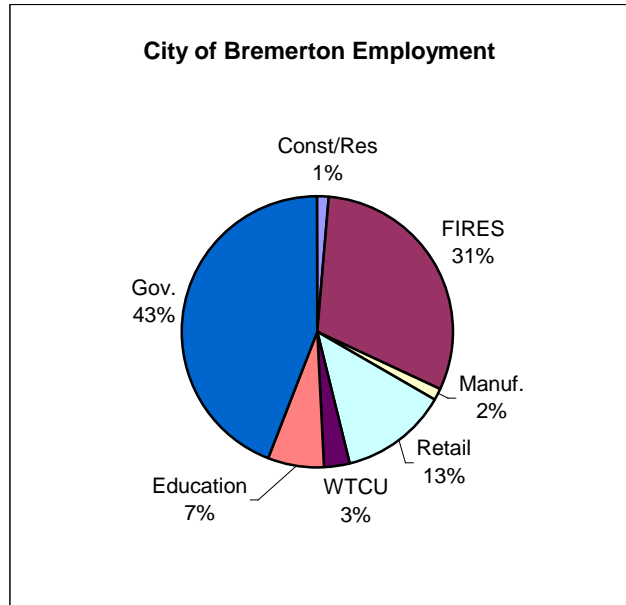
**BREMERTON REGIONAL GROWTH CENTER**

**Community Context**

Incorporated in 1901, Bremerton is the largest city in Kitsap County, with an estimated 37,259 residents and 27,683 jobs in the year 2000. Bremerton's population growth increased slowly until World War II when Naval activities, shipyard work, and population peaked at an estimated 72,500 people in 1945. Following the war, the city reduced its workforce with the cessation of wartime production, and settled back into a more conservative growth and population pattern. Nevertheless, today almost half the city's jobs are still associated with the Naval Shipyard, Naval Hospital and Naval Supply Center. Because of these facilities, Bremerton's growth patterns were substantially affected by military build-ups in wartime and during the Cold War. Bremerton is poised for growth again due to its share of regional population and employment growth forecasted for the next 20 years.

<b>Bremerton City-Wide Snapshot</b>	
Area (square miles)	23.7
Population (2000)	37,259
Population per square mile	1,572
Employment (2000)	27,683
Employees per square mile	1168
Housing units (2000):	16,631
Employees per housing unit	1.66

Source: US Census Bureau, Washington State Employment Security Department



As of the year 2000, 43% of the city of Bremerton’s employment was in government related jobs, dominated by the Puget Sound Naval Shipyard. Finance, Insurance, Real Estate, and Services provide 31% of the city’s employment. Jobs in the retail sector comprise 13% of the city’s employment base.

Bremerton City-Wide Current Land Use		
Current Land Use	Acres	Percentage
Agriculture	0.14	0.01%
Civic/Quasi-public	8.40	0.63%
Commercial	51.57	3.86%
Parks/Open Space	39.76	2.98%
Industrial	0.59	0.04%
Multifamily Residential	53.66	4.02%
Office	65.52	4.90%
Parking	26.99	2.02%
Singlefamily Residential	233.76	17.50%
Government/Military	614.2	45.97%
Unknown (No Data)	236.75	17.72%
Warehousing	4.64	0.35%
<b>TOTAL</b>	<b>1335.96</b>	<b>100.00%</b>

Source: City of Bremerton Comprehensive Plan, Kitsap County Assessor

### **Comprehensive Plan**

In 1986 the City adopted a new Comprehensive Plan, which contained goals and policies for future land use, natural resources, transportation, public services, housing, and economic development. The 1986 Plan was the product of a long and involved community involvement process. The goals and policies were well refined and tailored to the hopes and realities of the City’s communities. When the Growth

Management Act was passed in 1990, the Bremerton Plan was only four years old. Rather than abandon it and embark on a new planning process, the City decided to build on the 1986 Plan, integrate GMA requirements, and ensure consistency with other plans. The revised Comprehensive Plan, adopted on April 5, 1995, lays out goals and policies for the next 20 years.

