

## **Appendix A: Base Year Population and Countywide Planning Policies**



## MEMORANDUM

**DATE:** September 8, 2015

**TO:** Katrina Knutson, AICP, Senior Planner, Comprehensive Plan Project Manager, Kitsap County

**FROM:** Lisa Grueter, AICP, Manager, BERK Consulting

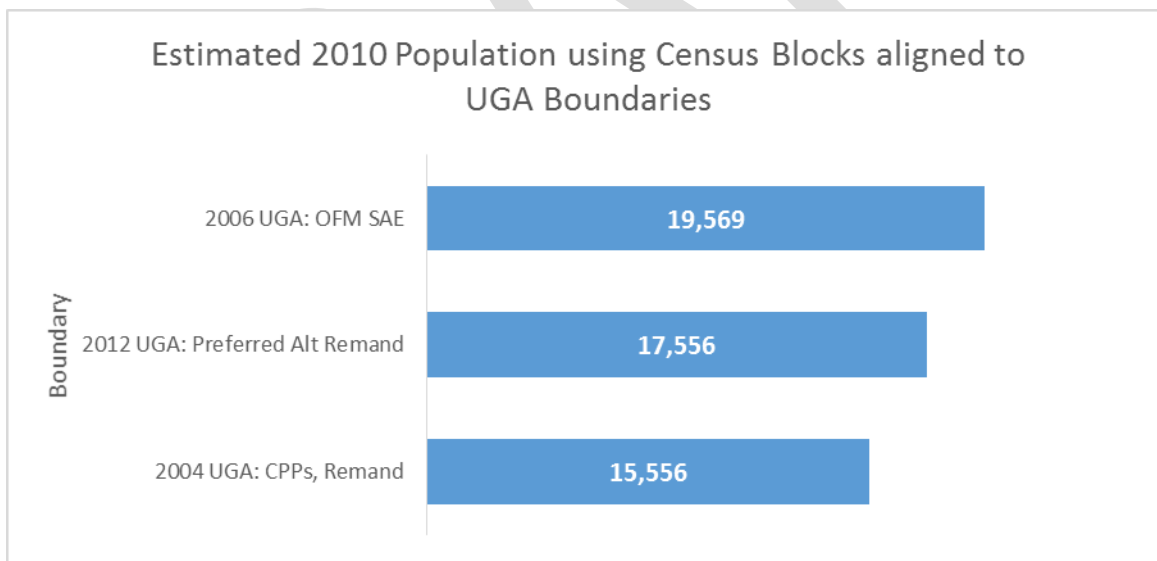
**RE:** Silverdale Current Population and Alignments to Transportation Analysis Zones

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This memo documents assumptions and methodologies for estimating the base year population in the Silverdale Urban Growth Area (UGA) and how this relates to adopted population allocations in the Countywide Planning Policies. It presents an option for adjusting the base year population that could be considered in action alternatives in the pending Comprehensive Plan Update.

Essentially, three UGA boundaries have been established for Silverdale between 2004 and 2012. Aligning the 2010 population by Census blocks to the UGA boundaries shows different current population estimates due to UGA geographic changes. See Figure 1.

**Figure 1. 2010 Census Population Aligned to UGA Boundaries**



All the above estimates begin with 2010 Census information at a block scale from which population is directly estimated. The method controls to Census population at a fairly fine grained block level, and introduces less assumptions about dwellings and household size than if a parcel based method were used. However, it should be noted that the alignment of blocks to boundaries is not a perfect match and should be looked at in terms of a reasonable planning level estimation. Additional observations are included below for each UGA boundary and source document:

- Based on UGA boundaries in approximately 2004, population targets were developed and reflected in Countywide Planning Policies (CPPs). These targets were used to size UGAs in the 2006 Comprehensive Plan Update. Based on the UGA boundaries in effect at the time of the 2004 CPPs and considering 2010 Census blocks in relation to the UGA, the number of persons living inside the Silverdale UGA was 15,556 in the year 2010. The Silverdale UGA was the smallest in geographic extent as of 2004 compared to the larger UGA expansion in 2006 and moderately amended UGA in the 2012 UGA Remand. This 15,556 population figure was reported in the 2012 Final Supplemental Environmental Impact Statement (SEIS) for the Remand in order to demonstrate how the 2004 CPP population estimates would be adjusted for a base year of 2010 instead of 2000.
- In 2010, the Office of Financial Management prepared small area estimates (OFM SAE) aligning 2010 Census blocks to the UGA boundaries in place at the time. It is presumed that the boundaries used for the OFM estimates are the UGA boundaries established in 2006. This produces the highest 2010 population estimate of 19,569 aligning 2010 Census blocks to the 2006 UGA boundary.
- Based on the final preferred alternative selected in August 2012 when the County responded to the Growth Management Hearings Board to size UGAs based on achieved densities and available services, etc. the 2010 Census blocks aligned to the preferred UGA boundary showed a population of 17,556. This number was used in the 2013 Countywide Planning Policy amendments.<sup>1</sup>

In 2014, when the County proposed reallocating population growth from Central Kitsap to Silverdale UGAs, the County believed there was an error in the 2010 estimate of population for Silverdale because of the 2012 Final SEIS reference to a 2010 population of 15,556. Thus, the Silverdale and Rural population were adjusted inadvertently to a population level that is associated with a smaller Silverdale UGA boundary than what was adopted in 2012.

