

**PRELIMINARY “COMMUNITY MEETING” DRAFT**

# **Brinnon Subarea Plan**

**A Chapter of the  
Jefferson County Comprehensive Plan**

**JULY 24, 2001**

# **Brinnon Planning Group**

## **Original Membership**

Linda Tudor, Chairman	Cedric Lindsay
Lynnette Antijunti	Kate Marsh, Recorder
Joy Baisch	Tom McNerney
Richard Coone	Eleanor Sather
Dalila Dowd	Bud Schindler
John Dowd	George Sickel
Charles Finnila	Lea Silsbee
Jean Johnson	Charles Springer
Stan Johnston	

## **Jefferson County Representatives**

Warren Hart  
Josh Peters  
Al Scalf

## **Special Consultant**

Mark Personius, Earth Tech

## Table of Contents

	Page
Vision Statement.....	1
Introduction .....	3
Background.....	3
Location and Setting .....	4
Environment.....	4
Topography .....	4
Geology.....	4
Soils .....	5
Flooding.....	6
Climate.....	6
History .....	6
Cultural Heritage.....	10
Community Values .....	10
Government and Special Purpose Districts .....	11
Plan Implementation and Monitoring.....	13
Background.....	13
Current Effort .....	14
Implementation .....	16
Monitoring .....	16
Land Use and Rural Element.....	17
Rural Character.....	17
Rural Residential Land Use.....	19
Rural Commercial Land Use.....	25
Rural Commercial – Brinnon Rural Village Center (RVC) .....	27
Background.....	27
Vision .....	28
Future Objectives .....	31
Rural Commercial – WaWa Point Convenience Crossroads.....	32
History .....	32
Land Use Considerations.....	33
Vision .....	34
Small-Scale Recreation & Tourist Overlay Zone (SRT).....	35
Statutory Requirements.....	37
Rural Commercial - Black Point .....	41
History .....	41
Master Planned Resort .....	43
Conceptual Master Planned Resort Land Use Plan.....	44
Home Businesses and Cottage Industries .....	46
Future Objectives .....	48
Natural Resource Conservation Element.....	51
Forest Lands.....	51
Mineral Lands.....	51
Agricultural Lands.....	52
Aquaculture Resources .....	52
Shellfish Harvesting Rights .....	55
Future Objectives .....	55
Housing Element .....	58
Affordable Housing.....	58
Minimum Lot Area Requirements .....	59

Minimum Floor Area Requirements .....	59
Limitations On Multi-Family Dwellings .....	59
Limitations On Manufactured Dwellings.....	59
Minimum Yard, Setback, And Bulk Requirements .....	59
Overzoning .....	60
Incentive Zoning/Bonuses .....	60
Permit Fees .....	60
Land Costs .....	60
Commercial Zoning .....	60
Parks & Recreation.....	62
Current Conditions:.....	62
Vision:.....	63
Historical and Archeological Cultural Resource Preservation.....	67
Economic Development Element.....	69
Historic Business Activity .....	71
Isolation .....	71
Recreation and Tourism.....	72
Future Objectives .....	73
Natural Environment Element.....	78
Water Resources .....	78
Aquifer Recharge Potential.....	78
Flooding .....	78
Shorelines.....	81
Point Whitney Shellfish Laboratory.....	81
Natural Heritage Vegetation, Wildlife and Landforms .....	82
Essential Public Facilities and Public Purpose Facilities Element.....	85
Federal Programs for Infrastructure Assistance .....	86
Public Safety.....	88
Transportation Element.....	89
History .....	89
Current Situation.....	89
Utilities Element.....	93
Water Utilities .....	93
Sanitary Sewer Utilities .....	94
Future Objectives .....	94
Telecommunications Utilities .....	95
Future Objectives .....	95
Solid Waste Utilities .....	95
Future Objectives .....	95
Capital Facilities Element.....	96
Community Centers .....	96
Future Objectives .....	96
County Maintenance Facilities .....	96
Future Objectives .....	96
Parks and Recreation.....	96
Background.....	96
Future Objectives .....	96
Storm Water/ Flood Control.....	96
Background.....	96
Tourist Road Facilities .....	96
Background.....	96
Future Objectives .....	96
Conclusion .....	98

<b>Appendix 1</b>	<b>Maps</b>
<b>Appendix 2</b>	<b>Brinnon Historic Business List</b>

## Vision Statement

Brinnon is a unique and beautiful area in southeastern Jefferson County that features twenty miles of Hood Canal shoreline; two major rivers - the Duckabush and Dosewallips - and the backdrop of the Olympic Mountains. The natural beauty and resources of the area have contributed to the desirability of Brinnon as a rural residential and recreational location.

The community is comprised of long-time families and modern-day pioneers who choose to forego the luxuries of urban locations and delight in the challenges of a rural lifestyle. Brinnon is a community of many friendly people, happy to be living in this great area. They share, along with visitors, an appreciation for the sea and wildlife, significant natural beauty; and peace, quiet, clean air and clean water.

Brinnon is a remote rural community, 45 miles from the urban county seat and far from neighboring communities, and must forge its own opportunities. Like the pioneers and the native inhabitants before them, the people of Brinnon value independence and freedom of enterprise.

Brinnon's innovative relationship to its economy is one aspect of its character. This is exemplified by creative home businesses and attention to resource lands. In addition to more intensive commercial zones along Highway 101, Brinnon strives for a natural balance between rural living and economic stability. One way to achieve this is to blend commercial activities and residential areas through encouragement of home businesses and cottage industries.

Brinnon embraces a diversity of people with an expanse of collective experience. By adapting to and nurturing each other's interests, both commercial and cultural, new opportunities can emerge.

Because of its isolation, Brinnon must be relatively self-sustaining. Community members want to live where they work, and be able to procure the basic goods and services needed to survive. Many residents commute to jobs outside the area, but it is difficult for Brinnon to function as a rural suburb, the family living one place while the wage earners commute to another. Brinnon seeks to expand in a way that the needs of senior citizens, wage earners, and children are better served *within* the community.

The primary vision continues to be of a community that encompasses a rural, lightly populated area; an appropriate evolution of employment opportunities that replaces traditional—but no longer viable—occupations such as logging, mining and fishing; and the quality of life in beautiful, natural, rural surroundings that residents desire and expect.

The goal is to maintain the dignity of Brinnon's people, a close-knit and friendly community, a rural lifestyle, and peaceful enjoyment of daily life for generations to come.

For the welfare of residents and visitors, Brinnon requires a well-balanced economy and the ongoing protection of both the physical and human environment.

For over a century, Brinnon served as an outdoor recreation based retirement and tourist community. This plan serves as a road map and tool for use by residents, current and new business owners, and other interested parties to make the changes necessary for Brinnon's future success.

While the intent of this document provides a framework for the Brinnon community to retain its much-cherished rural character, at the same time, the community must support economic development that allows the creation of new businesses, and the modernization, expansion, or relocation of existing home and small businesses. This is essential to provide the opportunities

necessary for children and working adults who choose to work and live here, while also meeting the community's changing needs to allow this remote rural area to thrive and flourish.

The citizens of Brinnon are uniquely qualified to understand Brinnon's current and future needs. Although not all individual desires for the community can be met at this time, and many of the recommendations and suggested strategies will take additional, in-depth planning, it is expected that this community plan will be reviewed and updated at least every five years.

## **Introduction**

### **Background**

Brinnon is a unique and beautiful area in southeastern Jefferson County. Twenty miles of Hood Canal shoreline, two major rivers, and the backdrop of the Olympic Mountain Range enhance the Brinnon area. The natural beauty and resources of the area have contributed to the desirability of Brinnon as a rural residential and recreational community.

Prior to 1969, Brinnon developed slowly. The economy was based primarily on logging and aquaculture, and provided a rest stop for travelers along U.S. Highway 101, as well. Since that time, growing outdoor recreational and tourism usage, an urban population migrating to rural environments, a growing retirement population, and increased small businesses have contributed to a gradual increase in growth.

Since an uncharted course for the area's development could jeopardize the lifestyle that the people of Brinnon have come to enjoy, in 1981 members of the community requested the Jefferson County Board of County Commissioners (BOCC) to assist in establishing a community plan to address the areas' future growth and development. A product of the cooperation between Brinnon citizens and Jefferson County, the first Plan served as a written expression of community interests and desires. Adopted by the BOCC in 1982, the Community Plan became a chapter of the Jefferson County Comprehensive Plan and a critical element in the decision-making process that affected the community.

In 1990 the Legislature of the State of Washington passed the Growth Management Act (GMA) that established a statewide land use-planning framework for cities and counties. Jefferson County began to revise the Comprehensive Plan so that it would be consistent with the goals of the GMA.

In 1995, following working committee and public meetings, the 1982 Brinnon Community Plan was updated and adopted by the Brinnon Planning Committee. As before, this Plan provided a statement of how the community wished to grow and develop. The goals and policies in the plan were based on performance standards, to be used as guidelines during the review of proposed public and private actions as well as projects such as land subdivisions, commercial and industrial development, open space and recreation areas, roads and transportation facilities, utilities, and other community facilities and services. The second Brinnon Community Plan was released to Jefferson County in 1995 to be reviewed for consistency with the goals of the Comprehensive Plan. The overall update to the Jefferson County Comprehensive Plan—consistent with the GMA— was completed in and adopted by the County in 1998.

In late 1999, the Jefferson County BOCC requested that the citizens of Brinnon form a planning group and craft the county's first Subarea Plan in relation to the new 1998 GMA Comprehensive Plan. The scope of this effort covers what is known as Planning Area 11 (the Brinnon Planning Area) as shown in Figure BR-1. The 1995 Brinnon Community Plan served as the guiding document, and inconsistencies with the county's 1998 Comprehensive Plan were examined in the light of current planning goals.

The Brinnon Subarea Plan, when adopted by the BOCC, will amend the county Comprehensive Plan as applicable to Brinnon.

## **Location and Setting**

Brinnon is an unincorporated community lying at the mouth of the Dosewallips River, situated on the eastern slopes of the Olympic Mountains and the western shores of Hood Canal. Brinnon lies astride U.S. Highway 101 about equal distance between Shelton (approximately 40 miles) to the south and Port Townsend (45 miles) to the north. The Brinnon planning area is bounded on the north by the U.S. Forest Service's Rainbow campground on Mount Walker, and on the south by the Jefferson-Mason County line near Triton Cove, and includes all land areas from Hood Canal west to the boundaries of the Olympic National Park. Although the area consists of approximately fifty square miles, it is characterized more by its twenty miles of shoreline along Hood Canal and its two major rivers, the Duckabush and Dosewallips, which flow from west to east through the area and drain into the Hood Canal. Much of the land in the area is owned by the federal and state governments, as well as major timber corporations.

Throughout the years, the Brinnon area developed slowly, maintaining a remote rural character. Overall, it is relatively lightly populated (see Figure BR-2). In recent times, however, the area has experienced a significant increase in population growth—from 260 residents in 1970 to approximately 1,200 in year 2000. The settlement pattern is relatively dispersed throughout the planning area. Home sites dot the shoreline of Hood Canal and the Duckabush and Dosewallips River Valleys. Residential lots also exist in several subdivisions in the area that contain single family dwellings, occupied by full-time residents or by those who use these properties for weekend and/or recreational purposes.

## **Environment**

### **Topography**

Except for several small areas or narrow corridors, the Brinnon area contains pronounced topographic features. Areas where slopes less than fifteen percent occur are rare. Elevations exceeding 400 feet within 2,500 feet from Hood Canal are common. Beyond 2,500 feet from the canal, elevations rise sharply, particularly in the areas of Mount Walker, Mount Jupiter, and Mount Turner. Along Hood Canal, low banks are rare; most waterfront areas are characterized by banks rising from thirty to seventy feet. Exceptions to steep topography occur along the Duckabush and Dosewallips River Valleys. The Duckabush River Valley is a relatively flat corridor with a width of approximately 2,500 feet extending from its mouth for a distance of about three miles. The Dosewallips River Valley contains two relatively flat areas of smaller width than the Duckabush; however, these flat areas lie in the flood plains.

### **Geology**

The geologic characteristics of the Olympic Peninsula and Hood Canal play an important role in planning both public and private developments.

Tens of thousands of years ago, vast sheets of ice began moving south from Canada, carving out the Puget Sound Basin. For hundreds of years the ice advanced and retreated, each time carrying tons of rock and sand dredged from its course. Between each advance, lakes and rivers were formed and sediments from these were later covered by glacial deposits. When the last glacier retreated some ten thousand years ago, it left East Jefferson County and Hood Canal as we know it today.

Generally speaking, glacial deposits consist of two types, outwash and till. Outwash consists of unconsolidated sand, gravel, and rock as a result of run-off from advancing or retreating glaciers. Till consists of unsorted clay, sand, gravel, and rock that has been compacted into a highly impervious cement-like material commonly called hardpan. Due to the advance and decline of some several separate periods of glaciations, faulting, and bending of the earth's crust, these layers of outwash and till may overlap one another and run in different directions.

The surficial geology of the southeast portion of Jefferson County consists mainly of Vashon Lodgment Till. This till is a compacted assortment of clay, silt, sand, pebbles, cobbles, and boulders. Because of its compactness and high clay content, Vashon Lodgment Till is non-compressible, impermeable, and is not prone to landslides.

Near shorelines, erosion has exposed Vashon Advance Outwash and Pre-Vashon Stratified Sediments. Vashon Advance Outwash is a loose assortment of sands and gravels with some clay and silt. This deposit is highly permeable, slightly compressible, will not maintain a steep slope, and is landslide prone, especially when saturated with water. Pre-Vashon Stratified Sediments are a group of glacial deposits that were laid down before the period of the Vashon Glacier and consist of outwash, lake and river sediments, and alluvium. This deposit is generally permeable, slightly compressible, and has poor natural stability. Some of the rock outcroppings in the Brinnon area consist of basalt, or soils of cemented gravel.

The other major formations are Possession Till, Ice-Contact Drift, and Double Bluff Till. These deposits have been exposed by erosion and are found sporadically along the shoreline.

Both till and outwash deposits are used for domestic water sources together with the outflow of rivers and streams from the Olympic Mountains. It is not uncommon that pockets of outwash are found within till deposits. Where this is the case, wells are tapping perched water tables either above or within the till. In many cases, wells that tap perched water tables are not dependable, especially during the late summer months when rainfall does not recharge the aquifers. Where large deposits of outwash are found below till deposits, greater ground water supplies can be expected. These larger deposits are usually found in older geologic formations and, therefore, at greater depths.

Interpretive maps on the surficial geology of the Brinnon planning area have been developed and are available for inspection at the Jefferson County Planning Department. Extracts of these maps along with a brief narrative description of the Brinnon area have been included in this plan to provide a general overview of this area.

### **Soils**

The soils of Jefferson County were formed by the various forces of water, heat, time, vegetation, and animal life, all acting on the geologic parent material. In the county, the principal parent material consists of the sands and gravels associated with glacial till and outwash. Most of the soils were developed in a moist, marine, climate under a rich cover of plant life.

In 1968, soil scientists from the U.S. Soil Conservation Service completed a soil survey of Jefferson County that was published in 1975. This survey named, categorized, and classified some 101 specific soil types in the 10- major soil associates found in the county. From this survey and other publications, the Jefferson County Planning Department developed a number of interpretive maps, including suitability for septic tank and drain fields, slope, depth to seasonal water table, ponding and flooding, aquifer recharge potential, agricultural suitability, and woodland suitability.

Knowledge of soil, characteristics and capabilities can assist in wise public and private investments, and can be useful in determining suitability of land for various uses. These soil interpretive maps are not to be substituted for specific on-site field inspections that may produce findings somewhat different from these more general accounts. It should also be noted that even some of the most severe soil limitations can be overcome by engineering techniques. Soil interpretive maps for the Brinnon area are available for inspection at the Jefferson County Planning Department.

## **Flooding**

*(For an in-depth discussion of efforts related to the floodplain, see the Natural Environment Element)*

The Brinnon area contains the Dosewallips and Duckabush Rivers, two of the four major river systems in eastern Jefferson County that are subject to flooding. What would be characterized as “flash flooding” normally occurs after heavy rains combine with warm temperatures that rapidly melt the snows in the Olympic Mountains. Flooding conditions can be further compounded during periods of high tides and low barometric pressure during winter storms.

Jefferson County is a participant in the National Flood Insurance Program, which provides low cost flood insurance to property owners living in flood plain areas.

The flood plains maps show the general delineation of the 100 year flood boundary and floodway fringe. On the Dosewallips River, it begins approximately two miles upstream from its mouth. Approximately one mile upstream the flood fringe expands rapidly and eventually encompasses much of the Brinnon Flats area. On the Duckabush River, the 100-year flood fringe begins approximately .8 mile upstream from its mouth and expands to approximately .4 mile as it crosses U.S. Highway 101 and empties into Hood Canal. The 100-year flood and flood fringe have been adopted as the base flood for flood plain management measures and flood insurance.

FEMA, Washington State, and Jefferson County have taken measures to contain possible flooding on the Dosewallips River by rip-rapping approximately one-quarter mile up from the Dosewallips bridge over Highway 101, and have installed barbs further up the river, as well. A new bridge has been built over Highway 101, allowing a much greater water volume under the bridge.

## **Climate**

Although Jefferson County is located within the West Coast Marine Climatic Region, there are five distinct climatic zones within the county that vary with elevation, topography, rainfall, and position with respect to bodies of water and wind patterns. The Brinnon area and Hood Canal are influenced by the Olympic Mountains, which receive some of the nation’s heaviest rains.

Area records indicate that the average annual rainfall is approximately 50 to 60 inches, with more than eleven inches per month falling during November, December, and March. These heavy rains, and high tides, contribute to flooding in some areas. By contrast, June, July, and August reflect rainfalls less than two inches per month. The lack of rainfall during the summer season results in a number of dry wells and springs in some isolated areas.

Daytime temperatures range from the middle 60’s to the high 70’s in summer months, dropping to the middle 50’s at night. Winter daytime temperatures are usually in the middle 40’s with the nighttime temperatures in the low 30’s. The lower elevations of Brinnon do not receive an abundance of snow during the winter months.

## **History**

Brinnon’s history rests on the interconnections between families and community, subsistence on what the land provides, and honor for deep historical roots. O’Wota Brinnon, wife of Ewell Brinnon for whom the community is named, was of royal blood. Also known as Kate Brinnon, O’Wota was the sister of Chief Chetzamoka, daughter to Lach-ka-him and Qua-tum-a-low, leaders of the S’Klallam nation. O’wota Brinnon was dedicated to nature and to caring for children. She and her husband often helped the community settle differences.

Before the arrival of explorers and settlers to the Pacific Northwest, ten thousand native people thrived in the Hood Canal regions. The moderate climate and blend of forest, rivers and shoreline produced ample salmon and other fish, shellfish, berries, roots, whales, seals, birds, and game sufficient to support numerous thriving communities. Each individual community was identified by differences in language and by kinship ties.

When native communities were “assigned” to tribes in 1855, individual nations were labeled as Makah, Hoh, Jamestown S’Klallam, Suquamish, Port Gamble S’Kallam, Quileute, Quinault, Squaxin, Skokomish, and Elwha Klallam. Though the communities occasionally engaged in minor skirmishes, and the Makah tended to remain more separated from the other groups, interaction between communities was common. Until banned by white agents in the late 1800’s, potlatches or trading feasts celebrated significant rites of passage, such as an adolescent receiving his or her adult name or the identification of status for a chief or individual community. A thousand guests might attend.

During Hood Canal’s colder months, October through March, temperatures can drop to freezing and bring snow and copious rain. The native people lived mostly from the saved food gathered in summer, and wove intricate baskets, mats, and clothing, carved huge canoes, and created elaborate masks for ceremonies. Dyes were made from Oregon grape roots (yellow), hemlock bark (red), marsh mud (black and grey), and other native plants and roots.

It was tall timber that brought some of the earliest settlers to the Brinnon area. Tom Pierce was logging the Dosewallips flat in 1859. Then the promise of 160 acres of land brought the homesteaders. The panic or depression of the late 1880s brought many. As soon as most could prove up on their homesteads or timber claims, the land was sold to the Forest Reserve or the logging companies. (In 1897 the president declared 2 million acres of the Olympic Peninsula to be National Forest.) The railroad boom that never materialized here brought craftsmen looking for work, and land speculators. Towns were laid out that never came into being.

Ewell Brinnon came to the area at an early date and settled at the mouth of the Duckabush River. His indian wife, Kate, was afraid of the flooding, so in 1868 he sold his property to Thomas Pierce and moved to the Dosewallips where he bought homestead rights and property. He soon owned most of the flats. He donated an acre of land each for the school and cemetery.

Early records show this area called Quagaboor and Ducaboos. Julius Macomber applied for a post office in 1886. It was granted, and he was appointed as the first postmaster in 1888. His wife, Jessi, was his assistant and it was she who named the area Brinnon in honor of Ewell Brinnon. She said Quagaboor and Ducaboos were too hard to spell. There was a Duckabush post office established in 1891 with George Solwold postmaster. This post office was discontinued in 1926.

Like other villages springing up along Hood Canal, Brinnon was for years served only by boat. Early steamers were the “Josephine,” “Delta,” “Pedita,” “State of Washington,” and the “Potlatch.” There wasn’t a dock at Brinnon until about 1900, when Julius Macomber bought property on the hill to the south of Walker Creek where he built a dock out to deep water. Here he built a store-hotel building. Previously he had a store and the post office near the present day Brinnon Store. The store and post office continued to operate on the hill until 1952 when the second store burned. At that time C.V. Dorothy was the owner, and he built the present-day store back on the flat.

Shortly before 1900, Brinnon was finally getting roads to Quilcene and up the two rivers. By 1913 work was being done on a road south of the Duckabush towards Lilliwaup, In 1918 the first state road was completed along the Canal, which later became U.S. Highway 101.

The Brinnon School District was established in 1881. School was first held at Pleasant Harbor, probably so that Duckabush students could attend too. Later, school was moved to a cabin on the Storey place just south of the Seal Rock Forest Camp. In 1894 a log schoolhouse was built on the

property donated by Ewell and Kate Brinnon, in the location where the Brinnon school stands today. In 1892 a second school was granted five miles upriver. The school district was established on the Duckabush in 1908. Prior to that the Pierces had a private school for their children and for a short time a school was held some miles up the Duckabush River. In 1935 the Duckabush and Brinnon Schools were consolidated. There were also schools at Triton Cove - Fulton Creek, Jackson Cove and for a short time at Bee's Mill. The existing school on School House road was completed in 1952. The gym was added in 1956.

Timber has always been a valuable resource in the Brinnon area. Many methods were used to get the logs out of the woods. Loggers started with hand methods, then came ox teams, then horse teams, then the railroad and finally they started using logging trucks. There was a log chute at Pleasant Harbor, a splash dam on the Dosewallips, and the C.B. and M. incline on Mt. Turner. This ingenious set-up brought the logs to water on railroad cars with no locomotive. A donkey engine was at the top with a cable, each end of which was attached to a railroad car. There was a double track halfway down where the cars passed. The loaded car rumbled down, crossing on a trestle over the highway while the empty traveled back to the top. Shortly after the turn of the century, James Izett built the first logging railroad at Brinnon on the south side of the Dosewallips. His daughter, Janet Worthington, lives on WaWa Point.