Bremerton is forecasted to grow by 20,000 additional residents by 2014, which would require approximately 11,700 new housing units to accommodate the increased population. The central part of the city represents most of Bremerton's commercial and industrial land. About 49 percent of the city's housing is in single-family units, substantially below the national average of approximately 73 percent for cities of its size. More than half of the city's households are considered low income. The city also has a smaller amount (seven percent) of its land area devoted to commercial uses than newer communities, but this reflects the higher density development found in the downtown and established neighborhood centers.

## **The Regional Growth Center**

### **Background**

The central business district is the historic core of the City of Bremerton. It has served as the site of the most concentrated area of jobs in Kitsap County for decades. Despite the continued presence of manufacturing jobs at the Puget Sound Naval Shipyard, downtown Bremerton has been struggling through a more than 15-year period, brought on primarily by new commercial development in the Silverdale area in the mid-1980s. Kitsap County's most important retail district has shifted from Bremerton's CBD to Silverdale and also to auto-oriented strip commercial areas. Downtown Bremerton is now working to establish a new identity and land use mix that will work effectively to increase the vitality of the downtown area. Studies conducted in the 1990s introduced new downtown and waterfront development concepts, stressed the importance of improved ferry service and an Intermodal transportation facility, and recommended the promotion of major new housing concentrations to create a more balanced, 24-hour downtown neighborhood.

The Bremerton Regional Growth Center covers several distinct subareas, including the Central Business District, the Charleston Business District, and neighborhoods to the north and west of the Central Business District. This area contains about 3,904 dwellings, and about 9,454 people. With Bremerton residents housed in Puget Sound Naval Shipyard (PSNS) military housing or on ships moored at PSNS, these residents represent about one-third of the city's total population. Much of the center's land is underdeveloped or vacant, and a series of economic development plans and redevelopment studies have had little impact. The city's comprehensive plan assumes an increase in cross-Sound travel will stimulate development of a mix of housing and employment opportunities within a ferryboat ride of Seattle.

*See the aerial photo on the following page for a depiction of the Bremerton Regional Growth Center.*



## **Regional Growth Center Planning and Implementation**

The plan does not specifically reference the boundaries or designation of the regional growth center.

The 1995 Bremerton Comprehensive Plan describes individual subarea plans for different parts of the city. The designated regional growth center is contained within the “Central Bremerton Plan,” which includes areas south and west of the Port Washington Narrows, the Central Business District, Puget Sound Naval Shipyard, and all other areas west to the vicinity of National Avenue and Oyster Bay.

In addition to the general Central subarea plan contained the Comprehensive Plan, the Plan’s Land Use Element also contains additional detail for separate portions of the designated regional growth center in five separate “Specific Area Plans.” These specific area plans contain greater detail and specific visions, policies, and development objectives for the Central Business District (C-1), the Charleston Business District (C-2), the Park Avenue Corridor (C-3), the Campus/Evergreen Neighborhood (C-4), and the South Smith Cove Redevelopment (C-5). These Specific Area Plans generally correspond to the designated regional growth center.

## **Population, Housing, and Employment**

The Bremerton Regional Growth Center had a year 2000 population of 9,454, a decrease of 15% from the 1990 figure of 11,104. Housing units decreased by 7% in the 10-year period, from 4,179 in 1990 to 3,904 in 2000, and households also declined, from 3,750 in 1990 to 3,392 in 2000. The city’s population target for the regional growth center is 14,041 and its housing unit target is 4,980. As of 2000, the center had reached 67.3% of its population target and 78.4% of its housing target.

With the decline in population and housing from 1990 to 2000, the Bremerton Regional Growth Center also saw a decrease in densities, with declining from 6,043 to 5,141 persons per square mile, housing units declining from 3.6 to 3.3 units per gross acre, and households decreasing from 3.2 to 2.9 per gross acre.

The center contained some 15,855 employees in 2000, compared with an employment target of 60,495. This places the center at 26.2% of its target as of 2000. The employment target is consistent with the Regional Council’s *VISION 2020* employment guideline, which established 15,000 jobs as the minimum level of employment for an regional growth center. With its 15,855 employees, the Bremerton Regional Growth Center had an employment density of 13 employees per gross acre in 2000. This compares with the *VISION 2020* density guideline of 25 employees per acre. If the Bremerton center retained its current size and achieved its target 60495 jobs, it would reach an employment density of over 51 employees per acre, well exceeding the *VISION 2020* guideline.

