



Jefferson County Comprehensive Plan

Draft Update • April 2018



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To be updated following the public review draft

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Plan Foundation

INTRODUCTION

This Comprehensive Plan is the foundation for ensuring our community values are preserved while we proactively plan for future growth. This Comprehensive Plan considers the voice, vision, and future of the Jefferson County community in the Jefferson County Planning Area through the year 2038.

This Chapter describes:

- ▶ The Jefferson County planning area.
- ▶ The purpose of this Comprehensive Plan.
- ▶ The planning process and public involvement
- ▶ The Vision Statement and Framework Goals that guide this Comprehensive Plan.
- ▶ Use of this Comprehensive Plan in decision making.
- ▶ How this Comprehensive Plan is amended and monitored.



PLANNING AREA

Jefferson County is in the north-central portion of Washington's Olympic Peninsula. The County is bounded on the west by the Pacific Ocean, and on the east by the waters of the Admiralty Inlet and Hood Canal. Clallam County and the Strait of Juan de Fuca define the northern border, while Mason and Grays Harbor Counties define the southern boundaries. Jefferson County comprises 1,808 square miles and is the eighteenth largest of the State's thirty-nine counties. The Olympic National Park and National Forest, which bisect the County into western and eastern halves, comprise approximately 65 percent of the County's 1.16 million acres of land. About another 20 percent of land is under the jurisdiction of federal and state agencies. Most of the County's population, nearly 96 percent, resides in eastern Jefferson County.

Jefferson County largely is a rural county with one incorporated city, Port Townsend—the largest community. There are two Master Planned Resorts, Port Ludlow and the designated—yet undeveloped—Pleasant Harbor in the Brinnon Community. The bulk of the County's population is located primarily in the northeast portion of the county, in the communities of Port Townsend, the Tri-Area (Irondale, Port Hadlock and Chimacum), and Port Ludlow. Quilcene and Brinnon are the largest communities in the southern portion of the county.

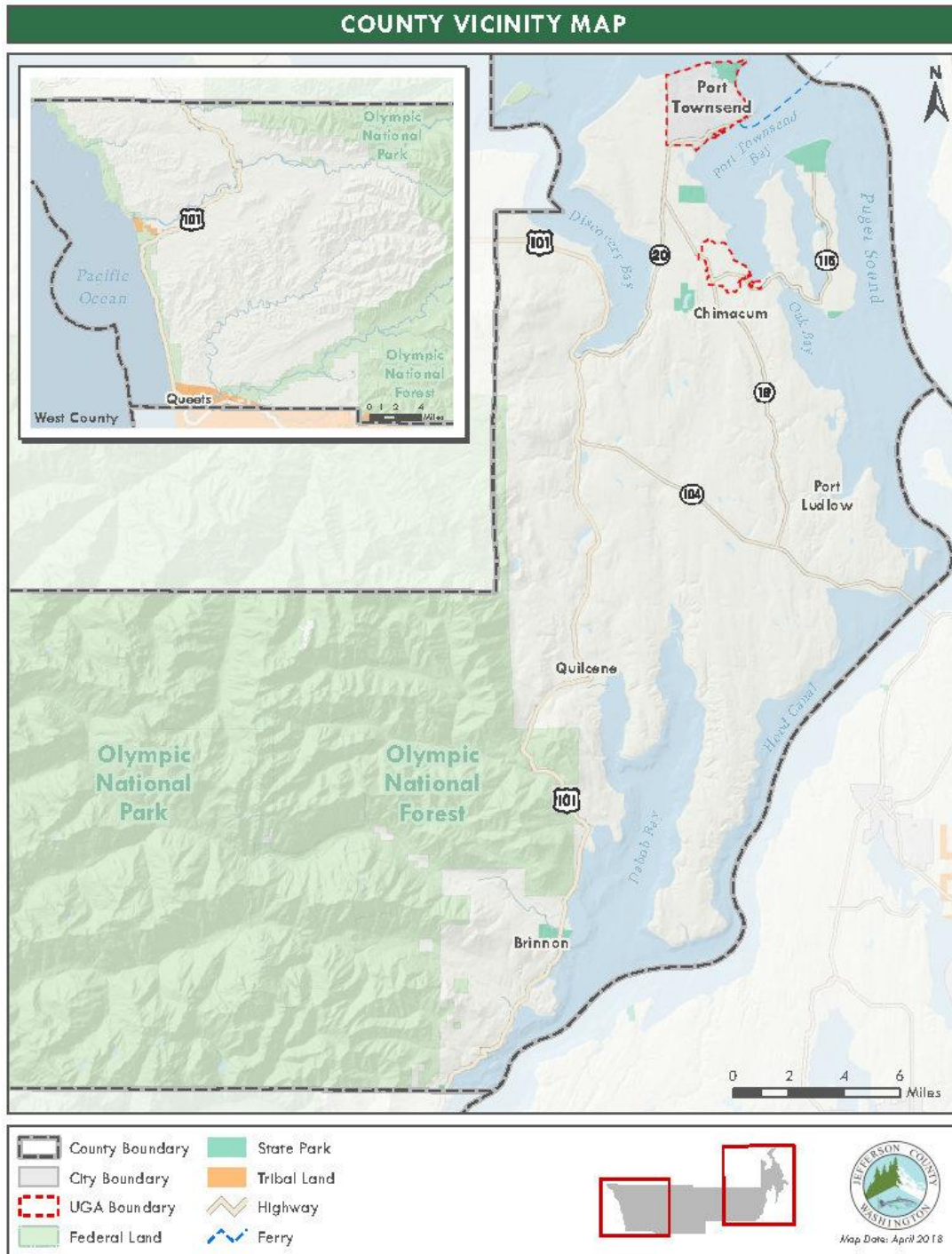
The county is comprised primarily of agricultural and forest lands. Clusters of small residential developments are found along waterways and rural roads, a reflection of settlement along Puget Sound, early transportation routes, and a resource-based economy. This rural quality of life is what attracts many residents and tourists to the county and is what most residents have expressed a desire to protect.



Carolyn Gallaway



EXHIBIT A Jefferson County Planning Area



Source: Jefferson County Community Development, BERK Consulting, 2018.



COMPREHENSIVE PLAN

PURPOSE

This Comprehensive Plan is a legal document that serves as a decision-making guide for both officials and citizens. This Comprehensive Plan serves as a tool for making decisions about future growth and development in Jefferson County over the next 20 years.

This Comprehensive Plan outlines goals and policies that help define, direct and guide future growth and development throughout the county.

Why Plan?

Comprehensive land use planning is a systematic process designed to define a long-range community vision. The process unites a clear understanding of existing conditions within a community with the development of goals and policies that enable that community to make decisions from which its long-range vision will be addressed. The process is a powerful tool for turning promising possibilities into long-term realities.

Planning enhances the ability to weigh competing needs in the community and make judicious allowances for each. It affords the opportunity to balance the demands of development with benefits of economic development and protection of human health and the environment. It provides tools for supplying family wage jobs and affordable housing without compromising our rural character. In addition, it prepares for harnessing the rewards of a growing population while simultaneously meeting the challenge of providing safe, healthy, and convenient community services for everyone. Planning enables addressing the current needs of the community before development begins and then directs how and where that growth should occur.

Guiding Land Use & Growth Decisions

This Comprehensive Plan provides a legally recognized framework for making decisions about land use in the unincorporated areas of Jefferson County. This Comprehensive Plan manages growth by directing more intensive development to appropriate areas while protecting public health and conserving environmentally sensitive areas and natural resource, rural, and open space lands. It is also intended to



provide an educational and a policy implementation tool for a broad range of public and private users, including community groups, Jefferson County officials, and other government agencies. This Comprehensive Plan helps these users in several ways:

- ▶ This Plan is the framework for other plans and regulations that govern the location and intensity of land uses throughout unincorporated Jefferson County. This Comprehensive Plan's policies provide the basis for updating community plans (subarea, local, and functional), for evaluating proposed changes in zoning and in reviewing proposals for development projects such as land divisions. It also indicates to the public how Jefferson County would likely review and approve changes in plans, zoning, or other regulations that apply to an area or a specific parcel.
- ▶ It guides the provision of public facilities and services by integrating land use, infrastructure, and delivery of human services. This Comprehensive Plan provides the framework for decisions about public facilities and services (such as where facilities should be located to support planned growth). This Comprehensive Plan also directs public spending to areas where growth is targeted.
- ▶ It provides regional coordination and consistency with other jurisdictional planning efforts. It is intended that other public agencies (local, regional, state, federal, and tribal), in cooperation with Jefferson County, use this Comprehensive Plan in conjunction with the County-wide Planning Policy as regional perspectives or county-wide viewpoints when other plans and growth policies are developed and when making project decisions.
- ▶ It allows for citizen participation and involvement. Comprehensive planning is an evolving process which allows for periodic review and updates in response to changing community goals and vision as articulated by citizens, businesses, and interested organizations.
- ▶ It allows us to thoughtfully plan and the future and create a place where we are happy to live.



The Growth Management Act

Through the Growth Management Act (GMA), the State of Washington provides a new framework for land use planning and the regulation of development in response to challenges posed to the health and quality of life by rapid growth.

Within the framework established by the GMA, a wide diversity of local visions for the future can be accommodated; however, certain procedural criteria must be met. Recognition of the variations and diversity in local communities is implicit in the framework of GMA. A “Bottoms Up” approach to planning is recommended. “Bottoms Up” planning originates at the community level with the articulation of a vision statement, which encompasses the values of as many different community members as possible. The vision is then translated into goals and policies, and eventually regulations. The main requirement is that the vision is consistent with the goals and intent of the GMA.

It is important to note that a “Bottoms Up” approach does not mean that procedural and regulatory constraints may be ignored. Successful “Bottoms Up” planning is predicated on allowing a community to choose the appropriate “tools” for the job, provided that those selected are located entirely within a “tool box” defined by the GMA. It is critical in the planning process for a jurisdiction to provide sufficient guidance so that a community understands the need to avoid selecting “tools” which are found outside of the “GMA toolbox.” Failure to provide adequate guidance will likely result in inappropriate choices being made.

The GMA establishes several requirements for local comprehensive planning. The Act identifies specific goals for all Comprehensive Plans, prescribes the elements each plan is to contain, provides requirements for interim regulations, mandates the establishment of Urban Growth Areas (UGAs), requires local governments to demonstrate how they will pay for the improvements and facilities called for in their plans, and mandates extensive public participation in the planning process.

The GMA changed the process for developing Comprehensive Plans in several important ways:

- ▶ It established 14 statewide goals with which local Comprehensive Plans and regulations must be consistent. See sidebar.
- ▶ In addition to the mandated goals, local Comprehensive Plans must contain the following elements per RCW 36.70A.070:
 - Land Use Element

Growth Management Act Goals

The Growth Management Act provides goals that guide the development and adoption of comprehensive plans and development regulations. See RCW 36.70A.020, for full goals; in summary goals address:

- ▶ Urban Growth
- ▶ Reduce Sprawl
- ▶ Transportation
- ▶ Housing
- ▶ Economic Development
- ▶ Property Rights
- ▶ Permits
- ▶ Natural Resource Industries
- ▶ Open Space and Recreation
- ▶ Environment
- ▶ Citizen Participation and Coordination
- ▶ Public Facilities and Services
- ▶ Historic Preservation

The goals and policies of the Shoreline Management Act in RCW 90.58.020 were added as one of the goals of the Growth Management Act. See RCW 36.70A.480.



- Housing Element
 - Capital Facilities Plan Element
 - Utilities Element
 - Transportation Element
 - Rural Element for counties
 - Economic Development Element, when state funds are available
 - Park and Recreation Element, when state funds are available
- ▶ Local governments must adopt policies and regulations to protect critical areas and natural resource lands.
 - ▶ Local governments must demonstrate how the capital facilities necessary to support the development envisioned by their Comprehensive Plan will be provided and paid for as development occurs, or within a specified time thereafter.
 - ▶ The Comprehensive Plans of counties, and cities or towns within those counties, must be consistent with one another.
 - ▶ In consultation with cities, Counties must adopt population allocations for the 20-year planning period.
 - ▶ Counties and cities must agree on UGAs "within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature." The UGA must be able to accommodate growth that is expected to occur over 20 years.
 - ▶ Counties and cities must jointly adopt County-wide Planning Policies which establish guidelines on how their Comprehensive Plans will be developed to be consistent.

The GMA requires that Jefferson County and any city within it prepare comprehensive plans every eight years to manage population and employment growth for 20-year planning horizons. (RCW 36.70A.130(5)(b)). As long as the population of Jefferson County population is less than fifty thousand and has had its population increase by no more than seventeen percent in the ten years preceding the deadline, the County has an additional twenty-four months following the eight-year deadline. (RCW 36.70A.130(7)(a)). The County has worked to meet this mandate with extensive public involvement and community outreach.



The County-wide Planning Policy

On December 21, 1992, Jefferson County and the City of Port Townsend adopted a joint resolution establishing the County-wide Planning Policies (CWPPs) as a policy framework to guide the development of comprehensive plans.

CWPPs are designed to ensure that county and city comprehensive plans are consistent with one another and consistent with regional growth management planning. According to the Growth Management Act, each local Comprehensive Plan should demonstrate that such policies have been followed in its development. (RCW 36.70A.210(1) and WAC 365-196-510).

The CWPPs recognized the need for counties, cities, special purpose districts, and those agencies and jurisdictions involved in the delivery of public services, to coordinate the independent development of Comprehensive Plans. The implementing legislation to the GMA required that counties and cities agree upon policy statements in eight subject areas, including: urban growth areas, contiguous and orderly development and the provision of urban services, joint county and city planning, siting of essential public facilities, county-wide transportation facilities and strategies, affordable housing for all economic segments of the population, county-wide development and employment, and rural areas. In addition, the City of Port Townsend and Jefferson County agreed to include policies pertaining to: fiscal impacts associated with the impacts of growth and how to use the CWPPs.

Exhibit B offers a guide to the relationship between the County-wide Planning Policy and the Comprehensive Plan Elements. Compliance with the County-wide Planning Policies has been integral to the development of individual elements of this Comprehensive Plan, and each element provides an overview of consistency with relevant CWPPs.

EXHIBIT B Relationship: County-wide Planning Policies & Elements

County-wide Planning Policy	Comprehensive Plan Element
1. Policy to Implement RCW 36.70A.110 Urban Growth Areas (UGAs)	▶ Land Use
2. Contiguous and Orderly Development and Provision of Urban Services	▶ Capital Facilities, Essential Public Facilities, and Utilities
3. Joint County and UGA Representation Planning within UGA	▶ Land Use
4. The Siting of Essential Public Facilities of County or Statewide Significance	▶ Capital Facilities, Essential Public Facilities, and Utilities Element



County-wide Planning Policy	Comprehensive Plan Element
5. County-wide Transportation Facilities and Strategies	▶ Transportation ▶ Capital Facilities, Essential Public Facilities, and Utilities
6. Affordable Housing	▶ Housing
7. County-wide Development and Employment	▶ Economic Development
8. Rural Areas	▶ Land Use
9. Fiscal Impacts Analysis	▶ Capital Facilities, Essential Public Facilities, and Utilities
10. County-wide Planning Policy: Use and Amendment	▶ Plan Foundation

Source: Jefferson County, 2018

Jefferson County’s Compliance Strategy

This Comprehensive Plan has been designed based on four fundamental sources of support and guidance. Together, they provide the framework for this Comprehensive Plan, which is responsive to local needs and regionally unique land use patterns and follows the goals and requirements of the GMA.

- ▶ Compliance with the goals and procedural criteria of the GMA and its implementing regulations.
- ▶ Compliance with CWPPs, adopted jointly by the City of Port Townsend and Jefferson County, to ensure that local plans are consistent with each other and with the GMA.
- ▶ Continuous, open public participation in the planning process.
- ▶ Analysis and compliance with the Growth Management Hearings Board decisions and decisions made by Washington State courts.

The GMA goals and procedural criteria, and the Growth Hearings Board and court decisions, set the State-wide framework. The County-wide Planning Policy and public participation supply local detail for realizing the broader GMA goals within Jefferson County.



PLANNING PROCESS & PUBLIC PARTICIPATION

Planning Since 1991

The State legislature, responding to the Growth Strategies Commission Report on Long-Range Planning in the State of Washington, adopted the GMA in 1990.

Jefferson County Commissioners voted to “opt-in” to the GMA in late 1991. Public involvement in the planning process began immediately with the formation of citizen task forces to develop Interim Critical Area, Mineral Land, and Forest Resource Land Ordinances.

Concurrently, the County developed a questionnaire, titled Jefferson 2000, which surveyed County residents’ opinions about their vision for the future. Jefferson 2000 also asked residents to rank “values,” such as economic growth, environmental protection, visual beauty, and the accessibility of services.

The County convened the Jefferson 2000 Strategic Planning process, which involved 26 separate taxing districts and service providers responsible for water, fire protection, libraries, and similar services to County residents. Jefferson 2000 Strategic Planning used information generated by the Jefferson 2000 questionnaire and analysis of existing services, facilities, and long-range plans of the service providers to begin capital facilities planning required by the GMA.

The Joint Growth Management Steering Committee was created in 1991 to oversee the development of GMA planning in Jefferson County. The Steering Committee consisted of three representatives from the City of Port Townsend, the only incorporated city in Jefferson County, and the three County Commissioners. The Steering Committee was formed with a provision that, should additional UGAs be designated, the Steering Committee would be expanded to accommodate representation from the newly designated UGA.

The CWPP was developed cooperatively between City and County staff consistent with the requirements and procedural criteria of the GMA, and was reviewed by the Joint Growth Management Steering Committee. Public hearings were held on the CWPP, and both City and County government adopted these policies by resolution on December 21, 1992.



Considering Alternative Futures

To assist citizens and decision-makers in formulating a new long-range Comprehensive Plan for Jefferson County and to comply with the State Environmental Policy Act (SEPA), Chapter 43.21c RCW, the County commissioned and issued an Environmental Impact Statement (EIS).

The EIS contained an analysis of existing conditions and land use needs and demands and compared and analyzed the possible environmental impacts of the Comprehensive Plan alternatives. Alternatives evaluated were developed by the planning staff and Planning Commission with input from the County's community groups and residents.

The four alternative "Growth Scenarios" analyzed in the Draft EIS were:

- ▶ The Focused Growth Alternative
- ▶ The Dispersed Growth Alternative
- ▶ The Moderate Growth Alternative
- ▶ The Preferred Growth Alternative

The 1997 Draft EIS evaluated environmental impacts that may result from the implementation of the proposed alternative plans. The alternatives explored the meaning of rural character, and the distribution of growth in urban areas, rural centers, and resorts, together with the balancing of GMA goals and CWPPs.

The Draft EIS and the Draft Comprehensive Plan were considered in the public review and adoption process. The Final Environmental Impact Statement (Final EIS) of May 27, 1998 included additional analysis and findings resulting from public comments on the Draft EIS. The Final EIS included all comments received in writing along with County responses to the comments.

The Final EIS, together with the Draft EIS it completes, provides a foundation of land use and environmental analysis for subsequent Comprehensive Plan periodic updates and amendments and implementation measures such as development regulations and projects. The Final EIS has been supplemented and added since 1998.

The Preferred Alternative, evaluated in the Final EIS was adjusted and integrated into the 1998 Comprehensive Plan.

The 2018 Comprehensive Plan Update completed addressing the 2038 planning horizon draws on and benefits from the exploration of alternatives in the Final EIS, including the definition of rural character,



approaches to distributing growth primarily in urban areas, and suggested environmental policies and mitigation.

Plan Creation & Amendment

Exhibit C below describes how the various pieces of the comprehensive planning process fit together. Concurrent with environmental review, public hearings and workshop meetings have been held by both the Jefferson County Planning Commission and the Board of County Commissioners.

EXHIBIT C Comprehensive Plan Update Process Diagram



Public Involvement

Public involvement is the cornerstone of long-range comprehensive planning for any community. Complying with the requirements of the GMA in Jefferson County has engaged community leaders, interested citizens, developers, property rights advocates, environmentalists, and neighborhoods in a dynamic, active public process.

Public participation has occurred not only through citizen participation in task forces and goals-setting workshops, but also under the auspices of the Planning Commission. Consistent with the Planning Enabling Act, Chapter 36.70 RCW, the Planning Commission has been involved in comprehensive planning in Jefferson County. The Planning Commission has advertised its activities in the local newspapers and held open houses on a variety of issues.



Port Ludlow Open House Meeting, July 2016

Public involvement in comprehensive planning is required for compliance with the GMA and has been identified by the Growth Management Hearings Board as essential to proper development and adoption of plans. In addition, public participation is essential in adopting a Comprehensive Plan which preserves the character of Jefferson County as envisioned by community residents.

With the 1998 adoption and with other periodic and annual amendment cycles, the County has conducted public engagement efforts. Appendix A documents the 2018 Comprehensive Plan periodic update community involvement efforts.

VISION STATEMENT

Comprehensive Planning in Jefferson County has matured in the quarter century since the GMA was passed, and the diverse viewpoints shared during participation of the community has shaped a meaningful and enduring vision that is pragmatic and responsible. This vision guides and directs the Comprehensive Plan element goals and policies.

Place

Jefferson County, Washington encompasses 1,803 square miles bound on its northern and eastern shores by the vast Salish Sea with the Pacific Ocean to the west, and touches Hood Canal at its southeast corner. The terrestrial borders of Jefferson County join with Clallam County to the north and west, and Mason and Grays Harbor Counties to the south.

Approximately 66% of the total county acreage is in public ownership. Jefferson County stretches across the Olympic National Park, the



Olympic National Forest, spectacular rainforests, and mighty rivers, including the Queets, Quinault, Bogachiel, Elwha, Duckabush, Dosewallips, and hundreds of miles of shoreline.

The first inhabitants of this vast region were indigenous people belonging to a number of different tribes who occupied the territory for millennia. Jefferson County respectfully honors treaty rights as guaranteed to tribal nation signatories of the Point No Point Treaty of 1885 and other government-to-government agreements.

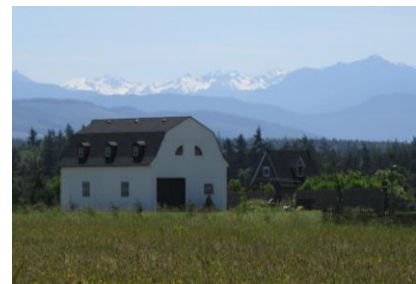
Early settlements by newcomers began in the mid-1800s. Today's towns and villages, rural crossroads and tribal nations in Jefferson County grew from early-established footprints of urban, commercial, and cultural centers.



From the Collection of the Jefferson County Historical Society



Carolyn Gallaway



Carolyn Gallaway

Priorities

We envision:

- ▶ A continuation of longstanding planning priorities in Jefferson County to benefit the quality-of-life of all residents.
- ▶ A balance of tradition and innovation in preserving the rural character of our land and lifestyles.
- ▶ Land use priorities that identify open spaces, forests and farmland for long-term management and conservation, while also embracing innovations that foster opportunities for increased synergy between natural and built environments.
- ▶ Encouragement and facilitation of development and utilization of low-impact techniques, localized bioremediation, and other innovations in housing and industry that benefit overall ecosystem vitality and biodiversity while aiding ecological restoration and adapting to climate disruption.



- ▶ Investing in the resilience of our local economy, culture, and ecosystem yields benefits for current residents and future generations.

Draft Vision Statement

Now & Into the Future

Our vibrant community fabric offers opportunity for all residents, including working-class individuals and families, as well as those who struggle to live, thrive, and age with dignity.

Jefferson County values:

- ▶ Creativity and life-long learning and reveres constitutional rights, personal independence, and privacy.
- ▶ Public access to high-quality education, public services, and facilities.
- ▶ Community spaces and networks of non-motorized trails, bike lanes, and paths that encourage active and interactive communities of healthy individuals.
- ▶ Access for community members of all ages to safe and active environments, to health care including mental health care, preventative care, and long-term care, as well as access to healthy, local food.
- ▶ Invigoration of our local economy through an intentional balance and integration of diversified economic activity, including food system development, marine trades, resource-based, high-tech, and science-based trades, and sectors relating to tourism, art, and civics, as well as improved infrastructure networks to support a robust economy.
- ▶ Investment in the resilience of our local economy, culture, and ecosystem yields benefits for current residents and future generations.
- ▶ Honor and respect that the natural world is integral to our health and lifestyles.
- ▶ Protection of our open spaces, shorelines, forests, clean air, and clean water, wildlife, and wildlife habitat so that future generations may also practice stewardship of the land, the seas, and the communities of Jefferson County.

Preparation of Draft

This Draft Vision Statement is based on efforts by the Jefferson County Planning Commission to develop a refreshed statement of place, priorities, and values for 2038, considering public comment over several years (2014-2017), and will be vetted by the community and Board of County Commissioners, and amended as appropriate.

Additional Ideas

An additional value could be included regarding public health matching GMA's encouragement for planning for active living per staff suggestions:

"Jefferson County values: Environments that foster health for the entire population. We place emphasis on creating places that make it easy to lead physically active lifestyles and where there is access to nutritious foods."



FRAMEWORK GOALS

This Comprehensive Plan represents a synthesis between a thorough analysis of existing conditions, the history of development patterns, anticipated population growth, the requirements of the GMA, the opportunities for new land uses, and the Vision Statement.

The following framework goals reflect the analysis and county-wide vision statement as well as the results community engagement described in Appendix A and are the heart of the Jefferson County Comprehensive Plan. They are a bridge from the Vision Statement to the Element-specific goals and policies.

Framework Goal I Preserving Rural Character

Conserve Jefferson County’s rural way of life, agricultural and forest working lands, shoreline and mountain vistas, and natural ecosystems.



Carolyn Galloway

Framework Goal II Sustainable and Suitable Growth Patterns

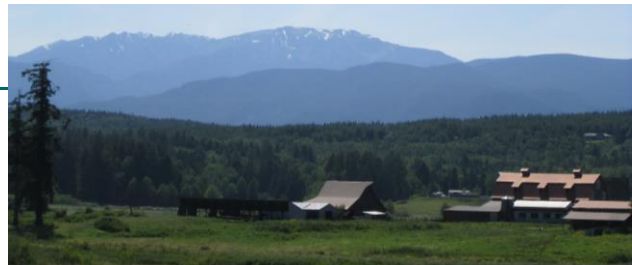
Maintain a rural landscape by smartly growing in urban areas, resorts, and established rural centers and crossroads. Consider environmental, economic, and fiscal sustainability when investing in infrastructure and adding new development in rural and urban places.



Carolyn Galloway

Framework Goal III Enhancement of the Rural Economy

Grow a robust rural economy with living wage jobs based on resource lands, manufacturing, and tourist and recreation-oriented services benefiting the county’s clean quality environment.





Framework Goal IV
Housing Variety and Affordability

Create opportunities for innovation and flexibility in housing types affordable and attainable across incomes, ages, and abilities. Promote an adequate supply of quality year-round housing for the workforce, seasonal housing for farmworkers, and recreational homes or accommodations for visitors.



PHA, Port Hadlock



Zillow, Quilcene

Framework Goal V
Allocation of Land to Meet Anticipated Needs

Meet projected community needs for housing, commercial, and industrial growth through appropriate zoning and capital facility investment. Consistent with urban growth and rural character goals, focus higher densities in urban growth areas and secondarily within resorts or rural centers and crossroads with services.



Zillow, Port Hadlock Property

Framework Goal VI
Environmental Conservation

Foster environmental stewardship, preserve clean air and water, and protect fish and wildlife habitat. Anticipate and respond to climate change with mitigation and adaptation strategies.



Carolyn Callaway

Framework Goal VII
Mobility

Provide a transportation system where residents, workers, and visitors have safe, comfortable, and interconnected ways to travel in Jefferson County whether as a driver, bicyclist, or pedestrian.



Kitsap Sun, Olympic Discovery Trail, Port Townsend



Framework Goal VIII

Active and Healthy Living

Promote community health and safety by fostering built environments that increase access to nutritious foods, active lifestyles and community services that are convenient to where residents live, work, learn and play.



Chimacum Market, Jefferson County Public Health

Framework Goal IX

Continuous and Ongoing Public Involvement

Provide opportunities for meaningful public involvement. Engage diverse stakeholders.



Jefferson County Tri-Areas Open House Meeting

Framework Goal X

Compliant with GMA

Maintain a Comprehensive Plan consistent with GMA goals, requirements, and case law, and the County-wide Planning Policy.



Carolyn Callaway



USING THIS COMPREHENSIVE PLAN

Comprehensive Plan Contents

This Comprehensive Plan is organized in the following elements:

- ▶ Plan Foundation
- ▶ Element 1 Land Use
- ▶ Element 2 Natural Resources
- ▶ Element 3 Housing
- ▶ Element 4 Open Space, Parks & Recreation, Historical & Cultural Preservation
- ▶ Element 5 Environment
- ▶ Element 6 Economic Development
- ▶ Element 7 Transportation
- ▶ Element 8 Capital Facilities, Essential Public Facilities, and Utilities

Appendices provide additional detail and supporting materials, as follows:

- ▶ Appendix A: Community Engagement Summary Vision 2038
- ▶ Appendix B: Transportation Technical Document
- ▶ Appendix C: Capital Facilities Plan Technical Document
- ▶ Appendix D: Port Hadlock/Irondale Land Capacity Analysis

Each element includes assessments of existing conditions containing baseline data for key areas.

Individual “elements” of this Comprehensive Plan describe goals and policies that have been developed to provide clear policy direction for land use decision-making in the future. Each element also includes strategies that implement the goals and policies.

The Unified Development Code (UDC) provides detailed regulations for implementation of these goals and policies.

Terms

Vision: A community’s best desired future.

Framework Goal: Framework goals are an extension of a vision and form the foundation for the goals and policies contained in other elements of the Comprehensive Plan.

Goal: A goal is a direction-setter. It is an ideal future end, condition or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature. Consequently, a goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

Policy: A policy is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based on a comprehensive plan’s goals and the analysis of the data. A policy is put into effect through implementation measures such as zoning, land division, and environmental ordinances.



Related Plans

The following related plans address shorelines, subarea, and parks important to meeting GMA requirements for required or optional elements, and are hereby incorporated by reference as amended:

- ▶ Shoreline Master Program Goals and Policies (2014)
- ▶ Brinnon Subarea Plan (2002)
- ▶ Parks, Recreation, and Open Space Plan (2015)

Community Plans

Prior to the development of its initial Comprehensive Plan Jefferson County invited communities to help prepare area-specific plans.

Following are the plans completed through that process:

- ▶ Brinnon Community Development Plan (original 1982)
- ▶ Coyle Community Development Plan (1977)
- ▶ Gardiner Community Development Plan (1989)
- ▶ Marrowstone Community Development Plan (1978)
- ▶ Tri-Area Community Development Plan (1982)

Both Planning Commission and Department of Community Development staff reviewed Community Plans. The results of the Community Planning Process and the Community Plans have been integral to the identification of goals and policies included in this Comprehensive Plan.

PLAN IMPLEMENTATION & MONITORING

The Decision-Making Process

Planning decisions must be consistent with the intent of this Comprehensive Plan. This Comprehensive Plan is a legal, binding document and cannot be disregarded; it is also a document designed to



adapt to changing trends and circumstances. This Comprehensive Plan serves as the basis for land use decisions. Over time this Comprehensive Plan's policies may change to ensure that the development pattern occurring in the county remains consistent with both the intent of the Vision Statement, and the Comprehensive Plan's goals and objectives.

Amending this Comprehensive Plan

This Comprehensive Plan addresses long-range and County-wide issues that are beyond the scope of decisions on subarea, local or functional plans or individual development proposals. This Comprehensive Plan serves as a vital guide to the future and provides a framework for managing change. It is important that amendments to this Comprehensive Plan retain the broad perspectives articulated in the community vision statements, satisfy the goals, policies, and strategies of this Comprehensive Plan, and remain consistent with the intent of the GMA. There are typically two means of addressing Comprehensive Plan Amendments: through an annual docket review or periodic review per RCW 36.70A.130.

Amendments are to be justified through findings from monitoring of "growth management indicators" (see following section). Amendments to this Comprehensive Plan must also conform to the following:

- a.** The requirements of the Washington State Growth Management Act, Chapter RCW 36.70A and the State Planning Enabling Act, Chapter RCW 36.70, and the GMA implementing rules at Chapter 365-196 WAC.
- b.** Any proposed amendments to this Comprehensive Plan must be submitted by the County to the Washington State Department of Commerce at least 60 days prior to final adoption by the Board of County Commissioners (RCW 36.70A.106).
- c.** Planners should refer to: Sources of law at all levels of government, including federal and state constitutions, federal and state statutes, federal and state administrative regulations, and judicial interpretations for proposed Comprehensive Plan amendments (WAC 365-196-720-745); this Comprehensive Plan's Vision Statement, Framework Goals, and Community Vision Statements; the County-wide Planning Policy, related plans, and the comprehensive plans of other counties or cities with which the County has, in part, common borders or regulated regional issues (WAC 365-196-010] and 365 196-510).
- d.** Proposed amendments to this Comprehensive Plan will be considered on an annual basis (no more frequently than once per year), except when the following circumstances apply: (i) the initial



adoption of a subarea plan that does not modify this Comprehensive Plan policies and designations applicable to the subarea, and (ii) the adoption or amendment of a shoreline master program pursuant to RCW 90.58. Other exceptions to the annual process are stated in RCW 36.70A.130(2)(a). All proposals will be considered concurrently so the cumulative effect of the various proposals can be ascertained (WAC 365-195-620[3]). The County may consider adopting amendments more frequently than once per year if a declared emergency exists.

- e. Consistent with the timelines contained in the GMA (RCW 36.70A), the County must review all UGA boundaries, as well as the densities permitted within both the incorporated and unincorporated portions of each UGA. If necessary, the UGA boundaries will be revised to accommodate the urban growth projected to occur in the county for the succeeding 20-year period.
- f. Amendments or changes to natural resource lands and critical area designations should be based on consistency with one or more of the following criteria:
 - Change in circumstances pertaining to this Comprehensive Plan or public policy.
 - A change in circumstances beyond the control of the landowner pertaining to the subject property.
 - An error in designation.
 - New information on natural resource land or critical area status (WAC 365-190-485).

Details of the amendment process are contained in Jefferson County Code Chapter 18.45.

Comprehensive Plan Amendment Appeals

Growth Management Hearings Board Review

A petition for review to challenge an amendment to this Comprehensive Plan or related plans that are within the jurisdiction of the Growth Management Hearings Board must be filed with sixty days of publication of the amendment per RCW 36.70A.280-290.



Judicial Review

Any judicial action to review any decision concerning the amendment of this Comprehensive Plan, including related plans, shall be commenced in superior court within sixty days from the date of the final decision of the Growth Management Hearings Board per RCW 36.70A.300(5). Pursuant to RCW 36.70A.295, direct review of an amendment to a Comprehensive Plan is possible if all the parties to the proceedings before the Growth Management Hearings Board agree to direct review by the superior court.

Monitoring

The monitoring of growth management indicators such as those listed below improves the effectiveness of public policy and allows progress in achieving the goals and objectives behind that policy to be measured:

- ▶ population growth, actual v. projected,
- ▶ land capacity, actual v. projected,
- ▶ economic indicators, property values/comparative sales compared to statewide averages and local trends,
- ▶ public health and safety
- ▶ natural resource consumption,
- ▶ changes in technology,
- ▶ needs,
- ▶ omissions or errors, or
- ▶ a declared emergency.

Use of growth management indicators assures accountability to the public. It demonstrates how effectively the County is moving toward identified goals. Ongoing monitoring allows public resources to be prioritized to meet goals and, if the desired outcome is not achieved, to consider modifying the goals or implementing regulations. Growth management indicators work well with the public participation process of the planning cycle. Using growth management indicators, citizens and decision-makers can review growth management policy and make changes that reflect present day realities.

These indicators are considered during the regular periodic review of this Comprehensive Plan or may be considered during annual review dockets where appropriate.



1 Land Use

1.1 FRAMEWORK

The Land Use Element establishes the future goals and policies addressing rural lands and rural character, rural villages, and communities, and incorporated and unincorporated urban growth areas (UGAs). This 2018 periodic update does not propose changes to the Future Land Use Map. However, a focus of the 2018 periodic update has been a refreshed set of land use goals and policies that meets community needs to strengthen the economy, provide housing choices, welcome tourists, create opportunities for active living, steward the natural environment, offer public services and infrastructure to support growth, and maintain an exceptional quality of life.

The Land Use Element is arranged in four components:

- ▶ **Framework:** The Framework section presents county-wide land use plan concepts, population trends and forecasts, current land use inventories, current surface water conditions, public health, comprehensive land use map categories, and general land use and surface water policies that apply county-wide.
- ▶ **Rural:** Consistent with Rural Element requirements under the GMA, the Rural section addresses rural character, rural residential

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.



densities, and areas that qualify as exceptions to rural densities: limited areas of more intensive rural development (LAMIRDs) and Master Planned Resorts (MPRs).

- ▶ **Resource:** This section summarizes the Comprehensive Plan’s approach to conservation of natural resource lands of long-term commercial significance; these lands are more fully addressed in the Natural Resource Element. Additionally, this section addresses conservation of forested lands in rural areas not zoned for resource production.
- ▶ **Urban:** The Urban section of the Land Use Element addresses UGAs, including the City of Port Townsend and the Port Hadlock/Irondale UGA. Additionally, this section addresses current and planned residential and commercial uses, and urban services necessary to support the UGA.

Land Use Typologies

Under the GMA, lands are generally characterized as rural, resource, or urban. Accordingly, this Land Use Element defines and regulates these categories as follows:

- ▶ **Rural Areas:** This term refers to lands which are not within an UGA and are not designated as natural resource lands having long-term commercial significance for production of agricultural products, timber, or the extraction of minerals. Rural areas may consist of a variety of uses and residential densities at levels that are consistent with the preservation of rural character. Rural areas can include LAMIRDs, which provide opportunities for rural economic development and housing.
- ▶ **Natural Resource Lands:** This term refers to agriculture, aquaculture, forest, and mineral resource lands which have long-term commercial significance. A detailed discussion of Natural Resource Lands can be found in the Natural Resources Element, and goals and policies related to aquaculture are contained in the Jefferson County Shoreline Master Program.
- ▶ **Urban Growth Areas:** This term refers to areas designated for growth that make intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land to produce food, other agricultural products, fiber, or the extraction of mineral resources.

The three major land use categories are reflected on the following map.



Rural



Resource

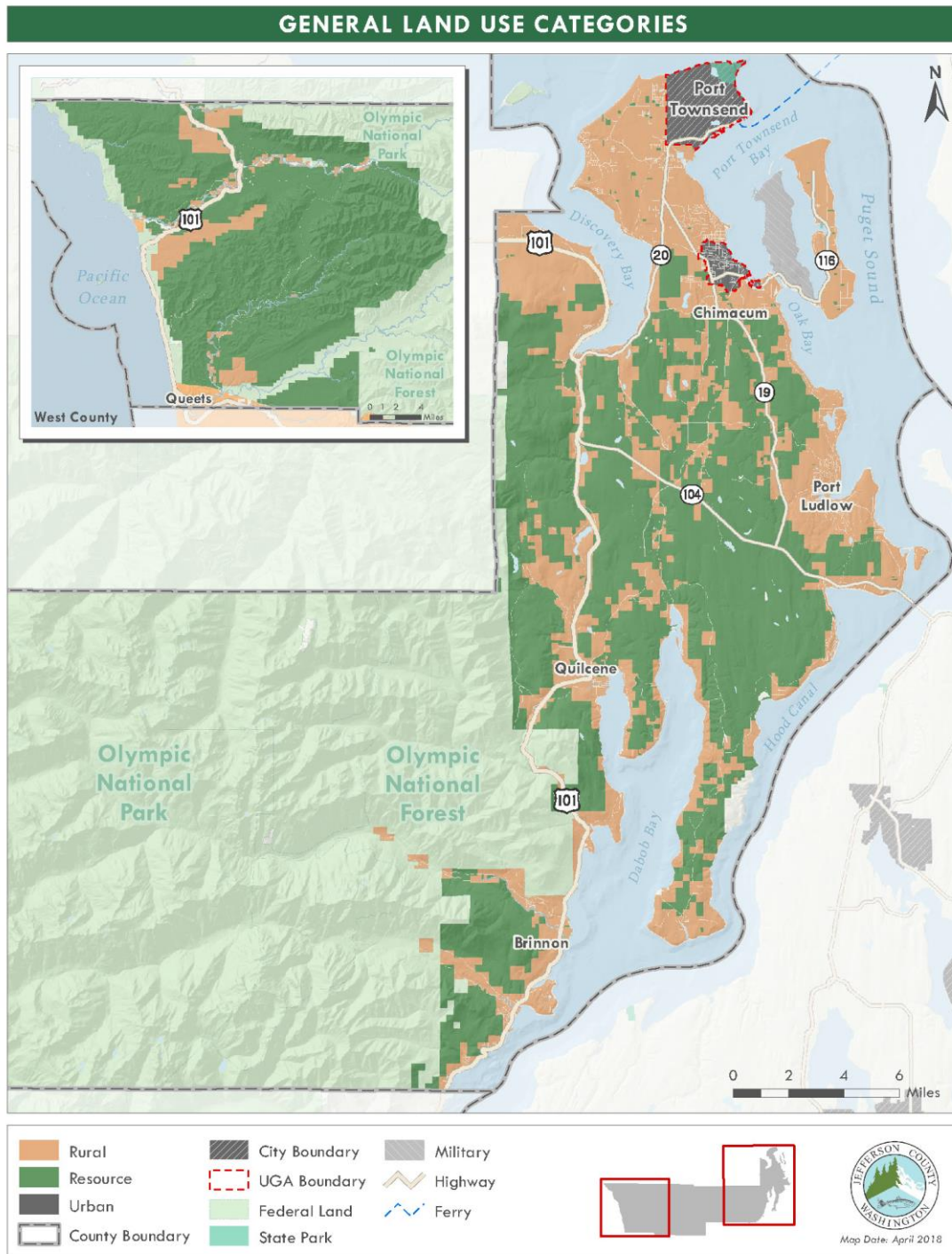


Urban

Windermere, Chimacum (top), Carolyn Gallaway (middle & bottom)



EXHIBIT 1-1 General Land Use Categories



Source: Jefferson County Community Development, BERK Consulting, 2018.



Population Projections

The State of Washington Office of Financial Management (OFM) publishes population projections for each county for use in the GMA planning efforts every five years. The County is responsible under the GMA for allocating population in consultation with the City of Port Townsend.

In 2015, Jefferson County and the City of Port Townsend developed a population projection and urban population allocation for the City of Port Townsend, Port Hadlock/Irondale Urban Growth Area, and the Port Ludlow and Brinnon Master Planned Resorts based on OFM’s 2012 Medium projections. The County passed Resolution #38-15 on October 26, 2015, adopting the Updated Population Forecast. OFM has since published 2017 projections, but results are nearly identical.¹ The 2018-2038 population forecast is summarized in Exhibit 1-2.

EXHIBIT 1-2 Jefferson County & City of Port Townsend 20-year Population Projection & Distribution (2018-2038)

Location (Unincorporated unless noted)	2010 Population ¹	Allocation Total Growth County-wide	Projected Growth (2010-38)	Estimated Growth (2018-38) ²	Projected Population 2038	2010-38 Projected Growth Rate ³
Port Townsend UGA (Incorporated)	9,113	36%	3,366	2,814	12,479	1.13%
Port Hadlock/ Irondale UGA ⁴	3,580	19.4%	1,814	1,516	5,394	1.48%
Port Ludlow MPR	2,603	10.1%	944	789	3,547	1.11%
Brinnon MPR	--	4.5%	421	352	421	24.1 %
UGA/MPR Subtotal	15,296	70%	6,545	5,471	21,841	1.28%
Rural & Resource Areas Subtotal	14,576	30%	2,804	2,445	17,380	0.63%
County-wide Total	29,872⁵	100%	9,349	7,816⁶	39,221	0.98%

Legend: UGA = Urban Growth Area, MPR = Master Planned Resort

¹ Source: Estimated using tract and block data, 2010 U.S. Census.

² Source: Estimated based on OFM’s 2018 Projection for Jefferson County (31,405) and 2010 population shares.

³ Calculated as a compound annual growth rate.

⁴ In 2004, the Tri-Area UGA became known as the Port Hadlock/Irondale UGA.

⁵ Source: 2010 U.S. Census

⁶ The net total of 7,816 was reported in Resolution 38-15; however, when adding 5,471 and 2,445 the total is 7,916.

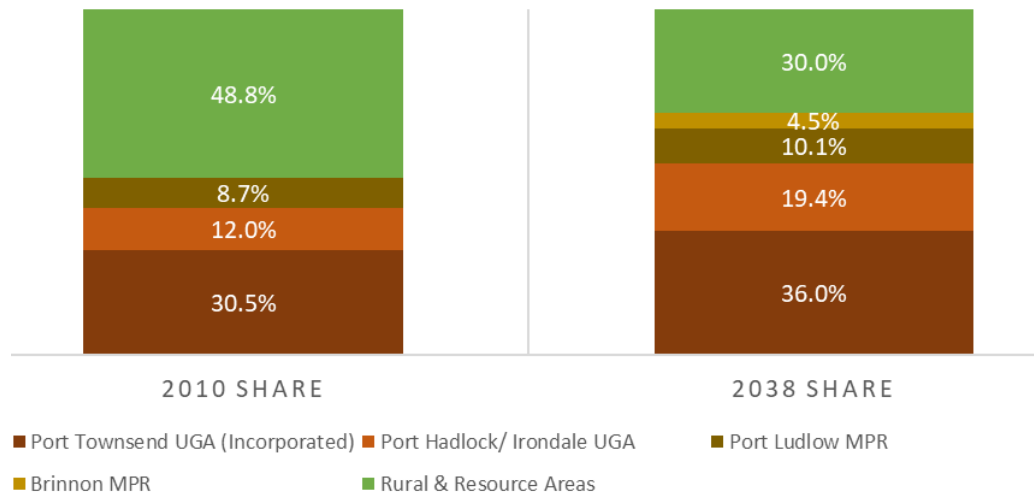
¹ The OFM medium growth forecast for 2038 developed in 2017 shows a projected population of 39,397, slightly higher than the 2012 medium series at 39,221.



Because of legislative changes to Comprehensive Plan Periodic review schedules, the Joint Growth Management Steering Committee adopted population projections for separate planning periods for the City of Port Townsend and Jefferson County. The City of Port Townsend’s allocation and planning efforts were conducted based on the 2016-2036 20-year planning period. The City of Port Townsend completed its plan in 2016 consistent with the original due date for Growth Management Act planning by the City of Port Townsend, whereas Jefferson County, as a slow-growing county, was allowed by Commerce to extend its Growth Management Act planning efforts to 2018 and is addressing a 2038 horizon

Consistent with the County’s and the City of Port Townsend’s prior methodology, 36% of the projected County-wide growth would be planned for and accommodated within the Port Townsend UGA, an increase from the observed share of 30.5% in 2010. The Port Hadlock/Irondale UGA would increase its population share from 12% to 19.4% with implementation of urban wastewater services and planned urban densities. MPR shares are based on development agreements and expected growth trends.

EXHIBIT 1-3 Population Shares 2010 & 2038



Source: Jefferson County Resolution #38-15, BERK Consulting 2018.

Overall, with adopted plans and agreements, the urban and MPR share would increase from 51% in 2010 to 70% in 2038. The rural share would decrease from 49% in 2010 to 30% in 2038. This is consistent with the goals of this Comprehensive Plan to protect rural character and offer more housing and employment choices in Urban Growth Areas, in MPR areas where urban services are available, and in existing rural communities classified as LAMIRDs.



Resolution 038-15 provided assumptions regarding housing units in relation to the population allocation, as summarized below:

- ▶ **Port Townsend UGA:** Assuming a population increase of 2,711 at 1.98 persons/household, approximately 1,369 additional units will be needed by the end of the City of Port Townsend's 20-year planning period at 2036.
- ▶ **Port Hadlock/Irondale) UGA:** The population projections for this area assume development at urban densities with sewer service available. Assuming 2.0 persons per household, to accommodate the projected population increase of 1,516, approximately 758 additional units will be required by the end of the County's 20-year planning period at 2038.
- ▶ **Port Ludlow Master Planned Resort:** The development agreement adopted in 2000 provides for approximately 2,250 residential "Measurement Equivalent Residential Units" (MERU's); the development agreement addresses both commercial and dwelling units. In 2015, 1,544 residential dwelling units had been constructed. A population of 789 per the allocation, together with a household size of about 1.49 persons, results in approximately 529 units during the 2018-2038 period. Growth would occur consistent with the CWPPs, this Comprehensive Plan, and the development agreement that expires in 2025.
- ▶ **Pleasant Harbor Master Planned Resort:** The land use designation was established in 2008, and a final Supplemental Environmental Impact Statement capped the maximum number of development units at 890 with 52 units designated for staff housing and no more than 65% dedicated to time-share and short-term rental units, leaving approximately 293 units for permanent housing. Approval by the Board of County Commissioners of zoning regulations and a development agreement is required prior final establishment of the Pleasant Harbor Master Planned Resort and project construction.
- ▶ **LAMIRDs and Rural Communities:** As a predominantly rural county, Jefferson County has many small, existing rural communities characterized by more intense, yet not fully urban, levels of development. These include Quilcene, Brinnon, and Chimacum, as well as a number of smaller rural villages. These LAMIRDs and other rural communities serve the housing and day-to-day commercial needs of local resident and provide opportunities for rural economic development. Population is allocated to Rural and Resource Areas and it is expected that additional housing would occur in the existing rural communities and in more dispersed rural residential and resource areas. An overview of Jefferson County's rural community classification system and detailed descriptions of each village or center are provided in Section 1.2 of this Land Use Element.



Resolution 038-15 allocated population but not employment. Current employment covered by unemployment insurance is about 8,356 jobs as of 2016 (ESD 2017). This does not include sole proprietors, clergy, chief executives, etc. Covered employment generally represents 85-90% of total employment in some communities. (Employment Security Department and PSRC, 2017) If adding 15% to the total covered employment in 2016 there would be about 9,600 jobs.

Employment figures prepared for the Quimper Peninsula Travel Demand model in 2018 estimates about 11,907 jobs in 2018, rising to about 18,893 in 2038 (see Appendix B). Over 50% of the jobs in 2018 and in 2038 would be found in the City of Port Townsend, and over 10% would be in Port Hadlock/Irondale UGA.

EXHIBIT 1-4 Employment: Quimper Peninsula Travel Demand Model Updated 2018

Area	2007 Employment Share	2018 Employment Share	2038 Employment Share
Port Townsend	51%	52%	54%
North Peninsula	6%	6%	7%
Mid-Peninsula	9%	8%	9%
Port Hadlock/Irondale UGA	9%	10%	13%
South Peninsula	2%	2%	2%
Port Ludlow MPR	3%	3%	3%
Rural Jefferson County	19%	18%	13%
Total	10,611	11,907	18,893

Source: Transpo Group 2018

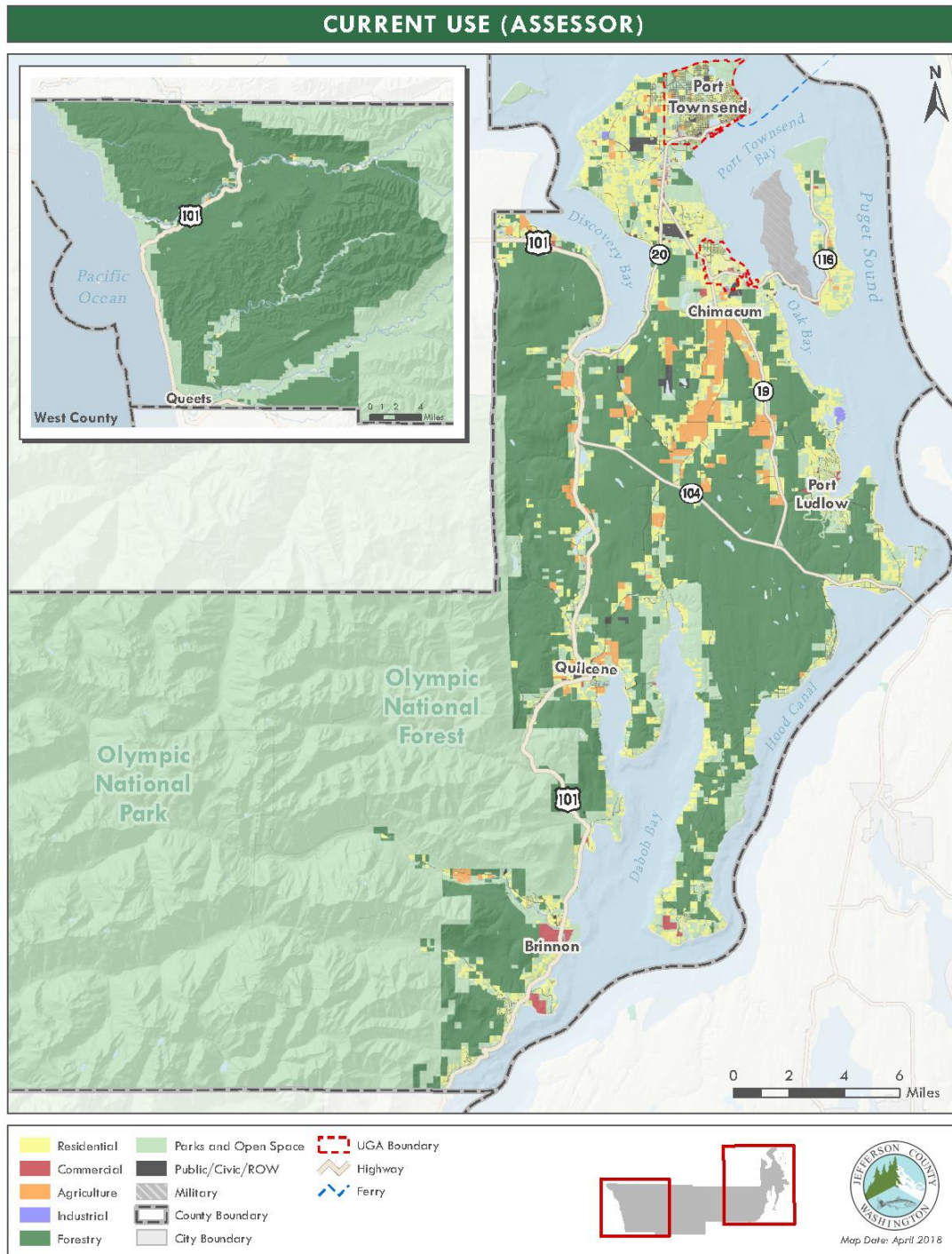
Land Use, Health, & Surface Water Analysis

Land Use Inventory & Analysis

Based on parcel records maintained by the Jefferson County Assessor, about 65% of the current land use in the County consists of parks and open space due to the Olympic National Park. About 31% consists of forestry. Relatively small areas are residential, agriculture, public/civic and industrial. See Exhibit 1-5 and Exhibit 1-6.



EXHIBIT 1-5 Current Land Use Map, 2018



Source: Jefferson County Assessor, BERK Consulting 2018.



EXHIBIT 1-6 Current Land Use, 2018

Current Use Category	Parcel Count	Parcel Acres	Percentage
Agriculture	357	6,749	1%
Commercial	540	1,405	0.1%
Forestry	1,931	358,557	31%
Industrial	55	238	0.02%
Parks and Open Space	11,581	746,858	65%
Military ¹	1	2,573	0.2%
Public/Civic	322	7,407	1%
Residential	17,317	28,176	2%
Total	32,104	1,151,964	100%

Source: Jefferson County Assessor, BERK Consulting 2018.

¹ Military lands are located on Indian Island and on the Thorndyke/Toandos Peninsula fronting Hood Canal.

Land Use & Public Health

The GMA suggests that counties and cities “consider utilizing urban planning approaches that promote physical activity” in their Land Use Elements.

Some indicators of health risk in a 2016 State of Washington Department of Health profile of chronic disease included:

- ▶ 79% of 10th graders in Jefferson County had insufficient physical activity, similar to 80% for the State as a whole.
- ▶ 36% of adults 18 years or older in Jefferson County had insufficient physical activity, similar to 38% for the State as a whole.
- ▶ About 29% of adults were obese in Jefferson County compared to 27% of adults in the state as a whole.
- ▶ Rates of cancer (16%), heart disease (12%), and diabetes (11%) were higher for adults in Jefferson County than the state as a whole (cancer-12%, heart disease 6%, diabetes 9%).
- ▶ The proportion of Jefferson County’s population over the age of 65 is more than double the state average, which results in an increased incidence of chronic disease and creates increased demand for ongoing health services. For example, approximately 84% of Jefferson County residents are living with a chronic disease.

In 2012, Jefferson County commissioned an evaluation of the County’s Comprehensive Plan regarding active living and healthy food access



Active Living & Healthy Food Access Recommendations

Active Living

Accessibility:

- ▶ Mixed Use zoning
- ▶ Connectivity
- ▶ Multimodal options/ standards
- ▶ Active Recreation

Facility design:

- ▶ Safety
- ▶ Complete Streets

Healthy Food Access

Linking residents to local food:

- ▶ Rural and regional agriculture
- ▶ Urban agriculture: community and school gardens
- ▶ Local processing and value-added production
- ▶ Farmers' markets and farm stands

Improving access to healthy food and limiting unhealthy food:

- ▶ Grocery stores and healthy food retailers
- ▶ Fast food and convenience stores
- ▶ Nutrition education and support for healthy eating

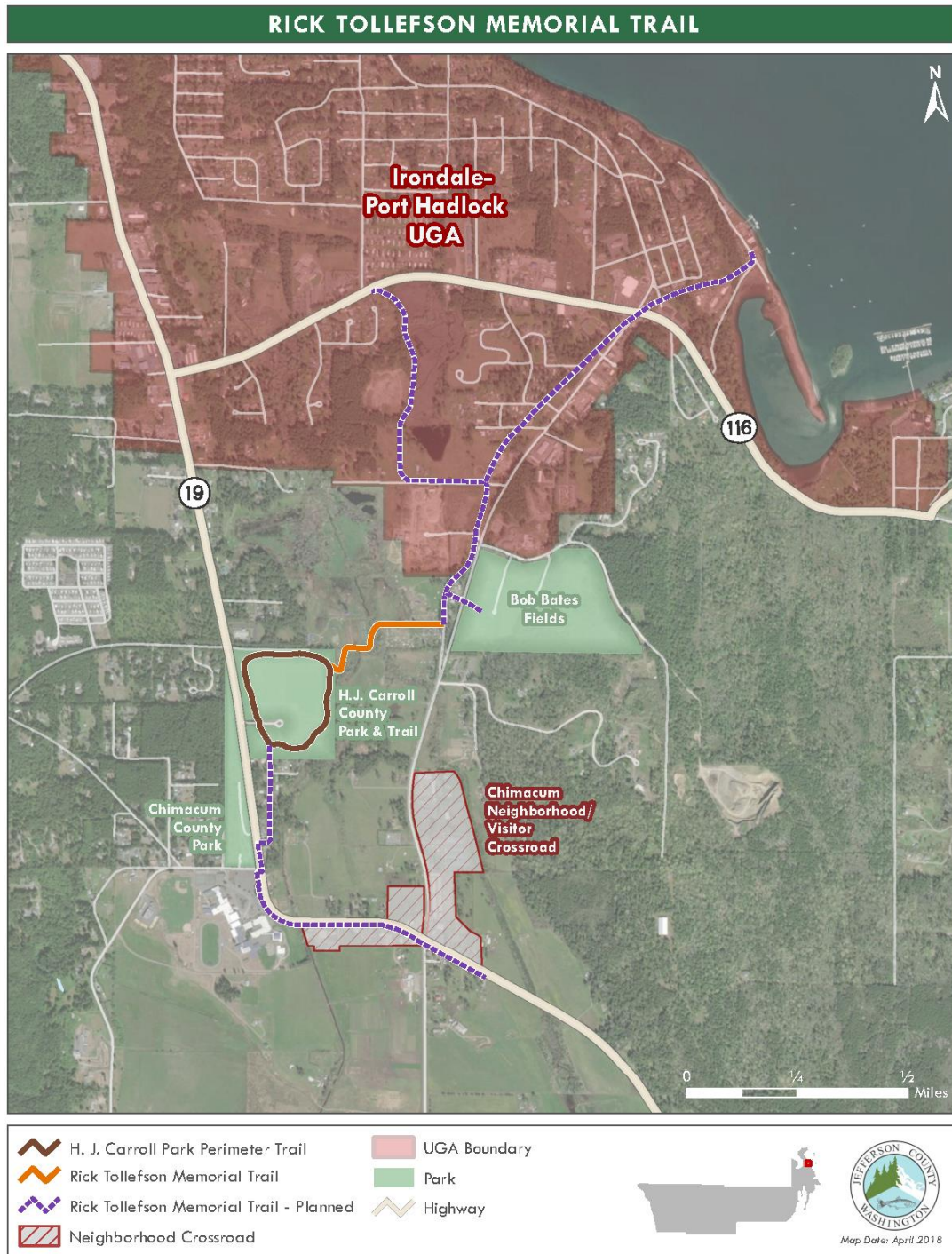
under the Washington State Department of Health's Healthy Communities grant program (Alta Planning + Design, ChangeLab Solutions, September 2017).

The 2012 evaluation cited the National Centers for Disease Control and Prevention (CDC) recommendations that identified that healthy community design can improve people's health by increasing physical activity, increasing access to healthy food, improve air and water quality, decrease mental health stress, reduce the effects of climate change, strengthen social ties, provide access to livelihood, education, and resources. The analysis also made several recommendations to integrate active living and healthy food access into policies (see text box).

The Land Use Element supports active living recommendations by including mixed use zoning in urban areas, master planned resorts, and rural centers, and by placing most growth in urban areas where there is access to transit or other modes. Promoting parks and other destinations connected by regional trails also supports active living and is supported by this Land Use Element. Exhibit 1-7 shows existing and proposed trail connections in the vicinity of Chimacum Crossroads and the Irondale-Port Hadlock UGA, and non-motorized transportation connections are discussed in greater detail in the Transportation Element and supporting non-motorized and park system plans. It illustrates connectivity between rural and urban communities, and linking destinations such as schools, parks, and other places.



EXHIBIT 1-7 Park and Recreation Trail Connections



Source: Jefferson County Assessor, BERK Consulting 2018.



Healthy food access is well supported by the land use strategy in this plan. A healthy food system supports the livelihoods of local farmers and ranchers and the economic viability of farmland and other working landscapes, both of which are necessary to protect open spaces from sprawl. Local food systems can also reduce the environmental impacts associated with shipping agricultural products long distances. Local food supports healthy eating, food literacy, and a healthy local economy. This Land Use Element supports commercial agriculture and allows agriculture in rural areas including accessory farm stands. Land Use and Economic Development Element policies support local food processing in industrial areas. The Land Use Element also supports urban agriculture and farmer's markets in urban and rural centers.

Considering health while planning our communities is a critical step toward a framework for future growth and design that maximizes a community's ability to lead active, healthy lifestyles.

Review of Surface Water Conditions & Existing Polluted Discharges

The GMA requires that the land use element of each comprehensive plan include a review of drainage, flooding and stormwater runoff in the area and nearby jurisdictions. (RCW 36.70A.070(1)). The GMA recognizes that drainage, flooding, and storm water runoff issues are watershed basin concerns not confined by political or planning boundaries.

The County has adopted the Department of Ecology *Stormwater Management Manual for Western Washington* (2001) as a technical guide and set of standards for stormwater management. A comprehensive stormwater program includes:

- ▶ Adoption of a comprehensive surface/stormwater management plan;
- ▶ Implementation of an operation and maintenance ordinance for stormwater facilities;
- ▶ Implementation of additional public education efforts regarding nonpoint source pollution and stormwater management;
- ▶ Completion of a more thorough inventory of county owned and operated facilities (i.e., cross-culverts and approach culverts); and

Implementation of a clearing and grading ordinance to provide a permit trigger for compliance with stormwater standards at the time of lot clearing. In addition to the goals and policies of the Land Use Element, the Environment Element addresses surface water and stormwater.



Land Use Strategy

This Land Use Element is designed to Growth Management Act Goals, as balanced by Jefferson County's Vision, Framework Goals, and this Element by:

- ▶ Directing growth to urban areas including the Port Hadlock / Irondale Urban Growth Area;
- ▶ Offering a variety of residential housing types at low, medium, and high densities in designated urban and rural village centers and crossroads;
- ▶ Ensuring areas designated as Master Planned Resorts follow their adopted development standards and development agreements;
- ▶ Conserving resource lands – agriculture, forestry, and mineral – of long-term commercial significance;
- ▶ Accommodating projected rural residential population and employment growth through flexible and innovative approaches to growth in LAMIRDs and other rural communities, including fostering their role as rural employment centers, and offering opportunities to create a vibrant economy while sustaining rural character in a rural county;
- ▶ Working cooperatively with other groups and individuals to develop long-term future opportunities to improve rural economic development along established highway/tourist corridors.

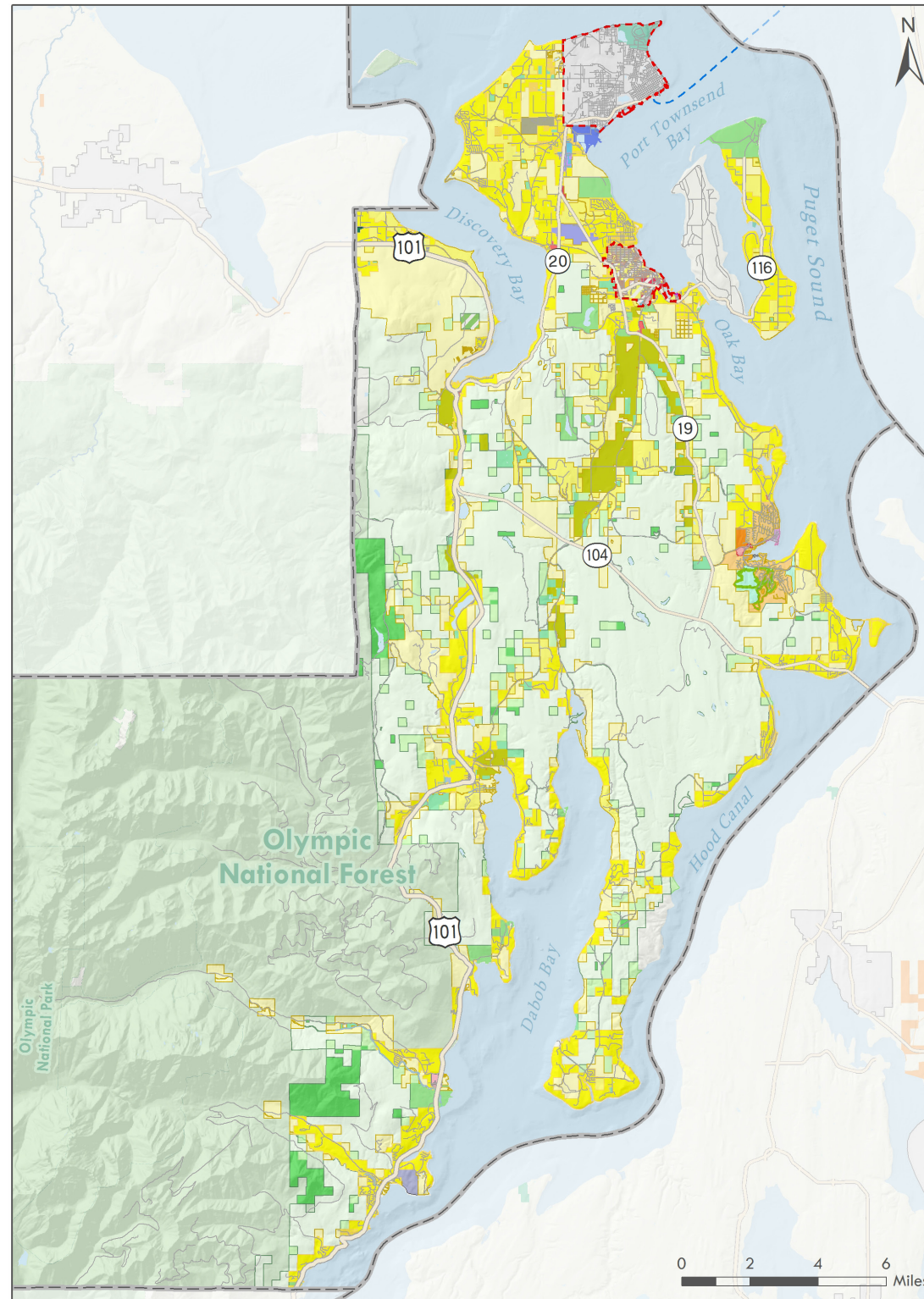
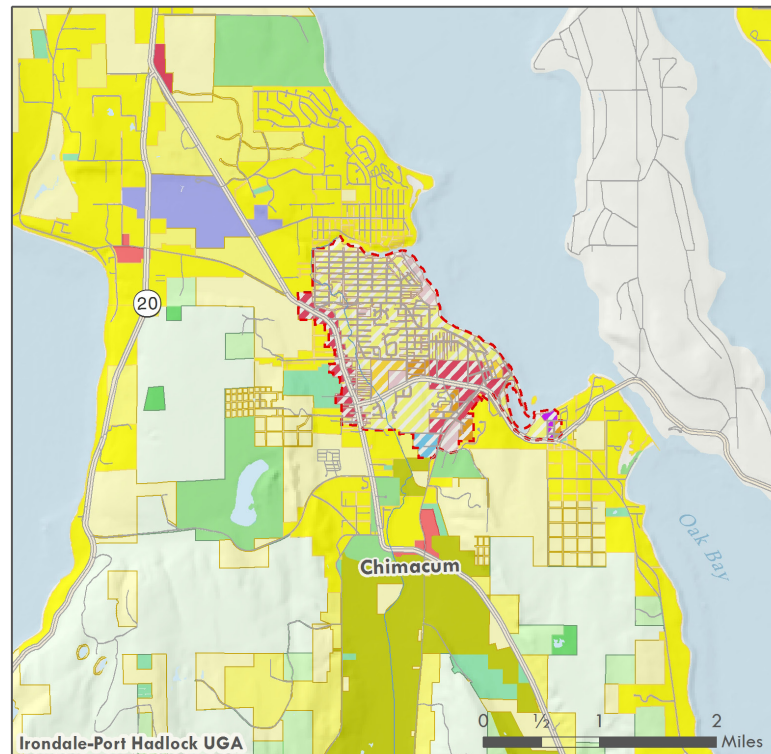
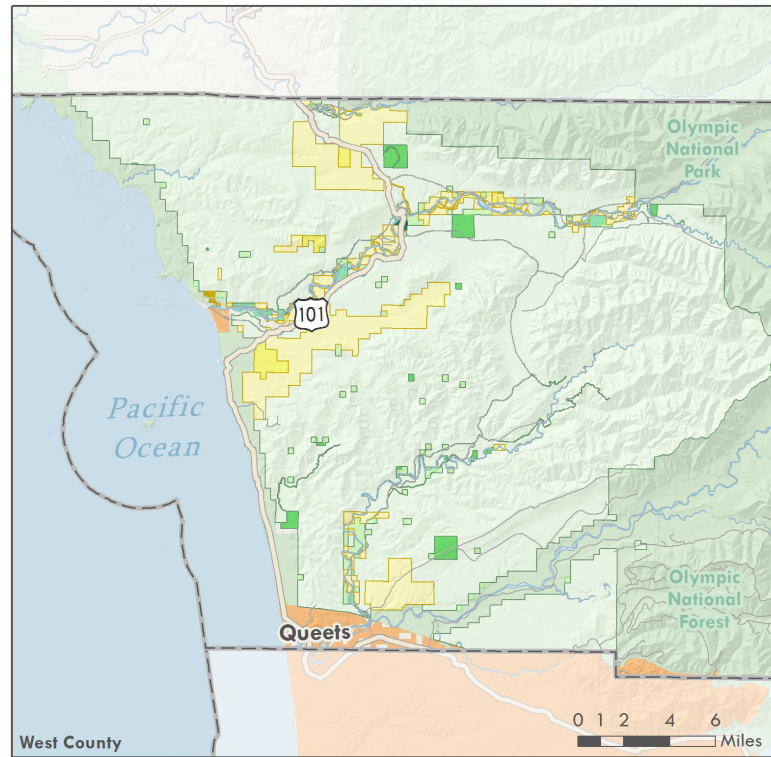
Land Use & Zoning Designations

Based on its Vision, land characteristics, and the provisions of the GMA, Jefferson County does not propose to change its Land Use Map for the next 20-year planning horizon in this periodic update. See Exhibit 1-8.

The predominant future land use designation / zoning district is Commercial Forest (CF-80). Other extensive designations include Rural Residential – 20 and Rural Residential – 5.



EXHIBIT 1-8 Land Use / Zoning Map



COUNTY ZONING

- AL-20 Local Agriculture
- AP-20 - Commercial Agriculture
- CC - Convenience Crossroad
- CF-80 - Commercial Forest
- CF-80/MRLO
- EPF-A - Essential Public Facility-Airport
- EPF-WM - WM Essential Public Facility-Waste Management
- GC - General Crossroad
- HI - Heavy Industrial
- IF-20 - Inholding Forest
- LI - Light Industrial
- LI/C - Light Industrial/Commercial
- LI/M - Light Industrial/Manufacturing
- MPR-BRN
- MPR-MF-10 - Master Planned Resort-Multi-Family
- MPR-OSR - Master Planned Resort-Open Space Reserve
- MPR-RA - Master Planned Resort-Recreation Area
- MPR-RC/CF - Master Planned Resort Complex/Community Facilities
- MPR-SF-4 - Master Planned Resort-Single Family
- MPR-SFT - Master Planned Resort-Single Family Tracts (1:2.5)
- MPR-VC - Village Commercial Center
- NC - Neighborhood /Visitor Crossroad
- PPR - Parks, Preserves and Recreation
- RF-40 - Rural Forest
- RI - Forest Resource-Based Industrial
- RR-10 - Rural Residential
- RR-20 - Rural Residential
- RR-5 - Rural Residential
- RVC - Rural Village Center
- UGA-C - UGA Commercial
- UGA-HDR - UGA High Density Residential 14-24
- UGA-LDR - UGA Low Density Residential 4-6
- UGA-LI - UGA Light Industrial
- UGA-MDR - UGA Medium Density Residential 7-14
- UGA-P - UGA Public
- UGA-VC - UGA Visitor Oriented Commercial
- County Boundary
- City Boundary
- UGA Boundary
- Federal Land
- State Park
- Tribal Land
- Highway
- Road
- Ferry

All maps, data, and information set forth herein ("Data"), are for illustrative purposes only and are not to be considered an official citation to, or representation of, the Jefferson County Code. Jefferson County makes no representation or warranty concerning the content, accuracy, currency, completeness or quality of the Data contained herein and expressly disclaims any warranty of merchantability or fitness for any particular purpose.

Map Date: March, 2018

Source: Jefferson County Community Development, 2018.
 Note: No map changes are proposed as part of this periodic update.



Categories of rural, including rural commercial and industrial, resource, and urban future land use designations and zoning districts are listed in Exhibit 1-9. Acreage statistics illustrate the great predominance of forest resource land designations / zoning at over 76% of zoned land. Rural Residential categories represent about 20% of zoned land. Master Planned Resorts make up about 0.6% of zoned land. Urban Growth Area land use designations / zoning is at 0.2%.

EXHIBIT 1-9 Future Land Use Designations / Zoning Districts & Acreage

General Category	Future Land Use Designation / Zoning District	Acres	Percent
Rural			
Rural Residential	RR-5, RR-10, RR-20	86,341	20.1%
Rural Commercial	RVC, GC, NC, CC	249	0.1%
Rural Industrial	LI/M, LI/C, LI, HI, RI	519	0.1%
Resort			
Master Planned Resorts	MPR-BRN, MPR-SF-4, MPR-SFT, MPR-MF-10, MPR-RC/CF, MPR-VC, MPR-RA, MPR-OSR	2,366	0.6%
Resource Lands			
Agriculture Resource Lands	AP-20, AL-20	7,281	1.7%
Forest Resource Lands	IF-20, RF-40, CF-80	328,785	76.4%
Mineral Resource Lands	MRLO/CF-80	161	0.04%
Urban Growth Area			
Urban Growth Area Residential	UGA-LDR, UGA-MDR, UGA-HDR	736	0.2%
Urban Growth Area Commercial	UGA-UC, UGA-VOC	234	0.1%
Urban Growth Area Industrial	UGA-LI	25	0.01%
Urban Growth Area Public	UGA-P	68	0.02%
Public			
Public Parks, Preserves, and Recreation	PPR	2,812	0.7%
Essential Public Facilities	EPF-A, EPF-WM	534	0.1%
Total		430,110	100%

Source: Jefferson County GIS 2018; BERK Consulting, 2018.