E.K. Hjelvik first had a store at Right Smart Cove, near where it is now. In the early twenties he built a new store at Pleasant Harbor near the ferry dock. When the highway was changed in that area, he had his store building sawed into 8 foot sections and moved it by road to his property at the Cove. "Ma" Hjelvik continued the business until her death in 1988. The old store burned in 1974. Son, Eivind built a new store and moved his mother into it. In the early days there was a store owned by Frank Robinson across from the school. When the Olympic Highway was built, Dr. Davies built a store where the Senior Center is now. It was known as "The Maples."

Early settlers, male and female alike, enjoyed outings into the hills, mountains, and waters of Hood Canal to explore, climb, picnic, hunt, fish, horseback ride, prospect, or just adventure. As early as the turn of the century, campers from other areas of the State were attracted to the startling descent from mountain peak to water's edge. Most camped in tents, but some built small shelters or cabins and spent the entire summer enjoying the beauty of the area. Just as the native people had before them, families from Seattle, Tacoma, and elsewhere set up summer camps in the coves and harbors, while other early families homesteaded and made the area their year-round residence. Often the women and children stayed the summer, and the men came up for the weekend.

During the early part of the 1900s, trips to the "great outdoors" were so popular that it wasn't long before Brinnon residents came up with the idea of what we'd now call a Bed and Breakfast, as well as lodges and resorts. Entertainment was based on the surrounding areas: swimming, clamming, oystering, horseback riding and hay rides, hiking, and fishing, while in the evening, by candlelight, the groups created theatrical productions or played charades and other interactive group games common at the time.

Brinnon had two hotels in the early days. The one on the hill at the dock, and one called the "Riverside Hotel" on the south side of the river near the early bridge site. In the early 1900s one of the Pierce sons started a resort on the family farm on the Duckabush. It became one of the best known summer resorts on the Canal.

Brinnon had ferry service to Seabeck running from 1917 to 1941. The first ferry was a scow which was shoved up onto the beach and planks laid for the cars to drive off. Later regular ferryboats made the run. Among them were the "Clatawa," "Lake Constance" and the "Airline."

The only tract of acreage originally used as a camp that remains undivided today is Camp Parsons, the third oldest Boy Scout Camp in the United States. Originally 280 acres, occupying most of

Jackson Cove, the Camp has subsequently been gifted with an additional 240 acres that cover most of Pulali Point. This is the only wildlife corridor to remain in the Brinnon area that links the Olympic National Park to Hood Canal, and includes shoreline on Dabob Bay as well as Jackson Cove. Although the area had earlier served as a logging and work camp, as well as summer camp spot, Camp Parsons officially opened as a Boy Scout Camp on July 7, 1919.

Though campers now arrive by car, in the early years Scouts traveled to Camp Parsons on boats, including the historic Virginia V. Many Washington State civic leaders, as well as locals, credit their experience at Camp Parsons as a life-changing event. Several members of the current community of Brinnon discovered the area as the result of their original Boy Scout experience.

After World War II, the shorelines and forests of Hood Canal became haven to veterans and their families who sought a simpler lifestyle, and the area experienced a small population increase. Through fishing, gardening, hunting, shellfish harvest, seasonal work in logging, fire fighting, brush picking, or the mills, Brinnon continued its “rugged individualist” reputation. As before, members of the community looked to each other for companionship and help rather than expect it to be provided from outside agencies. Other families, new and old, continued the tradition of making Brinnon a summer retreat, with wives and children retreating to the wilderness when school was out, and husbands driving up for weekends.

Thanks to the efforts of the Brinnon Community Club, electric power came to Brinnon in May of 1949. This club later became the Brinnon Booster Club.

Now there is little to remind us of the early settlers. Logging trucks have replaced locomotives and now even they are few. Oyster and clam farming has become an industry of the area. U.S. Highway 101 is a major arterial over which thousand of vehicles travel each year. Ferries are gone, replaced by the Hood Canal Bridge. Many of the old homesteads have become residential or recreational developments, yet Brinnon remains as it was in the early days: a small community of friendly folks, proud of its past and concerned with its future.

Just as they always have, occupations of local residents include a range of activities and jobs. Indeed, many present-day Brinnon area residents are descendants of original settlers, and not a few have Indian blood. Entrepreneurial activities are common, while the Internet has allowed some to commute via cyberspace to conduct gainful employment. Some still log or work in the shellfish industry, while others commute to work in Shelton, Olympia, Sequim, Port Angeles, Port Townsend, Hadlock, Bremerton, and even the Seattle area.

Brinnon also has a fair share of retirees, either full-time or weekenders, who at last have the chance to enjoy their small gardens, walks on mountain paths, bingo at the Booster Club, and the fresh air and quiet. The local school, which has kindergarten through eighth grade, has fewer than one hundred children.. After eighth grade, students and their families can choose to take the bus or drive to Quilcene, Chimacum, or even Port Townsend to complete their education.

Recreation and tourism continue to be based on the exceptionally mild climate and pleasant environment. Most locals as well as visitors can choose from hiking, bicycling, horseback riding, clamming or oystering, fishing, hunting, berry-picking, diving, swimming, picnics, boating, kayaking, bird-watching, gardening, or just kicking back with a good book or video. Brinnon has never been an area of the vast Victorian mansions of Port Townsend or Seattle, as locals know that most of life in the area goes on out-of-doors, at least from spring’s arrival in April through October, when the first frost and heavy rains tend to begin. Thus most homes tend towards the modest end, with as much window space as possible directed to the mountains, forest, or sea.

## **Cultural Heritage**

There are a number of families in the Brinnon area whose forebears settled here in the late 1800's, establishing this small community between the flanks of the Olympic Mountains and the shores of Hood Canal. Although very few original buildings remain, a good deal of the development of Brinnon through the decades was captured in stories and photographs. For the past few years, the history of the region has been reconstructed, due particularly to the efforts of Vern Bailey and his wife Ida, whose grandparents were early settlers.

Our cultural heritage as a mining and logging community is a source of pride in Brinnon. Photographs depicting these activities, as well as photographs of our old schools, post offices, hotels, churches, and family and community gatherings, have been presented to the community in slide shows and lectures by the Baileys, and are usually displayed in local establishments.

Newcomers to the area and Brinnon old-timers, alike, are encouraged to uncover, reconstruct, and make known to the children, the historians, and the general public, the facets of their history that will add to this rich mixture. Government agencies that manage lands in this area, and companies with timber holdings, may have land on which old buildings sit or on which artifacts of some significance may be found. All are encouraged to conserve these areas, preserve the artifacts, and bring the findings to light for all to enjoy.

An idea that is in the planning stages for development in the near future is a community kiosk in one of our Brinnon area parks. It would show sites of historical significance and perhaps tell some of the story of our territory. For the present, we continue to evoke the history, and in some way capture the sites and dwellings, the tales and memorabilia which, woven together, make up the fabric of Brinnon's heritage.

## **Community Values**

During the winter of 1979 a team of Brinnon residents developed a profile of the community that included attitudes regarding specific issues facing the community. While most questions produced mixed response from the residents, there was overwhelming agreement that the area should retain its rural characteristics and atmosphere. Three areas for more intense commercial development were suggested and later presented in the first 1982 Brinnon Community Plan.

During the 1994-95 Community Plan update process, comments gathered as the result of the committee planning process continued to direct development so that rural characteristics would be maintained. As before, respondents favored the development or improvement of single family residences, convenience stores, retail and service businesses, agricultural and/or aquaculture production, marina operation and boat launches, and the expansion of parks and other public areas.

Respondents leaned towards preservation of the environment, moderate growth, suggestions for multi-family or assisted care housing for seniors, and an increase in conveniences. Citizens also requested support services for those in retirement, individuals with disabilities, and for commuters; services for recreational users such as hikers and divers, including inns; and encouragement of recreation, tourism, and small, job-creating industry.

The 1994 Planning Committee determined that stores and shops should remain primarily located in the three previously identified commercial areas: the Highway 101 intersections near Right-Smart Cove (WaWa Point), Brinnon Flats, and Black Point. As with previous community planning groups, the current planning group does not favor strip-like development of businesses along highways and roads. Most group members seemed to have a fairly homogeneous vision of the area, and expected that to some extent, the natural limitations of the land would limit development.

In visualizing the Brinnon area fifteen years hence and addressing aesthetics, economy, and environment, the following lists were made during a meeting of the 1994 planning group. In the 1994 list below, those items noted with an asterisk (\*) were emphasized by a majority of the group or were mentioned more than once.

***Aesthetics:***

- |   |                                    |
|---|------------------------------------|
| Nicer landscaping   | Residential w/support services     |
| Nicer dwellings   | 25-30% increase in residences      |
| *Moderate growth  | Improved building quality          |
| Recreational use center                                   | Creative architecture              |
| No multi-family housing                                   | No more erosion of property rights |
| Improved roads  | Simple marinas                     |
| *Multifamily for seniors                                  | Specific zoning                    |
| Relatively natural  | Homes-vs.-condos                   |
| Keep northwest atmosphere                                 | Small community                    |
| Take care to develop in a way that takes care of our land |                                    |
| Emphasis on single-family residences                      |                                    |
| Single-family residences only in the valleys              |                                    |
| No great development in the river valleys                 |                                    |
| *Look ahead and plan — be a solid and trusting community  |                                    |

***Economy:***

- |  |                                   |
|--|-----------------------------------|
| Larger/more parks  | Commuters                         |
| *Retirement  | Cottage industries                |
| Some aquaculture   | Recreation/tourism                |
| Possibly a planned resort                                    | Inns as support service           |
| Job-creating industries                                      | Increased medical services/GP/DDS |
| *Services for hikers/divers                                  | Daycare                           |
| Visitor information center                                   | Rest stop                         |
| Boardwalk on beach   | Service businesses                |
| Golf course  | Development of local skills       |
| *Increase conveniences/large grocery                         |                                   |
| Support services for recreation/tourism                      |                                   |
| Encourage small industries, cottage industries, inns, etc.   |                                   |
| More of a commercial center south of town (Black Point Road) |                                   |

***Environment:***

- |  |                                 |
|--|---------------------------------|
| Status quo   | Keep environment safe           |
| Enough fish and shellfish  | Limit roads                     |
| Renewable resource management                                    | Modest dwellings                |
| Recycling encouraged   | Natural with single family only |
| Timber to restrict land use limitations                          |                                 |
| Replant two trees for every one removed                          |                                 |
| Natural limitations of the land will limit what can be done      |                                 |
| Protect and preserve air and water quality and natural resources |                                 |
| No greater Federal/State limitations                             |                                 |
| Natural limitations of waterfront development                    |                                 |

**Government and Special Purpose Districts**

Jefferson County is governed by a three-member Board of County Commissioners (BOCC), with the county seat located in Port Townsend. The commissioners, each of whom represents one of the three districts, are elected county-wide. The Brinnon Area is included in District 3. Through

various boards, departments, and advisory commissions, the BOCC acts as both the legislative and executive branches of county government.

Brinnon residents may sit on the Jefferson County Planning Commission. This commission advises the county commissioners on planning and community development matters.

Brinnon is included in several special purpose districts. Jefferson County Fire Protection District 4, serving Brinnon, is supervised by three locally elected fire commissioners who reside in the Brinnon area. Brinnon School District 46 is supervised by five elected school board members who reside in Brinnon.

The Brinnon Cemetery District is governed by a three-member board of elected commissioners and is supported by a property tax levy. Jefferson County Public Utility District 1 is a water district serving the county. PUD #1 is governed by three elected commissioners. Jefferson General Hospital in Port Townsend serves as the county's main medical facility. The Hospital District is governed by five elected commissioners. The Port of Port Townsend is the only port district in the county. Managed by three elected Port Commissioners, it is responsible for the operation of the county airport and four boat harbors and has countywide jurisdiction.

The Jefferson Transit Authority is a countywide special purpose district providing public transportation throughout Jefferson County, with connections to Kitsap County and the entire Olympic Peninsula. Approved by the voters in 1980, the transit authority is funded by sales taxes.

The Jefferson County Rural Library serves our rural community with a full-time library in Hadlock and a weekly Bookmobile service to various locations in Brinnon. The library is governed by a five-member board of trustees appointed by the county commissioners.

A 3-member local volunteer Flood Board was created in 1996 to work with Jefferson County on issues of flooding on the Dosewallips and Duckabush rivers.

It is worth noting here that a special lodging tax is levied on Jefferson County accommodations facilities, as required by the county and collected by the state. A Lodging Tax Advisory Committee recommends to the BOCC the distribution of monies returned from the state to be used to advance tourism in the county.

## **Plan Implementation and Monitoring**

### **Background**

In 1965 the Jefferson County Board of Commissioners established the Jefferson County Planning Commission as a non-paid citizen advisory group. This group was charged to make ongoing recommendations regarding the overall development of the county, and to offer policy-oriented recommendations to the county commissioners.

The Jefferson County Department of Community Development, formerly the Planning Office, provides the county commissioners and planning commission with administrative and technical planning assistance. The Department of Community Development also acts as a consultant to private property owners and developers whose projects fall within the jurisdiction of county plans, policies, and ordinances.

The authority to carry on the county planning program is granted by the Washington State Planning Enabling Act, first adopted by the legislature in 1959, and amended a number of times since. The Planning Enabling Act governs many aspects of a county comprehensive plan.

A comprehensive plan is defined by the Act as: policies and proposals adopted by the board of county commissioners which serve as: (a) a beginning step in planning for the physical development of the county; (b) the means for coordinating county programs and services; (c) a source of reference to aid in developing, correlating, and coordinating official regulations and controls; and (d) a means for promoting the general welfare.

The original Brinnon community planning process occurred between 1978 through 1982. This effort resulted in the 1982 Brinnon Community Plan that included maps, tables, and charts, and was reviewed and approved by Brinnon residents.

A special chapter of the 1982 Jefferson County Comprehensive Plan incorporated the community development plans. These community plans represent natural, homogeneous communities within distinct geographic areas to reflect unified interests concerning the growth and development of each area.

Community-based plans are valuable in a number of different ways: (a) they allow citizens in various areas of the county a better means of determining for themselves what type and degree of future growth and development they want in their specific community; (b) they allow the distinct desires of one county community not to intrude on the wishes or needs of other areas; and (c) they allow participatory democracy to be exercised by involving as many citizens as possible in decision-making processes.

In 1991, Jefferson County began conducting public outreach meetings to begin its GMA comprehensive planning phase. A large number of Brinnon residents participated, suggesting their desires for Brinnon's future, which were reflected in the eventual Community Plan of 1995 and the current proposed 2001 Subarea Plan.

In 1994, Jefferson County encouraged the citizens of Brinnon to review the existing (1982) community plan in accordance with the requirements of the state's Growth Management Act, make necessary or desired changes, and submit a revised plan for approval by the County Commissioners.

Beginning January 10, 1994, a volunteer group representing a cross-section of the community formed a committee and started meeting weekly in an open forum at the Brinnon School. The public was encouraged to participate, and notified by posters and weekly newspaper calendar entries until all parts of the 1982 original Brinnon Community Plan had been discussed and, as needed, revised. The committee analyzed and established or renewed goals, policies and other guidelines to maintain the rural character of Brinnon, encourage growth under appropriate conditions, and provide for independence from other county growth management actions that might adversely effect opportunities for Brinnon residents.

The 1994 committee, assisted as needed by County staff and other specialists (such as in low cost housing, environmental impacts, or opportunities for funding for projects) performed their task based on the following three beliefs:

- ?? The Brinnon area should remain as a rural, lightly populated community, maintaining much of its present quality of life and character in coming years,
- ?? The guidelines of a development plan are necessary to successfully plan for growth,
- ?? Within the bounds of the law, common sense must be applied when regulations fail to provide appropriate solutions.

### **Current Effort**

The current Jefferson County Comprehensive Plan (CP) was published in 1998 and describes the amendment process and rules for conformance (page 23). The Jefferson County Community Planning Guidelines and Comprehensive Plan Revision Process (i. e. “the Blue Book”) expands on these rules and provides the framework for the development of community subarea plans.

In August of 1998, Jefferson County adopted a new Comprehensive Plan (CP) but failed to include any community plans as special chapters. In reference to a statement in the Comprehensive Plan that it intended to revisit the subject of Brinnon commercial areas, the Board of County Commissioners requested the Brinnon community to form a community group and create a Brinnon Subarea Plan. With funding from a state grant, a special consultant was hired by the county to assist in development and presentation of the plan.

The Brinnon Subarea Plan (SAP) will be used to amend the Jefferson County Comprehensive Plan and shall serve as a road map and tool for future decision-making. It contains clear and reasonable guidelines for an array of public and private activities and developments. Wherever the SAP does not propose a difference from or an exception to the countywide plan, no inconsistencies exist, and the SAP is assumed to be in agreement with the CP.

The guidelines of this Subarea Plan are in the form of goals, policies and strategies. A *goal* sets direction. A *policy* is a specific statement that guides decision-making. A *strategy* is a means of implementation, which ensures the goal is met. The definitions of goals, policies and strategies are further explained in the Jefferson County Comprehensive Plan (page 2-2).

The goals, policies and strategies contained in the Brinnon Subarea Plan have evolved after consideration of a number of important factors:

1. Natural resources of the area such as soils, geology, climate, water, topography, fish and wildlife, and shoreline features.
2. Cultural resources of the area such as its people, community facilities and services, businesses, history, and heritage.
3. Past, present, and projected growth and development trends.

4. Desires and needs of area residents and property owners as expressed in community planning meetings and community-wide meetings.
5. Consideration of professional planning and community development principles.

Beginning in November of 1999, in twice-monthly meetings the current planning group members again sought to characterize their vision of Brinnon in the future and developed priorities to guide the transformation of the 1994-95 Community Plan into the 2001 Subarea Plan. The following list was established:

- ?? Develop rationale for expanded commercial opportunities (Black Point, Brinnon Flats, and WaWa Point)
- ?? Identify locations for affordable housing
- ?? Identify locations for assisted living housing
- ?? Identify locations for non-polluting light industrial: Brinnon location/other
- ?? Identify locations for increased recreational activities
- ?? Expand resource-based industrial activity, such as a) sawmills b) quarries, c) concrete batch plant , d) aquaculture e) nurseries of native plants and other kinds of produce.
- ?? Revisit “adjacent to forest” land use criteria/small lot owners
- ?? Develop rationale for expanded benefits for home businesses and cottage industries similar to those permitted in the West End
- ?? Develop promotional activities to attract visitors.

#### **GENERAL GOALS AND POLICIES**

The following general goals and policies apply to all aspects of community life in the area covered by this plan:

##### **GOALS:**

1. Maintain and encourage the small town rural atmosphere of the Brinnon area.
2. Promote and encourage and reinforce a sense of community identity.
3. Maintain a balanced community that continues to provide for and encourage a diversity of activities, interests, and lifestyles.
4. Protect and enhance the natural environment.
5. Maintain and encourage economic growth and stability.
6. Ensure and protect property owners’ rights as they pertain to land use, water, minerals, agriculture use, timber, beaches, and types of deeds.

##### **POLICIES:**

- P1.0** Natural open spaces, agriculture, aquaculture, timber production, recreational, and residential development should be the primary use of the land adjoining shorelines.
- P2.0** Public and private community services should serve the current and anticipated needs of the community.
- P3.0** The Brinnon Flats should continue to develop as the main commercial and community center of the Brinnon area.

**P4.0** Development activities locating in the Brinnon area should be consistent with those policies in this plan.

**Implementation**

A variety of techniques can be used to implement the Brinnon Subarea Plan. Existing county ordinances and programs dictate regulations that may or may not be more stringent than these standards. All citizens reserve the right to be heard when conflicts arise. Private actions by individuals and/or local citizen committees may be necessary to protect and defend the rights of the individual and to enforce the vision of community development written in this plan. The integrity and enforcement of the Brinnon Subarea Plan can be assured by the continuing support of local citizens in cooperation with our elected officials.

**Monitoring**

This plan and its progress should be reviewed every five years, or as needed, in a coordinated effort with the citizens of the Brinnon area community, so that as attitudes and conditions change the plan can be revised accordingly. This effort is consistent with that described in the Comprehensive Plan and the UDC.

## Land Use and Rural Element

### Rural Character

This Subarea Plan will utilize terms from the Growth Management Act (GMA) repeatedly in order to discuss and ensure consistency between the recommendations of this Subarea Plan and the provisions of the Act. Therefore, some definitions from the Act are important to understand and will form the basis of better understanding the rural land issues in Brinnon presented in this Plan. These definitions and the provisions of the Act relating to “*limited areas of more intensive rural development*” (LAMIRDs) [at RCW 36.70A.070(5)(d)] are central to understanding the framework within which rural land use activities can be managed under the GMA.

The Growth Management Act [at RCW 36.70A.030] includes the following definitions that are of particular relevance to this Subarea Plan:

- (14) “ ***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 ground water and surface water recharge and discharge areas.”*
- (15) “ ***Rural development***’ refers to development outside the urban growth area and outside agricultural, forest, and mineral resource lands designated pursuant to RCW 36.70A.170. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Rural development does not refer to agriculture or forestry activities that may be conducted in rural areas.”

The discussion of “*limited areas of more intensive rural development*” or LAMIRDs will occupy some portion of this Subarea Plan. These are typically areas of commercial, industrial or other non-residential development in rural areas. It is important to understand the context and statutory requirements within which the County and the Brinnon Planning Group must work to implement these types of areas while still meeting the requirements of the Act. The Growth Management Act [at RCW 36.70A.070(5)(d)] includes the following selected provisions regarding the designation of LAMIRDs:

- (d) ***Limited areas of more intensive rural development***. Subject to the requirements of this subsection and except as otherwise specifically provided in this subsection (5)(d), the rural element may allow for limited areas of more intensive rural

*development, including necessary public facilities and public services to serve the limited area as follows:*

- (i) Rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments. A commercial, industrial, residential, shoreline, or mixed-use area shall be subject to the requirements of (d)(iv) of this subsection, but shall not be subject to the requirements of (c)(ii) and (iii) of this subsection. An industrial area is not required to be principally designed to serve the existing and projected rural population;*
- (ii) The intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development. A small-scale recreation or tourist use is not required to be principally designed to serve the existing and projected rural population. Public services and public facilities shall be limited to those necessary to serve the recreation or tourist use and shall be provided in a manner that does not permit low-density sprawl;*
- (iii) The intensification of development on lots containing isolated nonresidential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents. Public services and public facilities shall be limited to those necessary to serve the isolated nonresidential use and shall be provided in a manner that does not permit low-density sprawl;*
- (iv) A county shall adopt measures to minimize and contain the existing areas or uses of more intensive rural development, as appropriate, authorized under this subsection. Lands included in such existing areas or uses shall not extend beyond the logical outer boundary of the existing area or use, thereby allowing a new pattern of low-density sprawl. Existing areas are those that are clearly identifiable and contained and where there is a logical boundary delineated predominately by the built environment, but that may also include undeveloped lands if limited as provided in this subsection. The county shall establish the logical outer boundary of an area of more intensive rural development. In establishing the logical outer boundary the county shall address (A) the need to preserve the character of existing natural neighborhoods and communities, (B) physical boundaries such as bodies of water, streets and highways, and land forms and contours, (C) the prevention of abnormally irregular boundaries, and (D) the ability to provide public facilities and public services in a manner that does not permit low-density sprawl;*
- (v) For purposes of (d) of this subsection, an existing area or existing use is one that was in existence:*

- (A) *On July 1, 1990, in a county that was initially required to plan under all of the provisions of this chapter;*

## **Rural Residential Land Use**

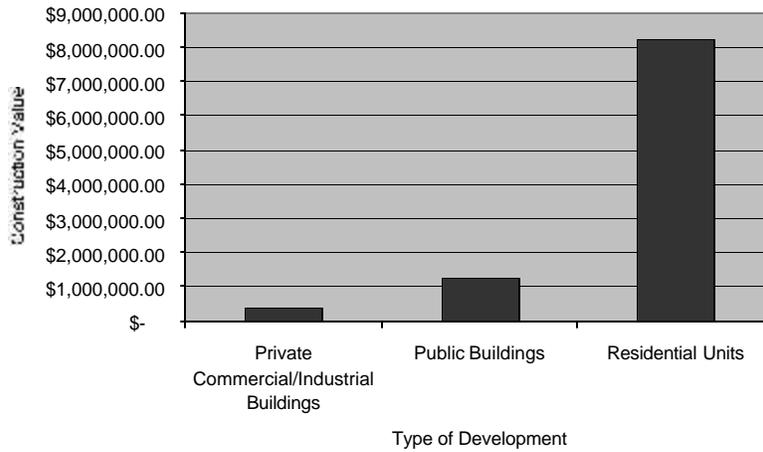
The area's isolated location, natural resources and development constraints have molded and maintained Brinnon as a rural, lightly populated community. After forest resource lands, rural residential land uses account for the predominant land use pattern in the Brinnon Planning Area (see Figure BR-3). Residential development is most concentrated along the Hood Canal shoreline and the major river valleys of the Dosewallips and the Duckabush. Residential development is comprised of a mix of year round residents and seasonal (summer) homes that take advantage of the numerous recreational amenities offered in the area and the aesthetic saltwater shoreline and mountain setting.

