

Chapter 3

Countywide Population and Housing Growth



kitsap2035

Growing for a Better Tomorrow



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.

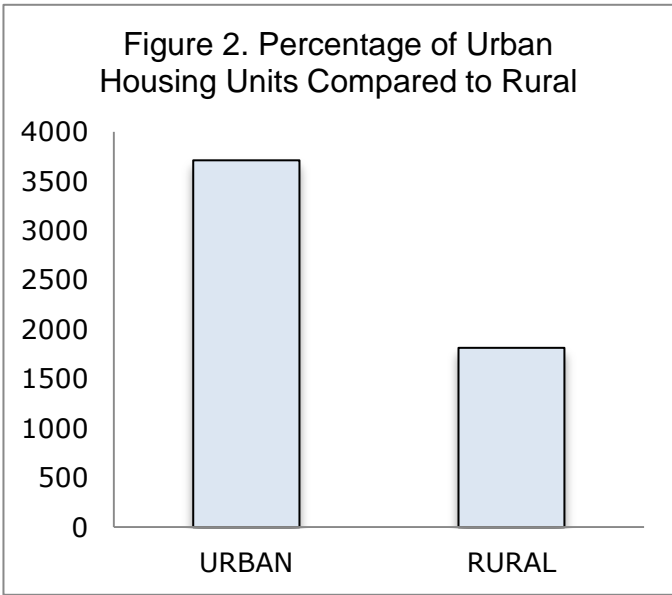
Total Permitted Housing Units Unincorporated Kitsap County and Cities, 2006-2012⁷

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

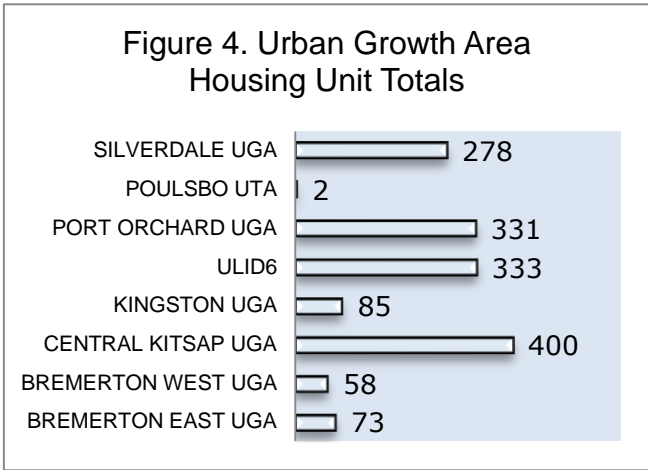
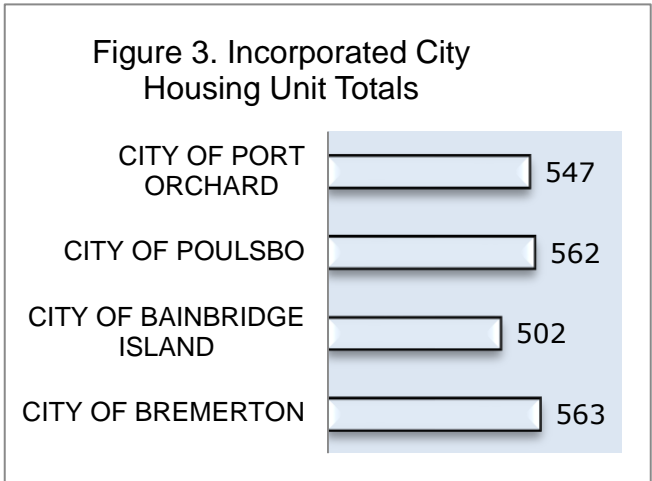
Table 3-6. Total Permitted Housing Units

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.



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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