The GMA indicates the land use elements shall include population densities, building intensities, and estimates of future population growth (RCW 36.70A.070(1)). Planned residential densities are listed by zone in Exhibit 1-10. In Jefferson County Code some zones include standards for conditional uses that may have alternative allowed densities, requiring additional review; when consistent with the zone intent the alternative densities may be allowed.

EXHIBIT 1-10 Planned Densities

Land Use / Zone Acronym	Density (DU/AC)
Rural	
Rural Residential	
RR-5	0.20
RR-10	0.10
RR-20	0.05
Rural Commercial	
RVC	Allowed
GC	Allowed
NC	Allowed
CC	N/A
Rural Industrial	
LI/M	N/A
LI/C	Allowed
LI	Allowed
HI	N/A
RI	N/A
Resource	
AP-20	0.05
AL-20	0.05
CF-80	0.01
RF-40	0.03
IF-20	0.05
CF-80/MRLO	N/A

Land Use / Zone Acronym	Density (DU/AC)
Master Planned Resort	
MPR-BRN	Per master plan
Port Ludlow	
MPR-SF-4	4.00
MPR-SFT	0.40
MPR-MF-10	10.00
MPR-RC/CF	Allowed
MPR-VC	Allowed
MPR-OSR	N/A
MPR-RA	N/A
Public	
PPR	N/A
EPF-WM	N/A
EPF-A	N/A
Urban Growth Area	
UGA-LDR	6.00
UGA-MDR	12.00
UGA-HDR	18.00
UGA-UC	N/A
UGA-VOC	N/A
UGA-LI	N/A
UGA-P	N/A

Source: Jefferson County Code, 2018; BERK Consulting, 2018.

Notes: Allowed = some residential uses allowed; density not specified and subject to permit review. N/A Not applicable.



Rural Designations

Rural Land Use Designations & Zones

Jefferson County uses three rural *residential* land use densities ranging from five (5) acres to ten (10) acres, to twenty (20) acres in size.

Regulations are included in the development code to encourage residential “clustering” in the rural areas of Jefferson County (see Goal LU-G-14). Subdivision of large parcels for residential purposes in designated commercial forest lands is not permitted.

The criteria for designation of rural densities are provided in Exhibit 1-11 below. Exhibit 1-11 includes various land use and zoning designations, criteria used for such designation, and the principal land uses. Greater detail regarding rural character, and limited areas of more intensive rural development, is provided in Section 1.2.

EXHIBIT 1-11 Summary of Rural Land Use & Zoning Designations

Land Use/Zoning Designation	Criteria for designation	Principal Land Use
RESIDENTIAL		
Rural Residential 1 unit/5 acres (RR 1:5)	Located in areas of similar development; areas with smaller existing lots of record; along the coastal area; adjacent to Rural Village Center and Rural Crossroad designations; overlay designation for pre-existing platted subdivisions.	Single family residential
Rural Residential 1 unit/10 acres (RR 1:10)	Located in an area with similar development patterns; adjacent to Urban Growth Area, transition density between RR 1:5 and RR 1:20; parcels in coastal areas of similar size; includes land affected by critical areas.	Single family residential
Rural Residential 1 unit/20 acres (RR 1:20)	Located in an area with similar development patterns; Adjacent to Urban Growth Area, Resource Production Land or State/National Forest Land; parcels in coastal areas of similar size; includes land affected by critical areas; includes private timberlands; includes agricultural lands.	Single family residential
COMMERCIAL		
Convenience Crossroads (CC)	Existing rural commercial uses which provide a limited range of basic goods and services (basic foodstuffs, gas, basic hardware, and basic medicinal needs); generally located at the intersection of local arterials or collectors; usually contain a convenience/general store associated with gas pumps. May also serve the traveling public.	Rural commercial



Land Use/Zoning Designation	Criteria for designation	Principal Land Use
Neighborhood/ Visitor Crossroads (NC)	Existing rural commercial uses which provide an expanded range of basic goods and services for the rural population and traveling public (grocery, hardware, bakery, restaurant, tavern, auto repair, small professional offices, public services, and medical offices).	Rural commercial
General Crossroads (GC)	Existing commercial uses that provide a mixture of local, traveling public, and community uses, and may include limited regional uses due to proximity to population centers in the Tri-Area.	Rural commercial
Rural Village Centers (RVC)	Existing rural commercial uses that provide for many of the basic daily needs of the rural population; typically supplies goods and day-to-day services; provides limited public and social services. Residential uses include single family, duplexes, triplexes, and assisted living facilities.	Rural community-based commercial and residential
Village Commercial Center (VCC)	Commercial area identified in the 1993 EIS for Port Ludlow Master Planned Resort. Commercial uses will provide many essential day-to-day goods and services to residents and resort visitors.	Rural community-based commercial
INDUSTRIAL		
Heavy Industrial (HI)	▶ Port Townsend Paper Mill	Heavy industrial Paper Mill and ancillary activities
Light Industrial	▶ Glen Cove ▶ Center Valley	Light industrial
Light Industrial/ Manufacturing (LI/M)	▶ Quilcene Industrial Area ▶ Eastview Industrial Plat	Light industrial
Light Industrial/ Commercial (LI/C)	▶ Glen Cove Industrial Area	Light industrial and retail uses associated with an industrial use
Forest Resource-Based Industrial Zones (RBIZ)	▶ Gardiner ▶ West Jefferson County	Forest resource-based industrial

Source: Jefferson County, 2018.

Overlay Districts

Jefferson County has established three overlay designations:

The following overlay designations allow for additional commercial opportunities in more remote areas of the County in addition to those of the underlying zoning district:

- ▶ The Remote Rural Overlay designation is applied in two locations in the County: West Jefferson County and Brinnon Planning Area. In



Remote Rural Overlay areas, greater flexibility is provided in home-based business and cottage industry regulations. In West Jefferson County, additional small-scale tourist uses are allowed.

- ▶ The Small-scale Recreation and Tourist (SRT) Overlay is allowed in the Wawa Point Area in the Brinnon Planning Area.

Another Overlay District establishes a view corridor along Highway 20 and other major routes:

- ▶ Highway 20 View Corridor: Maintain a forest buffer between the roadway and other development.
- ▶ Highway/Commuter Corridor Overlay: This overlay provides for future rural economic development opportunities.

EXHIBIT 1-12 Summary of Overlay Land Use & Zoning Designations

Land Use/Zoning Designation	Intent	Principal Land Use
Remote Rural Overlay District	The intent of this designation is to allow for expanded rural-compatible employment opportunities in sparsely populated rural areas that are isolated and remotely located from commercial and urban growth areas. These areas are characterized by high unemployment, distressed traditional resource-based economies, low residential densities, and very limited projected 20-year population growth.	In Brinnon and West Jefferson County: home-based businesses and cottage industry uses. Additionally, in West Jefferson County some recreation and tourist uses.
Small-scale Recreation and Tourist (SRT) Overlay	The intent of this section is to encourage small-scale recreation and tourist development consistent with the needs, scale, and rural character of the Brinnon Planning Area.	Recreation and tourist
Highway 20 View Corridor	Along SR 20 and other suitable roadways, preserve and protect the forest corridor, and to provide a visual buffer between the roadway and new commercial and manufacturing development.	Forest corridor
Highway/Commuter Corridor Overlay	This overlay may be applied through an area wide evaluation of future rural economic development opportunities in heavily traveled existing highway corridors such as State Highway 104 or State Highway 19.	Commercial and Tourist Uses in a rural setting

Source: Jefferson County, 2018.



West Jefferson County Rural Residential

West Jefferson County includes land use and zoning designations of RR1:10 and RR1:20. Where consistent with rural character and goals of affordable housing and economic development, the County may conduct a comprehensive analysis of potential locations for RR1:5 designations and zoning.

West Jefferson County also contains some private inholding parcels within the Quinault Indian Nation Reservation. The County may consult the Quinault Nation about common concerns regarding planning issues.

Resource Land Designations

Agricultural Resource lands have a designated twenty (20) acre minimum density. *Forest Resource* lands have a forty (40) acre and eighty (80) acre minimum parcel size (see Natural Resources Element).

Exhibit 1-13 includes resource land designations, intents, and the principal land uses. See Section 1.3 for additional discussion.

EXHIBIT 1-13 Summary of Resource Land Use & Zoning Designations

Land Use/Zoning Designation	Intent	Principal Land Use
Prime Agricultural Lands (AP-20)	The purpose of the prime agricultural lands district is to protect and preserve areas of prime agricultural soils for the continued production of commercial crops, livestock, or other agricultural products requiring relatively large tracts of agricultural land. It is intended to preserve and protect the land environment, economy, and lifestyle of agriculture in Jefferson County. These lands must be protected as “agricultural lands of long-term commercial significance.”	Agriculture
Agricultural Lands of Local Importance (AL-20)	The purpose of the agricultural lands of local importance district is to protect and preserve parcels of land which, while not necessarily consisting of prime agriculture soil or relatively large acreage, are still considered important to the local agricultural economy, lifestyle, and environment. As such they deserve protection as “agricultural lands of long-term commercial significance.”	Agriculture
Inholding Forest (IF-20)	This district encompasses parcels at least 20 acres in size that are entirely surrounded by designated forest resource lands and that are not vested for development under Washington State law.	Forestry



Land Use/Zoning Designation	Intent	Principal Land Use
Rural Forest (RF-40)	The purpose of the rural forest district is to ensure forest lands of long-term significance are protected from incompatible uses thereby sustaining the ability of forest resource extraction activities to be maintained as a viable commercial activity, while allowing for diversity in the size of forest tracts.	Forestry
Commercial Forest (CF-80)	The purpose of the commercial forest district is to ensure large tracts of forest lands of long-term significance are protected from incompatible uses thereby sustaining the ability of forest resource extraction activities to be maintained as a viable commercial activity.	Forestry
Mineral Resource Lands Overlay District (MRL)	The mineral resource land district is to provide for the conservation of mineral lands of long-term commercial significance. The intent of this district is to aid in sustaining and enhancing mineral extraction and processing activities of long-term commercial significance by protecting designated lands from incompatible development and to allow for the continued contribution of mineral lands to the Jefferson County economy.	Mineral Extraction

Source: Jefferson County, 2018.

Master Planned Resort Designations

Master planned resorts (MPRs) are large-scale, self-contained developments that are based on an integrated, conceptual master plan, yet are typically developed in stages depending on market demand or other factors. They constitute urban growth outside of Urban Growth Areas.

- ▶ Master planned resorts in existence as of July 1, 1990 and developed, in whole or in part, as a significantly self-contained and integrated development that includes short-term visitor accommodations associated with a range of indoor and outdoor recreational facilities within the property boundaries in a setting of significant natural amenities may constitute urban growth outside of urban growth areas as limited by RCW 36.70A.362.
- ▶ Master planned resorts not in existence as of July 1, 1990 are allowed if they meet the requirements of RCW 36.70A.360.

The Port Ludlow Master Planned Resort was developed consistent with RCW 36.70A.360 per Jefferson County Ordinance 8-99..

The Brinnon Subarea Plan (adopted 2002 and amended 2004) identified the Black Point area an appropriate location for a possible future Master Planned Resort. The Brinnon Master Plan Resort land use designation



was established in 2008, and a final Supplemental Environmental Impact Statement capped the maximum number of development units at 890 with 52 units designated for staff housing and no more than 65% dedicated to time-share and short-term rental units, leaving approximately 293 units for permanent housing. Approval by the Board of County Commissioners of zoning regulations and a development agreement is required prior final establishment of the Master Planned Resort and project construction. In 2018, a Master Plan and development agreement are proposed to establish the designation and zoning for the Brinnon Master Planned Resort – now known as Pleasant Harbor Master Planned Resort.

The Master Plan Resort land use designations are shown in Exhibit 1-14 below. More discussion of the master planned resorts is found in Section 1.2.

EXHIBIT 1-14 Summary of Master Planned Resort Land Use & Zoning Designations

Land Use/Zoning Designation	Intent	Principal Land Use
<p>Port Ludlow Master Planned Resort <i>with the following zoning designations:</i></p> <ul style="list-style-type: none"> ▶ MPR-SF-4 ▶ MPR-SFT ▶ MPR-MF-10 ▶ MPR-RC/CF ▶ MPR-VC ▶ MPR-OSR ▶ MPR-RA 	<p>The master planned resort of Port Ludlow is characterized by both single-family and multifamily residential units with attendant recreational facilities including a marina, resort and convention center. The master planned resort of Port Ludlow also includes a large residential community. The entire MPR is served by a village commercial center, which accommodates uses limited to serving the MPR and local population.</p>	<p>Resort with mix of uses</p>
<p>MPR-BRN <i>with the following zoning designations:</i></p> <ul style="list-style-type: none"> ▶ MPR-GR ▶ MPR-OSR ▶ MPR-MV 	<p>Provides a mixture of visitor-oriented transient accommodations, secondary homes, recreational facilities, and supporting commercial facilities</p>	<p>Resort with mix of uses</p>

Source: Jefferson County, 2018



Urban Growth Area Designations

The Port Hadlock/Irondale Urban Growth Area is planned for urban residential, urban commercial, urban industrial, Both Rural and Urban Zones apply per the Land Use and Zoning map. Rural zones apply until urban wastewater services are available, and then Urban zones apply. See Section 1.4 for additional discussion.

EXHIBIT 1-15 Port Hadlock/Irondale Urban Growth Area Designations & Zoning

Land Use Designation	Description of Zoning Districts & Location	Principal Land Use
Urban Residential	The Urban Low Density Residential (UGA-LDR) zone will allow housing density from four (4) to six (6) dwelling units per acre. Moderate Density Residential (UGA-MDR) zoning will allow housing at a density of 7-12 units per acre. The High Density Residential (UGA-HDR) zone will allow housing at a density of 13-18 dwelling units per acre.	Residential dwellings detached and attached.
Urban Commercial	The Urban Commercial (UGA-UC) zone covers both the existing and planned future commercial development in the Port Hadlock core area and along Rhody Drive from Ness” Corner to the “Dogbone” along SR 19. The Visitor-Oriented Commercial (UGA-VOC) zone is applied to the tourism-oriented potential development area around the Old Alcohol Plant.	Commercial retail, services, tourism, and other similar uses
Urban Industrial	The Urban Light Industrial (UGA-LI) zone in the UGA applies to a largely developed industrial area: all but 5 acres are already in light industrial use. These uses are in the southwest corner of the UGA well buffered from the bulk of the residential neighborhoods in the community.	Light industrial
Public Facilities	Public facilities (UGA-P) comprise 80 acres, including public park and open space areas, the Library and Chimacum Creek Elementary School, the Jefferson County Sheriff’s Office and Jail, Jefferson County Public Works Department Maintenance Yard, and the Public Utility District #1 of Jefferson County’s (JPUD) Sparling Well facility along Rhody Drive and the Kivley Well in Port Hadlock.	Public and institutional

Source: Jefferson County, 2018.



Public Designations

This section addresses public designations of two types:

- ▶ **Public:** Lands needed to provide the full range of services to the public provided by government, substantially funded by government, contracted for by government, or provided by private entities to public service obligations.
- ▶ **Essential Public Facilities:** Facilities needed to provide public services and functions that are typically difficult to site. Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.

Jefferson County allows public uses in nearly every implementing zone. The County has created a specific zone for the public use of parks due to their unique facilities and needs with some being linear, outdoor, and indoor spaces.

Jefferson County has developed zones for two essential public facilities regarding waste management and airports.

Each designation and zone are described in Exhibit 1-16. More detailed policies regarding these uses are included in the Capital Facilities, Essential Public Facilities, and Utilities Element.

EXHIBIT 1-16 Public Land Use Designations & Zoning

Land Use/Zoning Designation	Intent	Principal Land Use
Parks, Preserves and Recreation (PPR)	This land use district consists of state and county parks, preserves and recreational sites. It is intended to provide for public recreational opportunities consistent with the rural character of the County and preserve significant natural amenities of special or unique character.	Parks, recreation, and open space facilities and activities
County Waste Management Essential Public Facility (CWMEPF)	This district addresses facilities needed to provide waste management public services and functions.	Solid waste and waste management
Airport Essential Public Facility (AEPF)	This land use district consists of land owned by the Port of Port Townsend that directly and indirectly supports operations of the Jefferson County International Airport as an essential public facility. It is intended to promote compatible land uses and the long-term economic viability of the JCI as consistent with county goals regarding essential public facilities, the preservation of rural character, and economic development.	Aviation facilities and activities

Source: Jefferson County, 2018.



Major Industrial Development & Industrial Land Banks

If there is insufficient industrial land available within an urban growth area for a large industrial operation or if a natural resource-based industrial operation needs to be sited adjacent to natural resources, there is a process within the GMA that allows for the siting of a major industrial development (MID) outside of an urban growth area. (RCW 36.70A.365) Additionally, the Act allowed qualified counties to designate up to two Industrial Land Banks (ILBs) before December 31, 2016 for specific purpose of siting MIDs; the date has changed from 2007 to 2016 and may be changed again at the will of the legislature. MIDs sites in rural lands either through a permitting process (RCW 36.70A.365) or within a designated ILB (RCW 36.70A.367) would be considered industrial development or activity outside of urban growth areas. No MIDs or ILBs are designated in Jefferson County as of the 2018 Periodic Update.

Legal Nonconforming Uses & Lots

While the 2018 Periodic Update has not proposed Future Land Use Map changes, there may be pre-existing uses of property prior to the 1998 Comprehensive Plan adoption or subsequent changes addressing land use and zoning. Non-conforming uses of property that were legally established are considered grandfathered and may continue to operate when new plans, policies, or regulations are adopted. If a use ceases for a certain period, it may not continue. See policies regarding nonconforming uses later in this element.

Some areas zoned for residential uses have smaller lots platted prior to 1998 than would be allowed with new plats. Residential uses may be permitted on existing lots of record as legal lots. However, in terms of development, some of the smaller lot sizes could require consolidation with other lots to meet current Health Department standards for wells or septic areas, or to meet other regulations, such as critical areas.



Community Planning Efforts

Jefferson County has worked with interested communities on area-specific plans over time. The County's planning areas are shown in Exhibit 1-17.

Jefferson County adopted its first Comprehensive Plan in 1998. Prior to that, the County participated in the following community planning efforts spanning 1977 to 1998:

- ▶ Brinnon Community Development Plan (original 1982)
- ▶ Coyle Community Development Plan (1977)
- ▶ Gardiner Community Development Plan (1989)
- ▶ Marrowstone Community Development Plan (1978)
- ▶ Tri-Area Community Development Plan (1982)

Additional communities which requested permission to develop community plans prior to 1998 include North Port Ludlow and Lake Leland, but these planning efforts were not completed due to resource constraints.

After the completion of the initial Comprehensive Plan in 1998, Jefferson County has engaged in planning through the Comprehensive Plan and subarea plans for rural and urban areas as allowed under the GMA. Subarea Plans are optional elements that must be consistent with the Comprehensive Plan (RCW 36.70a.080(2)).

Subarea Plans have been completed as follows:

- ▶ Brinnon Subarea Plan (2002, Amended 2004)

While created as part of the Comprehensive Plan, the County had developed the Urban Growth Area Element that only applied to the Port Hadlock/Irondale area. It has been integrated into this Land Use Element.

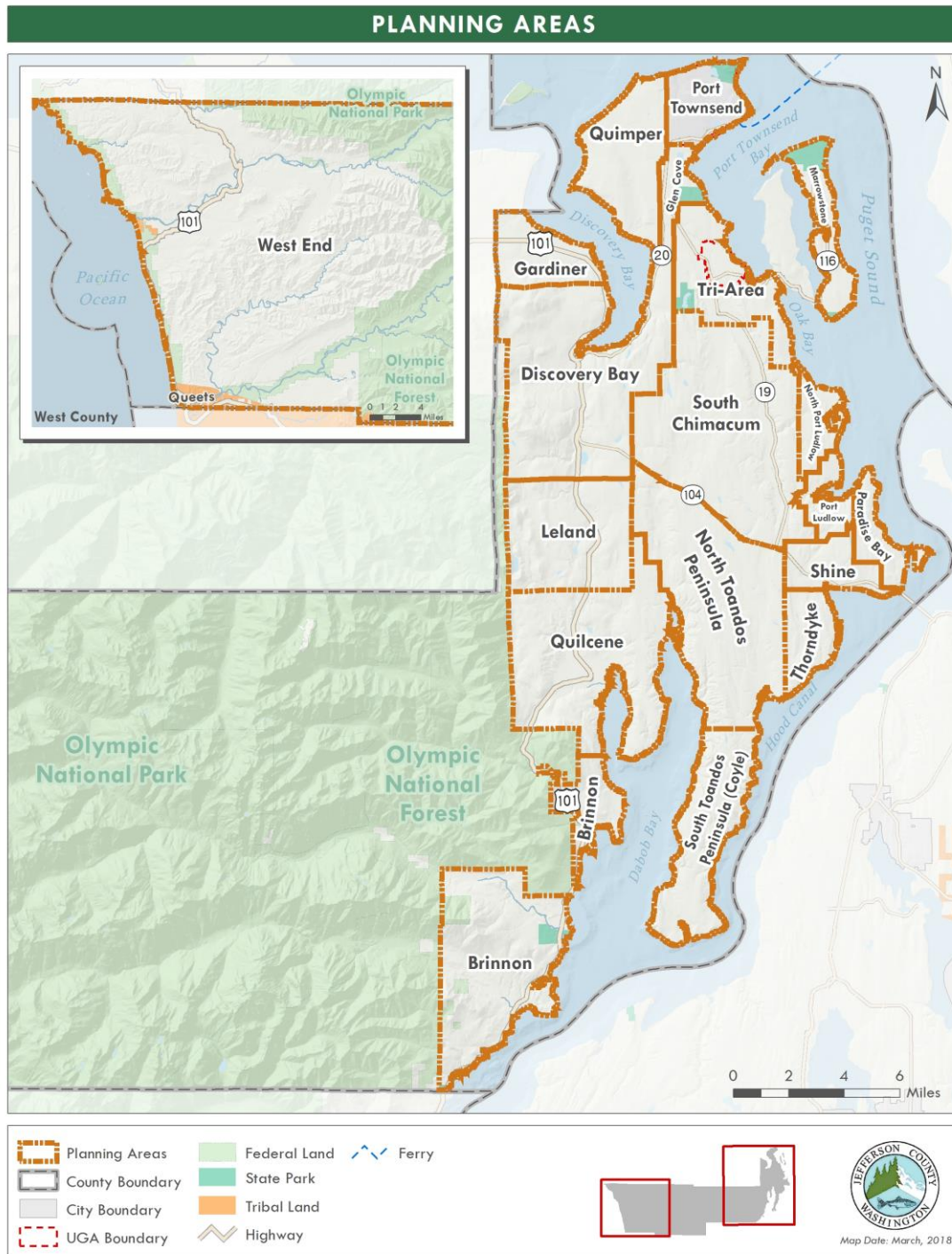
- ▶ Port Hadlock/Irondale Urban Growth Area Element (2009)

In addition, Master Plans have been prepared for master planned resorts and can be considered a type of subarea plan:

- ▶ Port Ludlow (1999)
- ▶ Pleasant Harbor Master Planned Resort (pending 2018)



EXHIBIT 1-17 Community Planning Areas



Source: Jefferson County, 2018.



County-wide Planning Policies

The Countywide Planning Policy in Resolution 128-92 provides policies that address:

- ▶ Rural Areas: Addresses rural and resource lands.
- ▶ Urban Growth Areas: Proper sizing, provision of urban services, joint County and the City of Port Townsend planning,

The full text of the policies is provided in the Resolution. The policies are summarized below for brevity.

Rural Areas Policies

Rural areas are described as “characterized by low density development, open spaces, minimal public services, resource dependent activities, and industries; and outdoor recreational facilities.” Innovative tools such as “clustering or density transfer is considered a positive tool” to maintaining rural character. Level of service standards are to fit rural areas and rural centers such as: “emergency services, transportation and roads, individual septic systems, individual or community water systems, and storm water and water quality” systems.

Parcel sizes are to be “commensurate with the character of existing rural communities,” and rural areas are to have a “variety of acreage parcels.”

Rural centers serve commercial and service needs of the local area and may have commercial, residential, and community facilities and services. The County’s rural element is to recognize existing industry outside of urban growth areas, with limitations on the potential for conversion of adjacent land uses.

Urban Growth Areas & Services

Policies on Urban Growth Areas describe using the OFM to develop a joint County-City of Port Townsend population forecast that would be used in capital facility and service plans. Additionally, the policies describe sizing the urban growth area based at least on the low forecast or if capital facilities are sufficient based on a medium or high projection.

Sizing of Urban Growth Areas is to be based on adequate supply of developable land to accommodate the joint population forecast, and including land for residential, commercial, and industrial uses. Urban growth areas are to include lands in city limits and lands already characterized by urban development and served or capable of being served by urban services at defined levels of service. Urban growth areas



should include greenbelt and open space corridors. Critical areas and topographic features are to help form boundaries. Port Hadlock and Port Ludlow are considered being "characterized by urban growth" and community plans are to be used as a guide to urban boundaries. Urban growth area boundaries may be changed by reviewing sizing criteria and if there are appropriate capital facility plans. Urban areas are to be separated by rural, resource, or open space lands, or unique topographic features.

Within the urban growth area, the full range governmental urban services are to be provided at adopted levels of service: community water, sanitary sewer, piped fire flow, and storm water systems. Urban services and facilities are not to be extended beyond the urban growth area except if there's a threat to public health or welfare or to protect an area of environmental sensitivity, with a focus on threats from existing development. The County, City of Port Townsend, and Public Utility District are to use updated population forecasts to update the Coordinated Water System Plan.

Capital plans may have tiers with the existing developed areas having six-year plans as the first tier, and the second tier being areas included within the capital facilities plan to receive the full range of urban services within twenty (20) years. Improvements in the second tier may be provided by a developer concurrent with development of by public entities.

Reciprocal circulation of development applications by the County and the City of Port Townsend is promoted in the policies.



Overarching Land Use Goals & Policies

General Land Use

Goal LU-G-1 Ensure consistency between the Growth Management Act, the County-wide Planning Policy, and the Jefferson County Comprehensive Plan and development regulations. (LNG 1.0)

- ▶ **Policy LU-P-1.1** Incorporate opportunities for continuous and ongoing public participation into both the comprehensive planning process and the implementation of the resulting Comprehensive Plan. (LNP 1.1)
- ▶ **Policy LU-P-1.2** Acknowledge and protect the rights of private property owners in preparing land use, development, and environmental regulations, prohibit arbitrary and discriminatory actions, and preserve reasonable uses for regulated properties. (LNP 1.2)
- ▶ **Policy LU-P-1.3** Review and amend the Comprehensive Plan consistent with the requirements of the Growth Management Act, and maintain consistency with the Comprehensive Plan when amending the Jefferson County Code (LNP 1.3)
- ▶ **Policy LU-P-1.4** Encourage the use of innovative site planning and design techniques, including lot consolidation opportunities as a means of preserving rural character, open lands, and protecting the natural environment through development regulations, and other innovative tools such as Farm Conservation Plans. (LNP 1.5)
- ▶ **Policy LU-P-1.5** If the County chooses to adopt an impact fee ordinance, determine through a public process how to apportion the fair share of funding for required public facilities, services, and amenities. (LNP 1.6)
- ▶ **Policy LU-P-1.6** Ensure appropriate services are provided as needed and that the duplication of services is avoided by promoting the coordination of local governmental agencies, non-profits, cooperatives, educational institutions, programs, and planning. (LNP 1.7)
- ▶ **Policy LU-P-1.7** Ensure the annexation of unincorporated territory in Jefferson County occurs in a manner consistent with State law. (LNP 1.10)



- ▶ **Policy LU-P-1.8** Establish land use goals and policies in the Land Use Element of this plan that are internally consistent with and reflective of the goals and policies of all other elements of the Plan. (New)
- ▶ **Policy LU-P-1.9** Cooperatively examine new rural economic development and housing opportunities along selected regions of existing highway/commuter corridors. (New)
- ▶ **Policy LU-P-1.10** Explore opportunities to adopt standards such as Build Green, Low Impact Development, and /or LEED (Leadership in Energy and Environmental Design). (New)

Land Use Consistency with Naval Base Kitsap

Goal LU-G-2 Continue to partner with the Department of Defense for land use planning that benefits national security, conservation, and economic prosperity in Jefferson County. (New)

- ▶ **Policy LU-P-2.1** Support additional Joint Land Use Study (JLUS) planning work with military and other partners, provided funding is made available. (New)
- ▶ **Policy LU-P-2.2** Upon the conclusion of the JLUS Implementation Phase, identify those tools recommended by the JLUS Implementation Committee, which are applicable and appropriate in Jefferson County, and undertake reasonable efforts to implement those tools in a timely manner. (New)
- ▶ **Policy LU-P-2.3** Support Jefferson County communities with developing or updating local community plans as staffing capacity allows. (New)

Industrial Development

Goal LU-G-3 Identify and designate sufficient land area within the County for industrial uses and economic development. (LNG 10.0)

- ▶ **Policy LU-P-3.1** Designate sufficient land for light industrial uses within the Irondale/Hadlock Urban Growth Area. (LNP 10.3)
- ▶ **Policy LU-P-3.2** Consider designating major industrial developments (MIDs) outside of Urban Growth Areas consistent with the Uniform Development Code and all the criteria in RCW 36.70A.365. (LNP 10.1)



Housing

Goal LU-G-4 Support opportunities to provide a variety of affordable housing types for county residents of all income groups and needs. (LNG 15.0)

- ▶ **Policy LU-P-4.1** Encourage duplexes, triplexes, senior housing, and assisted living facilities--limited in size and scale--to be permitted in rural commercial/mixed-use areas within the capacity of local infrastructure and site constraints. (LNP 15.1)
- ▶ **Policy LU-P-4.2** Allow special needs, senior housing, and assisted living facilities to be permitted conditionally in rural residential areas. (LNP 15.2)
- ▶ **Policy LU-P-4.3** Consider existing platted developments for designation as Residential Limited Areas of More Intensive Rural Development (Residential LAMIRDs). (LNP 15.3)

Public Purpose Lands

Goal LU-G-5 Identify and designate lands for both public purposes, public facilities, and essential public facilities. (LNG 16.0)

- ▶ **Policy LU-P-5.1** Assess for designation public purpose lands to provide a range of services to the public and serve as sites for some public facilities. (LNP 16.1)
- ▶ **Policy LU-P-5.2** Wherever practical, site essential public facilities, such as airports, large-scale transportation facilities, state educational facilities, correctional facilities, solid waste treatment facilities, substance abuse facilities, mental health facilities and group homes, so as to avoid potential adverse impacts to surrounding land uses and critical areas. (LNP 16.2)
- ▶ **Policy LU-P-5.3** Ensure that designated public purpose lands are appropriate to the level of service standards for the designated land use density. (LNP 16.3)
- ▶ **Policy LU-P-5.4** Provide for broad-based participation by agencies, citizens, tribes, and other interested parties in the process for designating land to be used for essential public facilities. (LNP 16.4)



Transportation

Goal LU-G-6 Ensure that transportation is safe, efficient, multi-modal, and based on levels of service that correspond to the land use densities in the Comprehensive Plan to connect people to where they live, work, learn, and play. (LNG 17.0)

- ▶ **Policy LU-P-6.1** Encourage development and land use proposals that utilize existing transportation systems and provide interconnected, pedestrian-friendly, non-motorized transportation opportunities. (LNP 17.1)
- ▶ **Policy LU-P-6.2** Coordinate with state and federal transportation agencies to ensure that their plans meet the land use expectations of the County's Comprehensive Plan. (LNP 17.2)
- ▶ **Policy LU-P-6.3** Site transportation facilities in locations which minimize the disruption of natural habitat, floodplains, wetlands, geologically sensitive areas, resource lands, and other priority systems. (LNP 17.4)
- ▶ **Policy LU-P-6.4** Prioritize non-motorized improvements and connectivity around schools.

Environment

Goal LU-G-7 Preserve the functions and values of critical environmental areas and protect development from the risks of environmental hazards. (LNG 14.0)

- ▶ **Policy LU-P-7.1** Ensure that land use decisions consider climate change, and are based on land use ordinances which are in compliance with the Critical Areas Ordinance and all applicable state and federal environmental laws. (LNP 14.1)
- ▶ **Policy LU-P-7.2** Allow residential, commercial, and industrial development in a manner that minimizes risk from flooding, earth movement, shoreline erosion, sea level rise, and other natural hazards. (LNP 14.2)



- ▶ **Policy LU-P-7.3** Develop information and action plans regarding impacts to land use from climate change, including protecting or moving infrastructure from inundation areas; review of hydrologic budgets and water impoundment and conservation measures for changing precipitation patterns; and protection of water quality from seawater intrusion or other pollutants to drinking water quality. (New)
- ▶ **Policy LU-P-7.4** Support cooperative ecosystem and habitat management processes between stakeholders and local, state, federal and tribal governments. (LNP 14.3)
- ▶ **Policy LU-P-7.5** Ensure that land use decisions along Jefferson County shorelines protect the shoreline environment, facilitate public access, recognize the needs of water-oriented activities and cooperate with regional plans for protection and management of shorelines. In areas of the County under the jurisdiction of the Shoreline Management Act (Chapter 90.58 RCW), activities which are water-oriented will be preferred over those activities which are not, all other factors being equal, consistent with the Shoreline Management Act and the land use designations, goals, and policies of this Comprehensive Plan. (LNP 14.4)
- ▶ **Policy LU-P-7.6** Encourage small-scale marine trades activities, in Port Hadlock, Port Ludlow, Nordland, and Quilcene. (LNP 14.5)
- ▶ **Policy LU-P-7.7** Develop land use ordinances based on comprehensive watershed and salmon recovery plans for the conservation, protection, and management of surface and ground waters, floodplains and estuaries, in order to maintain water quality and quantity, provide potable water, and to restore and protect fish habitat. (LNP 14.6)

Drainage, Flooding, Stormwater Management, & Polluted Discharges

Goal LU-G-8 Continue to address stormwater management and drainage issues with private property owners and resource agencies to protect shellfish beds, fish habitat and other natural resources and to reduce nonpoint sources of pollution. (LNG 25.0)

- ▶ **Policy LU-P-8.1** Encourage the preservation of natural drainage systems. (LNP 25.2)



- ▶ **Policy LU-P-8.2** As a condition of project approval, require operation and maintenance agreements for all stormwater management facilities as a means of ensuring long-term compliance with the stormwater management standards of the Jefferson County Unified Development Code. (LNP 25.4)
- ▶ **Policy LU-P-8.3** As appropriate funds, funding sources and staff resources become available, develop and implement an operation and maintenance program for public and private stormwater control facilities. Ensure that the program includes provisions for ongoing monitoring and inspection of stormwater facilities, as well as effective compliance and enforcement measures. (LNP 25.5)
- ▶ **Policy LU-P-8.4** Consider adopting stormwater control facility charges (as authorized by RCW 36.89.080) in order to provide an adequate funding source for stormwater facility development, operation and maintenance, and for public education, water quality monitoring, stream gauges and enforcement. (LNP 25.6)
- ▶ **Policy LU-P-8.5** Storm water management plans should minimize adverse effects of floods on existing and future development and protect the natural conditions and functions of the flood plain. (ENP 11.7)

Flood Hazards

Goal LU-G-9 Protect life and property from flood hazards and retain the flood storage capacity of rivers and streams. (LNG 26.0)

- ▶ **Policy LU-P-9.1** Periodically review, and if necessary, update the Jefferson County Flood Damage Prevention Ordinance to reflect such things as climate change, and changes in federal, state and local legislation, including Jefferson County-City of Port Townsend Natural Hazards Mitigation Plan adopted in 2004. (LNP 26.3)
- ▶ **Policy LU-P-9.2** Encourage community-based flood hazard management planning through participation in the National Flood Insurance Program’s “Community Rating System” (CRS). (LNP 26.4)
- ▶ **Policy LU-P-9.3** Collaborate with the Federal Emergency Management Agency (FEMA) as a Cooperating Technical Community and enter into Mapping Activity Agreements in order to update and maintain accurate flood hazard area data and maps. (LNP 26.5)



Legal Nonconforming Uses

A legal nonconforming use or structure is one that conformed to all applicable codes in effect on the date of its creation, but no longer complies due to subsequent changes in the code or comprehensive plan.

Goal LU-G-10 Allow the continued existence and economic viability of legally established land uses which have now become nonconforming. (LNG 8.0)

- ▶ **Policy LU-P-10.1** Allow existing commercial and industrial uses that become nonconforming to continue and to expand within limits as defined in JCC 18.20.260. Legal existing uses may be sold without jeopardizing the continuation of the use or activity. (LNP 8.1)
- ▶ **Policy LU-P-10.2** Allow existing commercial and industrial uses in areas designated as Rural Residential the right to continue and not be subject to nuisance claims if operating in compliance with all County regulations. (LNP 8.2)
- ▶ **Policy LU-P-10.3** Allow existing commercial and industrial uses to expand or be replaced in Rural Residential areas provided that: (LNP 8.3)
 - a. they do not require additional urban levels of government service;
 - b. they do not impose uncompensated additional costs to the taxpayers of Jefferson County for the provision of infrastructure, its replacement or improvement;
 - c. they do not conflict with natural resource-based uses;
 - d. they are compatible with surrounding rural uses, and
 - e. the expansion results in no further adverse environmental or neighborhood impacts, unless mitigated.
- ▶ **Policy LU-P-10.4** Prohibit businesses that do not meet the above criteria from expanding or rebuilding if destroyed. (LNP 8.4)
- ▶ **Policy LU-P-10.5** Allow a legal existing nonconforming use to change to a conforming use allowed within the zone classification in which the use is located. (LNP 8.6)
- ▶ **Policy LU-P-10.6** Allow a legal existing nonconforming use to change to a different non-conforming use of equal or lesser intensity. (LNP 8.7)
- ▶ **Policy LU-P-10.7** Process all proposals to change the use of a legal existing nonconforming use to a different non-conforming use in accordance with a public hearing process to ensure notification of adjacent property owners. (LNP 8.8)



- ▶ **Policy LU-P-10.8** Allow a legal existing nonconforming structure damaged or destroyed by fire, earthquake, explosion, wind, flood, or other calamity to be completely restored or reconstructed if all the following criteria are met and if provisions of Jefferson County Code are met: (LNP 8.9)
 - LU-P-10.8.1** Restoration and reconstruction shall not serve to extend or increase the nonconformance of the original structure or use with existing regulations. (LNP 8.9.1)
 - LU-P-10.8.2** Permits shall be applied for within one (1) year of damage. Restoration or reconstruction must be substantially completed within two (2) years of permit issuance. (LNP 8.9.3)
 - LU-P-10.8.3** Any modifications shall comply with all current regulations and codes (other than use restrictions) including, but not limited to lot coverage, yard, height, open space, density provisions, or parking requirements unless waived by the appropriate County official through the granting of a variance. (LNP 8.9.4)

- ▶ **Policy LU-P-10.9** Apply the following if a nonconforming use is discontinued or abandoned: Should a legal existing nonconforming use of a property or structure be discontinued for more than two (2) years, the use of the property and structure shall be deemed abandoned and shall conform to a use permitted in the zone classification in which it is located, unless the property owner demonstrates through property maintenance a bona fide intention to sell or lease the property. If the property is adequately maintained the property shall not be deemed abandoned and be allowed to remain vacant for up to three (3) years. (LNP 8.10)

- ▶ **Policy LU-P-10.10** Apply legal existing nonconforming use status only to businesses which were established prior to the adoption of the Comprehensive Plan as legal commercial establishments. This policy does not apply to Home Businesses and Cottage Industries. (LNP 8.11)



1.2 RURAL

Rural Character

Rural counties, as defined by the State of Washington, are "...a county with a population density of less than 100 persons per square mile or a county smaller than two hundred twenty-five square miles" (RCW 82.14.370(5)). Based on this definition and OFM population estimates from April 1, 2017, Jefferson County is a rural county.² The GMA requires that the County "include measures that apply to rural development and protect the rural character of the area as established by the County." These measures must be used to control rural development, assure visual compatibility of rural development with surrounding areas, reduce sprawl, protect critical areas and surface and groundwater water resources, and protect against conflict with the use of agricultural, forest, and mineral resource lands (RCW 36.70A.070(b)).

The GMA defines rural character as follows:

"Rural character" refers to the patterns of land use and development established by a county in the rural element of its comprehensive plan:

- (a) In which open space, the natural landscape, and vegetation predominate over the built environment;*
- (b) That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas;*
- (c) That provide visual landscapes that are traditionally found in rural areas and communities;*
- (d) That are compatible with the use of the land by wildlife and for fish and wildlife habitat;*
- (e) That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;*
- (f) That generally do not require the extension of urban governmental services; and*
- (g) That are consistent with the protection of natural surface water flows and groundwater and surface water recharge and discharge areas RCW 36.70A.030(16).*

² As of April 1, 2017, Jefferson County has a population density of 17.39 persons per square mile (OFM, 2017).



Additional principles that define Jefferson County's rural character include the following (elements of the GMA definition for rural character supported by each principle are shown in parenthesis):

- ▶ Ensure that the County's quality of life is preserved as it is enhanced. (all)
- ▶ Protect and conserve the County's agricultural and forest working lands, shoreline and mountain vistas, visual and forest corridors, night sky, and natural ecosystems. (a, c, d)
- ▶ Encourage development that blends with the County's natural setting. (a, c)
- ▶ Promote low-density residential development that is consistent with the historical pattern of growth, prevents a new pattern of sprawling development, and offers a variety of residential densities. (e)
- ▶ Promote economic development that supports place-based jobs, supports renewable resources, supports local healthy food and local job and housing choices for residents and the local workforce. (b, d)
- ▶ Encourage and provide incentives for businesses to create local "family wage" employment opportunities, and for modern economic opportunities—including home-based business and cottage industries—compatible with surrounding uses. (b)
- ▶ Provide efficient delivery of rural public services which minimize the need for additional infrastructure. (f)
- ▶ Protect and conserve the environment, ecologically sensitive areas, natural surface water and recharge areas, and preclude development and land uses which are incompatible with critical areas. (d, g)

The land use designations and the goals and policies of this element have been developed to meet these criteria. Goals and policies of other elements of the Comprehensive Plan have been evaluated for consistency with the protection of rural character as defined above, and by the other factors contributing to local "rural character" as provided under the full text of the amendment.



Limited Areas of More Intensive Rural Development

Rural commercial and industrial lands in Jefferson County are designated using criteria in the GMA at RCW 36.70A.070(5)(d), which establishes the criteria by which limited areas of more intensive rural development (LAMIRDs) can be designated by local jurisdictions outside of urban areas. GMA includes LAMIRDs for three types of development patterns in rural areas (WAC 365-196-425(6)):

- ▶ **Type 1 LAMIRDs: Isolated areas of existing more intense development.** Within these areas, rural development consists of infill, development, or redevelopment of existing areas. These areas may include a variety of uses including commercial, industrial, residential, or mixed-use areas. These may be also characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments.
- ▶ **Type 2 LAMIRDs: Small-scale recreational uses.** Counties may allow small-scale tourist or recreational uses in rural areas. Small-scale recreational or tourist uses rely on a rural location and setting and need not be principally designed to serve the existing and projected rural population.
- ▶ **Type 3 LAMIRDs: Small-scale businesses and cottage industries.** Counties may allow isolated small-scale businesses and cottage industries that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents, through the intensification of development on existing lots or on undeveloped sites.

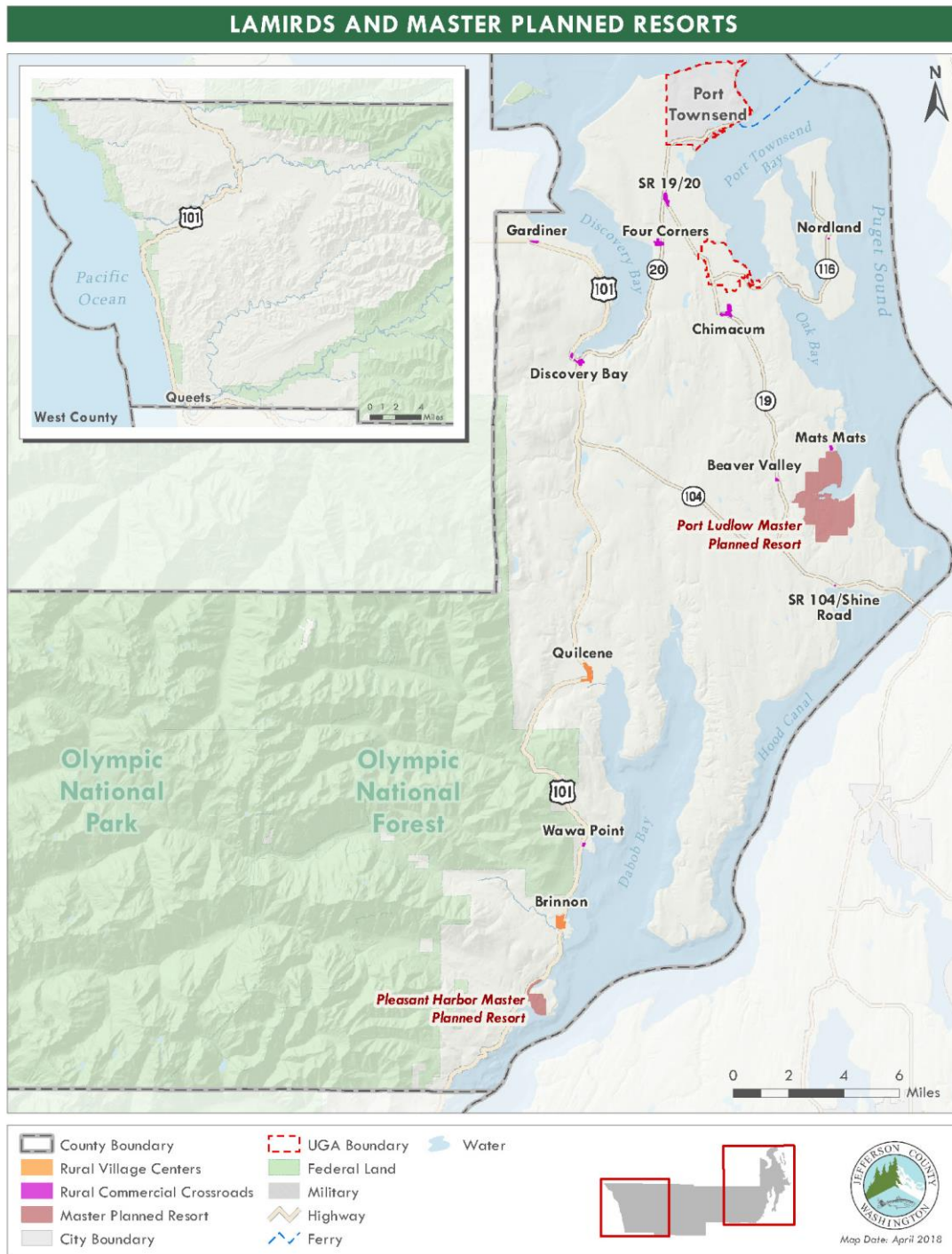
Counties making such designations must adopt measures to minimize and contain the existing areas or uses of more intensive rural development. In Jefferson County, rural commercial areas include Rural Village Centers (Type 1 LAMIRDs) and three types of Rural Commercial Crossroads (Type 2 and Type 3 LAMIRDs). Rural industrial areas are Type 3 LAMIRDs.

Rural Centers, Crossroads, & MPRs

Exhibit 1-18 shows the location of all designated rural commercial areas and master planned resorts in Jefferson County. A detailed discussion of the types of rural commercial areas and master planned resorts, as well as a description and map of each individual area, follows.



EXHIBIT 1-18 Location of Rural Commercial Areas & Master Planned Resorts



Source: Jefferson County Community Development, BERK Consulting, 2018.



Rural Commercial Areas: Centers & Crossroads

Rural Village Centers

Type 1 LAMIRDS

Rural Village Centers are established, historically settled areas with commercial uses that address most of the essential needs of the rural population, supply a large variety of goods and day-to-day services, and provide a broad range of professional and social services. The designated Rural Village Centers contain mixed residential and commercial uses and are designated for residential as well as commercial uses according to historic patterns of mixed development.

Rural Village Centers are intended to provide for a mixture of commercial, residential, and community/public services uses. Infill allowed in Rural Village Centers considers affordable housing goals through limited multi-family (duplexes, triplexes) and assisted living/special needs housing, as well as by preserving the existing housing supply (see Housing Element). In addition to residential and commercial uses, land for community clubs, churches, public facilities, and social services are necessary to meet projected population growth and to preserve community identity.

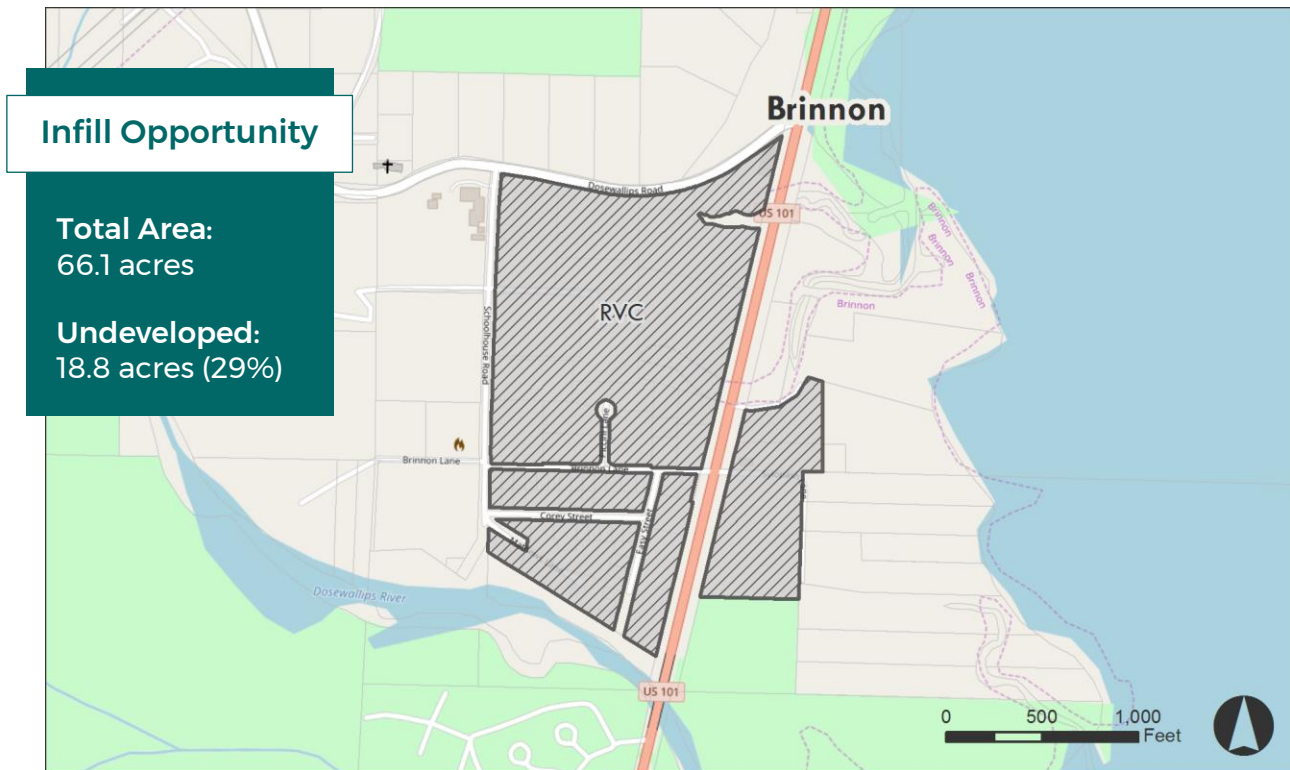
There are two designated Rural Village Centers in Jefferson County: Brinnon and Quilcene. The Comprehensive Plan identifies policies in Goal LU-G-17 that help guide development of any new Rural Village Center designation.



BRINNON
Rural Village Center
 Type 1 LAMIRD



Carolyn Galloway



Source: Jefferson County Community Development, BERK Consulting, 2018.

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Carolyn Galloway

Community Priorities

The historic community of Brinnon is located on U.S. Highway 101 at the mouth of the Dosewallips River. The traditional community boundaries are the river on the south, the steep valley wall to the north, and Hood Canal on the east. The designated core area consists of mixed commercial and residential uses. Existing uses—such as a nursery and a mixed commercial/residential short plat with an existing mini-storage and a new post office—have been included in the RVC, which was modified through adoption of the Brinnon Subarea Plan in 2002.

The boundary allows for areas of infill in Brinnon based on the distressed economy of the area because of decreased employment in logging and fishing. The seasonal increase in the visitor population is expected to increase in the future because of ongoing regional growth in Puget Sound. Limited areas of infill in the Brinnon Rural Village Center will provide employment opportunities for local residents in the transition to a more diversified economy as Brinnon attempts to promote small-scale tourist and recreation-oriented businesses based on a location on Highway 101 adjacent to the Olympic National Park.

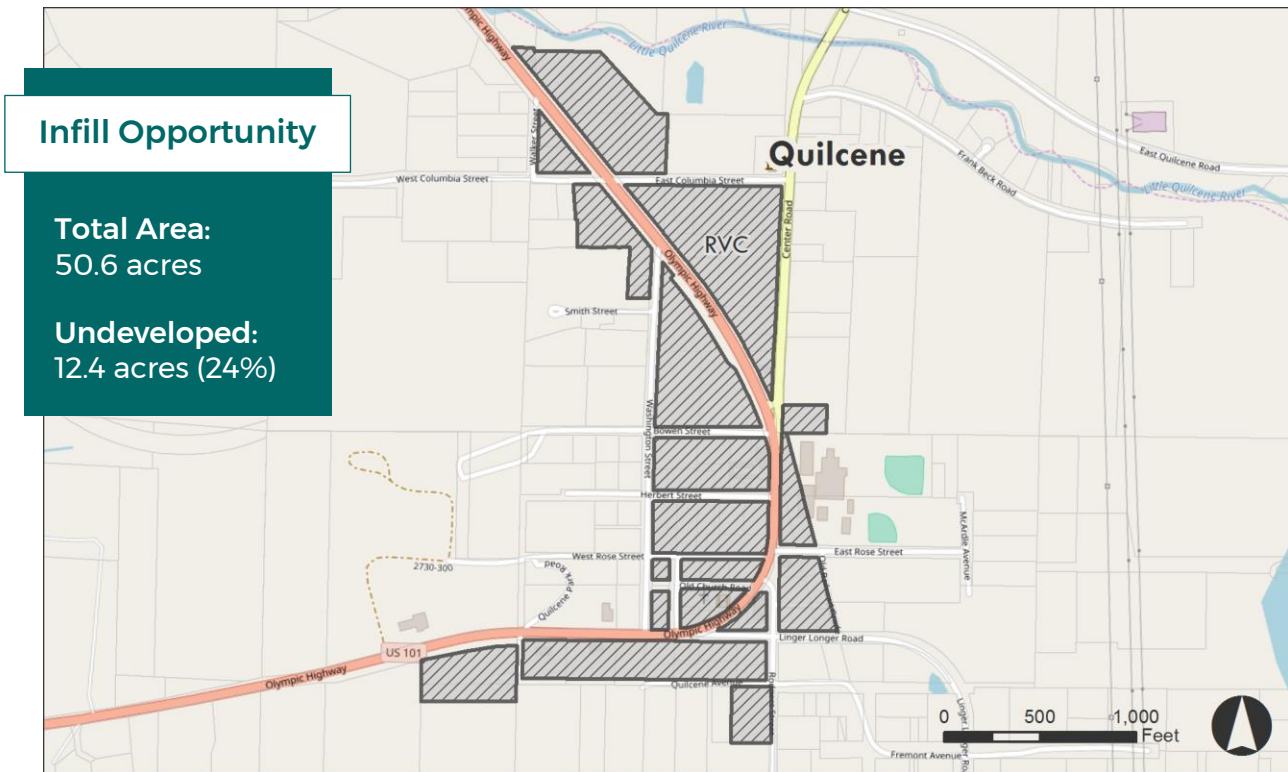
A high priority for the community is a facility that allows elderly residents to stay in the community rather than moving away from family and friends to facilities elsewhere. Areas of limited infill are also provided in support of the community goal of an extended care or assisted living facility. Although such facilities would be permitted conditionally in residential areas, the community prefers they would be located in the Rural Village Center.



QUILCENE
 Rural Village Center
 Type 1 LAMIRD



Carolyn Galloway



Source: Jefferson County Community Development, BERK Consulting, 2018.

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Quilcene Fair & Parade, North Hood Canal Chamber of Commerce

Similar to Brinnon, the historic community of Quilcene is distinct from the Port Hadlock and Port Ludlow communities because of its distance from the Port Townsend UGA, and a distressed economy due to the recent decline in forestry and fishing employment. Quilcene’s location at the gateway to Olympic National Park on Hood Canal and Highway 101 provides a unique opportunity to serve visitors and seasonal residents to build a more diversified economic base.

Areas of commercial infill in Quilcene are intended to provide new living-wage employment opportunities. Commercial development can take advantage of a high volume of visitors because of the community’s location on both Highway 101 and Center Valley Road. The amount of potential commercial infill development will depend on the availability of a water system—Quilcene is currently considering a public water system with the assistance of the County Health Department and the JPUD. The Washington State Department of Ecology also approved a water rights transfer in 2004 from the National Forest Service to the JPUD with the intent of providing public water for Quilcene.

While recognition of the existing commercial development pattern in Quilcene results in somewhat irregular boundaries, several commercial uses southeast and southwest of the boundary have been excluded to avoid creating a large area of infill that would promote sprawl.

Community Priorities

Community concerns in Quilcene indicate a priority need for areas of infill in the commercial core that could allow for enhanced existing and new economic development and residential opportunities. Such development is currently, constrained by the cost of utility and infrastructure upgrades as well as existing LAMIRD boundaries.

For example, modern wastewater treatment options, such as modular plants or connections with existing plants are considered an urban level of service and thus prohibited in LAMIRDs. This limits wastewater improvements that would support job growth, existing commercial development, and improve existing housing stock.



Rural Commercial Crossroads

Rural commercial crossroads are distinct from rural village centers in that they provide access to a *limited* range of services for residential and non-residential uses. Three types of rural commercial designations are further defined based on scale and intensity of use. Individual commercial areas are discussed regarding the GMA criteria and local circumstances in the sections that follow. Maps of commercial lands and boundaries are provided in this element and in digital format on the County's website.

This Comprehensive Plan identifies policies in Goal LU-G-18 that help guide development of any new rural commercial crossroads designation, including policies specific to general crossroads, neighborhood/visitor crossroads, and convenience crossroads.

General Crossroads

Type 2 LAMIRDs

General crossroads (GC) are existing commercial areas that provide a broad range of commercial goods and services for a higher population base in the northeastern part of Jefferson County. These areas provide several regional uses, as well as multiple uses at community levels of service. Permitted uses in these areas include all those allowed in convenience and neighborhood/visitor crossroads (see below), as well as building materials, hardware and farm equipment, auto repair with subordinate auto sales, appliance sales and repair, clothing and accessories, mini-storage, Recreational Vehicle (RV) repair and sales, and an expanded range of specialty stores, professional services, and public and social service offices.

Performance standards for general commercial uses shall allow for sizes and scales of new development larger than those for neighborhood/visitor crossroads but be more limiting than those for rural village centers.

There is one general crossroad designation in Jefferson County: SR 19/20. The Comprehensive Plan identifies policies in Goal LU-G-18 that help guide development of any new general crossroads designation.

Neighborhood/Visitor Crossroads

Type 2 LAMIRDs

Neighborhood/visitor crossroads (NC) are designated based on multiple commercial uses that serve the nearby rural neighborhood and the commuting or traveling public with a limited range of basic goods and services. Permitted uses include all those allowed in convenience crossroads (see below), as well as restaurant, tavern/bar, auto parts and



repair, farm supply and equipment, and a limited range of specialty stores and professional services.

Performance standards for new development shall be consistent with the rural character, size, and scale of the existing commercial area and the surrounding neighborhood.

There are five neighborhood/visitor crossroad designations in Jefferson County: Mats Mats, Discovery Bay, Gardiner, Chimacum, and Four Corners. The Comprehensive Plan identifies policies in Goal LU-G-18 that help guide development of any new general neighborhood/visitor crossroads designation.

Convenience Crossroads

Type 3 LAMIRDs

Convenience crossroads (CC) consist of a single commercial property at a historical crossroads which provides basic goods and commodities for the local population and the commuting or traveling public. The existing commercial use is a convenience general store with associated uses such as gas station, video, espresso, or café/deli.

There are four convenience crossroad designations in Jefferson County: Wawa Point, Beaver Valley, Nordland, and SR 104/Shine Road. The Comprehensive Plan identifies policies in Goal LU-G-18 that help guide development of any new convenience crossroads designation.



Source: Jefferson County Community Development, BERK Consulting, 2018.

SR 19/20 General Crossroad

Type 2 LAMIRD

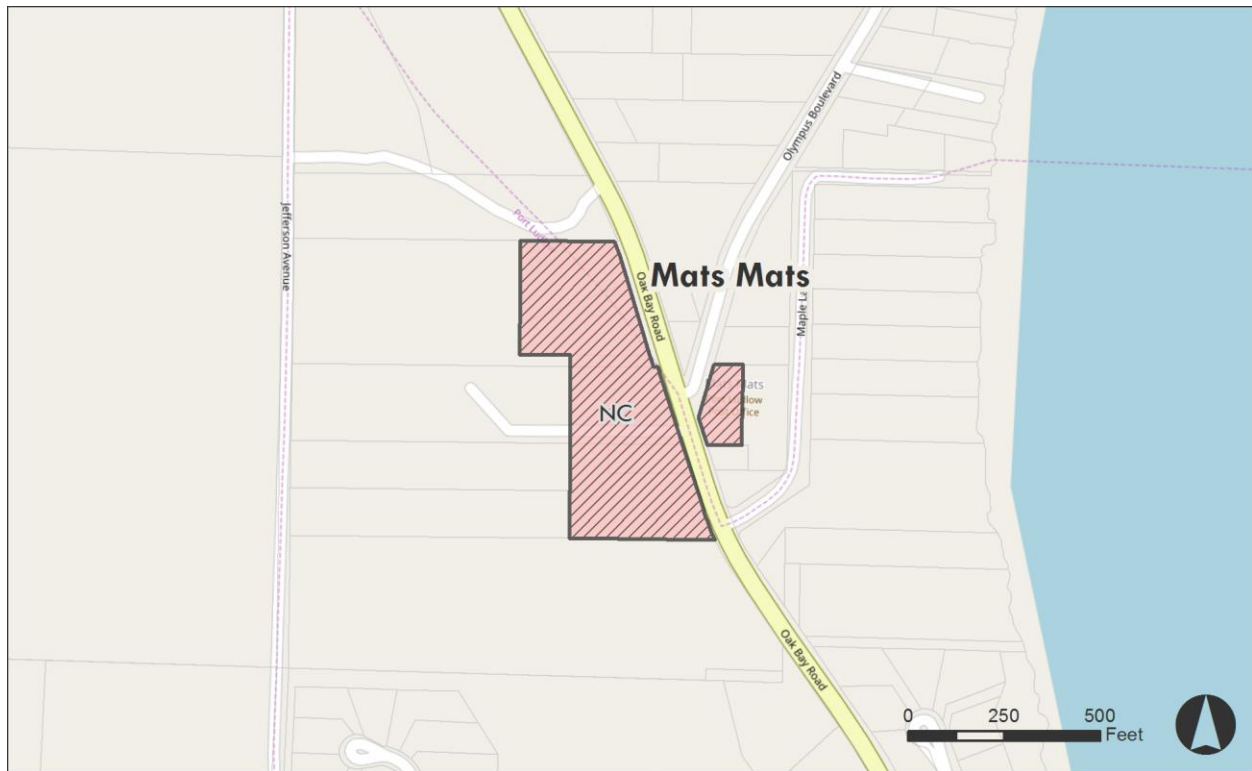
Under the criteria for commercial crossroads boundaries, this area has been downsized considerably from 1994 zoning designations. Existing development on one side of State Route 19 was recognized and contained, consisting of a nursery/garden supply store, an auto dealership under a Binding Commercial Site Plan, and a vacant parcel with a vested building permit application. Commercial uses excluded from the crossroad include an auto repair business adjacent to residential uses and a drive-in movie theater. These uses have been excluded to limit access near an intersection with high traffic volumes and, prior to the installation of a traffic light, a relatively high incidence of accidents. Auto retail will be allowed in this crossroad only, to limit this regional commercial use from occurring in other crossroads.

Infill Opportunity

Total Area:
26.5 acres

Undeveloped:
8.8 acres (33%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

MATS MATS

Neighborhood/Visitor Crossroad

Type 2 LAMIRD

The Mats Mats General Store serves local neighborhood residents as well as visitors to the Oak Bay and Mats Mats Bay shoreline areas. The logical boundary takes in additional uses including a photography studio, a vacant former medical clinic, and a chiropractor’s office. The southern boundary is located along a stream drainage.

Infill Opportunity

Total Area:
5.7 acres

Undeveloped:
1.2 acres (21%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor’s database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

DISCOVERY BAY

Neighborhood/Visitor Crossroad

Type 2 LAMIRD

The Discovery Bay community was historically a thriving economic area on the railroad line, with a sawmill and a cannery. The historic community declined in population as these uses ended, but the commercial area has continued due to its location at the junction of State Route 20 and U.S. Highway 101. It serves nearby residents as well as visitors and commuters. Criteria for logical boundaries have been applied with special consideration of critical areas and traffic issues.

The logical boundary to contain this commercial area allows for limited infill but protects critical fish and wildlife habitat in the Salmon and Snow Creek estuaries. Areas of infill are also limited over estuarine lands based on seismic, frequently flooded, and wetlands critical areas. Existing uses have been recognized, and limited areas of infill have been allowed farther from critical areas. Several uses on the western boundary were excluded to address traffic concerns on Highway 101 and to prevent linear commercial sprawl, as development is constrained by the estuary on one side and steep slopes on the other.

Infill Opportunity

Total Area:
19.9 acres

Undeveloped:
1.6 acres (8%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

GARDINER

Neighborhood/Visitor Crossroad

Type 2 LAMIRD

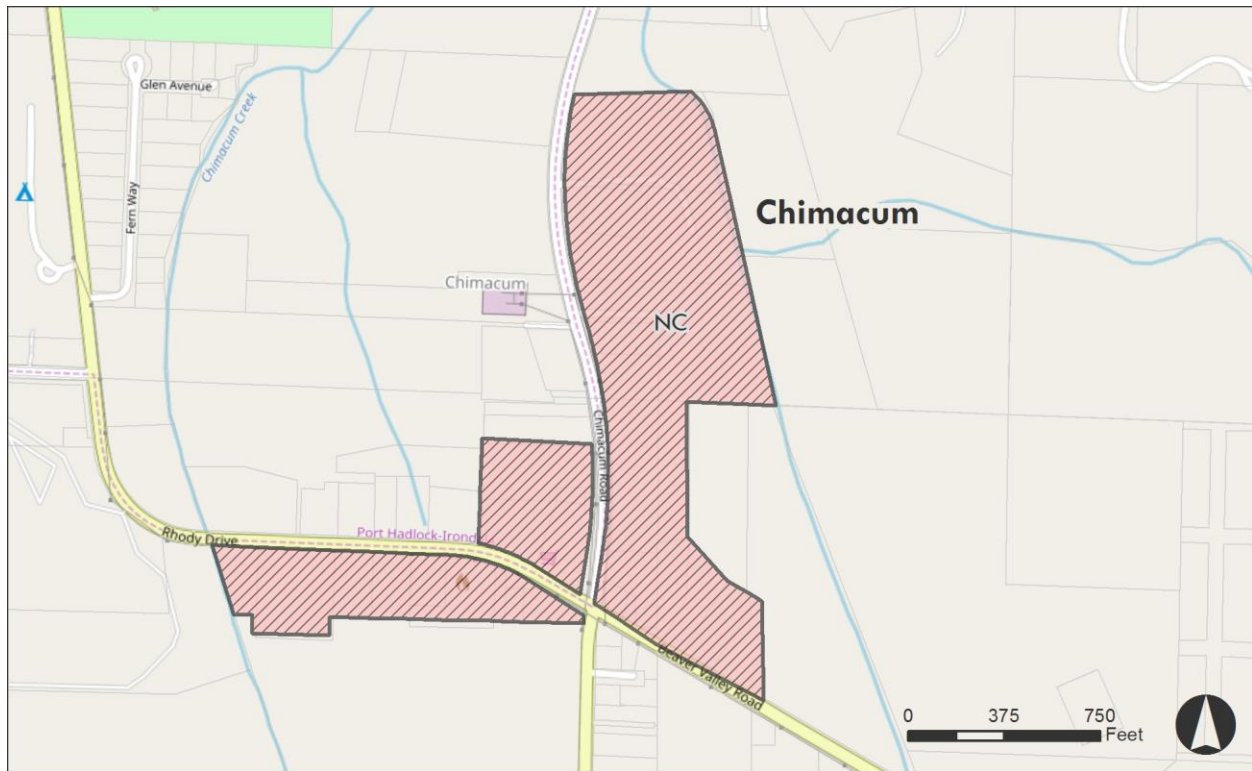
The Gardiner commercial area is located on U.S. Highway 101, and historically served the community with a grocery and gas station that closed during the 1980s. Current uses include a bird feeding supplies store, U-fish pond, an antique store, espresso, and a fishing tackle store. The logical boundary around the triangular commercial area has been drawn using Highway 101, the Old Gardiner Road, and the Gardiner Beach Road. A limited amount of infill is allowed to accommodate the community's desire for future development of uses, such as a convenience store.

Infill Opportunity

Total Area:
5.3 acres

Undeveloped:
0.2 acres (3%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

CHIMACUM

Neighborhood/Visitor Crossroad

Type 2 LAMIRD

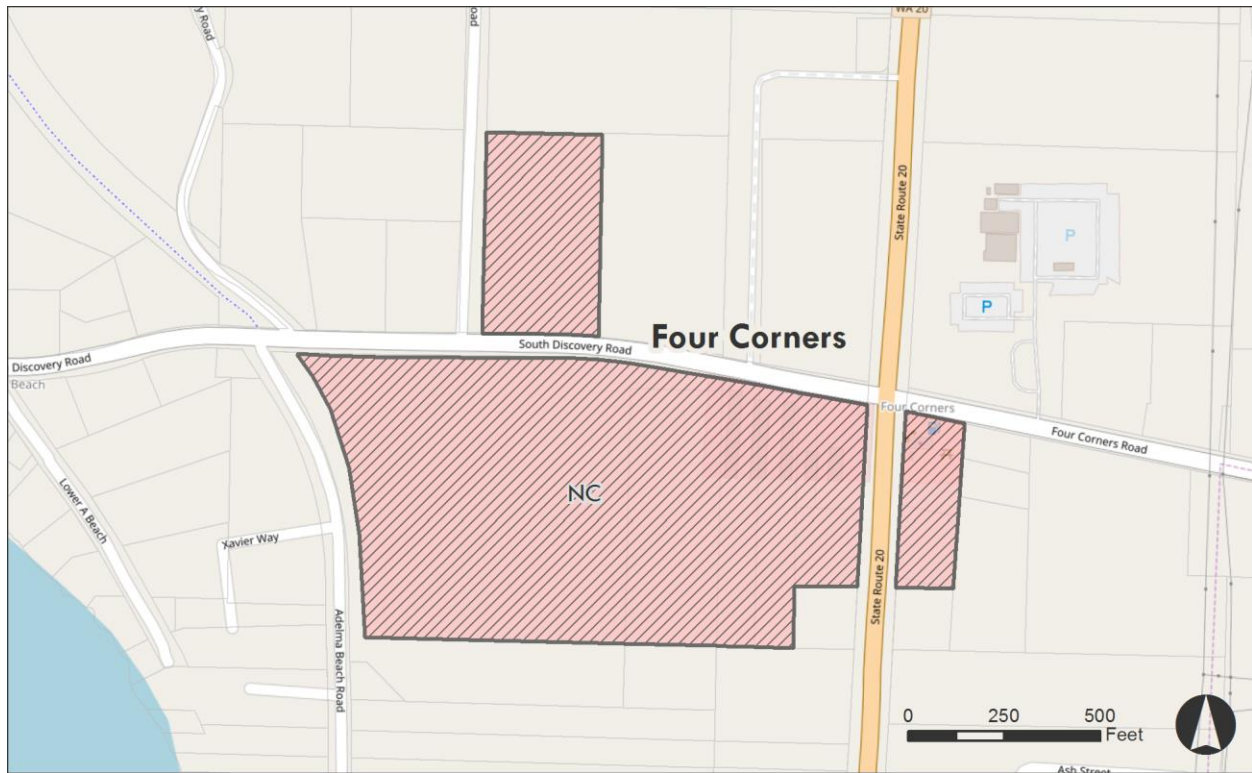
Chimacum is a historic commercial area that includes a post office and is located adjacent to the public school, therefore serving as a focal point for the local community. Existing uses—such as a farm equipment and supply store—serve nearby agricultural activities in the Chimacum Valley, while other uses—such as mini-storage—provide a community level of service. The logical boundary recognizes and contains existing commercial uses and provides for limited infill on a parcel along Chimacum Road.

Infill Opportunity

Total Area:
40.0 acres

Undeveloped:
5.5 acres (14%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

FOUR CORNERS

Neighborhood/Visitor Crossroad

Type 2 LAMIRD

The Four Corners community, which historically served the nearby area with a sawmill, contains a convenience store and gas pump, a construction yard, an auto recycling yard, an UPS distribution office, and a mini-storage rental. The boundary of this commercial area recognizes and contains the existing uses and allows for limited infill development only through subdivision or redevelopment of existing parcels, all of which are developed.

Infill Opportunity

Total Area:
26.5 acres

Undeveloped:
0 acres (0%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

WAWA POINT Convenience Crossroad

Type 2 LAMIRD

The hardware/general store and accessory building at Wawa Point is a designated convenience crossroad. The logical boundary includes limited additional area for possible expansion and area to meet parking requirements. The commercial area designated within the large parcel of 24.3 acres on which the store is located is limited to 4.3 acres. Safe access from Highway 101 is provided by a frontage road.

During the Brinnon subarea planning process a Small-Scale Recreation and Tourist Overlay District (see Overlay Districts above) was created at Wawa Point for four lots comprising 18.7 acres. The SRT Overlay recognizes the historic use of the area for recreation and allows low-intensity commercial activities, such as campgrounds, RV parks, nursery or public gardens, Scuba diving facilities, and a farmer’s market.

Infill Opportunity

Total Area:
4.3 acres

Undeveloped:
0 acres (0%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor’s database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

BEAVER VALLEY Convenience Crossroad

Type 2 LAMIRD

The historic Beaver Valley Store functions as a community center and “bulletin board” for nearby residents in the Beaver Valley area. The store is home to the retail operation for Sugar Hill Farms and sells locally-produced candies and desserts. Located on State Route 19 between the Hood Canal Bridge and northeastern Jefferson County, the store also serves commuters and visitors.

Infill Opportunity

Total Area:
3.1 acres

Undeveloped:
0 acres (0%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor’s database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

NORDLAND

Convenience Crossroad

Type 2 LAMIRD

The Nordland store is located on State Route 116 on Marrowstone Island. The general store has a post office and kayak rental and provides the only basic goods and services available for the island community. It is a historic enterprise which serves as a social and community center.