The Jefferson County Comprehensive Plan (CP) projected Brinnon's population to grow by approximately 644 persons over the 20 year period from 1996-2016. According to the CP, Brinnon contained a population of 1,299 in 1996 that accounted for 5.0% of the County's total population. The CP projected a 2016 population for Brinnon of 1,943 would, according to CP projections, result in Brinnon accounting for approximately 4.7% of the County's total population in 2016. In other words, Brinnon is expected to keep growing in the future but at a slower rate in relation to growth in the rest of the County—especially the northern part of the County. The northern area of the County, including Port Townsend, is expected to receive the lion's share of future growth.

The new 2000 U.S. Census offered an opportunity to see how Brinnon had changed over the last decade. The census reported a total year 2000 population of 1,199 for the area that approximates the Brinnon Planning Area. For comparison, the 1990 U.S. Census reported a total population of 1,049 for the zip code 98320—which includes Brinnon. However, straight comparisons between the total population of Brinnon in 1990 and 2000 are problematic due to changes in the census geography between the two censuses. In fact, census tract boundary changes between 1990 and 2000 and designation of a new Brinnon Census Designated Place (CDP) in 2000 make straight comparison between the 1990 Census "Brinnon" population and that of the 2000 Census extremely difficult. In addition, many of the detailed population, housing and socio-economic data for sub-county areas and individual census tracts were not yet released as of the date of this report. In light of this, building permit data from Jefferson County offers the "best available" information from which to assess how Brinnon has been growing.

To gauge how Brinnon has grown in the five years since adoption of the CP, building permit data for the planning area was collected and analyzed for the period 1995-2000. The data reflect the dominance of residential development in the local Brinnon economy. In both sheer number of permits issued and total valuation (i.e., investment), new residential development far exceeds the amount of commercial/industrial activity over the last five years. Indeed, new residential development activity accounted for more than eight times as much investment in the Brinnon area as new commercial/industrial development over the past five years. The disparity between residential and commercial development in Brinnon is discussed in more detail in the Rural Commercial section of the Subarea Plan.

**Brinnon 1995-2000 Total New Development Construction Value**



The Comprehensive Plan (CP) projected that the Brinnon Planning Area would grow at about a 2.3 % annual average growth rate over the course of the next 20 years—compared with a 2.5 % rate for the county as a whole. One way to track population growth is to convert the residential building permits issued into a theoretical population. In this case, the building permits were converted to a theoretical net population gain by:

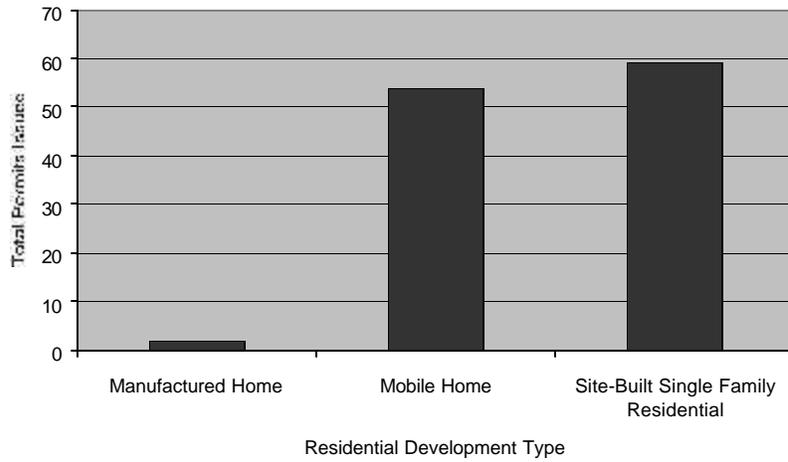
- ?? Totaling all final new residential building permits (mobile/manufactured and single-family site-built) issued from 1995-2000 in the Planning Area (115) and subtracting out the number of residential units demolished during the same time period (5)
- ?? assuming a discount factor (10%) to account for unbuilt, unfinished or otherwise unoccupied units;
- ?? assuming a 7% vacancy rate (2000 U.S. Census); and
- ?? applying a 1.9 persons per household estimate (2000 U.S. Census) to the remaining, presumably occupied units

This exercise yields a resulting theoretical net population growth of approximately 175 persons over the last five years (if we assume all of the new units were occupied by year-round residents). This is consistent with the population growth projected in the CP for Brinnon. However, based on a growing local real estate trend towards sales of seasonal homes—supported by an increasing part-time and permanent retired population—it is quite likely that a significant portion of these new units are in fact intended for seasonal—and not year-round occupation. If that is the case then it is also quite likely that the permanent population of the planning area is actually growing slower than projected in the CP. What is also not known is how many permanent residents left the area since 1990 to pursue better economic opportunities in areas closer to major employment centers.

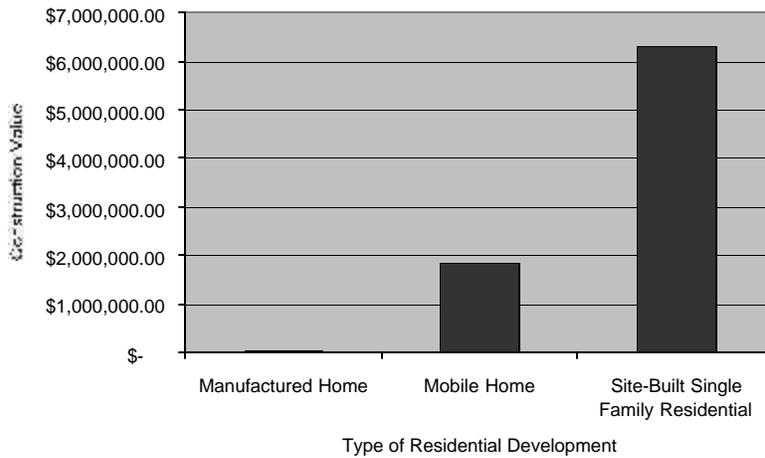
Of particular interest to local housing issues is the comparison between the construction of new site-built single-family homes and the placement of new mobile and manufactured homes in Brinnon during the last five years. As shown in the following graphics, the number of permits issued for both new mobile/manufactured homes and single family residences in the past five years is almost identical (56 versus 59, respectively). However, the difference in construction value among the same housing types is significant. Mobile and manufactured homes combined accounted for only one-third the total value of the site-built single-family homes built during the

same time period. This underscores the need for affordable housing in the community and the relatively low household income levels experienced by many residents. [This is discussed in more detail in the Economic Development Element of this Subarea Plan].

Brinnon 1995-2000 New Residential Units Permitted



Brinnon 1995-2000 New Residential Development Construction Value



The very high ratio of mobile home to site-built single-family unit is indicative of the need for affordable housing in Brinnon and how that need is currently being met. While Census 2000 household income levels have not been released as of the date of this writing, information from the Brinnon School Board and other sources indicate that household income levels in Brinnon are, on average, the lowest in the county. Indeed, testimony from School Board members indicates that the Brinnon School District ranks as the third lowest district in the state in poverty level (*J. Baisch*). Board members indicated that approximately 40% of households with children attending the Brinnon School have incomes below the poverty level (*P. Rogers*). Again, data from the 2000 Census regarding social and economic characteristics of the population has not yet been released so the School Board assessments represent the best available and most current socio-economic data. For comparison purposes, the 1990 census reported that 22% of the Brinnon population fell below the poverty level—a rate almost double that of the county as a whole. The apparent increase in poverty status for Brinnon households between 1990 and 2000 is a disturbing trend. It suggests a need for expanded economic development opportunities and measures to ensure the availability of affordable housing.

Some of the new data from the 2000 Census (released as of the date of this report) does shed some light on the local population and housing characteristics. According to the 2000 Census, the Brinnon CDP (i.e., the most concentrated area of population in the larger Brinnon Planning Area) contained 912 housing units. Of those, less than half (45%) were occupied on April 1, 2000. The majority (55%) of housing units in Brinnon are vacant. Of the total 499 vacant units in 2000, the vast majority (88%) are held for seasonal or recreational use. In 2000, compared with the total housing stock, almost half (48%) of the housing units in Brinnon are for seasonal (summer) use. Even many of those are only used occasionally in the summer (e.g., for weekends) typically by Seattle area residents. By comparison, estimates based on the 1990 Census indicated that only about one-third of the housing units were of a seasonal nature. This represents a significant shift away from a year round owner-occupied housing stock. These figures highlight the transient nature of the local housing market. Although the 7.2% homeowner (i.e., owner-occupied year round) vacancy rate indicated in the census is at the high end of a typical local housing market vacancy rate range.

Housing tenure among year round occupied units in Brinnon is characterized by predominantly owner-occupied households. Year round owner-occupied units accounted for 88% of all occupied units while only 12% were renter-occupied. The dearth of locally available (*and affordable*) rental units (as well as employment opportunities) for young adults and families is also making it more difficult for young members of the community to stay in the community. As younger members of the community move away to seek better opportunities, the average age of Brinnon residents is rising and the average household size is shrinking. The average household size is 1.9 persons, significantly below the Countywide average of 2.2 persons per household. The median age of Brinnon residents is 58, compared to 47 countywide.

The Brinnon populace is an increasingly aging one. Fifty-five percent of the total number of year round residents are age 55 years and older and households with individuals 65 years and over account for almost one-half of all households. This characteristic is an especially significant one as both owner-occupied and seasonally occupied units predominantly house retirees. Older residents will increasingly require specialized services, including health care and other human services and public transit, in addition to access to local retail needs and commercial services. Brinnon's isolation and 45 mile commute to the closest commercial services center (Port Townsend Urban Growth Area) will lead to greater demand for more localized services. The community has identified the need for assisted living facilities as one measure of this trend.

The aging of the local population, lack of local access to a more diversified range of commercial and human services and growing shift towards seasonal or occasional residents is a concern for many

members of the community. At a time when access to affordable housing is paramount to many residents, the median home price in the area is rising at a rate significantly higher than local, countywide and regional wage rates. The beautiful and plentiful saltwater shoreline is a prime draw for seasonal residential development and has significantly raised average home and land values throughout Brinnon. The new 5 acre minimum lot size adopted in the CP precludes many opportunities for creating more affordable housing for lower income residents in the rural area outside of the rural village center of Brinnon and the RVC itself is sized so small so as to allow negligible new residential development that might be affordable to local residents. [More discussion related to the development constraints in the Brinnon RVC is found in that section.] [See also Housing Element for further discussion of affordable housing.]

In order that the community maintains much of its present character through the years to come, yet can still respond to the challenges of affordable housing, the following goals and policies shall be applied to planning/permitting activities for future housing and residential development.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

**G1.0** Ensure residential development is in context with the rural landscape.

**POLICIES:**

- P1.1** Residential development should be sensitive to areas of natural limitations. Homes shall be sited appropriately with respect to natural features and natural hazard areas.
- P1.2** Ground water resources, ground water recharge areas, and shorelines, including rivers and streams, must be protected from residential wastes such as septic tank effluent.
- P1.3** Residential development may not take place on sensitive natural areas such as tidelands and tidal marshes.
- P1.4** Residential development within the flood plain of rivers and streams must be designed and maintained so as not to present a hazard to its occupants or downstream properties, nor have a detrimental effect on streamside habitats. In no case may construction take place in river line floodways.
- P1.5** Consideration should be given to orienting lots and home sites so homes can benefit from energy conservation measures and alternative energy sources such as solar energy.
- P1.6** Innovative residential development with respect to architectural and structural design, utility systems, and site layout is encouraged.
- P1.7** Codes and standards should contain sufficient flexibility to permit innovation and experimentation, as well as affordable housing.
- P1.8** Upgrading and renovation of existing deteriorating housing units are encouraged.

## Rural Commercial Land Use

Commercial, light industrial, professional, and business activities are all vital to the economic well being of the community, providing all types of goods and services as well as opportunities for employment and livelihood for the resident rural population. The most concentrated areas of rural commercial land use activity are generally located in three small areas:

- ?? **Brinnon Flats**, the main commercial center, located generally between the Dosewallips River and the Dosewallips River Road and extending from the east side of Highway 101 west to Schoolhouse Road.
- ?? **WaWa Point**, where Bee Mill Road and Highway 101 intersect (north approximately two miles from Brinnon Flats); and
- ?? **Black Point**, at the intersection of Highway 101 and Black Point Road (south approximately three miles from the Brinnon Flats).

The Jefferson County Comprehensive Plan (CP), however, only designates portions of two of these areas for commercial zoning in Brinnon: 1) a portion of the Brinnon Flats is designated as a Rural Village Center (RVC), and 2) the existing Hjelvik’s Store portion of the WaWa Point area (but not including the Cove RV Park and Store) designated as a Convenience Crossroads (CC). Both the Brinnon RVC and WaWa Point CC are designated as *Limited Areas of More Intensive Rural Development* (LAMIRDs) under the CP as authorized in the GMA under the provisions of RCW 36.70A.070(5)(d)(i). The Brinnon RVC serves as the main commercial center for the community and provides the broadest range of services. WaWa Point, including the Cove RV Park and Store and Hjelvik’s General Store, serve more seasonal visitors and tourists than local residents.

Black Point existing commercial uses include the Pleasant Harbor Marina and the former Old NACO West RV Park and Campground and associated commercial buildings and uses as well as Mt. Jupiter Auto Repair and Coldwell Banker Settlers Real Estate office on Highway 101. However, Black Point was not designated as a LAMIRD under the existing CP. It is designated as a series of rural residential zones. The existing businesses operate as legal nonconforming businesses under the provisions of the CP and the UDC. This limits their expansion and the potential for new “infill” development in the Black Point area.

In addition, many isolated small-scale commercial/industrial activities are dispersed throughout the community in rural residential areas based on the traditional and historic development pattern of the community. Many of these businesses operate as home-based business, cottage industries or small-scale tourist and recreational activities. (See discussion of historical business activity in the Economic Development Element.)

All rural commercial areas designated in the Comprehensive Plan (CP) were established as “interim” commercial districts. The intent of the CP is to revisit and establish “final” rural commercial area boundaries and designations upon completion of the Tri-Area/Glen Cove Special Study. The “Special Study” is intended to determine the need for and allocation of future commercial/industrial lands and potential development of urban growth areas in the County [See LNP 1.4 and LNG 5.0 and accompanying policies]. The purpose of this section of the Subarea Plan is to make recommendation to the County—consistent with the requirements of the aforementioned CP goals and policies—regarding designation of “final” rural commercial/industrial areas in the Brinnon Planning Area. This is in compliance with the direction given in the CP under LNP 4.8.

## GOALS, POLICIES AND STRATEGIES:

The following goals and policies are intended to encourage rural commercial use consistent with the goals of this plan:

**GOAL:**

- G1.0** Ensure that sufficient buildable land is available to support a viable business community and services for the residents and visitors in the Brinnon area.

**POLICIES:**

- P1.1** Define areas for commercial uses and economic development activity in proper locations that have sufficient land mass to support future business opportunities.

**GOAL:**

- G2.0** Ensure that commercial development related to the natural resources and recreational opportunities of the area is consistent with the general goals as set forth in this plan and provides opportunity for local employment.

**POLICIES:**

- P2.1** Define small-scale recreational and tourist areas on lots (or portions thereof) that rely on a rural location and setting and have sufficient land mass to support future business opportunities.

**GOAL:**

- G3.0** Ensure that commercial development is located, designed, constructed, and operated in a desirable and well-planned manner.

**POLICIES:**

- P3.1** Commercial structures should allow for a mixture of uses whenever possible. An example would be a commercial structure containing retail space, professional offices, and residential units.
- P3.2** Commercial developments should provide adequate buffering or screening when adjacent to incompatible or dissimilar uses such as residential areas.
- P3.3** Landscaping of commercial sites is encouraged, particularly along public roads and within parking areas.
- P3.4** Driveway access from commercial developments onto major roads should be minimized; access should follow the policies of the *Transportation* section of this plan.
- P3.5** Commercial developments should provide parking and off-street loading areas sufficient to serve the size and type of commercial activity. Whenever practical, parking and off-street loading areas should be used in common by adjoining businesses.
- P3.6** Commercial activities should not adversely affect the use or value of adjacent properties.

## Rural Commercial – Brinnon Rural Village Center (RVC)

### Background

The “interim” Brinnon RVC boundary adopted in the CP currently comprises approximately 34 acres of mixed use commercial, residential and light manufacturing activities. Almost all of the area of the Brinnon Flats within the current RVC boundary is also located within the 100-year floodplain of the Lower Dosewallips River. The existing RVC area includes a mix of residential and the following commercial activities:

- ?? Linda’s Gifts and Video Store
- ?? Brinnon General Store
- ?? McKay’s Shrimp Gear
- ?? Johnston Real Estate and Jefferson County Escrow
- ?? Brinnon Mini-Storage and Johnston’s Well Drilling
- ?? Brinnon Flats B & B
- ?? Halfway House Restaurant
- ?? Angela’s Crafts Corner
- ?? U. S. Post Office
- ?? Brinnon Booster Club
- ?? Severn’s Auto Body and Paint Shop
- ?? Brinnon Liquor Store
- ?? Brinnon Automotive
- ?? Whitney Gardens and Gift Shop
- ?? Flock-In Trailer Park

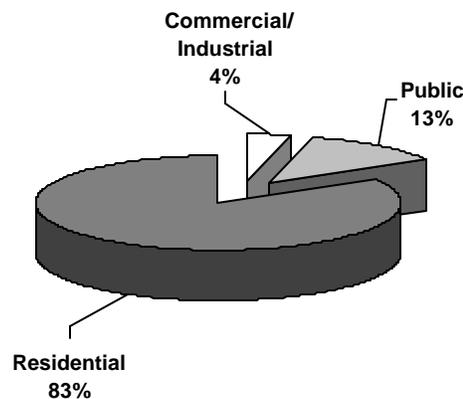
The “interim” RVC for Brinnon is approximately 34 acres in size. The existing land use pattern is shown in Figure BR-4. Most of the RVC is already developed and allows very limited infill development opportunities. Less than a third of the area is vacant (11 gross acres). Of that amount, more than half (6.5 acres) is comprised of *one* undeveloped parcel under single ownership. The remaining vacant areas are in very small lots (one-half acre or less), most of which are located in the residential area of the village. In short, there is almost no significant land available for new commercial development activity in Brinnon. Development inside the RVC is further constrained by the presence of the 100-year floodplain and the lack of a public sewer and water system. If “real world” commercial real estate market factors were taken into consideration—if a potential development needed to assemble a parcel more than 5 acres in size for a new commercial activity and the owner of that *one* property in Brinnon were unwilling or unable to sell—there would essentially be no land available for new economic development. Such land requirements are common—even essential—in an area like Brinnon where the lack of public water and wastewater treatment systems means that larger lot sizes are necessary to accommodate water wells and on-site septic systems and drainfields and still meet minimum setback and County health standards.

Both the presence of the 100-year floodplain and the “interim” tightline boundary are significant impediments to economic development in Brinnon. From an environmental protection and public safety standpoint, it would be most desirable to locate new commercial/residential mixed use development outside of the floodplain. However, the anti-low density sprawl and logical outer boundary requirements of the LAMIRD provisions of the GMA make it nearly impossible to do so [RCW 36.70A.070(5)(d)]. The result is that the Brinnon RVC has been placed in an extremely difficult situation.

Meanwhile local economic development activity is stagnating. According to building permit data collated by the County and shown in the following graphic, in the last five years (1995-2000) the value of new commercial/industrial construction amounted to only 4% of the total new

development value in the entire Planning Area. Of that 4%, more than half was accounted for by improvements to the Boy Scout facilities at Camp Parsons and for the rebuilding of *existing* storm-damaged buildings at Whitney Gardens. In other words, less than 2% of the total value of new construction in the entire Brinnon Planning Area during the past five years was accounted for by new *for-profit* private commercial activity. That 2% was accounted for by one project—a mini-storage building in the Brinnon RVC—that created no new permanent jobs. When viewed in combination with the only other designated rural commercial LAMIRD in Brinnon—WaWa Point—no new permanent jobs were created from new private commercial development activity allowed in any Brinnon LAMIRD’s during the past five years. This speaks to the economic stagnation experienced in the community.

**Brinnon 1995-2000 Total New Development Construction Value by Type (as a % of Total)**



This situation illustrates the failure of the existing Comprehensive Plan to adequately protect the “rural character” of Brinnon. The GMA [at RCW 36.70A.030(14)] requires the County—in the patterns of land use and development established in its Comprehensive Plan—to “*foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas*”. In combination with the 100-year floodplain designation for the Brinnon Flats, the “interim” RVC boundary represents a chokehold on future economic development in Brinnon and fails to live up to the requirements of RCW 36.70A.030(14)(b). In addition, the “interim” RVC boundary fails to meet the local Comprehensive Plan requirements for “logical outer boundaries” of LAMIRDS expressed in LNP 5.2.3—specifically the requirements of subsection “e.” to “[p]rovide employment opportunities for local residents, in particular in areas of insufficient economic growth or economic decline . The existing RVC boundary does not create sufficient employment opportunities to foster the community’s rural-based economy. See further discussion in the Economic Development Element. The shift to home-based businesses, cottage industries and small-scale tourist and recreational uses outlined in the Comprehensive Plan is a good economic development strategy for rural areas, but it cannot be the only one for Brinnon to survive.

**Vision**

The residents of Brinnon have a vision that the rural commercial designation should be expanded to include existing commercial uses excluded from the “interim” RVC and to allow new development opportunities [consistent with requirements of RCW 36.70A.070(5)(d)(i) and (d)(iv)] thereby contributing to the vitality of the community and fostering rural-based economic development. The proposed “final” RVC boundary would approximately double the existing 34-acre designation and

add another 37 gross acres to the boundary. An additional 17 acre parcel is recommended for re-designation as Light Industrial adjacent to the existing gravel pit and north of Dosewallips Road. Most of this new area is already characterized by the built environment but would still allow for some limited new development and infill on existing parcels consistent with the requirements of the GMA.