<b>Bremerton Regional Growth Center Population, Housing, and Employment</b>			
	<b>1990*</b>	<b>2000</b>	<b>Target</b>
Population	11,104	9,454	14,041
Persons per square mile	6,043	5,141	-
Housing units	4,179	3,904	4,980
Housing units per gross acre	3.6	3.3	-
Households	3,750	3,392	-
Households per gross acre	3.2	2.9	-
Employment	17,200	15,855	60,495
Employees per square mile	9,347	8,617	-
Employees per housing unit	4.12	4.06	-
* Employment data is for 1995			-

Source: US Bureau of Census, City of Bremerton Comprehensive Plan

<b>Bremerton Regional Growth Center Employment by Sector</b>	
Services	14.09%
Retail	4.82%
FIRE	3.46%
Manufacturing/WTCU	2.16%
Government	69.05%
Education	5.70%
Construction/Resources	0.72%

Source: Washington State Employment Security Department

## Land Use, Character & Urban Form

The Bremerton Regional Growth Center is approximately 1,177 acres, and has a year 2000 estimate of over 9,454 residents.

<b>Bremerton Regional Growth Center Character and Urban Form</b>	
Total area (acres)	1,177
Total area (square miles)	1.84
Number of blocks	206
Average block size (net acres)	5.2
Number of parcels	3,132
Average parcel size (net acres)	0.34
Road network (linear miles)	32.0
Intersection density (intersections/acre)	0.20

Source: Puget Sound Regional Council

Bremerton’s regional growth center has a fine-grained network of streets and small blocks. The center’s 206 blocks have an average block size of around 5.2 acres, and are served by over 32.0 linear miles of roads. Excluding the large parcels associated with the Puget Sound Naval Shipyard, the average block size is much smaller 3.9 acres, reflecting the traditional grid street pattern and block configuration of the early part of the twentieth century. The center provides a mix of functions including community shopping, office and retail employment, education and medical facilities, substantial single- and multi-family housing, major industry, civic and cultural activities, and parks. In 1990 the waterfront was substantially redeveloped with a public marina, promenade, and tourist attractions. Bremerton’s oldest neighborhoods and structures are located in the downtown regional growth center. These neighborhoods are diverse in character, ranging from mixed single and multiple family residential areas along high-traffic arterials to quieter, tree-lined residential streets, and from rows of attractive bungalows to waterfront condominiums. The regional growth center has a wide range of housing options for a variety of income levels. Much of the physical structures in central Bremerton are aging, with more than half of residential structures over 50 years old.