Infill Opportunity

Total Area:
1.0 acres

Undeveloped:
0 acres (0%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Source: Jefferson County Community Development, BERK Consulting, 2018.

SR 104/SHINE ROAD

Convenience Crossroad

Type 3 LAMIRD

The SR 104/Shine Road location was approved as a Limited Area of More Intensive Rural Development (LAMIRD) through the 2008 Comprehensive Plan Amendment process. The half-acre property has been developed for commercial use since approximately 1977.

Infill Opportunity

Total Area:
0.4 acres

Undeveloped:
0 acres (0%)

Undeveloped parcels are those with a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.



Master Planned Resorts

Master planned resorts (MPRs) are large-scale, self-contained developments that are based on an integrated, conceptual master plan, yet are typically developed in stages depending on market demand or other factors. Recent amendments to the GMA allow jurisdictions to plan master planned resorts which may constitute urban growth outside of Urban Growth Areas as limited by RCW 36.70A.360.

Jefferson County currently contains two master planned resorts, Port Ludlow and Pleasant Harbor.

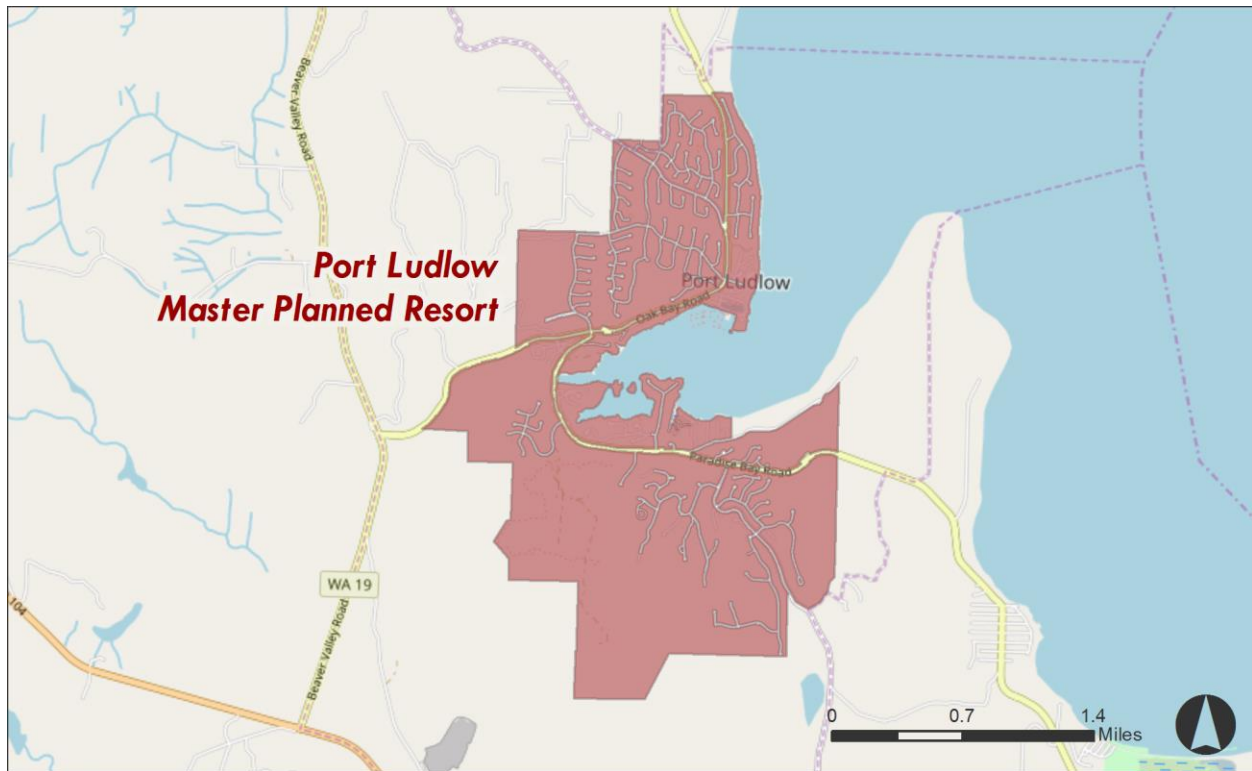
The Comprehensive Plan contains policies in Goal LU-G-19 that help guide development at Port Ludlow. Many of Port Ludlow's goals and policies were drafted from issues identified by community residents who, through the establishment of community planning groups, articulated their desired plan for Port Ludlow's future development. The goals and policies identified by the community and included in Jefferson County's Comprehensive Plan focus on maintaining and enhancing Port Ludlow's recreational and community amenities and preserving the community's lifestyle.

Siting of New Master Planned Resorts

The GMA also authorizes counties to allow for the development of *new* MPRs in accordance with RCW 36.70A.360. According to the statute, counties may permit new master planned resorts *"in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities"*. The MPR designation provides an opportunity to encourage economic development that takes advantage of the significant rural recreational resources and scenic amenities of Jefferson County, particularly in the more remote areas of the County where the local economy's dependence on natural resource-based industries has been negatively impacted, or where other economic opportunities are more limited. For example, in the southern and western portions of Jefferson County, many of the existing communities and rural residential areas have experienced a downturn in resource-based economic activities. These areas are gradually transitioning from primarily a natural resource-based local economy to one that is also dependent on the tourism industry.



The economic reasons for siting of a MPR, however, must also be carefully balanced against the potential for significant adverse environmental effects from such a development. Any proposal must be carefully planned and regulated to prevent sprawl development outside of the master planned development that would negatively impact the scenic and often environmentally sensitive setting. The Comprehensive Plan identifies policies in Goal LU-G-19 that help guide development of any new MPR designation. The goal and policies focus on protecting the rural character and natural environment of areas potentially impacted by development of an MPR, ensuring adequate provision of public facilities and services, and preventing the spread of low density sprawl.



Source: Jefferson County Community Development, BERK Consulting, 2018.

PORT LUDLOW Master Planned Resort

The Master Planned Resort of Port Ludlow has a large residential community that is served by a Village Commercial Center. The designated commercial area is consistent with the 1993 programmatic EIS and has been agreed to by community planning groups. Land use activities and performance standards will be regulated by the County but may be limited to a somewhat greater degree by the Master Planned Resort’s internal community codes, covenants, and restrictions.



Port Ludlow Resort
Source: The Chamber of Jefferson County



Source: Jefferson County, BERK, 2018.

PLEASANT HARBOR Master Planned Resort

The remote rural areas of south Jefferson County offer significant recreational opportunities and scenic amenities including access to the Olympic National Park, the Olympic National Forest, and the Hood Canal. Popular recreational activities in the area include boating, fishing, shellfish gathering, hiking, camping, birdwatching, and historical sites.

In the peak summer months, it is estimated that as many as 500,000 tourist visitors travel through the North Olympic Peninsula. However, the lack of private tourist accommodations and services in the south County area often means that potential economic benefit from tourism spending is lost to other, more developed, areas of the Peninsula.



Pleasant Harbor Marina
Source: Pleasant Harbor Marina



Evaluation of Rural Commercial Boundaries

Criteria for Determining Logical Boundaries of Rural Commercial Areas

The designation of Jefferson County's rural commercial areas was guided by the GMA criteria as applied to local circumstances. Pursuant to RCW 36.70A.070(5), measures used by Jefferson County to protect the rural character of the County must be used to control rural development, assure visual compatibility of rural development with surrounding areas, reduce sprawl, protect critical areas and water resources, and protect against conflict with the use of agricultural, forest, and mineral resource lands.

To be consistent with the requirements of the GMA, designated LAMIRDs must also have clearly identifiable and logical outer boundaries delineated predominately by the built environment and/or physical boundaries, such as bodies of water, streets and highways, and land forms and contours. Although new development and redevelopment is allowed, development cannot extend beyond the established boundary and contribute to a new pattern of low density sprawl. Public facilities and services provided to LAMIRDs must not permit low density sprawl.

In addition, the boundaries were evaluated based on local considerations that could affect location or require the application of special conditions. The following local considerations were determined in response to extensive public comment heard by County decision-makers during the planning and review process:

- ▶ Regional transportation concerns, traffic volumes, access, and safety.
- ▶ Proximity to incompatible uses.
- ▶ Partial designation of large parcels that are not fully developed for existing uses, to prevent sprawl.
- ▶ Home businesses/cottage industries should not be used to determine boundaries.
- ▶ Provide employment opportunities for local residents, in particular in areas of insufficient economic growth or economic decline.
- ▶ Support community planning goals and rural community cohesion.
- ▶ Provide for multi-family and special needs housing opportunities.
- ▶ Avoid creating new non-conforming uses.



Application of Criteria to Designation of Rural Commercial Boundaries

The process for determining rural commercial boundaries in Jefferson County included public comment and an internal County review to ensure consistency with the GMA criteria, Comprehensive Plan goals and policies, and local considerations discussed above. Historical commercial areas that serve as a focal point for community economic and social activities were recognized for the multiple functions they provide to residents. A number of these areas also serve the visiting public, a seasonal population influx that is increasing during other times of the year.

Final Comprehensive Plan boundaries for rural commercial areas resulted in a substantial reduction in the amount of commercial land available for development in rural Jefferson County from 1994 zoning. This reduction in commercial land was accomplished through the application of the GMA criteria for rural lands, including those established in 1997 legislative amendments (RCW 36.70A.070(5)(d)). Logical boundaries were drawn around existing commercial uses to contain and limit new development to existing areas of more intensive development.

Current Trends & Opportunity to Serve Community Needs

Exhibit 1-19 provides total acreage within each rural commercial area, as well as net acreage of land available for infill in undeveloped parcels based on the County Assessor's land use codes. The net undeveloped acreage—without roads, water and right of ways—is followed by the percent that the total undeveloped land comprises of total land for each commercial area.



EXHIBIT 1-19 Rural Commercial Area Total Acreage & Infill Acreage

Rural Village Centers	Total Area	Undeveloped*
Brinnon	66.1 acres	18.8 acres (29%)
Quilcene	50.6 acres	12.4 acres (24%)
Total Rural Village Centers	116.7 acres	31.2 acres (27%)

Rural Crossroads	Total Area	Undeveloped*
General Crossroads		
SR 19/20	26.5 acres	8.8 acres (33%)
Neighborhood/Visitor Crossroads		
Mats Mats	5.7 acres	1.2 acres (21%)
Discovery Bay	19.9 acres	1.6 acres (8%)
Gardiner	5.3 acres	0.2 acres (3%)
Chimacum	40.0 acres	5.5 acres (14%)
Four Corners	26.5 acres	0.0 acres (0%)
Convenience Crossroads		
Wawa Point	4.3 acres	0.0 acres (0%)
Beaver Valley	3.1 acres	0.0 acres (0%)
Nordland	1.0 acres	0.0 acres (0%)
SR 104/Shine Road	0.4 acres	0.0 acres (0%)
Total Rural Crossroads	132.8 acres	17.3 acres (13%)

Total Rural Commercial Areas	249.5 acres	48.5 acres (19%)
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Source: Jefferson County Community Development, BERK Consulting, 2018.

* Undeveloped parcels are defined as parcels that have a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.

The total designated rural village centers acreage of 116.7 acres contains 31.2 acres of undeveloped parcels available for infill, approximately 27% of the total. The total designated rural crossroads acreage of 132.8 acres contains 17.3 acres in undeveloped parcels available for infill, approximately 13% of the total. The number of uses that may develop in these infill areas varies with the size and lot coverage of the use, as well as the requirement for septic systems, critical areas protection, buffering, access roads, and wells or water supply lines.

Of the above rural commercial crossroads, several are limited in infill opportunity. According to the William D. Ruckelshaus Center, regulatory limitations related to LAMIRDs stifle reasonable development and vitality



in rural counties, and this topic may be further developed through the Road Map initiative. (The William D. Ruckelshaus Center, 2017) Brinnon and Quilcene, for example, are distant from urban services yet limited in their ability to become robust, thriving, and self-sufficient communities because of GMA restrictions concerning infrastructure improvements. Modern wastewater treatments options, such as modular plants or connections with existing plants, are considered an urban level of service and are thus prohibited in LAMIRDs. Improvements to existing commercial development and housing stock are unlikely to occur if necessary infrastructure upgrades cannot take place. A lack of broadband internet capacity in rural areas further limits the reach and effectiveness of emergency response efforts and opportunities for job training, education, public health, and economic vitality; the Jefferson Public Utility District has a broadband initiative.

In addition, the convenience/general stores at Wawa Point, Beaver Valley, and Nordland can expand the existing business under the criteria for a convenience crossroad but cannot subdivide for another commercial use.

Septic system, water supply, and critical areas issues can substantially reduce the amount of land area available for development on a property by 30-50%, depending on the size of the parcel. For example, a minimum of 12,500 square feet are necessary just to meet septic drainfield and reserve requirements.. This results in approximately 15.6-21.8 acres of undeveloped land available for commercial use in rural village centers (50-70% of the 31.2 undeveloped acres), and 8.7-12.1 acres of undeveloped land available for commercial use in rural commercial crossroads (50-70% of the 17.3 undeveloped acres). The designated logical boundaries thus limit the land available for infill development in existing rural village centers and rural commercial crossroads.

The logical boundaries of commercial areas prevent development from expanding beyond existing developed areas. While areas of limited infill are provided within the designated built environment, a significant amount of undeveloped land was removed from commercial zoning status through implementation of the GMA in Jefferson County. There were 967 net acres zoned commercial in unincorporated Jefferson County in 1994. With adoption of the GMA-compliant Comprehensive Plan in 1998, that number was reduced 62% to 368 net acres zoned rural commercial. With adoption of a zoning map for the Irondale/Hadlock Urban Growth Area (UGA) in 2004, the effective percent reduction of commercial area from the 1994 zoning was reduced to 39%.

It should be noted that while rural commercial crossroads are designated commercial lands, land within the boundaries of Rural Village Centers (RVCs) is designated as both commercial and residential land, as the existing uses are mixed to a degree that precludes separate



designations within the boundaries. The commercial lands identified at Nesses' Corner, Irondale Road, and the Port Hadlock RVC were re-designated Urban Commercial as part of the Irondale/Hadlock UGA.

Rural Industrial Lands

Rural land designated as rural industrial land in this Plan is based on existing industrial uses in areas previously zoned as industrial. Pursuant to RCW 36.70A.070(5)(d), counties may recognize areas of more intensive industrial development and contain them within logical boundaries to limit infill development. All areas meet the following minimum criteria for designation of rural industrial land, as defined in WAC 365-196-425:

1. An area or use of more intensive industrial development in existence on July 1, 1990; and
2. An area that is not located on designated natural resource lands.

Rural industrial lands in Jefferson County are considered Type 3 LAMIRDs, as the primary purpose of these areas is to provide job opportunities for rural residents through redevelopment of existing rural industrial areas (see Limited Areas of More Intensive Rural Development above). Designated under this Plan are the following industrial zones:

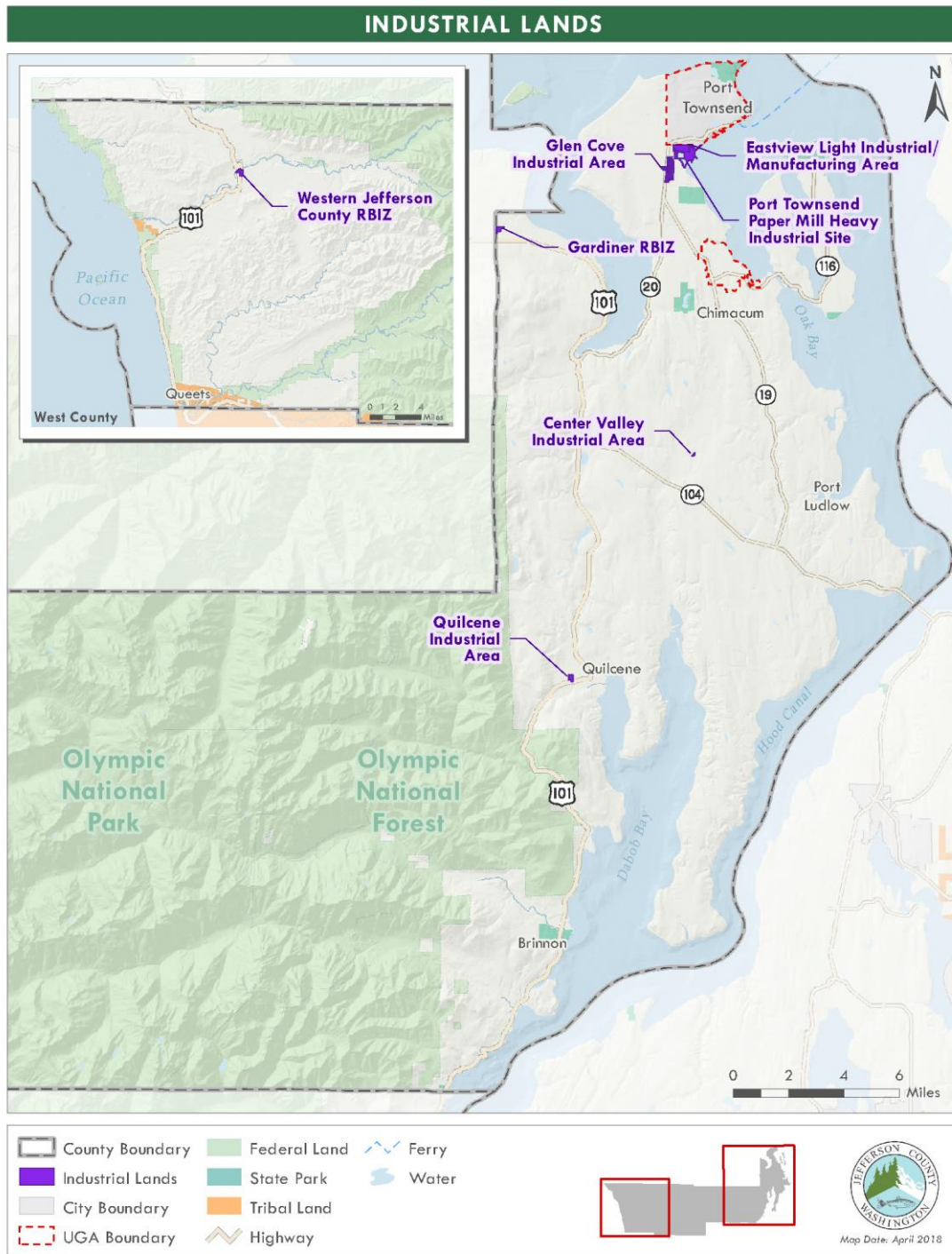
- ▶ **Port Townsend Paper Mill** as Heavy Industrial (HI),
- ▶ **Glen Cove** as light industrial and associated commercial (LI/C),
- ▶ **Quilcene** and **Center Valley** as light industrial (LI),
- ▶ **Eastview Industrial** Plat as light industrial manufacturing (LI/M), and
- ▶ Forest resource-based industrial zones (RI) at **Gardiner** and **West Jefferson County**.

Exhibit 1-20 shows the location of all designated rural industrial areas in Jefferson County. A discussion and map of each rural industrial area follows.

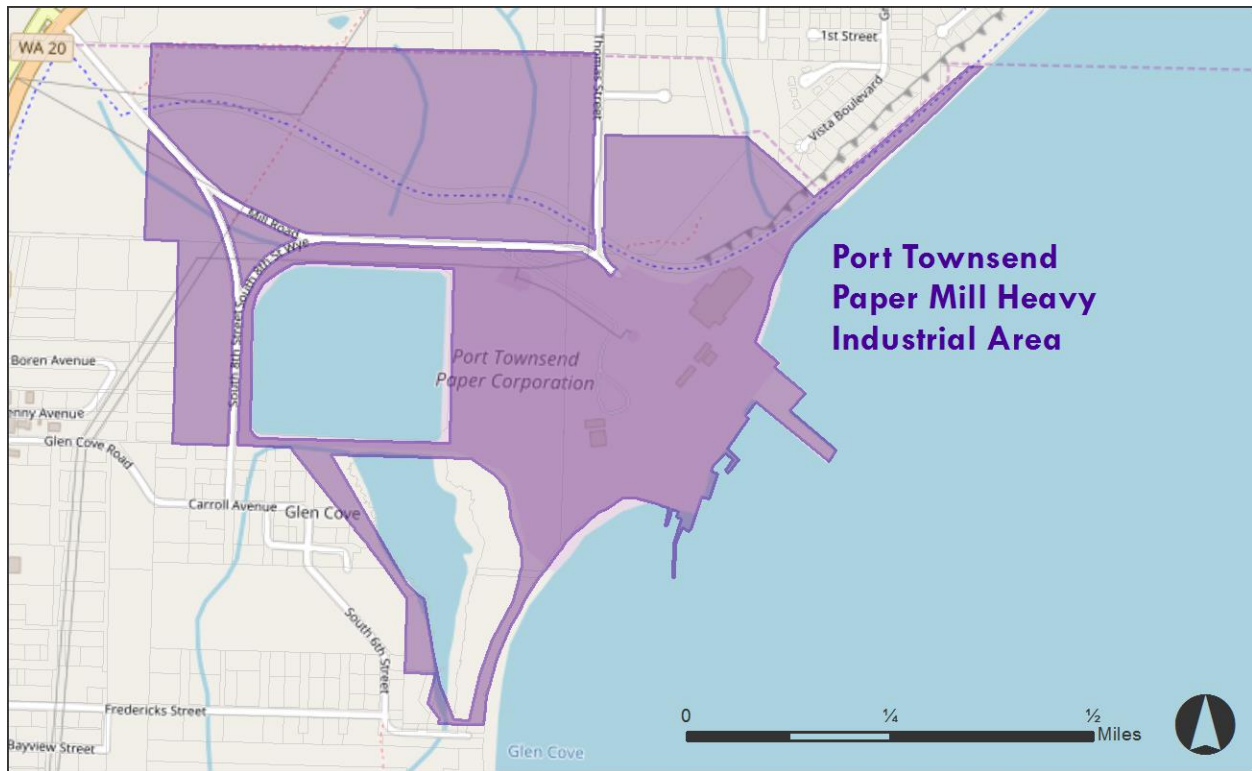
The Comprehensive Plan contains policies in Goal LU-G-20 and Goal LU-G-21 that help guide development of rural industrial land.



EXHIBIT 1-20 Location of Rural Industrial Lands



Source: Jefferson County Community Development, BERK Consulting, 2018.



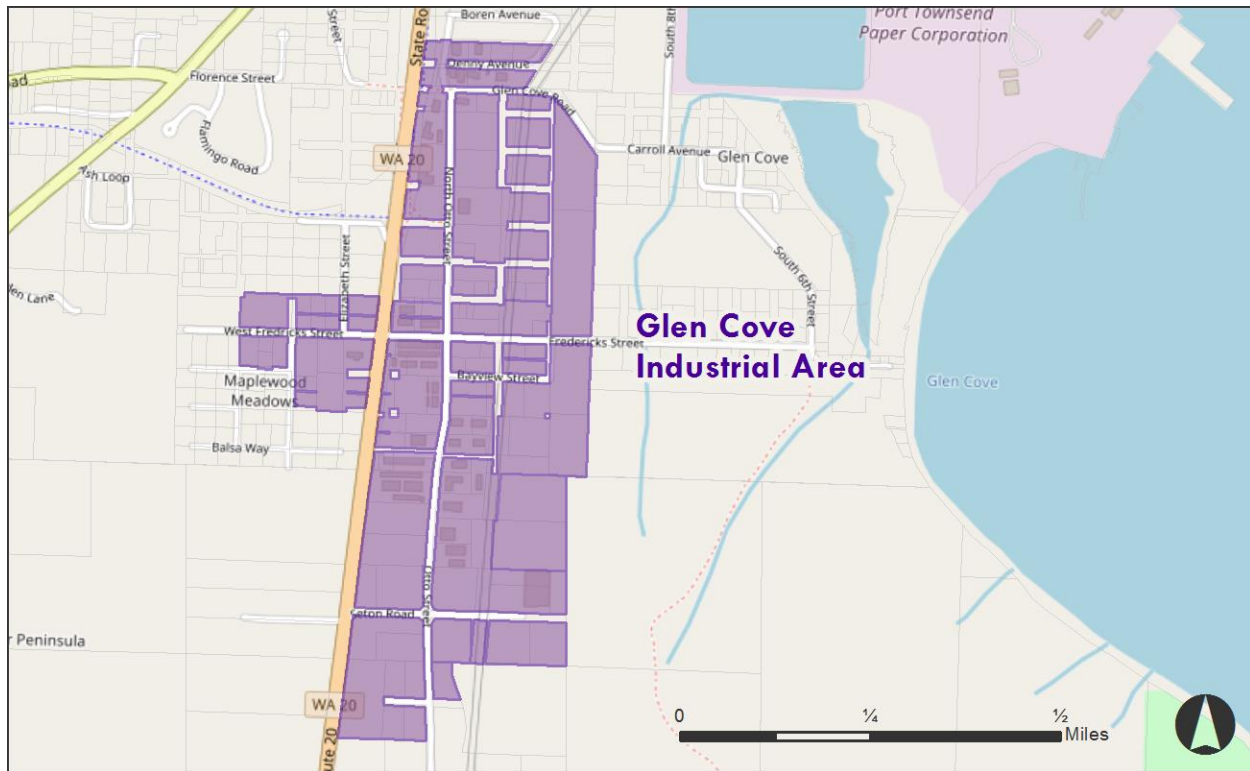
Source: Jefferson County Community Development, BERK Consulting, 2018.

PORT TOWNSEND PAPER MILL HEAVY INDUSTRIAL AREA

Rural Industrial Area

Type 3 LAMIRD

The Port Townsend Paper Mill has provided employment for several generations of Jefferson County residents. The mill property has been designated as heavy industrial (**HI**) for the mill and for activities ancillary to the mill. The property includes a water treatment lagoon and a port facility on Port Townsend Bay that are directly related to activities at the mill. The mill is recognized as a heavy industrial activity because it is a large-scale and intensive industrial activity that must meet extensive environmental permitting requirements under industrial standards for air quality, water quality, and wastewater treatment.



Source: Jefferson County Community Development, BERK Consulting, 2018.

GLEN COVE INDUSTRIAL AREA

Rural Industrial Area

Type 3 LAMIRD

Uses for the Light Industrial/Commercial (**LI/C**) designation at Glen Cove include commercial and retail uses that are directly associated with the light industrial uses. Associated commercial and retail uses may include commodities and products, mechanical or electrical supplies, warehousing, and storage, or may provide support services to those who work in the industries, such as a small café. Allowing broader commercial uses at Glen Cove would require addressing concerns regarding pedestrian and traffic safety, infrastructure, and incompatible uses both visually and in terms of hazardous materials storage. Thus, the commercial designation for Glen Cove is restricted to uses which differ considerably from those in Rural Crossroads (CC) and Rural Village Centers (RVC).



Glen Cove Industrial Area, Google Street View, 2015.

Light industrial/commercial uses allowed at Glen Cove include but are not limited to: industrial parks, light manufacturing, construction yards, engine repair, metal fabrication or machining, plumbing shops and yards, printing and binding facilities (non-retail), research laboratories, excavating contractors, furniture manufacturing, software development, lumber yards, vehicle repair and restoration, warehousing and storage, boat building and repair, boat storage, craft goods, blacksmith or forge, commercial relay and transfer stations, and associated commercial uses as discussed above. Also permitted as conditional uses are those such as: amateur radio towers greater than 65 feet in height, café, car wash, electronic goods repair, fitness center, kennels, mini-storage, and nursery/landscape materials.

The Glen Cove industrial boundary for light industrial/commercial uses recognizes a contained cluster of existing uses. When the County adopted the Comprehensive Plan in 1998 and established the *interim* LI/C zone at Glen Cove, the GMA was still in its formative years and the case law was not available for guidance. Jefferson County was among the first counties to establish LAMIRDs allowed under the GMA as amended in 1997 by ESB 6094. There was intent to revisit the boundary after thorough analysis was completed. An expanded Light Industrial (LI) zone was established at Glen Cove in December 2002. The Light Industrial district does not allow for the commercial uses that are allowed in the LI/C zone.



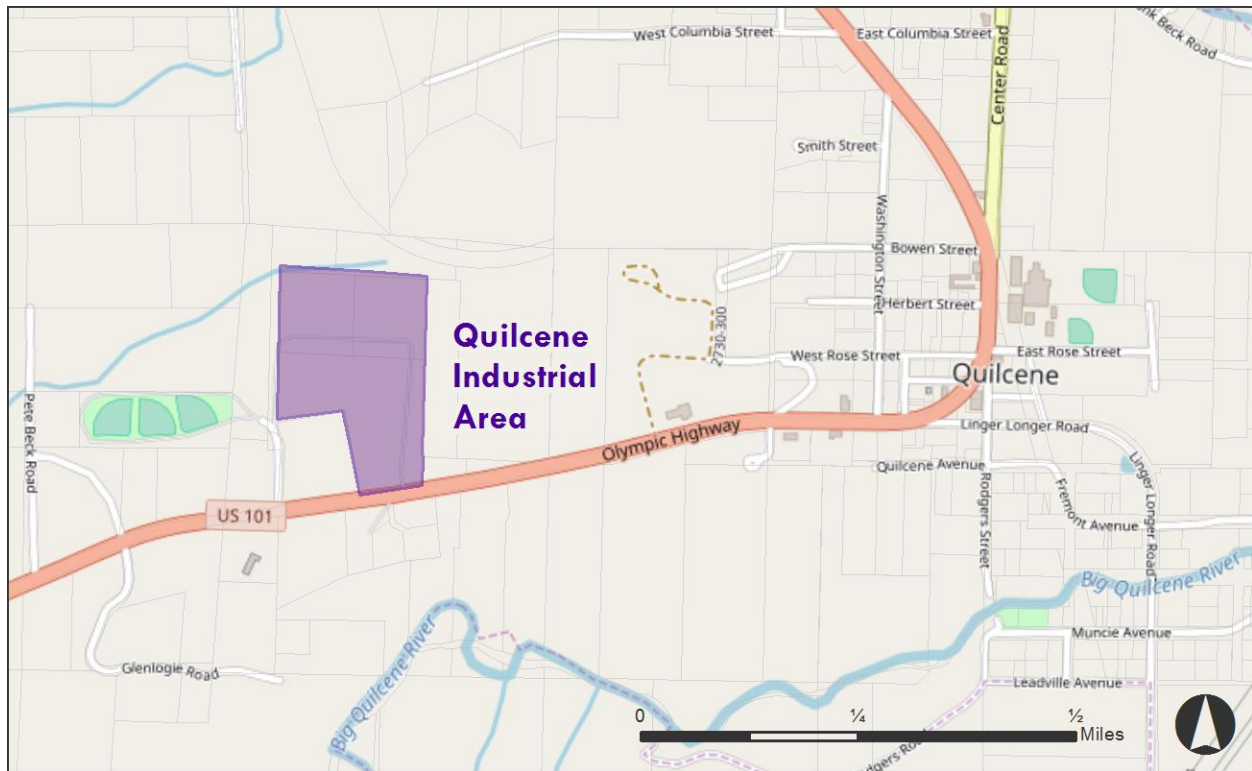
Source: Jefferson County Community Development, BERK Consulting, 2018.

CENTER VALLEY INDUSTRIAL AREA

Rural Industrial Area

Type 3 LAMIRD

The Center Valley Light Industrial area was previously designated a Resource Based Industrial Zone due to the presence of a small sawmill operation. The sawmill closed and was inactive for several years before the area was rezoned as Light Industrial (LI) in 2008 to accommodate an expanded opportunity of uses at the site.



Source: Jefferson County Community Development, BERK Consulting, 2018.

QUILCENE INDUSTRIAL AREA

Rural Industrial Area

Type 3 LAMIRD

The light industrial (LI) area at Quilcene was recognized in the final Plan based on criteria in 1997 amendments to the GMA allowing Counties to recognize and contain existing areas and uses of more intensive industrial development (RCW 36.70A.070(5)(d)). The industries need not be limited to those serving the local population. Other criteria and considerations used for this designation include: a minority report from the Planning Commission recommending a light industrial area in Quilcene, the need to provide local employment in an area of distressed economic conditions located at a distance from the Urban Growth Area, and the desire to reduce commuter-related traffic pressures on County roadways.



Quilcene Industrial Area, Google Street View, 2015.

The existing industrial uses include a sawmill, a machine shop, and industrial storage. A vested project for additional industrial storage is the basis for recognition of an adjacent parcel. Light industrial uses allowed in the Quilcene Industrial Area include but are not limited to those described above for Glen Cove, except for the associated commercial and retail uses.

Transportation access is adequate, as the area is on Highway 101. New development will be restricted until water supply issues related to adequate fire flow are addressed following the community election for a Local Utility District in late 1998.



Source: Jefferson County Community Development, BERK Consulting, 2018.

EASTVIEW LIGHT INDUSTRIAL/ MANUFACTURING AREA

Rural Industrial Area

Type 3 LAMIRD

The Eastview Industrial Plat (LI/M) borders the Paper Mill Heavy Industrial Zone on the north. Eastview consists of six lots comprising about 8 acres that was platted in 1978. The current uses include storage, boat yard, and repair services.



FOREST RESOURCE-BASED INDUSTRIAL ZONES

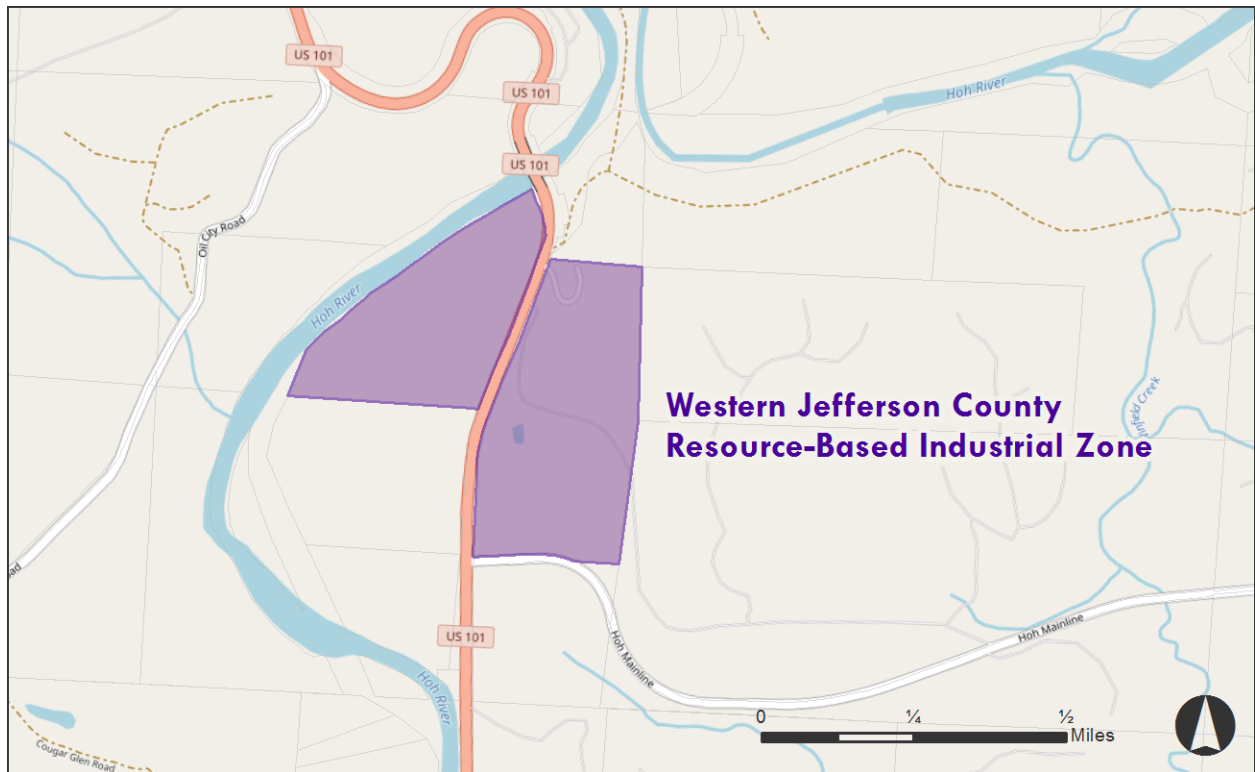
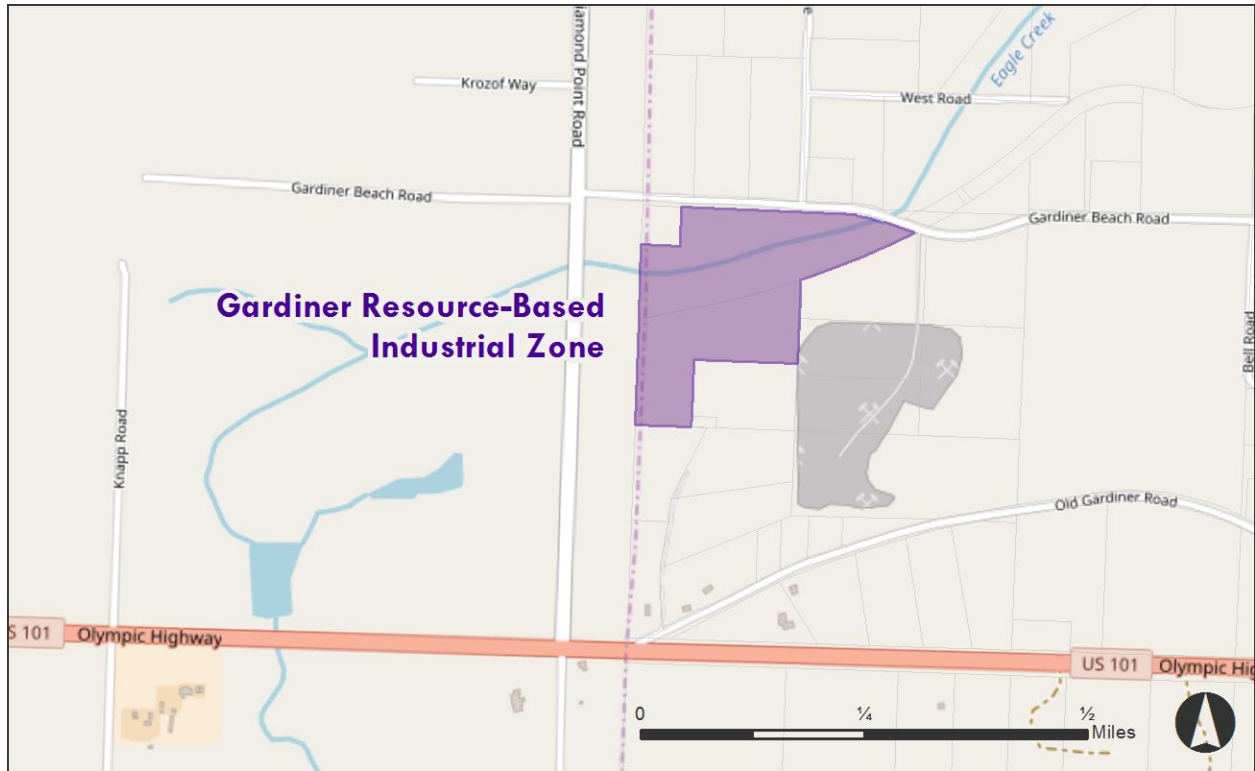
Rural Industrial Area

Type 3 LAMIRDs

Forest resource-based industries at Gardiner and West Jefferson County have been designated as Resource-Based Industrial Zones (RI) to recognize active sawmills and related activities at those sites, based on 1997 GMA amendments codified as RCW 36.70A.070(5)(d)(i) recognizing existing industrial uses and allowing for their intensification. The Resource-Based Industrial Zones are limited to forest resource-based industrial uses to prevent the establishment of a wider range of industrial uses. It is also intended to support employment in a distressed economic sector that, despite a decline in employment, will continue to have long-term economic importance for the County.

Forest resource-based industrial zone boundaries were determined based on criteria in RCW 36.70A.070(5)(d) for determining logical boundaries. The reduction in acreage allows for limited infill and contains the industrial activity and associated uses to an area based on the developed area on July 1, 1990.

Jefferson County recognizes that the cyclical nature of the forest industry will continue to result in economic upturns and downturns as reforested areas become available for harvest. To maintain facilities that continue to operate, the County recognizes that conversion of machinery and facilities into forest-related production activities would help to support this industry from one cycle to the next. The development code will include criteria for the permitting and regulation of conversion and/or intensification of these areas for related uses that may involve adapting existing equipment and facilities, recycling, or adding limited value to the forest resource products and byproducts (see ► Policy LU-P-21.4).



Source: Jefferson County Community Development, BERK Consulting, 2018.



West Jefferson County

The western portion of Jefferson County is geographically isolated from eastern Jefferson County by Olympic National Park. No existing commercial lands currently exist in the West County, and therefore no commercial land for that area was designated in this Plan. Convenience services are available at the Kalaloch Lodge store on Olympic National Park land and at a Quinault Nation convenience store at Queets. A regional decline in forestry and fishing has resulted in distressed economic conditions in the area. New employment opportunities in available economic sectors must be developed to respond to this decline of natural resource-based industries, allowing West Jefferson County to transition to a more diversified economy.

West Jefferson County is not projected to experience significant growth during the 20-year planning period, with a total 20-year population projection of 43 additional people. Although the population of West Jefferson County is low, a significant number of people visit the tourist and recreation attractions of the area year-round. During the tourist season, the area experiences a large influx of visitors. Situated on U.S. Highway 101 between the mountain/rainforest and the ocean beach portions of the Olympic National Park, West Jefferson County receives visitors from Puget Sound regional metropolitan areas, as well as national and international visitors. The Hoh and Quinault Indian Reservation communities are concentrated population centers that both contribute to and rely upon the economy in West Jefferson County.

To encourage employment opportunities in this economically distressed area, policies in this Plan allow commercial activities serving tourist-related uses to carry a broader range of goods and services to meet the needs of the local population (see ► Policy LU-P-22.5). In addition, policies for home-based businesses and cottage industries allow for greater flexibility under criteria specific to West Jefferson County (see ► Policy LU-P-23.2 and ► Policy LU-P-23.4).

Economic Activities Outside of Rural Commercial Areas

Jefferson County will allow the following types of economic activities to provide employment opportunities *outside of* designated Rural Village Centers and Rural Commercial Crossroads:

1. New industrial uses may be allowed in rural areas when they are *resource-based* pursuant to RCW 36.70A.365, in that they are dependent on a location near the forest, mining, agricultural, or aquaculture resource. Goals and policies in the Natural Resources



Element provide for protection of the resource activity as well as of surrounding land uses. Resource-based industries must be in compliance with environmental and other regulations.

2. A major industrial development may be allowed outside of a UGA if the activity requires a parcel of land so large that no suitable parcels are available within the UGA, or if the nature of the activity is incompatible with urban development due to its potential threat to the public health, safety, and welfare. Such development is defined in an amendment to the GMA enacted in Engrossed Senate Bill 5019 and codified as RCW 36.70A.365 as a master planned location for a specific manufacturing, industrial, or commercial business, but it cannot be for commercial shopping development or multi-tenant office parks.
3. Small-scale recreational or tourist-related uses will be reviewed through the conditional use permitting process according to criteria provided in the goals and policies of this element. The activity must rely on a rural setting and nearby natural features for its location. Conditionally permitted uses such as RV parks, boat rentals, marinas, horse arenas and stables, and campgrounds are typical of this type of use. Goal LU-G-22 provides policies for these economic activities.
4. Home-based businesses may be permitted to provide opportunities to supplement a family income, start up a business, or establish a work-place at home. Home-based businesses must be clearly incidental and secondary to the primary use of the premises as a residence. The goals and policies of this element provide limits on home-based businesses designed to prevent adverse impacts from such activity on the preservation of rural character (see Goal LU-G-23).
5. Cottage industries will be reviewed through the conditional use permitting process and must be clearly incidental and subordinate to the residential use of the property. A cottage industry is defined as limited small-scale commercial or industrial activities and shall not grow beyond the scale permitted unless it is moved to a location designated for commercial or industrial uses. The limitations provided in land use policies are intended to prevent the activity from detracting from adjacent land uses and the rural character of the area (see Goal LU-G-23).
6. Potential new planning for future zoning designations on existing highway/commuter corridors and tourist routes.



Rural Goals & Policies

Rural Character

Goal LU-G-11 Preserve rural character and promote rural lifestyle as defined in this element. (LNG 18.0)

- ▶ **Policy LU-P-11.1** Identify and implement rural land uses, densities, and environmental standards which preserve and protect rural character. (LNP 18.1)
- ▶ **Policy LU-P-11.2** Evaluate environmental quality as critical to the preservation of rural character when reviewing development applications in rural areas. (LNP 18.2)
- ▶ **Policy LU-P-11.3** Protect open space consistent with the goals and policies of this plan and in cooperation with County Conservation Futures and other land conservation programs. (LNP 18.4)
- ▶ **Policy LU-P-11.4** Locate designated open space areas so as to provide connections with adjoining open space areas, offer visual relief for both on and off-site residents, enhance habitat values, and where appropriate allow for recreational opportunities. (LNP 18.5)
- ▶ **Policy LU-P-11.5** Endorse the establishment of visual corridors and forest corridors along suitable roadways in Jefferson County. Endorse the extension of the forest corridor concept from Port Townsend's City limits south along SR 20 to Old Fort Townsend Road to preserve and protect the forest corridor, and to provide a visual buffer between the roadway and new commercial and manufacturing development. (LNP 18.6)

Goal LU-G-12 Ensure that development is accomplished in a manner which protects the long-term habitability, historically significant areas, and natural beauty of Jefferson County. (LNG 19.0)

- ▶ **Policy LU-P-12.1** Encourage the preservation and conservation of Jefferson County's unique history, scenic resources, and rural community identities, support the contributions that each community has made to the fabric of the County's rural and cultural character, and encourage the preservation of community cohesiveness through designated land uses in this Plan. (LNP 19.1)



- ▶ **Policy LU-P-12.2** Encourage project proponents to mitigate potential adverse impacts to the public health, safety, and welfare as a result of a proposed project, action, or use concurrent with project development. (LNP 19.2)
- ▶ **Policy LU-P-12.3** Preserve, protect, and enhance cultural amenities by protecting tribal cultural artifacts, historic structures, farms and other historical settlements throughout the rural landscape, through cultural and historical preservation planning efforts. Local tribes should be consulted and included early in the planning process to ensure that tribal recommendations are thoughtfully considered. (LNP 19.3)
- ▶ **Policy LU-P-12.4** Consider elements of a Night Sky ordinance and enforce current lighting provisions of the Jefferson County Code. (New)

Goal LU-G-13 Preserve and protect the rural character of the land and the identities of existing rural communities through rural land uses and densities. (LNG 20.0)

- ▶ **Policy LU-P-13.1** Residential uses in the unincorporated portions of the County shall be characterized by a variety of rural residential parcel sizes and densities. (LNP 20.1)
- ▶ **Policy LU-P-13.2** Encourage innovation and creativity in lot and site design and in re-platting of existing lots to add flexibility and encourage multi-modal transportation while meeting underlying density and site requirements. (LNP 20.2)
- ▶ **Policy LU-P-13.3** Carefully plan rural commercial development in a way that supports and is compatible with rural community character and that can be supported by rural levels of service. (LNP 20.4)



Goal LU-G-14 Encourage residential land use and development intensities that protect the character of rural areas, avoid interference with resource land uses, and minimize impacts upon environmentally sensitive areas. (LNG 21.0)

- ▶ **Policy LU-P-14.1** Rural residential cluster subdivisions shall be encouraged, consistent with development regulations, throughout the rural areas. The open space tracts in these planned rural residential development subdivisions should be permanently preserved. (LNP 21.1)
- ▶ **Policy LU-P-14.2** Integrate open space planning with innovative programs such as the purchase or transfer of development rights, cluster development with density bonuses, open space tax assessment, and acquisition of easements. (LNP 21.2)

Goal LU-G-15 Foster sustainable natural resource-based industry in rural areas through the conservation of lands that support forestry, agriculture, mineral extraction, and aquaculture industries and local employment opportunities. (LNG 22.0)

- ▶ **Policy LU-P-15.1** The County has identified resource lands as an integral part of rural character. Resource-based uses that are compatible with the conservation and sustainable use of the county's resources shall be permitted. (LNP 22.1)
- ▶ **Policy LU-P-15.2** Use farm preservation programs and other tools to preserve historic farmland. (LNP 22.3)



Rural Centers, Crossroads, & MPRs

Rural Residential Land Use

Goal LU-G-16 Ensure that rural residential development preserves rural character, protects rural community identity, is compatible with surrounding land uses, and minimizes infrastructure needs. (LNG 3.0)

- ▶ **Policy LU-P-16.1** Identify and encourage diverse rural land uses and densities which preserve rural character and rural community identity. (LNP 3.1)
- ▶ **Policy LU-P-16.2** Establish rural residential land use densities for all lands located outside of designated Urban Growth Areas. Proposed rural residential densities and site-specific re-zones shall allow for an adequate supply of appropriately zoned land based upon the County's rural population projections and needs while maintaining rural character and rural community identity, preserving rural resource-based uses, and avoiding sprawl. Proposed changes to residential land use designations shall take into consideration the vacant lot supply of the local area before allowing site-specific changes to residential zoning. (LNP 3.2)
- ▶ **Policy LU-P-16.3** Analyze historical subdivisions in Jefferson County in order to create clearer definitions and processes for certifications of legal lots of record; and define possible differences in how the County validates or dismisses old historical plats in rural and urban areas, depending on the type of public review they originally received and how the plat may or may not achieve the goals and policies of the County. (New)
- ▶ **Policy LU-P-16.4** Encourage the development and adoption of new technologies such as alternative wastewater and energy systems that minimize infrastructure cost, reduce environmental impacts, and maintain rural character. (New)
- ▶ **Policy LU-P-16.5** Rural residential densities shown on the Land Use Map shall be designated by three (3) residential land use densities—one dwelling unit per five (5) acres, one dwelling unit per ten (10) acres, and one dwelling unit per twenty (20) acres in size—and subject to the criteria in Chapter JCC 18.15.040. (LNP 3.3)



- ▶ **Policy LU-P-16.6** Within limited areas of more intensive rural development (LAMIRDs), allow infill development at densities comparable to the surrounding area. Measures shall be considered to limit and contain these areas to the logical outer boundary of the existing area or use once identified and designated. Pursue planning analyses that evaluate the LAMIRDs’ ability to achieve housing goals such as with appropriate and innovative wastewater management techniques. (LNP 3.4)

- ▶ **Policy LU-P-16.7** Allow minimum lot sizes within the designated boundaries of Rural Village Centers (RVC) which are flexible and determined by such considerations as: septic or sewer availability, potable water availability, zoning, and building regulations such as setbacks and parking requirements, fire prevention measures, and community character. (LNP 3.5)

- ▶ **Policy LU-P-16.8** Encourage the development and adoption of new technologies, such as alternative wastewater and energy systems that minimize infrastructure cost, reduce environmental impacts, and maintain rural character. (New)

Rural Commercial Land Use

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Goal LU-G-17 Support existing and explore opportunities for new appropriately-sized Rural Village Centers (RVC) and provide for the development of appropriately scaled commercial and residential uses, with consideration of innovative planning techniques, such as mixed commercial and residential use, creating vibrant communities with access to local services. (Type 1 LAMIRDs) (LNG 4.0)

- ▶ **Policy LU-P-17.1** Encourage a variety of commercial, retail, professional, tourist-related, community service, cottage industry, and residential uses—through new infill development—including duplexes, triplexes and assisted living facilities, within the designated boundaries of RVCs at a scale appropriate to protect the rural character of the natural neighborhood. (LNP 4.2)

- ▶ **Policy LU-P-17.2** Concentrate and contain the existing built environment through development regulations allowing for infill development within Rural Village Center boundaries. (LNP 4.4)

- ▶ **Policy LU-P-17.3** Integrate infrastructure plans with economic development and housing plans for the Rural Village Centers. (New)



- ▶ **Policy LU-P-17.4** Ensure visual compatibility of Rural Village Center commercial and mixed-use infill development with the surrounding rural area, through the creation and implementation of community based “rural character” design and development standards. Uses within Rural Village Centers shall be scaled and sized to preserve the natural character of the neighborhood. (LNP 4.6)

- ▶ **Policy LU-P-17.5** Periodically review Type 1 LAMIRD infill development, logical outer boundaries, and regulations to ensure the success of Rural Village Centers, including access to affordable housing, family wage jobs, small business opportunities, non-motorized and multimodal transportation options, and services in and for the rural areas. (New)
 - LU-P-17.5.1** Encourage affordable housing in Rural Village Centers through the allowance of multifamily housing opportunities such as multifamily residential units, senior housing, assisted living facilities, and manufactured/mobile home parks. (LNP 5.4.3)
 - LU-P-17.5.2** Allow for adequate economic development to provide economic sustainability, adequate employment opportunities, small business opportunities, and services in and for the rural areas. (New)
 - LU-P-17.5.3** Promote opportunities for non-motorized and multimodal transportation options within and to Rural Village Centers. (New)

- ▶ **Policy LU-P-17.6** Ensure logical outer boundaries minimize and contain areas of more intensive development and are delineated predominantly by the built environment. (New)

Goal LU-G-18 Provide access to a limited range of services in the County’s Rural Commercial Crossroads for residential and non-residential users. (LNG 5.0)

- ▶ **Policy LU-P-18.1** Designate **General Commercial Crossroads (GC)**, **Neighborhood/Visitor Crossroads (NC)**, and **Convenience Crossroads (CC)** pursuant with Chapter JCC 18.15.015(2). (Type 2 and Type 3 LAMRIDs) (New)
 - LU-P-18.1.1** Lands designated as **General Crossroads (GC)** are existing historic commercial areas that provide a broad range of commercial goods and services, and shall meet the requirements of Type 2 LAMIRDs in WAC 365-196-425(6)ii. (New)



- LU-P-18.1.2** Lands designated as **Neighborhood/Visitor Crossroads (NC)** serve the nearby rural neighborhood and the commuting or traveling public, and shall meet the requirements of Type 2 LAMIRDs in WAC 365-196-425(6)ii. (New)
- LU-P-18.1.3** Land designated as **Convenience Crossroads (CC)** consist of a single commercial property at a historical crossroads, and shall meet the requirements of Type 3 LAMIRDs in WAC 365-196-425(6)iii. (New)
- ▶ **Policy LU-P-18.2** Periodically review Type 2 and Type 3 LAMIRD infill development, outer boundaries, and regulations to ensure the success of Rural Commercial Centers, including access to affordable housing, family wage jobs, small business opportunities, non-motorized and multimodal transportation options, and services in and for the rural areas. (New)

 - LU-P-18.2.1** Encourage affordable housing in Type 2 LAMIRDS (GC and NC) through the allowance of multifamily housing opportunities such as multifamily residential units, senior housing, assisted living facilities, and manufactured/mobile home parks. (LNP 5.4.3)
 - LU-P-18.2.2** Allow for adequate economic development to provide economic sustainability, adequate employment opportunities, small business opportunities, and services in and for the rural areas. (New)
 - LU-P-18.2.3** Promote opportunities for non-motorized and multimodal transportation options within and to Rural Commercial Crossroads. (New)
- ▶ **Policy LU-P-18.3** Ensure visual compatibility and traditional design elements for Rural Crossroads commercial infill development with the surrounding rural area through the creation and implementation of community-based design and development standards. Uses within Rural Crossroads shall be scaled and sized to protect the rural character of the natural neighborhood. (LNP 5.5)



Master Planned Resorts

Goal LU-G-19 Provide for the siting of, and maintain the viability of, Jefferson County's Master Planned Resorts (MPR) in locations that are appropriate from both an economic and environmental perspective. (LNG 23.0 & 24.0)

- ▶ **Policy LU-P-19.1** Ensure that development of MPRs comply with County development regulations established for critical areas, that on-site and off-site infrastructure impacts are fully considered and mitigated, and that development is consistent with lawfully established vested rights and approved development permits. (LNP 23.1 and 24.10)
- ▶ **Policy LU-P-19.2** Allow the provision of urban-style services to support the anticipated growth and MPR development only within the designated MPR boundaries. (LNP 23.2)
- ▶ **Policy LU-P-19.3** Discourage any new urban or suburban land uses within the immediate vicinity of MPRs. (LNP 23.3)
- ▶ **Policy LU-P-19.4** Accommodate a variety of housing types in MPRs, including affordable housing, single family, and multi-family housing and assisted living care facilities. (LNP 23.5)
- ▶ **Policy LU-P-19.5** Include designated greenbelts, non-clearing open spaces, and wildlife corridors within the boundary of MPRs as appropriate. (LNP 23.6)
- ▶ **Policy LU-P-19.6** Open Space zones created within the boundaries of MPRs should address non-clearing, permanently vegetated areas and include forest management plans to ensure long-term viability, forest ecosystem health, and fire safety. (New)
- ▶ **Policy LU-P-19.7** Ensure that MPRs, which constitute urban growth outside of urban growth areas, are limited by, and consistent with RCW 36.70A.360. Master planned resorts are generally larger in scale, and involve greater potential impacts on the surrounding area, than uses permitted under the Small-Scale Recreation and Tourist Uses standards. (LNP 24.1)



- ▶ **Policy LU-P-19.8** Require that MPRs contain sufficient portions of the site in undeveloped open space for buffering and recreational amenities to help preserve the natural and rural character of the area. Where located in a rural area, the master planned resort should also be designed to blend with the natural setting and—to the maximum extent practical—screen the development and its impacts from the adjacent rural areas outside of the MPR designation. (LNP 24.9)
- ▶ **Policy LU-P-19.9** Develop and maintain site-specific development regulations to guide the review and development of master planned resorts that include, at a minimum, compliance with these policies and the Jefferson County Code. (LNP 24.12)
- ▶ **Policy LU-P-19.10** Ensure new or expanded existing master planned resorts located in areas of existing shoreline development, such as marinas and shoreline lodges, which promote public access to developed shorelines, and/or locations which promote public access and use of National Parks and National Forests, provide and commit to continued public access. (LNP 24.13)

Rural Industrial Lands

Goal LU-G-20 Recognize and contain areas and uses of more intensive industrial development within boundaries that may allow for limited areas of infill development (Type 3 LAMIRDs). (LNG 11.0)

- ▶ **Policy LU-P-20.1** Maintain the Port Townsend Paper Mill property as Heavy Industrial, the Glen Cove industrial area as Light Industrial/Commercial, Center Valley industrial area as Light Industrial, Quilcene industrial area as Light Industrial/Manufacturing, and Eastview Industrial Plat as Light Industrial/Manufacturing (LI/M), consistent with the provisions of RCW 36.70A.070(5)(d) and in Chapter JCC 18.15.015. (LNP 11.1 and LNP 11.2)
- ▶ **Policy LU-P-20.2** Continue the ongoing planning discussions with the City of Port Townsend regarding infrastructure and boundaries of the Glen Cove Light Industrial/Commercial District. (New)
- ▶ **Policy LU-P-20.3** Encourage establishment of renewable energy power systems in rural areas to foster local economic prosperity, living wage jobs, local energy resiliency, and additional revenue opportunities for rural land owner/operators. (New)



Goal LU-G-21 Locate new natural resource-based industries in rural lands and near the resource upon which they are dependent, in accordance with RCW 36.70A.365 (Type 3 LAMIRD). (LNG 12.0)

- ▶ **Policy LU-P-21.1** Encourage the establishment of sustainable natural resource-based industrial uses in rural areas to provide employment opportunities, such as food processing near areas of agricultural production and timber production near designated commercial forests. (LNP 12.1)
- ▶ **Policy LU-P-21.2** Natural resource-based industries may be located near the agricultural, forest, mineral, or aquaculture resource lands upon which they are dependent. (LNP 12.2)
- ▶ **Policy LU-P-21.3** Maintain existing pre-1990 forest resource-based industrial uses and activities at Gardiner as a Resource-Based Industrial Zone (RI). (LNP 12.3)
- ▶ **Policy LU-P-21.4** Continue to recognize the Gardiner Resource-Based Industrial Zone as an area of more intensive rural development under RCW 36.70A.070(5)(d)(i), and allow the Zone to accommodate conversions and/or an intensification of these uses and activities under the provisions contained in RCW 36.70A.070(5)(d)(iii). (LNP 12.4)

Economic Activities Outside of Rural Commercial Areas

Small-Scale Recreational & Tourist Related Uses

Goal LU-G-22 Foster economic development that relies on a rural location and setting, and that is small scaled recreational or tourist-related. (LNG 7.0)

- ▶ **Policy LU-P-22.1** Small-scale recreational or tourist uses shall be defined as those uses reliant upon the rural setting, incorporating the scenic and natural features of the land. Under no circumstances should this policy be interpreted to permit new residential development, except that allowed by underlying zoning, and that necessary for on-site management. (LNP 7.3)
- ▶ **Policy LU-P-22.2** Small-scale recreational or tourist uses shall be provided for through a permitting process appropriate to the type of proposed use and the land use district in which it is proposed. (LNP 7.1)



- ▶ **Policy LU-P-22.3** The primary use of the site shall be for the small-scale recreational or tourist use. Commercial facilities, as provided for within an approved conditional use permit for small-scale recreational or tourist uses, shall serve only those recreational and tourist uses. (LNP 7.4)

- ▶ **Policy LU-P-22.4** Upon application for intensification/expansion of existing small-scale recreational or tourist areas and uses, the ultimate size and configuration of the site should be established and maintained by logical outer boundaries. Existing areas and uses are those that are clearly identifiable and contained, and where there is a logical boundary delineated predominately by the built environment on July 1, 1990, but may also include undeveloped lands if the overall goals of the Rural Element are maintained, by: (LNP 7.6)
 - a. preserving the character of the existing natural neighborhood;
 - b. physical boundaries such as bodies of water, roadways, and land forms and contours are used to assist in delineation of the site;
 - c. abnormally irregular site boundaries are prevented;
 - d. public facilities and services are provided in a manner that does not permit low-density sprawl; and
 - e. protecting critical areas and surface and groundwater resources.

- ▶ **Policy LU-P-22.5** Within isolated West Jefferson County, allow small-scale recreation and tourist uses to provide basic goods and services to meet the needs of a local population living at a distance from commercial areas. This limited expansion of uses is also intended to allow for the creation of local jobs in an area of high unemployment and distressed economic conditions. (LNP 7.7)

- ▶ **Policy LU-P-22.6** When a specific area is identified through community planning as appropriate for the expansion of existing small-scale recreation and tourist uses and for new small-scale recreation and tourist uses, a Small-scale Recreation and Tourist (SRT) overlay district for the identified area may establish variations from the conditional use permitting process and the criteria in this section, so long as the overall goals of the Rural Element are maintained. (LNP 7.8)



Home-based Businesses & Cottage Industries

Goal LU-G-23 Foster home-based businesses or cottage industries in order to provide economic and employment opportunities outside of Rural Commercial zones. (LNG 6.0)

- ▶ **Policy LU-P-23.1** Permit home-based businesses and cottage industries that are accessory to the residential use of the property throughout the unincorporated portions of the County, subject to permit review procedures. (LNP 6.1)
- ▶ **Policy LU-P-23.2** Home-based businesses in West Jefferson County and the Brinnon Planning Area shall be regulated according to Chapter JCC 18.15 Article VI-L in order to encourage new economic development and employment opportunities in unique areas that are isolated and distant from commercial and urban growth areas. (LNP 6.1.1)
- ▶ **Policy LU-P-23.3** Cottage industries are an accessory use to the primary residential use and shall be operated by the owner or lessee of the property, who shall reside either within a single family dwelling or an accessory dwelling unit, subject to conditional use permit review procedures. (LNP 6.2)
- ▶ **Policy LU-P-23.4** Cottage industries in West Jefferson County and the Brinnon Planning Area shall be regulated according to Chapter JCC 18.15 Article VI-L in order to provide employment opportunities in unique areas that are isolated and distant from commercial and urban growth areas.(LNP 6.2.1)
- ▶ **Policy LU-P-23.5** Codify provisions which will ensure that home-based businesses and cottage industries will not create de-facto Commercial Zoning in residential districts. (New)
- ▶ **Policy LU-P-23.6** Periodically evaluate the use and success of home-based business and cottage industry provisions and make modifications as appropriate. (New)



Capital Facilities in Rural Areas

Goal LU-G-24 Provide Rural Village Centers with the level of infrastructure support that will allow the community to be served with appropriately-scaled housing, commercial services, and/or mixed-use development patterns to provide for community needs through infill and development of the LAMIRD. Limit the establishment or expansion of urban development and infrastructure to those areas designated for urban growth. (LNG 9.0)

- ▶ **Policy LU-P-24.1** Ensure that expansion of urban infrastructure occurs only in coordination with designated land uses based on projected growth estimates and in compliance with provisions of the state Growth Management Act. (LNP 9.1)
- ▶ **Policy LU-P-24.2** Periodically review and update the Coordinated Water System Plan (CWSP) to ensure consistency with the joint population projection and all land use designations. (LNP 9.2)
- ▶ **Policy LU-P-24.3** Ensure that any impact fees adopted by the County require that a “fair share” of development costs be borne by the developer. Land use decisions should consider cost efficiency regarding publicly-funded infrastructure. (LNP 9.3)
- ▶ **Policy LU-P-24.4** Ensure that where the County assumes maintenance responsibilities for infrastructure, the infrastructure is adequately designed to meet the area growth projections and to fulfill the functions the infrastructure is intended to perform. (LNP 9.4)
- ▶ **Policy LU-P-24.5** Require the provision of an appropriate level of facilities and services prior to, or concurrent with, development as identified in Chapter JCC 18.30. These services shall include, but are not limited to, potable water supply, commercial fire flow, adequate sewage disposal and roads, including sidewalks and pathways if safety is an issue. (LNP 9.5)
- ▶ **Policy LU-P-24.6** Ensure that rural areas are adequately served by a rural level of public services. Encourage the development and adoption of new technologies such as alternative wastewater and energy systems that minimize infrastructure costs, reduce environmental impacts, and maintain rural character. (LNP 9.6)
- ▶ **Policy LU-P-24.7** Allow community water facilities and community sewage facilities in rural lands in order to support projected growth, or where necessary to protect public health and safety. (LNP 9.7)



1.3 RESOURCE

Resource Lands of Long-Term Commercial Significance Under the GMA

One of the goals of the GMA is the conservation of productive natural resources lands of long-term commercial significance, including forestlands, agricultural lands, and mineral resources. All counties and cities planning under the GMA are required to identify and designate such natural resource lands for conservation to avoid conflicts with other incompatible uses and ensure these lands are available to support economic productivity and healthy ecological systems.

Identification and classification of natural resource lands is required by GMA under RCW 36.70A.050 and as described more fully in Element 2 Natural Resources.

Agriculture

Agriculture plays a vital role in economies of both Washington and Jefferson County, and it is central to the culture and history of many communities across the state. As described in the Framework section of this Element, two agricultural land zones are part of the land use and zoning districts and are supported by strong policies that address both agricultural land protection, and the importance of the food processing industry, as well as healthy food access for the community.

Forest

Forestry has a long history in Jefferson County, and large areas of the unincorporated county are devoted to timber production. Forest lands provide both economic and ecological benefits to local residents, making their conservation a high priority under the GMA. Over three-quarters of the non-federal land in the County is zoned for forestry purposes.



Mineral

Mineral resource extraction provides raw materials for a wide variety of uses, including construction of essential public infrastructure. The GMA also requires that counties evaluate future needs for mineral resources and ensure that access to mineral resources of long-term commercial significance is not knowingly precluded. Mineral extraction should be a priority land use for all designated mineral resource lands.

Conservation

While natural resource lands often consist of large properties under intensive commercial production, valuable natural resource lands also occur on smaller, family-owned parcels. For example, nearly 30,000 acres of land in Jefferson County is designated as forest land for property taxation purposes but is zoned for rural land use other than commercial forestry, primarily rural residential development. Nearly one-quarter of farms in Jefferson County are less than 10 acres in size, and more than half are less than 50 acres.

While the long-term commercial significance of properties such as these may not be equal to that of larger commercial operations, they represent resource lands capable of providing economic and ecological benefits to local residents and should be conserved in keeping with the goals of the GMA.



Resource Lands Goals & Policies

Goal LU-G-25 Conserve and manage the forest, agriculture, aquaculture, and mineral resources of Jefferson County for sustainable natural resource-based economic activities that are compatible with surrounding land uses. (LNG 13.0)

- ▶ **Policy LU-P-25.1** Conserve natural resource lands through land use designations and encourage resource-based industries that provide rural employment opportunities. Emphasize the development of agricultural systems, including processing, storage, and distribution. (LNP 13.1)
- ▶ **Policy LU-P-25.2** Support cooperative resource and habitat management processes between stakeholders and local, state, federal and tribal governments by integrating cooperative agreements and plans into land use ordinances and regulations. (LNP 13.2)
- ▶ **Policy LU-P-25.3** Work with resource-based industries to achieve compliance with all applicable regulations to protect environmental values and to protect surrounding land uses. (LNP 13.3)
- ▶ **Policy LU-P-25.4** Consider allowing green burial cemeteries consistent with Title 68 RCW, on forest zoned land greater than 20 acres in size with a conditional use permit. (New)

See also the Natural Resources Element for goals and policies addressing resource lands of long-term commercial significance.



1.4 URBAN

Urban Growth Areas

Municipal & Unincorporated

The GMA authorizes the designation of Urban Growth Areas in RCW 36.70A.110 to include cities and other areas characterized by urban growth or adjacent to such areas. Urban Growth Areas are intended to accommodate a projected population growth for the next twenty years. The GMA specifies that future growth should, first, be located in areas that already have public facilities and service capacity and, second, in areas where such services, if not already available, are planned.

In Jefferson County, there are two Urban Growth Areas:

- ▶ City of Port Townsend Municipal Urban Growth Area; and
- ▶ Port Hadlock / Irondale Unincorporated Urban Growth Area.

The City of Port Townsend is subject to its own Comprehensive Plan and development regulations affecting urban growth and the provision of public facilities and services in the City of Port Townsend.

The Port Hadlock / Irondale Urban Growth Area is an unincorporated Urban Growth Area, located approximately 5 miles south of the City of Port Townsend, adjacent to Port Townsend Bay. This unincorporated Urban Growth Area is subject to the Jefferson County Comprehensive Plan and implementing regulations.

An Urban Growth Area defines where urban developments will be directed and supported with typical urban public facilities and services, such as storm and sanitary sewer systems, domestic water systems, fire and police protection services, and public transit services. Urban growth areas enable new development to locate close to vital capital facilities and urban services or "infill" in existing urbanizing areas. Urban Growth Areas enable fiscal resources associated with capital facilities and urban services to be operated more cost-effectively.

The Urban Growth Area is an area where urban public facilities and services are available or are planned. Provision of urban public facilities and services may be available through several service providers, such as Jefferson County, the JPUD, or some other entity such as a sewer and water district.



Port Hadlock / Irondale Urban Growth Area

History of Planning

Designation

Detailed planning for the designation of an Port Hadlock / Irondale/Irondale Urban Growth Area in compliance with the requirements of the GMA has been on-going since the Jefferson County Comprehensive Plan was originally adopted in 1998. Specific policy language in the Comprehensive Plan indicated the joint city/county intent to pursue future Urban Growth Area planning for the “Tri-Area” (including Irondale, Port Hadlock and Chimacum). As part of the on-going joint City/County urban growth area planning, the Tri-Area Provisional Urban Growth Area (Urban Growth Area) was designated by Jefferson County on October 5, 1999 as an interim step in the Urban Growth Area planning process. The Urban Growth Area established an interim Urban Growth Area that included the Irondale and Port Hadlock communities. In-depth analysis and environmental impact review of the land use, population, capital facilities and public services, natural systems and critical area constraints, open space, housing, and non-residential land use needs for a Tri-Area Urban Growth Area are incorporated in the *Tri Area/Glen Cove Special Study* conducted from 1998-2002.



Inside the Puget Sound Iron Company, Jefferson County, from the Collection of the Jefferson County Historical Society

Public Facilities & Services

Specific planning for public facilities and services in the Port Hadlock / Irondale Urban Growth Area is referenced in this section and in the Capital Facilities Element, as well as supporting appendices of the Comprehensive Plan, the *Tri Area/Glen Cove Special Study*, the Jefferson County *Port Hadlock Urban Growth Area Sewer Facility Plan* of September 2008, and the *Port Hadlock Urban Growth Area Sewer System/Water Reclamation Facility and Influent Pipeline Design Plans & Specifications* dated December 2013.

Urban Growth Area Sizing & Capacity

Further planning analysis of the size and capacity of the Urban Growth Area was conducted in the *Proposed Irondale/Port Hadlock Urban*



Growth Area: Dwelling Unit & Population Holding Capacity Analysis,
Cascadia Community Planning Services, January 21, 2009.

CWPPs provide a broad framework for UGA planning that were developed in a collaborative process between the City of Port Townsend and the County. Countywide Planning Policy #1.3 provides specific guidance on criteria for the sizing and delineation of UGA boundaries outside of cities:

- ▶ Adequate amount of developable land to accommodate forecasted growth for the next twenty years.
- ▶ Sufficient developable land for residential, commercial, and industrial uses to sustain a healthy local and regional economy.
- ▶ Sufficient area for the designation of greenbelts and open space corridors.
- ▶ Topographical features or environmentally sensitive areas that may form natural boundaries such as bays, watersheds, rivers, or ridge lines.
- ▶ Lands already characterized by urban development that is currently served or are planned to be served by roads, water, sanitary sewer, and storm drainage, schools, and other urban services within the next twenty years; provided that such urban services that are not yet in place are included in a capital facilities plan.
- ▶ The type and degree of existing urban services necessary to support urban development at the adopted interim level of service.

The County-wide Planning Policies also provide selected guidance for the phasing of urban growth commensurate with the provision of adequate urban services to UGAs:

- ▶ Land use plans, regulations and capital facility plans for each UGA will be designed to accommodate the projected population. Growth should first be directed into two tiers: Tier 1—existing commercial centers and urbanized areas where the six (6) year capital facilities plan is prepared to provide urban infrastructure; Tier 2—areas included within the capital facilities plan to receive the full range of urban services within twenty (20) years. Infrastructure improvements necessary to support development in the second tier will be provided by the developer concurrent with development, or by public entities because of implementing all or a portion of the capital facilities plan. (CWPP 1.5)
- ▶ Before adopting boundaries of UGAs, interim Level of Service Standards (LOS) for public services and facilities located inside and outside of UGAs must be adopted. (CWPP 1.7)



- ▶ The full range of governmental urban services at the adopted level of service standards will be planned for and provided within UGAs, as defined in the capital facilities plan, including community water, sanitary sewer, piped fire flow, and storm water systems (CWPP 2.1)
- ▶ New development will meet the adopted level of service standards for the UGA as a condition of project approval. Said standards will include interim provisions for those urban facilities identified in the capital facilities plan but not yet developed. New development will contribute its proportionate share towards provision of urban facilities identified in the capital facilities plan. (CWPP 2.3)
- ▶ Local public involvement and citizen advice into the formation and development of UGA land uses and supporting urban public facilities and services are also an important component of planning and implementation for UGAs. (CWPP 2.2)

Urban Growth Area Designation Criteria

The GMA specifies certain minimum requirements for Urban Growth Area formation. These include the following provisions of RCW 36.70A.110:

An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth, or is a designated new fully contained community as defined by RCW 36.70A.350. (RCW 36.70A.110(1)).

The vast majority of the Port Hadlock / Irondale Urban Growth Area is “*already characterized by urban growth*”. In addition, the boundary for the Urban Growth Area was delineated based on the criteria in CWPPs with guidance from the *Tri-Area Community Plan (1995)* and public input from local residents. Only limited areas “*adjacent to territory already characterized by urban growth*” are included in the Urban Growth Area to: 1) interconnect areas characterized by existing urban growth; 2) incorporate sufficient developable land to sustain the urban growth projected to occur during the 20-year planning period; or 3) provide for a reasonable land market supply factor to discourage adverse land and housing price increases. The Port Hadlock / Irondale Urban Growth Area is significantly smaller and more compact than the “Tri-Area Urban Growth Area” originally proposed in the *Special Study*.

Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected



to occur in the county or city for the succeeding twenty-year period. (36.70A.110(2)).