This proposed “final” RVC boundary (shown in Figure BR-6) would extend westward from the current southern boundary to Schoolhouse Road (to include the existing residential development), northward to Dosewallips Road, eastward along the Dosewallips Road and then northward to include the existing gravel pit and the Boling property located atop the gravel pit. On the east the boundary would be Highway 101 northward to connect to the gravel pit and encompass the existing developed properties (including the Brinnon Motel and Senior Center). This designation will include the area east of Highway 101 directly north from the existing boundary up to Walcott Slough.

The following are examples of low impact businesses that could be located in the Lower Dosewallips, Brinnon “Flats” area:

- ?? Grocery and hardware stores to serve more of the tourist and seasonal residents
- ?? Light assembly to take advantage of the available labor and relatively lower rural wage level
- ?? Medical clinic to serve the aging and growing retirement population
- ?? Recreational equipment, supplies, and apparel to serve the campers, backpackers, hunters and fishermen who come to the National Forest/National Park
- ?? Water bottling plant with a local area name to promote one of the great benefits of the area—our water.

The areas proposed to be included in the “final” RVC boundary were analyzed for consistency with the “logical outer boundary” requirements of the GMA [RCW 36.70A.070(5)(d)(iv)]. The Western Washington Growth Management Hearings Board stated in *Durland, et.al. v. San Juan County* that the “built environment” as it applies to RCW 36.70A.070(5)(d) “means only those facilities which are ‘manmade’, whether they are above or below ground”. This definition would seem to include the recognition of infrastructure improvements made on properties such as needed to provide for transportation access, utilities and water and wastewater treatment. The map shown in Figure BR-5 illustrates the “built environment” as of July 1, 1990 in the area based on review and analysis of Jefferson County Assessor’s Office parcel files. The analysis used a benchmark of ‘improved structures’ to classify and categorize the properties as either built or unbuilt as of July 1, 1990. In cases where no date was known as to presence of structures, Jefferson County building permit files were reviewed to determine the “structure’s” date of construction. Improved structures for the purpose of this “built environment” analysis included houses, mobile homes and pads, sheds, garages, barns, outbuildings or commercial buildings.

The proposed expansion within the existing “Flats” area is bounded by the Dosewallips River on the south, Schoolhouse Road on the west, the Dosewallips Road to the north, plus the gravel pit area, and Highway 101 to the east, including highway frontage properties north from the existing boundary up to Walcott Slough. This area comprises approximately 36 acres. Only four parcels totaling approximately six acres within this area are currently vacant or entirely undeveloped. This area was originally zoned “general commercial” in 1994 when the County began its GMA planning. Almost all of the parcels within this area exhibit characteristics of the built environment, most of which are already developed for residential or commercial uses, but do contain potential for “infill” and redevelopment to more intensive use. These parcels were identified in the *Tri-Area/Glen Cove Special Study Phase II, Land Use Inventory Report*, (prepared by TerraLogic, Inc.) as “planned commercial and manufacturing analysis areas”. These areas were included in the inventory of

potential commercial/industrial lands for the county to consider for “final” LAMIRD designation (following up on the “interim” or “tightline” logical outer boundary designations in the initial adoption of the CP) following completion of the Tri-Area/Glen Cove Special Study. Almost all of these parcels were classified as either “occupied”, meaning fully developed, or as “further developable land” in the TerraLogic report, meaning that although already characterized by the built environment on portions of the parcel, there was sufficient area remaining to accommodate new (infill) development. Only one logical outer boundary parcel was identified as vacant (and not delineated by the built environment) along the Dosewallips Road (see Figure BR-5). However, this parcel is currently “for sale” and qualifies as limited infill development.

The proposed expansion area north of Dosewallips Road, on a portion of the “Upper Flats”, would include the gravel pit and the Boling property. This is the only area outside of the existing 100-year floodplain that has both direct access to Highway 101 and historic use for non-residential development. The gravel pit (comprised of two parcels totaling 5 acres—a 3.9 acre piece owned by the Boling family and a 0.8 acre lot owned by the Washington Department of Natural Resources) is essentially a resource-based industrial use with occasional excavation and truck hauling operations and machinery storage. It did not register as a “built environment” parcel based on the criteria used to screen the Assessor’s database due to the lack of any permanent structures on the parcel. However, it clearly has current and historic (i.e., pre-July 1, 1990) man-made activities and alterations on the property. The upper Boling property (17 acres) comprises the largest parcel in single ownership in the Brinnon Flats area that has a current history of industrial land use. The property is cleared and graded and has housed a sawmill and other industrial operations over the years. An existing house and outbuildings are present on the property. Its location across Dosewallips Road from the Flats area and rise in elevation make it a very suitable area for potential manufacturing or light industrial uses. It could also provide a location outside of the floodplain for a future wastewater treatment facility and/or a public water system that could serve the entire Brinnon Flats area.

The Brinnon Planning Group considered and reviewed several other areas for inclusion within an expanded “final” RVC for Brinnon. In spite of their desire to include these areas within a new RVC boundary, there were consistency issues associated with satisfying the GMA requirements for “prevention of low density sprawl” and “logical outer boundaries” in these areas that made consistency with the LAMIRD provisions of the GMA problematic.

One alternative that was considered was to expand the RVC to include the entire “Upper Flats” bluff area above and immediately north of the Brinnon School and Dosewallips Road. This area contains a mix of existing residential and non-residential uses. There are several businesses operating in the upper flat area, including Bud’s Excavating, Brinnon Cemetery, Lucky’s Trailer Park, Mountain Electric, and Frank’s Storage. Most of these businesses operate as either home-based businesses, cottage industries or were established prior to zoning in the County. Nevertheless the area retains a predominantly rural residential character. The area was not zoned commercial at any previous time in history nor was it considered or did it qualify for inclusion in the TerraLogic Report as a “planned commercial and manufacturing analysis area”. In total, including the gravel pit and Boling property, and extending westward to the BPA power lines, this area would have increased the size of the RVC to more than 200 acres and could have designated as much as five times more new land for more intensive commercial development than presently exists or is allowed under the 34 acre “interim” RVC boundary. This would likely not qualify as allowing “limited” development of undeveloped lands under the logical outer boundary requirements of RCW 36.70A.070(5)(d)(iv).

The other alternative considered was to include the area one-parcel-deep immediately west of and contiguous to Schoolhouse Road that was excluded from the “interim” RVC boundary. This area is anchored by the new Fire Station (built after 1990) on the south and the Brinnon School (built pre-1990) on the north. There is a limited amount of intervening vacant and further developable

residential land between the two public buildings. However, due to the fact that both the school and the fire station are essential public facilities (and do not require a LAMIRD designation for expansion or for provision of potential future sewer or water facilities) and there is mostly undeveloped areas in between, the area was not included in the recommended “final” RVC boundary.

**Future Objectives**

Upon completion of the Tri-Area/Glen Cove “Special Study” or as deemed appropriate by the County, we urge the County to consider designation of a “final” Brinnon RVC boundary consistent with the recommendations of this Subarea Plan. In addition, the County should continue to work with its legislative delegation to promote revisions to the Growth Management Act that would allow for the expansion of the Brinnon RVC and LAMIRD activities to areas outside of the 100-year floodplain. Furthermore, the Brinnon Flood Board should act with urgency to work with the County and the Federal Emergency Management Agency (FEMA) to re-assess the extent of the 100-year floodplain on the Lower Dosewallips River. Finally, the County should coordinate with the U.S. Department of Agriculture, Rural Development Assistance, and other agencies to pursue funding opportunities for the planning and design of a public water and/or wastewater treatment system for the village area.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

- G1.0** Expand and promote the commercial areas of Brinnon to attract new businesses and promote the rural-based economy.

**POLICIES:**

- P1.1** Redefine the Brinnon RVC to include the existing boundaries and other properties, encompassing the area from Highway 101 westerly along the Dosewallips River to Schoolhouse Road, north to the Dosewallips Road, east to Highway 101, south from the Dosewallips Road to the point of beginning. This designation will include the area east of Highway 101 directly north from the existing boundary up to Walcott Slough. This designation will include the gravel pit at the northwestern intersection of the Dosewallips Road and Highway 101 and the Boling property immediately adjacent to it—which should be designated as Light Industrial (LI). This expanded logical outer boundary would increase the existing “interim” RVC area by approximately 36 gross acres plus the 17 acre light industrial (LI) district.
- P1.2** Within five years, the Brinnon community will have developed a plan, including funding sources, for an enhanced community water system and sewage treatment system.

**GOAL:**

- G2.0** Coordinate with the Brinnon Flood Board, Jefferson County, and FEMA Region 10 to pursue update of the Flood Insurance Rate Map (FIRM) for the Lower Dosewallips River floodplain that affects the Brinnon Flats and the RVC.

**POLICIES:**

- P2.1** Within one (1) year, the Brinnon Area Flood Control Board shall develop the rationale for why the designation of ‘floodplain’ should be changed and initiate contact with the affected agencies to pursue an update to the FIRM for the Brinnon Flats.

## **Rural Commercial – WaWa Point Convenience Crossroads**

The WaWa Point neighborhood includes all the land east of U. S. Highway 101 and south of the Camp Parsons Boy Scout Camp to include both the Right Smart Cove and the Jackson Cove residential areas.

The major access road to WaWa Point is the WaWa Point Road. A service frontage road known as Hjelvik's Road exists east of and parallel to U. S. Highway 101 and serves Hjelvik's General Store and boat launch. The 4 acre area comprising the existing Hjelvik's General Store is presently the only portion of WaWa Point designated "interim" Convenience Crossroads (CC) in the Comprehensive Plan. The Bee Mill Road is approximately three (3) miles long and serves the Point Whitney Shellfish Lab and residential area, Camp Parsons Boy Scout Camp and the Pulali Point residential area. At the intersection of Bee Mill Road and U. S. Highway 101, is the long standing Cove Park Store and RV Park.

### **History**

According to Ida and Vern Bailey's "*Scrapbook of Brinnon History, 1997*", the first recreational development at WaWa Point was known as the Olympiad. It originated in September 1926 and was composed as a 167-acre tract. In 1929 the owners built 16 cabins and in 1930 added 13 more. In the early 1940's they purchased 33 acres of tidelands adjoining the cabin area. In 1944 the original 15 year lease owned by the Pacific Wilderness Association ran out, and after some negotiation the association renamed itself the Olympiad Park Association, and exchanged the tidelands for title to 14 acres and the main building plus one cabin and a dance hall. The main building included the dining room, store and living quarters. The remaining property was later subdivided and sold as individual lots to private citizens. For the past fifty years, vacation homes and year-around residences have occupied the mouth of Jackson Cove up to the boundaries of land owned by Camp Parsons.

Since 1945, the main building and part of the Olympiad surrounding area is now known as Cove RV Park. The park presently contains 16 sites and has been owned by a number of individuals. It serves seasonal visitors whose stays are limited to 180 days. The main building is a store, primarily to serve guests, and to sell items such as shrimp pots and fishing gear. The current owners added a cabin in 1999 and a portable espresso stand in 2000.

The store also operated as a gas station until approximately 1989, but the then-owner chose not to fulfill requirements for updating the tanks, and they were removed.

The parcel immediately adjacent to the Cove RV Park, across the Bee Mill Road to the south, contained a dance hall associated with the Olympiad Park. After Olympiad Park was subdivided, this area was sold, partially logged and used as pasture land by the new owner Maury Anderson. The dance hall, on the upland portion of the parcel closer to Highway 101, was used as a residence until 1987 when it was vacated. In 1988, it was demolished by fire. Mr. Anderson retains a cabin on the shoreline end of the property on Dabob Bay near the mouth of Marple Creek. The upland end of the parcel—across Bee Mill Road from the Cove RV Park—remains cleared, but currently has working septic and well with water service to the property.

All of WaWa Point, from the east side of WaWa Point Road to the shoreline, is subdivided into small residential parcels. Some contain homes for year-around residents that are mostly retirees, while others serve as vacation homes.

Hjelvik's General Store presently resides on a 24 acres tract of land south of the WaWa Point Road to Right Smart Cove. It is owned and operated by Mr. Eivind Hjelvik and his family. Eivind's mother and sister—"Ma" and Nancy Hjelvik—operated a small "old-time" store until it was destroyed by

fire in 1974. Following the fire, the store was rebuilt to its current size. Gas pumps and propane were added for a short time. The Store sits on a much larger parcel most of which is used as a pasture. The pasture-land—which comprises approximately 20 acres of the total 24 acre parcel—was fenced and irrigated and now contains cattle, horses, and geese. Immediately south and contiguous to the Store is another 6.5 acre parcel owned by Hjelvik. It extends to the shoreline of Right Smart Cove and includes a concrete boat launch, access road and gravel parking lot constructed in 1976. Mr. Hjelvik charged a fee for boat launching, parking and overnight camping at the site. Today the site is closed for most of the year but is used sporadically during the summer season for the same purposes.

### **Land Use Considerations**

The area extending from Cove Park (at the intersection of Highway 101 and Bee Mill Road) south to Hjelvik’s Store (including the larger undeveloped pasture owned by the Hjelvik family on the same parcel as the Store)— bounded by Hjelvik’s Road, a frontage road to Highway 101, on the west and WaWa Point Road on the east—was zoned “general commercial” prior to the County initiating its planning under the GMA in 1994. The pre-GMA commercial zone for WaWa Point was approximately 27 acres. However, during development of the CP, as stated on pg. 3-16, the County made a finding that “infill development” between Cove Park and Hjelvik’s Store allowed under the pre-GMA zoning would “*result in inappropriate sprawl.*” As a result, the entire 27 acre “pre-GMA” commercially zoned area was designated as Rural Residential in the CP, except for the 4 acre site of the existing Hjelvik’s Store itself—which was designated as Convenience Crossroad CC (thus splitting the Hjelvik family parcel). The CP specifically found that the Cove Store and RV Park was a small-scale tourist and recreational use that “*does not require commercial designation,*” so only four (4) of the original 27 acres of WaWa Point zoned commercial were designated as “interim” Convenience Crossroads (CC) in the CP—an 85% reduction.

The CP also states (on pg. 3-16) that, only the 4 acre site of Hjelvik’s Store and not the remaining 20 acre pasture portion of the same parcel was designated as Convenience Crossroad (CC) commercial in order to “*prevent commercial sprawl, and in order to focus development in areas of infill in Quilcene and Brinnon Rural Village Centers.*” We believe the “sprawl” issue is a legitimate concern that needs to—and will—be addressed in this Subarea Plan. To wit, the County correctly followed the criteria in LNP 5.2.3.c. that, in drawing a logical outer boundary, “[a] large parcel that is partially developed for existing uses may not be designated in its entirety, if such a designation would promote sprawl.” We concur with the CP conclusion as to the application of that criteria in the particular case of the remaining 20 acre pasture portion of Hjelvik’s parcel. However, restricting commercial land designation at WaWa Point based on the need for that commercial allocation elsewhere in south County is unfounded. The CP cannot “rob Peter to pay Paul.” Indeed, as pointed out in the preceding discussion about the Brinnon RVC, and the present economic conditions discussed in the Economic Development Element, the “interim” RVC designation failed to allocate enough land to “foster” rural commercial/industrial opportunities in the Brinnon village core. We make the same finding in WaWa Point.

The WaWa Point area is a separate and distinct neighborhood from the Brinnon village and Quilcene, one that is isolated and has supported traditional and historic rural non-residential land uses and lifestyles. The current WaWa Point CC contains *one* existing use comprising 4 acres— one acre for the existing store and 3 acres to allow for “*possible expansion*” of the store and “*to meet parking requirements*”, according to the CP (at 316). In other words, the current CC designation only allows for expansion of Hjelvik’s Store—it creates or “fosters” no *new* rural commercial development opportunities and no opportunities for *infill* development as originally intended by RCW 36.70A.070(5)(d)(i).

We cannot believe that the CP intended to imply that *any* rural commercial designation beyond 4 acres at WaWa Point would constitute “promoting sprawl.” If so, then presumably even *one* more

acre would constitute “sprawl.” We believe, instead, that the CP found, in the findings shown at 3-16, only that the original 27 acre pre-GMA “general commercial” zoning—and the range of uses allowed in that pre-GMA zone—proposed in the Draft CP—in its entirety—constituted sprawl at WaWa Point. Further, that the intent of the “interim” CC designation and the CP at LNP 1.4 is to allow and indeed “plan for” additional commercial development consistent with that necessary to foster rural economic development opportunities. But this must be done in a manner that prevents the inappropriate conversion of undeveloped lands into sprawling low-density development.

We analyzed the area to determine how best to achieve those dual aims.

As shown on the existing land use map (Figure BR-7) most of the area is characterized by residential use along the Dabob Bay shoreline and east of WaWa Point Road and the Cove RV Park. However, in the area comprised of the 27 acre “pre-GMA” commercial zone (and currently designated rural residential in the CP) there is only one incidental residential structure (the owner’s house at the Cove RV Park). The rest of the area is characterized by either existing commercial development (Cove Grocery and RV Park and Hjelvik’s Store), cleared and formerly developed land (i.e., Maury Anderson’s), or open grazing land that was long ago logged and cleared (Hjelvik’s pasture). The area is immediately adjacent to and served by excellent access to Highway 101—the only arterial in Brinnon. All of the former (pre-GMA) commercially zoned properties have frontage road access off of Highway 101 on Hjelvik Road. The CP at 3-16 found that all of these properties were provided “safe access” from Highway 101 via the frontage road. The character of the existing non-residential development, proximity to Highway 101 and local access roads, and lack of significant tree cover make its use as a future residential area questionable.

Analysis of the “built environment” per RCW 36.70A.070(5)(d)(iv) is illustrated in Figure BR-8. This analysis shows the “built environment” using the same methodology and criteria previously discussed in the Brinnon RVC section, except that the built environment as shown in Figure BR-8 also includes structures or facilities built below grade. For example the concrete boat launch, gravel access road and parking lot constructed on the parcel immediately south of Hjelvik’s Store which fronts on Right Smart Cove is not shown on the Assessor’s parcel database files as a “developed” parcel—but it does qualify as the “built environment” under the recent Hearings Board definition of the term in *Durland, et.al. v. San Juan County*. In essence, that the “built environment”, as it applies to RCW 36.70A.070(5)(d), “means only those facilities which are ‘manmade’, whether they are above or below ground”. This is presumed to include the installation of above- or below-ground facilities and improvements for road access, utilities, water, septic, or irrigation systems, etc., on other parcels. However, these types of “built environments” are not identified in the Assessor’s files and therefore were not analyzed or mapped for parcels otherwise identified as undeveloped or vacant by the Assessor, except in cases where field assessment or property owner information regarding the presence of such facilities could be confirmed.

## **Vision**

The residents of the WaWa Point neighborhood have a vision of the old crossroads commercial area being utilized for small-scale recreational and tourist uses consistent with the rural character and visually compatible with the existing development in the area. We do not want to see low density sprawl or a commercial strip development that bears no connection to or is visually incompatible with the character of the surrounding area. For that reason, we propose adoption of a Small-Scale Recreation & Tourist (SRT) Overlay Zone for the WaWa Point area as shown on Figure BR-9.

The following is a vision of how the crossroads area could be utilized under the SRT zone to foster rural economic development consistent with the adjacent rural residential character of the neighborhood:

- ?? Cabins: A wooded setting with log cabins with amenities for couples and families. The complex would be required to be buffered with trees from area residents. It could be developed in stages and offer non-polluting recreational activities, such as those described in the Parks and Recreation element of this plan.
- ?? Scuba Diving Facilities: Charter boats for scuba divers. A store providing air, diving equipment and services for scuba divers. Divers favor the Pt. Whitney and Pulali Point area. Recreational divers are demographically a desirable segment of the recreational market usually characterized by relatively higher levels of disposable incomes and a propensity to explore and travel to new—even is olated—areas to conduct their hobby.
- ?? Horticulture: A “high class facility,” similar to Heronswood located in Kingston, that provides native species and non-invasive exotics. Horticulture and gardening do very well with retirement communities and with tourists, as an attraction and destination. Heronswood is known throughout the world, and Whitney Gardens attracts 50,000 visitors a year.
- ?? Kayak (boat/log cabin) building: Provide local citizens and tourists with kayaks, boats, and/or small boats/log cabins, and boating and water safety instruction, and also educate locals with a new master skill that earns competitive wage. Low infrastructure costs. Fits the local environment. Would also distinguish the Brinnon-area for craftsmanship and provide living wage jobs.

#### **Small-Scale Recreation & Tourist Overlay Zone (SRT)**

The proposed overlay zone shown in Figure BR-9 would cover only four lots (or portions thereof). It would extend from the existing Cove Grocery and RV Park south to Hjelvik’s General Store and include the boat launch and camping area on the separate parcel immediately south of and contiguous to the General Store. It would be bordered on the west by the existing parcel boundaries along the frontage road and bordered on the east by extending the existing Convenience Crossroad boundary line for Hjelvik’s General Store north in a straight line parallel to the parcel boundary that abuts the frontage road.

In total the SRT overlay would constitute approximately 18.7 acres—still significantly less than the original 27 acre pre-GMA commercial zoning for the area. It would allow significantly fewer and potentially less intensive non-residential uses than otherwise allowed under a rural mixed use commercial designation such as Neighborhood Visitor Crossroad (NVC). No new residential development would be allowed. The overlay zone would only allow the uses identified as small-scale recreational and tourist uses in Section 4.35 of the Unified Development Code (UDC). The SRT overlay would also allow “limited and commensurately scaled commercial facilities” intended to serve those small-scale recreational and tourist facilities as a special use consistent with the requirements of the policies of this Subarea Plan and as prescribed in Section 4.35.3.a. of the UDC.

The CP and this Subarea Plan promote increased tourism and recreational development in Brinnon. As discussed elsewhere in this Subarea Plan, Brinnon has a long history of small-scale recreational and tourism development. Much of its existing rural character is defined by such uses. The SRT designation creates opportunities for traditional rural lifestyles and a rural-based economy by identifying a specific and discrete rural location and setting—which these kinds of uses are dependent upon—and relieves the affected property owners from the burden of obtaining a conditional use permit to foster this kind of rural economic development. All identified SRT uses in Section 4.35 UDC would be permitted “Yes” uses within the SRT overlay subject to approval by

the Administrator of the Department of Community Development. Administrative approval would be required in order to ensure compliance with the following:

- ?? the applicable conditions and standards of the UDC, including those of Section 4.35 and where modified by this Subarea Plan;
- ?? the relevant bulk and dimensional standards of the underlying land use district; and
- ?? any applicable provisions of this Subarea Plan.

The rationale for designation as an SRT overlay is prompted largely by the existing rural character and land uses of the four lots (or portions thereof) in question. Despite its rural residential designation in the CP the character of the lots proposed for the overlay zone is decidedly non-residential.