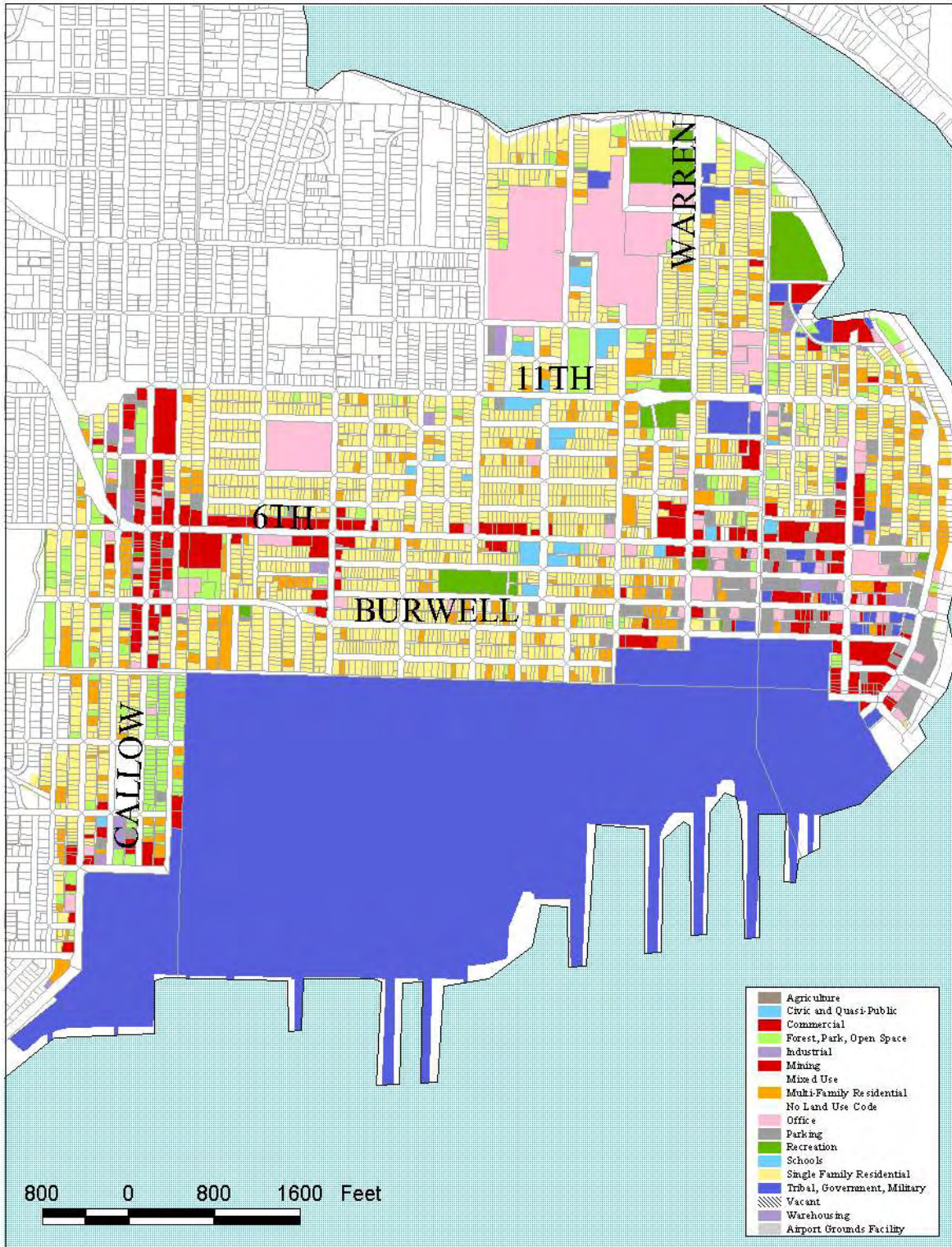
<b>Bremerton Regional Growth Center Existing Land Use</b>	
	Percentage
Agriculture	0.01%
Civic/Quasi-public	0.63%
Commercial	3.86%
Parks/Open Space	2.98%
Industrial	0.04%
Residential – Multi Family	4.02%
Office	4.90%
Parking	2.02%
Residential – Single Family	17.50%
Government/Military	45.97%
Unknown (No Data)	17.72%
Warehousing	0.35%
Total	100%
Employment Related Land Use	55.76%
Residential Related Land Use	21.52%

Source: City of Bremerton Comprehensive Plan, Kitsap County Assessor

The Naval Shipyard dominates land use in the Bremerton Regional Growth Center. As a result, 46% of the center’s land use is devoted to Government/Military. The majority of housing is single family oriented, which accounts for 18%, while multi family residential makes up 4%. Commercial uses comprise less than 4% of the center’s land use. Employment related land uses comprise nearly 56% of the center.

*See the map on the following page for a depiction of current land uses in the Bremerton Regional Growth Center.*

Bremerton Urban Center (Current Land Use)



<b>Bremerton Regional Growth Center Future Land Use</b>	
	Percentage
CBD	6.02%
General and Highway Commercial	6.73%
General and Professional Offices	0.56%
Heavy Industrial / Military	30.99%
High Density Residential 18+ DU/Acre	6.03%
Low Density Residential 3 to 8 DU/Acre	22.37%
Medium Density Residential 8 to 18 DU/Acre	20.91%
Mixed Use and PUD	3.15%
Neighborhood Convenience	0.33%
Parks and Open Space	2.25%
Schools	0.33%
Transportation Facilities	0.33%
<b>Total</b>	<b>100%</b>

*Source: City of Bremerton Comprehensive Plan, Kitsap County Assessor*

According to the city of Bremerton’s plan, 30% of the regional growth center is planned for heavy industry/military use. Low-density residential uses are planned for 22%, while medium density residential will account for 21% of planned future land uses in the regional growth center. Commercial uses account for a relatively small percentage of uses in the center, with general and highway commercial activities planned for fewer than 7% of future land use.