Adequate land area for the expected growth during the planning period has been designated based on both the projected 20-year residential population growth for Port Hadlock / Irondale identified in the Comprehensive Plan as well as the need for commercial/industrial lands identified as a part of the *Special Study*. The Comprehensive Plan population growth projections indicate a 20-year projected growth from 2018-2038 of 1,516 residents for the Urban Growth Area. The Urban Growth Area buildout capacity analysis is presented later in this element.

The boundary (i.e., sizing) of the Urban Growth Area included only those areas “*characterized by urban growth...or...adjacent to territory already characterized by urban growth*” necessary to accommodate the urban growth projected to occur consistent with the Act. The Port Hadlock / Irondale Urban Growth Area includes areas designated for Medium and High Density multi-family developments that are “*adjacent to territory already characterized by urban growth*” as one means to accommodate the projected population increase.

Although the Port Hadlock / Irondale Urban Growth Area contains a significant amount of *existing* single-family urban residential development—from a future urban growth perspective—its major intent is to provide more economic development opportunity to serve the unmet regional commercial needs of eastern Jefferson County identified in the *Special Study*. Secondly, Urban Growth Area designation and the provision of urban facilities and services will allow for development of higher density (and more affordable) multi-family housing when a sanitary system becomes available.

Each urban growth area shall permit urban densities and shall include greenbelt and open space areas. (36.70A.110(2)).

Average urban density of residential development is above 4 dwelling units per acre in the Urban Growth Area. See the *Proposed Irondale/Port Hadlock Urban Growth Area: Dwelling Unit & Population Holding Capacity Analysis*, Cascadia Community Planning Services, January 21, 2009. The Urban Low Density Residential (ULDR) designation on the Port Hadlock / Irondale Urban Growth Area Zoning Map requires a minimum density of 4 dwellings units per acre, except where the following criteria are met: 1) in areas where no sanitary sewer service is provided in the adopted Six-Year Capital Facilities Plan; and 2) in such areas within an adopted Critical Aquifer Recharge Area (CARA). The provisions of the Jefferson County Health Department On-Site Sewage Disposal Systems regulations (JCC 8.15) and Unified Development Code (UDC) Section (Best Management Practices for On-Site Sewage Disposal in CARAs) shall apply under these circumstances which effectively limit maximum



density to approximately 3.5 units per acre. The so-called “bright line” rule adopted by the Growth Management Hearings Boards suggests that four units per acre is a *minimum* urban density. However, the Boards have also recognized that jurisdictions may apply densities below that line in Urban Growth Areas if there is a compelling GMA reason for doing so. Protection of critical areas, including CARAs, has been recognized by the Hearings Boards as such a reason. In the Urban Growth Area, the CARA serves to protect the same groundwater aquifer that supplies the public water supply for the Urban Growth Area—the Public Utility District’s Sparling Well located within the Urban Growth Area at the corner of Kennedy Road and Rhody Drive (SR 19).

The Zoning Map indicates several additional areas designated for moderate and high density residential development within sewer service areas that are in close proximity to existing commercial centers and community facilities such as the Chimacum Creek Elementary School and the County Library.

Open space and greenbelt areas have also been identified for the Urban Growth Area, especially along the Chimacum Creek corridor, in associated wetland areas and along the Port Townsend Bay marine shoreline at the mouth of Chimacum Creek where substantial shoreline restoration has been completed at the site of a former log dump and at the Irondale smelter site.

An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. (36.70A.110(2)).

Single-family and multi-family residential, urban commercial, light industrial, lands for public purposes, and open space and greenbelt land needs are incorporated in the Port Hadlock / Irondale Urban Growth Area. Sizing of the Urban Growth Area was intended to include only those areas “*characterized by urban growth...or...adjacent to territory already characterized by urban growth*” consistent with the Act. A reasonable land market supply factor was applied to discourage adverse increases to land and housing values in the Urban Growth Area. Reduction factors to account for lands needed for roads and utilities and preservation of environmentally sensitive areas were also applied.

Documentation of supporting population and land area analysis are found in the *Special Study* and in the *Port Hadlock / Irondale Urban Growth Area Buildout Analysis, dated March 4, 2004*, and the *Proposed Irondale/Port Hadlock Urban Growth Area: Dwelling Unit & Population Holding Capacity Analysis*, Cascadia Community Planning Services, January 21, 2009, and updated in the 2018 Periodic Review; see Appendix D.



Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth. (36.70A.110(2).)

Planning for an unincorporated Urban Growth Area in eastern Jefferson County has been on-going since the initial GMA Comprehensive Plan for the County was adopted in 1998. The *Special Study* was a collaborative joint planning process between the City of Port Townsend and the County that entailed a broad analysis of population and employment growth and land use needs as well as alternative Urban Growth Area boundary configurations and their associated impacts. It presented many choices about accommodating growth. One of the key findings of the *Special Study* was that the County experienced a significant amount of “retail leakage” to urban areas in adjacent counties due to an inadequate commercial land use base in the County. The City of Port Townsend and the County also jointly chose through the Joint Growth Management Steering Committee to accommodate new growth through formation of a Tri-Area Unincorporated Urban Growth Area rather than accommodate the unmet demand for commercial growth in the existing Port Townsend Urban Growth Area.

The Comprehensive Plan and the CWPPs both identify the Tri-Area (now Port Hadlock / Irondale Unincorporated Urban Growth Area) as the primary regional commercial growth center for the unincorporated County. However, the lack of the full range of urban services, including a sanitary sewer system, has been an impediment to significant commercial development and job creation. The Urban Growth Area planning process involved an extensive amount of public involvement. The *Implementation Plan* for the *Special Study* identified and analyzed more specific Urban Growth Area land use alternatives for the area. Because of the extensive public involvement process and capital facilities impact analysis conducted throughout the life of the *Special Study*, the Tri-Area Urban Growth Area represents a significantly smaller, more compact and more fiscally viable Urban Growth Area than originally proposed in the DSEIS/FSEIS prepared as a part of the *Special Study*.

Urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. (36.70A.110(3)).



The *Special Study* included several alternative Urban Growth Area boundaries and permitted land use alternatives for Urban Growth Areas in Jefferson County. One of these alternatives (Alternative 1) was *not* to adopt a new unincorporated Urban Growth Area but rather accommodate the unmet need for regional commercial growth identified in the *Special Study* through intensification of the existing Port Townsend Urban Growth Area. Following issuance of the *Final Supplemental Environmental Impact Statement for Jefferson County Comprehensive Plan Amendments, dated August 1999* (FSEIS) the Joint Growth Management Steering Committee (comprised of three City Councilors and three County Commissioners) decided on August 24, 1999 (by a vote of 5 to 1) to move forward with Urban Growth Area implementation for Port Hadlock / Irondale and to reject implementation of Alternative 1—effectively precluding allocation of the unmet employment and commercial growth needs identified in the *Special Study* to the existing Port Townsend Urban Growth Area.

Phased Implementation

In 2002, Port Hadlock / Irondale lacked the full range of urban services needed for immediate Urban Growth Area implementation indicated in CWPP 2.1, above. Therefore, the Comprehensive Plan had to plan for the provision of those services as required by RCW 36.70A.110(3). The Port Hadlock / Irondale Urban Growth Area was programmatically defined in several phases. The initial phase involved amendments to the Jefferson County Comprehensive Plan in 2002 to adopt the final Urban Growth Area boundary, land use map and interim levels of service for urban facilities as well as goals and policies guiding the development of the Urban Growth Area. This included identification of additional plans and capital facilities (including costs and funding sources) needed to implement the full range of urban services and facilities within the Urban Growth Area. The next phase involved preparation and adoption of Urban Growth Area development regulations now codified in Chapter 18.18 of the JCC. This phase also included completion of the capital facility plans needed to implement the full range of urban services required in CWPP 2.1, including the adoption of urban level of service standards for Urban Growth Area transportation improvements, storm water management facilities, and a new sanitary sewer system. These capital facility plans are adopted herein by reference and are included as appendices to the Comprehensive Plan. The Urban Growth Area functional capital facility plans adopted herein and available under separate cover include:

- ▶ Port Hadlock Urban Growth Area Sewer Facility Plan, September 2008
- ▶ Port Hadlock / Irondale Urban Growth Area Stormwater Management Plan, May 2004



- ▶ Port Hadlock / Irondale Urban Growth Area Transportation Plan, May 2004 as updated in Appendix B

Consistent with CWPP 1.5, the adopted Port Hadlock / Irondale Urban Growth Area General Sewer Plan identifies phased development areas within the Urban Growth Area based on where the six (6) year capital facilities plan is prepared to provide urban sanitary sewer service in the Urban Growth Area core, followed by expansion of sewer service availability throughout the Urban Growth Area in the 20 year planning period. More complete discussion and analysis of these areas are found in the “Capital Facilities” section of this element and in the adopted Urban Growth Area General Sewer Plan.

Public involvement was a key component of all phases of Urban Growth Area planning. The County appointed an Urban Growth Area Citizen Advisory Committee during the initial Port Hadlock / Irondale Urban Growth Area boundary and land use planning phase in 2001. The CAC was comprised of local Urban Growth Area residents and business owners and participated in developing the initial recommendations for the Port Hadlock / Irondale Urban Growth Area boundary and land use designations adopted in 2002. An Urban Growth Area Citizens Task Force was appointed in 2004, again comprised of local business owners and residents, to help the Planning Commission Urban Growth Area Subcommittee develop specific implementing regulations and capital facility development standards for the Urban Growth Area.

Alternative Phasing Sewer Policy

Within the UGA the principal barrier to greater density is the lack of sewer. Some communities have development regulations that allow some development activity on alternative wastewater treatment systems that do not preclude future hook-up to traditional sewer. For example, Kitsap County explored pocket plants, membrane bioreactor treatment systems, and community drain fields, and the Growth Management Hearings Board found these to be an urban level of service for new development. (*KCRP VI v. Kitsap County*; Case 06-3-0007) Pierce County allows dry sewer lines to be installed; residential development up to the maximum density may be allowed, if lots in excess of the density permitted with on-site septic cannot be developed until the sewer line is extended and connected to all the lots. The City of Yakima allows urban development if there are either public sewer systems or approved community sewer systems. A policy is included allowing for alternative technologies and phasing to advance development in the Urban Growth Area, and meet community needs such as for housing variety and affordability.



Land Use Map & Zoning Designations

The Future Land Use and Zoning Map, adopted as a part of this element, is the graphic representation of the densities and intensities of use and the goals, policies and strategies contained within this plan.

The Land Use and Zoning Maps were developed based on consistency with the GMA, community involvement, consideration of the *1995 Tri-Area Community Development Plan*, the results of the *Special Study*, the *Proposed Irondale/Port Hadlock Urban Growth Area: Dwelling Unit & Population Holding Capacity Analysis*, Cascadia Community Planning Services, January 21, 2009, and the specific criteria contained within this element.

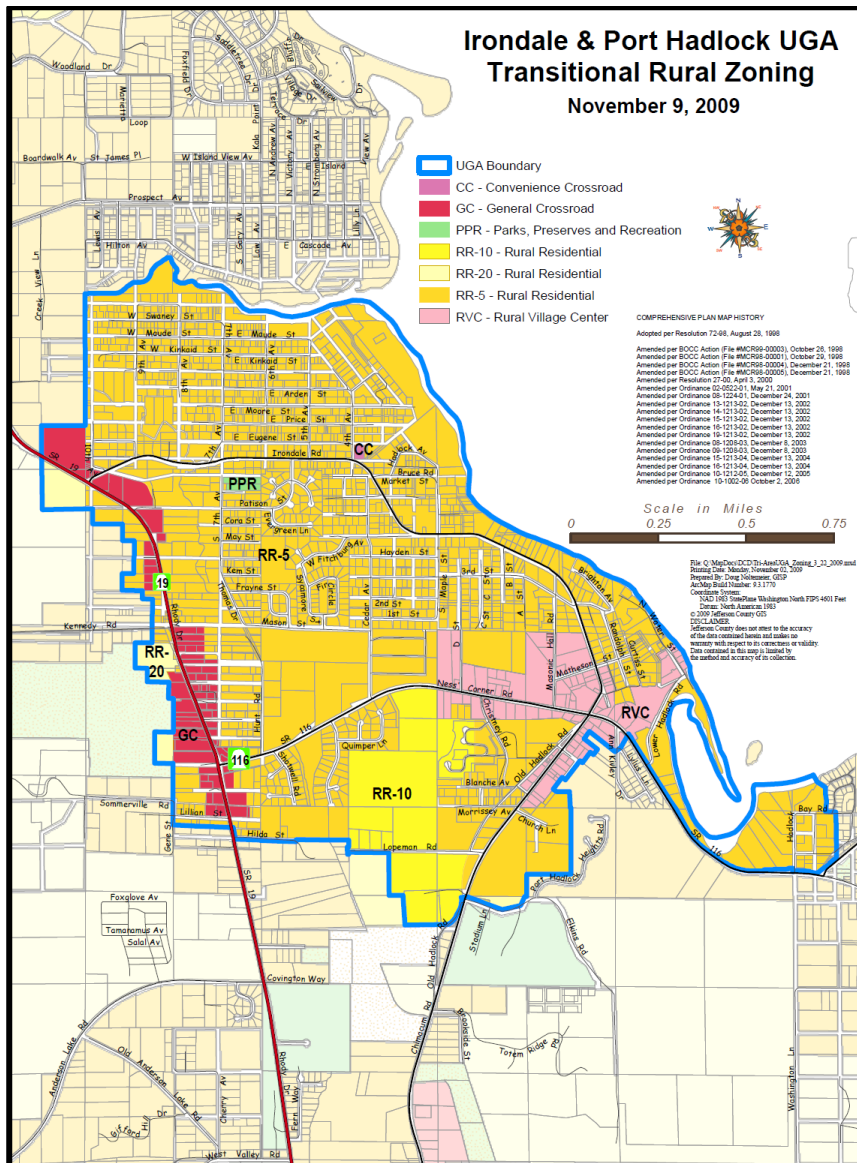
Land use and zoning designations are as follows:

- ▶ The Urban Low Density Residential (UGA-LDR) zone will allow housing density from four (4) to six (6) dwelling units per acre. Moderate Density Residential (UGA-MDR) zoning will allow housing at a density of 7-12 units per acre. The High Density Residential (UGA-HDR) zone will allow housing at a density of 13-18 dwelling units per acre.
- ▶ The Urban Commercial (UGA-UC) zone covers both the existing and planned future commercial development in the Port Hadlock core area and along Rhody Drive from Ness" Corner to the "Dogbone" along SR 19. The Visitor-Oriented Commercial (UGA-VOC) zone is applied to the tourism-oriented potential development area around the Old Alcohol Plant.
- ▶ The Urban Light Industrial (UGA-LI) zone in the UGA applies to a largely developed industrial area: all but 5 acres are already in light industrial use. These uses are in the southwest corner of the UGA well buffered from the bulk of the residential neighborhoods in the community.
- ▶ Public facilities (UGA-P) comprise 80 acres, including public park and open space areas, the Library and Chimacum Creek Elementary School, the Jefferson County Sheriff's Office and Jail, Jefferson County Public Works Department Maintenance Yard, and the JPUD's Sparling Well facility along Rhody Drive and the Kivley Well in Port Hadlock.

Rural zones apply until urban wastewater services are available, and then Urban zones apply. See Exhibit 1-21.



EXHIBIT 1-21 Transitional Rural Zoning



Source: Jefferson County, 2009.

Dwelling Unit & Population Holding Capacity Analysis

Panning analysis of the size and capacity of the Urban Growth Area was conducted in the *Proposed Irondale/Port Hadlock Urban Growth Area: Dwelling Unit & Population Holding Capacity Analysis*, Cascadia Community Planning Services, January 21, 2009.



The Comprehensive Plan population growth projections for 2018-2038 indicate a 20-year projected growth of 1,516 residents for the Urban Growth Area.

The capacity analysis prepared for the 2018 Periodic Update illustrates there is a capacity for new population of 1,518-2,413. Thus, there is capacity to meet the 20-year growth projection.

EXHIBIT 1-22 Estimated Total Dwelling Unit & Population Holding Capacity

	Dwellings	Population
Estimated Net Additional Capacity of Vacant & Underdeveloped Lands	723- 1,149	1,518- 2,413
Estimated Existing Dwelling Units & Population on Vacant & Underdeveloped Lands	1,380*	2,898
Estimated Holding Capacity Range at Build-Out	2,103-2,529	4,416-5,311

Source: Jefferson County, 2018.

* 1,352 in 2016 x 1.06% growth rate from 2010 to 2016 = 1,380 (1261 in “developed areas; 119 in “underdeveloped” areas).

Projected population 2038 = 5,394 5,311-5,394 = (83)

Housing Variety & Affordability

Aside from the extension of sewer, other obstacles to urban development include the size of older semi-rural lots and ownership that make redevelopment difficult.

Some solutions could be to offer incentives such as fee reductions or permit fast-tracking for infill housing such as accessory dwelling units. Lot consolidation incentives could include: density bonuses, reduced yards, reduced parking, fee waivers and permit fast-tracking in exchange for implementing lot consolidation.



Urban Growth Area Goals & Policies

The goals and policies of the Urban Growth Area element provide direction for the development of Jefferson County's Port Hadlock / Irondale Unincorporated Urban Growth Area. They outline specific criteria for urban development, incorporating issues and opportunities identified by County residents in the public Urban Growth Area planning process.

Goal LU-G-26 Provide for the orderly development of urban land uses in urban growth areas consistent with the provision of adequate and feasible urban levels of public facilities and services. (UGA-G 1.1)

Goal LU-G-27 Encourage a balance of commercial and industrial uses for urban-scale and regional-scale economic activities within Urban Growth Areas (Urban Growth Areas). (UGA-G 1.0)

Goal LU-G-28 Provide urban development design that promotes healthy communities through policies that promote healthy lifestyles. (New)

- ▶ **Policy LU-P-28.1** Encourage and facilitate urban regional-scale economic activities in unincorporated Urban Growth Areas which provide for County-wide goods, services, and employment opportunities. (UGA-P 1.1)
- ▶ **Policy LU-P-28.2** Direct new urban growth into areas that are already characterized by existing urban growth or adjacent to areas characterized by urban growth. Within the confines of the GMA, urban levels of services (capital facilities and infrastructure) should be scaled to the needs of urban growth areas and the ability of businesses, homeowners, workers, and the public to finance them. (UGA-P 1.2)

Healthy Communities

Examples of urban development design that promotes healthy lifestyles include:

- ▶ Complete Streets planning;
- ▶ Pedestrian friendly developments; and
- ▶ Access to healthy foods, healthcare, and senior care services.



- ▶ **Policy LU-P-28.3** Ensure future infrastructure improvements are appropriately sized and scaled to the planned population projections and development densities in the County. The level of urban infrastructure must serve the needs of the public, protect the environment and be affordable. Use Health Impact Assessments in the decision-making process of prioritizing capital projects, in order to make progress on healthy community goals. (UGA-P 1.3)
- ▶ **Policy LU-P-28.4** Encourage growth in the Port Hadlock / Irondale Urban Growth Area commensurate with the appropriate level of urban public facility and service capacities consistent with adopted plans, projections and interlocal agreements. (UGA-P 1.4)
- ▶ **Policy LU-P-28.5** Plan urban governmental services at urban levels of services prior to or concurrent with development. (See Capital Facilities and Utilities Element for a list of urban public facilities and their adopted levels of service). (New)
- ▶ **Policy LU-P-28.6** Consider Urban Growth Area development plans that allow urban development on septic systems or alternative wastewater treatment systems in a site design process, such as a binding site plan, subdivision or shadow-plat, that ensures future urban development will not be precluded, and develop regulations that facilitate urban infill in areas previously developed or platted at sub urban densities, including multiple accessory dwelling units. (New)
- ▶ **Policy LU-P-28.7** Provide incentives for affordable housing through planned urban densities initially on septic systems. (New)
- ▶ **Policy LU-P-28.8** Provide incentives for efficient development patterns such as lot consolidation. (New)
- ▶ **Policy LU-P-28.9** Consider developing an affordable housing incentives program for the Port Hadlock / Irondale Urban Growth Area per RCW 36.70a.540. (New)
- ▶ **Policy LU-P-28.10** Support legislative efforts to allow tax exemptions for housing in unincorporated Urban Growth Areas for rural counties like Jefferson County. (New)
- ▶ **Policy LU-P-28.11** Periodically review development regulations for potential affordable housing barriers with for-profit and non-profit housing providers and community members. (New)
- ▶ **Policy LU-P-28.12** Consider allowing tiny homes as accessory dwelling units or where mobile home parks are allowed. (New)



- ▶ **Policy LU-P-28.13** Set a walkability standard (for example, a quarter mile) for residential access to daily retail and transit stops in urban areas. Adopt a service standard that can be applied to urban or rural village centers throughout the county. (New)
- ▶ **Policy LU-P-28.14** Incorporate physical activity measures into project evaluation studies. (New)
- ▶ **Policy LU-P-28.15** Incorporate traffic calming measures where needed to increase pedestrian and bicycle safety. (New)
- ▶ **Policy LU-P-28.16** Facilitate non-motorized transportation and reduce the need for automobile parking in pedestrian use areas through development regulations in the Irondale / Port Hadlock Urban Growth Area. (New)
- ▶ **Policy LU-P-28.17** Support farmer's markets and farm stands in urban, rural residential, and commercial districts. (New)
- ▶ **Policy LU-P-28.18** Remove regulatory barriers, if any, for small-scale urban community farming and gardening. (New)
- ▶ **Policy LU-P-28.19** Maximize opportunities to incorporate urban home and community gardens in new development. Allow community gardens to count toward park and open space requirements. (New)
- ▶ **Policy LU-P-28.20** Promote equitable access to food growing opportunities. Identify neighborhoods that are underserved by open space and healthy-eating opportunities, including access to existing urban agriculture resources. Prioritize the development of new urban agriculture sites in low-income and underserved neighborhoods. (New)
- ▶ **Policy LU-P-28.21** Support and expand access to school gardens and safe multi-modal non-motorized transportation facilities around schools. (New)
- ▶ **Policy LU-P-28.22** Provide mixed use development strategies in the commercial centers of the Urban Growth Area to provide housing within walkable distance to services, food, transit, and parks; and to promote neighborhoods that foster interaction. Incentivize mixed-use developments to provide affordable housing. (New)
- ▶ **Policy LU-P-28.23** Identify non-motorized transportation connections that provide opportunities for physical activity as key elements to mixed use center planning. (New)



- ▶ **Policy LU-P-28.24** Prioritize the placement of community services in neighborhood centers (i.e. health clinics, childcare centers, senior centers, libraries, educational facilities, etc.). (New)
- ▶ **Policy LU-P-28.25** Coordinate with the respective purveyor, special district, agency, or other entities delivering, or who are anticipated to deliver, urban public facilities and services to ensure that growth and development are timed, phased, and consistent with the provision of adequate urban level facilities and services. The County shall conduct the coordination with other providers during Comprehensive Plan periodic updates when growth allocations or levels of service are revisited, or during the development review process. (New)
- ▶ **Policy LU-P-28.26** Ensure the provision of adequate levels of service for urban public facilities and services. Where the County is not the urban public facility or service provider for the unincorporated Urban Growth Area, the County may adopt an Interlocal Agreement with the appropriate service provider. Such agreements, when utilized, shall include the level of urban public facilities and services. (New)
- ▶ **Policy LU-P-28.27** Recognizing that the Port Hadlock / Irondale Urban Growth Area has a limited amount of undeveloped commercial parcels suitable for attracting and accommodating regional commercial development, conduct periodic evaluation of commercial land needs to ensure the adequacy of commercial zones to provide community goods and services and to promote economic development. (UGA-P 1.6)
- ▶ **Policy LU-P-28.28** Provide for on-going review and evaluation of the Port Hadlock / Irondale Unincorporated Urban Growth Area to monitor the rate of development, land supply and availability, market conditions, infrastructure implementation and costs in order to identify constraints to growth in the Urban Growth Area and recommend corrective actions, where appropriate. (UGA-P 1.8)



Urban Level Capital Facilities

Goal LU-G-29 Limit the establishment or expansion of urban-level development and infrastructure to rural residential and small rural commercial crossroads, but plan infrastructure for the needs of Urban Growth Areas, Master Planned Resorts, and Rural Village Centers. (UGA-G 2.0)

- ▶ **Policy LU-P-29.1** Ensure that expansion of urban infrastructure occurs in coordination with designated land uses based on projected growth or land supply needs and will be concurrent with amendments to the comprehensive plan. (UGA-P 2.1)
- ▶ **Policy LU-P-29.2** Ensure that where the County assumes maintenance responsibilities for infrastructure, the infrastructure is adequately designed to meet the area growth needs and to fulfill the functions the infrastructure is intended to perform. (UGA-P 2.2)
- ▶ **Policy LU-P-29.3** Require that development provide, plan, or mitigate for, an appropriate level of service for capital facilities including, but not limited to, potable water supply, fire flow, adequate sanitary sewerage treatment and disposal, stormwater management, and roads, including sidewalks where required by adopted urban road standards. (UGA-P 2.3)
- ▶ **Policy LU-P-29.4** Ensure the planning and implementation of transportation and stormwater management facilities in the unincorporated Urban Growth Area reflects consistency with the goals and policies in the Urban Growth Area Stormwater Management Plan and the Urban Growth Area Transportation Plan adopted as components of this Comprehensive Plan. (UGA-P 2.4)
- ▶ **Policy LU-P-29.5** Maintain consistency with the Capital Facilities and Utilities Element, as amended. All adopted Level of Service Standards (LOS) for Category A, B and C Public Facilities identified in the Element shall apply to the Port Hadlock / Irondale Urban Growth Area, except as may be modified by or provided for separately in an adopted Urban Growth Area-specific Capital Facility Plan, including the *Port Hadlock Urban Growth Area Sewer Facilities Plan, Transportation Plan and Stormwater Management Plan*. (UGA-P 2.5)



- ▶ **Policy LU-P-29.6** In addition to the LOS adopted for public facilities in the Capital Facilities and Utilities Element of this Comprehensive Plan, adopt Urban LOS standards for the following capital facilities and public services in the Port Hadlock / Irondale Unincorporated Urban Growth Area: (UGA-P 2.6)
 - a. On-Site Septic Sewage Treatment and Disposal: Per Jefferson County Code Chapter 8.15 (On-Site Sewage Disposal Systems)
 - b. Sanitary Sewer: Per the adopted Port Hadlock / Irondale Urban Growth Area General Sewer Plan and Port Hadlock Wastewater Facility Final Design.
 - c. Stormwater Management: Per the Washington Department of Ecology *Stormwater Management Manual for Western Washington* (DOE Manual), as amended.
 - d. Transportation: Maintain Level of Service standard “D” or better on all road facilities within Urban Areas (Urban Growth Areas) and Designated Tourist Corridors as established by the Peninsula Regional Transportation Planning Organization (PRTPO), based upon Average Annual Daily Trips.
 - e. Jefferson County Public Utility District Urban Growth Area Public Water System Design Criteria

<u>Demand</u>	Average Daily Demand	(466 GPD/ERU)
	Maximum Daily Demand	(933 GPD/ERU)
<u>Fire Flow:</u> The adopted Coordinated Water System Plan (CWSP) for Jefferson County establishes the Fire Flow level of service requirements for the Urban Growth Area Water System. The requirements are identified in Table 4-1 of the CWSP, as may be amended.		

Stormwater Management

Goal LU-G-30 Minimize the adverse effects on ground and surface water quality and quantity and protect aquatic resources and habitats from stormwater runoff generated within the Irondale and Port Hadlock Urban Growth Area. (UGA-G 3.0)

- ▶ **Policy LU-P-30.1** Manage stormwater runoff in the Urban Growth Area in compliance with the Jefferson County Comprehensive Plan and Unified Development Code. (UGA-P 3.1)



- ▶ **Policy LU-P-30.2** Use the technical standards from the Washington Department of Ecology *Stormwater Management Manual for Western Washington* to manage stormwater within the Irondale and Port Hadlock Urban Growth Area. (UGA-P 3.2)
- ▶ **Policy LU-P-30.3** Develop and implement an Irondale and Port Hadlock Urban Growth Area Stormwater Management Program. (UGA P 3.3)
- ▶ **Policy LU-P-30.4** Increase the public's knowledge of stormwater runoff issues and support public involvement in stormwater management by developing and implementing a Stormwater Management Public Education component of the Irondale and Port Hadlock Stormwater Management Program. (UGA-P 3.4)
- ▶ **Policy LU-P-30.5** Ensure the continued operation of stormwater management facilities by developing and implementing a Stormwater Management Facility Operation and Maintenance component of the Irondale and Port Hadlock Stormwater Management Program. (UGA P 3.5)
- ▶ **Policy LU-P-30.6** Ensure that stormwater management activities are effective by developing and implementing a Water Quality Monitoring and Stream Gauging component of the Irondale and Port Hadlock Stormwater Management Program. (UGA-P 3.6)
- ▶ **Policy LU-P-30.7** Develop a stable and equitable revenue source to fund an Port Hadlock/Irondale Urban Growth Area Stormwater Management Program. (UGA-P 3.7)
- ▶ **Policy LU-P-30.8** Maintain an inventory of public and private stormwater management facilities within the Urban Growth Area. (UGA P 3.8)
- ▶ **Policy LU-P-30.9** Join with State and local agencies and private landowners to plan, finance, and construct regional stormwater management facilities and to remediate existing stormwater management deficiencies. (UGA-P 3.9)
- ▶ **Policy LU-P-30.10** Minimize adverse stormwater impacts and preserve aquifer recharge by encouraging Low Impact Development design strategies. (UGA-P 3.10)



Transportation

Goal LU-G-31 Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans, in order to connect people from where they live to where they work, learn and play. (UGA-G 4.0)

- ▶ **Policy LU-P-31.1** Encourage the use of roadway features that enhance urban qualities by applying urban standards as deemed appropriate in the Urban Growth Area. Make these facilities safe and accessible for all modes of transport, including pedestrians and cyclists. (UGA-P 4.1)

- ▶ **Policy LU-P-31.2** Require that subdivision and commercial project designs address the following issues: (UGA-P 4.2)
 - a. Cost effective transit and delivery of emergency services;
 - b. Provisions for all transportation modes;
 - c. Dedication of rights of way for existing and future transportation needs;
 - d. Motorized and nonmotorized access;
 - e. Sidewalks and bicycle pathways;
 - f. Compatibility between motorized vehicles, pedestrians, bicyclists, and transit users
 - g. Inclusion of transit friendly design elements
 - h. Adequate parking for non-peak period; and
 - i. Frontage improvements and roadway features to meet urban design standards within the Irondale-Port Hadlock Urban Growth Area.

- ▶ **Policy LU-P-31.3** Apply Complete Streets model to all new construction and redevelopment of roadways in the Urban Growth Area to make roadways safe for all users, including vehicles, bicyclists, public transportation vehicles and riders, and pedestrians of all ages and abilities. (New)



Green Space Planning in Urban Growth Area

Goal LU-G-32 Identify and protect open space corridors within and abutting the Urban Growth Area. (New)

- ▶ **Policy LU-P-32.1** Identify open space corridors and urban separators. Identify open space lands and corridors within Urban Growth Areas. Consider lands useful for recreation, wildlife habitat, trails, and connection of critical areas per RCW 36.70A.160.
- ▶ **Policy LU-P-32.2** Identify implementation strategies and regulatory and non-regulatory techniques to protect the corridors.
- ▶ **Policy LU-P-32.3** Develop innovative ways to apply gross residential density in areas that have planned greenspace or critical area protection areas. (New)
- ▶ **Policy LU-P-32.4** Develop Transfer of Development Rights program to create a market solution using Urban Growth Area density to protect rural lands and resource areas from conversion. (New)
- ▶ **Policy LU-P-32.5** Explore the potential to conserve an open-space corridor along Chimacum Creek, such as through transfer of development rights and on-site density transfer for properties along the creek. Coordinate efforts with Jefferson Land Trust/Jefferson Conservation District preservation and restoration efforts. (New)



1.5 ACTION PLAN

Exhibit 1-23 highlights key activities the County can use to implement the Land Use Element over the next eight years (prior to the next periodic update), several in partnership with other entities:

EXHIBIT 1-23 Land Use Action Plan

Action	Description
Implement Overlays	<ul style="list-style-type: none"> ▶ Address Highway 20 View Corridor Overlay on Zoning Maps and UDC s appropriate. ▶ Work with economic development entities on a study and potential location for Highway/Commuter Corridor Overlay.
Integrate healthy and active living into system plans and codes	<ul style="list-style-type: none"> ▶ Implement goals and policies supporting active living and access to healthy foods into parks and trails system plan and into the Unified Development Code.
Encourage urban densities in UGAs	<ul style="list-style-type: none"> ▶ Address innovative wastewater treatment facilities that do not preclude future urban services.
Encourage legislative solutions to address needs of rural counties	<ul style="list-style-type: none"> ▶ Support the Road Map initiative by the Ruckelshaus Center and other legislative initiatives that address needs of rural counties particularly affordable housing and living wage jobs.

Source: Jefferson County, 2018.



2 Natural Resources

Historically, Jefferson County was almost entirely a resource-extraction based economy. Today, large areas of Jefferson County remain in natural resource production, and the County must balance competing needs for rural economic development, housing capacity, and the long-term sustainability of forestry, agriculture, aquaculture, and mineral extraction activities. Efforts to protect resource lands include regional conservation stewardship programs, public and private conservation easements, and the U.S. Navy's Readiness and Environmental Protection Integration (REPI) program, which has proposed to purchase the development rights to approximately 40,000 acres in Jefferson County, much of which are natural resource lands. Jefferson County's Forests, Agriculture, Fish and Shellfish are still vital to our community and must be managed and protected for future generations.



2.1 PURPOSE

The purpose of the Natural Resources element is to classify, protect and enhance the yield and function of Jefferson County’s natural resource lands.

Because of the complexity of the issues associated with natural resource lands, several other elements of this Comprehensive Plan interact with the natural resource element:

- ▶ **Land Use Element.** Natural resource lands and industries are important components of the county’s rural character and economy. The abundance of natural resources provides a strong sense of place and supports the diverse mixture of livelihoods and lifestyles that make Jefferson County unique. A significant percentage of the land in Jefferson County is in natural resource production. To conserve these lands for productive use by natural resource-based industries, it is essential to maintain large contiguous parcels and ensure the compatibility of surrounding land uses.
- ▶ **Environment Element.** Natural resource lands provide important environmental functions, including surface water protection, habitat enhancement, and ground water recharge. Significant environmental features on natural resource lands are preserved using best management practices.
- ▶ **Open Space, Parks, and Recreation.** Forest and agricultural lands provide one aspect of Jefferson County’s open space network that provides important visual and ecological benefits. Natural resource lands are preserved as essential components of the fabric of open space in Jefferson County.
- ▶ **Economic Development.** Natural resource industries are historically important sectors of the county’s economy. Despite significant structural changes in these industries in recent decades, they remain essential to a diversified local economy. New policies to support and enhance these industries are proposed within this Comprehensive Plan.

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.



2.2 TRENDS & OPPORTUNITIES

Conditions & Trends

Jefferson County is fortunate to claim a rich variety of natural resources, including forests; farmland; fisheries and shellfish beds; and deposits of sand, gravel, and minerals. Natural resource industries have played, and will continue to play, a central role in the culture, history, and economy of Jefferson County. These lands also provide aesthetic, recreational, and environmental benefits to the public while contributing to the diverse character of the county.

To conserve these resource lands and ensure the continued commercial viability of these industries, three resource land designations have been developed. These designations address the specific needs of each resource industry and meet the guidelines provided by State law. The three major types of resource lands designations in Jefferson County are as follows:

- ▶ Forest Lands;
- ▶ Mineral Lands; and
- ▶ Agricultural Lands.

Aquaculture is a productive activity also addressed along with upland forms of agriculture.

Forest Lands

Forest lands provide an important and abundant renewable resource in the form of timber, which is milled into lumber and used for the construction of buildings and other important uses and functions, such as recreation, clean air, and clean water. Timber harvests also provide an important economic benefit to the county by providing jobs and revenue from timber sales, some of which is reserved and used for public schools. Small forest land owners can also get help managing their lands for the conservation of natural resource values and for producing value-added forest products.

According to the Jefferson County Assessor, approximately 160,922 acres are taxed based on a use classification as Designated Forest Land, and a further 185,683 acres are classified as Washington State Department of



Natural Resources managed timberlands, mostly in West County. In total these two classifications equal about 346,605 acres. These acreages exclude Federal lands.

Mineral Lands

Mineral lands provide an important non-renewable resource in the form of sand, gravel, and hard rock basalt. These resources are used in a variety of applications, such as making concrete, restoring beaches, and providing gravel for roads.

Washington Department of Natural Resources (DNR) records 13 active surface mining permits in Jefferson County, primarily concentrated in the eastern county, though two are in the West County along the Hoh River. In addition to these sites under active production, the US Department of Agriculture Natural Resource Conservation Service (NRCS) has classified extensive areas in both the eastern and western county as potential source areas for sand and gravel based on soil characteristics. NRCS classifies each soil unit in its soil surveys as a “good,” “fair,” or “poor” source for these mineral resources. A breakdown of acres in each category for sand and gravel sources is shown in Exhibit 2-1.

EXHIBIT 2-1 NRCS Potential Mineral Source Soils

NRCS Mineral Source	Acres
Sand	
Rating “Good”	10,889
Rating “Fair”	67,239
Subtotal	78,128
Gravel	
Rating “Good”	0
Rating “Fair”	60,896
Subtotal	60,896
Total	139,024

Source: USDA NRCS, 2017.

These soils, which could potentially serve as source areas for future sand or gravel extraction, are mapped in Exhibit 2-5.

Anecdotal discussions with Department of Community Development and mining interests have occurred over time, and mining interests have remarked that the gravel deposits are of very high quality (ANSI perfect),



which means it is highly useful for roadway and other construction activities without further processing.

While sand, gravel, and rock are currently the only mineral resources permitted for active surface extraction in Jefferson County, a variety of other minerals have been recorded in the county, including the following:

- ▶ **Oil and Natural Gas:** DNR has recorded the presence of 29 oil and natural gas wells in Jefferson County, all in the West County. These wells consist mostly of exploratory drillings, and records show generally poor oil and gas showings at most locations. Roughly half of these wells were drilled between 1930 and 1940, and no new wells have been drilled since 1981.
- ▶ **Metallic Minerals:** DNR metallic assay records show isolated occurrences of copper and gold on Federal lands in the interior of the county, as well as Abbey Island on the Pacific coast. Manganese deposits have also been recorded in the eastern county, primarily on Federal lands and in the Dosewallips River valley.
- ▶ **Non-Metallic Minerals:** DNR records also indicate scattered occurrences of non-metallic mineral resources, including diatomite (a chalky sedimentary rock), limestone, marble, quartz crystal, and peat.

The recorded locations of these resources are mapped in Exhibit 2-5.

Agricultural Lands

Agricultural lands form the basis for Jefferson County's food system, both for local production and export to other areas. To identify areas that are suitable for agricultural use, the United States Department of Agriculture (USDA) assigns soils to farmland classifications based on their physical and chemical characteristics and potential for production. Prime Farmland is land that has the best combination of characteristics for agricultural production and is not urban in nature. Farmland of Statewide Importance is quality farmland that does not meet the criteria to be classified as prime farmland, but still has the capability to produce high crop yields when managed appropriately. Exhibit 2-2 shows the acreage of each USDA farmland classification present in Jefferson County.



EXHIBIT 2-2 Jefferson County Farmland Classifications

Farmland Classification	Acres
Prime Farmland	35,542
Prime Farmland if drained	16,923
Prime Farmland if irrigated	10,577
Prime Farmland if drained and either protected from flooding or not frequently flooded during the growing season	796
Farmland of Statewide Importance	209,818
Total	273,656

Source: USDA NRCS, 2017.

Most of Jefferson County’s Prime Farmland soils are in the river valleys of the West County, particularly along the Hoh and Queets rivers, and in the coastal areas south of La Push. Prime Farmland soils in the eastern county are concentrated in the Dosewallips River valley near Brinnon, in the area around Quilcene, and in the area along Snow Creek between Discovery Bay and Crocker Lake. The Chimacum and Beaver Valley areas contain extensive soils that qualify as Prime Farmland if properly drained, and these areas are home to most of the county’s actively cultivated cropland.

Eastern Jefferson County also possesses large areas designated as Farmland of Statewide Importance. While these soils may not possess the same physical and chemical characteristics as Prime Farmland soils, they are suited to many types of agricultural activities and represent a valuable potential resource.

Aquaculture Resources

According to the 2012 USDA Census of Agriculture, while the number of commercial aquaculture operations in Jefferson County was small, they accounted for more than half of the agricultural commodity value produced in the county. Aquaculture is a preferred, water-dependent use of regional and statewide interest that is important to the long-term economic viability, cultural heritage, and environmental health of Jefferson County. Aquaculture includes commercial and recreational shellfish farming and harvesting, predominantly bivalve mollusk species. Upland and in-water finfish farming also occurs, though the Jefferson County Shoreline Master Program (SMP) discourages non-native finfish farming except in limited areas.



Challenges & Opportunities

While agriculture is a vital part of Jefferson County's economy and culture, barriers to the economic sustainability of farming in the county continue to arise. In recent years, the number of individual farms has trended upward, but commodity values and sales have decreased. As land values continue to rise, starting and maintaining a productive, profitable farm is challenging for many Jefferson County farmers.

To ensure that agriculture remains an economically viable option for Jefferson County residents, ongoing planning efforts should fully leverage existing tools and resources and consider novel approaches to address the challenges faced by the county's agricultural community, such as:

- ▶ Increasing enrollment in the Current Use Taxation Program to reduce property owner costs;
- ▶ Additional agricultural conservation measures, such as new zoning overlays, agricultural production districts, or transfer of development rights programs; or
- ▶ Innovative farm ownership and operation models, such as cluster development or cooperative farms.

Mineral resource extraction activities in Jefferson County are not widespread, but the county contains significant resources that should be protected for future use. A primary challenge associated with mineral resources is that many of the areas with potential extraction value also fall under the umbrella of agriculture or forest resource lands. At present, the Mineral Resource Lands overlay covers a relatively small area compared to the extent of potential mineral resources available in the county. This Comprehensive Plan includes policies to ensure that mineral lands of long-term significance are adequately protected for long-term use and management, even if they are not actively under production in the short-term. The County will also continue to refine its mineral lands inventory to capture all mineral resources of long-term significance.

To balance resource protection and rural character goals, the County has removed the Forest Transition Overlay (FTO) district concept in the 2018 Periodic Update. Originally intended to minimize conflicts between forestry lands and adjacent rural residential uses, the overlay allows Rural Residential development on lands zoned for forestry (Commercial Forest CF-80 or Rural Forest RF-40). The overlay was never actually applied to any properties, and, as written, the overlay had the potential to result in subdivision and parcelization of designated forest lands for rural residential uses. Given its lack of use and a refreshed evaluation of rural character and forest land protection, it is no longer addressed in plan policies.



2.3 NATURAL RESOURCES PLAN

Under GMA, designation and classification of resource lands should be approached as a county-wide or regional process, rather than a site-by-site determination. Of particular importance are lands of long-term commercial significance for forest, agriculture, and mineral lands. The GMA identifies resource lands activities and charges the Washington State Department of Commerce with developing guidelines for their classification. Criteria for the designation of forest, mineral, and agricultural lands are established in RCW 36.70A.050 and Chapter 365-190 WAC and summarized below by resource land type.

Forest Lands

Under GMA, forest resources lands are designated based on the following three factors:

- ▶ The land is not already characterized by urban growth;
- ▶ The land is capable of being used for forestry production or is already in use for this purpose; and
- ▶ The land has long-term commercial significance, determined using the Department of Revenue private forest land grade classification system. (WAC 365-190-060)

To conserve the forest resource land base in Jefferson County and maintain the forestry industry while recognizing the diversity of forest landowners, Jefferson County has established the following forestry zoning districts:

- ▶ **Commercial Forest Lands (CF-80):** The purpose of the commercial forest district is to ensure large tracts of forest lands of long-term significance are protected from incompatible uses thereby sustaining the ability of forest resource extraction activities to be maintained as a viable commercial activity.
- ▶ **Rural Forest Lands (RF-40):** The purpose of the rural forest district is to ensure forest lands of long-term significance are protected from incompatible uses thereby sustaining the ability of forest resource extraction activities to be maintained as a viable commercial activity, while allowing for diversity in the size of forest tracts.
- ▶ **Inholding Forest Lands (IF):** This district encompasses parcels at least 20 acres in size that are entirely surrounded by designated forest resource lands and that are not vested for development under



Washington State law. While important for the preservation of forestry lands, lands in the IF zone are not necessarily forest lands of long-term significance due to their smaller parcel sizes (20 acres).

Together, these three zoning districts account for more than 76% of unincorporated areas in Jefferson not under Federal, State, or Tribal jurisdiction. Exhibit 2-3 shows a breakdown of acreage in each of the forest lands zones.

EXHIBIT 2-3 Forest Lands Zoning

Zoning District	Acres
Commercial Forest (CF-80)	309,493
Rural Forest (RF-40)	12,204
Inholding Forest (IF-20)	7,250
Total	328,947

Source: Jefferson County GIS, 2018.

Regulations governing the designation of forest land, the allowed uses within Forest land zones, as well as performance and development standards for these lands can be found in the Jefferson County Code, sections 18.15, 18.20 and 18.45.

Mineral Lands

Under GMA, mineral resource lands are designated based on the following criteria (WAC 365-190-070):

- ▶ Counties and cities classify mineral resource lands based on geologic, environmental, and economic factors, existing land uses, and land ownership. It is expected that mineral resource lands will be depleted of minerals over time, and that subsequent land uses may occur on these lands after mining is completed. Counties and cities may approve and permit land uses on these mineral resource lands to occur after mining is completed.
- ▶ Counties and cities should classify lands with potential long-term commercial significance for extracting at least the following minerals: Sand, gravel, and valuable metallic substances. Other minerals may be classified as appropriate.
- ▶ When classifying these areas, counties and cities should use maps and information on location and extent of mineral deposits provided by the department of natural resources, the United States Geological Service and any relevant information provided by property owners.



Counties and cities may also use all or part of a detailed minerals classification system developed by the department of natural resources.

- ▶ Classifying mineral resource lands should be based on the geology and the distance to market of potential mineral resource lands, including:
 - Physical and topographic characteristics of the mineral resource site, including the depth and quantity of the resource and depth of the overburden;
 - Physical properties of the resource including quality and type;
 - Projected life of the resource;
 - Resource availability in the region; and
 - Accessibility and proximity to the point of use or market.
- ▶ Other factors to consider when classifying potential mineral resource lands should include three aspects of mineral resource lands:
 - The ability to access needed minerals may be lost if suitable mineral resource lands are not classified and designated; and
 - The effects of proximity to population areas and the possibility of more intense uses of the land in both the short and long-term, as indicated by the following:
 - General land use patterns in the area;
 - Availability of utilities, including water supply;
 - Surrounding parcel sizes and surrounding uses;
 - Availability of public roads and other public services; and
 - Subdivision or zoning for urban or small lots.
 - Energy costs of transporting minerals.

GMA also requires that counties evaluate future needs for mineral resources and ensure that access to mineral resources of long-term commercial significance is not knowingly precluded. Mineral extraction should be a priority land use for all designated mineral resource lands.

Jefferson County has designated mineral resource lands as an overlay to the underlying land use designation. An overlay is used because mining operations are eventually depleted, and sites are restored for other uses, and thus the Mineral Lands designation is not permanent. Upon completion of mining operations and following the reclamation of the

Importance of Agriculture Resources

"It ought to be obvious that in order to have sustainable agriculture, you have got to make sustainable the lives and livelihoods of the people who do the work. The land cannot thrive if the people who are its users and caretakers do not thrive. Ecological sustainability requires a complex local culture as the preserver of the necessary knowledge and skill; and this in turn requires a settled, stable, prosperous local population of farmers and other land users."

—Wendell Berry, Author, from "Bringing It to the Table: On Farming and Food"



site, the overlay is removed, and the site is subject to the underlying land use designation depicted on the Land Use map.

To be designated as new mineral resource lands for future extraction, lands must have the following characteristics:

- ▶ They appear to contain the resource, based upon information supplied by the Washington Department of Natural Resources;
- ▶ They are not primarily constrained by critical areas, for example, the 100-year flood plain or high-quality wetland areas; and,
- ▶ They are at least 80 acres in size, of which one forty (40) acre parcel or two twenty (20) acre parcels are currently vacant.

The Mineral Resource Lands overlay currently covers approximately 2,339 acres, mostly in the eastern county, which represents less than two (2) percent of the NRCS mineral source soils mapped in Jefferson County. Most of the county’s potential gravel source lands are in the Commercial Forest (CF-80) zone, and sand source lands are concentrated primarily in the Commercial Forest (CF-80) and Rural Residential (RR-20) zones.

Regulations governing the classification and designation of mineral lands, allowed, and prohibited uses, and performance and development standards for these lands can be found in the Jefferson County Code, sections 18.15, 18.20, 18.30 and 18.45.

Agricultural Lands

Agriculture is not just important as a resource but is essential to human life. Not only does the GMA mandate the protection of agricultural lands, farmland conservation is a centerpiece of that legislation. Under GMA, agricultural resource lands are designated based on the following criteria (WAC 365-190-050):

- ▶ The land should not already be characterized by urban growth.
- ▶ The land is being used or is capable of being used for agricultural production. Factors to consider include whether the physical conditions are well suited to agriculture. Soil conditions are important considerations, but some agricultural operations are less dependent on soil quality than others, such as livestock grazing.
 - Lands currently used for agriculture and those capable of being used for such must be evaluated for designation, and land enrolled in federal conservation programs is recommended for inclusion.



- The land capability classification system of the USDA Natural Resource Conservation Service shall serve as a primary indicator of agricultural capability.
- ▶ The land has long-term commercial significance for agricultural production. Counties and cities should consider the following factors, as applicable:
 - Presence of prime and unique farmland soils;
 - Availability of public facilities and services;
 - Tax status, such as enrollment in a current use taxation program;
 - Relationship or proximity to urban growth areas,
 - Predominant parcel size;
 - Land use settlement patterns and compatibility with agriculture, including intensity of nearby land uses and history of nearby development permits;
 - Value of the land under alternative uses; and
 - Proximity to markets.

Jefferson County is committed to protecting limited agricultural lands, as well as promoting agriculture as the key component of a strong local food system, which has multiple benefits to the economy, emergency preparedness, and the health of local citizens.

Successful, commercial agriculture can be practiced on many types of soils, through a variety of environmentally sound means, on small parcels as well as large, and in all zoning districts in the county. Agriculture does not have to be the exclusive support of a family. Small ventures that simply augment family income are valuable to both the land owner and the whole community.

To conserve the agricultural resource land base in Jefferson County and maintain the farming industry while recognizing the diversity of agricultural land owners, Agricultural Lands of Long-Term Commercial Significance consist of two designations:

- ▶ Prime Agricultural Lands (AP-20) - The purpose of the prime agricultural lands district is to protect and preserve areas of prime agricultural soils for the continued production of commercial crops, livestock, or other agricultural products requiring relatively large tracts of agricultural land. It is intended to preserve and protect the land, environment, economy, and lifestyle of agriculture in Jefferson County. These lands must be protected as “agricultural lands of long-term commercial significance.”
- ▶ Agricultural Lands of Local Importance (AL-20) - The purpose of the agricultural lands of local importance district is to protect and



preserve parcels of land which, while not necessarily consisting of prime agriculture soil or relatively large acreage, are still considered important to the local agricultural economy, lifestyle, and environment. As such they deserve protection as “agricultural lands of long-term commercial significance.”

Regulations governing the classification and designation of agricultural lands, the allowed and prohibited uses, as well as performance and development standards for these lands can be found in the Jefferson County Code, sections 18.15, 18.20.030 (“Ag Code”), 18.30 and 18.45.

Agricultural activities are considered a matter of right and not subject to land use permits or approval from the administrator, except in certain cases. Examples of the types of agricultural related activities regulated under JCC 18.20.030 and permissible on Agricultural zoned land include:

- ▶ Agricultural-related accessory uses that support, promote, or sustain agricultural operations and production such as,
 - Storage and refrigeration of regional agricultural products;
 - Production, sales, and marketing of value-added agricultural products derived from regional sources;
 - Supplemental sources of on-farm income that support and sustain on-farm agricultural operations and production;
 - Support services that facilitate the production, marketing, and distribution of agricultural products; and
 - Off-farm and on-farm sales and marketing of predominantly regional agricultural products and experiences, locally made art and arts and crafts, and ancillary retail sales or service activities.
- ▶ Permanent and/or seasonal farm worker housing.
- ▶ Agritourism. Agriculturally related activities designed to bring the public to the farm on a temporary or continuous basis, such as U-Pick farm sales, retail sales of farm products, farm mazes, pumpkin patch sales, farm animal viewing and petting, wagon rides, farm tours, horticultural nurseries and associated display gardens, cider pressing, wine or cheese tasting, etc.
- ▶ Classes and Schools related to agriculture.
- ▶ Veterinary clinics and hospitals.
- ▶ Farm Restaurants.
- ▶ Campgrounds.
- ▶ Tourist lodging.



- ▶ Guide services.
- ▶ Commercial display gardens.

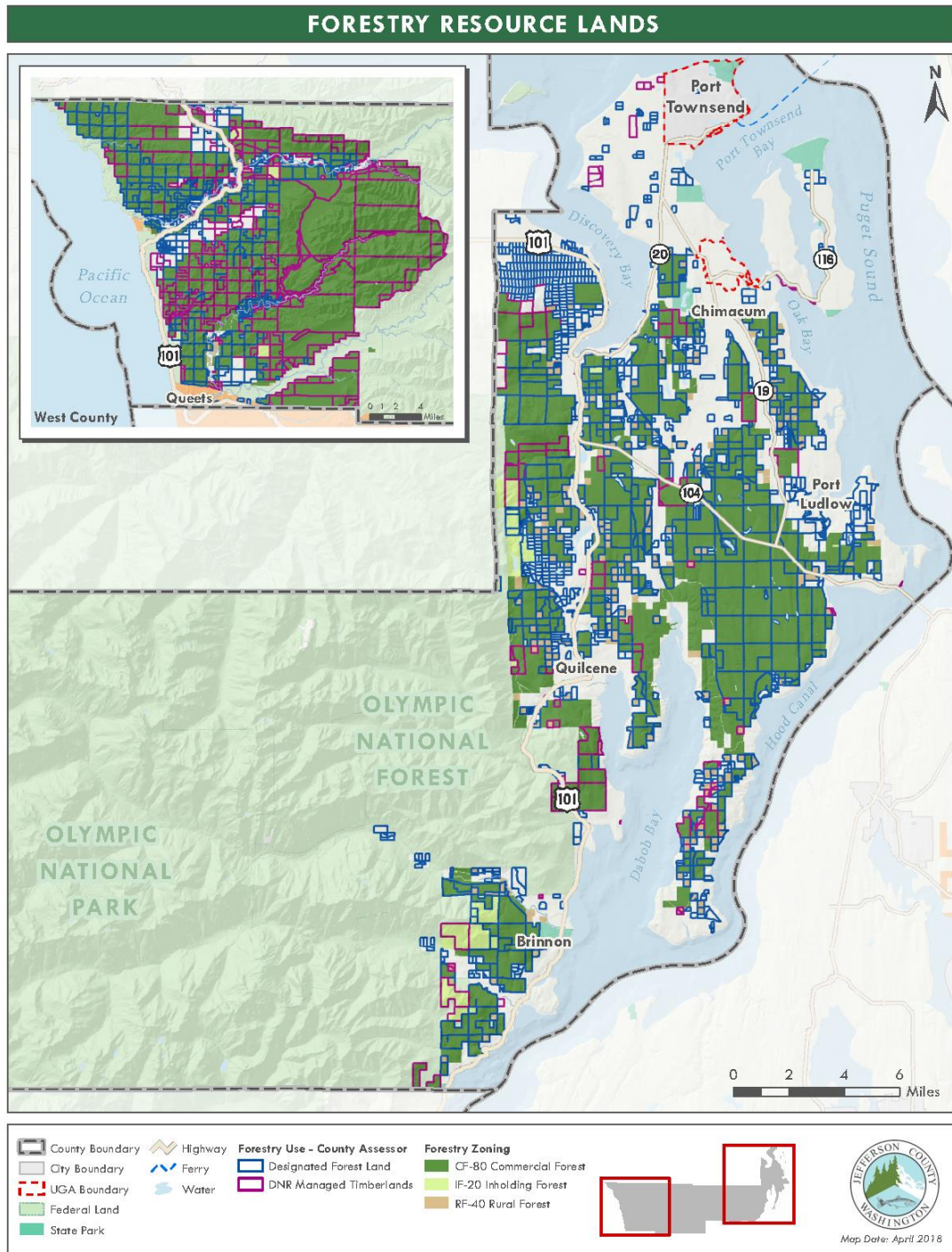
Agricultural zoned land is also eligible to participate in the County's Open Space Tax Program to get a reduction on property tax, as well as technical assistance from the Jefferson County Conservation District, and Washington State University (WSU) Extension.

Aquaculture Resources

Jefferson County does not have any designated aquaculture lands, but it does have policies and regulations for all aquaculture under the County's Shoreline Master Program (JCC 18.25.440).



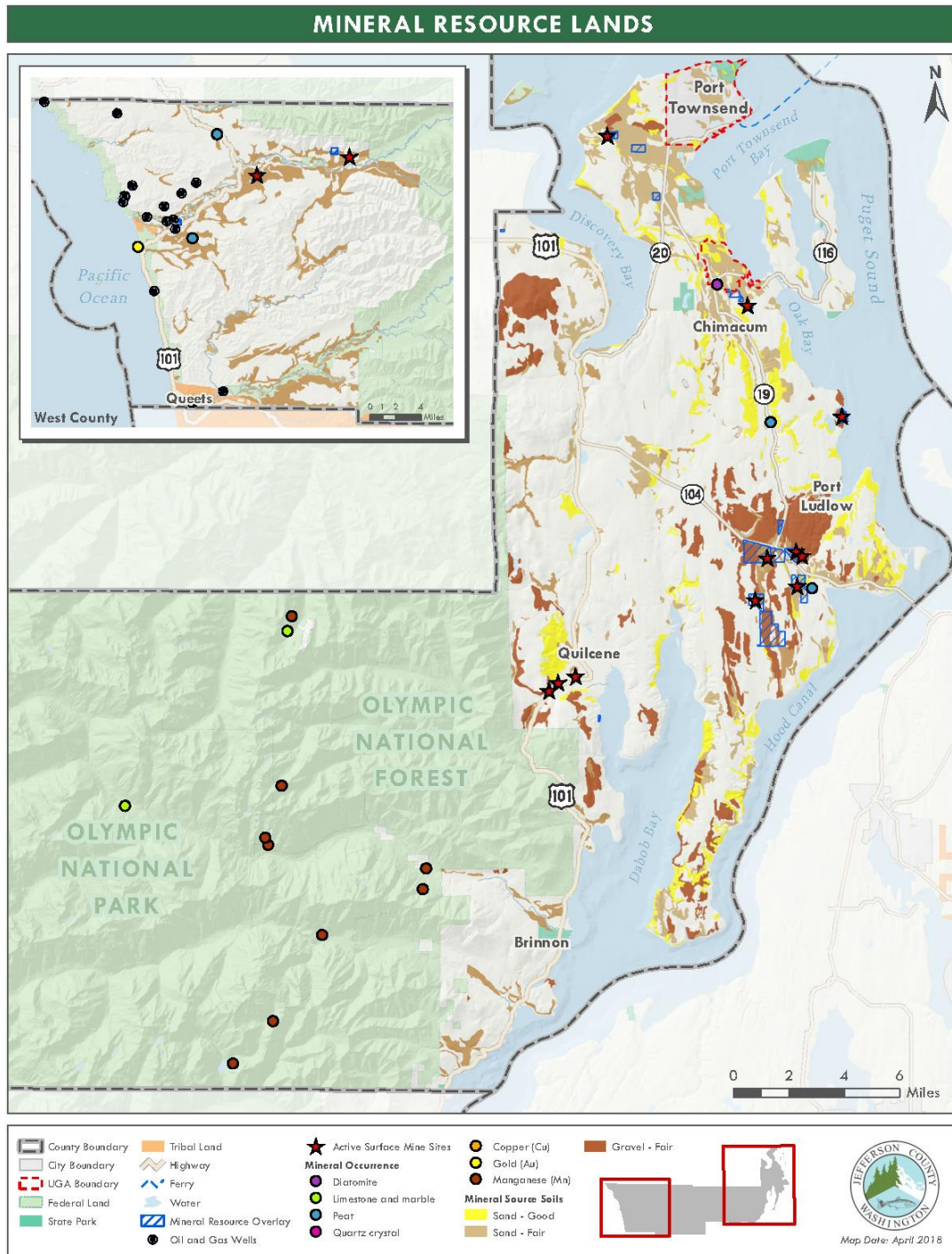
EXHIBIT 2-4 Map of Forest Resource Lands



Source: Jefferson County GIS, 2018.



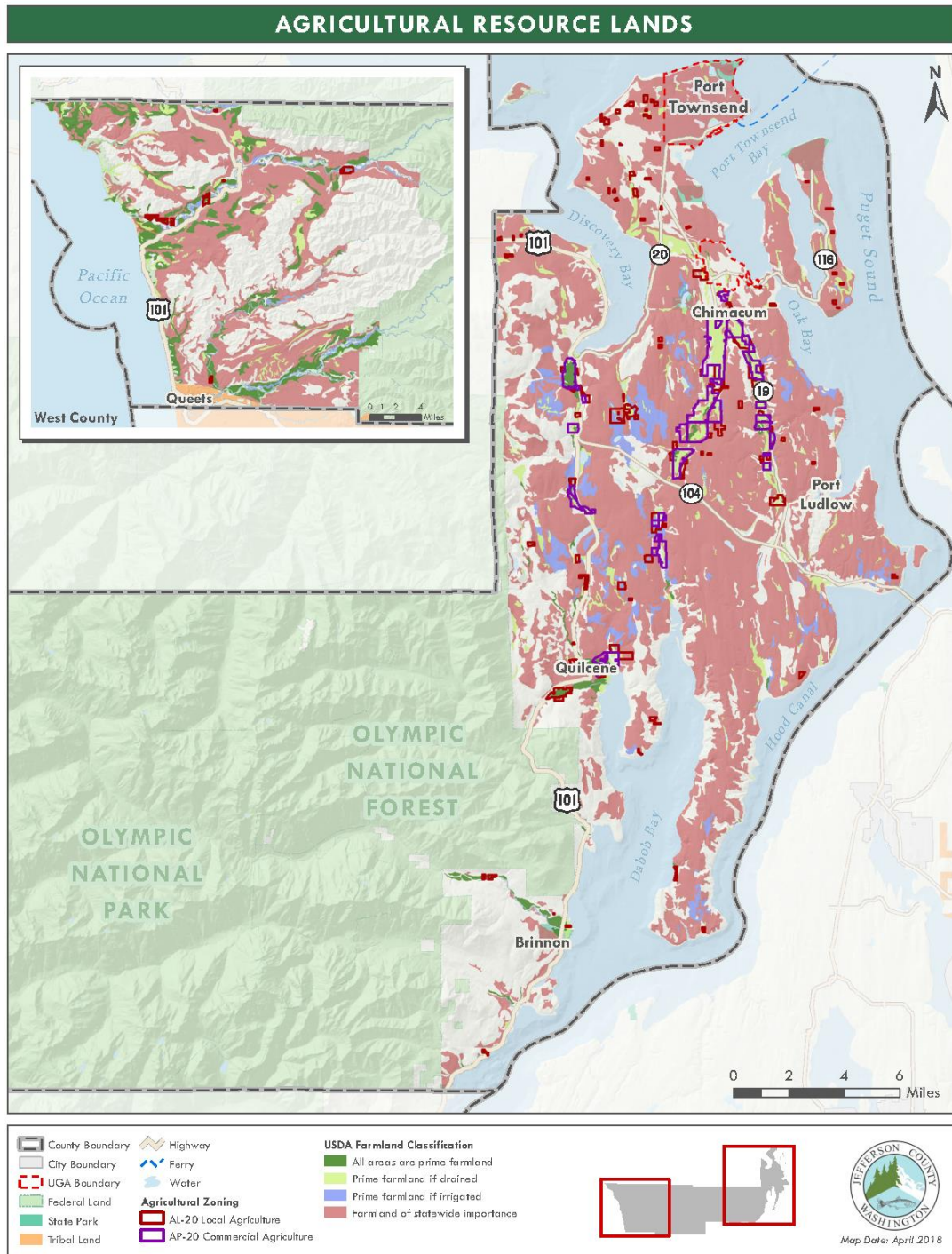
EXHIBIT 2-5 Map of Mineral Resource Lands



Source: USDA NRCS, 2017. Washington DNR, 2018. Jefferson County GIS, 2018.



EXHIBIT 2-6 Map of Agricultural Resource Lands



Source: USDA NRCS, 2017. Jefferson County GIS, 2018.



2.4 GOALS & POLICIES

The goals outlined below provide a general direction for both the conservation of Jefferson County's natural resource lands and the enhancement of resource-based industries. These goals are based on the requirements of the GMA, which outlines specific criteria for the conservation of natural resource lands element, and on the issues and opportunities identified by county residents.

The Natural Resource Lands policies will provide the basis for a review of the development standards contained in the Jefferson County Forest, Mineral, and Agricultural Lands Ordinances and other regulations as implementing activities following adoption of this Comprehensive Plan.

Goal NR-G-1 Encourage the conservation of resource lands and the long-term sustainable use of natural resource-based economic activities throughout Jefferson County. (NRG 1.0)

- ▶ **Policy NR-P-1.1** Support resource-based economic activities that comply with applicable federal, state, and local regulations. (NRP 1.5)
- ▶ **Policy NR-P-1.2** Support cooperative resource management among natural resource landowners, environmental groups, state, federal and tribal governments. (NRP 1.6)
- ▶ **Policy NR-P-1.3** Consider incentive programs to support resource-based economic activities in rural areas. (NRP 1.7)
- ▶ **Policy NR-P-1.4** Locate natural resource-based economic activities throughout rural areas in close proximity to designated agricultural, forest or mineral resource lands upon which they are dependent. (NRP 1.8)
- ▶ **Policy NR-P-1.5** As part of the Comprehensive Plan Update Process under the Growth Management Act, regularly review the designations of forest, mineral, and agricultural resource lands of long-term commercial significance to ensure that all such designated lands meet requirements of state law and update designations as appropriate. (New)



- ▶ **Policy NR-P-1.6** As part of the Comprehensive Plan Update Process under the Growth Management Act, regularly update inventories of available natural resources of long-term commercial significance in Jefferson County and update resource land designations to ensure all such properties are designated for long-term conservation. (New)

Goal NR-G-2 Encourage resource-based economic activities that are compatible with environmental quality. (NRG 2.0)

- ▶ **Policy NR-P-2.1** Regulate resource-based economic activities so as to mitigate adverse impacts to the environment and adjacent properties. (NRP 2.1)
- ▶ **Policy NR-P-2.2** Work with stakeholders in cooperative processes to protect the long-term viability of resource lands, consistent with local, state, and federal regulations. (NRP 2.2)
- ▶ **Policy NR-P-2.3** Protect the environment from cumulative adverse impacts resulting from resource management practices. (NRP 2.3)
- ▶ **Policy NR-P-2.4** Explore incentives that encourage compliance with "best management practices" by resource-based economic activities. (NRP 2.4)

Goal NR-G-3 Conserve and protect Forest Resource Lands for long-term economic use and environmental and health benefits. (NRG 3.0)

- ▶ **Policy NR-P-3.1** Encourage the continued diversity and scale of forestry lands and management practices, and the full utilization of forest lands as a natural, environmental and economic resource. (NRP 3.2)
- ▶ **Policy NR-P-3.2** Consider parcels designated as Forest Land in common ownership separated by a public right-of-way as a single parcel. (NRP 3.3)
- ▶ **Policy NR-P-3.3** Allow commercial forest management and harvest, mineral extraction, sand and gravel operations, and inert landfills, consistent with State law, on designated commercial forest lands. (NRP 3.4)



- ▶ **Policy NR-P-3.4** Support and facilitate the improvement of state and local environmental regulations affecting the forest products industry in order to improve operational predictability, minimize regulatory costs to forest land owners, and encourage protection of the forest environment and surrounding watersheds. (NRP 3.5)
- ▶ **Policy NR-P-3.5** Promote the concept and practice of community forestry, where small forest land owners are assisted in properly managing their forests for conservation and natural resource value, as well as small scale, value-added economic development. (New)
- ▶ **Policy NR-P-3.6** Encourage small forest land owners to use the Department of Natural Resources Small Forest Land Office and other educational and management assistance providers, to help forest land owners manage their property. (New)
- ▶ **Policy NR-P-3.7** Promote the use and experimentation of new forest management practices through the DNR and University of Washington School of Forestry’s Olympic Natural Resources Center in Forks. (New)
- ▶ **Policy NR-P-3.8** Recognize and support Firewise and similar programs as part of any educational or management effort to prevent the destruction, and promote the conservation of forest lands. (New)

Goal NR-G-4 Minimize potential conflicts between forest management activities and land use activities within or adjacent to designated forest lands. (NRG 4.0)

- ▶ **Policy NR-P-4.1** Restrict the extension of service areas of utility local improvement districts, fire districts, or sewer, water, or public utility districts into designated Forest Lands. (NRP 4.6)
- ▶ **Policy NR-P-4.2** Address community concerns and land use conflicts which may arise as a result of forest practices in cooperation with the Washington State Department of Natural Resources, forest landowners, and the general public. (NRP 4.7)



Goal NR-G-5 Encourage the continuation of forestry on lands which are not designated as commercial forest resource lands. (NRG 5.0)

- ▶ **Policy NR-P-5.1** Regulate the development of forest lands that are converted to other uses in compliance with the Jefferson County Comprehensive Plan, Unified Development Code, the County-wide Planning Policy, the Growth Management Act, and the State Forest Practices Rules. (NRP 5.3)

- ▶ **Policy NR-P-5.2** Endorse the use of Forest Management Plans and the planting of a diversity of native trees, especially trees like Cedar, Alder, and White Pine that are resistant to laminated root rot. (New)

Goal NR-G-6 Conserve and protect Mineral Resource Lands for long-term economic use, while providing for mitigation of potential adverse impacts associated with mineral extraction and processing operations. (NRG 6.0)

- ▶ **Policy NR-P-6.1** Work with DNR to Develop standards and guidelines to identify and address the impact of mining operations on adjoining properties. Such conditioning should not have the intent of rendering mining operations economically unfeasible. (NRP 7.3)

- ▶ **Policy NR-P-6.2** Evaluate small mining operations to determine when the cumulative impact of small operations becomes a significant adverse impact upon the land or upon adjacent lands. (NRP 7.4)

- ▶ **Policy NR-P-6.3** Preserve water resource quality and quantity in the regulation of mineral extraction activities. (NRG 9.0)

- ▶ **Policy NR-P-6.4** Designate mineral resource lands as follows: (New)
 - **Mineral Lands of Long-Term Commercial Significance:** Properties that have been approved with a mineral resource lands overlay consistent with JCC 18.15.170 and those properties actively being mined for commercial production in compliance with State and County permits, as appropriate.

 - **Provisional Mineral Lands:** Areas known to be potential sources of valuable mineral resources, including sand, gravel, stone, or rock, but not included in the MRLO overlay and not in production. These areas include:



- Lands classified by NRCS as “good” sources of sand, gravel, or road fill material; and
 - Lands classified by NRCS as “fair” sources of sand, gravel, or road fill material, and which are located outside cities and urban growth areas.
- ▶ **Policy NR-P-6.5** The provisional mineral resource designation is an interim measure to protect mineral resources until the presence of a commercially viable mineral deposit can be verified through a geologic study. (New)
- Property owners who wish to finalize designation of their property and undertake mining activities may submit a study by a qualified geologist indicating the presence of commercially significant, accessible mineral resources and request a mineral lands overlay. Likewise, property owners may request removal of their property from the provisional mineral lands designation by submitting a study from a qualified geologist confirming the absence of such resources.
 - The County may evaluate whether non-mineral lands activities on the provisionally designated areas may foreclose the potential for mineral extraction and request a study of development applicants and may condition uses to ensure that significant deposits are not foreclosed over the long term.

Goal NR-G-7 Ensure, through Department of Natural Resources reclamation plans, that County mineral resource lands are restored to safe and useful condition with enhancement and mitigation of damage to the function and aesthetics of the environment and subsequent land uses. (NRG 8.0)

- ▶ **Policy NR-P-7.1** Consider developing requirements for reclamation plans for mineral extraction activities, not covered by Department of Natural Resources reclamation plans. These requirements may exceed minimum state requirements. (NRP 8.1 - Revised)
- ▶ **Policy NR-P-7.2** Ensure that County-required reclamation plans preserve the safety, function and value of adjacent lands including aesthetic and environmental and water resource values. (NRP 8.2 - Revised)
- ▶ **Policy NR-P-7.3** Encourage reclamation plans that provide enhanced public value such as parks, playgrounds, open space, trails, wetlands, and fish and wildlife habitat. (NRP 8.3)



- ▶ **Policy NR-P-7.4** Encourage reclamation that occurs on an ongoing basis as mineral deposits are depleted. (NRP 8.4)
- ▶ **Policy NR-P-7.5** Establish standards for performance bonds, unless otherwise required for reclamation activities, to be provided prior to the initiation of mineral resource extraction land use activities. (NRP 8.6)

Goal NR-G-8 Conserve and protect the agricultural land base and its associated economy and lifestyle. (NRG 10.0)

- ▶ **Policy NR-P-8.1** Support the conservation of agricultural land through tax incentive programs, the purchase or transfer of development rights, and other methods developed in cooperation with agricultural landowners and managers and stakeholders. (NRP 10.3)
- ▶ **Policy NR-P-8.2** Coordinate with state and federal agencies to encourage conservation of productive agricultural land through best management practices, including soil and water conservation, drainage, and livestock waste management programs. (NRP 10.4)
- ▶ **Policy NR-P-8.3** Discourage the extension of utility service areas into designated Agricultural Lands, including local improvement districts, public sewer, or public utility districts. (NRP 10.7)
- ▶ **Policy NR-P-8.4** Support the preservation of family owned farms by discouraging the conversion of these lands to other uses. (NRP 10.9)
- ▶ **Policy NR-P-8.5** Support the work of Washington State University Cooperative Extension, and the Jefferson County Conservation District, for technical and marketing assistance for small-scale commercial farmers. (NRP 10.10)
- ▶ **Policy NR-P-8.6** Consider collaborations with the National Oceanographic Data Center (NODC), Washington State University (WSU), and Jefferson County Conservation District to assess likely impacts of climate change on agriculture and to develop mitigation and adaptation strategies suited to Jefferson County's soils and farm economy. (New)
- ▶ **Policy NR-P-8.7** Consider an Agricultural Production District overlay for lands in cultivation that are not zoned for agriculture to promote continued production and flexible tools, such as clustering. (New)



- ▶ **Policy NR-P-8.8** Analyze the benefits and feasibility of new or revised development regulations to implement cluster development in rural and resource areas, such as in association with cooperative/joint ownership farming operations. (New)
- ▶ **Policy NR-P-8.9** Explore innovative zoning techniques, as described under RCW 36.70A.177, for agricultural zoned lands to help facilitate the availability of more affordable farm land and create opportunities to expand the market for local food. (New)
- ▶ **Policy NR-P-8.10** Consider allowing tools to support current and new generation farmers, such as homestead parcels for resource and rural lands, and allow subdivision of parcels at smaller lot sizes where the land will solely be used for farming in perpetuity with no residential uses allowed through a covenant or similar instrument. (New)

Goal NR-G-9 Conserve and protect aquaculture resources, the lands that sustain them, and associated facilities in order to ensure a long-term commercial and recreational resource base. (NRG 11.0)

- ▶ **Policy NR-P-9.1** Refer to the Shoreline Management Plan, JCC 18.25.440(1) for all policies related to aquaculture in Jefferson County. (New)

Goal NR-G-10 Ensure responsive, fair and efficient permit processing. (New)

- ▶ **Policy NR-P-10.1** Develop and maintain implementing regulations and internal policies that ensure that development applications are processed in a timely, fair, and predictable manner. (New)
- ▶ **Policy NR-P-10.2** Ensure that permit review and requests for additional information are fair, consistent and balanced with the needs of the applicant and the public interest at large. (New)



2.5 ACTION PLAN

Exhibit 2-7 highlights key activities the County can use to implement the Natural Resources Element over the next eight years (prior to the next periodic update), several in partnership with other entities:

EXHIBIT 2-7 Natural Resources Action Plan

Action	Description
Mineral Resource Lands	
Mineral Lands Inventory and Assessment	<ul style="list-style-type: none"> ▶ Detailed review of available data on mineral resources in Jefferson County, including assessment of economic impact of mineral extraction and projected future needs. ▶ Establish baseline inventory of lands to be protected for future mineral resource extraction. ▶ Refine and expand mineral lands overlay to capture all areas of long-term commercial significance.
Agricultural Lands Conservation	
Agricultural Use Regulation Review	▶ Evaluate current development regulations for agricultural activities and accessory uses to address land supply and affordability challenges for local farmers.
Agricultural Community Outreach	▶ Continue and strengthen communication with Jefferson County agricultural producers, including the Jefferson County Local Food System Council regarding innovative methods to grow the local agricultural economy and conserve farmland.
Local Food Systems and Public Health	
Local Food Partnerships	▶ Work with the Jefferson County Local Food System Council, Jefferson County Public Health, local schools, and other community groups to identify opportunities to strengthen Jefferson County's local food system.