- ?? The CP, at 3-16, already recognizes the Cove Grocery and RV Park as an SRT use. This area constitutes approximately 2.3 acres.
- ?? The portion of the Maury Anderson property included within the zone accounts for approximately 3.0 acres. It comprises only the upland portion of the parcel used initially as a dance hall in the 1930's that was later converted to a residence and then destroyed by fire and never rebuilt for residential purposes. The upper portion of the Anderson parcel proposed for the overlay has been cleared and is surrounded on three sides by public roads—Hjelvik Road, Bee Mill Road and WaWa Point Road, and has working water and septic systems on-site. This portion of the parcel is much better suited for non-residential development. Its location adjacent to the existing Cove RV Park and at the intersection of Bee Mill Road and Highway 101 makes it a unique “gateway” entrance location to the WaWa Point and Pulali Point areas, including the Point Whitney Shellfish Lab and public beaches.
- ?? The portion of the Hjelvik pasture proposed for the overlay comprises about 7.0 acres. It is undeveloped (but cleared), accessed by two different roads (the frontage road and WaWa Point Road) on two sides of the property, is contiguous to the existing LAMIRD designation at the General Store, and only includes the parcel frontage along Hjelvik Road and Highway 101—not the remaining acreage that abuts the rural residential uses on the back side of WaWa Point Road to the east. Its characteristics, location and setting make it a particularly attractive and unique property for small-scale recreational and tourist uses. It represents the largest undeveloped, topographically flat and already logged and cleared property with views of the Hood Canal and adjacent to Highway 101 in the entire Planning Area. It is an appropriate site for conversion to SRT development. The SRT portion comprises less than one-third (7.0 acres) of the total acreage of the Hjelvik parcel (24.3 acres). The remaining 13 acres of the “pasture” would retain a rural residential designation to act as a buffer between the residential uses east across WaWa Point Road.
- ?? The southern terminus of the SRT overlay would include the beach and boat launch on Right Smart Cove at the southern end of the Hjelvik property (approximately 6.5 acres). The existing beach access, boat launch, access road, parking area and current and historic use of the site for transient RV camping are the unique features of the area that truly make this location best suited for small-scale tourist and recreational uses. People could camp at Cove Park and at the beach on Hjelviks property and use the boat launch. Also, this launch is sandwiched between 2 waterfront lots with 200ft. tidelands on the east owned by the State WDFW and 5.6+ acres with 500 ft. tidelands on the west owned by the State DNR. There is an existing permitted commercial boat launch and a history of transient, self-contained R/V camping at the south end of the Hjelvik property, which is still operated occasionally throughout the year.

## Statutory Requirements

We have previously in this section and in the Economic Development Element discussed the land use, rural character, and economic development rationale for the SRT overlay designation. Now we must address the statutory (both GMA and the Jefferson County CP) requirements.

### GMA Consistency

The SRT designation is consistent with the uses authorized under RCW 36.70A.070(5)(d)(ii) as a small-scale recreational and tourist LAMIRD. Such LAMIRDS are subject to the “measures governing rural development” found in RCW 36.70A.070(5)(c). Those measures include:

- (i) *Containing or otherwise controlling rural development;*
- (ii) *Assuring visual compatibility of rural development with the surrounding rural area;*
- (iii) *Reducing the inappropriate conversion of undeveloped land into sprawling, low-density development in the rural area;*
- (iv) *Protecting critical areas, as provided in RCW 36.70A.060, and surface water and ground water resources; and*
- (v) *Protecting against conflicts with the use of agricultural, forest, and mineral resource lands designated under RCW 36.70A.170.*

We find that application of the SRT overlay to the approximately 18.7 acre area specified in Figure BR-9 and the applicable provisions of this Subarea Plan and the UDC will serve to meet the above requirements of RCW 36.70A.070(5)(c).

About one-half of the area of the lots (or portions thereof) proposed for the SRT overlay are “undeveloped” in the sense that they do not constitute the “built environment” as defined by the Hearings Board and this Subarea Plan. These include *portions* of two lots—Maury Anderson’s 2.9 acre site and the 7.0 acre portion of Hjelvik’s pasture. In total the *portions* of these lots included within the SRT overlay comprise 10 acres (or 53%) of the total 18.7 acres proposed for SRT designation. The designation of undeveloped land in an SRT LAMIRD is clearly consistent with the intent of RCW 36.70A.070(5)(d)(ii) to allow for “...*new development of, small scale recreational and tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting*”. Nevertheless care must be taken in the application of the designation to ensure that the (c)(iii) requirements to reduce the “*inappropriate conversion of undeveloped land into sprawling, low-density development*” are met. We find that the designation of the *portions* of the lots in question do, in fact, meet that requirement. If *all* of the area of the two “lots” in question (i.e., Maury Anderson’s and Hjelvik’s) were included it would add between 15-20 additional acres to the designation and would extend it much closer to the existing rural residential uses along Dabob Bay and WaWa Point. This could potentially lead to the “inappropriate” conversion of undeveloped lands in to low-density sprawl and threaten the rural residential character of the adjacent area. However, as previously discussed, the *portions* of the properties proposed for SRT designation include those best suited for non-residential small-scale recreational and tourist uses and therefore, comprise land uses consistent with the rural character and constitute the “appropriate” conversion of undeveloped land in the rural area. Furthermore, the current proposed SRT designation includes significantly less undeveloped land than that included in the “pre-GMA” commercial zoning CP proposal that was found to constitute “sprawl” in the CP.

To ensure visual compatibility with the surrounding rural character and residential uses [required by RCW 36.70A.070(5)(c)(ii)] all proposed SRT uses allowed within the overlay zone will be required to prepare—and have approved by the Administrator—a site plan that can demonstrate measures to protect or minimize adverse impacts on drainage, traffic generation, visual impact, noise, and other relevant criteria to preserve the existing rural character of the area.

Any development proposed within the SRT overlay will be subject to the environmentally sensitive areas requirements, including groundwater resource protection standards, of the UDC at Section 3.6.4 et. al. and the grading, drainage and stormwater protection standards in the UDC at Section 6.6 and 6.7. The proposed SRT overlay does not include or abut any lots designated as agricultural, forest or mineral resource lands in the Comprehensive Plan. Nor is the implementation of such a designation expected to interfere or conflict with the use of such resource lands in the vicinity.

The Hearings Board ruled in *City of Anacortes, et.al. v. Skagit County* that small-scale recreational and tourist-oriented LAMIRDS authorized under RCW 36.70A.070(5)(d)(ii) are not required to meet the “logical outer boundary” (LOB) requirements of RCW 36.70A.070(5)(d)(iv). According to the Board, “LAMIRDS designated under (d)(ii) or (d)(iii) are defined by ‘lots’ and thus [logical outer boundary] requirements are irrelevant”. Small-scale recreational and tourist LAMIRDS are intended to be small-scale by definition, to comprise “appropriate” development in a rural area, and to only require public services and facilities that are “limited” in such a manner that—the public facilities—do not permit the spread of low-density sprawl.

The lots (or portions thereof) proposed for SRT overlay are adequately served by transportation facilities and lack public water and sewer facilities. No new public water or sewer facilities are planned for or deemed necessary to serve the lots in question. The existing non-residential uses on the lots in question all rely on wells and septic systems for water supply and wastewater treatment and disposal, respectively. Therefore, future development will be limited to that which must be of a character, scale, intensity, and design to meet the on-site septic and water requirements of the UDC and the Jefferson County Health Department. The SRT designation will promote small-scale and rural character development that limits the need for public services and facilities in a manner that does not permit low-density sprawl—as required by RCW 36.70A.070(5)(d)(ii).

#### Comprehensive Plan Consistency

The CP contains several policies that require measures to “*minimize and contain*” the site of a SRT use (LNP 7.1.6) and that allow “*expansion of existing small-scale recreational or tourist areas and uses*” (LNP 7.1.7) which “*should be established and maintained by logical outer boundaries*”. The site plan requirements of LNP 7.1.6 are contained in the SRT criteria in the UDC at Section 4.35 and reaffirmed in the policies in this Subarea Plan. The “*logical outer boundary*” (LOB) requirements of LNP 7.1.7 appear to create an inconsistency with the recent Hearings Board decision in *Anacortes v. Skagit County* regarding whether or not logical outer boundaries apply to SRT LAMIRDS. Nevertheless, the CP (at LNP 7.1.7) clearly allows for and anticipates the “*intensification/expansion of existing small-scale recreational or tourist areas and uses*”. Therefore creation of a discrete SRT overlay itself at WaWa Point that takes in undeveloped land is consistent with the CP. However, there are two potentially important questions here:

- (1) Must the boundary of the SRT overlay be “*delineated predominantly by the built environment as of July 1990*” ?; and
- (2) If the answer to question (1) is yes, then is it ?

We pass on the first question and assume for our sake that we must be consistent with LNP 7.1.7 which states in its entirety:

**LNP 7.1.7**      *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 as of July 1990, but may also include undeveloped lands if the overall goals of the Rural Element are maintained, by:*

- 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*

The July 1, 1990 “built environment” for WaWa Point is shown in Figure BR-8. This map illustrates the built environment based on the methodology previously discussed utilizing Assessors Office parcel data to identify structures and man-made (above ground) improvements. It is also (in the case of Hjelvik’s boat launch) augmented with local property owner data that has been field verified to illustrate “below ground” man-made improvements and facilities (i.e., boat launch, access road and parking lot) that have been determined to constitute the built environment according to the Hearings Board. The only portion of the four lots in question that does not constitute the “built environment” as defined herein is the undeveloped 7.0 acre portion of Hjelvik’s pasture proposed for inclusion in the SRT overlay. It accounts for slightly more than one-third (37%) of the total area of the proposed SRT overlay. [It should be noted that field investigation was done on the affected portion of the Anderson property to validate the presence of man-made “below ground” facilities. These facilities include the on-site septic system and well that served the original “dance hall” building and later residence for Mrs. Anderson (which burned down in 1987)].

We believe the intent of the CP at LNP 7.1.7 is clearly to allow for the inclusion of undeveloped lands in SRT “areas”. How else then to allow for “*intensification/expansion*” of these uses and areas “*that foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas*” ? The challenge is to find a balance between the requirement to cultivate a rural-based economy while preventing low-density sprawl and preserving the rural character of the area. Therefore, the key determinant in deciding how much undeveloped land should be included within an SRT LAMIRD cannot *solely* be that of the logical outer boundary requirement—but must include consideration of the measurable criteria prescribed in *LNP 7.1.7 a.-e*. In effect, the LOB and the criteria in *LNP 7.1.7 a.-e*—taken together—constitute the appropriate test for preventing low-density sprawl and preserving rural character. In other words, any undeveloped land included within an SRT LAMIRD must be able to demonstrate satisfaction with the criteria (in *a.-e.*) in order to meet the requirements of LNP 7.1.7. We cannot believe the intent of the logical outer boundary requirement of (d)(iv) was to be so restrictive so as to prevent the very expansion of these same areas authorized by (d)(ii). If that were the case—and the portion of the Anderson and Hjelvik’s lots not defined by the built environment were removed from the designation—there would be no opportunity for expansion of the SRT “*area and uses*” at WaWa Point—in violation of the Act at (d)(ii).

We believe that the proposed SRT overlay at WaWa Point and the associated policies and provisions of the CP, this Subarea Plan, and the UDC act in concert to fulfill the requirements of LNP 7.1.7.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

- G1.0** Expand and promote the historic commercial area at WaWa Point to attract new small-scale recreational and tourist businesses in order to promote the rural-based economy and traditional lifestyles of the local residents.

**POLICIES:**

**P1.1** Redefine the existing WaWa Point Convenience Crossroad (CC) LAMIRD to include a Small-Scale Recreation and Tourist (SRT) Overlay District. The overlay would include the existing Cove Park Grocery and RV Park and extend south to include the upland portion of the Maury Anderson property and the Highway 101 frontage portion of Hjelvik’s pasture and terminate at the existing boat launch and camping site on Right Smart Cove, immediately south of and adjacent to the existing Hjelvik’s Store. The overlay would designate approximately 18.7 gross acres of land for expansion and intensification of the existing small-scale recreational and tourist area and uses.

**P1.2** Amend the Jefferson County Comprehensive Plan (CP) and Unified Development Code (UDC) to establish provisions for an SRT Overlay District at WaWa Point. Provisions shall include, but not necessarily be limited to, the following:

1. Classify the Small-Scale Recreation and Tourist Uses (SRT) identified in Table 3-1 of the UDC under Rural Residential designations as “Yes” uses within the SRT Overlay District, subject to the provisions of the UDC, except as may be modified by the provisions of this Subarea Plan.
2. Outdoor commercial amusement facilities, outdoor shooting ranges, and off-road vehicle (ORV) and all-terrain vehicle (ATV) park and recreational uses shall be prohibited within the SRT Overlay.
3. Unnamed uses, if classified as an SRT use by the Administrator—consistent with the requirements of UDC Section 4.35.2—shall be treated as “Cd” (Conditional discretionary) uses within the SRT Overlay.
4. All allowed uses within the SRT Overlay shall be exempt from the general minimum lot size requirements of 4.35.3.b, provided they are located on legal lots of record. However, other use-specific minimum lot size requirements of Section 4.35 shall apply unless otherwise exempted by this Subarea Plan.
5. The use-specific minimum lot size requirements of UDC Section 4.35 for equestrian centers, conference center/retreat facilities, and for rural recreational lodging shall not apply to such uses when located within the SRT Overlay.
6. All allowed uses within the SRT Overlay shall have a site plan approved by the Administrator consistent with the requirements of the UDC generally and Section 4.35.3.j specifically.
7. Setbacks and other development standards shall be consistent with those required in the underlying Rural Residential District, except as may be modified by UDC Section 4.35.3 or by the provisions of this Subarea Plan.
8. Expansion of existing SRT uses and facilities within the SRT Overlay shall be exempt from the requirements of UDC Section 4.35.4.a (which requires a conditional use permit).
9. The maximum size provisions for rural recreational lodging or cabins for overnight rental, and conference center/retreat facilities—specified in UDC Section 4.35.9.b—shall be amended to read as follows when such uses are located within the SRT Overlay:
  - b. Fifteen (15) built cabins or bedrooms for overnight lodging comprising up to seven thousand five hundred (7,500) square feet of gross floor area are

allowed for up to every ten (10) acres of parcel area devoted to SRT use, or as allowed in UDC Section 4.35.9.b., whichever is greater. A maximum of thirty (30) rooms or cabins comprising no more than 12,000 square feet of total building area over the entire site, excluding a caretaker's or manager's residence, shall apply to rural recreational lodging uses in areas greater than ten (10) acres when located in the SRT Overlay.

In projects involving both conference center/retreat facilities and lodging facilities, total building coverage shall not exceed the maximum impervious surface coverage allowed by UDC Table 61 for the underlying Rural Residential District and other requirements of the UDC, as applicable.

The Administrator may also modify the maximum building size of the SRT use(s) allowed under this section based on the authority granted under UDC Section 4.35.3.j.

10. Rural recreational lodging or cabins for overnight rental and conference center/retreat facilities—when located within the SRT Overlay—shall be exempt from the requirements of UDC Section 4.35.9.f (which requires a conditional use permit).
11. Rural restaurants—when located within the SRT Overlay—shall be exempt from the provisions of UDC Section 4.35.10.a (which requires co-location with another primary SRT use).

**P1.3** Ensure that adjacent and surrounding property owners receive adequate and timely public notice and comment periods for proposed SRT uses within the overlay district.

**P1.4** During site plan review of proposed SRT uses within the overlay district, the Administrator shall consider site and building design standards including, but not necessarily limited to, building material types, building mass and orientation, architectural treatment, and the use of existing vegetation and landscaping as means to ensure compatibility with the surrounding rural character.

## **Rural Commercial - Black Point**

The Black Point area is recommended for designation as a Master Planned Resort and is discussed in further detail later in this section.

### **History**

Since the beginning of the timber industry, people have been coming to the Brinnon area to enjoy the recreational opportunities afforded along the shores of Hood Canal and the Dosewallips and Duckabush river valleys. Both State and Federal government agencies have recognized these recreational opportunities and provided parks and trails to accommodate the public's desire for recreation.

Except for slowdowns during the 1930's (Great Depression) and mid 1950's (an over supply of logs in a weak domestic market) the timber industry grew along with the need for commercial services. Both were supported by a fleet of supply boats (often called the mosquito fleet) that served the area by bringing in mail, supplies and people seeking employment. The boats also brought visitors and tourists and as a result, the tourist industry began to grow. Roads were built between 1918 and the mid-1920's that extended from Hoodport in the southern part of Hood Canal to Quilcene in the

north. This automotive connection with the outside world relieved the reliance on the mosquito fleet for supplies. As the tourist industry grew, so did the existence of transient accommodations such as hotels, lodges, inns, cabins and campgrounds. Boaters began to come from all over Puget Sound to the Hood Canal area including the all-weather protection of Pleasant Harbor. The tourist industry reached its peak in the area during the 1950's and 1960's.

Although the Pleasant Harbor facilities continued to exist many other non-boating related facilities began to dwindle due to aging of the property owners, aging of the facilities and the high cost of improvements. Rather than staying in business, property owners often took advantage of a more lucrative real-estate market and sold their commercial facilities to the private sector. This occurred to the well-known Olympic Inn Resort (near Seal Rock) that was originally built in 1906 as the Olympic Tavern. It contained many cabins located on 108 acres. After a fire in 1936, the facility was extensively remodeled and operated as a resort through the 1950's. The Inn and cabins eventually fell into disrepair and the property was sold during the early 1970's. The original Inn was torn down in early 1977. Many other resorts and lodges met their fate in this same manner (See Appendix, Brinnon Historical Business List).

In the 1970's, the timber industry peaked due to the export market but began to decline in the early 1980's. A number of Olympic Peninsula lumber mills and local cedar shake mills went out of business due to increasing environmental restrictions that limited logging in the National Forests and in areas where the Spotted Owl existed. As the pressure continued into the 1980's and 1990's, the United States Forest Service continued to curtail most logging in the Olympic National Forest. Today, private landowners are the main suppliers of forest resources along Hood Canal. However, the future of local private logging is likely to be further adversely impacted by implementation of the Endangered Species Act and the recent listing of native Puget Sound and Hood Canal salmon as threatened species.

Although the timber industry slowed, the demand for both local and national tourism continued to grow. This was largely due to more reliable automobiles, better road systems and emergent air transportation industry. Air transportation allowed families to easily travel to the large California theme parks (e.g. Disneyland, etc.). Recreation and tourism in the Brinnon area continued to grow due to the ever-increasing desire for outdoor sports (e.g., fishing, shrimping, shellfish harvesting, hiking, mountain climbing, boating, etc) and the closeness of the Olympic National Park and Hood Canal. The Washington State Department of Parks and Recreation, the United States Forest Service and the National Park Service continue to be the main providers of tourism and recreational opportunities and facilities in the area.

In the mid-1980's, both nationally and in Washington state, the tourism industry grew even faster largely due to the ever-increasing number of traveling retirees and an increase in the wealth and number of families going on weekend excursions. This increase in demand for tourism and recreation continues today. However, due to the lack of significant tourist accommodation facilities and targeted tourism marketing, Brinnon has not benefited as much from tourism as other areas of the County and the Olympic Peninsula.

The decline of jobs related to the timber industry coupled with the ever-increasing demand for tourism and recreation resulted in a strong desire by the residents of the Brinnon area to offset the loss of jobs in the timber industry by rebuilding the capacity to accommodate recreation and tourism. An expansion of recreational and tourism opportunities and associated commercial facilities in the Brinnon area, including a potential Master Planned Resort at Black Point, will help fulfill this objective.

## **Master Planned Resort**

The number of private parks and recreational facilities along with state and federal campgrounds and trail systems have been steadily growing in the Brinnon area since it was first settled. In recent times, the areas at Jackson Cove (WaWa Point) and Black Point have contained the most intensive use of small-scale recreational and tourist facilities. An MPR designation in this part of the County would help boost local economic activity and more effectively serve tourist needs in this part of the County.

Although not recognized as such, the Black Point area contains many features characteristic of a Master Planned Resort (MPR). The definition of an MPR is that of *“a self-contained and fully integrated planned unit development 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 on-site indoor or outdoor recreational facilities (cf. RCW 36.70A.360).*

The existing land use pattern in the Black Point area is shown in Figure BR-10. The Black Point area including Pleasant Harbor already contains a number of existing recreational and visitor support activities. This area contains two marinas accommodating over 400 vessels, a 504 unit RV Park (the old NACO Campground & RV Park), presently under limited operation, and other support services including: a real estate office, gift store, a gas and oil fuel facility for boats and sea-planes, vehicle/boat maintenance and repair shop, welding service shop and a vehicle and boat storage facility. Also, this area provides moorage for commercial fishing, crab and oyster boats and offers limited grocery and food service facilities including a pizza shop and a seasonal roadside food service facility. The southern end of Pleasant Harbor contains a boat launch, beach, parking area and approximately 30 acres of forest owned by the Washington State Department of Fish and Wildlife.

Providing additional tourism and recreational opportunities on the former NACO RV Park site, such as a golf course and hotel with conference and health facilities, could take advantage of an existing site previously developed for tourist and recreational uses, but currently idle. This would also help to diversify the local tourism market by creating a unique “destination resort” not typically found anywhere else on the west side of the Hood Canal and one supported by—but not dependent upon—the marina tourist traffic. In addition, many of the boaters and visitors to the Pleasant Harbor marinas are a “captured market”, in the sense that they arrive to the area by boat and have limited mobility beyond the marina. Providing land-side short-term visitor accommodations and support services such as a restaurant, specialty food store, pharmacy, gift shop, outdoor equipment sales and rental, interpretive center and other uses as well as links to other nearby outdoor recreational opportunities (e.g., hiking, birdwatching, fishing, etc.) helps to capitalize on an existing tourist market and increase tourism spending in the local economy.

Natural amenities of the Black Point area include the harbor itself, pristine views of Hood Canal and the Kitsap Peninsula to the east, the Olympic Mountains and adjoining forests and rivers to the west and the abundance of wildlife that includes osprey, bald eagles, deer, elk and cougar.

Unlike small-scale recreational and tourist uses—which rely on existing tourist populations to draw upon—master planned resorts can create their own demand by creating an amenity or attraction that doesn’t otherwise exist in the area. In this sense, it can be a *“build it and they will come”* type of tourist or recreational attraction. It is a unique type of economic development activity that can help to stimulate the local economy and broaden the range of tourist and recreational opportunities in Brinnon.

The intent of this portion of the Brinnon Subarea Plan is to describe the vision of the Black Point area in sufficient detail such that if and when a project-specific application for designation of an MPR is made, it is consistent with the future land uses envisioned by this Subarea Plan.

The Black Point MPR is envisioned to be significantly different and smaller in scale than the Port Ludlow MPR in that it is less structured towards development of permanent residential accommodations and more so towards providing recreational opportunities and support services for the traveling public that will benefit local residents.

The 1995 Brinnon Community Plan recognized the potential and desire for enhanced recreational and occupational opportunities with the suggestion of possible additions to the existing recreational matrix including a planned resort, visitor information center, golf course, inns and additional support services for recreation and tourism.

The expansion of recreational opportunities in the Brinnon area is closely aligned with the following other elements of this plan:

- ?? Parks and Recreation Element
- ?? Economic Development

### **Conceptual Master Planned Resort Land Use Plan**

*The recommendation of this Subarea Plan is to support an MPR land use map designation for the Black Point area as envisioned and described herein. Since a project-specific application for an MPR has not yet been made, approval and adoption of this Subarea Plan by Jefferson County will not, in and of itself, result in the approval of a master planned resort for Black Point. Actual designation of an MPR district will be subject to a subsequent site-specific MPR application being made consistent with the requirements of the Jefferson County Comprehensive Plan (including the Brinnon Subarea Plan) and the Unified Development Code.*

The following is the vision for a proposed Black Point MPR, including a conceptual boundary and land use plan. A recommended MPR boundary and conceptual land use plan is shown on Figure BR-11. The proposed area contains approximately 305 acres conceptually divided into six distinct land use groups. These include (in order of anticipated size):

Resort—comprising approximately 202 acres including almost all of the former NACO Campground and RV Park property; intended for development of an 18-hole golf course, with clubhouse facilities and hotel/inn with conference and health/athletic facilities; on-site advanced stormwater and wastewater treatment systems to be integrated into the golf course.