We suggest a technical correction to the CPPs to restore the 2010 Silverdale and 2010 Rural number back to the estimates produced in 2013 for the final preferred alternative Remand UGA boundaries. That is the “universe” on which all the other 2010 estimates were prepared for other UGA and non-UGA geographies. Thus, we recommend use of a 2010 base population of 17,556 for Silverdale UGA, with a corresponding reduction to the 2010 Rural population by 2,000 to 101,888. (Table 1 Column C) This would result in the least change to the growth allocation in the CPPs.<sup>2</sup>

This would change the 2010 Base and the 2036 Total estimates for these geographies, but does not change the net growth target established in 2014, nor the emphasis on growth in urban areas. This technical amendment to the CPPs could be considered as part of the County’s 2016 Comprehensive Plan Update “action alternatives”. The idea that changes to boundaries may affect population figures in a non-policy context is written into the CPP Appendix B-1: “Changes in City or UGA boundaries during the planning horizon may affect the population distributions. This table may be updated periodically to reflect such changes. These updates do not constitute policy changes to the CPP’s and will not require adoption and ratification by member agencies.” It may be useful in a future iteration of CPPs to clearly indicate that the “bar” for testing

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<sup>1</sup> See email, estimating 2010 and 2010-2025 growth based on the Remand Preferred Alternative, prepared by BERK Consulting for Eric Baker and Katrina Knutson, Kitsap County, February 11, 2013.

<sup>2</sup> Towards our work for the 2016 Comprehensive Plan Update, we have generally replicated our 2013 method of aligning the 2010 Census blocks to the Preferred Alternative UGA boundaries adopted in the 2012 Remand and generally affirmed the results. Our replication of methods is fairly close to our work in 2013. The only variation in method was to remove water bodies in our more recent estimates; also, we did not apply some manual adjustments made through aerial review in 2013.

the Comprehensive Plan UGAs is the “population growth” column in Appendix B-1– this is the net change in growth used to compare to UGA capacity to determine if the 2016-2036 allocation can be met.

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**Table 1. 2010 and 2010-36 Growth by Planning Geography**

A. Jurisdiction	B. 2010 Estimates (CPPs, 2014)	C. 2010 Estimates (CPPs, 2013)	D. 2010 Estimates (BLR, 2014)	E. 2010 Estimates (BERK replication of 2013 method for 2016 EIS)	F. 2010 CPP with Silverdale Adjustment	G. Growth Target: 2010-2036 unchanged	H. New 2036 Distribution
City of Bremerton	37,729	37,729	37,729	37,932	37,729	14,288	52,017
Bremerton UGA	9,082	9,082	9,414	8,889	9,082	4,013	13,095
Total Bremerton	46,811	46,811	47,143	46,821	46,811	18,301	65,112
City of Bainbridge Island	23,025	23,025	23,025	23,025	23,025	5,635	28,660
City of Port Orchard	12,323	12,323	12,323	12,733	12,323	8,235	20,558
Port Orchard UGA	15,044	15,044	15,044	14,499	15,044	6,235	21,279
Total Port Orchard	27,367	27,367	27,367	27,233	27,367	14,470	41,837
City of Poulsbo	9,222	9,222	9,222	9,250	9,222	1,330	10,552
Poulsbo UGA	478	478	478	445	478	3,778	4,256
Total Poulsbo	9,700	9,700	9,700	9,695	9,700	5,108	14,808
Central Kitsap UGA	22,712	22,712	22,712	22,247	22,712	6,764	29,476
Silverdale UGA	15,556	17,556	17,556	17,194	17,556	8,779	26,335
Kingston UGA	2,074	2,074	2,074	1,952	2,074	2,932	5,006
UGA (Includes Cities) Total	147,245	149,245 *	149,577	148,166	149,245	61,989	211,234
Rural Non-UGA	103,888	101,888 *	103,241	102,967	101,888	18,449	120,337
Total County	251,133	251,133	252,818	251,133	251,133	80,438	331,571

Note: Total corrected, BERK 2013

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