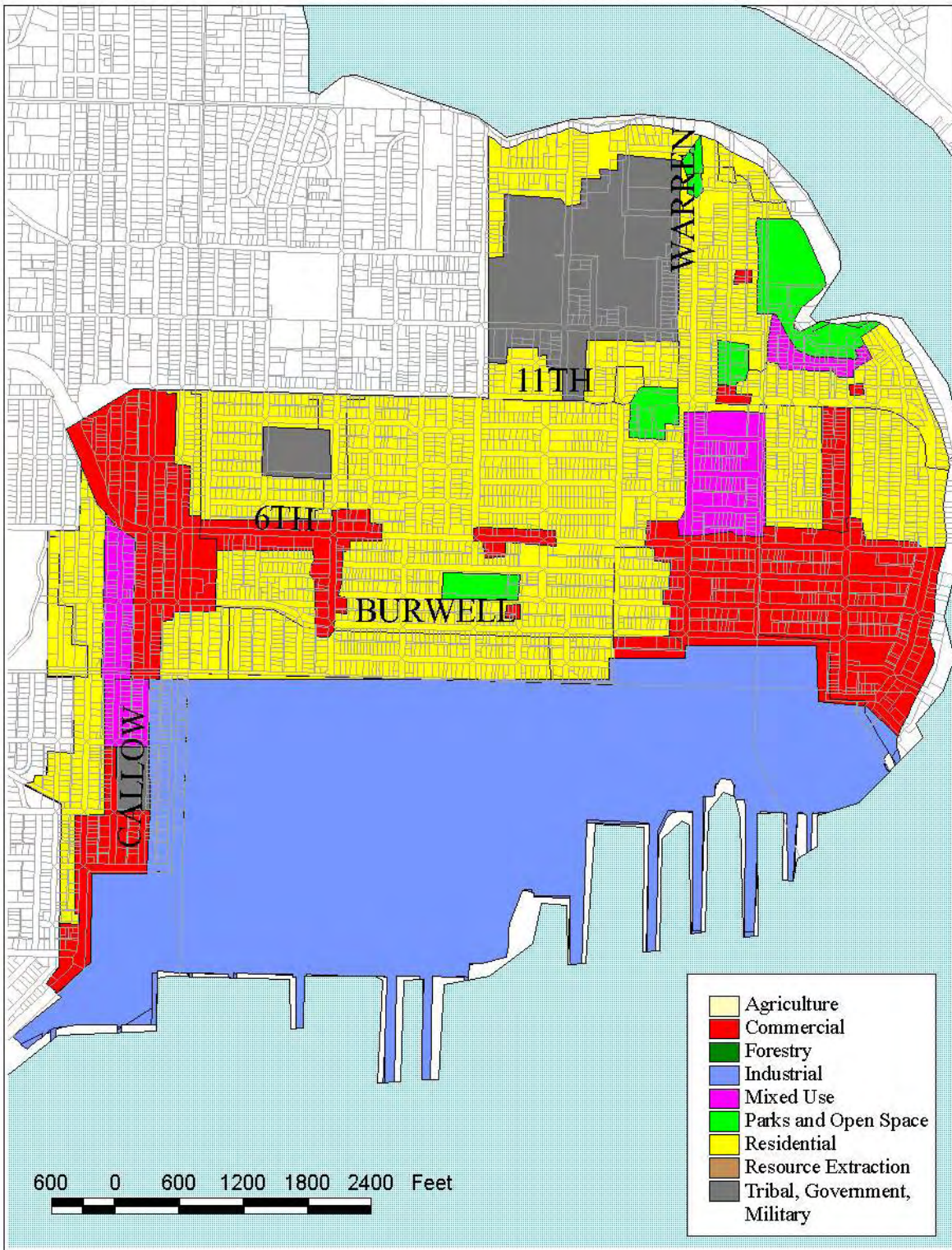
*See the map on the following page for a depiction of future land uses in the Bremerton Regional Growth Center.*