Recreation—includes the 30 acres of land owned by the Washington Department of Fish and Wildlife at the southwestern end of Pleasant Harbor with beach access and a potential boat launch site, dock and day park facilities and the existing dock at Pleasant Harbor State Park at the northeastern edge of the harbor; intended to allow for funding to improve the boat launch, dock, and beach access and create new trails and an improved park and recreational area and potential interpretive center for the community.

Marina—approximately 20 acres, including the two existing marinas and commercial and residential uses in Pleasant Harbor; would allow for limited infill of associated visitor-supported commercial, recreational, and residential uses.

Single Family Residential—located on the southern high bank boundary of Black Point; an area of approximately 20 acres intended for development of 20-25 single-family residential homes in a low density setting adjacent to the golf course.

Mixed Use—comprises the 19 acre site across US 101 from the existing intersection with Black Point Road; already cleared and graded and portions of which are subject to pre-existing vested development applications; intended to provide for placement of water reservoir for the resort and to allow for mixed use development, including visitor-oriented short-term accommodations such as townhouses or condominiums and employee housing as well as associated visitor support commercial uses and services.

Tourist Commercial—the seven (7) acre area along the immediate eastern side of US 101 on either side of its intersection with Black Point Road; already cleared and graded and portions of which are subject to a pre-existing vested development application; the area contains an existing office building (Coldwell Banker Settlers Real Estate) and seasonal roadside food stands; intended to provide retail and commercial uses and other services to meet the needs of resort visitors and community residents, including a motel/inn, restaurant/lounge, visitor center, and other visitor-supported commercial and retail uses. This designation also includes the 6.7 acre parcel containing the existing Mt. Jupiter Auto Repair located on the west side of Highway 101 at the intersection with Mt. Jupiter Road.

***The suggested MPR boundary and conceptual land use plan shown in Figure BR-11 is advisory. It is a recommended plan based on extensive review by the Brinnon Planning Group, property owners in the affected area, neighbors and adjacent property owners and the public. It is intended to serve as a guide to any future project-specific MPR application for the Black Point area. An actual proposal for a specific master planned resort project and MPR designation on the Comprehensive Plan Land Use Map for Black Point should be reviewed for consistency with the recommendations and intent of this Subarea Plan. However, this Subarea Plan should not be viewed so narrowly as to preclude variations from the exact boundaries or land uses described herein so long as the scale and intensity of the proposed MPR are consistent with that envisioned by this Plan.***

The suggested MPR boundary shown in Figure BR-11 includes multiple properties owned by multiple property owners. Any future MPR site-specific project application for Black Point must include the signatures (i.e., agreement) of any affected property owners in order to be accepted for review by the County. Discussion or concurrence among most, but not all, affected property owners within the proposed MPR boundary has occurred. For example, participation by the WDFW is uncertain. Therefore, any subsequent MPR site-specific application in the area will have to resolve any remaining issues between or among property owners as to their participation in such a project. The proposed Year 2001 Comprehensive Plan and UDC amendments regarding MPRs propose the use of resort master plans and development agreements to implement the new MPR provisions of the Comprehensive Plan. These procedures are intended to be the vehicle by which multiple property owners within a single unified MPR application could reach agreement on their particular areas of interest. For this reason and others, the definitive boundary of an MPR for Black Point can only be defined at the time of an actual site-specific MPR application.

Finally, several existing cottage industries are located in the Black Point area immediately adjacent to the anticipated MPR site. These include the Mt Jupiter Auto, Truck, and Tire Center on Mt Jupiter Road and Brothers Welding and Metal Arts located west of the Pleasant Harbor Marina across Hwy 101. Both of these existing businesses provide support and services to the existing users of the Pleasant Harbor marinas as well as to surrounding local residents. Both owners of these businesses were included in the discussion regarding the MPR. At this time, Mt. Jupiter has expressed interest in being included in such a potential MPR development. Therefore, the suggested Black Point MPR boundary in this Subarea Plan includes that existing commercial use. However, the final inclusion of any adjacent non-residential uses in such a development should be fully re-evaluated at the time of an actual MPR project application.

## **GOALS, POLICIES AND STRATEGIES**

### **GOAL:**

- G1.0** Promote tourist and recreational development consistent with the character of Brinnon by allowing a master planned resort-type of development on Black Point.

### **POLICIES:**

- P1.1** Encourage the development and adoption of a Master Planned Resort for Black Point to foster economic development in Brinnon consistent with the vision illustrated in this Subarea Plan.
- P1.2** Ensure adequate project review procedures and public involvement processes are in place to promote an MPR designation for Black Point consistent with the need for local economic development while protecting the natural environment and rural character of surrounding properties.
- P1.3** Utilize the “resort master plan” and “development agreements” as specified in the CP and the UDC as means to implement the MPR approval process, including site-specific development and phasing and including provisions for capital facilities and services necessary to serve the MPR.
- P1.4** The Black Point MPR project review and approval process should reflect the diversity of interests and potential property owners who may be included in such an overall project at Black Point.
- P1.5** In the case of Black Point there are likely to be multiple property owners potentially included within an MPR designation. In such a case, the use of individual “development agreements” between affected property owners and the County may be appropriate to ensure compatibility with and protection of individual property owner interests within the MPR designation. In such cases (and if applicable), approval of the overall “resort master plan” could precede any “development agreement” and clearly identify different property ownership within the MPR and the uses and densities/intensities of use proposed for those properties. The role of the “development agreement” is to implement the future land uses and improvements called for in the “resort master plan” and any required mitigation or development conditions necessary for compliance with the CP and/or the UDC. As an example, this may be achieved by either one “master” development agreement between all affected property owners in the MPR and the County or through individual property owner development agreements with the County—so long as these agreements cumulatively meet the requirements of the CP and UDC as they relate to the conditions of approval placed upon the overall MPR project.

## **Home Businesses and Cottage Industries**

As early as 1858 Brinnon was a community of entrepreneurs and small business owners. Roads did not connect the community to the north or south until the early 1900's; the available transportation was by boat. This made it necessary for Brinnonites to be self-sufficient and resourceful. Even with the coming of roads, the community remains isolated. Brinnon is still a remote rural community that is over 35 miles from major services and 45 miles from emergency or major public services. Highway 101 is the only road connecting Brinnon with the rest of the County. It is not uncommon for the road to be closed and the area cut-off for indefinite periods due to mudslides, snow and ice storms, downed trees, or flooding.

This constraint has contributed to the peace and quiet that so many residents desire but also to the need to be self-reliant and self-supporting. The transportation constraints and long distance to employment centers means local residents must often develop their own means of economic activity to make a living. If those options are not available or are unduly restricted by certain regulations, their only other choice is often to leave the area and move closer to major employment centers. This only contributes to further economic decline locally and widens the disparity between north and south County. It also fails to live up to the promise of preserving Brinnon's rural character made by the GMA [at RCW 36.70A.030(14)] to "*foster traditional rural lifestyles, rural-based economies, and opportunities to live and work in rural areas*".

Our environment of independence has been demonstrated over the years by the wealth of home businesses and cottage industries that are an integral part of the Brinnon community. It is characteristic of home businesses and cottage industries that they are not generally disruptive of the residential or mixed uses of adjacent properties, they generate less traffic and noise than typical commercial or industrial activities, they are compatible in appearance and they have little impact on the surrounding neighborhood.

Following is just a partial and illustrative list of the range of typical home based businesses and cottage industries presently found in Brinnon—although even many of these occupations are part-time or seasonal and do not necessarily represent year-round full-time employment. In other cases, residents may have more than one business activity in order to make ends meet. Typical home-based businesses/ cottage industries in Brinnon include, but are not necessarily limited to:

- ?? Mushroom farmer
- ?? Home elder care
- ?? Dog and cat groomer
- ?? Oyster farmer and picker
- ?? Tutors/Home Educator
- ?? Dog breeder
- ?? Craftspeople
- ?? Carpenter
- ?? Electrician
- ?? Hair stylist
- ?? Bookbinder
- ?? Auto repair
- ?? Equipment rental
- ?? Bed & Breakfast Proprietor
- ?? Watch repair
- ?? Day Care Provider
- ?? Woodcarver
- ?? Freelance author
- ?? Journalist
- ?? Leatherworker
- ?? Jeweler
- ?? Seamstress/Tailor
- ?? Signmaker
- ?? Excavator
- ?? Metalworker
- ?? Internet business
- ?? Housecleaner

Today the small business owners in the Brinnon area use a variety of communication and delivery services to conduct their activities, and electronic media has fostered new enterprises. The nature

of small business has changed regarding resources, markets, products, and the services required, and business owners have accordingly updated their approach to meeting needs around the world.

However, other opportunities for work are very slim. The regional decline of forestry and fishing and shellfish gathering has resulted in dire conditions throughout the area. High unemployment, a distressed local economy, and low residential densities characterize the community. Current state statistics identify Brinnon as having the third highest rate of poverty among the state's small school districts. The lack of employment and distance from living-wage jobs signify the need to create new opportunities and actively pursue a transition to a more diversified local economy.

In the Brinnon area, home businesses and cottage industries are encouraged as opportunities to provide family income, start up a business, or establish a work place at home (see the 1998 Jefferson County Comprehensive Plan, pg. 335). These businesses generally have a minimal impact on the rural environment and reduce the capital facility services required to move remote workers to more populated areas.

### **Future Objectives**

The Subarea Plan proposes to initiate implementation of a *Remote Rural Area* overlay designation for Brinnon to allow for expanded "sustainable" economic opportunity within the Comprehensive Plan's context of rural development based on "unique local circumstances". The intent of the overlay designation is to relieve the Brinnon Planning Area from certain regulations and restrictions regarding home businesses and cottage industries that are needed for higher populated rural areas of the County with better access to employment opportunities in urban growth areas.

The Brinnon *Remote Rural Area (RRA)* requires the benefit of an overlay district designation similar to the provisions allowed for western Jefferson County (West End). These provisions include exemption from certain policies relating to home businesses and cottage industries and provide consistency within the Comprehensive Plan for remote rural areas. Similar to the West End of Jefferson County, this community has a low projected population growth but serves a high number of tourists traveling in the area. Policies for home businesses and cottage industries allow for greater flexibility under criteria specific to the West End which, because of its proximity to Forks, is actually closer to major urban services than is Brinnon.

### **GOALS, POLICIES AND STRATEGIES:**

#### **GOAL:**

**G1.0** Establish an overlay district for the *Remote Rural Area* of Brinnon for the purpose of regulating home business and cottage industry activities.

#### **POLICIES:**

**P1.1** Home businesses and cottage industries, as defined in the Comprehensive Plan, shall be permitted throughout our remote rural area. This includes any residential sites located within a designated commercial zone, providing the criteria for residence are met.

**P1.2** Jefferson County shall amend the Jefferson County Comprehensive Plan (CP) and the Unified Development Code (UDC) to establish the Brinnon RRA and ensure that it is regulated in a similar manner as the West End insofar as the treatment of home-based businesses and cottage industries. The differences in requirements for the Brinnon Remote Rural Area of the county are as follows:

1. The Brinnon RRA shall be exempt from the number of non-resident employees. (See Comprehensive Plan LNP 6.1.6, LNP 6.1.7(b) and LNP 6.2.8.) (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)

2. The Brinnon RRA shall be exempt from the restriction on types of on-site retail sales, e.g. mail order and phone sales. (See Comprehensive Plan LNP 6.1.9 and LNP 6.2.7.) (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)
3. The Brinnon RRA shall be exempt from specified hours of operation. (See Comprehensive Plan LNP 6.1.12 and LNP 6.2.14.) (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)
4. Cottage industries in the Brinnon RRA shall be exempt from the limitation on parking and the storage of heavy equipment and materials to be used on other properties. (See Comprehensive Plan LNP 6.2.15.)
5. Cottage industries in the Brinnon RRA shall be exempt from the prohibition on the following activities: auto, truck, or heavy equipment repair shop, automobile body-work or paint shop and large-scale furniture stripping. (See Comprehensive Plan LNP 6.2.3.) (See UDC 3.6.12 and UDC 4.17.)
6. Home businesses and cottage industries in the Brinnon RRA shall be exempt from the need to move to a commercial mixed use area or industrial area as a result of growth. Home businesses shall be allowed to grow into cottage industries with a revised permit and cottage industries shall be allowed to expand with a revised conditional use permit. (See Comprehensive Plan LNP 6.1.2 and LNP 6.2.4.) (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)
7. Home businesses and cottage industries in the Brinnon RRA may be permitted conditionally at non-residential locations under the provisions of RCW 36.70A.070(5)(d) (iii). (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)
8. Exemptions herein shall be regulated subject to Comprehensive Plan LNP 6.1.10 and LNP 6.2.12, which prohibit uses that may be disruptive to the use and enjoyment of adjacent properties. Prohibited uses include activities that cause excessive noise, vibration, glare, fumes, odors, or electrical interference detectable to the normal senses off the property. Hearings on regulations prohibiting uses that may be disruptive to adjacent property in the Brinnon RRA will be held in Brinnon to be close to the residents who may be affected. (See Comprehensive Plan LNP 6.1.10 and LNP 6.2.12.) (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)
9. An additional home business or cottage industry or combination thereof on a single property shall be permitted in the Brinnon RRA as long as the standards in this Subarea Plan for home business and cottage industry are not exceeded and the criteria of LNP 6.1.10 and LNP 6.2.12 are met.
10. Any hearings associated with regulation or conditional permit review procedures for the Brinnon RRA shall be held in the Brinnon community, close to the residents who may be affected. (See Comprehensive Plan LNP 6.1.13(b) and LNP 6.2.16(b).) (See UDC 3.6.12, UDC 4.17 and UDC 4.20.)

**STRATEGIES:**

- S1.1** Jefferson County in cooperation with the citizens of Brinnon should develop a plan aimed at informing local home businesses and cottage industries about the provisions of the overlay district and the benefits of having a county permit and/or a small business license.

**GOAL:**

- G2.0** Encourage the continued development of businesses that allow residents to maintain a sustainable economic independence within our remote rural community.

**POLICIES:**

- P2.1** Provide an education program that will enhance and improve the function of small businesses.

**STRATEGIES:**

- S2.1** Jefferson County in cooperation with the citizens of Brinnon should develop educational workshops and forums locally, aimed at the small business owner, to provide, for example, business planning, business training, and applicable small business practices.

## Natural Resource Conservation Element

### Forest Lands

Forest lands of long term commercial significance designated pursuant to RCW 36.70A.170 comprise the single largest land use classification in the Brinnon Planning Area. As with agricultural soils, soils well suited for timber production are classified. Much of the Brinnon area contains Class II and Class III soils that are capable of sustaining Douglas fir, western hemlock and western red cedar. Timber corporations retain sizeable portions of land in the area and continue to develop this resource. Most of the marketable timber is situated on DNR or USFS lands and have been taken out of the inventory of available timber production.

The Brinnon Subarea Plan supports the establishment of a Forest Transition Area (FTA) that creates a protected long-term commercial forest land boundary that will not be impacted by adjacent land use conflicts. This commercial forest lands FTA could be a one-quarter mile in width adjacent to non-resource lands. The FTA could be partially developed if adjacent land use conflicts are restrictive of normal forest practices.

### Mineral Lands

Mineral resource lands fall under the jurisdiction of the Washington Department of Natural Resources (DNR) and Jefferson County Department of Community Development (DCD). The DNR has not always been diligent about keeping the community and the county informed as to resource land development plans. Many areas with potential resource extraction and/or reclamation are located near areas where safety is an issue. Feeder use of county roads is a safety issue as well as a potentially serious impact on public facilities. In some areas where the topography and location of potential resource extraction and/or reclamation activities would be affecting residential areas, little has been done to mitigate the impact on surface streets, water resources and noise abatement. Because of Brinnon's remoteness and because the local resource is necessarily available for emergency use, maintenance and construction, this resource is essential; so, too, is the community impact protection.

### GOALS, POLICIES AND STRATEGIES

#### GOAL:

**G1.0** Provide the community sufficient protection and remedies from mineral resource activities.

#### POLICIES:

**P1.1** Require extraction and/or reclamation companies to provide SEPA documentation and compliance, County Public Works review, and submit/perform required mitigation prior to any permitting of such work in the Brinnon area.

**P1.2** Extraction and/or reclamation companies shall be required to provide sufficient insurance to cover all required mitigation and costs of impact on roads and local community essential services and costs of impact on services such as schools and local fire districts. The same requirements and costs shall be necessary for the protection of private property holders' accesses, and for utilities such as water and sewage services on the surrounding and adjoining properties of the Brinnon area.

**P1.3** Any future use of mineral resource lands that requires entrance or exit onto a county road in the Brinnon Planning Area shall have Jefferson County Community Development and

Public Works Department mitigation requirements and community input as part of the permitting process.

**STRATEGY:**

- S1.1** For any extraction/reclamation plan in the Brinnon planning area, the approval of all affected agencies and community/county services should be required prior to any mineral resource extraction/reclamation permit approval.

**Agricultural Lands**

The Dosewallips River valley is flat land, unlike much of the terrain along the Duckabush River. Much of the Dosewallips River valley has been farmed, beginning near the mouth of the river with Britt's truck garden, Springer's farm, Whitney Gardens, and Wasell's private garden, and extending to the old Kidwell place at 6.7 miles (the boundary of the National Forest). The soils vary, but most is fine river bottom soil that is fertile and productive. The Dosewallips valley has been cultivated and used for cattle (both beef and dairy) since the turn of the century. Truck gardens and nurseries have been long-time operations. The Duckabush River valley enjoys not as much flat arable land, but does sustain small greenhouse and garden facilities that take advantage of the rainfall and warm summer temperatures. WaWa Point has had the Hjelvik pasture land and Anderson farm that have sustained orchards, horses, and beef cattle over many decades. However, there are no designated agricultural resource lands of long term commercial significance in the Planning Area pursuant to RCW 36.70A.170.

**GOAL:**

- G1.0** Promote sustainable agricultural activities on appropriate lands and the marketing and promotion of locally produced or available agricultural goods and commodities.

**POLICY:**

- P1.1** Encourage the development of a Farmers Market for the distribution of goods to local residents and tourists alike.

**Aquaculture Resources**

The definition of aquaculture according to Webster's Dictionary is: "the regulation and cultivation of water plants and animals for human use or consumption." The background of aquaculture in the Brinnon area will be described from the southern shorelines of Dabob Bay south into the main channel of Hood Canal down to the southwestern most region at Triton Cove. The Aquaculture Map (Figure BR-12) in the Appendix of the Plan shows the location of these shorelines in the order described.

Prior to the 19th century, this area contained discrete populations of native Olympia oysters (*Ostreola conchaphila*), as well as geoduck and hardshell clams. Late in the 19th century, an increase in market demand resulted in heavy commercial harvesting of Olympia oysters. Clams were also harvested commercially as demand encouraged their exploitation. However, in the early 20th century there was concern for the ultimate depletion of these valuable resources.

As a result of this concern, as well as the fact that the natural reproduction could not keep up with market demand, aquaculture first began within both the public and private sectors. The first commercial effort occurred with the diking of certain tidelands in Quilcene Bay to provide artificial tide pools for oyster cultivation. Soon after that, what was then known as the Washington State Department of Fisheries began an effort to establish local oyster reserves. This effort took place at the Whitney Point Lagoon, Fulton Lake and the tidelands formed by the deltas of the Dosewallips and Duckabush rivers.

Today, the aquaculture research and management activities take place within the facilities of the Point Whitney Shellfish Lab and at the Point Whitney Public Recreational Tidelands that extend north from Whitney Point about one mile and south for one quarter mile. The Point Whitney Shellfish Lab began operation in 1953 and has operated in a variety of research and management capacities. In the beginning, the main emphasis was on prediction of time and intensity of reproduction of Pacific oysters (*Crassostrea gigas*) in Hood Canal. An adjacent pond was used as part of this effort. The pond was also used for controlled spawning but did not result in oyster “setting” due to an unfavorable environment. Other shellfish activities since 1953 included: pulp mill pollution research, sea water productivity, predator control, oyster mass mortality evaluation, subtidal geoduck stock assessment, and an experimental clam and oyster hatchery. Many other research and management activities in connection with Puget Sound have also been carried out since the lab’s inception. Many of these efforts continue under the management of the Washington State Department of Fish and Wildlife.

Adjacent to the Point Whitney Shellfish Lab is the Point Whitney Lagoon that was first established as a Washington State Oyster Reserve to preserve and protect the small stock of native Olympia oysters. However, it did not accomplish the planned purpose so the (then) Department of Fisheries returned it to the Washington State Land Department. In the 1930’s the pond was used as a rearing area for even-year pink salmon with eggs obtained from northern British Columbia and Cordova, Alaska. The eggs were hatched at Brinnon’s Duckabush hatchery and the fry were placed in a salt-water pond created from a dike and weir. The pond was used to retain the young salmon until they reached the smolt stage (grow-out), before release into Dabob Bay. After a few years, the effort was abandoned because the adult salmon failed to return to the pond.

South of the public tidelands at Point Whitney Shellfish Laboratory and for the next three-quarters of a mile are several small tracts of tidelands owned by commercial clam and oyster growers and non-commercial private owners. Continuing south to Pulali Point, private tideland owners cultivate shellfish for their personal use, and control the red rock crab and starfish that prey on clams and oysters. Around the southern end of Pulali Point and into Jackson Cove, most of the tidelands with the exception of DNR beach # 55, are privately owned. Camp Parsons Scout Camp of the Boy Scouts of America, Seattle Council, owns a significant portion of these tidelands. Boy Scouts, college students, elementary classes, and other users of Camp Parsons are offered limited shellfish education.

At Right Smart Cove, the Taylor Shellfish Farm in cooperation with the Hjelviks planted hatchery reared Geoduck seed for future harvest and sale. South of this was the Seal Rock Resort, a boat launch and the Rainbow Lodge. Norton Totten harvested oysters in this vicinity during W.W.II. South of Seal Rock were the Federal Forest Camp public tidelands, and adjacent to these were tidelands owned and operated by Ervin Kelly and Norm Germeaux. Presently, there are two small oyster farms separately operated by Jim Kelly and by Stan Germeaux.

During the 1950’s the United States Department of Fish and Wildlife developed a hatchery on the Quilcene River and, in conjunction with it, operated a trap and egg-taking facility for fall chum salmon at the Walcott Slough in Brinnon. The eggs were hatched at the Quilcene hatchery and released into Hood Canal. In the 1960’s, the Brinnon facility was put into a ‘standby status’ where maintenance is performed but egg taking is rare or nonexistent.

One of the tracts of the Washington State Oyster Reserve was located on the north end of the Dosewallips flats where tidelands were diked to create artificial tide pools for the purpose of preserving a tidepool habitat for Olympia oysters. This effort also failed and the tidelands reverted back to the Washington State Land Department. The land was then acquired by the Eagle Oyster Co. for raising imported Eastern oysters (*Crassostrea virginica*),. Due to the lack of natural

reproduction, the effort was abandoned. Other users of the northern half of the Dosewallips flats were: the P and T Log Dump, Northern Oyster Co., Coast Oyster Co., Engman Oyster Farm, and the Taylor Shellfish Farm. The remaining tidelands are now part of the Dosewallips State Park where hardshell clams and oysters are cultivated and utilized by the treaty tribes and the public.