Source: Jefferson County, 2018.



3 Housing

Jefferson County continues to exist as a rural region that provides ideal lands for outdoor recreation, conservation, and resource-based jobs. While the approximately 31,000 residents highly value this enviable “quality of life” there is an existing and growing lack of affordable housing for many sectors of the population, especially for the moderate, low, and very-low income households. Since 2010, the county’s average annual growth rate has been less than 0.6% lower than historically experienced at 1.6% in prior decades. This is despite a general recovery from the Great Recession (December 2007-June 2009) and a growth in rural regions of adjacent jurisdictions. Without question, a lack of economic opportunities and a very real shortage of affordable housing challenge Jefferson County.

3.1 PURPOSE

The purpose of the Housing Element is to ensure the vitality and character of residential neighborhoods by assessing existing and future needs for housing in Jefferson County, so that housing is available for all economic segments of the community now and in the future. Existing residential patterns, demographic trends and

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.



projected population growth typically provide the basis for this assessment. Considering significant and growing gaps in rural economic development and affordable and available housing, the Housing Element periodic update will closely align with:

- ▶ Economic Development: moderately-priced housing is critical to support job creation and expansion
- ▶ Capital Facilities/Utilities and Transportation Elements: additional housing is best planned for where there are existing or planned utilities, transit/transportation routes and other community levels of service
- ▶ Land Use Element: land use designations and implementing development standards are key to supporting housing goals and policies.

This Element addresses the range of housing opportunities and the challenges that confront Jefferson County in providing affordable housing options now and over the 20-year planning period. The County will work cooperatively with public and private housing providers to create and maintain safe and attractive housing stock and encourage the siting and development of affordable housing.

3.2 TRENDS & OPPORTUNITIES

Jefferson County's residents occupy a range of housing types including private individual single-family residences (9,848), mobile homes and manufactured units (2,890), multi-family complexes, including duplexes, condominiums, and apartments (365). (Washington State Office of Financial Management 2017) Throughout Jefferson County, accessory dwelling units (ADUs) are allowed in all residential zones; the exact contribution of ADUs to overall housing stock in the county is not known.

Based on the county-wide planning policies adopted by Jefferson County and the City of Port Townsend, approximately 36% of all new population growth is targeted to occur in the City of Port Townsend, which is currently the County's single incorporated Urban Growth Area (UGA). The City of Port Townsend's Comprehensive Plan calls for a range of household sizes, housing types and densities. The City of Port Townsend possesses urban levels of planned density and is supported by urban levels of services such as municipal wastewater treatment.

Housing development at higher densities in the County's unincorporated areas are possible in the Port Hadlock/Irondale UGA. Urban housing



densities, however, are stymied by a lack of municipal wastewater treatment. A sewer facility plan was prepared in 2008 and received state review and approvals along with site design, engineering, and a financing plan. Construction of the Port Hadlock/Irondale UGA wastewater treatment project has not begun. Funding to begin the sewer system's installation is not available. For the 2018 periodic update, consideration is given to options that help in the planning and development of housing in the Port Hadlock/Irondale UGA while funding and resources continue to be sought for a sewer system.

The City of Port Townsend and Port Ludlow are presently the only two communities that have level of service standards that would accommodate the density, services, and other criteria for locating multi-family residential housing. The Port Hadlock/Irondale UGA is planning for a sewer service area that will meet requirements for higher density housing.

Jefferson County contains a predominately-rural residential land use pattern. This pattern allows single-family dwellings throughout a majority of Jefferson County. The Port Ludlow Master Planned Resort, Port Hadlock UGA and Rural Village Centers of Brinnon and Quilcene provide opportunities for greater densities and the creation of multi-family housing units, depending on available infrastructure.

Since the last Comprehensive Plan update in 2004 and continuing for the 2018-2038 planning period, population growth is expected to occur at a rate (~1% annually). There is sufficient undeveloped, under-developed and vacant land available to accommodate future housing needs on a gross unit basis. While there is sufficient undeveloped rural residentially-zoned land in the unincorporated county, the barriers to adding to the county's housing stock in a way that provides affordability is constrained by the minimum acreage for creation of new parcels (five acres), land costs, and utility creation/installation costs and availability (legally available water supply and affordable on-site waste water treatment). These factors are principle contributors to a well-documented "affordable housing crisis."



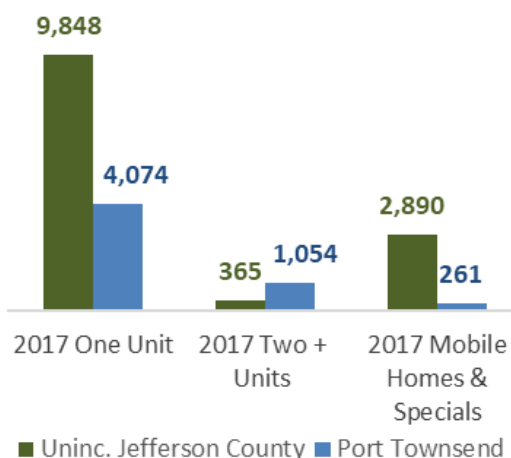
County-wide Planning Policy #6 Policy on the Provision of Affordable Housing

1. For planning purposes the definition of “affordable housing” is: Those housing units available for purchase or rent to individuals or families with a gross income between the federally recognized poverty level and the median income for working families in Jefferson County; and who’s costs, including utilities, would not exceed 36% of gross income.
2. The provision of affordable housing is acknowledged as a general public need and will be addressed in Jefferson County through private sector programs and projects. Local government should not assume a direct role in the ownership or administration of public assisted housing to meet low income needs, rather this should be left to private, non-profit or quasi-public entities.
3. The housing and/or land use elements of comprehensive plans will include an assessment of land available and the process of siting special purpose housing (such as homeless shelters, group homes, etc.), to ensure that such housing can be accommodated.
4. A sufficient quantity of land will be appropriately zoned or designated to accommodate a wide range of housing types, densities and mixtures. Multi-family housing should only be located with UGAs or rural centers.
5. An affordable housing strategy will be developed as part of the housing element of the comprehensive plan. This affordable housing strategy will examine existing regulations and policies to identify opportunities to encourage the previous of affordable housing mechanisms such as accessory dwelling units (“mother-in-law”) or efficient apartments, density bonuses, mitigation fees waivers, priority permit processing and the like.
6. Each UGA shall accommodate its fair share of housing affordable to low and moderate income households according to its percentage share of the county population and by promoting a balanced mix of diverse housing types.
7. Undeveloped land owned by the public entities will be inventoried and those that are appropriately located should be considered for development of low income housing. Consideration of assembling these parcels for development by non-profit housing organizations or private developers should be encouraged.
8. The housing element will include criteria for locating higher density residential areas near public facilities and services, commercial services, arterial or within walking distance of jobs or transit.



Some selected statistics on Jefferson County housing, household types and housing affordability appear below.

EXHIBIT 3-1 Housing Units by Type, 2017

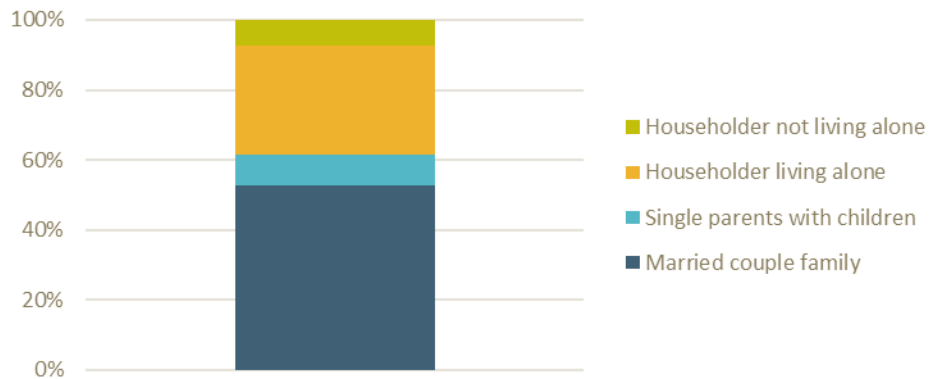


Source: Washington State Office of Financial Management, 2017.

- ▶ About 75% of the county’s housing stock consists of single-family homes, which is typical in a rural county and particularly a county that attracts investments in second homes for retirement.
- ▶ Another 17% of the county-wide stock consists of manufactured or mobile homes.
- ▶ About 8% of the county-wide stock includes two or more attached units.
- ▶ The unincorporated county’s share of housing shows more mobile homes than Port Townsend, and Port Townsend has a greater share of two or more attached units.
- ▶ One of the key means of protecting affordability is retaining older housing stock. About 40% of the county’s housing stock was built prior to 1980. Another 40% of the county’s housing stock was built from 1980-1999. Only about 20% of the stock has been built since the year 2000 reflecting the slower rate of county growth in more recent years. (ACS 2012-2016)



EXHIBIT 3-2 Household Type, County-wide

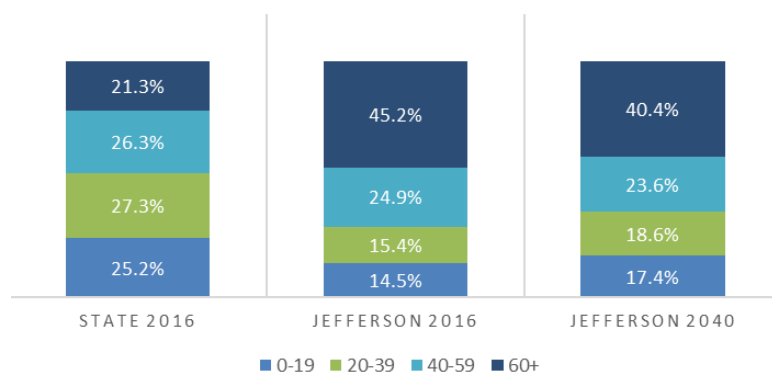


Source: ACS 2012-2016.

- ▶ Jefferson County's households consist of about 60% who are married or single parenting with children. However, about 30% live alone and another 10% live in a non-family household (e.g. roommates or unmarried). Many of the 40% of households without children are anticipated to include retirees.
- ▶ As children grow and as life stages evolve, housing needs may change. Forms of housing that may be more attractive as households shrink in size, or as interest and ability in maintenance change, include: smaller single-family lots, townhomes, accessory dwelling units, planned unit developments, etc. Single parents may also prefer these other housing styles for affordability as well.



EXHIBIT 3-3 Age 2016 and 2040



Source: ESD, 2017.

- ▶ Jefferson County has a much higher share of persons aged 60 or older compared to the state. By 2040 that share may decrease but is still expected to be high.
- ▶ Per US Census and American community survey data, in 2010, the county's share of retirement aged persons 65+ was 26.3% in 2010 growing significantly to 34.7% by 2016.
- ▶ Jefferson County has the highest median age in the State of Washington at 53.9 years, with a negative natural increase--deaths outpacing births. Population increase is attributed primarily to migration (2016 Population Trends, OFM).
- ▶ Meeting the housing needs of an aging population will be an increasingly important issue in the next 20 years.
- ▶ Seniors may desire single-family homes at retirement age, but as their abilities and needs change, other forms of housing with smaller lots, townhomes, or assisted living may be attractive for maintenance and affordability purposes. Since these forms of housing are denser and encouraged in the UGA they would have more access to healthcare and other supportive services.



EXHIBIT 3-4 Median Household Income

Location	Median Household Income	
	2006-10	2011-15
U.S.	\$55,938	\$67,864
State	\$61,681	\$74,702
Jefferson	\$49,617	\$64,612

Source: ACS, ESD, 2014 inflation-adjusted dollars

- ▶ County median incomes lag that of the state and US.

EXHIBIT 3-5 Unemployment Rate, Jan 2014 -Dec 2016

Location	Three-Year Average
Washington State	5.7%
Jefferson County	7.5%

Source: ESD and Federal Bureau of Labor Statistics 2017

- ▶ The county's unemployment rate is underperforming the state for several years in a row and exceeds 6.8%, which is considered distressed.

EXHIBIT 3-6 Poverty, 2011-15

Location	All Individuals	Children (<18 years old)
U.S.	15.5%	27.8%
State	13.3%	21.2%
Jefferson	12.0%	20.4%

Source: U.S. Census, ACS, ESD, 2017.

- ▶ The county's poverty rate is slightly lower than the state or US though still high at 12%, and about 20% of children live in poverty.
- ▶ Attracting higher-wage jobs is a Jefferson County goal to improve employment opportunities and to support attainment of affordable housing.



Housing Affordability & Attainability

Cost burdened households are those spending 30% or more of their income on housing and earning less than 80% of the county median income. Based on US Housing and Urban Development information based on the 2009-2013 5-year estimates by the American Community Survey, over 17% of homeowners and 47% of renters are cost-burdened in Jefferson County.

There is a gap in the supply of affordable housing to lower incomes. There is only a fraction of housing available to households requiring less than 30% of their income (17 of every 100 units are available and attainable with 30% or less of a household's income). Going to 50% or less of a household's income, there are still only 32 of every 100 units that are attainable at that share of income. (Washington Affordable Housing Advisory Board 2015; See also: <http://apps.urban.org/features/rental-housing-crisis-map/>)

Promoting housing variety and greater density in land use and zoning regulations, particularly in UGAs, and securing funding for supporting capital facilities such as sewer or alternative wastewater technologies can help address housing supply and affordability concerns going forward.

Another challenge to housing supply and attainability may include short-term rentals. Year round about 75% of units are occupied and about 25% are vacant. Seasonally, the population grows in summer months and the shoulder spring and fall seasons. The almost 25% of vacant units are likely occupied by second-home owners, and a share is used as short-term rentals. Use of housing for short-term rentals can help the homeowner with their mortgage costs; however, if homes are purchased with the primary purpose to rent them on a short-term basis, that can lower the supply of housing and increase costs for permanent residents. Other communities have developed policies and regulations designed to ensure short-term rentals are registered and located in areas that are less disruptive to year-round residents. (MRSC, 2016)



Port Hadlock Housing

Assisted Housing Programs & Resources in Jefferson County

Jefferson County participates and supports area programs that provide housing assistance to income-limited families and individuals and to other special needs groups. The Peninsula Housing Authority, Olympic Community Action Programs and other public and private, non-profit groups provide assistance in the form of funding, services, home rehabilitation and/or homeownership help. Based on recent data, there are insufficient funds and resources to serve all individuals and households that qualify for housing assistance. There is a well-documented lack of affordable rental apartments and houses. The lack of affordable rental units means that households that qualify for rental assistance cannot find homes and apartments whose rent meets “fair market rates.” Another challenge to planning and developing affordable housing is the desired proximity that is needed to services that help the county’s most vulnerable populations including the low-income elderly, disabled Veterans, disadvantaged youth, and persons with mental and/or physical disabilities.



Homelessness



The Annual Point in Time Count found 189 homeless in Jefferson County on January 26, 2017

Homelessness in Jefferson County is a very real problem not confined to any one sector of the county's population. Homelessness occurs in a variety of ways. Some families or individuals experience job loss, reduced household income, domestic violence, increases in housing, living and medical costs and other displacing events. Some become suddenly homeless and others may be chronically homeless. Homelessness includes those that are accommodated in emergency shelters, stay temporarily with family or friends or other transitory housing or are "unsheltered" living on the streets, in forested areas, in vehicles or other conditions that do not provide safe shelter. Homelessness is a condition found in Jefferson County as well as across the state. A January 2017 point in time count showed about 100 sheltered homeless and 187 unsheltered homeless. This condition impacts children. All school districts documented some level of student homelessness, particularly in the Quillayute Valley, but also in Chimacum and Port Townsend.

Jefferson County's current regulations do not support transitory accommodations, temporary encampments, or other ways to provide additional options for temporary housing for the homeless. This update will include goals and policies that address a variety of means to provide shelter and supportive services to transition the homeless and other vulnerable populations to more permanent housing.



3.3 HOUSING PLAN

Based on needs and opportunities, this Element proposes:

- ▶ Remove potential barriers to housing
- ▶ Create additional housing opportunities
- ▶ Seek and promote funding sources to retain and add housing

Some of the barrier removal activities include:

- ▶ Convene an ad-hoc local panel of for-profit and non-profit developers and housing stakeholders to consider barriers to implementing diverse and affordable housing types.
- ▶ Evaluate short-term rentals to help ensure a sufficient housing supply for year-round residents.
- ▶ In the Port Hadlock/Irondale UGA, allow some development activity on alternative wastewater treatment systems.
- ▶ In the Port Hadlock/Irondale UGA, offer incentives and fee waivers for infill housing.

Creating additional housing opportunities include:

- ▶ Consider allowing tiny homes as ADUs or where co-housing or mobile home parks are allowed.
- ▶ Allow Homestead Parcels for resource lands and potentially agricultural activities on larger lots in rural areas.
- ▶ Evaluate the development of a housing incentives program for Urban (Port Hadlock/Irondale) and Rural areas per RCW 36.70A.540.

Funding sources may include:

- ▶ Advocate the legislature for multifamily tax exemptions in unincorporated UGAs in smaller rural counties.
- ▶ Support Commerce's Low-Income Home Rehabilitation Revolving Loan Program for rural property owners.



3.4 GOALS & POLICIES

Safe, affordable housing is a fundamental need for all citizens in Jefferson County. Jefferson County communities are strong, vibrant, and healthy when there is safe and reliable housing that meets the full range of income levels, household sizes, preferences, and needs. Jefferson County citizens' average household incomes have not kept up with increasing prevailing housing costs. The result is a widespread lack of safe and affordable housing for many county residents and especially for populations with special needs.

Community engagement in the 2018 periodic update reflect a strong desire for improved housing opportunities on a county-wide basis to address affordability, homelessness, and improved access to economic opportunities.

Goal HS-G-1 Encourage and support efforts to increase housing availability for county residents of all income groups. (HSG 1.0)

- ▶ **Policy HS-P-1.1** Identify locations where housing development can be promoted and work with inter-jurisdictional and public-private cooperative groups to increase a broad spectrum of housing supplies including market-rate homes, moderately-priced homes, and housing for lower income households. (HSP 1.1)
- ▶ **Policy HS-P-1.2** Assess the progress of County-wide Planning Policy #6 to better document successes, challenges, and opportunities to inform housing programs, the development community and housing advocacy groups. (New)
- ▶ **Policy HS-P-1.3** Update codes and development standards that preserve existing higher densities and improve housing development and redevelopment opportunities in County Urban Growth Areas (UGAs), Rural Village Centers (RVC), Rural Crossroads (CC), and Master Planned Resorts (MPR). (HSP 1.2)
- ▶ **Policy HS-P-1.4** Provide public and private, non-profit housing assistance programs with information on areas where moderate-to-low income housing can be accommodated based on zoning, existing lot density, access to transit, jobs, or other support services. (HSP 1.3)



- ▶ **Policy HS-P-1.5** Support the Peninsula Housing Authority, Habitat for Humanity, and Olympic Community Action Programs, in their efforts to assist income-limited households with funding for home repairs and other housing rehabilitation assistance. (HSP 1.4)

Goal HS-G-2 Promote a variety of housing choices throughout the county with innovative land use practices, community redevelopment strategies, development standards, design techniques, and building and infrastructure permit requirements. (HSG 2.0)

- ▶ **Policy HS-P-2.1** Explore regulatory opportunities that help minimize costs to developing affordable housing while ensuring that public health, safety, and environmental quality standards are not compromised. (HSP 2.1)
- ▶ **Policy HS-P-2.2** Encourage and support greater opportunity for the development of innovative housing types to increase the inventory of affordable housing throughout the county. Work cooperatively with public and private housing experts on community redevelopment strategies, residential mixed-use development, single and multi-family attached housing, accessory dwelling units, duplexes, triplexes, apartment houses, mixed-use, senior, and multi-care facilities, community housing, farm worker housing, tiny homes, etc. Encourage development patterns such as clustering in Rural Village Centers and Urban Growth Areas, provided adequate infrastructure and services are in place. (HSP 2.7)
- ▶ **Policy HS-P-2.3** Pursue demonstration and pilot projects that document the safety and reliability of innovative technologies such as composting toilets, gray water systems, site-specific nutrient management plans, water conservation, and net zero energy systems that minimize housing development costs, reduce environmental impacts, and provide more affordable housing options throughout the county. (HSP 2.8)
- ▶ **Policy HS-P-2.4** Initiate housing development in response to the critical lack of worker housing in the Port Hadlock Urban Growth Area and other established rural employment areas that allows higher residential density to be served by other than public sewer. (HSP 2.9)
- ▶ **Policy HS-P-2.5** Review and revise development standards and land use codes to allow for manufactured home and RV parks to increase housing supplies. (New)



- ▶ **Policy HS-P-2.6** Consider development standards that would provide bonus densities in return for providing a percentage of low or moderate-income housing units for multi-unit residences in the future Irondale/Port Hadlock Urban Growth Area. (New)
- ▶ **Policy HS-P-2.7** Reference the Transportation, Capital Facilities, Utilities, and Urban Growth Area Elements of this Plan for public facilities planning in connection to planning for affordable housing development sites. (New)
- ▶ **Policy CF-P-1.1** Consider developing an affordable housing incentives program for Urban (Port Hadlock/Irondale) and Rural areas consistent with RCW 36.70A.540. (New)
- ▶ **Policy CF-P-1.2** Convene an ad-hoc local panel of for-profit and non-profit developers and housing stakeholders to determine if procedural or market barriers are causing lack of use in implementing housing types that are innovative or higher density. (New)
- ▶ **Policy HS-P-2.8** Evaluate short-term rentals. To ensure such uses do not further restrict the housing supply for year-round residents, the County could examine the prevalence of short-term rentals and determine if a registration program and limits on numbers, zones, or locations are appropriate. (New)
- ▶ **Policy HS-P-2.9** In the Port Hadlock/Irondale UGA, allow some development activity on alternative wastewater treatment systems that do not preclude future hook-up to traditional sewer. (New)
- ▶ **Policy HS-P-2.10** In the Port Hadlock/Irondale UGA, offer incentives and fee waivers for infill housing such as ADUs and for lot consolidation. (New)
- ▶ **Policy HS-P-2.11** To support the Port Hadlock/Irondale UGA, advocate the legislature for multifamily tax exemptions in unincorporated UGAs in smaller rural counties. (New)
- ▶ **Policy HS-P-2.12** Support Commerce's Low-Income Home Rehabilitation Revolving Loan Program for rural property owners. (New)



Goal HS-G-3 Develop and maintain partnerships with the housing assistance programs, and other public and private groups and agencies to support maintenance and rehabilitation of existing housing stock and provide new and affordable housing opportunities. (HSG 3.0)

- ▶ **Policy HS-P-3.1** Support weatherization, housing rehabilitation and energy conservation activities and programs to ensure households are safe and well maintained for low-income households. (HSP 3.1)
- ▶ **Policy HS-P-3.2** Coordinate with the Peninsula Housing Authority and other groups and agencies to identify areas most in need of rehabilitation assistance and infrastructure improvements. To the extent possible, coordinate public investments in capital infrastructure with rehabilitation efforts. (HSP 3.3)
- ▶ **Policy HS-P-3.3** Reinvigorate cooperative City of Port Townsend-County coordination regarding affordable housing, low-income and special needs household assistance and regulatory updates to support affordable housing development throughout Jefferson County. Determine and fund staffing and other resources necessary to sustain continuous coordination regarding affordable housing. (New)

Goal HS-G-4 Pursue a transitory housing program to address homelessness and encourage the development of housing for people with special needs (individuals who require assistance for disabilities that may be physical medical, social, or psychological). (HSG 4.0)

- ▶ **Policy HS-P-4.1** Allow for a continuum of care for special needs populations, in UGAs and Rural Village Centers, including emergency housing, transitional housing, assisted living, group homes, senior housing and low-income housing. (HSP 4.1)
- ▶ **Policy HS-P-4.2** Encourage and support the development and implementation of a transitory accommodation permitting process that allows for single-family, small and large indoor and outdoor transitory and safe park accommodations in cooperation with willing public and private landowners. (HSP 4.2)



- ▶ **Policy HS-P-4.3** Coordinate with Olympic Community Action Programs, the Peninsula Housing Authority, nonprofit housing providers, and other public and private housing interests to ensure that low income and special needs housing is sited in locations that are adequately served by necessary support facilities and infrastructure. (HSP 4.4)

3.5 ACTION PLAN

Exhibit 3-7 highlights key activities the County can use to implement the Housing Element over the next eight years prior to the next periodic update, several in partnership with other entities:

EXHIBIT 3-7 Housing Action Plan

Action	Description
Remove Potential Barriers to Housing	<ul style="list-style-type: none"> ▶ Convene an ad-hoc local panel of for-profit and non-profit developers and housing stakeholders to determine if procedural or market barriers need to be addressed to encourage forms of housing already allowed, such as ADUs, co-housing, and manufactured/mobile home parks. ▶ Evaluate short-term rentals. Determine if a registration program and limits on numbers, zones, or locations are appropriate to help ensure a sufficient housing supply for year-round residents. ▶ In the Port Hadlock/Irondale UGA, allow some development activity on alternative wastewater treatment systems. ▶ In the Port Hadlock/Irondale UGA, offer incentives and fee waivers for infill housing such as ADUs and for lot consolidation.
Create additional housing opportunities	<ul style="list-style-type: none"> ▶ Consider allowing tiny homes as ADUs or where co-housing or mobile home parks are allowed. ▶ Allow Homestead Parcels for resource lands and potentially agricultural activities on larger lots in rural areas. A minimum parent parcel size, and siting criteria, may need to be set to ensure that this allowance does not interfere with goals of supporting agriculture. ▶ Evaluate the development of a housing incentives program for Urban (Port Hadlock/Irondale) and Rural areas to advance housing variety and affordability per RCW 36.70A.540.
Seek and promote funding sources to retain and add housing	<ul style="list-style-type: none"> ▶ Advocate the legislature for multifamily tax exemptions in unincorporated UGAs in smaller rural counties. ▶ Support Commerce’s Low-Income Home Rehabilitation Revolving Loan Program for rural property owners. Determine how the County can help educate rural property owners about the program.

Source: Jefferson County, 2018.



4 Open Space, Parks & Recreation, Historic & Cultural Preservation

While the GMA does not require comprehensive plans to include a parks and recreation element absent state funding, the goals of the GMA include retention of open space, enhancement of recreational opportunities, development of parks and recreation facilities, and preservation of historically and culturally significant sites. Further, the County has a Parks, Recreation, and Open Space Plan (2015) that sets forth the County's system plan and helps the County's eligibility for funding. This element draws from the system plan and connects land use and parks planning together to support healthy active lifestyles for county residents, support the County's tourism and recreation economy, and maintain the county's rich cultural heritage.



4.1 PURPOSE

Parks and recreational opportunities are important to quality of life in Jefferson County, and a key goal of this Comprehensive Plan is to classify, protect, and enhance parks and open space lands. The purpose of this element is to link them to a county-wide network, develop goals and policies to meet the demand for these facilities and services consistent with GMA, and to integrate the *Jefferson County Parks, Recreation & Open Space (PROS) Plan Update 2015* with the County's overall comprehensive planning framework.

The Historic and Cultural Preservation component of this element is meant to encourage the preservation of historic and pre-contact sites, structures and artifacts through designation criteria and review processes.

4.2 TRENDS & OPPORTUNITIES

Conditions & Trends

The Jefferson County Parks and Recreation system includes a variety of lands and facilities under the management of County, City of Port Townsend, school district, State, and Federal agencies. Approximately three-fourths of all land in Jefferson County is publicly owned, most notably the Olympic National Park and the Olympic National Forest. Combined, these two areas cover nearly 2 million acres in central Jefferson County. Land owned by Washington State Parks, the Washington State Department of Fish and Wildlife, and the DNR comprises an additional 5,000 acres of public recreational areas and 10 miles of shoreline.

Parks owned and managed by Jefferson County are summarized in Exhibit 4-1. A detailed inventory of parks and recreation facilities, including parks, trails, community centers, and open space is contained in the *Jefferson County Parks, Recreation, and Open Space Plan (PROS Plan)*, which was updated in 2015.

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.



EXHIBIT 4-1 Jefferson County Parks

Parks	Acres	Location
Neighborhood Parks		
County Courthouse Park	2.0	Port Townsend
Irondale Community Park	3.0	Port Hadlock
Quilcene River & Bay Park East	2.0	Quilcene
Subtotal	7.0	
County/Community Parks		
Bob Bates Field	12.0	Port Hadlock
Cape George Trailhead	43.0	Port Townsend
Chimacum County Park	14.0	Chimacum
East Beach County Park	1.0	Marrowstone Island
Hicks County Park in Shine	1.0	Port Ludlow
Irondale Beach County Park	12.5	Port Hadlock
Lake Leland County Park	9.0	Quilcene
North Beach County Park	1.0	Port Townsend
Quilcene County Park	8.0	Quilcene
Quilcene Sports Park/ Smackman Field	14.0	Quilcene
Subtotal	115.5	
Regional Parks		
Beausite Lake County Park & NW Kiwanis Camp	30.0	Chimacum
Gibbs Lake County Park	601.0	Chimacum
H.J. Carroll County Park and Trail	50.0	Chimacum
Larry Scott Trail	7.0 (8.5 mi)	Port Townsend
Oak Bay County Park Lower	30.0	Port Ludlow
Oak Bay County Park Upper	5.0	Port Ludlow
Subtotal	723.0	
Natural Open Space		
Indian Island County Park & Trail	140.0	Port Hadlock
Broad Spit County Park	43.8	Quilcene
Subtotal	183.8	
Special Use Areas		
Jefferson County Memorial Athletic Field	5.0	Port Townsend
Jefferson County Fairgrounds	27.7	Port Townsend
Jefferson County Horse Park	80.0	Quimper
Port Townsend Community Center	1.0	Port Townsend
Brinnon Community Center	NA	Brinnon
Coyle Community Center (Laurel B. Johnson)	1.0	South Toanodos



Parks	Acres	Location
Gardiner Community Center	2.0	Gardner
Tri-Area Community Center	2.0	Port Hadlock
Quilcene Community Center	4.1	Quilcene
Subtotal	122.8	
Total Jefferson County Parks	1,152.2	

Source: Jefferson County Parks, Recreation, and Open Space Plan, 2015.

Challenges & Opportunities

The 2015 PROS Plan includes a detailed needs assessment for each category of park and recreation facility and establishes guidance for future recreation system planning, including gaps and major service challenges, as well as opportunities for partnerships and other means of expanding and improving the facilities available to county residents. Challenges and opportunities identified in the 2015 PROS plan include the following:

- ▶ The County and City of Port Townsend have sufficient acreage in neighborhood and community parks to meet projected demand, but additional funding and/or partnerships will be necessary to ensure ongoing maintenance.
- ▶ The County has a large amount of regional park acreage, but, due to the large and complex nature of such facilities, additional funding sources may be necessary to make future operations sustainable.
- ▶ Regional trails are a highly valued amenity greatly desired by the public, and the development of additional trails to meet demand is a high priority for parks and recreation capital planning.
- ▶ Special Use facilities, such as athletic fields and recreation centers, require significant commitments and funding for maintenance and continued operation. Additional programming at recreation centers, specifically programs for children, are in high demand.

In addition, Jefferson County faces a fundamental challenge common to many counties in the necessity to provide recreation services to a decentralized population over a large area with limited resources, particularly regarding the West County, which contains a relatively isolated population with few County facilities.



4.3 OPEN SPACE, PARKS & RECREATION, HISTORIC & CULTURAL PRESERVATION PLAN

Jefferson County Parks, Recreation & Open Space Plan

The 2015 PROS Plan establishes a framework to guide the acquisition, development and improvement of park areas and facilities and the provision of recreational services throughout Jefferson County. It is designed to meet the County's recreational, social, and cultural needs now and into the future.

Parks and recreation facilities must be recognized as valuable not only to county residents, but also visitors. As Jefferson County grows in population, demands on parks and recreational facilities increase. Recreational opportunities are one important measurement of community livability in that they help to build strong neighborhoods and promote a high quality of life.

Parks and recreation planning should be flexible enough to meet the ever-changing demands of the community, yet comprehensive enough to assure that the needs of the community are consistently met. This plan examines and addresses current needs, desires, and opportunities with an eye toward historical information relevant to parks and recreation development. Population factors, land use, and general geographic features of the county are also vital considerations within the plan.

The 2015 PROS Plan (as amended) is adopted by reference as a part of this Comprehensive Plan. This document provides an inventory of park and recreation facilities and programs under Jefferson County jurisdiction. It also establishes standards, goals, objectives and programs for parks, open space, recreation facilities, wildlife resources and special historical and cultural resources and presents a strategy for providing facilities and programs to meet the needs of the county's residents and visitors. The 2015 PROS Plan is consistent with the Recreation and Conservation Office (RCO) and the GMA Comprehensive Plan Guidelines.



Open Space

As defined under the Washington State Open Space Taxation Act (RCW 84.34.020), "Open space land" means:

- ▶ any land area so designated by an official comprehensive land use plan adopted by any city or county and zoned accordingly, or
- ▶ any land area, the preservation of which in its present use would
 - conserve and enhance natural or scenic resources, or
 - protect streams or water supply, or
 - promote conservation of soils, wetlands, beaches, or tidal marshes, or
 - enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open space, or
 - enhance recreation opportunities, or
 - preserve historic sites, or
 - preserve visual quality along highway, road, and street corridors or scenic vistas, or
 - retain in its natural state tracts of land not less than one acre situated in an urban area and open to public use on such conditions as may be reasonably required by the legislative body granting the open space classification, or;
- ▶ any land meeting the definition of farm and agricultural conservation land.

In addition to the goals and objectives for open spaces in this element, and the 2015 PROS Plan, Jefferson County offers its citizens participation in an Open Space Tax Program - current use assessment, that evaluates lands using a rating system based on the criteria above, to identify potential public benefit, and provide a reduction in property tax.

Historic & Pre-Contact Cultural Resource Preservation

Prior to the arrival of European settlers and explorers, the area that is now Jefferson County was home to several Native American groups (First People), including the Chemakum, Hoh, Klallam, Suquamish, Makah, Quileute, Quinault, and Twana Tribes. Permanent village sites and activity areas were concentrated near ocean and riparian resources for food access and mobility. The First People were hunters and gatherers,



using canoes to fish, hunt whales and seals, and collect shellfish. They also hunted land mammals and birds, collected food and medicinal plants, and extensively used forest resources, creating most of their material culture from wood, other botanical material, and bone.

Evidence of the First People's activities can be found throughout Jefferson County, especially archaeological sites along the coasts and rivers. Specialized activity sites, such as work camps and cedar cutting areas can be found inland. Sites of religious importance are known through oral traditions and early documents. The primacy of these First People to Jefferson County is preserved in place names throughout the county. The Hoh and Quinault still occupy tribal reservation land in West Jefferson County. Successors of the Klallam Tribe have reservations in adjoining Clallam County (Lower Elwha Klallam Tribe and Jamestown S'Klallam Tribe) and adjoining Kitsap County (Port Gamble S'Klallam Tribe). A successor to the Twana Tribe, the Skokomish Tribe, has its reservation in adjoining Mason County.

The preservation of Jefferson County's pre-contact and historic cultural resources is important for many reasons. These resources help us retain community values; provide for continuity over time; represent an enduring link to tribal cultural traditions; and contribute to a sense of place. To protect cultural resources for future generations, it is important to set goals and policies designed to identify, designate, preserve, and reuse irreplaceable remnants of the past in a way that honors their history and cultural significance.

In addition to the goals and policies in this element, the Jefferson County PROS Plan Update 2015 (as amended), contains a goal in Chapter 2 on Special Historical and Cultural Resources and Use Areas, and the County maintains a Memorandum of Understanding (MOU) with the Washington State Department of Archaeology and Historic Preservation (DAHP) mapping sites of significance and establishing discovery protocols. Significant archaeological and historical sites are also considered high priority resources in the Open Space Tax Program.



From the Collection of the Jefferson County Historical Society



4.4 GOALS & POLICIES

The goals outlined below provide a general direction for the maintenance and enhancement of Jefferson County’s open space lands, parks and recreation facilities, and historic and cultural resources. These goals are based on the requirements of the GMA, consistent with the 2015 PROS Plan, and on the issues and opportunities identified by county residents.

As with all elements of this Comprehensive Plan, goals state the general growth management intentions of the County while policies are the guidelines for implementation and provide the basis for the development standards contained in the UDC.

Also see the Jefferson County Parks, Recreation & Open Space Plan Update 2015 (as amended) Chapter 2 for Goals and Objectives.

Goal OS-G-1 Preserve and improve the quality, value, and extent of open space lands. (OSG 1.0)

- ▶ **Policy OS-P-1.1** Work collaboratively with public and private agencies such as the Washington State Department of Natural Resources, the City of Port Townsend, the Jefferson County Conservation Futures Program, the Jefferson Land Trust, the North Olympic Salmon Coalition, the NW Watershed Institute, and Tribes to develop a financially sustainable, high quality, diversified open space system that preserves and enhances significant environmental resources and features. (New)
- ▶ **Policy OS-P-1.2** Partner to establish and conserve a sustainable system of open space corridors or separators to provide definition between natural areas and urban land uses.. (New)
- ▶ **Policy OS-P-1.3** Encourage public enrollment in the current-use or open space tax program (Chapter 84.34 RCW) for open space lands. (OSP 1.4)
- ▶ **Policy OS-P-1.4** Identify and conserve critical wildlife habitat, including nesting sites, foraging areas, and migration corridors within or adjacent to natural areas, open spaces, and developed urban areas. Preserve especially sensitive habitat sites that support threatened species and wildlife habitat in developed areas. (New)

Active & Healthy Living

Physical activity is key to a healthy lifestyle, and the Parks, Recreation, Historic, and Cultural Preservation Element plays a central role in promoting public health in Jefferson County. The Plan’s Vision recognizes that the natural environment and open spaces are integral to healthy lifestyles and offer residents many benefits, including clean air, clean water, and healthy food.

Framework Goal VIII of the Plan Foundation calls for the promotion of community safety and well-being by creating access to “active recreation that empowers residents to make healthy choices.” This Element and the 2015 PROS Plan provide a framework for increasing access to recreational amenities for Jefferson County residents and making it easier for them to make those healthy choices.



- ▶ **Policy OS-P-1.5** Promote open space network linkages throughout the county that connect Urban Areas, Rural Centers, schools, parks, or recreation sites, and supports tourism by bicycle or foot. (OSP 2.2)
- ▶ **Policy OS-P-1.6** Preserve and protect significant environmental features including unique wetlands, open spaces, woodlands, shorelines, waterfronts and other characteristics that support wildlife and reflect Jefferson resource heritage. and Improve public access to environmentally sensitive areas and sites that are especially unique to the Jefferson County area. (New)
- ▶ **Policy OS-P-1.7** Promote the inclusion of open space in development proposals by encouraging and promoting residential clustering and design. (OSP 2.4)
- ▶ **Policy OS-P-1.8** Ensure that the development of new parks adequately addresses the open space objectives of both the Jefferson County Comprehensive Plan and the Jefferson County Parks, Recreation and Open Space Plan. (OSP 2.5)

Goal OS-G-2 Develop a high-quality system of multipurpose park trails and corridors that access significant environmental features, public facilities and developed local neighborhoods and business districts. (New)

- ▶ **Policy OS-P-2.1** Create a comprehensive system of multipurpose off-road trails using public as well as cooperating private properties where appropriate, as well as a comprehensive system of on-road bicycle routes for commuter, recreational, and touring enthusiasts using scenic, collector, and local road rights-of-way, that link residential neighborhoods to County facilities. (New)
- ▶ **Policy OS-P-2.2** Work with other public agencies and appropriate parties to link and extend trails along the Puget Sound, Hood Canal, and Strait of Juan de Fuca shorelines with elementary and middle schools, downtown business districts and other commercial and retail activity centers, as well as extend trails through natural area corridors to provide a diverse sampling of local environmental resources. (New)
- ▶ **Policy OS-P-2.3** Pursue and encourage public involvement in open space, parks, and recreation planning through a variety of methods including advisory boards, workshops, and news releases. (OSP 2.9)



Goal OS-G-3 Encourage the multiple use of open spaces and wildlife corridors. (OSG 3.0)

- ▶ **Policy OS-P-3.1** Encourage appropriate recreational uses within critical areas, such as floodplains, to also preserve open spaces. (OSP 3.1)
- ▶ **Policy OS-P-3.2** Review development proposals to evaluate opportunities for multiple use of proposed open space. The open space should be of a quality, quantity, and configuration which ensures that a suitable portion of the site is designated for conservation, food plants and trees, passive recreation, and, where appropriate, active recreation. (OSP 3.2)
- ▶ **Policy OS-P-3.3** Consider new regulations that define and regulate passive and active recreation in public open spaces or common areas, as well as foraging, gleaning and brush picking. (New)

Goal OS-G-4 Develop and maintain public park and recreational facilities that are responsive to the needs and interests of Jefferson County residents and visitors. (OSG 4.0)

- ▶ **Policy OS-P-4.1** Investigate innovative available methods for the financing of facility development, maintenance, and operations to reduce costs, retain financial flexibility, match user benefits and interests, and increase facility services, while including joint ventures with other public and private agencies when feasible. (New)
- ▶ **Policy OS-P-4.2** Develop recreational opportunities and programs that enhance, support, and utilize our existing facilities to the highest degree possible. (OSP 4.3)
- ▶ **Policy OS-P-4.3** Maintain and improve those resources and facilities currently in the system. When financially feasible and sustainable, develop a high quality, diversified recreation system that provides for all age and interest groups. (New)
- ▶ **Policy OS-P-4.4** Define existing and proposed levels of service for recreation lands and facilities that address both increased requirements due to population growth and improved facility standards. Levels of Service should address neighborhood versus county nexus of benefit and differentiate between County, City, and other provider agency efforts. (New)



- ▶ **Policy OS-P-4.5** Ensure that parks and recreation facilities along marine shores, lakes and streams are compatible with the goals, policies, and performance standards of the Jefferson County Shoreline Master Program. (OSP 4.7)
- ▶ **Policy OS-P-4.6** Require developers of new residential subdivisions to provide land, facilities, or in-lieu-of payments for neighborhood parks and recreation, when appropriate. (OSP 4.8)
- ▶ **Policy OS-P-4.7** Encourage the provision of public parks and private parks concurrent with development. (OSP 4.9)
- ▶ **Policy OS-P-4.8** Promote cooperative efforts, joint project development, and long-range planning with other public agencies, Tribes, and the private sector to create and maintain open space, parks, and recreational areas. (OSP 4.10)

Goal OS-G-5 Work with Tribes and other appropriate agencies to identify and preserve historic and pre-contact sites, structures, settlements, and artifacts that have value as cultural resources. (OSG 6.0)

- ▶ **Policy OS-P-5.1** Support the efforts of the Jefferson County Historical Society, local Tribes, and other interested groups, to:
 - Assist in identifying, evaluating, and designating historic and pre-contact sites, structures, and artifacts of cultural significance for inclusion on appropriate national, state, and/or local registers;
 - Help develop methods to link cultural resource preservation with tourism and local and tribal economic development strategies.
 - Partner with Tribes and other agencies in the development of inadvertent discovery protocols for archaeological resources and human remains. (OSP 6.1)
- ▶ **Policy OS-P-5.2** Ensure that new development located adjacent to structures and sites of archeological, historical, or cultural significance is compatible with the character of the site. (OSP 6.2)



Goal OS-G-6 Ensure responsive, fair, and efficient permit processing (New)

- ▶ **Policy OS-P-6.1** Develop and maintain implementing regulations and internal policies that ensure that development applications are processed in a timely, fair, and predictable manner. (New)
- ▶ **Policy OS-P-6.2** Ensure that permit review and requests for additional information are fair, consistent and balanced with the needs of the applicant and the public interest at large. (New)



4.5 ACTION PLAN

The 2015 PROS Plan includes a detailed implementation plan, based on the needs assessment and capital improvement plan contained in that document. The action plan below highlights a combination of implementation measures based on the policies of the 2015 PROS plan and this element.

EXHIBIT 4-2 Open Space, Parks & Recreation, Historic & Cultural Resources Action Plan

Action	Description
County Park and Recreational Resources	
Continue implementation of the 2015 PROS Plan.	<ul style="list-style-type: none"> ▶ Maintain and optimize services at existing recreational facilities. ▶ Implement facility improvements, expansions, and acquisitions according to the 2015 PROS Plan Capital Improvement Plan. ▶ Continue developing partnerships and volunteerism to ensure adequate staffing and increase available programming at County recreation facilities.
Continue funding and development of trails projects to create community linkages.	<ul style="list-style-type: none"> ▶ Partner with the City of Port Townsend and the State of Washington Department of Transportation (WSDOT) to plan future corridors and identify feasible funding opportunities.
Historic and Cultural Preservation	
Develop internal inventory of historic and culturally sensitive sites to aid development permit review.	<ul style="list-style-type: none"> ▶ Partner with tribes, community groups, and other agencies to identify culturally significant sites that could be adversely impacted by development and establish development permit review procedures to protect culturally significant locations. ▶ Incorporate information from DAHP, such as the WISAARD database, to supplement local knowledge of culturally significant sites.

Source: Jefferson County, 2018.



5 Environment

5.1 PURPOSE

The purpose of the Environment Element is to establish environmental protection goals and policies that balance environmental protection with community housing, economic development, and healthy living needs, and that are consistent with the requirements of the GMA. GMA requires that environmental protection be addressed through state goals in RCW 36.70A.020, water quality and environmental provisions in the Land Use Element per RCW 36.70A.070(1), as well as with critical areas regulations in RCW 36.70A.060. Addressing these considerations in an Environment Element is optional. Jefferson County has chosen to create a separate Environment Element due to the rural nature of the county and the need to balance protection of the county's environment with the goals and objectives found within other parts of the Plan.

Goals and policies identified in Section 5.4 respond to the local environmental conditions, trends, challenges, and opportunities discussed in Section 5.2, as well as the maps provided in Section 5.3

An Action Plan for the Environment can be found in Section 5.5 following the goals and policies.

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.



5.2 TRENDS & OPPORTUNITIES

Conditions & Trends

Environmental Strategies

Jefferson County believes that a healthy environment is fundamental to the quality of life of its citizens. For the purposes of this Comprehensive Plan, Jefferson County has adopted a working definition of environmental protection based on the relationship between these five essential components:

- ▶ Watershed and fish habitat recovery management strategy;
- ▶ Regulatory strategy for consolidated environmental review;
- ▶ Critical areas protection strategy;
- ▶ Greenhouse gas emissions and climate change strategy; and,
- ▶ Environmentally sensitive development techniques.

Each of these strategies is described below.

Watershed & Fish Habitat Recovery Management Strategy

Currently, Hood Canal Summer Chum Salmon, Puget Sound Chinook Salmon, Puget Sound Steelhead Salmon, and bull trout are listed as threatened under the Endangered Species Act (U.S. Fish & Wildlife Service, 2018) (Washington Recreation and Conservation Office, 2018). Hood Canal Summer Chum Salmon numbers are approaching recovery goals in both the Hood Canal and Straits of Juan de Fuca populations (Governor's Salmon Recovery Office, 2016). Additionally, WRIA-17, which is located primarily in Jefferson County, is considered by the State Department of Ecology to be one of the 16 critical "water short" basins in the State of Washington (Washington Department of Ecology, 2018). A key strategy to successfully balancing environmental protection and development is to engage in watershed and salmon recovery planning. Jefferson County has been involved with both planning efforts since 1998. The County will continue to work with other local, State, and tribal agencies to jointly develop and implement comprehensive integrated watershed and salmon recovery plans.



Based on these plans, the County anticipates needing to update policies, plans, and development regulations to assure the protection of water resources and salmon habitat. The goals, policies, and action items in the Environment Element reflect the County's commitment to natural resource management based on watershed and fish habitat recovery planning.

Watershed management of hydrological resources addresses wetlands, shorelines, surface waters, aquifer recharge, landslide hazards, flood hazards, and frequently flooded areas. It incorporates management of instream flow volumes and storm water quality and quantity. It has a direct impact on and is integrally related to the protection of fish and wildlife habitat.

As watershed plans are translated into land use regulations, several programs may be affected. Exhibit 5-1 provides an overview of the County regulatory issues for various water uses, and the Comprehensive Plan elements in which some of these issues are addressed. The text box on the following page further describes the recent "*Hirst* decision" and its implications for Jefferson County. Primary agencies and laws with regulatory authority or involvement for the various water uses are listed in Exhibit 5-2.



The Hirst Decision in Jefferson County

Quick guide:

The Hirst decision did not change Jefferson County's process for issuing building permits that use permit-exempt wells for a water source.

Learn more:

The 2016 Washington State Supreme Court decision in *Whatcom County v. Hirst, Futurewise, et al.* (the "Hirst decision") changed how counties decide to approve or deny building permits that use wells for a water source. The court ruled that Whatcom County failed to comply with the GMA requirements to protect water resources, and required the county to make an independent decision about legal water availability – in other words, local jurisdictions planning under GMA have a duty to determine legal and physical water availability for development and cannot simply defer to Department of Ecology adopted rules when making these determinations. This decision changed how counties approve or deny building permits that use permit-exempt wells for a water source.

To address the Hirst decision, the Washington State legislature passed a new streamflow restoration law (ESSB 6091) in early 2018. ESSB 6091 allows local governments to rely on Department of Ecology instream flows rules to satisfy their obligations under GMA for demonstrating water availability based on Water Resource Inventory Areas (WRIAs), or geographic areas used to establish instream flow and other water resource-related rules. The law focuses on 15 WRIAs with pre-2001 instream flow rules that were impacted by the Hirst decision, and establishes standards for rural residential permit-exempt wells in the rest of the state.

There are four WRIAs where a major portion is in Jefferson County, and three in which the County takes an active role:

- ▶ WRIA 16: Skokomish/Dosewallips Watershed (active role)
- ▶ WRIA 17: Quilcene-Snow Instream Resources Protection and Watershed Management Program (active role)
- ▶ WRIA 20: Soleduck/Hoh Watershed (active role)
- ▶ WRIA 21: Queets/Quinault Watershed

Under ESSB 6091, Jefferson County may continue to issue permits consistent with RCW 90.44.050 in WRIA 16, WRIA 20, and WRIA 21, all of which are not regulated by an instream flow rule. No further action is required by ESSB 6091 to modify WRIA 17, which has a post-2001 instream flow rule that regulates permit-exempt well withdrawals, and thus complies with the GMA.

The 2009 Water Resource Management Program for WRIA 17 allocates an amount of water available for future use by reserve management areas (WAC 173-517-150). These reserves are available to a user only if the conditions set forth in WAC 173-517-150 are met, as well as any applicable requirements of law, including, but not limited to, all water resource laws and regulations. When each reserve is fully appropriated, the applicable reserve management areas are closed to any further consumptive appropriation. Under such circumstances water for new uses may be available in accordance with WAC 173-517-110.

Source: (Caulkins, 2016); (Dvorkin, 2018); (Washington Department of Ecology, 2018); (Washington Department of Ecology, 2018); (Washington Department of Ecology, 2016); Chapter 173-517 WAC, 2009;



EXHIBIT 5-1 Water Resources: Uses, Regulatory Issues, & Comprehensive Plan Elements

Water Uses by Resource	County Regulatory Issues	Comprehensive Plan Elements <i>and primary water resource responsibility</i>	
Ground Water & Surface Water Resources			
<i>Potable Water Supply: Domestic/Commercial and Municipal</i>	Aquifer recharge Individual Wells Storm Water Water Quality Water System Planning Wellhead Protection	<u>Environment:</u> <u>Utilities:</u>	Aquifer Recharge Water Quality Individual Wells Storm Water Water Systems Wellhead Protection
Industrial	Aquifer Recharge Storm Water Water Quality Water System Planning Wellhead Protection	<u>Environment:</u> <u>Utilities:</u>	Aquifer Recharge Water Quality Storm Water Water Systems Wellhead Protection
Agricultural	Aquifer Protection Aquifer Recharge Fish/Wildlife Habitat Flooding Storm Water Water Quality Wetlands	<u>Environment:</u> <u>Capital Facilities:</u> <u>Utilities:</u>	Aquifer Protection Aquifer Recharge Flooding Habitat Water Quality Wetlands Flood Management Storm Water
Instream Flows			
Fish/Wildlife Recreation Hydropower	Fish/Wildlife Habitat Flood Management Instream Flows Shorelines Management Storm Water Water Quality Wetlands	<u>Environment:</u> <u>Capital Facilities:</u> <u>Utilities:</u>	Flooding Habitat Instream Flows Shorelines Water Quality Wetlands Flood Management Storm Water
Marine Resource			
Fish/Wildlife Shellfish Recreation	Fish/Wildlife Habitat Shellfish Protection Areas Wetlands Shorelines Management Storm Water Water Quality	<u>Environment:</u> <u>Utilities:</u>	Habitat Shellfish Shorelines Water Quality Wetlands Storm Water

Source: Jefferson County



EXHIBIT 5-2 Water Resources: Responsible Agencies & Applicable Laws*

Water Uses by Resource	Federal Authority & Environmental Laws	State Authority & Environmental Laws	Local Authority & Environmental Laws
Ground Water & Surface Water Resources			
Potable Water Supply: Ground Water Quality/Quantity Management	<p><u>Agencies:</u> U.S. Environmental Protection Agency (EPA)</p> <p><u>Legal:</u> Clean Water Act, Ground water guidelines, Safe Drinking Water Act</p>	<p><u>Agencies:</u> Dept. of Ecology, Dept. of Health</p> <p><u>Legal:</u> Ground Water Quality Standards, Surface Water Quality Standards, Water Code, Streamflow Restoration Law (ESSB 6091), Chapter 173-517 WAC</p>	<p><u>Agencies:</u> County Planning Dept.; County Public Works; County Health Department</p> <p><u>Legal:</u> Critical Areas Ordinance; Coordinated Water System Plan</p>
Potable Water Supply: Drinking Water	<p><u>Agencies:</u> EPA</p> <p><u>Legal:</u> Safe Drinking Water Act</p>	<p><u>Agencies:</u> Dept. of Health</p> <p><u>Legal:</u> Streamflow Restoration Law (ESSB 6091), Chapter 173-517 WAC</p>	<p><u>Agencies:</u> County Health Dept.; County Planning Dept.</p> <p><u>Legal:</u> Critical Areas Ordinance; Coordinated Water System Plan</p>
Industrial	<p><u>Agencies:</u> EPA</p> <p><u>Legal:</u> Clean Water Act</p>	<p><u>Agencies:</u> Dept. of Ecology</p> <p><u>Legal:</u> NPDES regulations, Water Code, Streamflow Restoration Law (ESSB 6091), Chapter 173-517 WAC</p>	<p><u>Agencies:</u> County Planning Dept.</p>
Agricultural	<p><u>Agencies:</u> EPA; USDA; NRCS</p> <p><u>Legal:</u> Clean Water Act</p>	<p><u>Agencies:</u> Dept. of Ecology; Dept. of Agriculture</p> <p><u>Legal:</u> Water Code, Surface Water Quality Standards, Streamflow Restoration Law (ESSB 6091), Chapter 173-517 WAC</p>	<p><u>Agencies:</u> County Planning Dept.; County Public Works; WSU Cooperative Extension; Jefferson County Conservation District</p>
Instream Flows			
Fish/Wildlife Recreation Hydropower	<p><u>Agencies:</u> EPA; U.S. Dept. of the Interior; U.S. Dept. of Fish & Wildlife; U.S. Forest Service; Bureau of Indian Affairs; National Park Service; Federal Energy Regulatory Commission, Army Corps of Engineers, Bureau of Reclamation</p> <p><u>Legal:</u> Clean Water Act; Endangered Species Act; Indian Treaty Rights</p>	<p><u>Agencies:</u> Dept. of Ecology; DNR; Dept. of Fish and Wildlife</p> <p><u>Legal:</u> Water Code</p>	<p><u>Agencies:</u> County Planning Dept.; County Public Works</p> <p><u>Legal:</u> Critical Areas Ordinance; Shoreline Master Program</p>
Marine Resource			
Fish/Wildlife Shellfish Recreation	<p><u>Agencies:</u> EPA; U.S. Department of the Interior; U.S. Department of Fish and Wildlife; Bureau of Indian Affairs; National Marine Fisheries; Army Corps of Engineers</p> <p><u>Legal:</u> Clean Water Act; Endangered Species Act</p>	<p><u>Agencies:</u> Dept. of Ecology; DNR; Dept. of Fish and Wildlife; Dept. of Health</p> <p><u>Legal:</u> Shellfish Certification, Surface Water Quality Standards</p>	<p><u>Agencies:</u> County Planning Dept.; County Public Works; County Health Dept.</p> <p><u>Legal:</u> Critical Areas Ordinance; Shoreline Master Program</p>

*This list of laws and agencies is not all-inclusive but lists those most frequently encountered on the local level.

Source: Jefferson County, 2018.



Regulatory Strategy for Consolidated Environmental Review

A Regulatory Strategy for Consolidated Environmental Review is an approach that combines various state and local environmental protection programs within a single regulatory framework. By encouraging inter-agency cooperation and integrating these programs into a unified implementation strategy, the review process is simplified and made more efficient, thereby making environmental protection more comprehensive, effective, and predictable.

Critical Areas Protection Strategy

Jefferson County is required under the GMA to designate and protect critical areas. Protection of Critical Areas shall include a review of the best available science to protect the function and values of critical areas. In addition, counties and cities shall give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries.

“Critical areas” is a term of art from the GMA to describe environmentally sensitive natural features, such as streams and wetlands. The following are identified as environmentally critical areas through RCW 36.70A.030(5):

- ▶ Aquifer recharge areas;
- ▶ Frequently flooded areas;
- ▶ Geologically hazardous areas; and,
- ▶ Fish and wildlife habitat conservation areas; and
- ▶ Wetlands.

The Critical Areas Protection Strategy describes the regulations and methodologies used to protect the environmentally critical areas found throughout Jefferson County. The state legislature determined protection and enhancement of critical areas to be essential to the maintenance of public health and safety.

The designation of Critical Areas in Jefferson County was guided by the GMA requirements, state guidelines, and an extensive local review process. Jefferson County adopted a revised Critical Areas Ordinance (CAO) in 2008 based on Best Available Science, as required by law – the CAO is incorporated into the UDC as Chapter 18.22 JCC. The County further amended its wetlands ordinance in 2014 in response to the Washington State Department of Ecology’s recent update to the Wetland Rating System (Hruby, 2014) (ESA, 2016). The amendment addressed wetland category provisions to be consistent with the updated Ecology guidance.



Digital critical areas maps will be updated as new scientific information becomes available.

Greenhouse Gas Emissions & Climate Change Strategy

Climate change is a global phenomenon that has the potential for significant local impacts to natural resources, ecosystem functions, as well as human health, infrastructure, agriculture, and the economy. The Climate Impacts Group, a consortium of scientists at the University of Washington, has done an extensive analysis of potential local climate change impacts in the Pacific Northwest. Based on a range of climate change model projections and peer-reviewed scientific publications, the CIG concludes that climate variability and change may affect the Puget Sound region significantly during the next 20-40 years by altering key climate-related factors shaping the local environment, including temperature, precipitation, heavy rainfall events, sea level, ocean acidification, and season natural variability (Climate Impacts Group, 2015).

For example, global climate models project mid-21st century temperatures in the Pacific Northwest higher than the natural range of temperature observed in the 20th century. Because of slightly higher average annual temperature, water resources in the Pacific Northwest will likely be impacted in the following ways:

- ▶ More precipitation falls as rain rather than snowfall in the Olympics and Cascades due to an increased snow-line elevation;
- ▶ Decreased (winter) mountain snowpack and earlier (spring) snowmelt;
- ▶ Higher winter streamflow in rivers that depend on snowmelt;
- ▶ Higher winter streamflow in rain-fed river basins resulting in scouring floods that negatively affect salmon populations if winter precipitation and rain-on-snow events increases in the future as projected;
- ▶ Earlier peak (spring) streamflow in rivers that depend on snowmelt;
- ▶ Lower summer streamflow in rivers and streams; and,
- ▶ Decreased water in summer for irrigation, fish, human consumption, and recreational use (more drought-like conditions).

Additional climate change impacts are likely to include longer-term shifts in forest types and species, potentially increasing wildfire risk and greater exposure to insects and disease. Nearshore and riverine fisheries may be subjected to increased stress due to even lower average summer stream flows (and higher summer stream temperatures) and increased acidity in Puget Sound. Agricultural sector concerns include the cost of



climate adaptation, development of more climate-resilient technologies, and management and availability of adequate water supplies.

Susceptibility to natural hazards is also expected to intensify due to climate change, including increased landslides, erosion, coastal and riverine flooding due to more winter rainfall, and potential rising sea levels. (Climate Impacts Group, 2015)

In 2011, the City of Port Townsend and Jefferson County adopted a Climate Action Plan that laid out specific actions and targets for reducing greenhouse gas emissions and increasing energy conservation efforts in response to potential climate change. The Climate Action Plan inventories current greenhouse gas emissions and recommends how to achieve a goal of 80% reduction from 1990 levels by the year 2050, including targeted measures and implementation steps to address specific sources. (Port Townsend & Jefferson County, 2011) (Local 20/20 Climate Action Group, 2018)

Environmentally Sensitive Development Techniques

Environmentally sensitive development techniques can help communities achieve a balance between growth and quality-of-life. Jefferson County encourages the use of low-impact techniques, localized bioremediation, and other innovations in housing and industry that benefit overall ecosystem vitality and biodiversity while aiding ecological restoration and adapting to climate disruption. Such techniques support the community's vision for increased housing and economic development opportunities, while conserving the county's valuable ecological functions.

Challenges & Opportunities

Comprehensive Environmental Protection

To address the environment in a comprehensive manner, Jefferson County has developed environmental goals and policies for protection of the following:

- ▶ Shorelines
- ▶ Air quality
- ▶ Natural heritage vegetation and landforms
- ▶ View, light, glare, and noise conditions



Shorelines

Jefferson County contains significant shoreline resources, with approximately 202 miles of saltwater shoreline, 367 miles of streams, and 14 miles of lake shoreline. Over 80 percent of the shorelines in eastern Jefferson County are privately owned. In contrast, most of the shorelines in West Jefferson County, along the Pacific Ocean, are managed by the National Park Service. In addition to providing fish, shellfish, and wildlife habitat, the shorelines of Jefferson County have value for residential and economic uses.

Shorelines of the State are regulated under the Shoreline Management Act (“SMA,” Chapter 90.58 RCW). Amendments to the Jefferson County Shoreline Master Program must be approved by the Department of Ecology and must comply with the State law. Shoreline permits issued by the County are reviewed by the Washington Department of Ecology for compliance with State law. The County’s Shoreline Master Program was approved and adopted in February 2014. The goals and policies of the revised Master Program, as amended, are considered an element of this Comprehensive Plan and are adopted by reference as if fully set forth herein. In the event shoreline regulations conflict with other ordinances, the more restrictive regulations shall apply.

The marine shorelines of eastern Jefferson County have been developed at a rapid rate in some areas over the past several decades. In some areas, adverse impacts to the environment have occurred in terms of fish habitat damage, water quality degradation, altered patterns of sediment transport, and landslides where drainage and construction measures have exacerbated the instability of bluffs. Because activities in one area of the shoreline can have significant impacts in other shoreline areas, permit review processes must recognize the interdependence of shoreline landform stability and habitat with shoreline transport systems, drainage systems, and geologic conditions.

Air Quality

Clean air plays an important role in a healthy community and a sustainable environment. Maintaining or improving Jefferson County’s generally good air quality is essential to protecting public health, supporting the local economy and environment, and helping to maintain the high quality of life enjoyed by County residents, employees, and visitors alike. The Olympic Region Clean Air Agency, with regulatory authority under the Clean Water Act, attributes air pollution on the Olympic Peninsula to motor vehicles, outdoor burning, industrial emissions, and residential wood stoves. Air quality in east Jefferson County is a greater concern than that in west Jefferson County, given the higher concentrations of development and population.



Occasional burning bans, which include the use of wood-burning stoves, are declared when regional weather conditions result in a decrease in regional air quality. Population growth in east Jefferson County over the next 20 years may contribute to a decrease in air quality, particularly along major transportation routes; the Environment Element proposes policies and strategies to address the long-term air quality of the County.

Natural Heritage Vegetation & Landforms

Jefferson County's natural environment includes native vegetation, ecosystems, and landforms which have value to the community as the basis of its natural heritage. It is the intent of the County to protect areas of native ecosystems and to promote the use of native vegetation. Natural landforms and geologic outcrops with educational and scientific value are included as having natural heritage value, and protection of these areas is encouraged for the education and enjoyment of future residents.

View, Light, Glare, & Noise Conditions

The mountain, water, and valley views found in Jefferson County have significant value for County residents and visitors. County residents depend on these scenic resources for enriching their quality of life and maintaining economic vitality. Tourist activities and real estate property values reflect the high value placed on this aesthetic amenity. Other views, such as corridors adequately buffered by trees and other vegetation, as well as tree cover throughout the County enhance the overall rural character of the community. There are currently no regulations for the protection of views and viewsheds. A public discussion can be used to determine the extent to which citizens feel that view protection should be regulated.

Given the rural nature of the County, there is minimal light or glare "pollution" of concern to residents and visitors. Poorly planned or enforced outdoor lighting in new development, however, could cause several problems, including energy waste, nuisance for adjacent properties, adverse effects to health from excessive light, disruption of ecological processes, and diminished enjoyment of the night sky.

Protection of the rural character of Jefferson County includes protection from excessive light and glare that may accompany development and interfere with views of the night sky. Enforcement of the County's lighting and sign codes could help limit adverse impacts of exterior lighting on neighboring property and minimize the upward scattering of light into the night sky. Elements of a Night Sky ordinance could also help minimize light trespass from developed areas, reduce sky-glow to increase night sky access, improve nighttime visibility through glare



reduction, protect outdoor recreation opportunities, and reduce development impact on nocturnal environments.

In rural Jefferson County, noise conditions have not generally been considered a problem. Resolving the impacts of growth in a changing rural area may require a level of noise regulation that will be determined in future public processes.

Balance Environmental Protection with Other Community Needs

The resilience of the county's local environment, economy, and culture all yield benefits for current residents and future generations. None of these objectives, however, are mutually exclusive. Environmental protection in Jefferson County must be considered in relation to the goals and policies found within other parts of the Comprehensive Plan, including economic development opportunities and social objectives.

Jefferson County's natural setting is but one of the county's economic strengths, and protection of the environment must be balanced with the need for economic development. Critical area buffers and other limitations were established with the intent of minimizing the adverse effects that such protections would cause to the county's economic vitality. Although some potential types of development are limited in critical areas, other types may still be allowed that provide alternative investment opportunities.

In addition, social objectives discussed throughout the Comprehensive Plan—such as affordable and diverse housing and healthy living opportunities—are fundamental to the community's future vision. Protection, rehabilitation, and enhancement of Jefferson County's natural environment should allow for flexible and innovative development or investment that meets environmental and quality-of-life goals.



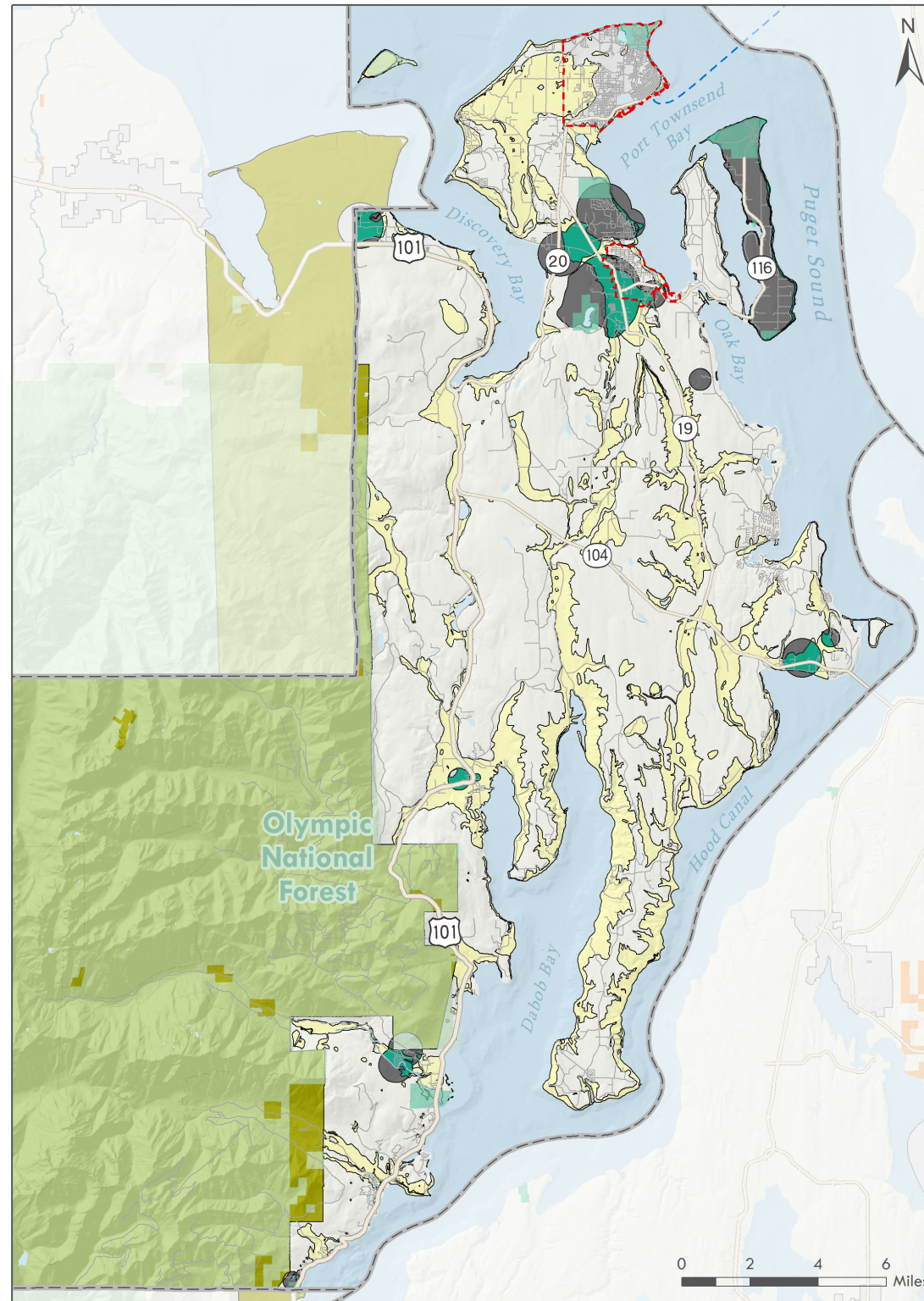
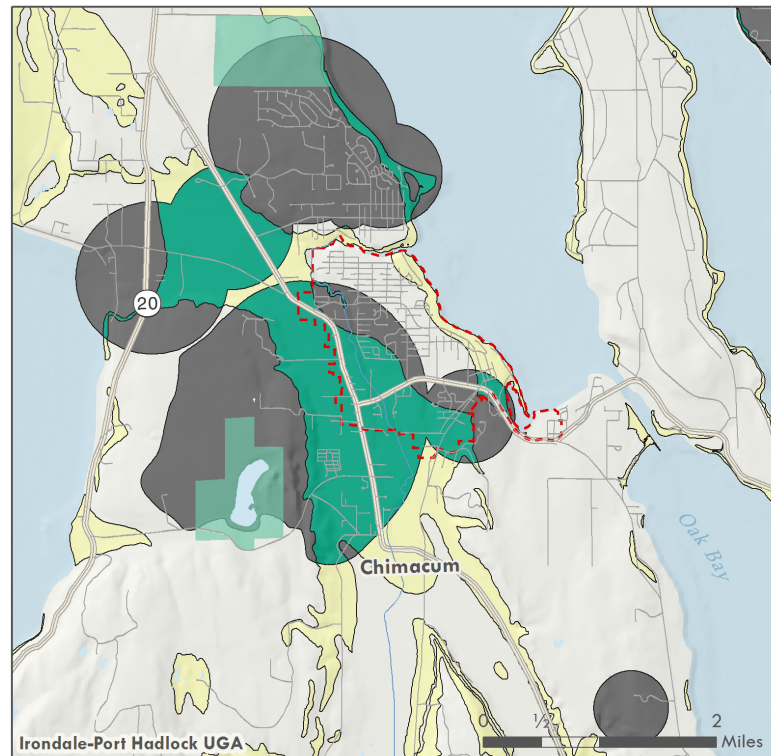
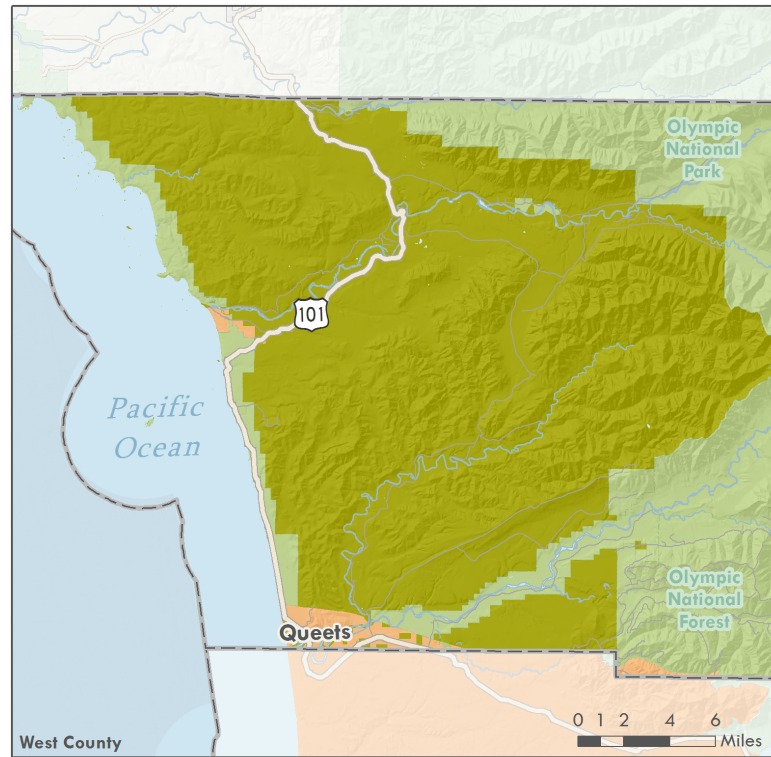
5.3 ENVIRONMENT PLAN

Critical Areas Maps

Maps are provided on the following pages that depict the location of critical areas identified by Jefferson County for adoption in this Comprehensive Plan. Not all critical areas have been mapped, as the scale and quality of information used to make maps often does not reflect precisely what is on the ground. Jefferson County will continue to improve the information on which permit processing is based, to protect the public from inappropriate development and to protect the functions and values of critical areas. A digital map server is used by development review staff to initially gauge whether there may be environmentally critical areas on a parcel proposed for development. The digital information is updated when new information becomes available.