### **Transportation and Access**

The center is the transportation hub for the city and is connected to the rest of the region by highway and by State-operated auto- and passenger-only ferries to Seattle, and privately operated ferries to Port Orchard. Highway access is via limited-access SR 3, with three exits serving the center, and SR 303. Kitsap Transit has a major transit center at the ferry dock, to which it provides 11 routes. No express routes serve the center. Buses, however, are closely timed to operate in conjunction with the arrival and departure of Washington State Ferries from the Bremerton Ferry Terminal. Ferry service provides the most critical link with the rest of the central Puget Sound Region. Both car ferries and passenger only ferries depart Bremerton and Seattle once an hour during peak periods.

On average, transit routes operate one bus every 45 minutes in the AM peak period. Virtually all passenger and freight vehicle trips to Central Kitsap County pass through or close by the center.

# Bremerton Urban Center (Future Land Use)



Redmond Regional Growth Center Transit Routes and Frequencies (AM Peak Period)			
Item	Route #	Destination	Frequency
1	15	MCWILLIAMS-SHTTL 15	30
2	11	CROSSTOWN EXP 11	36
3	21	PERRY AVENUE 21	30
4	22	WESTSIDE PARK SHUTTLE 22	45
5	27	EASTSIDE PARK SHUTTLE 27	45
6	20	NAVY YARD CITY 20	30
7	26	WEST PARK 26	30
8	25	EAST PARK 25	60
9	24	OLYMPIC COLLEGE 24	30
10	28	WEST HILLS 28	100
11	29	TRENTON AVENUE 29	60
			<b>45.09</b>

Source: Puget Sound Regional Council, Community Transit, Everett Transit, Kitsap Transit, Metro Transit, Pierce Transit, Sound Transit

Bremerton's ferry terminal is located in downtown Bremerton approximately 16 miles away from Seattle, a 50 minute crossing. The terminal includes bus transfer and automobile drop-off areas. Bremerton is a growing city with a strong desire to expand its ferry service to accommodate additional growth. However, maintenance of current service is in some doubt, and expansion of ferry service has been curtailed in recent years due to difficulties in funding additional service.

## Parking

A recent parking survey in Downtown Bremerton revealed 3,365 off street parking spaces in the downtown area. Nearly 900 of these spaces were dedicated to retail customers, with the rest intended for employee, residential, and other uses.

Bremerton Regional Growth Center Off-Street Parking by Type								
Bremerton Total	Customer Only	Customer with other type	Employee Only	Employee with other type	Residential	Residential with some other type	Other	Other with some other type
3,365	64	815	93	N/A	N/A	N/A	2,693	N/A

Source: Parking Inventory for the Central Puget Sound Region, PSRC (2003)

Weighted hourly costs have risen for retail customer parking spaces to an average of \$3.56 per hour, with daily rates at \$6.76 and monthly costs at over \$89. These are fairly average for area rates surveyed in the region.

Bremerton Regional Growth Center Parking Costs					
Regional Growth Center	Total Stalls	Average Occupancy	Weighted Hourly Cost	Weighted Daily Cost	Weighted Monthly Cost
Bremerton	3,665	65.1%	\$3.56	\$6.76	\$89.61

Source: Parking Inventory for the Central Puget Sound Region, PSRC (2003)

<b>Bremerton Regional Growth Center Parking Requirements</b>			
	Min.	Max.	
Multi family	No Limit	No Limit	
Office	No Limit	No Limit	
Retail (general)	No Limit	No Limit	
Restaurant, other	No Limit	No Limit	

Source: *Application of Physical Design Guidelines in Regional Growth Centers Survey, 2002*

## **Regional Growth Center References and Contacts**

*City of Bremerton Comprehensive Plan (1995)*

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