Pleasant Harbor has been a site for aquaculture for many years. The upper end of the harbor included tidelands and an oyster schucking house operated by the George Babare family. A loading dock was built and operated by Ed Sherwood and Nat Persson, who are oyster growers and processors from Grays Harbor. For a short time, Louie Lakenes used the harbor as a staging area for the collection of oyster seed at Broadspitt.

During W.W.II virtually the entire natural-set Pacific oysters along the Brinnon shores were harvested either by the tideland owners or harvesters who leased the ground. After W.W. II, Sherwood and Persson harvested and shipped oysters to Grays Harbor from Babare tidelands and those of other owners along the shores of northern Hood Canal.

At Black Point were the cabin camps of Old Orchard Beach and Lackawanna Beach. For a short time Fulton Lake was used as an experimental site for collection of oyster seed.

South of Black Point are the tidelands formed by the delta of the Duckabush River. This area was part of the Washington State Oyster Reserve but because the effort failed, the land was abandoned and later reverted back to the Washington State Land Department. Joe Leonard of Waketikeh Creek harvested oysters on parts of the Duckabush for many years. At the time the Olympic Canal Tracts were being developed, 40 acres of the former oyster reserve tidelands were purchased from the state to provide both beach access and a source of clams and oysters for the tracts association members. Farmers such as Ken Gaul who leased the ground from the Department of Natural Resources (DNR) harvested other parts of the tidelands for oysters. However, Mr. Gaul gave up his lease when the DNR increased the annual lease amount such that he felt that he could not make a profit. Also, for a time this beach was closed due to harbor seal contamination. Recently, hatchery-reared geoduck seed was purchased by the Olympic Canal Tracts Owners Association and planted to enhance existing stocks.

A small effort directed towards rehabilitation of Hood Canal Chinook salmon is being conducted at the site of the former Duckabush River hatchery. The Hood Canal Salmon Enhancement Group, which is a non-profit organization dedicated to salmon restoration that works with the Washington Department of Fish and Wildlife, obtains salmon eggs from the George Adams Hatchery at the Skokomish River. The eggs are placed in streamside rearing boxes and supplied with running spring water. After hatching, the young are reared to a size of 500 fish per pound and then released into the river to ultimately reach Hood Canal. About 30,000 to 40,000 salmon fry have been released at this site each year since 1996.

To the south of the Duckabush are the McDaniel Cove tidelands. Although these tidelands are small they were once used as a site for oyster culture. South of McDaniel Cove on McDonald Creek, Harry L. Smith operated the Beacon Point Oyster Farm that is now managed by the Beacon Point Owners Association. They are also the current owners of what was known as the Beacon Point Oyster Farm that was located on the northern part of those tidelands.

South of the McDaniel Cove tidelands are the Fulton Creek flats which was another of the early sites used for an oyster reserve and eventually abandoned. This area was later cultivated and harvested by Zula and Walt Kelly and later by Fletcher Johnson, and still later by Fred Williams and Partners. Their effort was followed by the Triton Cove Oyster Company.

## Shellfish Harvesting Rights

In about 1989, thirteen Puget Sound Indian tribes, with the support of the Federal Government, sued the State of Washington to clarify their rights to shellfish as provided in the 1854 Stevens Treaty. The tribes claimed their rights to harvest all species of shellfish except for those on staked or cultivated tidelands. Their claim also included the right to harvest introduced shellfish such as Manila clams and Pacific oysters, to make up for native shellfish that had been depleted by earlier non-Indians. When the trial was held (starting in 1994), Federal District Judge Rafeedie decided in favor of the tribes, and ruled that they are entitled to 50% of the natural shellfish in Puget Sound. These percentages are consistent with previous decisions of Judges Boldt and Belloni. Judge Rafeedie exempted those shellfish (primarily oysters and clams) that were artificially produced and cultivated. However, he did not award similar protection to Hood Canal shellfish growers because so many of those shellfish, particularly Pacific oysters, are now the result of natural setting. Also exempted are oysters or clams cultivated on privately owned or controlled tideland. Indian shellfish harvesting could only occur if the percent of cultivated shellfish vs. natural shellfish could be demonstrated. Judge Rafeedie also required that those tribes that intended to invoke their treaty rights on private tidelands must follow certain notification and stock assessment procedures before beginning a harvest.

Upon appeal to the 9th Circuit Court in 1995, some of Judge Rafeedie's rulings were overturned and remanded back to him. The Puget Sound Shellfish Growers Association, private tideland owners and the tribes requested the U. S. Supreme Court to hear the case but the court elected not to do so. In the meantime, the Puget Sound Shellfish Growers Association and private tideland owners have been negotiating with the tribes in an attempt to settle the issues. To date, negotiations have been largely unsuccessful.

Also a review of *The Fisheries for Olympia Oysters, Ostreola conchaphila; Pacific Oysters, Crassostrea gigas; and Pacific Razor Clams, Siliqua patula, in the State of Washington* (by Cedric E Lindsay and Douglas Simons) is recommended.

## Future Objectives

1. The principal aquaculture activities are expected to continue on the Brinnon tidelands, where private growers will take advantage of natural productivity of the waters for clams and oysters. Enhancement of public tidelands by artificial reseeding will probably increase, as there is increasing demand by recreational users and Indian tribal members. A relatively new activity is the planting of hatchery reared geoduck seed on suitable sandy or muddy tidelands.
2. The Federal Court several years ago allocated the Puget Sound tribes 50% of the natural shellfish production both on private as well as public tidelands. If the dispute over this settlement is not equitably resolved, tribal members on any public or private beach may one day seek to harvest the natural-set oysters and clams. It is feared by many tideland owners that trespassing will occur and that a decimation of shellfish and the shellfish habitat will follow.
3. Demand for fish and shellfish is expected to increase. If the business outlook for shellfish production increases in proportion, private aquaculture will become more profitable followed by an increase in cultivation efforts. More public funding must be applied toward development of a "put and take" approach for supplementing natural reproduction on public tidelands. This is similar to what has been done for many years by the Washington State Department of Fish and Wildlife to enhance trout and steelhead production. Presently, the use of offshore floating structures to dispel the current limitations of ground aquaculture continues to be economically unattractive due to storm exposure as well as objections by upland property owners.

4. A reasonable salmon enhancement plan should be developed that takes into account factors such as overfishing, harvest methods of treaty tribes and the salmon habitat to include the impact of logging, weather conditions and property development.
5. Watershed landowners must be aware of the need for, and involved in the process of assessing ecosystem problems and planning necessary actions to maintain the health and viability of the Brinnon area watersheds

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

- G1.0** The maintenance of clean water is a vital necessity for successful aquaculture.

**POLICIES:**

- P1.1** Through appropriate guidance and the application of regulations from Jefferson County, upland runoff from activities such as logging, mining and property development shall be controlled.
- P1.2** Septic systems shall be maintained at properly functioning levels in accordance with Jefferson County regulations.
- P1.3** The County should undertake a watershed water quality improvement plan including provisions for resource inspection, identification of problem areas, and recommended corrective measures, actions and funding sources in order to protect water quality in the area watersheds.

**STRATEGIES:**

- S1.1** Review and, if appropriate, follow what other communities (e.g. Belfair) have accomplished to establish and maintain clean water.

**GOAL:**

- G2.0** An important goal must be the reasonable resolution of Puget Sound Indian tribal claims. A reasonable resolution of the dispute over shellfish allocation in Puget Sound can be achieved with the assistance as may be provided by Jefferson County and community members.

**POLICIES:**

- P2.1** Encourage both the government and tribal representatives to come to a working agreement, by continuously communicating to the parties involved as well as involving community representatives in discussions whenever possible.

**GOAL:**

- G3.0** Improve the management of tidal and subtidal resources

**POLICIES:**

- P3.1** Jefferson County should maintain a policy of designating aquaculture as a preferred use of the tidelands and the beds of navigable waters. State shoreline legislation has already designated Hood Canal as Shorelines of Statewide Significance.

**P3.2** Jefferson County should encourage private as well as public priority for aquaculture, but in doing so must also recognize that many acres of tidelands are owned or leased by parties other than those who own the adjacent uplands.

**P3.3** While encouraging aquaculture, it is essential to make it clear that the beds of navigable waters beyond the limits of 2nd class tidelands (-4.0 ft.) are not owned by private parties but must be leased from the state Department of Natural Resources. Approval of offshore aquaculture and/or harvesting of subtidal resources like geoducks and clams require that the leases and permits take into account the aesthetics of the circumstance without imposing total prohibition.

**GOAL:**

**G4.0** Support a county-wide Salmon Recovery Program, including the maintenance of critical fish habitat.

**POLICIES:**

**P4.1** Jefferson County should assume the responsibility of coordinating a salmon recovery program.

**STRATEGIES:**

**S 4.1** Encourage more cooperation between agencies (e. g. the United States Fish and Wildlife Service, Washington State Department of Fish and Wildlife and Jefferson County) and property owners and land users (e. g. foresters, farmers, recreationalists, etc.) on how to better maintain fish habitat.

**S4.2** Obtain Jefferson county support to establish a local 'Adopt a Creek (or a River)' program that allows local residents to be actively involved in the improvement of salmon (fish) habitat.

**S4.3** Encourage local residents to be actively involved in existing volunteer organizations that work towards salmon enhancement, including improving salmon habitat.

## Housing Element

### Affordable Housing

Improving the conditions of and access to affordable housing is a prime concern of this subarea plan. The challenge is a significant one. The following indicators signify the depth and breadth of affordable housing and household income conditions in Brinnon.

- ?? Median household income levels for the Brinnon area are significantly less than that for Jefferson County and the state of Washington. Median household income levels in Brinnon are almost 40% lower than those in the rest of the County. According to the 1990 census, the median household income for Brinnon was \$15,719, compared to \$25,197 for Jefferson County as a whole.
- ?? In 2000, as many as 40% of Brinnon households have incomes that fall below the federal poverty level.
- ?? The 1990 Census reported that more than one-half (57%) of all households in Brinnon were classified as low or moderate income.
- ?? A review of building permits issued by Jefferson County for construction in the Brinnon area over the last five years reveals that about as many mobile and manufactured homes (56) were permitted as site-built single-family residences (59).
- ?? Visual and anecdotal evidence suggests that the Brinnon area contains a higher degree of substandard housing than any other area of the county, except perhaps the West End.

Finding affording housing is further compounded by escalating prices for many existing homes and acreage as the area becomes more attractive for retirement living and for second homes. Brinnon's abundant and beautiful shoreline and river valleys and the close access to public recreational lands are particularly attractive for recreational home purchases and a relative bargain (for seasonal home purchasers) compared with other areas of the Peninsula and Puget Sound. According to local realtors, for example, 5-acre waterfront lots have, on average, more than doubled in value in the last decade. In 1990 5 acres of raw land with a good water view typically sold for \$15,000 to \$24,000. Today those same parcels sell for \$45,000 to \$55,000, with no improvements. Most of the original waterfront homes along the Hood canal shoreline were small cabins. But as the area's attractiveness for second home purchase and retirement living increased many of the cabins were sold and replaced by new larger or remodeled homes. A typical waterfront cabin or a-frame sold for \$125,000 and a home for \$195,000 in 1990. Today those same cabins and homes are selling for \$150,000 to \$275,000. Water view homes have typically increased value by 50% or more over the last decade. For example in the early 1990's, water view homes were selling for \$85,000 to \$100,000 and some of the same homes have recently sold again in the \$135,000 to \$155,000 range. Although it is not uncommon to see waterfront homes for sale in the \$400,000 to \$600,000 range.

Based on current conditions many Brinnon residents are unable to afford local site-built home prices and have utilized mobile/manufactured housing as an affordable alternative. However, other alternatives such as higher density or multi-family housing, such as apartments, are either not allowed by local land use regulations or the infrastructure (i.e., sewer and water) is not available to make such development feasible where it is allowed, such as in the Brinnon RVC. Lacking a significant *local* job market or opportunity for skilled labor, residents in the local labor force must either move or travel greater and greater distances away from Brinnon to find a larger market for

living wage employment. These are significant challenges, especially given Brinnon’s isolated location, low income levels and often inefficient transportation access to employment, workforce training or education centers. Providing alternative access to a broader range of local potential employment opportunities is discussed in more detail in the Economic Development Element of the subarea plan.

Local land use regulations are often cited as primary reasons for the lack of affordable housing in a community. The following techniques are among those considered to have an exclusionary effect on providing housing affordable to a local community. Each item includes a brief evaluation of the applicability of Jefferson County’s land use policies and regulations as represented in the Comprehensive Plan (CP) and Unified Development Code (UDC), respectively.

#### **Minimum Lot Area Requirements**

The Rural Residential (RR) zones in the County are one dwelling unit per five acres (RR 1:5), RR 1:10, and RR 1:20. This is an impediment to small lot, higher density development, which better provide affordable housing. However, the County has an excess of legal lots of record, most of which are smaller than their assigned development density. Additionally, the minimum lot area necessary for an onsite sewage system, according to regulations implemented by the Environmental Health Division, is 12,500 square feet. The County is planning to designate two Urban Growth Areas (UGAs). The Port Hadlock/Irondale UGA will provide increased opportunity for affordable housing, however this area is a significant distance from Brinnon (approximately 30 miles) and is not expected to significantly benefit the affordable housing needs of local Brinnon residents.

#### **Minimum Floor Area Requirements**

The County does not have floor area requirements. The Uniform Building Code (UBC) requires a minimum 220 square feet for an “efficiency dwelling unit” (i.e., a habitable dwelling). However, this is not considered an impediment to providing safe affordable housing.

#### **Limitations On Multi-Family Dwellings**

Unless the applicant can meet the land use map base density, multi-family dwellings (defined as three units or more in the UDC) are not allowed in RR zones, presenting a definite impediment. Multi-family dwellings are allowed in Rural Village Centers (RVC). Duplexes are allowed in RR zones, subject to meeting the underlying density requirements. Approximately 92% of the Brinnon RVC is located within the 100-year floodplain. This situation requires increased costs for flood-proofing new development in the RVC (i.e., to raise the minimum building elevation above the 100 year flood level). The presence of the floodplain in the RVC also restricts the ability to acquire state and federal funding for sewer or water utility improvements that would allow for increased density and potential affordable housing projects.

#### **Limitations On Manufactured Dwellings**

There are no County limitations to manufactured dwellings on individual lots. Accessory Dwelling Units (ADUs) are allowed to a maximum size of 1,250 square feet—a figure that was recently raised from a maximum 850 square feet to provide more affordable housing opportunities. Recreational Vehicles (RVs) can also be used on individual privately owned lots as living units—subject to meeting minimum septic standards in the UDC and the Health Code.

#### **Minimum Yard, Setback, And Bulk Requirements**

County side yard setbacks are five feet; these cannot be lowered further. Front setbacks are a function of the street classification.

**Overzoning (e.g., devoting a disproportionate amount of land area to low-density, single-family use)**

The majority of the County, subtracting forest lands, is rural residential. This is a state-mandated Growth Management Act (GMA) requirement to protect “rural character” that is a significant impediment to providing affordable housing.

**Incentive Zoning/Bonuses**

The UDC offers a zoning bonus for inclusion of affordable housing (20% of total units and above) in new Planned Rural Residential Development (PRRD) subdivisions. However, because of the oversupply of legal lots of record, there is not a significant demand for new large-scale residential housing developments.

**Permit Fees**

Building permit and consistency review fees can be an impediment for true affordable housing construction. Building permit review and “plan check” fees are based on guidelines in the Uniform Building Code (UBC) which the County has adopted. For each valuation range of a building project, the UBC presents a corresponding base fee using Table 1-A in the 1997 UBC Fee Schedule. The UBC allows a jurisdiction to make an additional charge for the plan check. The plan check fee is allowed to be a maximum of 65% of the base fee. Jefferson County charges 65% of the base fee for a commercial plan check, but only 30% for residential plan check. The County has not adopted “impact fees” for new development.

**Land Costs**

Land costs may be a serious impediment in Jefferson County. The median home price was estimated to be \$176,400 in the year 2000 by the Washington Center for Real Estate Research (WCRER), a program of Washington State University. The median home price in 1995 was \$127,300. In that span of time, the median home price in the state of Washington rose from \$136,600 to 176,300, a similar range to the Jefferson County figures. However, the median household income of Jefferson County is consistently lower than that of the state, \$29,002 to \$38, 707 in 1995 and \$34,662 to \$50,152 in 2000, according to the Washington State Office of Financial Management. Consequently, the affordability index, a measurement of the ability of a typical family to make payments on a median price resale home assuming a 20% down payment, is lower for Jefferson County than for the state (WCRER) and even lower in Brinnon than other parts of the County.

**Commercial Zoning**

The Comprehensive Plan does not require a minimum lot size. New subdivisions have to meet the base map density. RVC districts allow mixed use commercial/residential with no limitation (other than bulk and dimensional requirements and the on-site septic and well requirements) on the number of dwelling units per acre.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

**G1.0** Secure safe and affordable housing opportunities for Brinnon residents

**POLICIES:**

**P1.1** Expand the Brinnon RVC to allow for the location and siting of new compact higher density housing that can provide both affordable owner- and renter-occupied housing units.

**P1.2** Coordinate with the County to continue working with the Department of Agriculture (Rural Development), Department of Commerce (CDBG), HUD, DOE, US EDA, and other agencies to utilize existing grant, loan or other funding programs to provide for the construction of affordable housing and to plan, design and construct a water/wastewater treatment system for the Brinnon Flats RVC that would allow for the construction of affordable higher density housing and assisted living facilities, if desired or required by the community.

## Parks & Recreation

### Current Conditions:

Hood Canal, the Olympic National Park, and the Olympic National Forest provide an abundance of recreational opportunities, and assist in the economic development of the Brinnon area in ways such as tourism and commerce. There are a number of state and federal parks and campgrounds. There are three public boat launches operated by the State of Washington. There are also private campgrounds and boat launches. However, other than the Brinnon school complex, the Brinnon area does not have a community park or recreational area.

Camping, hiking and boating opportunities are abundant in the Brinnon area. The following is a partial list of these activities, beginning at the area's northern boundary:

- ?? Mt. Walker offers hiking trails and vistas of Hood Canal, Puget Sound, and surrounding mountain ranges.
- ?? U.S. Forest Service Rainbow Campground, located at the foot of Mt. Walker along Highway 101, has hiking trails and nine (9) group only dry campsites (no showers, etc.).
- ?? Washington State Department of Fish and Wildlife (WDFW) Pt. Whitney Shellfish Laboratory, has a public beach, boat launch, dock (proposed to be rebuilt), restrooms, and shellfish interpretive center; no overnight camping. A public beach is seasonally available for crabbing, clamming and oysters.
- ?? Cove RV Park has divers air, rentals, an espresso stand, and thirty-plus full hook-ups for RVs. Also offered are propane, fishing tackle, crab/shrimp gear, bait and WDFW licenses.
- ?? The U.S. Forest Service Seal Rock Campground has forty (40) wooded campsites, two building with restrooms, and a beach with oysters and clams. A nature trail and interpretive signage identifies a Native American archeological shell midden and camp.
- ?? The U.S. Forest Service Elkhorn Campground on the Dosewallips River has eleven (11) wooded, primitive campsites with vault toilets and a single source of water, and is located approximately ten miles off U.S. Highway 101, near the trailhead into the Olympic National Park. It is not recommended for access and use by large travel trailers or motor homes.
- ?? Dosewallips National Park Campground, located at the end of the road and the beginning of the trailhead into the Olympic National Park, has approximately twenty four (24) primitive campsites, stock camp for horses and pack animals only, restrooms and shower facilities, and a Ranger Station. It is not recommended for access and use by large travel trailers or motor homes.
- ?? The Flock-in Trailer Park in the heart of Brinnon is close to stores, restaurants and the post office, and has fourteen (14) full RV hookups and restrooms with showers.
- ?? Dosewallips State Park has approximately 110 wooded campsites (some with full RV hook-ups) on or near the Dosewallips River, showers, restrooms, a limited RV dumping station, hiking trails, public beach with oysters/clams, and a day use park with restrooms.
- ?? Pleasant Harbor State Park has vault toilets, limited parking area, and a dock available for overnight boating (no overnight camping or parking).

- ?? Washington State Department of Fish and Wildlife has property at the south end of Pleasant Harbor with potential for a boat launching facility. There is no overnight camping.
- ?? U.S. Forest Service Interorrem Cabin is available by lottery only for group (4 or less) camping and has vault toilets and a hand pump well.
- ?? The U.S. Forest Service Camp Collins Campground, approximately 6 miles off Highway 101 on the Duckabush River, has primitive campsites with vault toilets and is located near the trailhead into the Olympic National Park.
- ?? The former Twin Eagles RV Park located at the mouth of the Duckabush River is now owned by the Washington State Department of Fish and Wildlife and is available for day use only.
- ?? Triton Cove Washington State Department of Fish and Wildlife Beach, located just north of Triton Cove State Park, is available for clams and oysters.
- ?? Triton Cove State Park, located just north of the Mason/Jefferson County line, has a day-use area, a boat launch and portable toilets.
- ?? Outdoor activities are also well documented in a number of publications including:
  - ?? Olympic Mountain Trail Guide – 2<sup>nd</sup> Edition, National Park and National Forest by Robert L. Wood, 1991.
  - ?? Middle Puget Sound and Hood Canal – Afoot and Afloat by Marge and Ted Mueller, 1990.
  - ?? Saltwater Fishing in Washington by Frank Haw and Raymond M. Buckley, 1988.
  - ?? Clam Digging and Crabbing in Washington by John Johnson, 1991.

Additional recreational facilities in the Brinnon area consist of:

- ?? Camp Parsons, a Boy Scouts of America summer camp and winter retreat, is a member of the American Camping Association and has limited group accommodations off-season on a reservation basis. It also is a Red Cross station and has an Emergency Medical Response helipad. Camp Parsons is unique in its designation of Private Parks and Reserves (PPR).
- ?? Pleasant Harbor Old Marina offers monthly rental of 99 boat slips, showers, restrooms and laundry. No transient moorage is available
- ?? Pleasant Harbor Marina offers monthly and daily rental of 312 boat slips, grocery and pizza, gas/diesel dock, swimming pools, hot-tub, showers, restrooms, laundry.
- ?? The Pleasant Harbor Campground (former NACO Campground), located at Black Point Road and Highway 101, is a private campground, now open to the public on a limited basis by reservation, with swimming pool, sauna, clubhouse, showers, restrooms, and expansive beach.

Additionally, there are numerous State beaches, which are accessible by boat only.

### **Vision:**

The residents of Brinnon have a vision that certain recreational activities could be expanded and promoted to serve the local residents and to attract visitors and tourists to our area, thereby

contributing to the vitality of the community. The following elements of that vision are divided into semi-active and active recreational activities: Implementation of any of these activities could require the agreement of and possible easements from private property owners and/or state and federal agencies.

**Semi-active Recreation Elements:**

**Activities:**

Walking/hiking Tours

More hiking trails like that in the Dosewallips State Park.  
A boardwalk out to the Dosewallips State Park beach and the Duckabush beach.

More road tour areas (by automobile or bus)

Bus tours from major metropolitan areas along the length of U.S. Highway 101 and return. Include a rest stop at the Brinnon rural village center.  
More automobile tour areas such as at Walker Mountain and along the Duckabush and Dosewallips river roads.