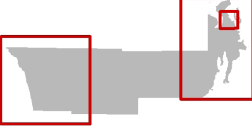

EXHIBIT 5-3 Critical Aquifer Recharge Areas



CRITICAL AQUIFER RECHARGE AREAS

SARPA + UNK	UGA Boundary
SARPA + SUSC	Federal Land
SUSC	State Park
SARPA	Tribal Land
SUSC=UNK	Highway
County Boundary	Road
City Boundary	Ferry

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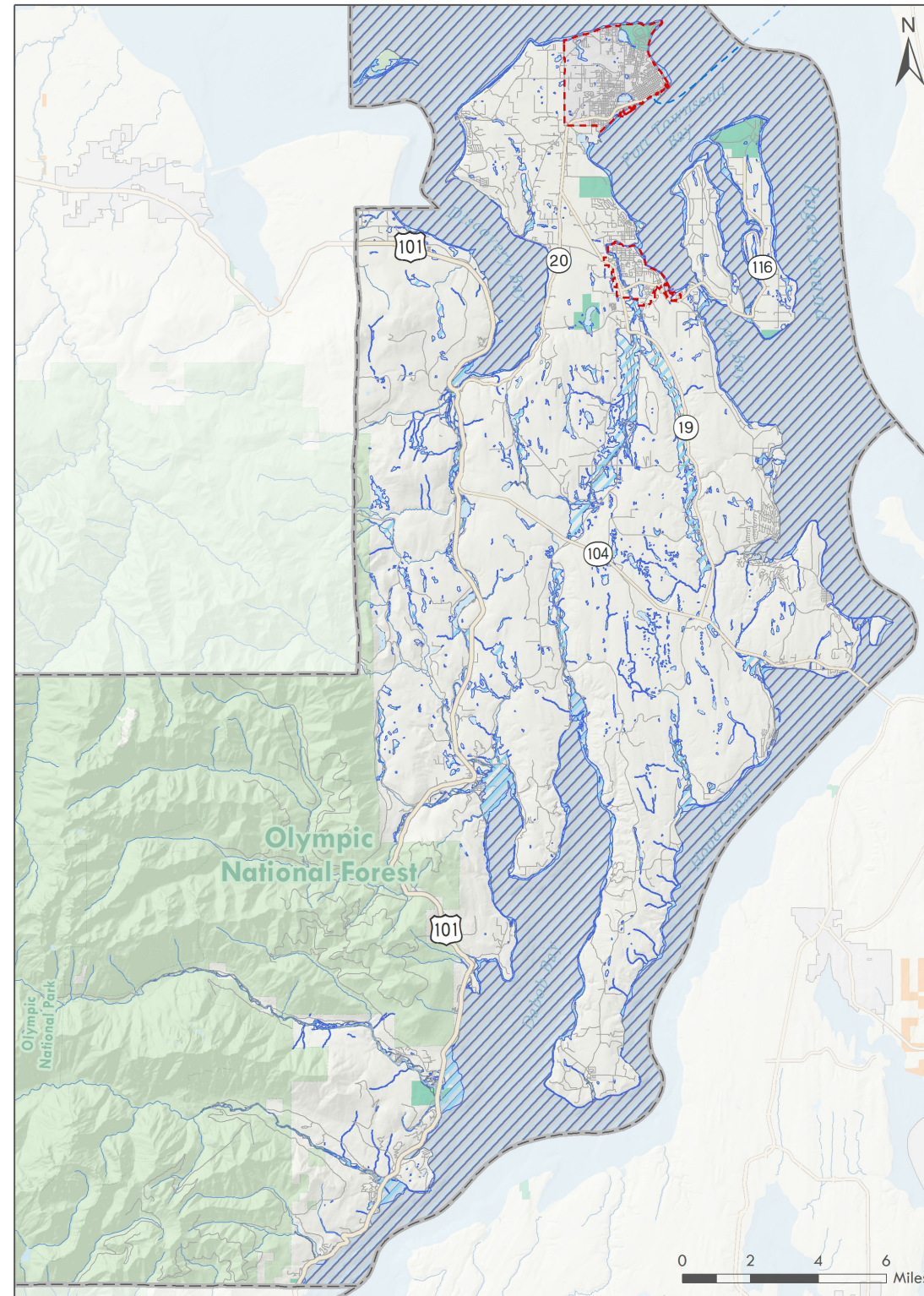
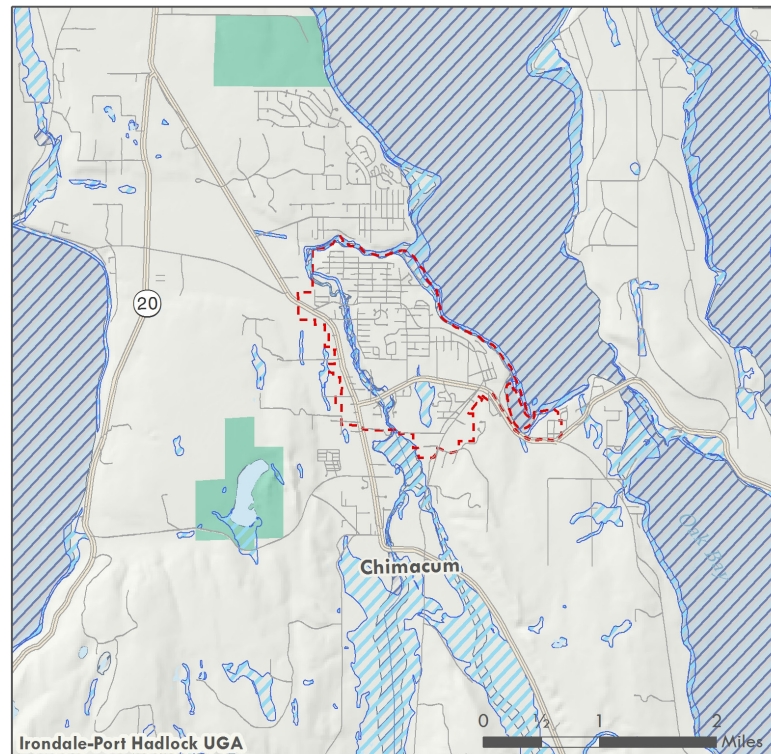
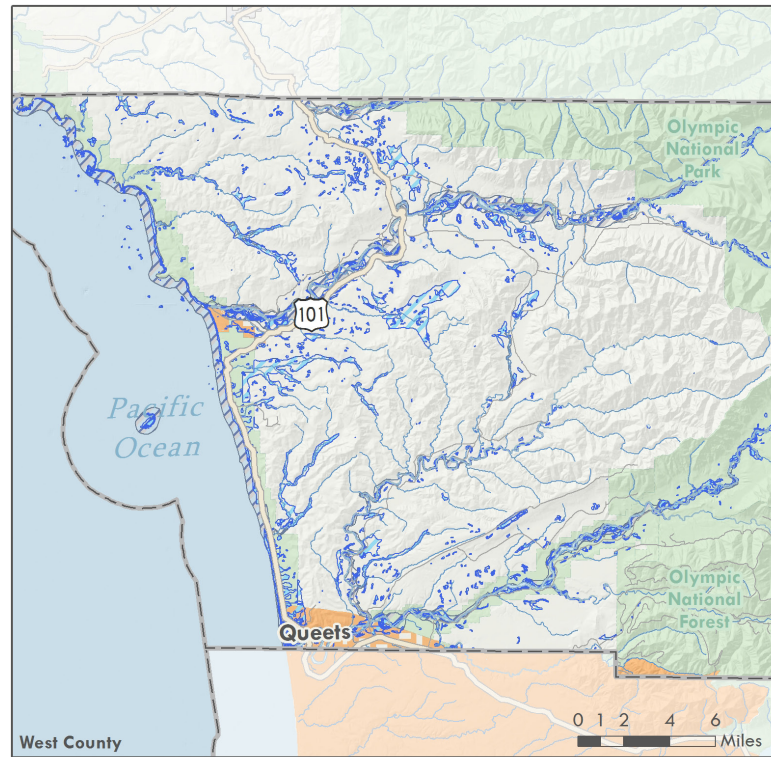



Map Date: March, 2018

Source: Jefferson County Community Development, 2018.



EXHIBIT 5-4 Hydrography: Streams, Wetlands, & 1998 FEMA Flood Zones



HYDROGRAPHY: STREAMS, WETLANDS & 1998 FEMA FLOOD ZONES

- Wetlands
- Federal Land
- FEMA Flood Zones A
- State Park
- FEMA Flood Zones X500
- Tribal Land
- County Boundary
- Highway
- City Boundary
- Road
- UGA Boundary
- Ferry

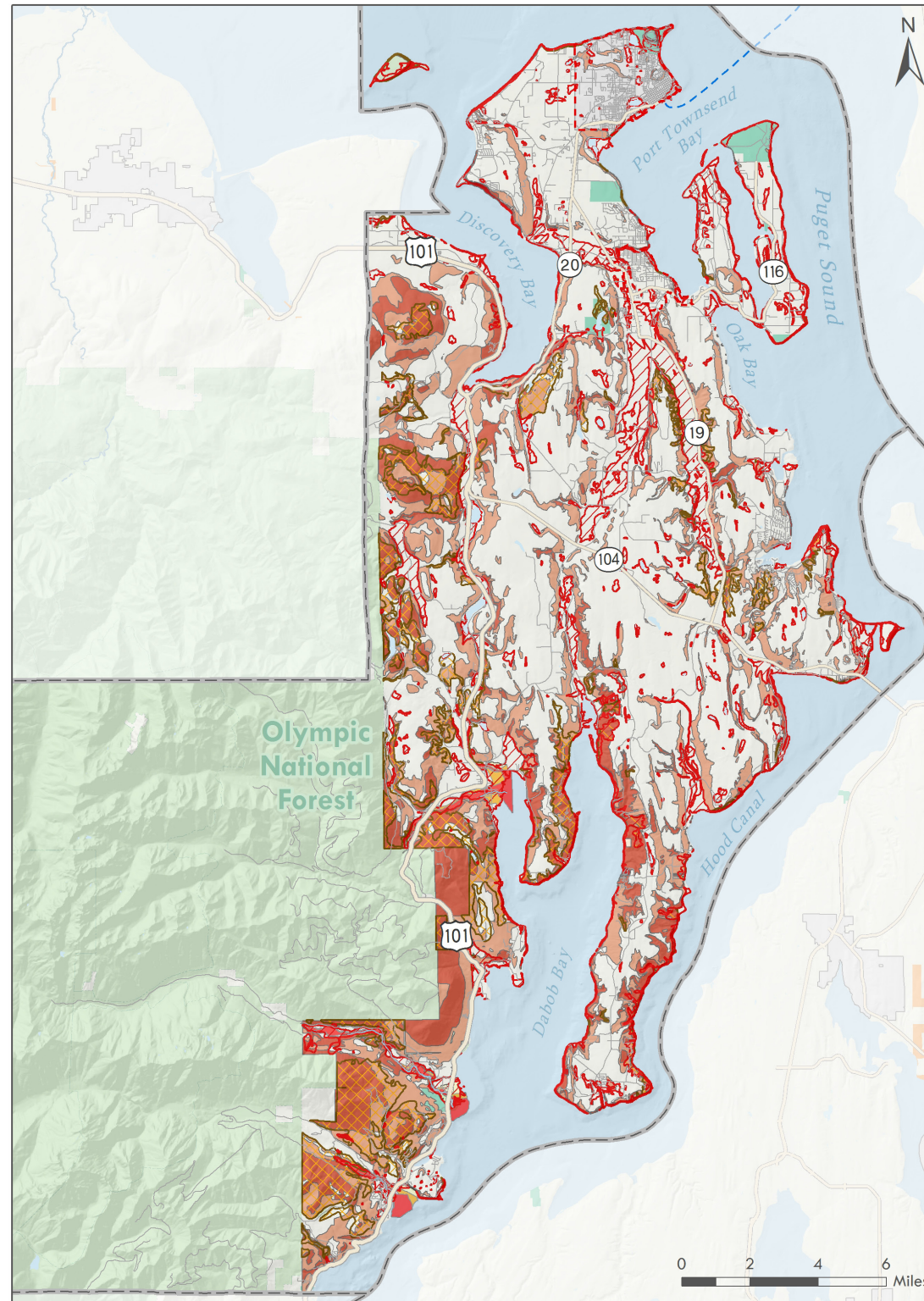
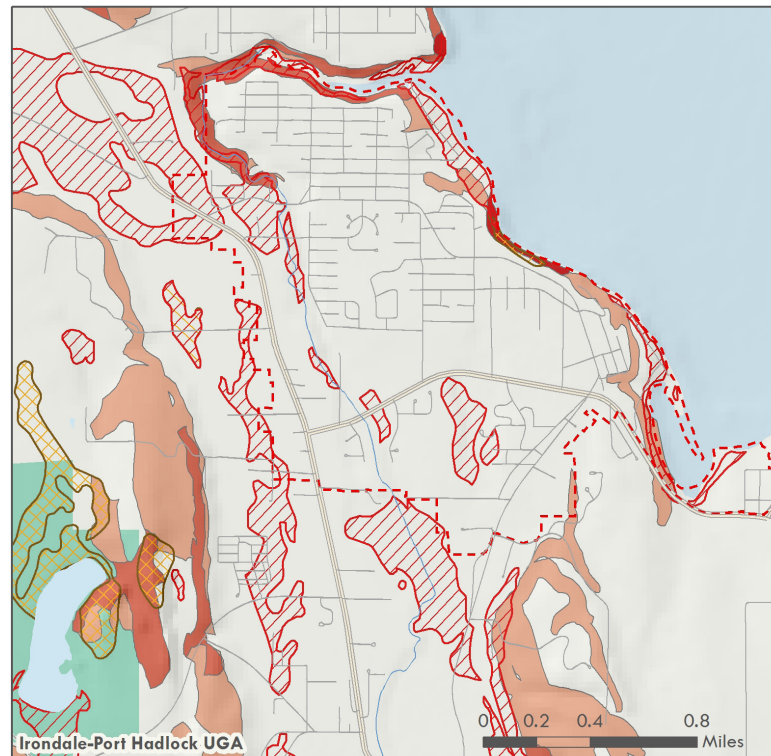
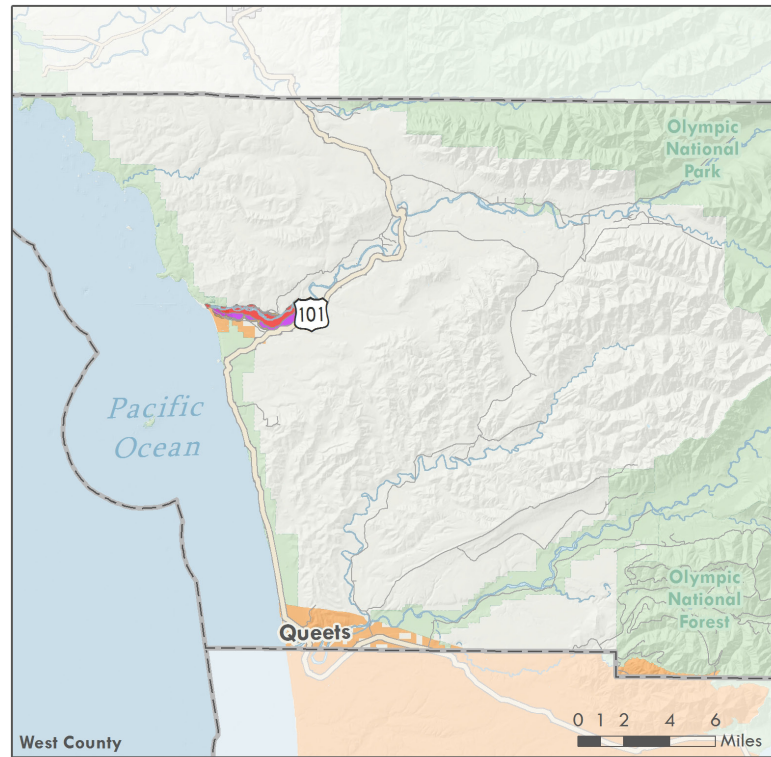
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Source: Jefferson County Community Development, 2018.



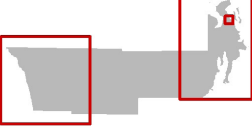

EXHIBIT 5-5 Geologic Hazards



GEOLOGIC HAZARDS

Seismic Hazard	1998-99 Slides
Erosion Hazard	County Boundary
Channel Migration Zones	
High Risk	City Boundary
Moderately High Risk	UGA Boundary
Moderate Risk	Federal Land
Disconnected CMZ	State Park
Landslide Hazard	
High	Tribal Land
Moderate	Highway
Slight	Road
	Ferry

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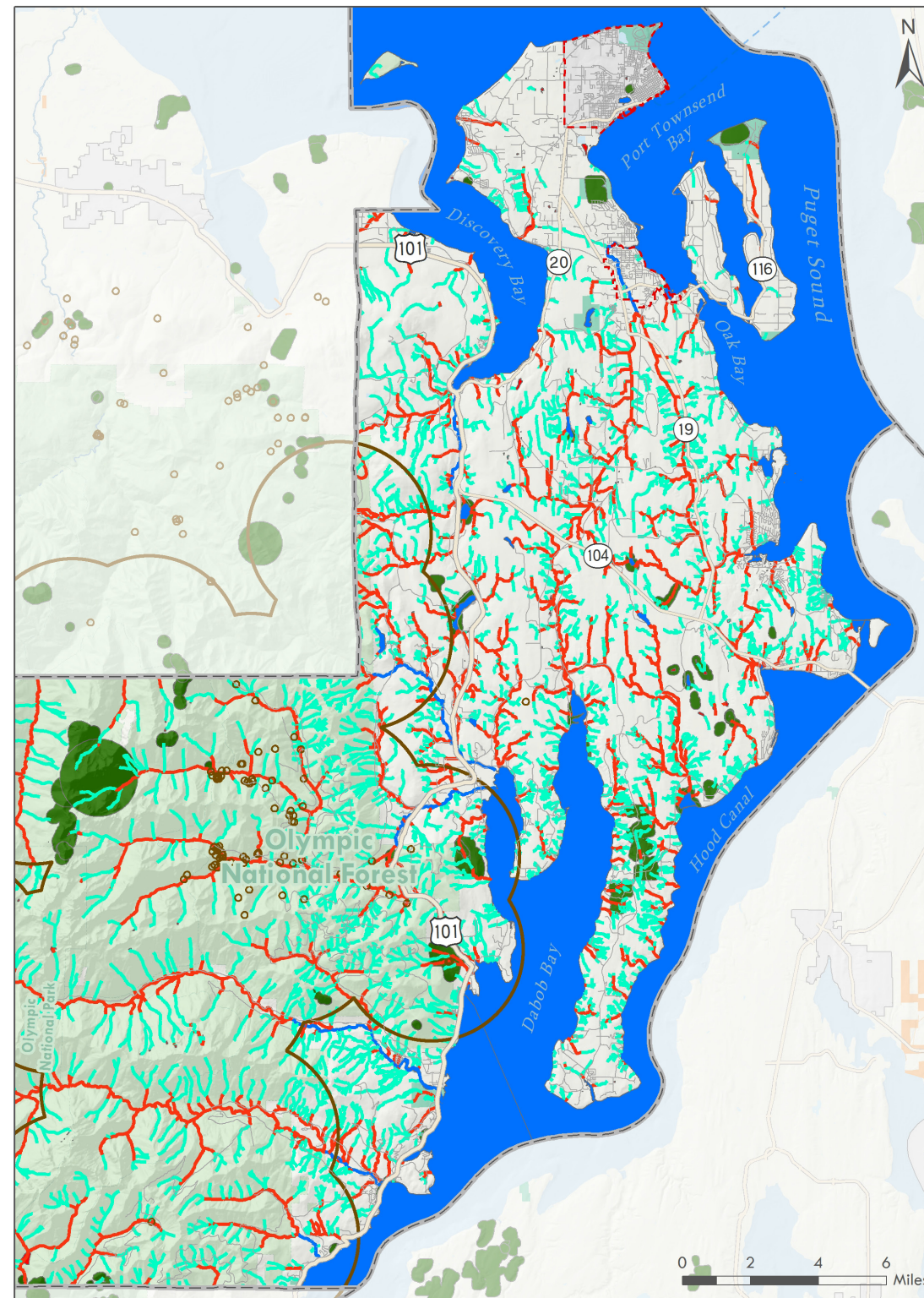
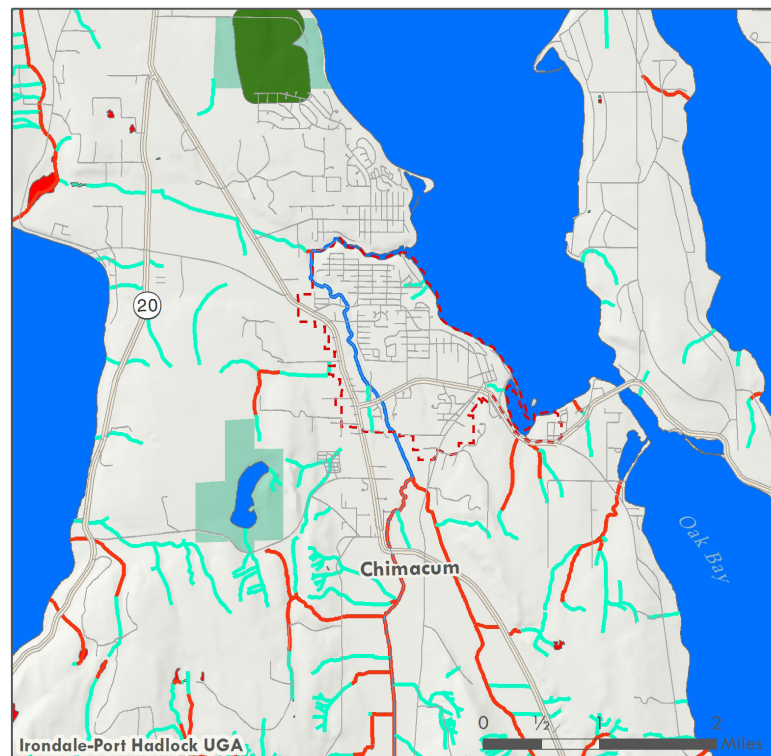
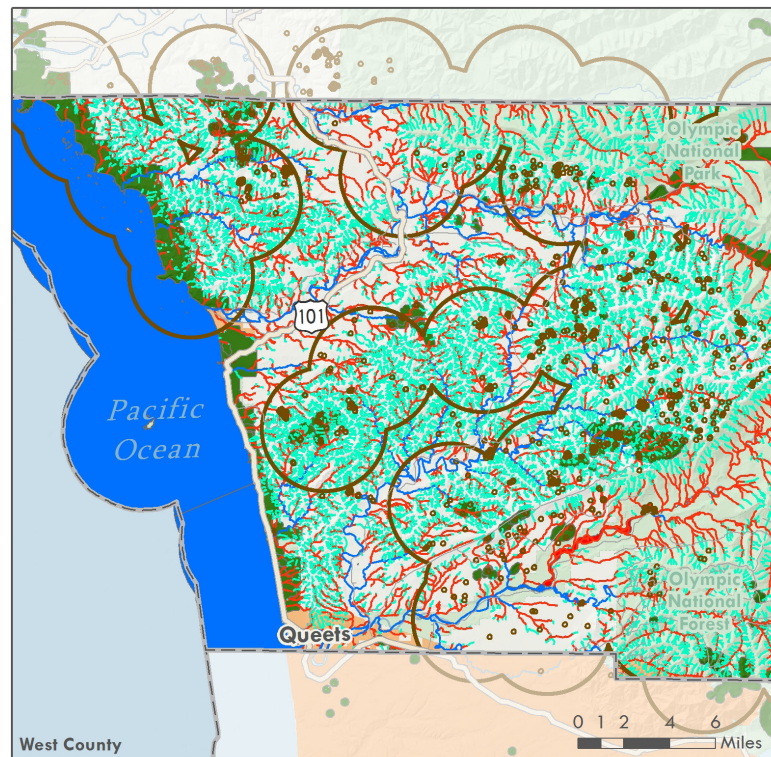



Map Date: March, 2018

Source: Jefferson County Community Development, 2018.



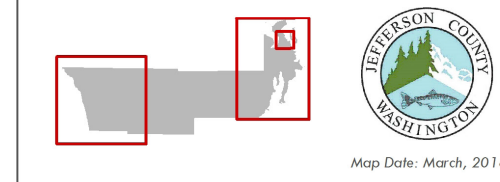
EXHIBIT 5-6 Critical Areas: Fish-Bearing Inventory & Primary Association Habitats



**CRITICAL AREAS:
FISH-BEARING
INVENTORY & PRIMARY
ASSOCIATION HABITATS**

- Primary Association Habitat
- Fish Habitat
- Non-fish Habitat
- Inventoried Shoreline
- DNR Rare Plants & Ecosystems
- Fish Habitat
- Non-fish Habitat
- Inventoried Shoreline
- County Boundary
- City Boundary
- UGA Boundary
- Federal Land
- State Park
- Tribal Land
- Highway
- Road
- Ferry

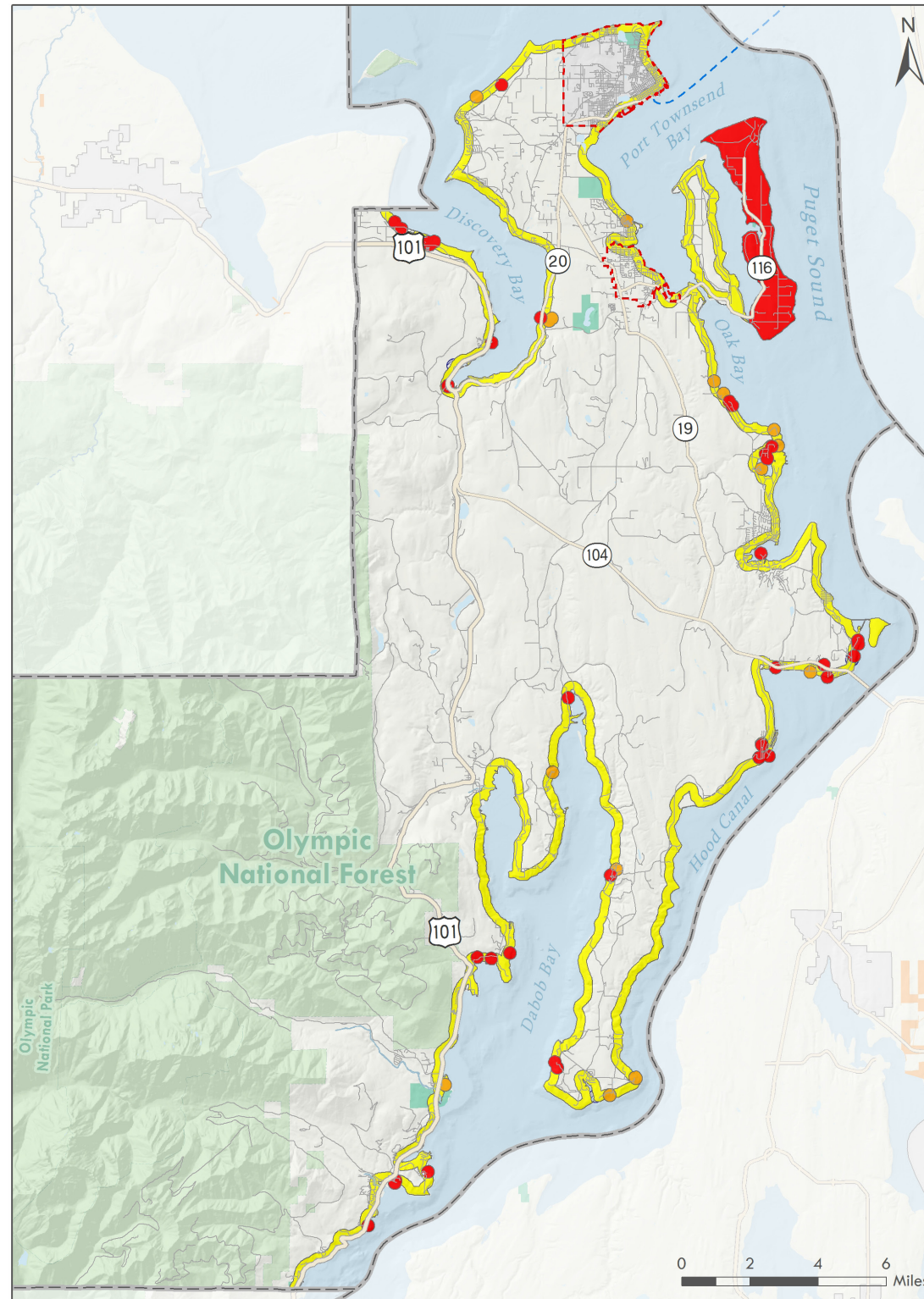
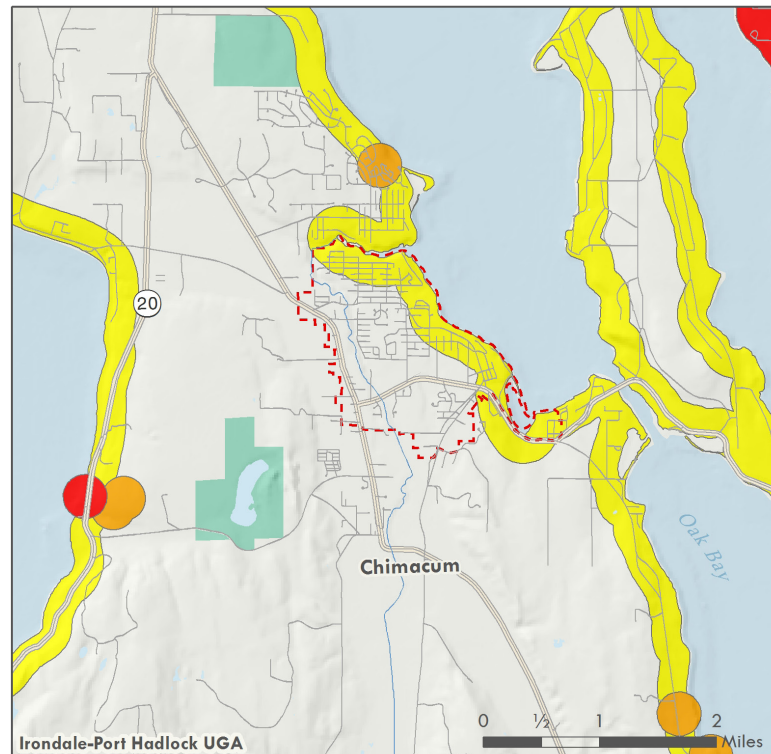
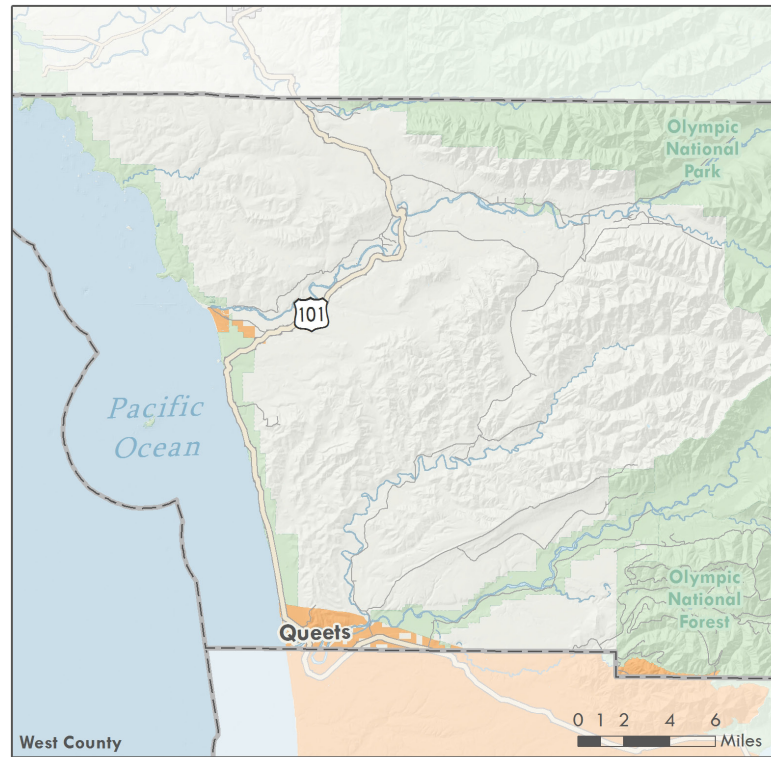
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Source: Jefferson County Community Development, 2018.



EXHIBIT 5-7 Seawater Intrusion Protection Zones



SEAWATER INTRUSION PROTECTION ZONES

- High Risk SIPZ >200 ppm chloride
- At Risk SIPZ >100ppm and <200 ppm chloride
- Coastal SIPZ <100ppm chloride and 1/4 mile from shoreline
- Decommissioned SIPZ
- County Boundary
- City Boundary
- UGA Boundary
- Federal Land
- State Park
- Tribal Land
- Highway
- Road
- Ferry

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Map Date: March, 2018

Source: Jefferson County Community Development, 2018.



5.4 GOALS & POLICIES

The goals outlined below provide direction for the protection of Jefferson County's environmental features in a balanced relationship with other land uses. These goals are based on the requirements of the GMA, which outlines specific criteria for environmental protection, and on the issues and opportunities identified by county residents.

As in all elements of this Comprehensive Plan, the goals are general statements while policies are more specific. Goals state the general growth management intentions of the County while the policies are the processes for implementation. Strategies identify action items which consist of the specific projects or programs that will be used to implement the policies.

The Environmental policies provide the basis for review of critical areas protections and related development standards contained in the UDC and other regulations.

Water Resources

Goal EN-G-1 Manage, protect, enhance, and conserve water resources through a comprehensive watershed management program that is integrated with recovery plans for listed species and those proposed for listing under the federal Endangered Species Act, and that incorporates strategies to address climate change impacts. (ENG 1.0)

- ▶ **Policy EN-P-1.1** The County should take an active role in implementing watershed plans for WRIA 16, 17, and 20. (ENP 1.1)
- ▶ **Policy EN-P-1.2** Participate in collaborative watershed, shoreline, and salmon habitat conservation planning processes with state, federal and tribal governments, and local stakeholders, to integrate water resource management for human needs with fish and wildlife habitat protection and restoration. (ENP 1.2)



- ▶ **Policy EN-P-1.3** Manage water resources using the best available scientific information, recognizing that scientific knowledge and information is rapidly developing in areas affected by climate change, and that periodic evaluation of this information, in collaboration with the appropriate entities, may be necessary to achieve water resource management goals. (ENP 1.3)
- ▶ **Policy EN-P-1.4** Encourage public education and information to foster citizen understanding and support of water resource management and conservation plans. (ENP 1.4)

Goal EN-G-2 Protect the quality and quantity of surface, ground, and marine water resources, and participate in enhancement and restoration of degraded habitats. (ENG 2.0)

- ▶ **Policy EN-P-2.1** Preserve the environmental functions of surface and ground water resources by retaining native vegetation and open spaces where feasible and by requiring mitigation measures for land use activities that may adversely impact surface and ground water. (ENP 2.1)
- ▶ **Policy EN-P-2.2** Manage surface water resources in accordance with the Jefferson County Surface Water Management Plan (2005). (ENP 2.2)
- ▶ **Policy EN-P-2.3** Encourage surface water protection and mitigation measures developed in coordination with other local, state, federal, and tribal agencies. (ENP 2.3)
- ▶ **Policy EN-P-2.4** Work with the Department of Ecology to restore and protect WRIA 17 instream flows, establish and protect instream flows for WRIA 16 and 20 and comply with the State’s Surface Water Quality Standards and other programs affecting surface water resources, consistent with a comprehensive watershed management approach. (ENP 2.4)
- ▶ **Policy EN-P-2.5** Maintain buffers between land-disturbing activities and the functions and values of water resources, ensuring that buffer width standards include best available science and consider anadromous fisheries. (ENP 2.5)



- ▶ **Policy EN-P-2.6** Promote best management practices and voluntary open space conservation to protect marine nearshore, surface, and ground water in land use regulations related to septic systems, forest practices, agricultural practices, industry, and other development. (ENP 2.6)
- ▶ **Policy EN-P-2.7** Work with the Department of Ecology and other agencies to minimize salt water intrusion, to evaluate ground water resources that have been damaged either by salt water intrusion or other contamination, and to identify technically and financially feasible measures for remediation of adverse impacts. (ENP 2.8)
- ▶ **Policy EN-P-2.8** Coordinate with the Department of Ecology in developing a reliable database of ground water monitoring data, per reserve quantities identified in the appropriate watershed management plans and RCW 90.44.050. Comply with State Ground Water Quality Standards and promote water rights management that is consistent with the protection of existing water rights and with watershed plans. (ENP 2.9)
- ▶ **Policy EN-P-2.9** Establish a well monitoring program, in partnership with the Departments of Health and Ecology, with protocols to assure quality control and appropriate reserve quantities, and coordinate data interpretation and application through Water Resource Inventory Area (WRIA) Planning Units operating in Jefferson County per the Watershed Planning Act (RCW 90.82). (ENP 2.10)
- ▶ **Policy EN-P-2.10** Maintain good water quality found in Jefferson County's freshwater and marine waters by utilizing a range of sewage treatment options, innovative and alternative wastewater treatment systems, and recycling, subject to State law. (ENP 2.11)
- ▶ **Policy EN-P-2.11** Manage storm water for proposed and existing development in a manner consistent with Department of Ecology Stormwater Management Manual for Western Washington, as amended. (ENP 5.7)
- ▶ **Policy EN-P-2.12** Promote best management practices and voluntary open space conservation to protect critical areas in land use regulations related to septic systems, forest practices, agricultural practices, industry, and other development. (ENP 5.8)



Goal EN-G-3 Ensure a sustainable and safe water supply as a critical necessity for residential, economic, and environmental needs that rely on conservation and other current technologies, while incorporating the most current climate projections into supply planning. (ENG 3.0)

- ▶ **Policy EN-P-3.1** Revise and reinvigorate the functions of the Water Utilities Coordinating Committee so that the County Coordinated Water System Plan is up to date and consistent with the Comprehensive Plan, to provide a safe and adequate water supply for County residents and other uses in balance with the protection of environmental functions of water resources. (ENP 3.1)
- ▶ **Policy EN-P-3.2** Support the development and implementation of wellhead protection programs for all public supply wells and encourage the siting and construction of individual wells in a manner which protects existing water users and the ground water supply, per reserve quantities identified in the County's watershed management plans and RCW 90.44.050 as applicable. (ENP 3.2)
- ▶ **Policy EN-P-3.3** Preserve and protect existing water supplies while addressing future water supply needs and encourage activities which utilize alternative water sources that are compatible with environmental protection, in accordance with state and federal laws regulating alternative water uses. (ENP 3.3)
- ▶ **Policy EN-P-3.4** Relying on technical input from the PUD, WRIA Planning Units, State Department of Ecology, and others as appropriate, review well monitoring data annually and report to the Board of County Commissioners on the status of seawater intrusion and other groundwater contaminants of concern in Jefferson County. Prepare a comprehensive analysis every five years. (ENP 3.4)
- ▶ **Policy EN-P-3.5** Implement an adaptive management program to protect groundwater against seawater intrusion. (ENP 3.5)



Surface Water Conditions

Goal EN-G-4 To improve the base of information on the uses, existing conditions, and vulnerability of surface waters in the county. (LNG 27.0)

- ▶ **Policy EN-P-4.1** Continue to fund and support the collection of water quality data and the database. Improve access to water quality data by the public and interested parties. (LNP 27.1)
- ▶ **Policy EN-P-4.2** Establish, fund and maintain long-term ambient water quality monitoring sites to facilitate the collection of reliable water quality data. (LNP 27.2)
- ▶ **Policy EN-P-4.3** Focus water resource data collection efforts upon suspected water quality problem areas where little or no current data exist. (LNP 27.3)

Surface Water Quality

Goal EN-G-5 To protect and enhance the water quality of surface waters in Jefferson County. (LNG 28.0)

- ▶ **Policy EN-P-5.1** Work to improve water quality in areas with identified problems. (LNP 28.1)
- ▶ **Policy EN-P-5.2** Ensure that county water quality programs are designed to complement related programs developed and implemented by other local as well as state and federal agencies. For ease of administration and enforcement, reference related programs implemented by other agencies within relevant county plans and regulations. (LNP 28.2)
- ▶ **Policy EN-P-5.3** As appropriate funds, funding sources and staff resources become available, implement the Clean Water District Water Quality Monitoring Plan in order to protect shellfish beds, fish habitat, and other natural resources, prevent contamination of sediments from urban runoff, and achieve standards for water and sediment quality by reducing, and reducing, polluted discharges from stormwater throughout Jefferson County. (LNP 28.3)
- ▶ **Policy EN-P-5.4** Adopt and implement agricultural best management practices (BMPs) to control and reduce harmful discharges to surface waters and protect soils. (LNP 28.4)



- ▶ **Policy EN-P-5.5** In coordination with adjacent jurisdictions and as funding sources become available, seek to refine, update and implement watershed and basin plans to reduce nonpoint sources pollution. (LNP 28.7)

Shorelines

Goal EN-G-6 Implement Chapter 18.25 JCC to protect shoreline functions and processes while allowing appropriate development and uses within the shorelines of Jefferson County. (ENG 4.0)

- ▶ **Policy EN-P-6.1** The goals and policies of the Jefferson County Shoreline Master Program, as amended, are considered an element of the Comprehensive Plan and are adopted by reference as if fully set forth herein. Refer to JCC 18.25 Articles III, VI, VII and VIII for goals, policies, and regulations related to the shorelines and how the Shoreline Master Programs goals are implemented. (ENP 4.1)
- ▶ **Policy EN-P-6.2** The County shall revise the Shoreline Master Program on a periodic basis to establish and implement policies and regulations for land use that are consistent with the Shoreline Management Act, the Growth Management Act, and the Comprehensive Plan. (ENP 4.2)
- ▶ **Policy EN-P-6.3** Coordinate to incorporate local, state, and federal laws, and tribal and public input into the recommendations of cooperatively-developed, comprehensive watershed and habitat conservation plans in shoreline planning processes. (ENP 4.3)
- ▶ **Policy EN-P-6.4** Manage shoreline hazard areas such as unstable bluffs and erosion and coastal flood hazard areas to protect public safety and public and private property. (ENP 5.6)

Goal EN-G-7 Encourage all use and development along shorelines to address potential adverse effects of sea level rise. (New)

- ▶ **Policy EN-P-7.1** Use the best available science and the experience of other municipalities to update and implement the County’s sea level rise strategy. (New)



- ▶ **Policy EN-P-7.2** Evaluate all options, including retreat, to deal with the impacts of sea level rise in Jefferson County. (New)
- ▶ **Policy EN-P-7.3** Consider different scenarios for varying amounts of sea level rise and storm surge, and the accompanying adaptation response options for each scenario. (New)
- ▶ **Policy EN-P-7.4** Engage the community in a discussion of the different adaptation strategies and response and cost. (New)

Air Quality

Goal EN-G-8 Protect air quality from the adverse impacts of land use and development and improve it where it is degraded. (ENG 6.0)

- ▶ **Policy EN-P-8.1** Continue to obtain technical information from the Olympic Region Clean Air Agency on air quality as a basis for air quality improvements. (ENP 6.1)
- ▶ **Policy EN-P-8.2** Avoid or mitigate land use activities that create or compound air quality problems, including the release of volatile organic compounds and odors. (ENP 6.2)
- ▶ **Policy EN-P-8.3** Coordinate the provision of public transportation to prevent congestion in areas of higher land use densities and in shopping and recreation areas and promote multi-modal transportation for commuters to reduce pollution emissions from automobiles. (ENP 6.3)
- ▶ **Policy EN-P-8.4** Promote public education programs that provide information on air quality problems and measures which individuals can take to improve air quality. (ENP 6.4)
- ▶ **Policy EN-P-8.5** Promote best management practices to protect air quality in land use regulations related to sewage treatment plants, forest practices, agricultural practices, industry, and other development, and to meet State air quality standards. (ENP 6.5)
- ▶ **Policy EN-P-8.6** Encourage the use of electric-powered land-based vehicles by residents, businesses and visitors, and conversion to efficiency electric heating in existing and new buildings to mitigate climate impacts and reduce the air pollution from burning fossil fuels. (New)



Natural Heritage, Vegetation, & Landforms

Goal EN-G-9 Protect Jefferson County's natural heritage, including native vegetation and unique landforms. (ENG 7.0)

- ▶ **Policy EN-P-9.1** Encourage collaboration with state programs such as the Washington Natural Heritage Program, local conservation groups, conservation futures program, and tribes, to identify and protect plants, plant communities, habitats and unique landforms, and geologic sites. (ENP 7.1)
- ▶ **Policy EN-P-9.2** Encourage the protection and acquisition of priority sites and habitats which protect native ecosystems. (ENP 7.2)
- ▶ **Policy EN-P-9.3** Provide accurate information and guidance to the public, as resources allow, about protection of vegetation and rare landforms, and how the protection measures relate to regulations to protect the natural environment. (ENP 7.3)
- ▶ **Policy EN-P-9.4** Use native vegetation in habitat restoration projects and linking of open space areas. (ENP 7.4)
- ▶ **Policy EN-P-9.5** Encourage the utilization of native vegetation and drought-tolerant species to reduce water consumption and landscape maintenance costs. (ENP 7.5)
- ▶ **Policy EN-P-9.6** Encourage public education and information to foster citizen understanding of native ecosystems and Jefferson County's unique natural heritage. (ENP 7.6)
- ▶ **Policy EN-P-9.7** Support efforts of the Jefferson County Noxious Weed Control Board and other agencies to eradicate invasive species of vegetation and prioritize methods that avoid the use of harmful chemicals. (ENP 7.8)
- ▶ **Policy EN-P-9.8** Support efforts to enhance or restore natural plant communities, and promote conservation planning using National Resources Conservation Services certified best management practices to address site-specific resource concerns. (New)
- ▶ **Policy EN-P-9.9** Consider the most recent scientific data supporting critical area planning and management for climate change when reviewing critical area management plans and regulations. (New)



- ▶ **Policy EN-P-9.10** Promote conservation planning using National Resources Conservation Services certified best management practices as recommended to address site-specific resource concerns. (New)

View, Light, Glare, & Noise Conditions

Goal EN-G-10 Protect the habitability, environmental quality, and natural beauty of Jefferson County from the adverse impacts of development with respect to light, glare, and noise and mitigate impacts based on the extent of the impact to existing conditions. (ENG 8.0)

- ▶ **Policy EN-P-10.1** Provide for the protection of the natural environment while allowing for some limited views. (New)
- ▶ **Policy EN-P-10.2** Implement and enforce current lighting provisions in Chapter 18.30 JCC to limit the adverse impacts of exterior lighting on neighboring properties and to protect the rural character of Jefferson County. Allow some outdoor lighting while protecting rural character and natural conditions. (New)
- ▶ **Policy EN-P-10.3** Reduce, mitigate, and where possible eliminate problems associated with noise-generating land uses. Allow innovative methods of reducing or mitigating noise. (New)

Critical Areas Regulated Under the Critical Areas Ordinance

Aquifer Recharge Areas

Goal EN-G-11 Protect aquifer recharge areas from depletion of aquifer quantity or degradation of aquifer quality. (ENG 13.0)

- ▶ **Policy EN-P-11.1** Designate and manage aquifer recharge areas based on best available science. (ENP 13.1)



- ▶ **Policy EN-P-11.2** Manage storm water to enhance and protect aquifer recharge quality and rate of infiltration based on a comprehensive watershed plan, and in accordance with best management practices and facility design standards as defined in the Stormwater Management Manual for Western Washington (2014), or as amended, and the storm water provisions contained in Chapter 18.30 JCC. (ENP 13.3)
- ▶ **Policy EN-P-11.3** Coordinate with Department of Ecology water resources management and consider comprehensive watershed plans to protect water resources along marine shorelines, and to prevent, minimize, and mitigate salt water intrusion of coastal aquifers. (ENP 5.4)
- ▶ **Policy EN-P-11.4** Encourage creation of water service areas along those segments of the shoreline where risk of saltwater intrusion is most likely to occur. (ENP 13.5)

Flood Hazard Areas

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Goal EN-G-12 Protect flood hazard areas from development and uses that compromise the flow, storage, and buffering of flood waters, normal channel functions, and fish and wildlife habitat, and to minimize flood and river process risk to life and property. (ENG 11.0)

- ▶ **Policy EN-P-12.1** Coordinate flood plain management with watershed and habitat plans developed in multi-jurisdictional processes with community input. (ENP 11.1)
- ▶ **Policy EN-P-12.2** Minimize flood damage by implementing and enforcing the flood plain management ordinance in Chapter 15.15 JCC to preclude incompatible uses, protect the flood plain from significant adverse impacts, and promote non-structural solutions for flood plain management. (ENP 11.3)
- ▶ **Policy EN-P-12.3** Promote public education and involvement regarding flood plain protection measures and hazard response. (ENP 11.4)
- ▶ **Policy EN-P-12.4** Critical public facilities shall be allowed in the base flood plain only when no feasible alternative is available. (ENP 11.6)



- ▶ **Policy EN-P-12.5** Encourage the designation and purchase of open space and riparian habitat in flood hazard areas consistent with watershed, habitat conservation plan, and flood management plans. (ENP 11.8)
- ▶ **Policy EN-P-12.6** Land use decisions should consider the future cumulative impact to the public of flood plain development. (ENP 11.9)
- ▶ **Policy EN-P-12.7** Implement the goals and policies of the Jefferson County-City of Port Townsend Natural Hazards Mitigation Plan adopted by the County Board of Commissioners in May 2017. (ENP 11.10)
- ▶ **Policy EN-P-12.8** Discourage or prohibit development or uses in the floodplain that have the potential to adversely affect federally-listed marine species. (New)

Geologic Hazard Areas

Goal EN-G-13 Ensure that landslide and erosion hazard areas are appropriately designated and that measures to protect public health and safety are implemented for hazardous areas. (ENG 9.0)

- ▶ **Policy EN-P-13.1** Periodically review protection standards to minimize adverse impacts to public health and safety and to public and private property for areas where risk may occur from hazards such as landslides, erosion, subsidence, and other impacts associated with geologic hazards. (ENP 9.1)
- ▶ **Policy EN-P-13.2** Obtain and review the most current scientific information, to serve as the basis for land use and planning and revisions to the geohazard protection standards. (ENP 9.2)
- ▶ **Policy EN-P-13.3** Allow land uses in geologic hazard areas only when appropriate mitigation is provided to protect public safety and the environment. (ENP 9.3)
- ▶ **Policy EN-P-13.4** Utilize best management practices to minimize landslide risk in land use regulations related to septic systems, drainage, forest practices, agricultural practices, industry, and other development. (ENP 9.6)



- ▶ **Policy EN-P-13.5** Promote public education programs that foster an understanding of landslide hazard areas and encourage homeowners and communities to mitigate existing problems. (ENP 9.7)

Goal EN-G-14 Minimize seismic risk to life and property on new and existing structures. (ENG 10.0)

- ▶ **Policy EN-P-14.1** Continue to obtain and review the best available science for identifying areas of seismic risk from impacts such as shaking, ground breaking, tsunamis, and landslides, to serve as the basis of land use decisions and for recommending the retrofitting of existing development, as appropriate. (ENP 10.2)
- ▶ **Policy EN-P-14.2** Locate and construct transportation facilities, utilities, and essential public facilities to minimize adverse impacts from seismic events. (ENP 10.3)
- ▶ **Policy EN-P-14.3** Continue to promote public information programs to educate the public regarding the appropriate response to a seismic emergency in accordance with state, federal, and local emergency plans. (ENP 10.5)

Fish & Wildlife Habitat

Goal EN-G-15 Protect and enhance fish and wildlife habitat throughout Jefferson County. (ENG 12.0)

- ▶ **Policy EN-P-15.1** Participate in multi-jurisdictional processes, including tribes and community representation, for development of coordinated watershed and habitat conservation plans to serve as the basis of land use decisions that may affect fish and wildlife habitat. (ENP 12.1)
- ▶ **Policy EN-P-15.2** Land use decisions should recognize the importance of protection and enhancement of fish and wildlife habitat required for recovery of federally-listed threatened and endangered species, and those species proposed for listing, under the Federal Endangered Species Act. (ENP 12.2)
- ▶ **Policy EN-P-15.3** Ensure buffers for fish and wildlife habitat areas are consistent with the best available science for habitat protection. (ENP 12.3)



- ▶ **Policy EN-P-15.4** Promote the protection of wildlife habitat corridors, including those that connect otherwise isolated habitat areas. (ENP 12.4)
- ▶ **Policy EN-P-15.5** Coordinate with appropriate agencies and tribes to avoid adverse impacts to fish and wildlife habitat in the review and approval of development proposals. (ENP 12.6)
- ▶ **Policy EN-P-15.6** Cooperate and coordinate in habitat restoration efforts with regional organizations. (ENP 12.7)
- ▶ **Policy EN-P-15.7** In partnership with the Jefferson County Conservation District, support coordination with Washington State Department of Fish and Wildlife to provide input and recommendations for facilitating and improving the Hydraulic Project Approval permitting process. (New)
- ▶ **Policy EN-P-15.8** Allow alternative fish and wildlife habitat conservation area protection standards for certain agricultural activities, as identified in Chapter 18.22 JCC, Article XIII. Alternative protection standards include a critical areas plan prepared by the Jefferson County Conservation District, alternative buffer widths defined in Article XIII, or a “working buffers” concept from the Snohomish County Conservation District. (New)

Wetlands

Goal EN-G-16 Protect existing wetland area and functions and encourage wetland enhancement and restoration. (ENG 14.0)

- ▶ **Policy EN-P-16.1** Manage wetlands based on best available science. (ENP 14.1)
- ▶ **Policy EN-P-16.2** Review the effectiveness of land use regulations and decisions in protecting wetland area and functions in the context of a comprehensive watershed-level assessment. (ENP 14.2)
- ▶ **Policy EN-P-16.3** Encourage the protection of wildlife corridors between wetlands and other adjacent habitat types. (New)
- ▶ **Policy EN-P-16.4** Participate in multi-jurisdictional meetings, including tribes, to coordinate plans that serve to protect valuable wetland resources. (New)
- ▶ **Policy EN-P-16.5** Encourage coordination and cooperation between other regional organizations to restore or enhance wetlands. (New)



- ▶ **Policy EN-P-16.6** Allow alternative mitigation strategies, including mitigation banks and in-lieu fee programs. Encourage watershed-based mitigation rather than in-kind and on-site mitigation if an alternative mitigation approach is used. (New)
- ▶ **Policy EN-P-16.7** Allow alternative wetland protection standards for certain agricultural activities, as identified in Chapter 18.22 JCC, Article XIII. Alternative protection standards include a critical areas plan prepared by the Jefferson County Conservation District, alternative buffer widths defined in Article XIII, or a “working buffers” concept from the Snohomish County Conservation District. (New)



5.5 ACTION PLAN

Exhibit 5-8 highlights key activities the County can use to implement the Environment Element over the next eight years (prior to the next periodic update), several in partnership with other entities:

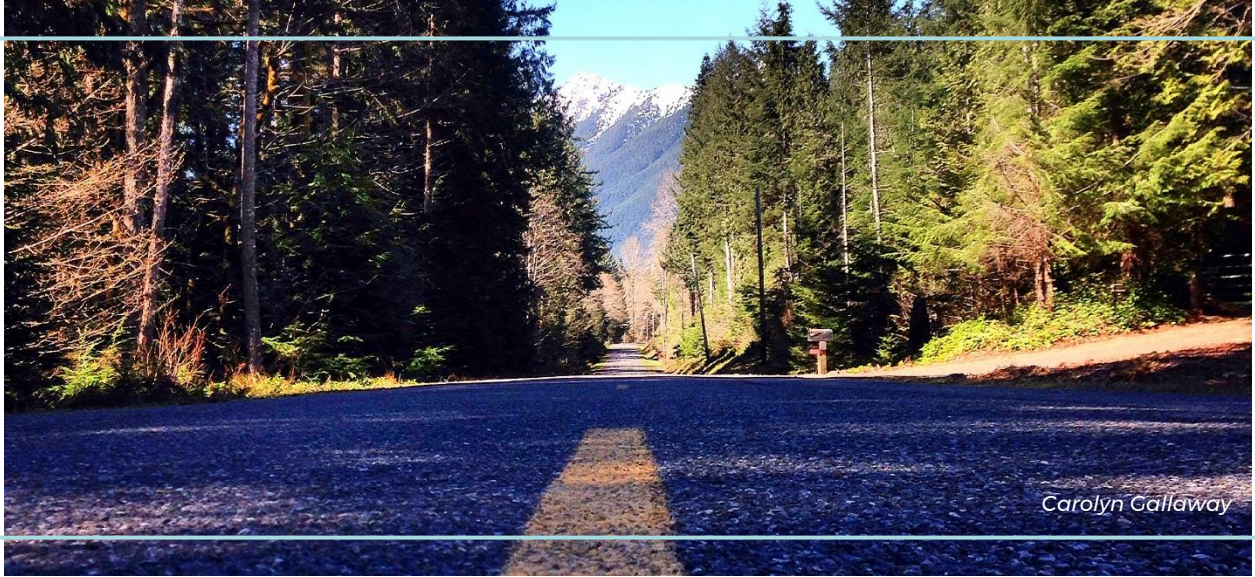
EXHIBIT 5-8 Environment Action Plan

Action	Description
Watershed and Fish Habitat Recovery Management	
Continue to participate in watershed and fish habitat studies and planning.	<ul style="list-style-type: none"> ▶ Integrates water resource management for human needs with fish and wildlife habitat protection and restoration. ▶ Identifies and characterizes surface and ground water resources and their interrelationships, to provide a scientific basis for water resource management, and to identify alternative and future sources of supply sufficient to meet projected population growth.
Regulatory Strategy for Consolidated Environmental Review	
Implement and continually improve a consolidated environmental review process.	<ul style="list-style-type: none"> ▶ Supports a comprehensive, effective, and predictable environmental review process.
Critical Areas Protection	
Revise protections for critical areas periodically as more information becomes available.	<ul style="list-style-type: none"> ▶ Ensures regulations for aquifer recharge areas, frequently flooded areas, geologically hazardous areas, fish and wildlife habitat, and wetlands are consistent with Best Available Science and appropriate local, state, federal, and tribal guidelines.
Continue to inventory and map environmental conditions.	<ul style="list-style-type: none"> ▶ The regulatory protection of critical areas will improve as the data base of information is developed over time. ▶ Increases the efficiency and the level of protection for critical areas over the 20-year period of this Comprehensive Plan.
Greenhouse Gas Emissions and Climate Change	
Encourage businesses and homeowners to reduce building energy and water consumption.	<ul style="list-style-type: none"> ▶ Per the Climate Action Plan, buildings and energy account for 61% of overall greenhouse gas emissions in Jefferson County. ▶ Focused effort to help achieve a community-wide goal of cutting greenhouse gas emissions¹ to levels 80% lower than 1990 levels by the year 2050.
Continue to update and implement the County’s sea level rise strategy.	<ul style="list-style-type: none"> ▶ Responds to and plans for potential climate change impacts to natural resources, ecosystem functions, as well as human health, infrastructure, agriculture, and the economy. ▶ Updates should include a cost-benefit analysis of various sea level rise and storm surge scenarios.
Environmentally Sensitive Development Techniques	



Action	Description
Encourage the use of low-impact development techniques, localized bioremediation, and other innovations in housing and industry that benefit overall ecosystem vitality and biodiversity while aiding ecological restoration and adapting to climate disruption.	<ul style="list-style-type: none">▶ Supports resiliency of the county's local environment in coordination with other community needs, such as economic development, affordable housing, and healthy living opportunities.▶ Potential for reduced site preparation costs, resulting in savings to developers.

Source: Jefferson County, 2018.



6 Transportation

6.1 PURPOSE

Transportation infrastructure is extremely important to all aspects of daily life and visitor travel in Jefferson County, and includes local roads, State Highways, trails, sidewalks, bike lanes, parking lots, and transit routes.

The purpose of this Transportation Element is to analyze current conditions and plan for future use for both motorized and non-motorized vehicles, and pedestrian travel in coordination with the Washington State Department of Transportation and other regional planning partners.

The Growth Management Act (GMA) requires a systematic approach for estimating and planning for future transportation needs based on an analysis of existing conditions and a projection of future needs. This Transportation Element meets the requirements of the GMA. It provides analysis, goals, policies, and strategies necessary to develop the transportation facilities that will serve Jefferson County in the future.

Connection to Our Vision

Reserved. See draft Vision Statement in Plan Foundation.



The Element describes the Level of Service (LOS) standards desired for the County's transportation system and estimates vehicular traffic that will be generated on county roads and state routes by the land use designations adopted in this Comprehensive Plan and by regional traffic growth. The analysis in the Element shows that no capacity-related transportation improvements are necessary on County roads to meet levels of service. However, there are needs for intersection improvements in the Tri-Area of the county.

The Element also discusses non-motorized transportation modes such as trails that support active lifestyles. Coordination and support of transit, ferry, and airport facilities is also necessary to ensure a variety of travel modes serving the community and to support the local economy. More details on the County's transportation system are included in Appendix B.

6.2 TRENDS & OPPORTUNITIES

Conditions & Trends

County-wide Conditions

Roadway Functional Classification

Roadways are categorized according to their role and use in carrying vehicles. The categorization is a hierarchy of roadways ranging from principal and minor arterials and major and minor collectors to local access roads and streets. The different categories vary in their ability to carry traffic for long distances, and in their ability to provide access to land uses. The County's road network and functional classifications is illustrated in Exhibit 6-1.

The County road inventory consists of 395.85 miles of County roads, with most roadways being local rural access roads; see sidebar. There are also 26 County-owned bridges.

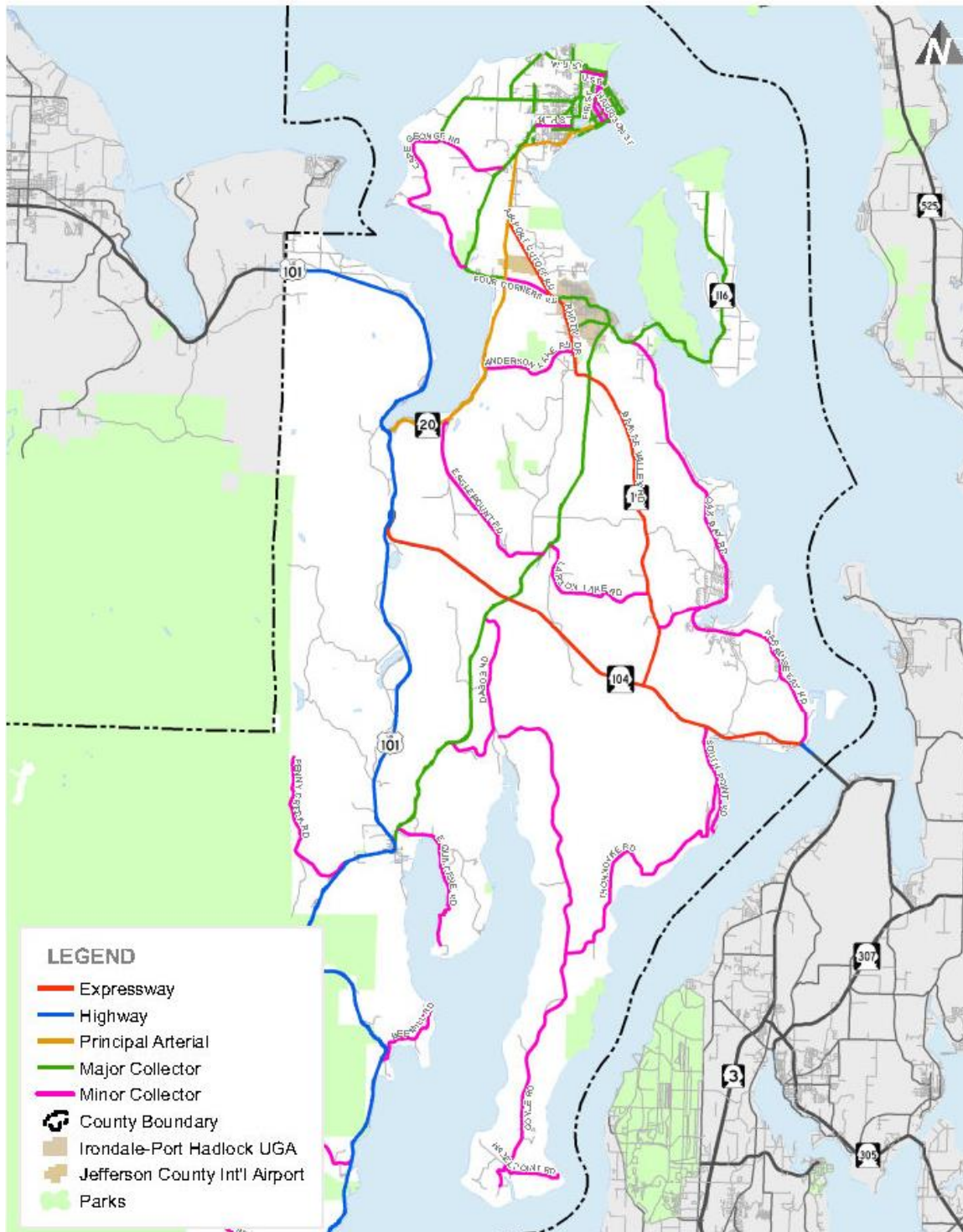
County Road Miles by Functional Class

Functional Classification	Miles
Major Rural Collectors	34.66
Minor Rural Collectors	101.65
Local Rural Access	249.12
Urban Collectors	1.54
Urban Access	8.88
Total	395.85

Source: Jefferson County



EXHIBIT 6-1 Functional Classification Map



Source: Transpo Group, 2018



Road design standards are based on a roadway's function and use as determined by the Federal Functional Classification System. There are numerous County roads that are classified as rural local access roads that, in fact, function as collectors. They provide access to commercial and industrial developments and to dense residential neighborhoods. Generally, roads classified as rural local access are not eligible for grant funding. Since only limited local road funds are available, improvements to these roads are not typically funded and collector road standards are not applied when improvement are made.

All roadways and bridges maintained by the County are evaluated and ranked for inclusion in the Six-Year Transportation Improvement Program (TIP), as funding becomes available. The County resurfaces approximately 30 to 40 miles of road annually.

State Highway Classifications

State Routes, roads owned and operated by the Washington State Department of Transportation (WSDOT), provide for regional and interregional travel. State routes within the county are US 101 and State Routes 19, 20, 104, and 116. They are classified according to how they function, for example, as principal or minor arterials or collectors. US 101, and State Routes 19, 20 and 104 are classified as principal arterials. SR 116 is classified as a major collector.

SR 19 is designated as a Highway of Statewide Significance (HSS) and its functional classification is a principal arterial. This change reflects the highway's increasing importance within the region as an HSS route that links SR 104 to Port Townsend. Although SR 19 currently serves adjacent needs (direct access) more readily than other principal arterials, unfavorable restrictions to mobility that may develop through this corridor should be avoided.

The Peninsula Regional Transportation Planning Organization (PRTPO) has designated US 101, SR 20, and SR 104 in Jefferson County as tourist corridors, using criteria developed by the PRTPO. These criteria require that PRTPO Technical Advisory Committee members agree that such corridors serve as a primary conduit providing access to and from tourist attractions.

Road Conditions

Many of the County's roadways have minimal, gravel shoulders except in limited locations bordering suburban development, commercial areas, and various public facilities. In these more developed areas, some roadways have paved shoulders and/or sidewalks in addition to an upgraded roadway cross section. The County also has many roads with



unimproved, gravel surfaces. The County’s Transportation Improvement Plan includes a program to upgrade these road by chip sealing them.

Traffic Safety

WSDOT compiles State Highway accident data for all 39 Counties in Washington. On State Routes in Jefferson County, the average rate in 2015 was 1.20 collisions per million vehicle miles of travel. Statewide, in 2015, the collision rate per million vehicle miles of travel was 1.96. Compared to statewide averages, Jefferson County currently experiences a relatively low number of collisions. Few collisions involving a bicycle or a pedestrian have occurred with less than one collision per year for all roadway segments.

Public Transit

Jefferson Transit was created in 1981 to provide transportation services primarily to transit-dependent persons. Jefferson Transit provides service between Port Townsend and Jefferson County communities including Port Hadlock, Port Ludlow, Quilcene, and Brinnon with additional service to Sequim and Poulsbo. Jefferson Transit provides links to adjoining transit systems including Island Transit, Kitsap Transit (from Route 7), Clallam Transit (from Route 8), Mason Transit (from Route 1) and Grays Harbor Transit (West Jefferson Transit service connecting Forks and Amanda Park along the Pacific Coast). The link with Kitsap Transit provides transit service to the Washington State Ferry terminals in Bainbridge Island and Kingston. Bicycle racks are available on all Jefferson Transit routes.

EXHIBIT 6-2 Transit Passenger Trips & Service Hours

	Passenger Trips	Passengers/ Service Hour
Fixed Route Total	22,512	13.09
Dial-A-Ride (M-Sun)	1,144	2.80
Other (Specials, Contracts, Vanpools)	1,032	—
Total Passenger Trips	24,688	—

Source: Jefferson Transit, 2016.



Air, Waterborne, & Freight Travel

The Jefferson County International Airport (JCIA) is owned and operated by the Port of Port Townsend. It is situated about four miles southwest of the City of Port Townsend on about 316 acres. Its runway is about 3,000 feet in length, and over 107 aircraft are based there. The Airport is designated as a General Aviation (GA) airport by the FAA’s National Plan of Integrated Airport Systems (NPIAS). Annually, the total operations equal 58,030, a small percentage of which are air taxi and commuter service and the majority of which are general aviation flights, Airport use is anticipated to increase in the future. The Port has adopted a master plan in 2014. The airport is designated and zoned as an Essential Public Facility by Jefferson County. Some airport master plan recommendations address height, noise, and other factors. (Port of Port Townsend, 2014)

Public ferry service is provided by the Washington State Ferry System (WSF) to Whidbey Island via the Port Townsend/ Keystone ferry route, and to the greater Puget Sound through Kitsap County via the Kingston/Edmonds, Bainbridge Island/Seattle, Bremerton/Seattle, and Southworth/Vashon/Fauntleroy routes. The ferry service can accommodate automobiles, pedestrians, bicyclists, kayaks, and canoes.

There are three basic forms of freight travel in Jefferson County: truck, waterborne (shipping and ferry) and air. Trucking is the predominant mode of freight transportation. Most of the total westbound truck freight is carried over the Hood Canal Bridge, towards Port Townsend, or up US 101 through Shelton.

The Washington State Freight and Goods Transportation System (FGTS) classifies highways, county roads, and city streets according to the average annual gross truck tonnage they carry. Truck tonnage values are derived from actual or estimated truck traffic count data that is converted into average weights by truck type. Corridors with the highest annual gross tonnage, T-1 and T-2 routes, are also identified as Strategic Freight Corridors. SR-104 and I-104 are T-2 routes that run through Jefferson County and connect to other freeways in Washington and Oregon.

Non-motorized Transportation System

Given the rural nature of Jefferson County, travel occurs predominantly by motorized vehicle. However, bicycle and pedestrian circulation are important transportation modes that are used by county residents.



Historic Bridge



Ferry

Top: From the Collection of the Jefferson County Historical Society

Bottom: Carolyn Gallaway



Interjurisdictional Coordination

The Growth Management Act requires that comprehensive plans, including the Transportation Element, be prepared through a process that includes not only public participation but also intergovernmental coordination. Since 1998 and with periodic updates, development of the Jefferson County Transportation Element included coordination with WSDOT, PRTP, City of Port Townsend, Port of Port Townsend, Jefferson Transit, and community planning groups.

Challenges & Opportunities

County Roads & State System

Jefferson County is in an unusual situation because all of the roadways identified in the Transportation Element's analysis as requiring capacity improvements are state routes and are, therefore, outside of the County's jurisdiction. At the same time, these state routes form the bulk of the County's arterial system and are not subject to concurrency¹ under GMA, but are integral components of the transportation system within the County.

The Transportation Element projects that no concurrency issues or LOS deficiencies will occur on County roads during the planning period. However, other issues relating to safety, road shoulders, pedestrian facilities, and intersection capacity for intersections with state highways may arise.

6.3 TRANSPORTATION PLAN

Jefferson County's strategy for managing its transportation network is to encourage efficient multi-modal transportation through implementation of the policies of the Transportation Element which address:

- ▶ The County's highways and arterials,
- ▶ Public transportation needs and services,
- ▶ Non-motorized transportation facilities,

¹ Concurrency means providing improvements at time of development or within six years.



- ▶ Land development standards associated with the County's transportation network,
- ▶ State, regional, and local intergovernmental coordination,
- ▶ Promotion of transportation demand management programs,
- ▶ Protection of the environment and conservation of energy in transportation activities, and
- ▶ Development of a transportation improvement program that will identify and rank projects for funding.

The technical information and policies in the Transportation Element provide the basis for recommendations for transportation improvements that are contained in the County's six-year Transportation Improvement Program (TIP). The TIP, which is updated annually, is available from the Jefferson County Public Works Department.



Rural Road



Trail

Top: Carolyn Gallaway

Bottom: Jefferson County

Roadway Level of Service

For roadways, LOS is typically described in terms of congestion, which may be measured by average travel speed or vehicular density. Six levels of service are defined from A to F with LOS A representing the best operating conditions and LOS F the worst. Jefferson County's adopted level of service standards are consistent with the standards established by the PRTPO and the Washington State Department of Transportation. These standards are as follows:

- ▶ Rural Roads (roads outside an urban boundary line) = LOS C
- ▶ Urban Roads (roads within an urban boundary line) = LOS D
- ▶ Master Planned Resort Roads (roads within an MPR boundary line) = LOS D
- ▶ HSS/Tourist Corridors (rural corridors carrying an urban level of traffic) = LOS D

The capacity analysis and traffic forecasts indicate that at the planning horizon year of 2038, all County roads are expected to operate at or above the adopted level of service (LOS) standard.

A few State Route segments will exceed their estimated capacity based on the level of service standards established by WSDOT and the PRTPO, and the roadway LOS methodology adopted by the County. These LOS standards are based on roadway classification. State highways that are forecast to not meet LOS standards within the planning period include:

- ▶ SR 104 (Paradise Bay Road to Jefferson/Kitsap County Line)



► SR 19 (SR 116 to SR 20)

The LOS analysis performed utilized a roadway capacity analysis that evaluated classified roadways throughout the County. Individual intersections were only analyzed within the County's Tri-Area UGA, and the results of the analysis are presented in the UGA Chapter of the Comprehensive Plan.

The PRTPO utilized a similar methodology and process for evaluating traffic forecasts and levels of service. However, it differed from the County as it utilized directional PM peak hour roadway capacities instead of total daily volume capacities. The differences in LOS methodology resulted in the following additional state highway segments exceeding capacity:

- SR 104 (Eastbound direction from SR 19 to Paradise Bay Road)
- US 101 (Both directions from SR 104 to SR 20)
- SR 20 (Thomas Street to Kearney Street)

The state highway system is owned and maintained by WSDOT and serves regional and statewide travel needs. While several roadway segments of the state highway system through Jefferson County are expected to exceed adopted state LOS standards, further widening of the corridors to accommodate future demand would require significant investments in capital dollars, impact adjoining property owners, and would be beyond the financial capacity of Jefferson County.

Concurrency

Concurrency occurs when public facilities or services needed to accommodate growth and development are provided at the time that development occurs. Transportation concurrency is intended to ensure that transportation facilities are available to accommodate expected traffic increases resulting from development. This will ensure orderly growth and development and avoid significant transportation impacts such as unacceptable levels of congestion. Achieving concurrency may require transportation improvements ranging from constructing physical improvements (e.g., wider travel lanes or shoulders, additional travel lanes, intersection improvements, or traffic signals) to implementing travel demand management techniques (e.g., improved transit service, rideshare programs, or staggered shift times for larger employers).

Concurrency applies to County roads as well as intersections in the Tri-Area, but does not apply to Highways of Statewide Significance.



Transit Level of Service

Transit service within Jefferson County is maintained and operated by Jefferson Transit Authority (JTA), which defines the transit level of service methodology. The *Transit Development Plan 2017-2022 & 2016 Annual Report* (JTA, August 2017) provides goals for the transit operations and services which include: preserve existing system, improve safety and security, improve mobility, promote healthy communities, protect the environment, improve efficiency of services, and promote the economy. JTA has plans to update the Transit Comprehensive Plan which may further refine transit levels of service methods and standards. Jefferson County defaults to JTA's definition and findings of transit levels of service, but will collaborate with JTA on County's transit system service needs.

JTA has identified in the Transit Development Plan 2017-2022 & 2016 Annual Report (JTA, August 2017) capital improvements that are needed to maintain current services (replacement of vehicles over defined time periods) or to improve facilities and communication tools. These are intended to maintain the current levels of transit service with regard to transit operations. More details on transit capacity analysis and changes to levels of service may be provided as JTA updates its Transit Comprehensive Plan.

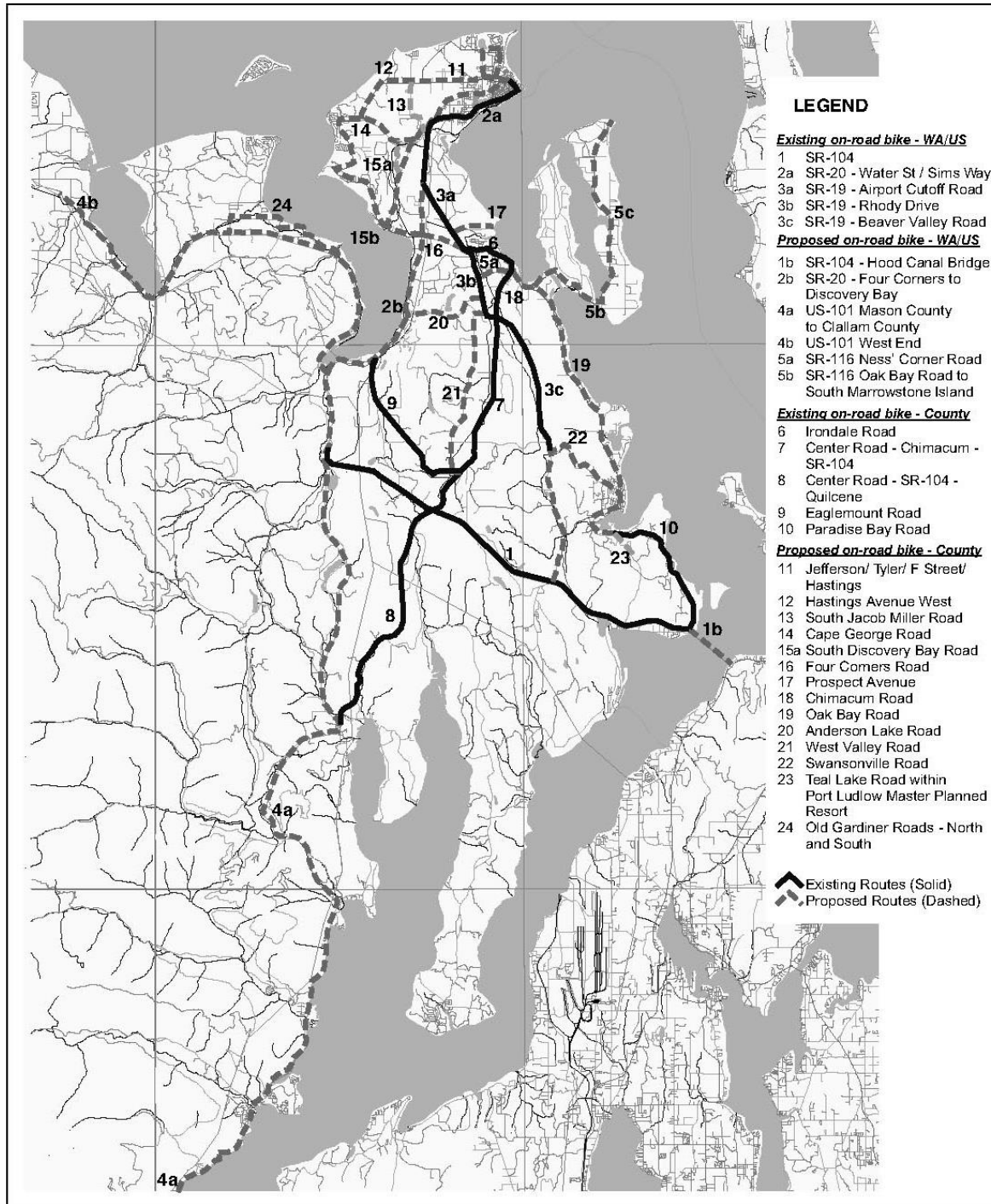
Non-motorized Trail & Standards

As part of the Non-motorized Transportation Plan, a standard of providing 0.5 miles of multipurpose trail per 1,000 residents is established for Jefferson County. As of the 2010 Non-motorized Plan, there were 48.2 miles of multipurpose trail, and a 2010 population of 29,872, resulting in roughly 1.6 miles of trail per 1,000 residents.

In 2038, the forecast population is 39,221 and will result in approximately 1.2 miles of trail per 1,000 residents, still above the 0.5 miles per 1,000 residents required.



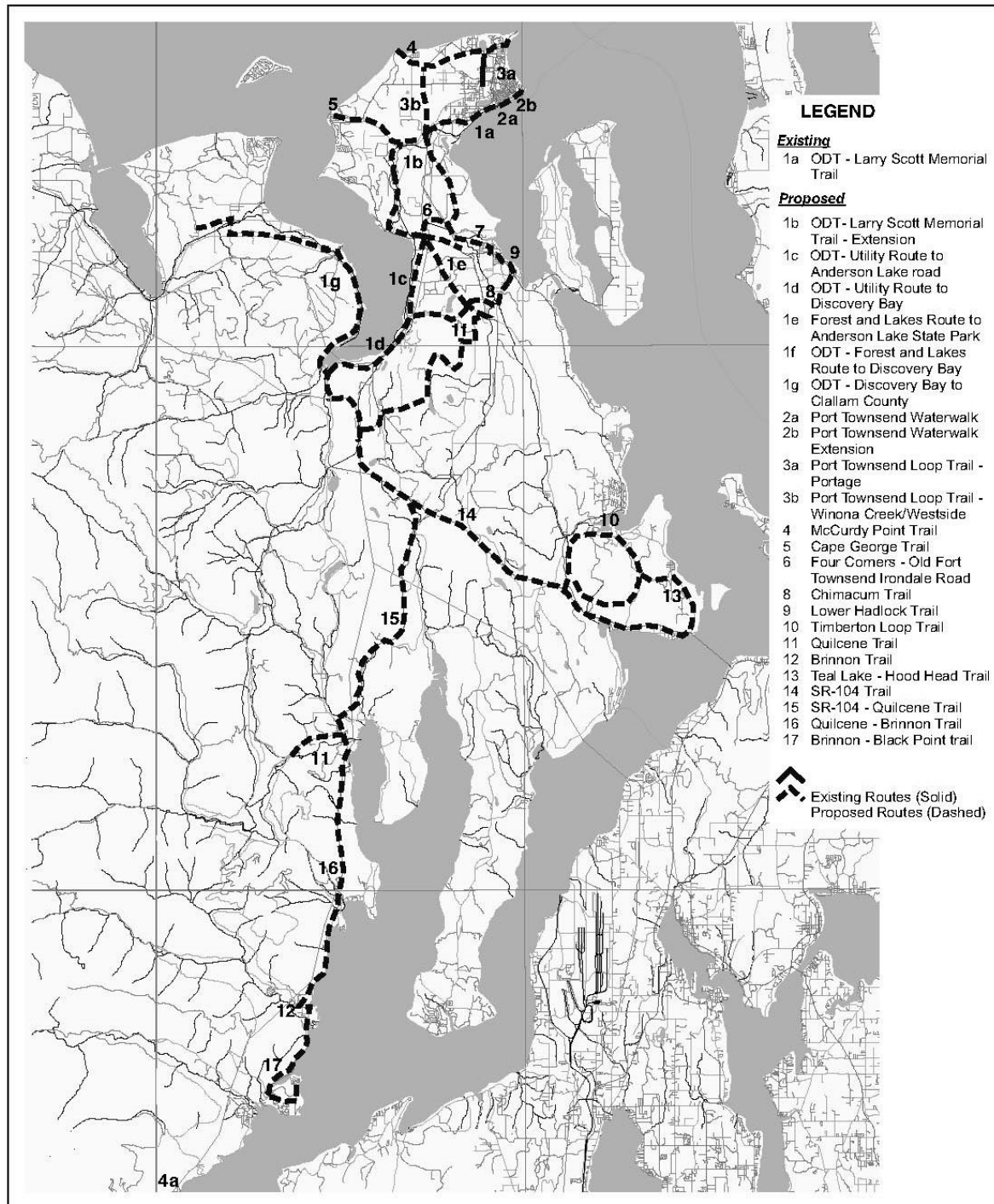
EXHIBIT 6-3 On-Road Bicycle Routes



Source: Jefferson County Non-motorized and Recreational Trails Plan



EXHIBIT 6-4 Multi-Purpose Paths



Source: Jefferson County Non-motorized and Recreational Trails Plan



Transportation Demand Management Strategies

Transportation Demand Management (TDM) strategies promote travel efficiency and energy conservation while reducing the adverse environmental impacts of the transportation system. In addition, TDM strategies lessen the need for additional capacity improvements by decreasing dependence on single-occupancy vehicle use and preserving capacity on existing roadways. The additional capacity created throughout the County's transportation system can reduce the need for improvements. These strategies can include commute trip reduction and demand and system management strategies, telecommuting, non-motorized travel, site design standards, ridesharing, encouraging commercial and freight shipping during off-peak hours, staggered shift times, flexible work schedules and public transportation.

These strategies are typically achieved through employer-based programs with technical assistance available from WSDOT who provides incentives to individual employers willing to provide a financial benefit to employees for reducing drive-alone commuting. The County can support efforts to advance TDM techniques by funding research, planning and public information towards implementing these strategies.

Safety, Maintenance, & Preservation

Safety programs seek to reduce the frequency and severity of traffic accidents through identification of high accident locations, corridors, or elements. Maintenance and preservation practices protect the transportation infrastructure through regular repairs as well as responding to emergency situations such as mudslides or flooding.

Active Living

This Element promotes opportunities to improve connectivity and increase non-motorized travel such as bicycling and walking to promote active living. Policies address support for the Non-motorized Transportation and Recreational Trails Plan (2010) and the Parks, Recreation, and Open Space Plan (2015). Safe routes to destinations such as schools are also promoted in policies.

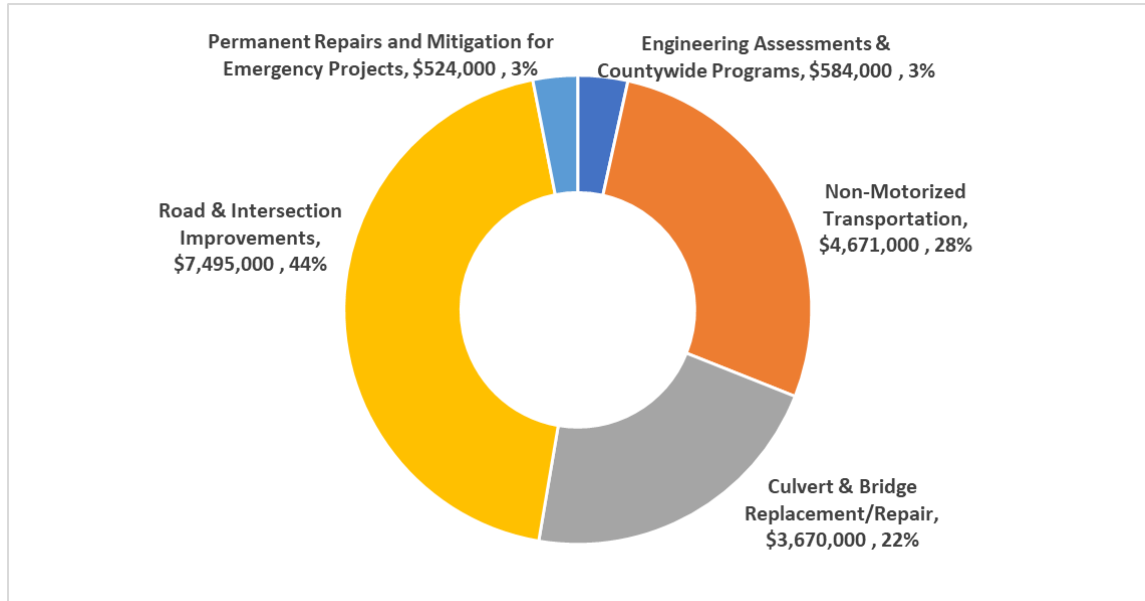
County-wide Transportation Improvement Program

Annually, Jefferson County prepares a six-year transportation improvement program. It is used to help seek federal and state funds. The program is not fully funded. Historically, projects have averaged more than 70% funding from State and Federal sources. Local funds



available for this proposed six-year capital program average only \$277,000 per year. Road and intersection improvements, and non-motorized improvements make up most of the proposed program.

EXHIBIT 6-5 2018-2023 Six-year Transportation Improvement Program



Source Jefferson County 2017

Irondale/Port Hadlock Urban Growth Area

Individual intersections were only analyzed within the County’s Tri-Area focused on the Port Hadlock/Irondale UGA. Existing intersection level of service results show that five of the twelve study intersections currently operate at LOS E and LOS F. Each of these five intersections are two-way stop-controlled. For two-way stop-controlled intersections, the Highway Capacity Manual 2010 methodology bases the LOS on the vehicle delay for the worst movement (generally vehicles making a left onto the major road when stopped on the minor road). While this methodology shows five intersections operating below standard, the vehicles traveling along the major approaches currently experience little to no delay.

Under GMA and SEPA, new development and growth would not be required to mitigate existing deficiencies. The County could require new development to mitigate conditions back to existing levels of service, if traffic conditions worsen due to development.



Under existing conditions, roadway capacity on SR 19, SR 116, and all roadways in the Irondale-Port Hadlock UGA are adequate. However, there are several unsignalized intersections along SR 19 in the Irondale, Port Hadlock and Chimacum areas that experience long delays as vehicles wait for gaps in traffic on SR 19. To accommodate the minor street delays while also maintaining mobility on SR 19, a minimum number of interruptions to traffic flow (traffic signals or roundabouts) should be pursued. The most appropriate way to avoid excessive traffic control is to minimize the number of locations of traffic access onto SR 19 as well as control turn movements onto SR 19. The intersection of SR 19 and SR 116 (Ness's Corner) currently experiences the greatest side-street delay, and is therefore the most immediate need for signalization or roundabout installation.

Several intersections experience similar problems to those of the SR19/SR 116 intersection, such as SR 19 and Irondale Road, SR 19 and Prospect Avenue, and SR 19 and Four Corners Road. Excessive minor leg delays should be reduced by improved traffic control at these intersections.

As growth and development continues in the Irondale-Port Hadlock UGA as planned over the next 20 years, further improvements to the road system will be required to maintain adopted Level of Service standards. New development could be required to pay for these improvements through new construction, or pro-rata payments to defined improvements as discussed in the Transportation Facilities Assessment section. A Traffic Impact Analysis would be needed for new developments to distinguish between existing deficiencies (not growth funded) and deficiencies caused by the new development (growth funded). Proposed improvement projects are illustrated in Exhibit 6-6.

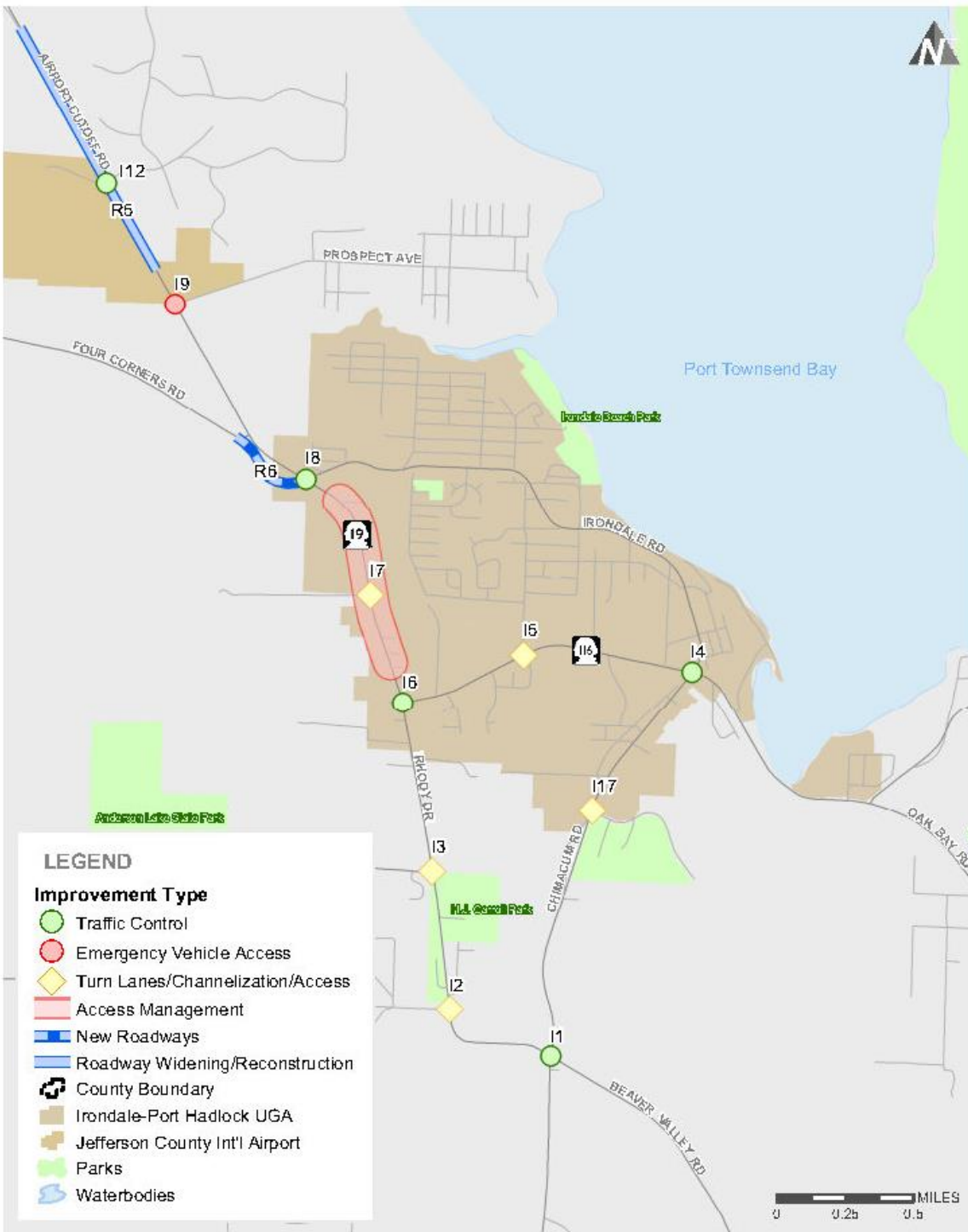
Future Intersection Improvements

Based on projected volumes, intersection improvements will be required at the following intersections by 2038:

- ▶ SR 19 & SR 116
- ▶ Chimacum Road and SR 116
- ▶ SR 19 & Irondale Rd.
- ▶ SR 19 & 4 Corners Rd.
- ▶ SR 116 & Cedar Ave
- ▶ SR 19 & Woodland Dr.
- ▶ SR 19 & Prospect Ave.



EXHIBIT 6-6 Port Hadlock/Irondale Area Improvement Projects



Source: Transpo Group



6.4 GOALS & POLICIES

Goal TR-G-1 Provide a safe, convenient, efficient, and integrated multimodal highway and arterial system for the movement of people and goods, one that is functionally well maintained, reflects local environment, and meets the demands of the future. [TRG 1.0]

- ▶ **Policy TR-P-1.1** Provide for a Level of Service C, or better, for rural County road facilities based upon Average Annual Daily Trips. [TRP 1.1]
- ▶ **Policy TR-P-1.2** Provide for a Level of Service D, or better, on all County road facilities within Urban Growth Areas, Master Planned Resorts, and Designated Tourist Corridors as established by the Peninsula Regional Transportation Planning Organization, based upon Average Annual Daily Trips. [TRP 1.2]
- ▶ **Policy TR-P-1.3** Minimize life cycle costs of the County transportation system by preserving and maintaining both the adequacy and operating condition of the existing transportation system. [TRP 1.3]
- ▶ **Policy TR-P-1.4** Maintain the efficiency of traffic flow by monitoring traffic, upgrading traffic control devices, and developing traffic management techniques as appropriate. [TRP 1.4]
- ▶ **Policy TR-P-1.5** Require that streets are designed and constructed to County standards to efficiently and effectively meet the needs of the community and promote overall transportation safety. [TRP 1.5]
- ▶ **Policy TR-P-1.6** Require use of access management techniques to regulate driveway access. [TRP 1.6]
- ▶ **Policy TR-P-1.7** Encourage the retention and use of roadway features in rural areas that enhance rural character, minimize impervious surfaces, and minimize cost to taxpayers and developers. [TRP 1.7]
- ▶ **Policy TR-P-1.8** Prevent glare and minimize pollution to the night sky through the use of appropriate roadway lighting and fixtures without compromising public safety. [TRP 1.8]
- ▶ **Policy TR-P-1.9** Enhance urban qualities by applying appropriate urban standards in Urban Growth Areas and Master Planned Resorts. [TRP 1.11]



- ▶ **Policy TR-P-1.10** Design roadways in the County road system according to their functional classification and forecasted 20-year traffic demand. [TRP 1.12]

Goal TR-G-2 Promote a coordinated and integrated public transportation system available to all residents and guests, that is reliable, safe, cost effective, energy efficient, and contributes to the cultural and economic betterment of the residents of Jefferson County. [TRG 2.0]

- ▶ **Policy TR-P-2.1** Support existing public transportation programs and coordinate with the Peninsula Regional Transportation Planning Organization to improve the system as needed, and consider including Kitsap County, Bainbridge Island and Seattle. [TRP 2.1]
- ▶ **Policy TR-P-2.2** Encourage cooperation between private and public transportation providers. [TRP 2.2]
- ▶ **Policy TR-P-2.3** Provide 8,400 Annual Transit Revenue Service Hours (ATRSH) or a minimum Level of Service of 270 ATRSH per 1,000 county-wide population for fixed routes in Jefferson County. Additionally, as a planning guideline, seek to provide the Level of Service for Transit Service Links adopted by the Peninsula Regional Transportation Planning Organization's Plan for routes that have an origin or destination in Jefferson County. [TRP 2.3]
- ▶ **Policy TR-P-2.4** Provide convenient automobile, pedestrian, and bicycle access to park and ride facilities on arterial/collector routes where warranted and cost effective. [TRP 2.4]
- ▶ **Policy TR-P-2.5** Coordinate with Jefferson Transit in the planning and permit review process, to identify and invest in road and pedestrian improvements that support transit use, reliability, safety, retail shopping facilities, offices, and industrial and residential development. [TRP 2.5]
- ▶ **Policy TR-P-2.6** Promote and enhance passenger and freight travel opportunities, including development of air and water transportation alternatives. [TRP 2.7]
- ▶ **Policy TR-P-2.7** Encourage public transportation agencies to use technology based software which would allow for better coordination with other public transportation providers, agencies, and customers. [New]



- ▶ **Policy TR-P-2.8** Coordinate with the Peninsula Regional Transportation Planning Organization and other jurisdictions to ensure that adequate Washington State Ferry System service is provided to the community. [TRP 6.1]
- ▶ **Policy TR-P-2.9** Encourage and support the adoption of electric and autonomous vehicle sharing programs that include a comprehensive network of electric charging stations that facilitate electric vehicle use. [New]

Goal TR-G-3 Provide safe, accessible, and convenient routes, trails, parking facilities, trail heads, and other amenities that promote the use of non-motorized travel in a manner that is integrated with other forms of transportation. [TRG 3.0]

- ▶ **Policy TR-P-3.1** Using established standards, promote coordinated and safe bicycle, equestrian, and pedestrian way improvements in accordance with the Non-motorized Transportation and Recreational Trails Plan, and in coordination with Federal, State, and regional agencies, utilities, and citizen groups, emphasizing access to schools, parks, employment, major activity service centers, and mass transit facilities (ferry, bus, etc.), while seeking opportunities to provide links between existing trails during land use and transportation system development planning. Evaluate safety issues for bicycle and pedestrian travel near schools and identify potential improvements. [TRP 3.1]
- ▶ **Policy TR-P-3.2** Support educational opportunities for children and adults that will encourage safe use of roadways, trails, and sidewalks for all transportation modes. [TRP 3.7]
- ▶ **Policy TR-P-3.3** Promote safe, convenient, and protected bicycle parking at activity centers such as schools, parks, commercial centers, employment and service centers, and mass transit facilities (ferry, bus, etc.) in accordance with the Non-motorized Transportation and Recreational Trails Plan. [TRP 3.8]
- ▶ **Policy TR-P-3.4** In coordination with the Parks, Recreation, and Open Space Plan and the Non-motorized Transportation and Recreation Trails Plan, provide signage for on-street segments of bicycle, pedestrian, and equestrian routes in accordance with the Federal Manual on Uniform Traffic Control Devices (MUTCD). [TRP 3.9]



- ▶ **Policy TR-P-3.5** Encourage buffering between motorized travel and non-motorized transportation modes, where appropriate and economically feasible. [TRP 10.7]
- ▶ **Policy TR-P-3.6** Continue to update the Non-motorized Transportation and Recreational Trails Plan incorporated into the Comprehensive Plan by reference. [New]

Goal TR-G-4 Encourage land use types, mixes, and densities that promote efficient multi-modal transportation systems. [TRG 4.0]

- ▶ **Policy TR-P-4.1** Recognize and promote multimodal transportation, especially in high density Urban Growth areas where it is most efficient and effective. [New]
- ▶ **Policy TR-P-4.2** Encourage innovative land development proposals that are consistent with the County Comprehensive Plan Land Use Element and Rural Element which minimize the need for expanding the road system, and utilize the capacity of the existing transportation system, including the capacity of transit and non-motorized modes. [TRP 4.2]
- ▶ **Policy TR-P-4.3** Consider the use of impact fees as a means to ensure that adequate facilities (including, but not limited to transit, pedestrian facilities, bikeways, or road shoulders) are available to serve new growth and development, and to maintain adopted level of service standards for those facilities. [TRP 4.3]
- ▶ **Policy TR-P-4.4** Enhance transportation system safety by requiring appropriate facility design, including providing landscaping and setbacks adjacent to transportation facilities, and limiting access where appropriate. [TRP 4.4]
- ▶ **Policy TR-P-4.5** Protect outstanding scenic vistas accessible from transportation facilities through site design, and provide visual, and where possible and appropriate, physical, access to these resources. [TRP 4.5]
- ▶ **Policy TR-P-4.6** Require that subdivision and commercial project designs address the following issues: [TRP 4.6]
 - a. Cost effective transit and delivery of emergency service;
 - b. Provisions for all transportation modes;
 - c. Dedication of rights of way for existing and future transportation needs;
 - d. Motorized and non-motorized access;



- e. Shoulders, sidewalks, trail connections, and bicycle pathways;
 - f. Compatibility between motorized vehicles, pedestrians, bicyclists, and transit users;
 - g. Inclusion of transit friendly design elements;
 - h. Adequate parking for non-peak periods; and
 - i. Frontage improvements and roadway features to meet urban design standards within the Irondale-Port Hadlock Urban Growth Area and, when appropriate, the Port Ludlow Master Planned Resort.
- ▶ **Policy TR-P-4.7** Provide adequate right-of-way for future transportation needs, through implementation of a systematic right-of-way acquisition program, by limiting encroachment of structures or ancillary uses into the right-of-way (e.g., setbacks), requiring right-of-way dedication or easements as part of development approval, and by acquiring right-of-way for future needs through purchase from willing sellers. [TRP 4.7]
- ▶ **Policy TR-P-4.8** Ensure that unacceptable safety hazards will be mitigated. The definition of unacceptable will be based on analysis of the existing facility(s) and the current standards for that facility(s) contained in commonly used and adopted transportation publications. [TRP 4.8]
- ▶ **Policy TR-P-4.9** Ensure that the Level of Service for County roads are met for existing and proposed development concurrent with proposed development prior to issuing development approvals, by requiring traffic impact analyses where appropriate. [TRP 4.9]
- ▶ **Policy TR-P-4.10** Ensure that new developments that would generate traffic that would significantly decrease the Level of Service below the adopted Level of Service Standard for an intersection or roadway segment not be approved without stipulations for mitigation. When a new development would lower the Level of Service below the adopted Level of Service Standard, require the development proponent to mitigate the impact by one of the following: [TRP 4.10]
- a. Construct improvements that restore the Level of Service to the adopted Level of Service Standard;
 - b. Contribute an impact fee that is a proportionate share of the cost of improvements related to the development;
 - c. Implement alternative measures such as Transportation Demand Management (TDM), project phasing, or other appropriate measures determined by the County that will avoid the impact.



- ▶ **Policy TR-P-4.11** Encourage land use development patterns and support technologies that reduce the demand for increased capacity on roadways. [TRP 4.11]
- ▶ **Policy TR-P-4.12** Ensure that proposed roads on unopened public rights-of-way are constructed to appropriate County standards based on their function, location, projected traffic, and potential for future circulation. [TRP 4.12]
- ▶ **Policy TR-P-4.13** Require that roadway improvements and new subdivisions within the defined school pedestrian walking zone meet established standards intended to ensure the safety of pedestrians and bicyclists. [TRP 3.6]
- ▶ **Policy TR-P-4.14** Provide adequate and appropriate signage to promote safe and effective multimodal transportation. [New]

Goal TR-G-5 Ensure that the transportation system in Jefferson County includes all modes of transportation, and encourages the efficient movement of goods, services, and passengers in coordination with a statewide system. [TRG 6.0]

- ▶ **Policy TR-P-5.1** Allow the use of public funds that ensure that appropriate transportation facilities are in place at the time of development in designated commercial and industrial zones. [TRP 6.2]
- ▶ **Policy TR-P-5.2** Ensure that access to the major air and water transportation facilities via County arterials and state highways is safe, efficient, and coordinated with other transportation modes. [TRP 6.3]
- ▶ **Policy TR-P-5.3** Recognize the existence and current use of private small airfields, landing strips, and private helistops in land use decisions, and ensure that proposed new and expanded use of these private facilities do not adversely impact surrounding properties, and meet all required development criteria. [TRP 6.4]
- ▶ **Policy TR-P-5.4** Protect arterials and highways from encroachment and congestion by access, utilizing appropriate traffic mitigation techniques for commercial development and other impediments to flow. [TRP 5.2]



- ▶ **Policy TR-P-5.5** Ensure that local access roads provide through passage at appropriate speeds that minimize impacts to the surrounding area, and discharge to an appropriate facility. [TRP 5.3]

Goal TR-G-6 Ensure efficient management of all transportation resources through cooperation in planning and project development with Federal, State, regional, and local jurisdictions, the PRTPO, and the Public. [TRP 7.1]

- ▶ **Policy TR-P-6.1** Coordinate with relevant agencies in the development of federal, state, and County regulations and guidelines for transportation of hazardous materials through the county. [TRP 7.2]
- ▶ **Policy TR-P-6.2** Coordinate planning for transportation improvements and projects with the facilities/utility planning activities of other agencies and utilities in order to reduce duplication of service, ensure that per-project costs are reduced, environmental impacts minimized, and community inconvenience and disruption lessened, while increasing the quality of service. [TRP 7.4]
- ▶ **Policy TR-P-6.3** Comply with the Americans with Disabilities Act of 1990 (ADA) in all transportation projects. [TRP 7.5]

Goal TR-G-7 Ensure that transportation planning includes extensive opportunities for public involvement. [TRG 8.0]

- ▶ **Policy TR-P-7.1** Consider convening a transportation advisory committee to assist the County with transportation planning and implementation issues. [TRP 8.1]
- ▶ **Policy TR-P-7.2** Consider conducting a public process to develop local criteria and standards for arterial, collector, and local access streets, commercial and residential development, and roadway maintenance. [TRP 8.2]



Goal TR-G-8 Promote Transportation Demand Management programs as a means of reducing traffic, minimizing environmental impacts such as climate change, and optimizing existing transportation investments. [TRG 9.0]

- ▶ **Policy TR-P-8.1** Encourage employers to reduce single-occupancy commuting by offering flexible work schedules, telecommuting options, subsidized transit passes, and incentives to carpooling. [TRP 9.1]
- ▶ **Policy TR-P-8.2** Encourage employers to provide on-site facilities that encourage use of alternative transportation modes, such as transit shelters and covered bike racks, lockers, and showers at work sites. [TRP 9.2]
- ▶ **Policy TR-P-8.3** Facilitate transportation demand management by coordinating and assisting in the development of transit amenities and non-motorized transportation facilities in County road or highway improvements, including bus pullouts, passenger shelters, bypass lanes, park-and-ride facilities, sidewalks, bicycle lanes, and multi-purpose trails, where appropriate. [TRP 9.3]
- ▶ **Policy TR-P-8.4** Participate with state government and transit agencies in developing, promoting, and facilitating regional ridesharing through such programs as parking management, and ride match services and preferential parking for carpools and vanpools. [TRP 9.4]

Goal TR-G-9 Provide transportation facilities and services that are energy efficient, protect and enhance the environment, and preserve the existing residential quality of life. [TRG 10.0]

- ▶ **Policy TR-P-9.1** Continue the County's 20-year commitment to use only mechanical and manual methods to control roadside vegetation. [TRP 10.1]
- ▶ **Policy TR-P-9.2** Ensure that all transportation projects comply with the Jefferson County Critical Areas Ordinance in order to protect critical areas, preserve open space, and maintain wildlife habitat in transportation projects and planning. Include the mitigation of adverse impacts on water resources, drainage patterns, and soils in the design of transportation facilities. [TRP 10.2]



- ▶ **Policy TR-P-9.3** Protect air quality by improving the operating efficiency of the overall transportation system, through the effective use of multimodal transportation. [TRP 10.3]
- ▶ **Policy TR-P-9.4** Promote the conservation of energy through Transportation Demand Management policies and techniques. [TRP 10.4]
- ▶ **Policy TR-P-9.5** Address environmental retrofitting of transportation facilities, including the implementation of storm water facility best management practices and the replacement of culverts that impede fish passage, as opportunities and funding allows. [TRP 10.5]
- ▶ **Policy TR-P-9.6** Transportation facilities and services shall be sited, designed, or buffered to fit in harmoniously with their surroundings, as appropriate. When sited within or adjacent to residential areas, special attention should be given to traffic, noise, light, and glare impacts. [TRP 10.6]
- ▶ **Policy TR-P-9.7** Evaluate all transportation, plans and projects for opportunities to adapt and mitigate the effects of climate change. [New]
- ▶ **Policy TR-P-9.8** Towards reduced use of fossil fuels and greater community wellness in a county with a high median age, expanded use of electric-assist bicycles, as defined under RCW 46.04.169, should be encouraged. This includes, but is not limited to the safe and effective siting of E-bicycle charging stations. [New]

Goal TR-G-10 Continue to update the Transportation Improvement Program consistent with, and incorporated by reference into the Comprehensive Plan. [TRG 11.0]

- ▶ **Policy TR-P-10.1** Roadway improvement projects included in the County's six-year Transportation Improvement Program shall be consistent with the goals and policies of the Transportation Element, and other elements of the County's Comprehensive Plan. [TRP 11.1]



6.5 ACTION PLAN

The Transportation Element is implemented by on-going updates to capital plans and system plans, as well as implementation of the County's code, such as with concurrency standards.

EXHIBIT 6-7 Transportation Action Plan

Action	Description
Multi-modal System Investments	
Transportation Improvement Program	Annually update the six-year transportation improvement program.
Capital Facility Plan	Include six-year and 20-year transportation system improvements.
System Plan & Code Implementation	
System Plan Coordination	Coordinate this Transportation Element with system plans that promote non-motorized travel, including the following, as amended: <ul style="list-style-type: none"> ▶ Non-motorized Transportation and Recreational Trails Plan (2010) ▶ Parks, Recreation, and Open Space Plan (2015)
Transportation Levels of Service and Concurrency Implementation	Consider implementing level of service and concurrency provisions in County code.
Coordination	
Participate in Regional Forums	Continue to coordinate in regional forums through the PRTPPO and collaborate with WSDOT, Jefferson Transit, and Port of Port Townsend on road, airborne, and marine travel.

Source: Jefferson County 2018



7 Economic Development

Jefferson County enjoys an enviable quality of life, and outstanding scenic, recreational, and ecological resources. In addition, it enjoys proximity to urban areas in the Puget Sound region, and a growing popularity as a tourist destination. The rural, resource-based history is evident in the county's numerous and vast areas of commercial forestlands, farms and gravel mines. Olympic National Park, occupying most of the Jefferson County's center, is one of the top ten most-visited national parks in the US with most of those visitors traveling first through Jefferson County to enjoy the park's spectacular scenery and outdoor recreation opportunities. Accessibility to all areas of Jefferson County however is quite limited. Only four state highways provide vehicular access. State ferries provide access at the City of Port Townsend at the county's northern-most point. Jefferson County is more geographically isolated than counties elsewhere in the Puget Sound creating a unique and challenging business and economic development setting. The North Olympic Development Council reported that " the natural abundance of the region has not translated into prosperity for its residents nor jurisdictions (NOPRCD, 2016).



Industrial and agricultural activities dominate the county's current economy. Historical industries, its location, and topography, continue to support industrial and maritime industries such as lumber, seafood processing, ship repair and boatbuilding. Agricultural activities include aquaculture, organic farming, and food production. Tourism is a growing industry as well.

With over two-thirds of the county already in public ownership and unavailable for economic development, there are very limited areas and economic development opportunities. Responsible and appropriate future growth management planning in Jefferson County requires addressing the complexity of growing and providing job opportunities for all residents while preserving the county's rural character and quality of life.

7.1 PURPOSE

The purpose of the Economic Development is to establish "local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life." (RCW 36.70A.070(7)).

A strong, stable, diversified, and resilient economy provides a high quality of life for the citizens of Jefferson County and the region. The economy generates the resources through which local governments provide for the health, safety, and welfare of its citizens. Therefore, Jefferson County, as a local government entity, shall promote and provide for economic development, along with public health, safety, social services, and environmental quality.

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.



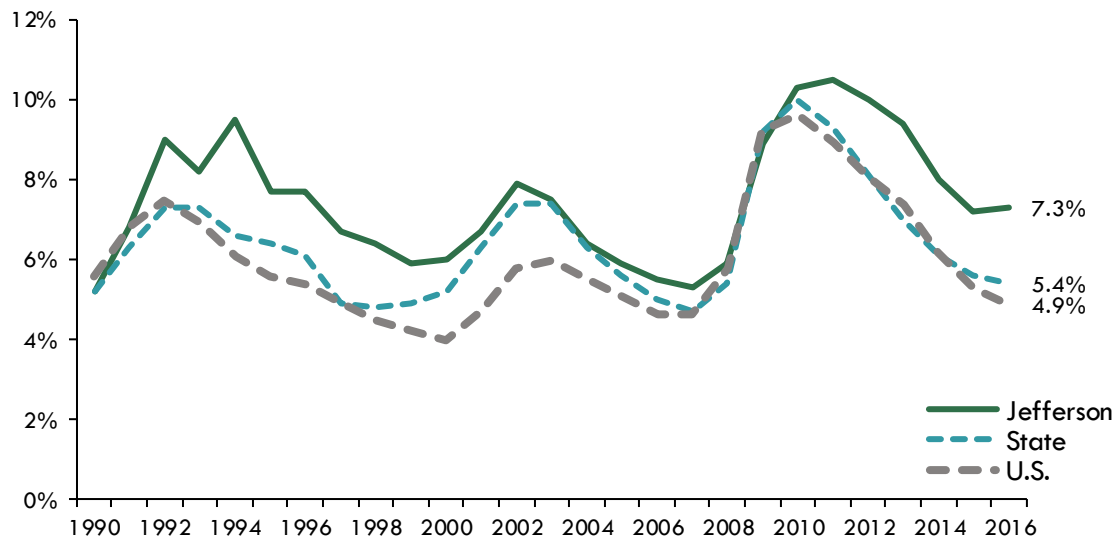
7.2 TRENDS & OPPORTUNITIES

Conditions & Trends

Unemployment Rate

Since the most recent U.S. recession, Jefferson County unemployment has been higher than State and national figures. Recent peaks of unemployment coincided with the recession of 2000-2002 and 2010-2013. The unemployment rate has declined since then, with the 2017 data showing a rate of 5.5% compared to 6.9% in 2016.

EXHIBIT 7-1 Unemployment Rate



Source: ESD, BERK Consulting, 2018.

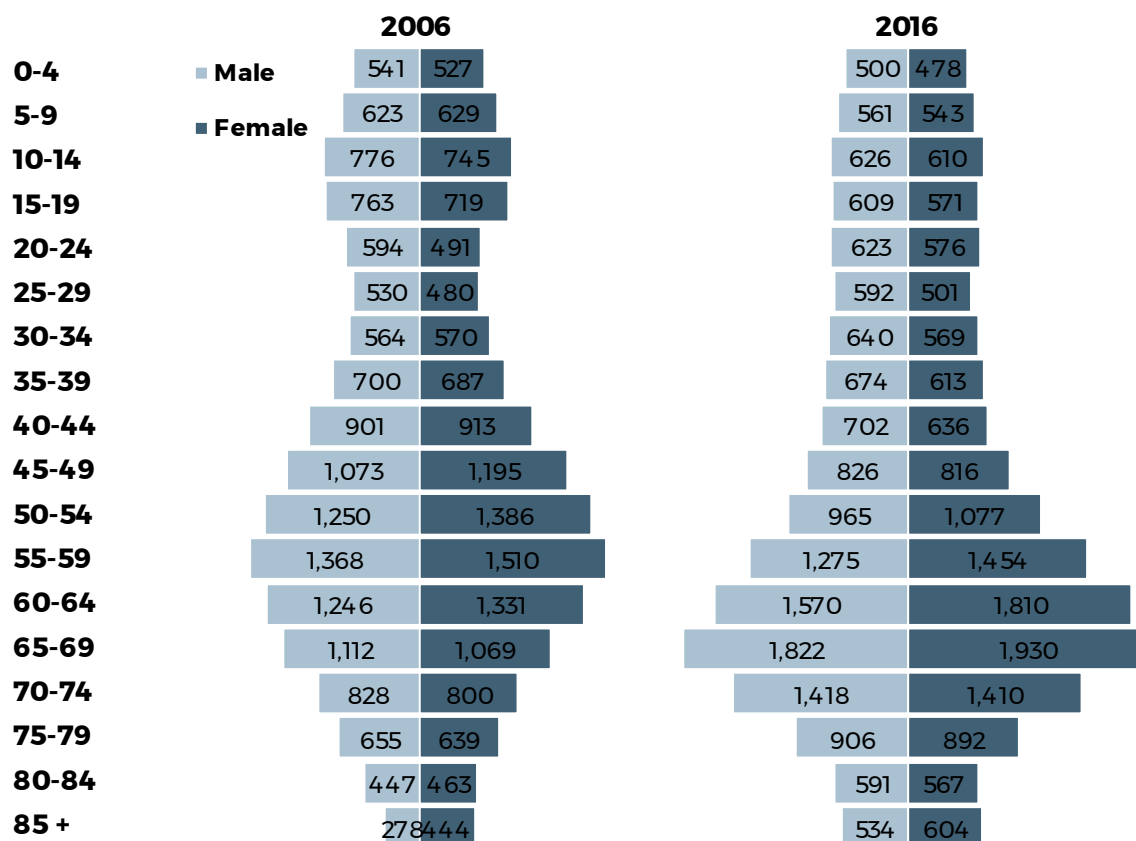


Age

Jefferson County has a relatively larger proportion of residents aged sixty or over, than the country as a whole or Washington State. In addition, there were proportionately fewer young residents in Jefferson County compared to country as a whole or Washington State.

This trend can be expected to affect the economy in ways ranging from shifts in housing demand, retail sales, labor force replacement and healthcare services demands.

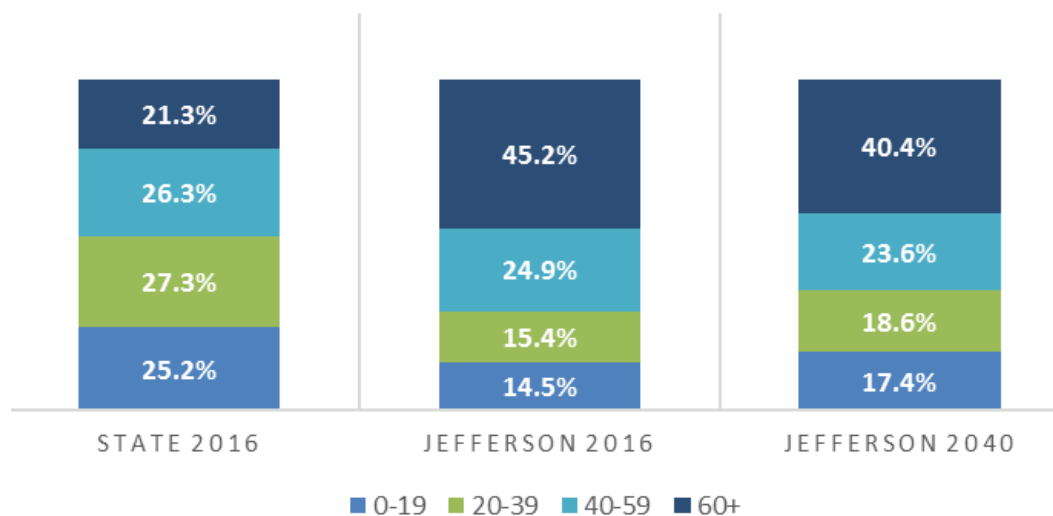
EXHIBIT 7-2 Population by Age



Source: ESD, BERK Consulting, 2018.



EXHIBIT 7-3 Comparison of Population by Age, 2016, 2040



Source: ESD, BERK Consulting, 2018.

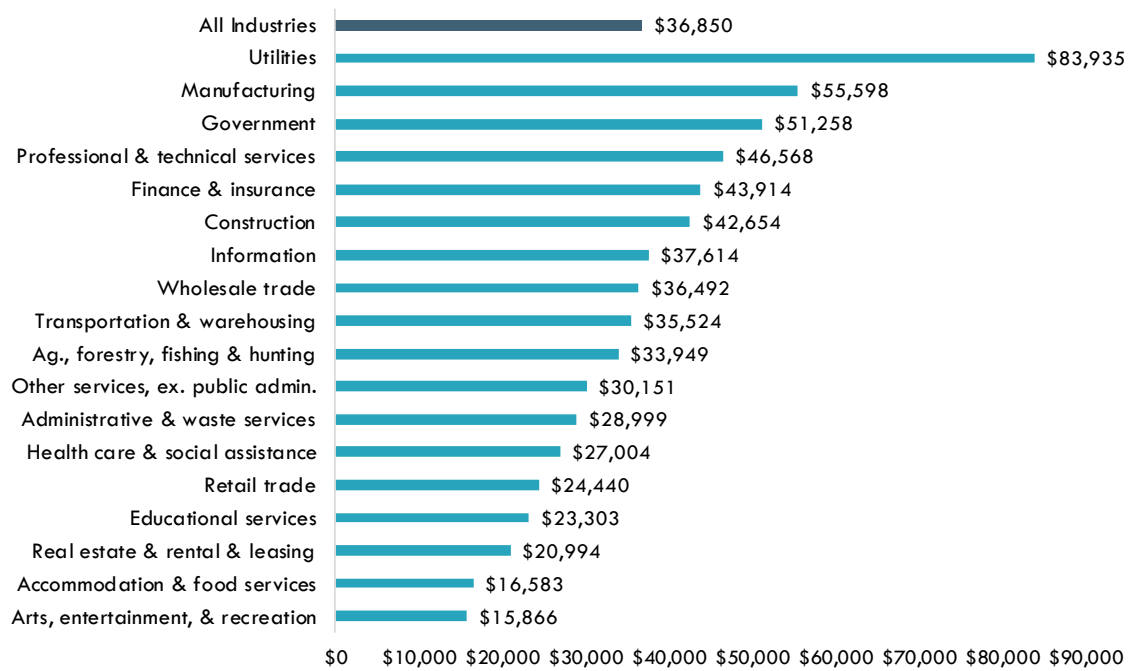
Wages

The 2016 average annual average wage for Jefferson County was \$36,850 in 2016. This was below the state’s average annual wage of \$59,073, as well as the state average minus King County, which was \$46,771. The median hourly wage in 2016 was \$20.16, less than that of the state’s median hourly wage at \$23.91 and for the state less King County at \$20.68.

Industries with higher average wage earnings included utilities, manufacturing, government, and professional and technical services jobs. Inflation adjusted average wages in the county have been lower than the State and nation and have been falling further behind. Given the high proportion of potential retirees in the population, wages are likely to be a smaller proportion of county residents’ personal incomes.



EXHIBIT 7-4 Average Annual Wage by Industry, 2016



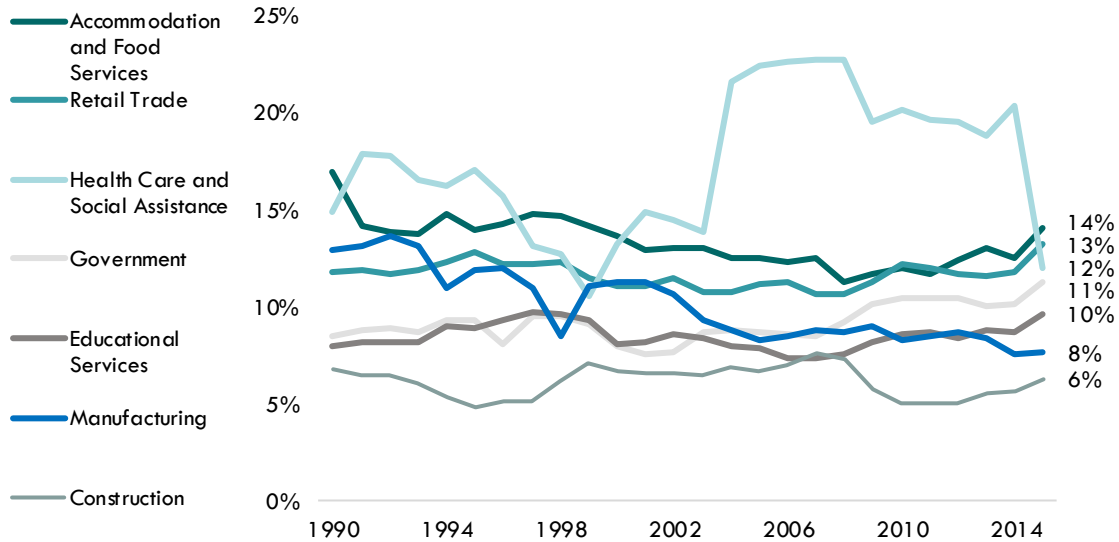
Source: ESD, BERK Consulting, 2018

The largest employers by industry in Jefferson County are accommodation and food services, retail trade, and health care. Together these industries make up about 40% of covered employment in the county.

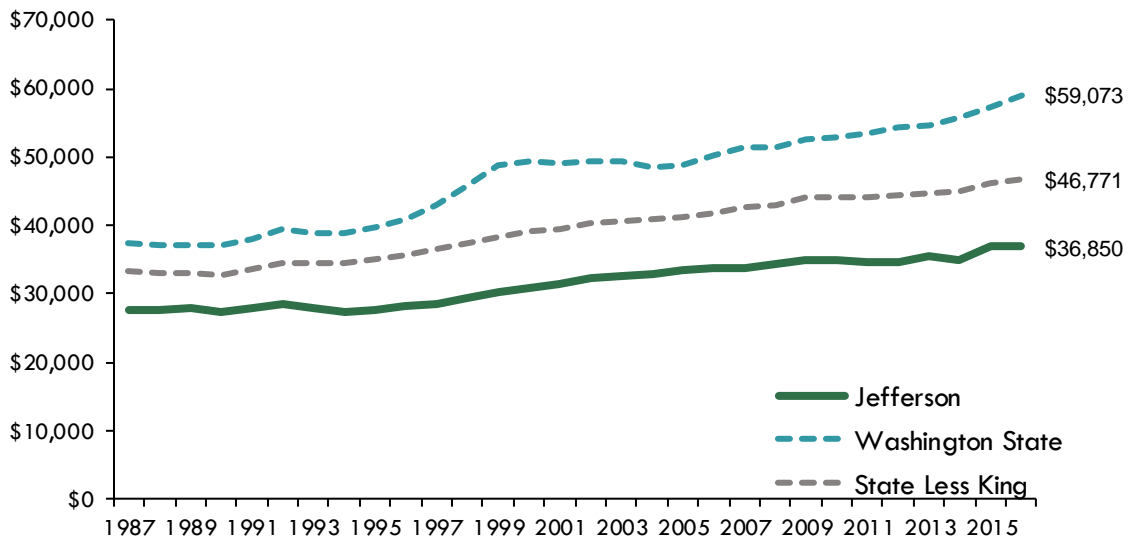


EXHIBIT 7-5 Employment Share by Industry & Inflation Adjusted Average Wage

Employment Share by Industry



Inflation Adjusted Average Wage



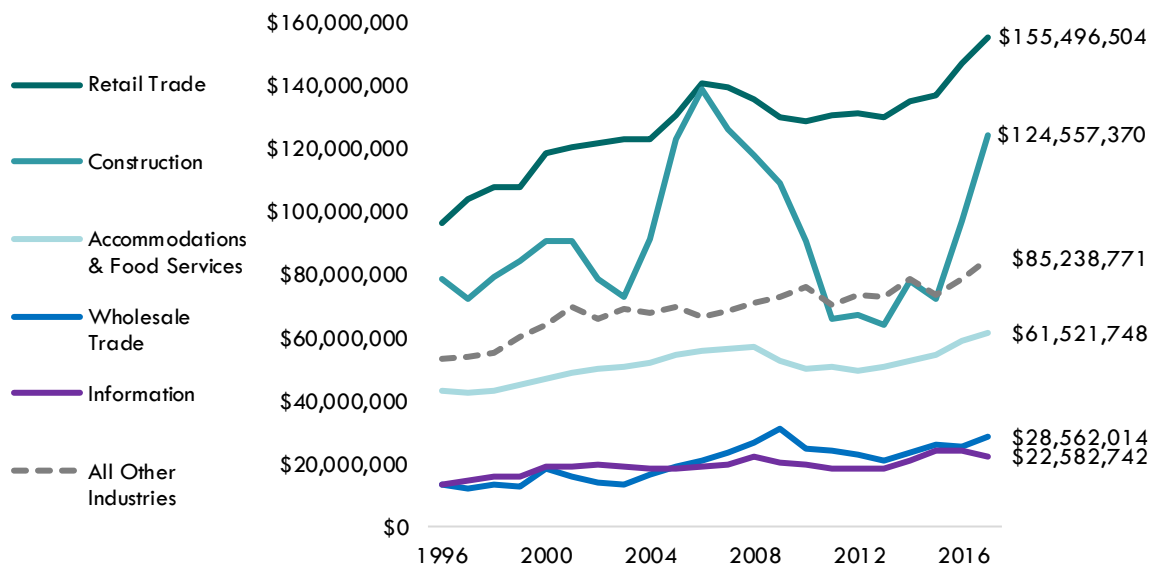
Source: ESD, BERK Consulting, 2018.



Taxable Sales Trends

Taxable retail sales capture information about some types of economic activity. Inflation adjusted quarterly taxable retail sales can be seen in Exhibit 7-6. The data show both the variability of some sectors across time as well as the seasonal variation within sectors. It shows the reliance of the county on retail and construction as source of sales tax revenue, and the seasonal variation of these sectors. Sales from retail trade and accommodation and food services also reflect the growing tourism in the county. A 2010 report by E.D. Hovee and Company found that travelers to Jefferson County spend proportionately more for dining, accommodations, groceries, other retail purchases, and arts, entertainment, recreation than is typical for visitors traveling elsewhere in Washington.

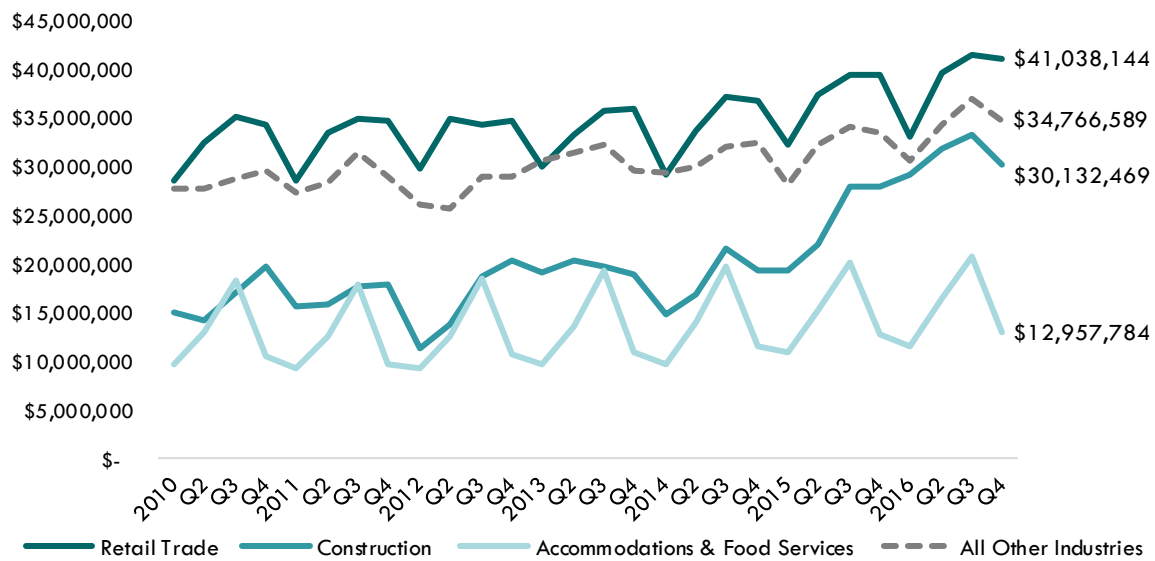
EXHIBIT 7-6 Inflation Adjusted Annual Taxable Retail Sales



Source: ESD, BERK Consulting, 2018.



EXHIBIT 7-7 Inflation Adjusted Quarterly Taxable Retail Sales



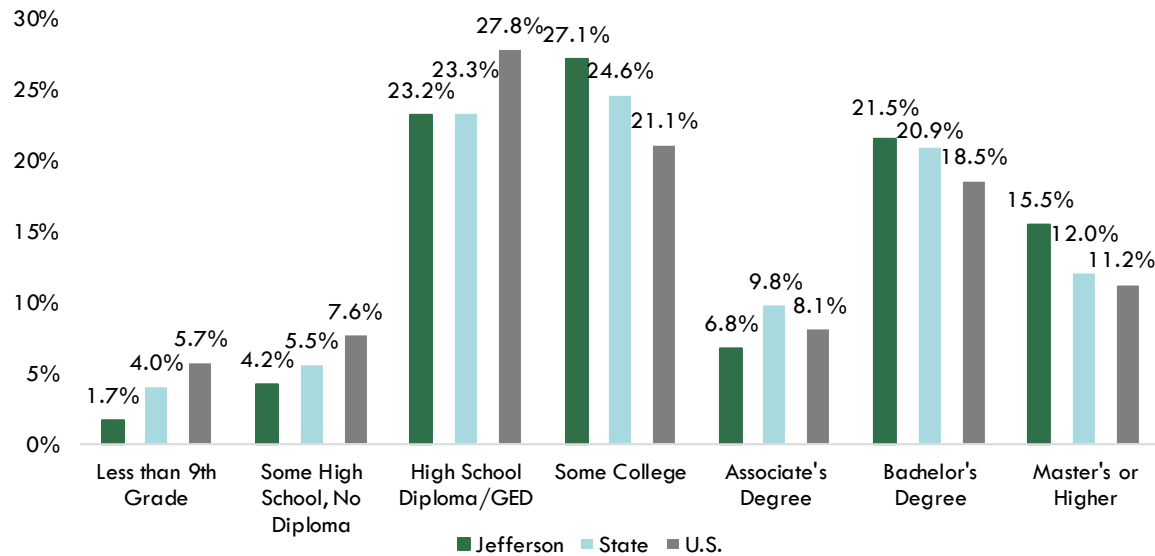
Source: ESD, BERK Consulting, 2018.

Educational Attainment

About 94.1% of Jefferson County residents age 25 and older were high school graduates, compared to 90.4% of Washington State’s residents and 86.7% of U.S. residents in the period 2011-2015. Those with a bachelor’s degree or higher made up 37.0% of Jefferson County residents age 25 and older compared to 32.9% of state residents and 29.8% of U.S. residents over the same period. (Source: U.S. Census Bureau quick facts, ESD)



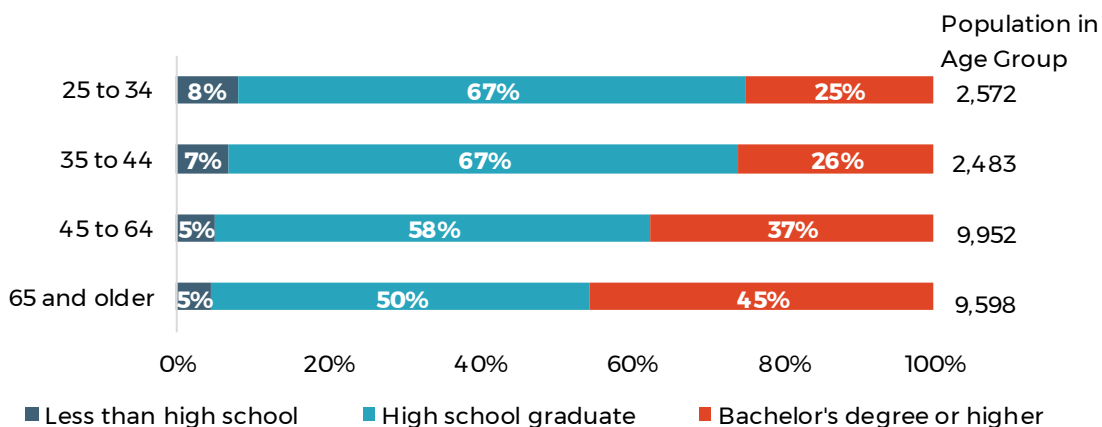
EXHIBIT 7-8 Adult Educational Levels



Source: ESD, American Community Survey, BERK Consulting, 2018.

While Jefferson County has a higher adult educational level than the state, the county also has a larger share of residents over the age of 60, and shown in Exhibit 7-3. The educational achievement rates of adults 65 and older is much higher than other age groups, shown in Exhibit 7-9. Residents 65 and over are nearly equal with the largest age group in the county.

EXHIBIT 7-9 Adult Educational Levels by Age Group



Source: ESD, American Community Survey, BERK Consulting, 2018.



Industry Sectors

Resource based sectors: the largest economic sector of Jefferson County by dollar volume are the natural resource-based sectors including private commercial forestry, timber harvest, and gravel and other mineral resource extraction. Commercial forestry occupies the largest area of privately owned land in the county and is zoned at a minimum of eighty acres per developable parcel.

Other Manufacturing, Service Based Jobs, and Industries

Jefferson County supports jobs in a broad range of service-based jobs and in the manufacturing, marine trades, and maritime industries. These jobs exist in the incorporated and unincorporated urban growth areas, in the rural commercial and rural village centers and intermittently throughout other rurally zoned lands. These include all services related to small businesses, home businesses and cottage industries, tourist based and food services and health care and medical services. The service-based sectors come in second place in Jefferson County after resource-based economies for total jobs supported and by dollar volume generated.

Agriculture: while occupying much less of the economy than in previous decades, Jefferson County possesses and designates areas for long-term commercially viable agricultural production due to its high quality agricultural soils and grazing areas. The return of agricultural-based jobs and incomes is slow yet steady and is the focus of increasing support and interest by agricultural leaders in attracting new and expanding existing agricultural-based jobs in Jefferson County.



Challenges & Opportunities

The county's land largely consists of rural and resource lands, and limited urban areas, which creates economic development needs unique to the county and its residents. Economic development must balance economic growth, housing needs, environmental and health protection, and a high quality of life. Many opportunities for economic development are along rural shorelines and highways to provide forestry, agriculture and aquaculture production and processing, marine industries, tourism and recreation, and other enterprises suited to a rural county; yet GMA limits opportunities for development outside of urban areas. Thus, Jefferson County considers historic development patterns with the designation of the Port Hadlock/Irondale UGA, and its designation of rural commercial and industrial businesses and limited areas of more intensive rural development, essential public facilities like the airport, and master planned resorts. The County also has the opportunity to designate major industrial developments under GMA. The County is considering all tools available to it under GMA as well as partnering with economic development entities in the county and engaging with the legislature to advance creative solutions to grow a diverse and strong economy for Jefferson County citizens.

Another challenge is that the Washington Growth Management Act has not made funding available for Economic Development Elements. Funding strategic and long-term planning by the County and partners would help further this Element's goals and implement strategies.

Key variables affecting economic development in Jefferson County are:

- ▶ An available workforce population with a higher than average educational level;
- ▶ Natural setting and quality of life that increases appeal as a place to live;
- ▶ Proximity to growing Puget Sound region;
- ▶ Growing popularity as a tourist destination;
- ▶ Availability of industrial sites, working harbor, and diverse maritime sector;
- ▶ A limited workforce that is increasing in average age or becoming removed from the workforce through retirements;
- ▶ A lack of county-wide recovery from the Great Recession that continues to constrain those trades, goods and services that support economic development (including recovery of construction, manufacturing, and related sectors); and



- ▶ Legal barriers and limited public-sector financing to build infrastructure to support new or expanded job growth (municipal wastewater treatment, broadband internet services) especially in rurally zoned areas of Jefferson County.



Jefferson County Economic Development Organizations

While this element focuses on the County's role in economic development, the County is committed to working collaboratively with agencies, institutions, and organizations to foster economic development in Jefferson County. The main organizations and their strategic priorities are described below. These organizations are potential partners for regional efforts at business retention, development, and job creation.

EDC Team Jefferson

- ▶ Founded in 2007, EDC Team Jefferson is designated by the Washington State Department of Commerce as an Associate Development Organization (ADO) for Jefferson County. It receives funding from various organizations to help grow and develop the local economy. One of its main tenets is to identify potential business opportunities that can be started or attracted to Jefferson County. A close partner in these efforts is WSU. According to EDC Team Jefferson, the Jefferson County economy pivots around nine business clusters:
- ▶ Advanced Technology & Manufacturing - with established industries ranging from renewable forest products to technology and distribution firms.
- ▶ Arts & Culture - encompassing individual artists, non-profit organizations, and private businesses such as galleries.
- ▶ Education - including K-12 public and private schooling, and higher education through WSU Extension, Peninsula College and Goddard College.
- ▶ Small Business and Entrepreneur - focused on individual proprietors or less than 5-employee firms that are technology or craft/product based in start-up or acquisition mode and with a range of growth potentials.
- ▶ Food & Farm - with activities ranging from farm and aquaculture to food retail and distribution including farmers markets, food banks, food coop and traditional grocery.
- ▶ Healthcare - encompassing hospital, medical/clinic, and alternative health providers.
- ▶ Marine Trades - with key segments including shipwrights, outfitters, and boat services.



- ▶ Real Estate and Construction - including persons employed with real estate brokerage and development firms together with residential, commercial and infrastructure construction.
- ▶ Tourism & Retail - encompassing firms and activities (including festivals) that provide hospitality, dining and retail services for local residents and visitors.

EDC Team Jefferson has identified the following strategies:

- ▶ Retain and expand local businesses by energizing entrepreneurship;
- ▶ Attract and keep 18-35-year-old emerging entrepreneurs and their families;
- ▶ Increase access to local capital for entrepreneurs and small businesses;
- ▶ Set a positive tone for business in Jefferson County; and
- ▶ Focus on collaboration and leadership development.

Source : <https://www.edcteamjefferson.org/strategic-priorities>

Port of Port Townsend

As independent government bodies run by directly elected commissioners, Port Districts have a combination of government powers (taxation, issuing bonds etc..) and an entrepreneurial orientation. They play a key role in economic development by providing transportation and industrial infrastructure. Formed by Jefferson County voters in 1924, the Port of Port Townsend operates three marinas, a marine trades industrial area, the Jefferson County International Airport, an RV park, and boat launches at multiple sites.

In addition, it issues Industrial Development Revenue Bonds (IDRBs) that offer manufacturing and processing companies below-market interest rates for eligible uses, such as purchasing land /equipment, constructing buildings, and/or upgrading existing facilities. In addition to its maritime and aviation business centers, the Port of Port Townsend provides building space for new and expanding businesses. It owns property at Port Townsend Boat Haven, Point Haven, Herb Beck Marina, and the Jefferson County International Airport that it rents out to a variety of businesses that support the local economy.

Washington State University

WSU Extension services and programs strongly support Jefferson County agricultural based economic development through technical assistance, demonstration/teaching farms, local food resources, and coordination and serving as an information clearinghouse.



North Hood Canal Chamber of Commerce

The Chamber operates two Visitor Centers, in Quilcene and Brinnon, that direct visitors to local lodging, food, activities, and other goods and services available in the area. Chamber staff also promote local businesses by developing advertising materials and connecting local residents and tourists to local businesses.

North Olympic Peninsula Resource Conservation & Development Council (NOPRCD)

North Olympic Peninsula Resource Conservation & Development Council (North Olympic Development council or NOPRCD for short) is a non-profit corporation formed in October 1984 to advance economic and community development on the North Olympic Peninsula of northwestern Washington State. The NOPRCD works in collaboration with local governments, businesses, tribal nations, and non-profit organizations to serve the people of Clallam and Jefferson Counties. It takes a regional approach to economic development. The Council Board of Directors has identified several immediate areas of focus to foster economic development. These are listed below:

- ▶ Work to improve infrastructure in support of economic growth;
- ▶ Make renewable energy technology and innovative manufacturing key components of the regional economy;
- ▶ Focus on innovative manufacturing (i.e.: composites) to diversify the regional economy;
- ▶ Encourage entrepreneurship;
- ▶ Help build a higher-skilled, high-wage workforce;
- ▶ Explore regional and international markets;
- ▶ Expand tourism opportunities/revenues;
- ▶ Improve regional collaboration and partnerships; and
- ▶ Advocate for natural resource and agriculture growth.



County-wide Planning Policies

The County-wide Planning Policies direct that the Comprehensive Plan give attention to the needs of nonservice sector businesses and industries and recognize that some businesses are best suited for the urban growth area (UGA) while others may be better suited for the rural unincorporated areas.

County-wide Planning Policy #7 Policy on Economic Development & Employment

1. The private sector is primarily responsible for the creation of economic opportunity in Jefferson County. The responsibility of the public sector is to assure that these activities are carried out consistent with defined community and environmental values. To this end, comprehensive plan should clearly identify these values in order that economic opportunity is not lost due to confusion or unreliability of process. Particular attention will be given to the needs of non-service sector businesses and industries as a strategy to increase wage earning potential within the community.
2. An economic development element should be prepared and included in the County's and incorporated areas' comprehensive plan. This element should identify and designate adequate areas for commercial, retail, and industrial growth necessary to sustain and meet future population and employment forecasts. The economic development element shall be coordinated with the capital facility, land use and utilities elements of the comprehensive plan.
3. Each UGA and rural center is considered the commercial and business "hub" in their respective area of the County. UGAs should be viewed as regional service and retail centers, while the rural center focus is on local community retail and service needs, and transient accommodations.
4. Certain industries due to their size or type of operation, or due to their dependence on the local resource base should not be located within the boundaries of UGAs. When locating these types of activities outside of UGAs, special attention must be given to assure that the activity will not promote "urban development" of the surrounding area. These activities will need to be self-supporting and not require the extension of urban services.
5. The Port of Port Townsend's legislative authority should be utilized as a tool to implement industry and trade strategies; including the promotion of employment opportunities, the consolidation and parceling of property, and the development of infrastructure to meet the needs of industry consistent with comprehensive plans and development regulations.



7.3 ECONOMIC DEVELOPMENT PLAN

The economic development plan leverages the strengths of the county to support a strong and diversified economy. Key opportunities and sites are listed below.

Workforce Development

Given the county's high educational attainment, there is an opportunity to both increase and better align educational resources and training programs with industry. This will ensure access to a high-skilled workforce for regional businesses and to higher wage jobs for county residents.

Industrial & Manufacturing Businesses

A key strength and opportunity area is the availability of designated industrial and manufacturing sites that can both serve small, local entrepreneurs and potential advanced manufacturing businesses. In addition to the availability of sites suitable for industrial or manufacturing uses, the county's highly-educated workforce is an asset for emerging manufacturing uses that require higher-skilled workers.

Industrial sites in Jefferson County include the Port of Port Townsend, Port Townsend Industrial Park (which has become a commercial and business park), Glen Cove, Eastview, Quilcene Industrial Area, the Irondale/Port Hadlock UGA, the Port Townsend Paper Mill, 24 acres at the Jefferson County International Airport, and Resource Based Industrial zoned sites.

In addition to the industrial sites described above, the light industrial manufacturing park at the Jefferson County International Airport, also known as the Airport Light Industrial Park also allows non-aviation related industrial and manufacturing uses. In 2009, the County approved a rezone of 24 acres from rural residential to Airport Essential Public Facility capable of supporting up to ten small to medium sized low-impact, non-aviation-related light industrial/manufacturing businesses. As of 2017 the site requires a Binding Site Plan, clearing and installation of infrastructure before any business operations.

Placemaking for Visitors & Residents

In addition to its natural and scenic assets, the distinct Downtown and small-scale neighborhood business districts in the county are a placemaking feature that attracts visitors and serves local residents.



Commercial development in Jefferson County is mainly concentrated within the City of Port Townsend, the Irondale Port Hadlock Urban Growth Area, and to a lesser extent, within the County's LAMIRDs (local areas of more intense rural development), which includes Brinnon, Quilcene Discovery Bay, Chimacum, Mats Mats, Wawa Point, Beaver Valley, Nordland, Gardiner, and Four Corners. The Port Ludlow and Pleasant Harbor Master Planned Resorts also have sites zoned for commercial development. Home Businesses, Cottage Industries and Small-Scale Tourist Recreational uses are also allowed in most non-commercial zones with a permit.

Sustainable, Innovative Agricultural, & Food Businesses

Given its historic and environmental strengths, the county has a small but growing set of businesses related to farming and related food production such as grains, eggs, cheese, and spirits. In addition, aquaculture continues to be a key industry. Local economic policy can support this sector so that it continues to add diversity and entrepreneurial opportunities to the economy.

Infrastructure Improvements as Economic Development Strategy

Investments in infrastructure can be a powerful way to attract high-quality jobs and entrepreneurs. For rural counties such as Jefferson County, investments in infrastructure such as broadband can address multiple objectives such as the provision of healthcare services or education, support tourism and attract a younger, more mobile workforce.

In addition to broadband, some parts of the county will also benefit from sewer infrastructure. For example, the primary growth center for unincorporated Jefferson County, the Irondale/Port Hadlock UGA requires sewer as an "urban level of service" to implement new zoning urban level zoning and density. Phased sewer implementation will facilitate further economic development as almost one-quarter of the UGA is designated for commercial land use, including a commercial zone as the largest with 272 acres. Approximately 25 acres is designated as Urban Light Industrial (all but 5 acres of which are already in light industrial use). This UGA has been found to be legally compliant with the GGMA as of January 27, 2010. The County is currently pursuing funding to construct the wastewater infrastructure to promote future economic growth in this area. Other infrastructure investments that benefit economic development include transportation improvements, especially to ferries, and water infrastructure.



7.4 GOALS & POLICIES

Goal ED-G-1 Improve and enhance coordination with federal, state, regional, tribes and local economic development groups to promote a healthy and vibrant economic environment within Jefferson County. (EDG 4.0)

- ▶ **Policy ED-P-1.1** Support Economic Development Council Team Jefferson and its public and private partners in their efforts to plan for, promote, educate, attract, build and maintain businesses and economic development in Jefferson County. (EDP 4.1)
- ▶ **Policy ED-P-1.2** Investigate and/or pursue programs, grant funds and other technical and financial support with federal, state, and local agencies to collectively plan, develop and implement economic growth in high demand sectors of the local economy. (New)
- ▶ **Policy ED-P-1.3** Consult with area Tribal Governments on areas of shared economic development planning and implementation and to solve shared issues concerning economic development and unemployment. (New)
- ▶ **Policy ED-P-1.4** Coordinate with other economic development entities in Jefferson County to prepare a cooperative study and strategies that promote economic development opportunities in existing commuter and tourist highway corridors. Land use and zoning strategies may include a highway-tourist-commercial zone or other techniques consistent with rural character. (New)

Goal ED-G-2 Support a comprehensive approach to education and training for employment, job retention and advancement. (EDP 2.4)

- ▶ **Policy ED-P-2.1** Support the full use (after hours) of schools, community centers, and other public facilities to expand educational opportunities, job training and work force development. (EDP 2.1)



- ▶ **Policy ED-P-2.2** Help facilitate a full spectrum of education and job skills providers to coordinate class offerings, facilities, and staff resources available to Jefferson County residents (teenagers, adults, displaced workers, veterans, retirees, etc.) who seek high school degrees, general education degrees, remedial education, vocational training and retraining, skills or knowledge enhancement, professional certification, two-year degrees, four-year degrees, and advanced degrees. (EDP 2.3)

Goal ED-G-3 Support Jefferson County’s industries that leverage existing strengths, advantages, and potential in the following areas:

- Health Care;
 - Port related economic development;
 - Marine Trades;
 - Natural Resources;
 - Advanced Technology/Manufacturing;
 - Construction and Real Estate;
 - Agriculture/Aquaculture;
 - Education;
 - Home-Based Business;
 - Tourism & Retail in centers and corridors; and
 - Local and Native Arts. (EDG 3.0)
- ▶ **Policy ED-P-3.1** Support the efforts of the Port of Port Townsend in diversifying the Jefferson County International Airport (JCIA) to provide for a broader number of trades, manufacturing, and services. This may include, but is not limited to, the siting of appropriately scaled aviation and non-aviation-related industrial/manufacturing activities in the Airport Essential Public Facilities District. (EDP 4.4)
 - ▶ **Policy ED-P-3.2** In accordance with County-wide Planning Policy 7.5, recognize the legislative authority of the Port of Port Townsend as a valuable tool to implement industry, trade strategies and promote employment opportunities. (EDP 4.5)
 - ▶ **Policy ED-P-3.3** Protect from encroachment, the Port of Port Townsend’s industrial properties, waterfront and all other public assets managed by the Port to ensure and enhance economic vitality and quality of life for the citizens of Jefferson County. (EDP 6.9)



- ▶ **Policy ED-P-3.4** Consider re-zoning Port of Port Townsend residentially zoned property (Quilcene Marina) to a public facility, to provide more allowed uses for Port activities to meet its purpose of creating economic benefit. (New)
- ▶ **Policy ED-P-3.5** Conserve existing agriculture and encourage future innovative agriculture ventures and technologies, while managing the water and soil to be sustainable. (EDP 6.7)
- ▶ **Policy ED-P-3.6** Support broadband or other technology infrastructure that fosters home-based businesses and online provision of services, (e.g., telecommuting, telemedicine etc.). (EDP 6.4)

Goal ED-G-4 Work in partnership with public and private economic development interests to review barriers, consider flexible regulatory incentives that encourage and facilitate innovative economic opportunities within the County. (EDG 5.0)

- ▶ **Policy ED-P-4.1** Continue to work with state, federal, and local agencies to coordinate and streamline land use review procedures and processes, while ensuring a proper balance between expeditious review and protecting the public interest. (EDP 5.1)
- ▶ **Policy ED-P-4.2** Continue to work towards internal efficiencies in the application of development regulations and standards, especially for proposed developments that provide local jobs. (EDP 5.2)
- ▶ **Policy ED-P-4.3** Periodically review and update, if necessary, land-use and permitting procedures to assure that regulatory processes are understandable, predictable, and timely. (EDP 5.3)
- ▶ **Policy ED-P-4.4** Continue to work with the City of Port Townsend, Port of Port Townsend, PUD, economic stakeholders and economic development agencies regarding capital facilities and land use in the Glen Cove Industrial District. (EDP 6.8)
- ▶ **Policy ED-P-4.5** Amplify Jefferson County’s strengths in tourism, recreation, and retail through rural employment opportunities in centers and corridors.



Goal ED-G-5 Promote the development of tourist and tourist-related activities as a source of employment and business opportunities in Jefferson County. (EDG 8.0)

- ▶ **Policy ED-P-5.1** Provide infrastructure for tourist services that promote agricultural, experiential, and educational tourism, eco-tourism, and native and cultural tourism with revenue generated from the lodging tax. (EDP 8.1)
- ▶ **Policy ED-P-5.2** Encourage efforts to preserve scenic open space, historic and local cultural and tribal resources that attract both local residents and visitors. (EDP 8.2)
- ▶ **Policy ED-P-5.3** Encourage the development of small businesses, services, cultural attractions, and special events that capture and support tourism. Identify wider uses for these small businesses to also furnish goods and services, such as locally grown food, and value-added products to the traveling public and local population. (EDP 8.3)

Goal ED-G-6 Encourage economic development that sustains natural resources and open spaces, protects environmental quality, and enhances Jefferson County's overall quality of life. (EDG 9.0)

- ▶ **Policy ED-P-6.1** Support and protect the economic value and long-term sustainability of Jefferson County's environmental resources. (EDP 9.1)
- ▶ **Policy ED-P-6.2** Develop and update land use policies that conserve resource lands and provide sustainable employment opportunities. (EDP 9.2)
- ▶ **Policy ED-P-6.3** Encourage "working water-front" small-scale marine trade activities in Port Hadlock, Port Ludlow, Nordland, and Quilcene. (New)



Goal ED-G-7 Coordinate the development of infrastructure that is adequate to attract and accommodate the diversified economy centers of Jefferson County, consistent with the requirements of the Growth Management Act. (EDG 10.0)

- ▶ **Policy ED-P-7.1** Support and coordinate efforts of infrastructure service providers, and economic stakeholders in identifying and evaluating infrastructure needs in areas targeted for future commercial and industrial development. (EDP 10.1)
- ▶ **Policy ED-P-7.2** Support the development, production, siting and use of non-fossil based renewable energy such as solar, wind, water, ammonia fuel, and other innovative renewable sources. (New)
- ▶ **Policy ED-P-7.3** Promote infrastructure such as storage, for a local food system capable of supporting the population of Jefferson County without diminishing the long-term carrying capacity of the County's natural resources. (New)
- ▶ **Policy ED-P-7.4** Continue to work on the funding, installation, and operation of the Port Hadlock sewer system. (New)



7.5 ACTION PLAN

Exhibit 7-10 highlights key activities the County can use to implement the Land Use Element over the next eight years (prior to the next periodic update), several in partnership with other entities:

EXHIBIT 7-10 Economic Development Action Plan

Action	Description
Workforce Development	
Align education resources and current and target industries.	<ul style="list-style-type: none"> ▶ Connect businesses and local employers with local school districts to co-design training and re-skilling programs. ▶ Expose educators, high school counselors and students to advanced manufacturing, maritime and marine trades, and related career paths.
Diversify & Strengthen Industries	
Support current and target industries that leverage existing strengths	<ul style="list-style-type: none"> ▶ Create a masterplan for the Glen Cove Light Industrial Area in collaboration with the City of Port Townsend, Port of Port Townsend, and economic development stakeholders and agencies. ▶ Consider rezoning Port of Port Townsend residentially zoned property (Quilcene Marina) to a public facility. ▶ Support the creation of a facility to support food production and value-added processing of agricultural products.
Placemaking for Visitors & Residents	
Create an identity and brand for Jefferson County as a tourist destination.	<ul style="list-style-type: none"> ▶ Continue to support collaboration and partnership of the Tourism Coordinating Council with the Olympic Peninsula Tourism Commission and local communities and agencies. ▶ Partner with Team Jefferson and other local partners to create a strategic marketing plan that highlights the assets of different communities.
Infrastructure Improvements	
Make investments in infrastructure to attract and retain industries.	<ul style="list-style-type: none"> ▶ Support the provision of high-quality, reliable broadband to support industries, service provision and increase quality of life. ▶ Install and operate the Port Hadlock sewer system. ▶ Improve ferry service to support tourism and retail sectors.
Study New Economic Opportunities	



Action	Description
<p>Conduct a cooperative study into zoning for economic development in transportation corridors.</p>	<ul style="list-style-type: none"> ▶ Coordinate with economic development groups to study business and economic development opportunities in highway and tourist corridors. The study may consider highway and tourist commercial development zoning to promote economic development. ▶ The study may consider the following: assessing how to promote job growth and economic development along highway and tourist corridors while maintaining rural character; access to the site for workers, tourists, and other visitors; views, non-motorized, commuter and visitor safety for freight, trucks, cars, and pedestrians, node connectivity, and other topics of interest to economic development and community groups.

Source: Jefferson County, 2018.



8 Capital Facilities & Utilities

Connection to the Vision Statement

Reserved. See draft Vision Statement in Plan Foundation.

8.1 PURPOSE

This Element addresses three essential components of the Comprehensive Plan that supports the community today and the future growth expected by 2038:

- ▶ **Capital Facilities.** This element and the Capital Facilities Technical Appendix C address requirements in RCW 36.70A.070(3) and WAC 365-196-415 to provide an inventory, forecast of needs, and plan addressing: water systems, sanitary sewer systems, stormwater facilities, reclaimed water facilities, schools, parks, and recreational facilities, police, and fire protection facilities.
- ▶ **Essential Public Facilities.** Essential public facilities are typically those difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and others identified in RCW 36.70A.200.



- **Utilities.** The Utilities component addresses the location, capacity, and proposals for utilities, including, but not limited to, electrical lines and telecommunication lines per RCW 36.70A.070(4) and WAC 365-196-420. There is no natural gas service to the county.

8.2 CAPITAL FACILITIES

Overview

The Capital Facilities section ensures that adequate facilities are available to serve existing residents and businesses and future growth as outlined in the Land Use Element.

According to WAC 365-196-415(2)(a)(ii), the inventory and analysis of capital facilities must include, at a minimum, water systems, sewer systems, stormwater systems, schools, parks and recreation facilities, police facilities, and fire facilities.

This Element and the Capital Facility Plan Technical Appendix C addresses these capital facilities and services listed below. The Guiding Plans of service providers support this Element.

EXHIBIT 8-1 Capital Facilities & Public Services Provided

Capital Facility & Service Topic	Providers Serving Unincorporated Territory	Guiding Plans
Law Enforcement	Jefferson County Sherriff	None
Parks and Recreation	Jefferson County	Jefferson County Parks, Recreation & Open Space Plan Update 2015, Jefferson County Parks and Recreation, Department of Public Works
Public Administration	Jefferson County	None
Sewer	Port Hadlock/Irondale UGA - Jefferson County Port Ludlow - Olympic Water and Sewer	<ul style="list-style-type: none"> ► Port Hadlock Wastewater System: Urban Growth Area Sewer Facility Plan - 2008 ► Design Plans & Specifications - 2013
Solid Waste	Jefferson County	Jefferson County, Solid Waste Management Plan, September 2016



Capital Facility & Service Topic	Providers Serving Unincorporated Territory	Guiding Plans
Stormwater	Jefferson County	Port Hadlock / Irondale Urban Growth Area Stormwater Management Plan, May 2004 Jefferson County Surface Water Management Plan, November 2006.
Transportation	Jefferson County Peninsula Regional Transportation Planning Organization Jefferson Transit Authority	Port Hadlock / Irondale Urban Growth Area Transportation Plan, May 2004 Quimper Peninsula Travel Demand Model, October 2008 Quimper Peninsula Transportation Study, January 2012 Peninsula RTPO Regional Transportation Plan 2035 (undated, ca. 2013) Jefferson Transit, Transit Development Plan 2017-2022 & 2016 Annual Report, August 2017
Education	Brinnon School District No. 46 Chimacum School District No. 49 Port Townsend School District No. 50 Queets-Clearwater School District No. 20 Quilcene School District No. 48	None
Fire Protection	Jefferson County Fire Protect District No. 1 - East Jefferson Fire & Rescue Jefferson County Fire Protection District No. 2 - Quilcene Jefferson County Fire Protection District No. 3 - Port Ludlow Fire and Rescue Jefferson County Fire Protection District No. 4 - Brinnon Jefferson County Fire Protection District No. 5- Discovery Bay - Gardiner Jefferson County Fire Protection District No. 6 - Cape George/Kala Point/Beckett Point - Merged Jefferson County Fire District No. 7 - Clearwater - Queets	None



Capital Facility & Service Topic	Providers Serving Unincorporated Territory	Guiding Plans
Water	Port Townsend Jefferson County Water District No. 1 - Paradise Bay Jefferson County Water District No. 2 - Brinnon Jefferson County Water District No. 3 - Coyle Port Ludlow Drainage District Port of Port Townsend Public Utility District No. 1 of Jefferson County	Jefferson County Coordinated Water System Plan, June 1997

Source: BERK Consulting, 2018.

For each service, a summary of the conditions, level of service and demand, planning level revenue sources, and planned facilities are provided in the Capital Facilities Technical Appendix C. Levels of service are policy commitments to provide facilities and services within available revenue resources and are also included in the Capital Facilities policies in Section 8.6.

In conjunction with its budget, the County may revise this Element, as needed, to add new projects needed to accommodate changing development circumstances, remove projects that have been built, and to reevaluate projects remaining in the inventory.

County-wide Planning Policies

The County-wide Planning Policy (CWPP) includes many provisions that link the Capital Facility Plan to support for the Land Use plan and particularly the role of such facilities in supporting the growth in Urban Growth Areas (UGAs).

EXHIBIT 8-2 Relationship of Capital Facilities Plan to County-wide Planning Policies

County-wide Planning Policy	Summary & Relationship to Capital Facility Plan
Implement RCW 36.70A.110 Urban Growth Areas (UGAs)	<ul style="list-style-type: none"> ▶ Use County-City of Port Townsend population forecasts to prepare capital facilities plans. ▶ Base designation and expansion of UGAs on the capacity to provide public capital facilities at adopted levels of service.



County-wide Planning Policy	Summary & Relationship to Capital Facility Plan
Promotion of contiguous and orderly development and provision of urban services	<ul style="list-style-type: none"> ▶ Condition urban development to meet adopted levels of service and contribute its proportionate share towards provision of those facilities. ▶ Do not extend urban public facilities beyond UGA boundaries.
Joint County and City of Port Townsend planning within UGAs	<ul style="list-style-type: none"> ▶ Coordinate County and City of Port Townsend plans for provision of County-wide capital facilities for public safety, transportation, solid waste, storm water management, and utilities.
Siting essential public facilities of County or State-wide significance	<ul style="list-style-type: none"> ▶ Do not extend urban public facilities to essential public facilities sited outside of UGAs.
County-wide transportation facilities and strategies	<ul style="list-style-type: none"> ▶ Guides development of the County's Six-Year Transportation Improvement Plan. ▶ Requires development of Levels of Service.
County-wide economic development and employment	<ul style="list-style-type: none"> ▶ Coordinate Economic Development Plan with the Capital Facilities Element.
Rural Areas	<ul style="list-style-type: none"> ▶ Include public facilities necessary to support the land use within rural centers.
Fiscal impact analysis	<ul style="list-style-type: none"> ▶ Conduct a fiscal impact analysis to ensure that the projected cost of public capital facilities can be reasonably supported.

Summary of Trends & Opportunities

Please see the Capital Facility Plan Technical Appendix C. Generally, County-owned capital facilities can be maintained at a level of service that requires limited additional facilities as the county grows, Exceptions are law and justice courtroom facilities, parks and recreation, solid waste, and transportation, where growth would require some additional capacity projects over time.

8.3 ESSENTIAL PUBLIC FACILITIES

Overview

Essential Public Facilities include those facilities considered difficult to site because of potential adverse impacts related to size, bulk, hazardous characteristics, noise, or public health and safety. CWPP#4 stipulates



that the County and its UGAs must identify appropriate land for essential public facilities that meets the needs of the community such as local waste handling and treatment facilities, landfills, drop-box sites and sewage treatment facilities, airports, state educational facilities, essential state public facilities, regional transportation and utility facilities, state and local correctional facilities, and in-patient facilities (including substance abuse facilities, mental health facilities and group homes). These facilities are difficult to site, serve regional or state requirements, or are part of a county-wide service system.

RCW 36.70A.200(1) provides clarification as to what constitutes an essential public facility:

The comprehensive plan of each county and city that is planning under RCW 36.70A.040 shall include a process for identifying and siting essential public facilities. Essential public facilities include those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020, state and local correctional facilities, solid waste handling facilities, and inpatient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020.

Implementing rules by the Washington State Department of Commerce at WAC 365-196-550(4)(b)(i) suggest a broad view of what is considered an essential public facility:

When identifying essential public facilities, counties and cities should take a broad view of what constitutes a public facility, involving the full range of services to the public provided by the government, substantially funded by the government, contracted for by the government, or provided by private entities subject to public service obligations.

The OFM shall maintain a list of those essential state public facilities that are required or likely to be built within the next six years. The OFM may at any time add facilities to the list. (RCW 36.70a.200(4)).

In addition to the list maintained by OFM, Jefferson County may identify other additional public facilities that are essential to providing services to residents and without which development cannot occur.

Per the GMA, “[n]o local comprehensive plan or development regulation may preclude the siting of essential public facilities.” (RCW 36.70a.200(5)).



Essential Public Facilities & Public Purpose Lands

Confusion often arises as to the distinction between lands identified for public purposes and those identified for essential public facilities. Essential public facilities can be thought of as a subset of public purpose lands. The table below illustrates this distinction.

EXHIBIT 8-3 Distinguishing Public Purpose Lands from Essential Public Facilities

Public Purpose Lands	Essential Public Facilities
<p><i>FOCUS:</i> Lands needed to accommodate public facilities.</p> <p>Lands needed to provide the full range of services to the public provided by government, substantially funded by government, contracted for by government, or provided by private entities to public service obligations.</p> <p>Examples:</p> <ul style="list-style-type: none"> ▶ Utility Corridors ▶ Transportation Corridors ▶ Sewage Treatment Facilities ▶ Storm water Management Facilities ▶ Recreation Facilities ▶ Schools ▶ Other Public Uses 	<p><i>FOCUS:</i> Facilities needed to provide public services and functions that are typically difficult to site.</p> <p>Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.</p> <p>Examples:</p> <ul style="list-style-type: none"> ▶ Airports ▶ Large-scale Transportation Facilities ▶ State Educational Facilities ▶ Correctional Facilities ▶ Solid Waste Handling Facilities & Landfills ▶ Inpatient Facilities (Substance Abuse Facilities, Mental Health Facilities & Group Homes).

Source: Jefferson County, 2018.

Many of the facilities identified in the table above as being “public facilities” located on public purpose lands are dealt with in other sections of this Comprehensive Plan. The facilities in the column on the right of the table are typical essential public facilities and are addressed in this section.

Essential Public Facility Designations in Jefferson County

Two facilities are designated as essential public facilities in Jefferson County and have unique zoning districts:

- ▶ County Waste Management Essential Public Facility (CWMEPF): This district addresses facilities needed to provide waste management public services and functions. It applies to the County’s landfill at 325 County Landfill Road in Port Townsend.
- ▶ Airport Essential Public Facility (AEPF): This land use district consists of land owned by the Port of Port Townsend that directly and



indirectly supports operations of the Jefferson County International Airport (JCIA) as an essential public facility. It is intended to promote compatible land uses and the long-term economic viability of the JCIA consistent with County goals regarding essential public facilities, the preservation of rural character, and economic development.

For each facility there is a management plan:

- ▶ Jefferson County Solid Waste Management Plan, September 2016
- ▶ Jefferson County International Airport Master Plan Update, Reid Middleton and Barnard Dunkelberg Company, Final Report, July 2014

These plans address conditions, operations, facilities, future improvements, and measures to improve compatibility with other uses. As a system plan, the Solid Waste Management Plan also includes a reference to a Master Plan (under development; see page 7-8 Alternative B) and siting criteria for new facilities.

County-wide Planning Policies

Adopted CWPPs require the County and UGAs to develop a cooperative and structured process, including public involvement at an early stage, to consider the siting of public facilities of a regional, state-wide, or federal nature. Solid waste disposal, correctional, transportation, education, or human service facilities, or any other locally unpopular land uses are examples of those facilities. Any new facilities or major expansions of existing facilities must conform to these locally defined siting procedures described in the strategies section.

County-wide Planning Policy #4 outlines the County's approach to the siting of essential public facilities:

- ▶ The County and incorporated UGAs will jointly develop specific siting criteria for siting essential public facilities. The proposed criteria will be considered in the drafting of comprehensive plan policy addressing this issue. Elements of siting criteria should include, but not be limited to the following:
 - proximity to major transportation routes and essential infrastructure.
 - land use compatibility with surrounding area.
 - potential environmental impacts.
 - effects on resource and critical areas.



- proximity to UGA.
 - public costs and benefits including operation and maintenance.
 - current capacity and location of equivalent facilities.
 - the existence, within the community, of reasonable alternatives to the proposed activity.
- ▶ Comprehensive plans and development regulations will not preclude the siting of essential public facilities; however, standards may be generated to ensure that reasonable compatibility with other land uses can be achieved.
 - ▶ Essential public facilities sited outside of UGAs should be self-supporting and not require the extension, construction, or maintenance of urban services and facilities unless no practicable alternative exists. Criteria will be established that address the provision of services when siting an essential public facility. Essential public facilities shall not be located in resource lands or critical areas if incompatible.

Summary of Trends & Opportunities

The County's Solid Waste Management Plan (2016) proposes approaches to reducing waste and promoting reuse and composting to benefit the environment and local economy by creating local jobs and allowing residents to stretch budgets, as well as the long-term management of the solid waste system.

The JCIA has developed a Master Plan as of 2014 and together with the County can help implement preferred aviation and allowable non-aviation uses to advance the county's economy. The plan includes other recommendations regarding heights and other land use matters.

8.4 UTILITIES

Electric Utilities

Providers

Public Utility District #1 of Jefferson County (JPUD), provides electricity to over 90% of the residents of unincorporated Jefferson County. JPUD



acquired the assets from Puget Sound Energy on the 1st of April 2013. Their electrical services territory includes Eastern Jefferson County, except for the Brinnon area. As the JPUD serves the vast majority of residents, it is the focus of this electrical utility analysis.

Mason County PUD. is a public utility district that provides electricity to 1700 residents of the southeastern portion of Jefferson County in the Brinnon area.

The Grays Harbor County PUD. is a public utility district that provides electricity to 172 residents of the southwestern portion of Jefferson County in the Queets/Clearwater and Quinault areas.

The Clallam County PUD. is a public utility district that provides electricity to 200 residents of the northwestern portion of Jefferson County in the Hoh River area.

Duty to Serve

The State's mandated "duty of service" requires electrical utilities to furnish and supply service and facilities that are safe, adequate, efficient, and in all respects, just and reasonable. The JPUD Board of Commissioners applies this standard by reviewing and approving the terms and conditions under which electrical service is provided. These terms and conditions relate to both the cost and levels of service.

A key principle underlying this regulatory structure is that utility facilities must be provided on a uniform basis to all customers and equitably recovered through uniform rates. Regulatory law therefore prohibits JPUD from differentiating among jurisdictions as to the cost or levels of service.

JPUD Inventory

Service Area and Communities: The JPUD electrical system serving eastern Jefferson County is geographically bounded in general by the Admiralty Inlet to the north, Puget Sound to the east, Hood Canal to the south, and the Olympic National Forest to the west.

The JPUD planning subarea for Jefferson County contains approximately 250 square miles and includes the communities (from South to North) of Quilcene, Port Ludlow, Chimacum, Port Hadlock, Gardiner, Nordland, and Port Townsend. There is a wide range of service demand intensities, from undeveloped areas with no demand to areas of high demand commercial customers.



System Acquisition: In 2013, JPUD acquired 8 substations, 26.4 miles of 115 kV transmission line, 380 miles of overhead distribution line along with 353 miles of underground distribution line and one operations building with materials storage yard from PSE. As of 2013, there were approximately 19,300 customers with approximately 322,750 megawatt hours sold. (Jefferson County PUD, 2010)

Generation: There are no JPUD generation facilities within Jefferson County other than small capacity generation at the Port of Port Townsend. Only the utility transmission network and distribution substations support the JPUD service area.

Transmission Network: JPUD purchases and uses Bonneville Power Administration (BPA) for its generation and transmission requirements. The BPA network transports electricity from generation resources to transmission substations, and from transmission substations and switching stations, to distribution substations.

Electrical utility service is supplied to Jefferson County by JPUD through the larger regional transmission grid (interconnected system of electric lines and associated equipment) at 500 kV (500,000 volts) and 230 kV (230,000 volts) voltages from distant generating plants along the mid-Columbia River. The region's transmission grid lines carry this power from the generation facilities westerly to the Bonneville Power Administration (BPA) Olympia Transmission Substation.

From this point, a majority of the Olympic Peninsula, including JPUD's Jefferson County regional loads, are served to the north via the BPA Shelton Transmission Substation to the BPA Fairmount transmission substations. At the Fairmount transmission substation, the power is transformed down from 230 kV to 115 kV and 66kV for delivery to neighborhood distribution substations within the county.

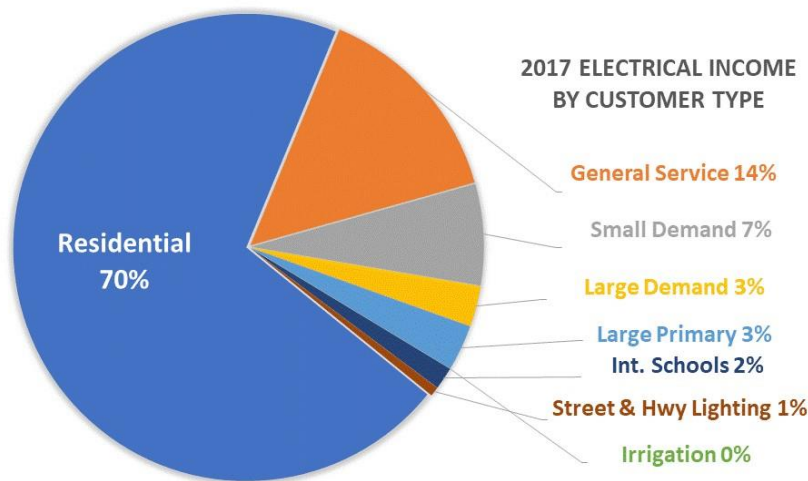
Power transformed from 230 kV to 115 kV is provided by two transformers at the BPA Fairmount Transmission Substation. These voltages are used to serve specific Jefferson County distribution substations. BPA Power is also transformed from 230 kV to 115 kV at the JPUD's Quilcene substation.

Distribution Substations: Distribution substations within Jefferson County serve distribution feeder lines (circuits from a distribution substation to the customer, usually energized at 4, 12 or 34 kV). Distribution substations are located at Discovery Bay, Hastings Rd., Irondale, Kearney Street, Port Ludlow, and Quilcene.



Current Usage: There are 16,683 residential customers¹; average use is 12,000 kWh per customer per year, or 1,000 kWh per month. (EES Consulting, 2017) Per Exhibit 8-4, most of JPUD’s electrical income comes from residential customers. (Jefferson County PUD, 2018)

EXHIBIT 8-4 JPUD Electrical Income by Customer Class



Source: (Jefferson County PUD, 2018)

Electricity: Future Capacity Needs & Requirements

Siting of New Facilities: As development occurs within Jefferson County, a proportionate increase in area electrical service demand and resulting service load is anticipated. Due to the service on demand requirements of this utility, it is important that the County and utility providers maintain open lines of communication regarding siting of new facilities. The timing of construction of new and/or expanded facilities will be driven by the rate of growth and the need to improve reliability in an area.

Capacity of Electrical Utility Facilities: As the local transmission system is designed as an integral component of a regional power system, development occurring outside the county may have local impacts on system capacity. At the same time, growth in the county will contribute

¹ This figure is assumed to be population in residential dwellings since 13,922 housing units are estimated County-wide in 2017 per the OFM. County-wide the population equals 31,360 (OFM 2017).



to the electrical service load of the regional power system and the potential need for systems facilities outside the county. Building codes and utility facility siting policies affect the service loads and the capacity to upgrade existing facilities.

Future Capacity Needs: Per the Land Use Element, a population increase of 7,816 persons is expected county-wide, with 352 in the future Master Planned Resort in Brinnon. Excluding the Brinnon resort area, which is served by Mason County PUD, the increase in population would be 7,464. Those customers would increase demand for electricity by about 31%.

EXHIBIT 8-5 Residential Population Electricity Demand

	Customers	kWh/year	Annual kWh	Share
Current Residential Customers (Population)	16,683	12,000	200,196,000	69%
Future Population Growth in Service Area (excluding Brinnon)	7,464	12,000	89,568,000	31%
Total	24,147		289,764,000	100%

Source: (EES Consulting, 2017); BERK Consulting, 2018.

In addition, there will be demand from commercial and industrial users.

Energy Efficiency: JPUD has an energy efficiency program that includes incentives for conservation projects. From April 2013-April 2016, JPUD spent \$1.6 million dollars on energy efficiency projects and incentives. This was estimated to result in 3.6 megawatt hours saved with savings almost equal in share by industrial, commercial, and residential customers. (Jefferson County PUD, 2016) Energy efficiency programs and trends towards renewable energy can further reduce demand.

Future Facilities Requirements: Two capital investments are currently in planning stages: a service area wide meter replacement to a more advanced meter type and an upgraded operations facility. As development occurs, other investments in the distribution system may occur. (Jefferson County PUD, 2017)

Telecommunication Utilities

Telecommunications Systems Types & Regulations

Telecommunications include a wide range of rapidly expanding services, including conventional telephone service, personal wireless services, and



video delivery systems. Due to the rapid advances in telecommunications technologies, the subsequent changes in transmission equipment and capabilities, and federal legislation encouraging future development, it is important that the County and telecommunications services providers maintain open lines of communication.

The Washington Utilities and Transportation Commission (WUTC) regulates telecommunications utilities. Because of the Federal Telecommunications Act of 1996, it is anticipated that telecommunications services regulations will continue to be developed and refined.

The Federal Communications Commission (FCC) regulates the telecommunications airwaves including radio frequency emissions standards, all antenna and dish structures used for telecommunications services, and is responsible for issuing licenses to operate wireless common carrier services (cellular telephone, personal communication services, mobile radio services, and other wireless common carriers).

Local government involvement in regulation of the development of telecommunications services, particularly wireless common carriers, includes identifying systems facilities siting criteria and a permit review process on applications for the placement, construction, or modification of a wireless common carrier facility site.

Local governments have been preempted by federal case law from regulating Federal Aviation Administration (FAA) covered facilities. The FAA reviews location and height of proposed towers to prevent interference with operations of airports and flight paths. The FAA regulates proposed towers that exceed 200 feet and smaller towers located within 20,000 feet of a major airport and 10,000 feet of general aviation airports. The FAA does not have the authority to deny a FCC construction permit, but it can cite a proposed tower as a hazard to navigation.

Conventional Telephone

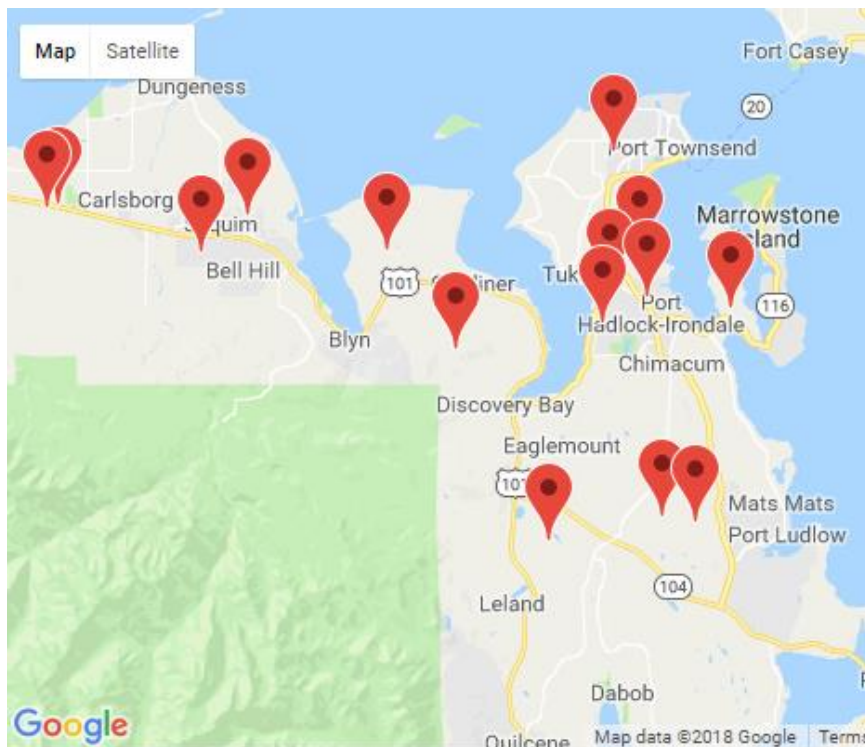
CenturyLink (formerly QWest Communications International) provides the majority of conventional telephone service in the county. CenturyLink offers telecommunications services to 25 million customers in 14 western states. Telecommunications regulations require CenturyLink to provide adequate telecommunications services on demand.



Cellular Service

Cellular service is offered by several providers in the county. Cell towers are located throughout eastern Jefferson County. Facilities identified with potential leases include T-Mobile, Verizon, Cingular, and Monarch. A commercially provided map of cell towers is illustrated below. (cellreception.com, 2018)

EXHIBIT 8-6 Port Townsend Vicinity Cell Towers & Signal Map



Source: (cellreception.com, 2018)

Broadband

JPUD and Northwest Open Access Network (NoaNet) installed a fiber optic and wireless network in 2013. The project was funded through the federal Broadband Technology Opportunity Program (BTOP) and the American Recovery Act (2010). The intent was to provide better and more affordable broadband to underserved and underserved “anchor institutions” such as federal, state, and local government, emergency services, education, and medical facilities. Many such facilities in Jefferson County are now connected with fiber or wireless drops, but most are not currently receiving service through the new network at this time for a variety of reasons (cost, existing contracts with service providers, etc.).



EXHIBIT 8-7 Overhead & Underground Fiber Optic System Location



Source: Jefferson County PUD

JPUD owns the network and has been utilizing it for electrical monitoring and operational purposes. NoaNet has been selling and managing business services on the network for the JPUD under an operations and maintenance agreement. Currently, the JPUD does not have the authority to provide services to end users and can only sell wholesale service to other Internet Service Providers (ISPs).

CenturyLink provides digital subscriber line (DSL) services throughout the county across its fiber optic and copper service lines. Broadband DSL is not available everywhere there is conventional telephone service in Jefferson County. Several local ISPs resell CenturyLink DSL circuits.

Telephone: Future Capacity Needs & Requirements

Conventional Telephone: State law requires CenturyLink to provide adequate telecommunications services on demand. WAC 480-120-071(3) requires establishment of a line extension policy, which is contained in Quest's tariff WNU-24 Schedule 9, filed with the State of Washington Utilities and Transportation Commission (WUTC). Chapter 480-120 also contains performance standards.

The needs of its Jefferson County customers drive CenturyLink's construction planning. As the county grows and telecommunications services evolve, facilities are upgraded to ensure adequate service levels.



CenturyLink's goal is to maintain routes at 85% capacity. When usage exceeds 85%, additional facilities will be planned, budgeted, and installed.

CenturyLink submits local planning and construction documents with Jefferson County and/or the City of Port Townsend to obtain necessary development permits and authorizations. CenturyLink's ability to meet its capacity commitments is affected by the efficiency of the local land use permit process. County and Municipal Departments of Public Works and Planning can also affect CenturyLink's ability to maintain adequate public facilities. CenturyLink works with private developers, Jefferson County, City of Port Townsend, and other community planners to develop plans that meet customer service demands.

Wireless Common Carriers (Including Cellular Phone Service): Unlike other utilities, the cellular phone industry does not necessarily conduct long-range strategic facilities planning. Market demand is analyzed to determine expansions into new service areas. Cellular phone service can be expanded in a given area to provide better service to cellular customers in two ways:

- ▶ Extending the coverage to new areas, or
- ▶ Increasing the capacity of the system within the current service area.

A decision to expand the system depends on several factors. First, the number of current customers within the area and the capacity of the current system are analyzed to identify the need to expand. Second, the quality of service within the area is continually evaluated, both electronically, at the switching equipment, and through feedback from customers. If there are a significant number of service failures reported, including dropped calls, continuous busy signals, or an "all circuits are busy" message, the capacity of the system must be evaluated and usually improved to maintain consumer market share. Third, the FCC license granted to the cellular carrier requires that service be provided to 75% of its Cellular Geographical Service Area (CSGA) within five years from the date the license is granted. Maintaining a high quality, interference-free service is essential to comply with these FCC requirements.

In general, it is anticipated that additional sites within the Jefferson County service area will be located responsive to customer service needs, generally following increases in population densities and high-volume traffic corridors.



County-wide Planning Policies

CWPPs address adequate utilities within UGAs (#3), and the coordination of the Economic Development Element with the Utility Element (#7).

Summary of Trends & Opportunities

Since 1998 with the founding of the Comprehensive Plan, service providers have changed and advanced with the JPUD purchasing the electrical power system from Puget Sound Energy, offering lower rates, and upgraded infrastructure. An ongoing and expanding opportunity in power service is conservation through energy efficiency and use of natural energy sources through solar, wind, and waves.

Telecommunication services have expanded with the installation of broadband fiber optic cables, also under the heading of JPUD. These changes offer opportunities to improve the quality of life of Jefferson County residents and to attract businesses as identified in the Economic Development Element.

8.5 CAPITAL FACILITIES & UTILITIES PLAN

Capital Facilities

The Capital Facilities Plan Technical Appendix C provides a plan for future facilities and anticipated revenue to support new growth projected in the Land Use Element.

Essential Public Facilities

The policies of this element and the Unified Development Code provide the framework for is the process for designating and siting Essential Public Facilities. Two facilities have been designated to date, and have plans that guide their long-term uses, activities, investments, and operations, including compatibility with surrounding uses.

- ▶ Jefferson County Solid Waste Management Plan, September 2016



- ▶ Jefferson County International Airport Master Plan Update, Reid Middleton and Barnard Dunkelberg Company, Final Report, July 2014

Utilities

Power and telecommunication service providers maintain plans for service, particularly JPUD, who is advancing a strategic facilities plan for its operational headquarters, new advanced electrical meters county-wide. JPUD is helping to manage electrical demand by offering incentives for increased efficiencies such as through rebates on documented expenses for approved home or commercial energy improvements.

As of 2018, JPUD is evaluating expanding this high-speed open-access broadband network to residences in Jefferson County, to where there is demand to build broadband infrastructure.

The County can support JPUD energy conservation and broadband implementation with appropriate permit procedures, and potential development incentives (e.g. energy conservation above and beyond State Energy Code may receive some development incentives in UGAs).

These efforts dovetail with Economic Development Element strategies to retain and attract a workforce and businesses.

8.6 GOALS & POLICIES

Capital Facilities

The Capital Facility Plan unites all the elements of this Comprehensive Plan. The function of the Plan is to establish a viable planning link between inventory, levels of service (LOS), and financing for future public facilities. The goals state the general growth management intentions of the County. The policies are guidelines for decisions on how goals will be achieved. Strategies describe specific programs or actions to implement policies.



General

Goal CF-G-1 Establish appropriate levels of service for public facilities. (CFG 1.0)

- ▶ **Policy CF-P-1.1** Levels of service for Public Facilities: Establish the following LOS for categories of public facilities and apply the standards as follows: (CFP 1.1)

Category A Public Facilities are the public facilities owned or operated by Jefferson County subject to concurrency.

- **Category A LOS:** Rural, Urban, Master Planned Resort, and Designated Tourist Road Facilities: Maintain LOS C or better for rural road facilities based upon Average Annual Daily Trips. Maintain LOS D or better on all road facilities within Urban Growth Areas (UGAs), Master Planned Resorts, and Designated Tourist Corridors as established by the Peninsula Regional Transportation Planning Organization (PRTPO), based upon Average Annual Daily Trips.

Apply Category A LOS to development approvals issued by Jefferson County after the 1998 Comprehensive Plan adoption date of this Comprehensive Plan. Category A LOS will guide the County's capital budget and capital improvements program beginning with the 2018 fiscal year.

Category B Public Facilities are the public facilities owned or operated by Jefferson County subject to LOS standards.

- **Category B LOS:**
 - Animal Control Shelter: 58 square feet per 1,000 pop. 2038
 - Community Centers: 1,005 square feet per 1,000 pop. 2038
 - Corrections Inmate Facilities: 1.48beds per 1,000 pop. 2038
 - County Sheriff Facilities: 200 square feet per 1,000 pop. 2038
 - County Justice Facilities: 515 square feet per 1,000 pop. 2038
 - County General Administrative Facilities: 1,020 square feet per 1,000 pop. 2038
 - County Maintenance Shop Facilities: 825 square feet per 1,000 pop. 2038
 - Regional Parks: 19.07 acres per 1,000 pop. 2023 and 18.43 acres per 1,000 pop. 2038.
 - Community Parks: 3.05 acres per 1,000 pop. 2023 and 2.94 acres per 1,000 pop. 2038
 - Neighborhood Parks: 0.16 acres per 1,000 pop. 2023 and 0.18 acres per 1,000 pop. 2038
 - Open Space: 4.85 acres per 1,000 pop. 2023 and 4.69 acres per 1,000 pop. 2038.
 - Special Use: 3.24 acres per 1,000 pop. 2023 and 3.13 acres per 1,000 pop. 2038.



- Trails: 1.83 miles per 1,000 pop. 2023 and 2038
- Solid Waste, Garbage: 3.12 pounds per capita per day 2038
- Solid Waste, Recycle: 2.8 pounds per capita per day 2038
- Stormwater Management Facilities: Stormwater Management Manual for Western Washington
- Water System Facilities: Pending
- Sewer Systems: Pending

Category B LOS will guide the County's capital budget decisions including the capital improvements program beginning with the 2018 fiscal year.

Category C Public Facilities are the following facilities owned or operated by the Federal or State government, independent districts, the City of Port Townsend (outside the incorporated limits), and private entities.

— **Category C LOS:**

Roads: Maintain LOS C or better for rural road facilities based upon Average Annual Daily Trips. Maintain LOS D or better based upon Average Annual Daily Trips on all road facilities within Urban Growth Areas (UGAs), Master Planned Resorts, and Designated Tourist Corridors as established by the PRTPO.

Sanitary Sewer:

- City of Port Townsend: 260 gallons per day/ERU
- Port Ludlow (Ludlow Water Co., Inc.): 230 gallons per day/ERU

Water:

- City of Port Townsend: 840 gallons per day/ERU
- Port Ludlow (Ludlow Water Co., Inc.): 160 gallons per day/ERU
- PUD No.1: 200 gallons per day/ERU
- Tri-Area (City of Port Townsend): 800 gallons per day/ERU

Airport:

- JCIA: Pursuant to JCIA Master Plan 2014 or successor.

Fire and Emergency Medical Services:

- Jefferson County Fire Protection District No. 1 - East Jefferson Fire and Rescue: 0.29 EMS units in service per 1,000 pop. 2038
- Fire District 2 (Quilcene): 4.1 fire units in service per 1,000 pop. and 1.4 EMS units in service per 1,000 pop. 2038 [Pending]
- Fire District 3 (Port Ludlow): 1.0 fire units in service per 1,000 pop. and 0.8 EMS units in service per 1,000 pop. 2038
- Fire District 4 (Brinnon): 1.25 fire units in service per 1,000 pop. and 0.5 EMS units in service per 1,000 pop. 2038
- Fire District 5 (Gardiner): 3.0 fire units in service per 1,000 pop. and 3.0 EMS units in service per 1,000 pop. 2038



- Fire District 7 (Clearwater): 2.0 fire units in service per 1,000 pop. and 0 EMS units in service per 1,000 pop. 2038 [Pending]
- Port Townsend Fire Department: 0.29 EMS units in service per 1,000 pop. 2038

Hospital:

- Jefferson County Public Hospital District No. 2: 0.75 beds per 1,000 population 2023 and 2038

Library:

- Jefferson County Library: 1:433 square feet per 1,000 population 2023 and 2038

School District facilities:

- Brinnon School District 46: K-8: Not to exceed 23 students/classroom
- Chimacum School District 49: K-12: Not to exceed 27 students/classroom
- Port Townsend School District 50: K-3: Not to exceed 26 students/classroom
- Port Townsend School District 50: 4-6: Not to exceed 30 students/classroom
- Port Townsend School District 50: 7-12: Not to exceed 34 students/classroom
- Queets/Clearwater School Dist.20: K-12: Not to exceed 26 students/classroom
- Quilcene School District 48: K-12: Not to exceed 26 students/classroom
- Quillayute School District 402: K-12: Not to exceed 26 students/classroom
- Sequim School District 323: K-12: Not to exceed 26 students/classroom

Transit:

- Jefferson Transit: Provide 8,400 Annual Transit Revenue Service Hours (ATRSH) or a minimum Level of Service of 270 ATRSH per 1,000 County-wide population for fixed routes in Jefferson County. See also Transportation Element Policy TRP-2.3.

Misc.: In addition to the LOS standards outlined above, the policies of the Land Use, Rural, and Utilities Elements relating to the development and financing of public facilities in rural and urban areas constitute additional LOS standards in accordance with the County-wide Planning Policies.

Category C LOS guide the capital budget decisions and the capital improvements programs of the appropriate entities.



- ▶ **Policy CF-P-1.2** Urban and Rural LOS: Jefferson County may create different Levels of Service for Urban Growth Areas and rural areas of the county. (CFP 1.2)
- ▶ **Policy CF-P-1.3** Level of Service in Unincorporated Urban Growth Areas: Levels of Service for public facilities in the unincorporated portion of Urban Growth Areas are the same as the County's adopted standards. (CFP 1.3)

Goal CF-G-2 Implement a Six-Year Capital Facilities Concept Plan that ensures that County-owned public facilities meet the established Level of Service. (CFG 2.0)

- ▶ **Policy CF-P-2.1** Determining Public Facility Needs: Determine the quantity of capital improvements that are needed to eliminate existing deficiencies and to maintain the Level of Service standards for Category A and B public facilities. (CFP 2.1)
- ▶ **Policy CF-P-2.2** Priorities: Establish priorities among capital improvements projects through amendments to the Capital Facilities Element and the County's Six-Year Capital Facilities Concept and Transportation Improvement Plans. (CFP 2.2)
- ▶ **Policy CF-P-2.3** Financial Feasibility: Ensure that the estimated cost of all capital improvements does not exceed a conservative estimate of available revenues. A conservative estimate need not be the lowest estimate, but does not exceed the most likely estimate. It does not include revenues that require approval by a referendum, if that referendum has been rejected. (CFP 2.3)
- ▶ **Policy CF-P-2.4** Budget Appropriation for Capital Improvements: Include an appropriation in the annual budget for all of the capital improvement projects listed in the Capital Facilities Element for that year. Omit from the budget capital improvements for which there is a binding agreement with another party to fund those capital improvements in the same fiscal year. (CFP 2.4)
- ▶ **Policy CF-P-2.5** Monitoring: Monitor the implementation of the capital improvement program and development to ensure that the Land Use, Transportation, and Capital Facilities Elements are coordinated and consistent, and that established Level of Service standards for public facilities are achieved. (CFP 2.5)



- ▶ **Policy CF-P-2.6** Financing Policies: Finance capital improvements and manage debt consistent with Capital Improvement Plans and the Capital Facilities Element of the Comprehensive Plan. (CFP 2.6)
- ▶ **Policy CF-P-2.7** Operating and Maintenance Costs: Provide public facilities or accept their provision by other entities only if Jefferson County or the other entity is able to pay for subsequent operating and maintenance costs. (CFP 2.7)
- ▶ **Policy CF-P-2.8** Revenues Requiring Referendum: Revise the Level of Service standard for a public facility if either revenue for capital improvements for that facility requires approval by referendum and a referendum has not been held, or a referendum was held, and it did not meet the approval of the public. (CFP 2.8)
- ▶ **Policy CF-P-2.9** Financial Responsibility: Determine through a public process how to apportion the fair share of funding capital improvements for County-owned public facilities between existing and future developments. (CFP 2.9)
- ▶ **Policy CF-P-2.10** Contingent Revenue: Condition approval of private developments that require public facility capital improvements, which will be financed by contingent sources of revenue, upon acquisition of that revenue. An example of a contingent source of revenue is debt that requires approval by a referendum. Make provision in the approval conditions for substituting a comparable amount of existing revenue if the contingent funding sources are not approved. (CFP 2.10)

Goal CF-G-3 Ensure that public facilities are adequate to support proposed development at the adopted Level of Service. (CFG 3.0)

- ▶ **Policy CF-P-3.1** Adequate Public Facility Concurrency: Issue development approvals only after a determination has been made that there is sufficient capacity of Category A public facilities to meet the Level of Service for existing and proposed development concurrent with the proposed development. (CFP 3.1)
- ▶ **Policy CF-P-3.2** Planning Level of Service: If the Level of Service for Category B or C public facilities are not achieved, the funding will either be increased to achieve the Level of Service, or the Level of Service will be modified through amendment to the Plan, and/or other Comprehensive Plan Elements will be amended. (CFP 3.2)



- ▶ **Policy CF-P-3.3** Urban Growth Area Tiers: Designate "tiers" within designated Urban Growth Areas to discourage urban sprawl and leapfrog development and to encourage development of adequate public facilities and services concurrent with development as follows: (CFP 3.3)
 - **First Tier:** Includes existing commercial centers and urbanized areas for which the Six-Year Capital Facilities Concept Plan provides urban services and facilities.
 - **Second Tier:** Areas for which urban services and facilities are planned for years 7-20 of the 20-year planning period. Urban services and facilities will be provided by the developer concurrent with development, or by public providers by implementing all or a portion of an approved capital facilities plan.

- ▶ **Policy CF-P-3.4** Financing: Providers of public facilities may require users of those facilities to pay for a portion of their cost and/or may require new development to pay impact fees, capacity fees, system distribution charges, special assessments, and/or mitigation payments allowed by law. (CFP 3.4)

- ▶ **Policy CF-P-3.5** Reserving Public Facility Capacity: Reserve public facility capacity for vested development approvals that were issued prior to the adoption of this Comprehensive Plan. (CFP 3.5)

Goal CF-G-4 Ensure that all capital improvements are made in conformance with the goals and policies of the other elements of the Comprehensive Plan. (CFG 4.0)

- ▶ **Policy CF-P-4.1** Consistency: Locate all Category A and B public facility capital improvements in conformance with the adopted land use map and the goals and policies of the Comprehensive Plan. (CFP 4.1)

- ▶ **Policy CF-P-4.2** Integration and Implementation: Integrate land use planning and decisions with planning and decisions for public facility capital improvements. (CFP 4.2)



Goal CF-G-5 Implement inter-local agreements with municipalities and other entities to coordinate efficient provision of public facilities consistent with the Capital Facilities Element. (CFG 5.0)

- ▶ **Policy CF-P-5.1** Planning Coordination: Establish inter-local or joint planning agreements with municipalities and other providers of public facilities to coordinate planning for and development of Urban Growth Areas. (CFP 5.1)
- ▶ **Policy CF-P-5.2** Fiscal Coordination: Coordinate funding of public facilities, including tax revenue sharing, the provision of regional services, and annexations through the development of inter-local agreements. (CFP 5.2)

Potable Water

In addition to the following potable water goal and policies, the Environment Element contains further discussion of rural water service as well as supporting goals and policies.

Goal CF-G-6 Promote coordination of water utility planning among purveyors, government agencies, and citizens to ensure an adequate potable water system, to protect the quality of the water supply, and to conform to the Comprehensive Plan. (UTG 5.0)

- ▶ **Policy CF-P-6.1** Ensure the creation and the extension of public water supply systems outside Urban Growth Areas is consistent with the rural densities specified in the Land Use Element and is financed by the benefited properties and not the general rate payer. (UTP 5.1)
- ▶ **Policy CF-P-6.2** Participate in and assist the facilitation of regional discussions and analyses on water quality and quantity issues through the Jefferson County Water Users Coordinating Committee (WUCC), the Water Resources Council and other regional forums. (UTP 5.3)
- ▶ **Policy CF-P-6.3** Periodically review and update the adopted Jefferson County Coordinated Water System Plan (CWSP) incorporating the adopted land use, population allocations, and pertinent policies identified in the Comprehensive Plan. (UTP 5.4)



- ▶ **Policy CF-P-6.4** Take an active role in reviewing and approving Satellite Management Agencies that are allowed to own and operate multiple water systems that are not physically connected (satellite systems). (UTP 5.5)
- ▶ **Policy CF-P-6.5** During periodic review of the Critical Areas Ordinance, analyze current data to identify and improve processes that may reduce the risk of salt water intrusion. (UTP 5.6)
- ▶ **Policy CF-P-6.6** Work to implement a long-term ground water quantity and quality monitoring program for basins that provide domestic water supplies. (UTP 5.7)
- ▶ **Policy CF-P-6.7** Work with purveyors to promote the use of unaffected upland water sources and other alternative supplies, where appropriate, to supply new and existing development in affected areas. (UTP 5.8)
- ▶ **Policy CF-P-6.8** Support implementation of conservation strategies that reduce average annual and peak day water use for public and individual water systems. (UTP 5.10)
- ▶ **Policy CF-P-6.9** Recognize the authority of Public Utility District #1 pursuant to Title 54 RCW and other applicable statutes. The County will cooperate with Public Utility District #1 to develop final development regulations consistent with that authority. (UTP 5.11)

Sewer & Wastewater

Goal CF-G-7 Promote sanitary sewer systems that accommodate growth, are cost-effective to construct and operate, and are consistent with the Comprehensive Plan. (UTC 6.0)

- ▶ **Policy CF-P-7.1** Plan sanitary sewer system sizing, phasing, development, and expansion within urban growth areas to accommodate the allocated population and planned urban development to the greatest extent possible within the current planning period; while also planning implementation phases that provide service at the greatest cost-effectiveness. (New)



- ▶ **Policy CF-P-7.2** Encourage development of community septic systems in Rural Centers to protect public health, the environment, and foster a reliable, integrated collection system. In areas with water quality concerns that are or appear to be related to problems associated with individual septic systems, Jefferson County supports utilizing a range of sewage treatment options, including community drainfields and centralized systems, subject to State law. (UTP 6.1)

- ▶ **Policy CF-P-7.3** New urban public services will only be provided within a UGA and not be extended beyond a UGA unless deemed to be an essential public service to mitigate a threat to public health, safety, or general welfare. Existing sanitary sewer treatment facility capacity will not be used as a justification for expansion of a sewer system or development inconsistent with County-wide Planning Policies and the Comprehensive Plan. (UTP 6.2)

- ▶ **Policy CF-P-7.4** Encourage the use of water-conserving fixtures with new systems or services. (UTP 6.3)

- ▶ **Policy CF-P-7.5** Consider the full range of actions that will enable urban development to occur in a UGA, including urban development initially on Large Onsite Septic Systems to accommodate growth, affordable housing, economic development, and environmental protection in advance of an operational sanitary sewer system. (UTP 6.4)



Solid Waste

Goal CF-G-8 Provide solid waste facilities and programs through guidance of a coordinated, comprehensive solid waste management plan meeting the requirements of the Solid Waste Management Act, Chapter 70.95 RCW, and as set forth in the Jefferson County Solid Waste Management Plan, as amended, and functioning within the frameworks of the Jefferson County and City of Port Townsend Comprehensive Plans. (UTG 7.0)

- ▶ **Policy CF-P-8.1** Implement, to the fullest extent possible, the prioritized waste reduction recommendations of the Jefferson County Solid Waste Management Plan (SWMP, 2016, Chapter 3, as amended), including programs and education regarding reducing and reusing material before it enters the waste-stream, diverting, reusing and recycling materials to keep out of the waste stream, and/or pricing disincentives to reduce waste. (UTP 7.1)
- ▶ **Policy CF-P-8.2** Implement, to the fullest extent possible, the prioritized recycling recommendations of the Jefferson County Solid Waste Management Plan (SWMP, 2016, Chapter 4, as amended), including programs and education to increase access to recycling services and increase recycling rates. (UTP 7.2)
- ▶ **Policy CF-P-8.3** Implement, to the fullest extent possible, the prioritized organics recommendations of the Jefferson County Solid Waste Management Plan (SWMP, 2016, Chapter 5, as amended), including programs and education regarding composting, diversion from waste-stream, and other alternatives for handling residential and commercial food wastes and pet wastes. (New)
- ▶ **Policy CF-P-8.4** Implement, to the fullest extent possible, the recommendations of the Jefferson County Solid Waste Management Plan (SWMP, 2016, Chapter 6, as amended) for solid waste collection, transfer, disposal, handling of special wastes, administration, and public education. Identify and implement appropriate measures to ensure mitigation of adverse environmental impacts associated with solid waste collection activities. (UTP 7.3)



- ▶ **Policy CF-P-8.5** Maintain the Solid Waste Advisory Committee involving citizens, waste management providers, regulatory agency representatives, the County, and other affected interests to identify methods for efficient and practical solid waste management, including small and moderate-risk waste handling strategies. (UTP 7.4)
- ▶ **Policy CF-P-8.6** If incentive programs fail to reach the waste reduction goals identified in the Solid Waste Management Plan (SWMP, 2016, as amended), consider mandatory programs to the extent allowable by State law. (UTP 7.6)
- ▶ **Policy CF-P-8.7** Identify and preserve for future use solid waste facility sites, including potential landfill sites, consistent with the Comprehensive Plan and the Solid Waste Management Plan. (UTP 7.7)
- ▶ **Policy CF-P-8.8** Ensure reclamation of areas currently serving as solid waste disposal facilities to promote the recovery of such areas for future functional land uses. (UTP 7.8)

Surface Water Management

Goal CF-G-9 Manage surface water consistent with the Jefferson County Surface Water Management Plan (2006, or as amended) and watershed management plans to minimize adverse impacts from development. (UTC 10.0)

- ▶ **Policy CF-P-9.1** Participate with other agencies to undertake joint planning, financing, and implementation of regional storm water management facilities. (UTP 10.2)
- ▶ **Policy CF-P-9.2** Coordinate with state, regional and local agencies to develop and implement policies for surface water and storm water management. (UTP 10.4)
- ▶ **Policy CF-P-9.3** Consider the use of storm water facilities, when appropriate, as meeting the requirements for open space or habitat conservation corridors. (UTP 10.5)



Essential Public Facilities

Goal CF-G-10 Regulate the siting of essential public facilities consistent with the GMA and to meet public service needs. (New)

- ▶ **Policy CF-P-10.1** Utilize the following siting criteria as the basis for siting new essential public facilities or for the expansion of existing essential public facilities: (EPG 1.0)
 - a. Proximity to major transportation routes and essential infrastructure;
 - b. Land use compatibility with surrounding areas;
 - c. Potential environmental impacts;
 - d. Effects on resource and critical areas;
 - e. Proximity to Urban Growth Areas
 - f. Public costs and benefits including operation and maintenance;
 - g. Current capacity and location of equivalent facilities; and,
 - h. The existence, within the community, of reasonable alternatives to the proposed activity.
 - i. Other criteria as determined relevant to the specific essential public facility, or criteria developed with Port Townsend or the Port Hadlock/Irondale unincorporated Urban Growth Area community.
- ▶ **Policy CF-P-10.2** Establish an interjurisdictional approach to siting essential public facilities. (EPP 1.1)
- ▶ **Policy CF-P-10.3** Identify and designate essential public facilities of state-wide, County-wide and local significance and incorporate into the County Comprehensive Plan and Map and the County-wide Planning Policy. (EPP 1.2)
- ▶ **Policy CF-P-10.4** Ensure that the Comprehensive Plan and implementing regulations do not preclude the siting of essential public facilities. (EPP 1.3)
- ▶ **Policy CF-P-10.5** Adopt and maintain development regulations that ensure that siting of essential public facilities is consistent with the elements of the Comprehensive Plans of both the County and City of Port Townsend, as well as, the siting criteria jointly established by the County and its Urban Growth Areas. (EPP 1.4)
- ▶ **Policy CF-P-10.6** Adopt and maintain development regulations for essential public facilities in conjunction with the City of Port Townsend, which consider the following factors: (EPP 1.5)



- a. Specific facility requirements including, but not limited to, acreage requirements, transportation needs, availability of alternative sites, and infrastructure and services required by the facility.
 - 1. Minimum acreage
 - 2. Accessibility
 - 3. Transportation needs and services
 - 4. Supporting public facility and public service needs and availability thereof
 - 5. Health and safety
 - 6. Site design
 - 7. Zoning of the site
 - 8. Availability of alternative sites
 - 9. Community-wide distribution of facilities
 - 10. Capacity and location of equivalent facilities
 - 11. State and federal siting requirements

- b. Impacts of the facility including, but not limited to, compatibility with adjacent land uses, environmental impacts, and transportation.
 - 1. Land use compatibility
 - 2. Existing land use and development in adjacent and surrounding areas
 - 3. Existing zoning of surrounding areas
 - 4. Existing Comprehensive Plan designation for surrounding areas
 - 5. Present and proposed population density of surrounding area
 - 6. Environmental impacts and opportunities to mitigate environmental impacts
 - 7. Effect on agricultural, forest or mineral lands, critical areas, and historic, archaeological, and cultural sites
 - 8. Effect on areas outside of Jefferson County
 - 9. Effect on the likelihood of associated development
 - 10. Effect on public costs including operating and maintenance
 - 11. Proximity to Urban Growth Areas
 - 12. Proximity to major transportation routes and essential infrastructure
 - 13. Current capacity and location of equivalent facilities
 - 14. Public costs and benefits including operation and maintenance
 - 15. The existence, within the community, of reasonable alternatives to proposed activity

- c. Impacts of the facility siting on Urban Growth Area designations and policies including, but not limited to, proximity to existing Urban Growth Areas, compatibility with existing Urban Growth Areas and their associated development and the urban characteristics of the proposed facility.



1. Urban nature of facility
 2. Existing urban growth near facility site
 3. Compatibility or urban growth with the facility
 4. Compatibility of facility siting with respect to Urban Growth Area boundaries
- ▶ **Policy CF-P-10.7** Adopt and maintain development regulations for essential public facilities which specify: (EPP 1.6)
 - a. The time required for construction
 - b. Property acquisition
 - c. Control of on-site and off-site impacts during construction
 - d. Expediting and streamlining necessary government approvals and permits if all other elements of the County policies have been met.
 - e. The quasi-public or public nature of the facility, balancing the need for the facility against the external impacts generated by its siting and the availability of alternative sites with lesser impacts.
 - ▶ **Policy CF-P-10.8** Adopt and maintain development regulations for essential public facilities which include standards and criteria related to: (EPP 1.7)
 - a. Facility operations
 - b. Health and safety
 - c. Nuisance effects
 - d. Maintenance of standards congruent with applicable governmental regulations, particularly as they may change and become more stringent over time.
 - ▶ **Policy CF-P-10.9** Ensure that new essential public facilities or the expansion of existing essential public facilities sited outside of Urban Growth Areas are self-supporting and do not require the extension or construction of urban services and facilities unless no practicable alternative exists. (EPP 1.8)
 - ▶ **Policy CF-P-10.10** Ensure that Jefferson County's policies and regulations on essential public facility siting are coordinated with and advance other planning goals. (EPP 1.9)
 - ▶ **Policy CF-P-10.11** Ensure that where possible, essential public facility sites are used jointly for public benefit. (EPP 1.10)
 - ▶ **Policy CF-P-10.12** Ensure that affected agencies and citizens, adjacent jurisdictions, and other interested parties are given adequate notice and opportunity for meaningful participation in decisions on siting essential public facilities. (EPP 1.11)



- ▶ **Policy CF-P-10.13** Establish a review body with specified procedures established to hear appeals of site selection for essential public facilities. (EPP 1.12)
- ▶ **Policy CF-P-10.14** Combine public hearings for permits required by federal and/or state law for essential public facilities with any public hearing required by County development regulations whenever feasible. (EPP 1.13)
- ▶ **Policy CF-P-10.15** Require any state essential public facility included on the list maintained by the Office of Financial Management (OFM) and proposed for siting within Jefferson County to be subject to the same siting process as identified in both the County Comprehensive Plan and development regulations. (EPP 1.14)
- ▶ **Policy CF-P-10.16** Develop standards to allow reclamation of waste disposal sites to other land uses. (EPP 1.15)
- ▶ **Policy CF-P-10.17** Evaluate whether the County can be waste disposal self-sufficient for the next twenty (20) years. (EPP 1.16)

Goal CF-G-11 Ensure the continued viability of the Jefferson County International Airport as a transportation hub. (EPG 2.0)

- ▶ **Policy CF-P-11.1** Promote uses which are clearly identified as aviation support facilities or aviation related development in conformance with the airport’s designation as an essential public facility. Other secondary uses may be allowed consistent with the Jefferson County International Airport Master Plan Update 2014 or its successor when endorsed by the County and implemented in development regulations. (EPP 2.1)
 - CF-P-11.1.1** Aviation Support Facilities are those uses which directly support the operation of the Jefferson County Airport. (EPP 2.1.1)
 - CF-P-11.1.2** Aviation Related Development are those uses which are reliant upon the airport for their business. (EPP 2.1.2)



- ▶ **Policy CF-P-11.2** Cooperate with the Port of Port Townsend to implement the Jefferson County International Airport Master Plan Update 2014 or its successor to guide future development at the Jefferson County International Airport. This sub-area plan and its implementing regulations may allow non-aviation uses and activities that are compatible with the airport facility and surrounding area. Consider the following criteria for all new uses and activities proposed for siting at the Jefferson County International Airport and all plans for facilities expansion in the plan and associated development regulations: (EPP 2.2)
 - a. Compatibility with airport operations as an essential public facility;
 - b. Provision of infrastructure consistent with the requirements of the GMA;
 - c. Land use compatibility with surrounding area;
 - d. Potential environmental impacts;
 - e. Availability of alternative sites;
 - f. Public health and safety; and
 - g. Sub-area plan amendment process for possible future acquisition of adjacent properties.

Goal CF-G-12 Ensure continuation of the airport as a safe and efficient essential public facility. (EPG 3.0)

- ▶ **Policy CF-P-12.1** Develop and maintain an “Airport Overlay Zone” for Jefferson County International Airport which: (EPP 3.1)
 - Discourages the siting of new, incompatible land uses adjacent to the airport;
 - Establishes a noise overlay zone;
 - Identifies and regulates land uses within a “runway protection zone;”
 - Identifies and regulates land uses within an “airport approach zone;” and,
 - Regulates obstacles in accordance with Federal Aviation Regulations (FAR) 77 until the “Airport Overlay Zone” is established for the JCIA.
- ▶ **Policy CF-P-12.2** Contingent upon the results of the “Glen Cove/Tri-Area Special Study,” review and, if necessary, amend the Jefferson County International Airport section of this Capital Facilities and Utilities Element. (EPP 3.2)



- ▶ **Policy CF-P-12.3** Limit and regulate all uses within the Jefferson County International Airport Runway Protection Zone, except for facilities and structures determined necessary to ensure the safe operation of aircraft. (EPP 3.3)
- ▶ **Policy CF-P-12.4** Prohibit any new use which involves release of airborne substances, such as steam, dust, and smoke which interfere with aircraft operations within the Airport Approach or Runway Protection Zones. (EPP 3.4)
- ▶ **Policy CF-P-12.5** Prohibit any new uses which emit light, direct or indirect (reflections), which may interfere with a pilot's vision within the Airport Approach or Runway Protection Zones. (EPP 3.5)
- ▶ **Policy CF-P-12.6** Install facilities which emit electrical currents in a manner that does not interfere with communication systems or navigational equipment. (EPP 3.6)
- ▶ **Policy CF-P-12.7** Prohibit any new uses that attract concentrations of birds or waterfowl (i.e., mixed solid waste landfill disposal facilities, waste transfer facilities, feeding stations, and the growth of certain vegetation) in the Airport Approach or Runway Protection Zones. (EPP 3.7)
- ▶ **Policy CF-P-12.8** Encourage the Port of Port Townsend to continue its efforts to mitigate noise conflicts at JCIA. (EPP 3.8)
- ▶ **Policy CF-P-12.9** Encourage the commitment between Jefferson County and the Port of Port Townsend to coordinate individual planning documents to preclude the occurrence of future noise conflict areas. Coordinate with the Port of Port Townsend to explore options in flight patterns to mitigate noise events, as long as options preserve safe aeronautical regulations and procedures. (EPP 3.9)



Utilities

General Capacity & Conservation

Goal CF-G-13 Provide adequate utility capacity for future growth consistent with the requirements of the Growth Management Act. (UTG 1.0)

- ▶ **Policy CF-P-13.1** Identify where infrastructure is not adequate to support future growth, initiate planning for the development of infrastructure required for future growth and ensure that utility infrastructure is adequate to support projected population growth and economic development. (UTP 1.1)
- ▶ **Policy CF-P-13.2** Allow extension and sizing of facilities based on the Land Use Element. In those cases where engineering standards are in excess of the requirements for the immediate development but are required to meet established levels of service for proposed uses and future needs, the excess capacity will not be a reason to allow growth out of sequence with the Land Use Element. (UTP 1.2)
- ▶ **Policy CF-P-13.3** Require that adequate public facilities and services are available prior to, or concurrent with, development. (UTP 1.3)
- ▶ **Policy CF-P-13.4** Support efficient permit and application processing for utility systems projects to facilitate timely completion of utility development to meet growth demands. (UTP 1.4)
- ▶ **Policy CF-P-13.5** Ensure that all citizens served by an expanding public water supply or other utility are represented by the Washington Utilities and Transportation Commission (WUTC) or otherwise maintain representative and elected leadership to help ensure that long term decisions are made in the best interests of rate payers. (UTP 1.5)

Goal CF-G-14 Coordinate planning and provision of utility services among Jefferson County, the State of Washington, local governments, and utility service providers. (UTG 2.0)

- ▶ **Policy CF-P-14.1** Provide coordination between Jefferson County, agencies, and utility providers to ensure consistency between utility systems development and the growth plans of the County. (UTP 2.1)



- ▶ **Policy CF-P-14.2** Require utility providers to consistently utilize the Jefferson County Comprehensive Plan Land Use Element in utility systems planning. (UTP 2.2)
- ▶ **Policy CF-P-14.3** Assist in making multiple use of utility corridors, easements, and areas for utilities, whenever possible, provided that such shared use is consistent with limitations prescribed by applicable law and prudent utility system practice. (UTP 2.3)
- ▶ **Policy CF-P-14.4** Coordinate and cooperate with other jurisdictions when transmission facility additions or improvements cross jurisdictional boundaries. Coordination to include maximizing efforts to achieve consistency between jurisdictions in efficient permitting. (UTP 2.4)
- ▶ **Policy CF-P-14.5** Coordinate and consolidate public service or public facility districts, where feasible, to distribute public services and facilities more efficiently. (UTP 2.5)
- ▶ **Policy CF-P-14.6** Require that utility infrastructure associated with new development, which the County will assume maintenance/ownership, will be constructed to comply with Jefferson County growth projections and standards. (UTP 2.8)

Goal CF-G-15 Minimize adverse environmental impacts of utility systems development through proper utility design, siting, regulation, ongoing monitoring, and education. (UTC 3.0)

- ▶ **Policy CF-P-15.1** Support utility planning that takes precautionary actions to prevent importation and distribution of noxious weeds; implements the most environmentally sensitive and effective approaches to eradicate noxious weeds in utility corridors; and implements quick-action plans to eradicate new infestations. Discourage recurring use of herbicides to control general vegetative growth around utility facilities and encourage alternative methods, such as mowing or selective treatment. (UTP 3.2)
- ▶ **Policy CF-P-15.2** Participate in regional comprehensive watershed planning processes and incorporate appropriate elements of watershed agreements between the County, state, federal, tribal, local governments and other stakeholders into local ordinances and utility plans. (UTP 3.3)



- ▶ **Policy CF-P-15.3** Consider requiring communication conduit installation for fiber optic cable at the same time and in the same trench alongside electrical cable installation as part of new building construction. (New)
- ▶ **Policy CF-P-15.4** Encourage siting and installation of locally owned and operated renewable energy sources, power production and storage systems, consistent with land use development regulations. (New)

Goal CF-G-16 Promote the conservation and preservation of resources, through the use of renewable energy and new technology to provide reliable utility services. (UTG 4.0)

- ▶ **Policy CF-P-16.1** As appropriate, support implementation of resource conservation technologies in all areas of new construction, large scale renovation of public facilities, and other changes that improve utility services and provide enhanced conservation and waste reduction. (UTP 4.1)
- ▶ **Policy CF-P-16.2** Maintain operating efficiency of existing resource consuming facilities in Jefferson County. (UTP 4.2)

Telecommunication & Internet Utilities

Goal CF-G-17 Accommodate telecommunication and internet technologies and service providers by allowing systems development consistent with the Comprehensive Plan. (UTG 8.0)

- ▶ **Policy CF-P-17.1** Promote the widespread availability of telecommunications, broadband internet access, and similar technologies in cooperation with other public and private entities, to facilitate communication among members of the public, public institutions, and businesses. (UTP 8.1)
- ▶ **Policy CF-P-17.2** Require consolidation of antenna siting, transmission media, utility pole, fiber optic cable and trenching placement to minimize adverse aesthetic and environmental impacts. (UTP 8.2)



Electrical Utilities

Goal CF-G-18 Encourage innovative and renewable forms of electricity, conservation of electricity, and efficient siting of electrical utilities infrastructure, consistent with the Comprehensive Plan. (UTG 9.0)

- ▶ **Policy CF-P-18.1** Accommodate additions and improvements to electric utility facilities which improve capacity and reliability of regional electrical utility services, particularly when multiple jurisdictional benefits within the region can be achieved. (UTP 9.1)
- ▶ **Policy CF-P-18.2** Accommodate electrical distribution facilities as a permitted use in appropriate locations to ensure that land is available for the siting of electrical facilities. (UTP 9.2)
- ▶ **Policy CF-P-18.3** Support PUD energy conservation implementation with appropriate permit procedures, and potential development incentives (e.g. energy conservation above and beyond State Energy Code may receive some development incentives in Urban Growth Areas). (New)



8.7 ACTION PLAN

Exhibit 8-8 highlights key activities the County can use to implement the Capital Facilities and Utilities Element over the next eight years (prior to the next periodic update), several in partnership with other entities:

EXHIBIT 8-8 Capital Facilities, Essential Public Facilities, & Utilities Action Plan

Action	Description
Capital Facility Plan	<ul style="list-style-type: none"> ▶ Maintain a fiscally constrained Capital Facility Plan for the 6-year period; conduct planning level reviews of facility needs and future revenues. Update it as needed at the time of budget. ▶ Implement guidance and action strategies for capital facility projects per the Capital Facility Plan Technical Appendix C.
Essential Public Facilities	<ul style="list-style-type: none"> ▶ Review the JCIA Master Plan 2014 for implementing land use regulations, e.g. height, non-aviation supporting uses, etc.
Utilities	<ul style="list-style-type: none"> ▶ Support JPUD energy conservation and broadband implementation with appropriate permit procedures, and potential development incentives (e.g. energy conservation above and beyond State Energy Code may receive some development incentives in Urban Growth Areas).