Hood Canal boat tours

Seasonal tours/rides provided out of Pleasant Harbor.

Camping

Provide camping facilities commensurate with the level of public demand. Provide campers with literature about things to do in the Brinnon area.

Golf Range

Where the water table depth will allow, consider development in the flood plain.

Swimming Pool

Where the water table depth will allow, consider development in the flood plain.

Roller Rink

Where the water table depth will allow, consider development in the flood plain.

Seaplane/airplane/ hot air balloons tours

Seasonal seaplane tours out of Pleasant Harbor and airplane tours out of local airports. Hot air balloon tours should be considered as well.

Brinnon Area Museum

History of Native Americans, settlers, commerce, transportation, etc.

Nature Tours (with Park Rangers and Naturalists)

Seasonal hiking tours to observe wildlife, flora and fauna, geology, bird watching, etc.

**Active Recreation Elements:**

**Activities:**

Bicycling

An improved bicycle lane on U.S. Highway 101.

A mountain bike lane on both the Dosewallips and the Duckabush roads, providing the county roadway can accommodate it.

Consider the construction of a “Hood Canal Trail” for non-motorized bikes, hiking and horseback riding. Possibly this trail may be developed, in part, under the BPA power lines, with permission of private property owners. This trail could eventually link up with the “Olympic Loop Trail” being developed by the Peninsula Trails Coalition and others.

Hiking

Provide maps and recommended routes in an area visitor center, and encourage the state and federal parks to develop more trails.

Construct a “Hood Canal Trail” for non-motorized bikes, hiking and horseback riding. Possibly this trail may be developed, in part, under the BPA power lines, with permission of private property owners. This trail could eventually link up with the “Olympic Loop Trail” being developed by the Peninsula Trails Coalition and others.

Equestrian

Consider possible locations for equestrian sites up the Dosewallips and the Duckabush rivers with trails for touring.

Construct a “Hood Canal Trail” for non-motorized bikes, hiking and horseback riding. Possibly this trail may be developed, in part, under the BPA power lines, with permission of private property owners. This trail could eventually link up with the “Olympic Loop Trail” being developed by the Peninsula Trails Coalition and others.

Motorbikes

Consider developing a separate trail system or an area set aside purely for this activity.

Rock and Mountain Climbing

Provide maps and recommended routes.

Kayaking

Hood Canal recommended kayaking routes.

Boating

Hood Canal recommended routes.

Sea Food

Recommended locations for fishing, crabbing, clamming, shrimping, oyster gathering, etc.

Hunting

Recommended hunting locations.

Camping and RV Sites Expand the number of sites in the Brinnon delta area to match the seasonal demand.

Parks and Playgrounds Expand the number of parks and playground sites in the Brinnon to match projected demand.

**Recreational and Tourist Facilities**

**Description**

Transient Accommodations More local B & B's, motels, hotels, inns and hostels.

Food Services More restaurants and expanded grocery service.

**Promotional Activity**

**Description**

Brinnon Area Web Site Provide recreational, tourist, business and support services information (in addition to that provided by the Chamber of Commerce and other organizations).

Tourist Center A tourist center that provides public recreation and tourist information should be located at either the existing Dosewallips State Park (Day Use Park) or at a future park located at the southern end of Pleasant Harbor that presently contains a potential boat launch facility and parking area owned by the Washington State Department of Fish and Wildlife. (See Goal 1 under Historical and Archeological Cultural Resource Preservation.)

Promotional Advisory Group A group of local citizens and Jefferson County officials responsible for planning and promotional strategy.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

**G1.0** Expand and promote tourist and recreational areas and activities for local residents, tourists, recreational enthusiasts and visitors.

**POLICIES:**

**P1.1** The development of a community park and playground in the Brinnon area should provide for active and passive recreational pursuits and should be included in the Jefferson County Parks and Recreational Plan.

**P1.2** The development of trails for hiking, biking and horseback riding in the Brinnon area should be included in the Jefferson County Parks and Recreational Plan and similar plans for the U. S. Forest Service and Olympic National Park.

- P1.3** Every effort should be made by public and private park operators to prevent user ‘over spill’ onto private properties and private tidelands. Signing, fencing, and other measures should be employed.
- P1.4** Recreational facilities and programs should accommodate a diversity of age and interest groups.
- P1.5** The shoulders of both the Dosewallips and Duckabush river roads and U.S. Highway 101 should be widened and upgraded to provide a pedestrian and bicycle pathway where possible within the county rights-of-way. Signing of these pathways should serve as a warning to motorists and provide direction to cyclists.
- P1.6** Encourage conservation of the area’s rural character and resources.

**STRATEGIES:**

- S1.1** Citizen participation in cooperation with Jefferson County must be an integral part in the planning, promotion and improvement of recreational areas, activities and facilities, including those associated with Washington State and the U. S. Federal Government.
- S1.2** A local site should be identified and acquired for future development of a community park large enough to contain a variety of activities (e. g. soccer, baseball, etc.)
- S1.3** Joint use of the Brinnon school facility for recreational programs is encouraged. An example of this is that the school facility could be used as a gathering place for our youth during non-school hours.
- S1.4** Obtain Jefferson county support to establish a local Community Center to allow residents to participate in community events/activities.

**Historical and Archeological Cultural Resource Preservation**

Much of the early history of Brinnon is contained in the book published by Vern and Ida Bailey. Many of the historical materials from some of the settling families are currently in the Quilcene Museum and Port Townsend Museum. The pictorial documentation, of which there is a great deal, can be found in the Burke Museum, University of Washington archives and numerous archives containing the large collections of the Curtis brothers, etc. These caretakers of our history are best prepared to maintain these items safely and protect them from deterioration by the Best Management Practices used by this type of facility. There are many heirloom orchards that still stand as a testament to the vitality of Brinnon and still produce crops.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

- G1.0** Showcase our historical background and future regarding natural resources (logging, shellfish, fishing) and natural habitat (for birds, fauna, and sea-life).

**POLICY:**

- P1.1** Develop a plan to provide a historical, educational, and recreational center to be located at the south end of Pleasant Harbor, which would include an interpretive center with a park and rest area.

**STRATEGIES:**

- S1.1** Establish a partnership that includes Department of Natural Resources, U.S. Forest Service, National Parks, Washington Treaty Tribes, Washington Department of Fish and Wildlife, Jefferson County, and Port of Port Townsend, with Brinnon community members, to develop and maintain this multi-functional center.
- S1.2** Form a committee of local citizens willing to gather copies of items for a local resident and tourist informational display.
- S1.3** Form a committee of local citizens to create an inventory of the heirloom orchards, for horticultural and historical purposes.

## **Economic Development Element**

In early years, logging was a primary source of employment, followed by the shellfish industry, retail and/or service trades, fishing, construction activities, government, and real estate. Retail and/or service trades and construction activities were primarily individual or family oriented businesses, offering limited opportunity for generalized employment. More recently, Brinnon has been a retirement community, with its economic base supported primarily from the recreation and tourist trade and 'pension' dollars. Currently, in addition to the recreation, tourism and pension dollars, Brinnon is experiencing a slow diversification of economic activity due to changing trends, with wage-earners commuting to out-of-area employment, early retirees with secondary income, computer/internet at-home employment, and various local entrepreneurs.

Brinnon is a classic case of a resource-based community faced with the need for economic transformation in a changing world. The traditional and historic roots of logging, fishing and resource-based support activities have been grudgingly reduced due largely to increased environmental restrictions and changing market conditions. Brinnon too, like other rural communities in western Washington, does not want to be frozen in time and become a "rural museum piece". The community—consistent with the requirements of the GMA—desires to "foster" (i.e., promote) its traditional rural lifestyles and rural based economy by creating opportunities for residents to both live and work here. But to do so will mean overcoming great obstacles. Brinnon is truly at a crossroads. Its challenge is to how to take advantage of its best attributes—its own natural environment and friendly people—and its biggest liabilities—its remote location and lack of infrastructure—and together weave a new and lasting economic fabric.

There are significant impediments to increasing economic development activity in Brinnon. The relatively small population, remote location and distance to major population and employment centers are the primary reasons for its limited economic development activity. However, other factors have also contributed, including the lack of significant available and marketable land zoned for commercial/industrial activity, the lack of significant infrastructure (e.g., public sewer and water systems) to accommodate new and more intensive commercial and industrial activity, the lack of a significant and coordinated economic development marketing and promotion program, and a relatively small and untrained workforce.

Year 2000 census estimates for economic, work force and employment characteristics have not been released as of the date of this writing. However, some data from the 1990 census in these areas can help to describe some of Brinnon's economic development characteristics in more detail and perhaps indicate issues that need to be addressed so as to improve the climate for economic development.

The labor force participation rate is the ratio of all persons seeking work (including employed and unemployed persons) to the total number of persons aged 16 and over (who are of legal age to be employed). According to the 1990 census, the labor force participation rate in Jefferson County as a whole was 50% while the rate in Brinnon was only 28%. There are likely several factors at play here to explain the significantly lower figure in Brinnon. Chief among them are the increasing influence of retired persons in the community most of whom are not actively seeking employment themselves. Another factor that may contribute to the lower local labor participation rate is the relatively high rate of work force disability in Brinnon. The 1990 Census indicated that 20% of the total persons aged 16 to 64 in Brinnon suffered a disability that prevented them from working compared to a 5% disability rate for all of Jefferson County.

Both of these factors are important in understanding why the community needs to expand and diversify its range of economic activity. Communities with growing populations of retired persons

and those experiencing high rates of worker disability typically require higher levels of and better access to human services and commercial support activities than other communities. The “trap” that Brinnon finds itself in is that at the same time as these populations demand more and better access to these services (in effect comprising a “market” themselves), the community is not of the critical size yet to justify enough demand to make feasible many of these services—given its isolated location and distance to major population centers. Many businesses have been marginalized and even failed due to lack of critical mass or enough local market support. One way, and perhaps the most efficient way for Brinnon to make those kinds of services and businesses more feasible is to “create” additional demand for those commercial support activities by taking advantage of the underutilized tourism and recreational nature of the local economy. In effect, by “piggybacking” on the tourism sector—which Brinnon is very well suited to accommodate—to increase the market and demand for new commercial development in a manner that can still preserve its rural character.

Brinnon’s labor force is relatively small and exhibits characteristics common to many rural and formerly resource-based economies. The 1990 Census reported a total of 230 employed persons (16 years and over). Of those, more than one-half (53%) were private sector wage and salary workers, one-third (33%) worked for local, state or federal governments, and the remainder (14%) were self-employed workers. The remote rural character of the area accounts for the relatively high number of self-employed persons. The presence of state facilities (e.g., the Point Whitney Shellfish Laboratory and Dosewallips State Park) and federal lands (e.g., the Olympic National Forest and National Park) account for the relatively large number of government workers in Brinnon.

1990 Census data for occupations in Brinnon provide a good analysis of the local employment sector. The retail trade, durable goods manufacturing, transportation, and personal services sectors of the local economy accounted for the largest share of employment, respectively, in 1990. Indicative of the dramatic loss of the natural resource economic base of the community, the agriculture, forestry, fishing, and mining sector of the local economy, combined, provided only eleven jobs in Brinnon in 1990. It is ironic that an area dominated by 80% designated forest resource lands on the Comprehensive Plan Land Use Map generates less than 5% of its total employment from the industries associated with those resource lands. The total breakdown of employment sectors in the local economy is shown in the following table.

**BRINNON LOCAL EMPLOYMENT SECTORS (1990)**

<b>Employment Sector</b>	<b>Total Employees (1990)</b>	<b>Percent of Total Employment</b>
Retail Trade	44	19%
Manufacturing, Durable Goods	41	18%
Transportation	37	16%
Personal Services	23	10%
Public Administration	20	9%
Wholesale Trade, Utilities & Communications	17	7%
Professional Services	16	7%
Forestry, Fishing, Mining, & Agriculture	11	5%
Finance, Insurance, Real Estate	8	3%
Education	7	3%
Construction	6	3%
<i>TOTAL</i>	<i>230</i>	<i>100%</i>

In 1990, Brinnon had generally lower educational attainment levels than the county as a whole. For example, 59% of its residents (aged 25 years and over) were high school graduates or higher in 1990

compared to 82% for the county as whole. This suggests that the labor force may need better access to work force training and other educational outreach opportunities. It also suggests that Brinnon—in addition to its lack of efficient transportation access to major markets and other constraints—is not likely to be as competitive as other areas in the region in attracting new technology or other industries requiring a highly skilled or highly educated labor force. This, in turn means that wage levels are likely to remain generally lower in Brinnon compared with other areas of the region better able to attract higher paying industries.

## **Historic Business Activity**

Hemmed in by the Olympic Mountains to the west and the Hood Canal to the east, and bisected by two major river valley floodplains, habitation and settlement concentrated along the narrow belt of upland lands adjacent to the Hood Canal shore. Since its early years, Brinnon’s business inventory has grown considerably, although only a handful of businesses are situated in the ‘downtown’ area of Brinnon, the Rural Village Center. Commercial enterprises are located throughout the Brinnon planning area, in keeping with this rural and historically mixed-use area. The Business List Map (Figure BR-13) illustrates some of the variety of businesses that have existed in the Brinnon area in the past, as well as businesses currently operating. The map illustrates the historically dispersed and scattered pattern of economic development activity throughout the 50 square mile area. Even though the historic “core” settlement of Brinnon was located along the “Flats” adjacent to the mouth of the Dosewallips, it represents only a small component of the entire Planning Area’s historic economic development activity. Indeed, the major residential settlements in the Planning Area occurred outside the Brinnon Flats (and the associated floodplain). Economic development activities largely followed the residential settlement pattern that occurred on a regular and recurring basis throughout the rural Hood Canal shoreline and higher elevation river valley areas. Many commercial/industrial activities also desired to locate out of the Dosewallips floodplain for obvious reason.

## **Isolation**

Brinnon’s isolation is both its blessing and its curse. It accounts, to a large degree, for the slow-paced rural lifestyle—the peace and quiet—of the area. That—characterized by the predominance of the natural environment—is the primary attraction for many residents looking to “get away” from someplace not so isolated. But that also means the community is out of the economic mainstream and subject largely to their own economic devices. It is a characteristic and challenging economic environment not uncommon to remote rural areas.

The Brinnon community is unique in many aspects and deals with many constraints, among them topography, limited acreage held in private ownership, isolation, and long narrow inhabitable territories. We are the most physically isolated populated area in Jefferson County—12 miles from Quilcene, 25 miles from Pt. Hadlock, and 45 miles from the County Seat in Port Townsend—separated from the social, economic, and cultural amenities other Jefferson County communities take for granted. To conduct business in Port Townsend or even go grocery shopping can be an all-day event—assuming that the highway is passable. There is literally only one paved road—Highway 101—connecting Brinnon with the rest of the world. This results in very high transportation costs for local residents who work in Port Townsend and have to commute every day. There is only very limited bus service. For some lower income residents—who cannot afford dependable private automobile transportation and maintenance costs—the isolation can be a prohibitively expensive obstacle to securing a living wage job outside of Brinnon.

The area is particularly susceptible to natural disaster. In winter, it is not uncommon for snow or ice storms, mudslides, wind-blown trees or flooding due to heavy rain storms to cut-off access on Highway 101. A severe forest fire during the summer or bridge failure caused by flooding or earthquake can severely impact access to urban services. In these instances, the historic self-

sufficient and independent nature of the community and its residents takes on a whole new meaning. It also suggests—more than any other characteristic—the “*unique local circumstances*” present in Brinnon that argue for recognition of alternative economic development strategies.

### **Recreation and Tourism**

A cornerstone of economic development in the Brinnon Planning Area is tourism. With over 20 miles of beautiful saltwater shoreline accompanied by excellent marinas and other shoreline access, and two long river valleys approaching the Olympic National Forest and Olympic National Park, the potential for tourist and recreation-related uses is extraordinary. According to the *North Olympic Peninsula Regional Marketing and Tourism Infrastructure Strategy*, prepared for Jefferson County in June 2000, in the peak summer months, it is estimated that as many as 500,000 tourist visitors travel through the North Olympic Peninsula. The US Forest Service reports that approximately 25,000 visitors stop in annually at the Visitors Center in Quilcene. The Forest Service also reports that about 20,000 campers annually utilize the approximately 250 campground sites located in the various national forest campgrounds located along the east side of the National Park from Hoodport to Quilcene.

However, the lack of private tourist accommodations and services in south County often means that potential economic benefit from tourism spending is lost to other, more developed, areas of the Peninsula. In addition, there is not a coordinated marketing or tourism promotion program in effect to “get the word out.” Brinnon is usually not even mentioned—much less highlighted—in most guidebooks regarding recreational and tourist opportunities in Washington or the Pacific Northwest.

Nevertheless, Brinnon is extremely well suited to capitalize on tourism development. Popular recreational activities in the area include boating, fishing, hunting, shellfish gathering, hiking, camping, birdwatching, mountain biking, scuba diving, and visiting historical sites. Small-scale recreational and tourist uses are an integral part of Brinnon’s “rural character” and “traditional rural lifestyle,” while a master planned resort concept would help to expand the scope of tourist accommodations and recreational attractions in the community and could help to capture more tourist dollars in the local economy.

Brinnon’s economy has been supported by tourism since early in the 20<sup>th</sup> Century. The logging industry, which initially brought white families to work here and provided their income, continued to be a strong part of Brinnon’s economy until its collapse in the 1980’s. But for most of the last century there were also short-term visitor accommodations in the form of hotels, small resorts and summer cabins located all along the Hood Canal. While tourists and other visitors have always enjoyed Brinnon’s outdoor activities and abundant seafood, the shortened fishing and shellfish harvesting seasons of recent years have made attracting tourists increasingly difficult. The importance of protecting Brinnon’s unique marine environmental resources and their importance to the local economy cannot be understated.

The people of Brinnon recognize that developing recreational opportunities enhances the economy while preserving Brinnon’s rural character. Brinnon residents know that they live in a community that visitors appreciate. They enjoy the traditional rural lifestyle. They approve of the types of businesses that are consistent with rural character while protecting basic health and safety and the environment. They know that tourist-related businesses are what the area is, and has historically been, best suited for. Tourists and tourist related businesses are welcomed in the Brinnon community.

Many Brinnon residents commute to other areas daily to earn an income that allows them to live in this rural community that they enjoy. Most of the residents, retired and working, do their shopping and fuel their vehicles outside of the Brinnon area. Many of Brinnon’s tourists shop and fuel their

vehicles while visiting here. This is typical of rural areas that rely on tourism to help support their economy.

Small scale recreational and tourist services are located in the rural areas near the resource they serve. It is common to have many of these services consider themselves “home businesses.” Most have little impact on their neighbors and are in areas that are “pass-throughs” to the National Forest and National Park. Given the remoteness of the area, these uses are essential to the continued economic viability of Brinnon.

The Parks and Recreation Element of the Subarea Plan contains a more detailed description of existing recreational and tourist-related uses and potential business opportunities.

### **Future Objectives**

We treasure our environment, our resources and our neighbors, and it is the intent of this community to maintain these as well as be economically self-sufficient. Because of the nature of our constraints, we feel the strict application of conventional ‘land use districts’ and their attendant “use tables” (that may be suitable for areas with fewer constraints) do not always provide an adequate “fit” to our community and the needs of our rural economy and rural lifestyles. Indeed, the sizing of the existing LAMIRD designations (Brinnon RVC and WaWa Point) provide sufficient constraint on new commercial/industrial economic activities so as to preclude any significant new economic development opportunities. [See further discussion in the Rural Commercial section of the Land Use Element]. We find this inconsistent with the requirements of the GMA “*that traditional rural lifestyles including rural-based economies and opportunities are to be fostered*” in the pattern of land use and development established by a county in its comprehensive plan RCW 36.70A.030(14)(b) and RCW 36.70A.070(5).

In Brinnon, “rural development” means a mixture of uses co-existing compatibly that preserves the community’s “rural character”. It always has. It is also consistent with the definitions and requirements of the GMA and RCW 36.70A.070(5). Our preference for small-scale owner-operator endeavors in rural areas and recommended revised LAMIRD boundaries and designations—along with the conditions and requirements contained in this Subarea Plan, the Jefferson County Comprehensive Plan and the Unified Development Code—will retard and restrain the threat of low density sprawl and maintain the balance of rural lifestyle and self-sufficiency.

At the same time, we understand that for our local economy to survive we must adapt and be responsive to outside markets and trends. Capitalizing on our abundant natural resources and scenic amenities we must take advantage of new markets for tourism and recreational opportunities that can increase investment and spending in the local economy. The potential for a master planned resort at Black Point is a significant opportunity. But one that should be pursued carefully—in compliance with RCW 36.70A.360 and the proposed amendments to the Jefferson County Comprehensive Plan—to ensure that we don’t lose the very qualities that make our community a special place.

Brinnon shares the national trend that indicates a growing percentage of employment by home occupation and/or small business. However, home businesses and cottage industries are not just a convenience here; they are a critical part of our local economy. Ensuring that these types of activities can continue to occur and indeed be fostered and promoted as a self-sufficient means of maintaining our rural-based economy is a prime aim of this plan. A description of typical existing home businesses and cottage industries in Brinnon is presented in the Rural Commercial Section. This list exhibits the broad range of home-based business and cottage industries traditionally found in Brinnon and that contribute to its rural character. Recommendations in this subarea plan are aimed at ensuring the viability of these types of uses in our fragile economy. Along with our

wise use of commercial and resource lands, it is our ability to adapt and diversify that will keep the Brinnon area strong and healthy for the succeeding generations.

Jefferson County's Sustainable Economic Development Strategy (Jefferson County Comprehensive Plan - page 7-10) leans toward self-sustained communities, small industry requiring minimal impact on the infrastructure, and resource/recreational and tourist/service-oriented jobs as the basis for economic development. This is consistent with the recommendations of this Subarea Plan and seems to be consistent with the majority interests of the residents of the Brinnon planning area.

The preference of uses and recommendations contained in this Subarea Plan will enable the community to monitor its own development process and progress and be watchful that the historically significant areas are preserved and maintained. As the Brinnon Subarea Plan was reviewed and updated, lists were prepared on some of the ways that the community sees itself developing. Also listed were the types of commercial enterprises that could have potential. These lists can be found in the section on Community Values (See Introduction).

### **GOALS, POLICIES AND STRATEGIES:**

#### **GOAL:**

- G1.0** Promote the development of employment opportunities for local residents consistent with the rural character of Brinnon.

#### **POLICIES:**

- P1.1** Jefferson County shall structure their Economic Opportunities Plan such that the Brinnon area can be uniquely identified.
- P1.2** Jefferson County shall hold local forums to inform the citizens of Brinnon about the status of the Brinnon-related parts of this plan.
- P1.3** Team with the Jefferson County Economic Development Council to bring their resources to bear on educating and training our local residents.
- P1.4** Team with the Olympic Peninsula Resource Conservation and Development Group in pursuing USDA funding for small business in the Brinnon Community.
- P1.5** Encourage Jefferson County to reinvest a portion of the DNR's Forest Board Transfer monies that are paid to the county each year (county-owned property managed by DNR, with up to 78% of income distributed back to the county), specifically for the Brinnon area's economic redevelopment through a community/county advisory committee to direct the best use for the community.

#### **STRATEGIES:**

- S1.1** Jefferson County shall include the following elements in their Economic Opportunities Plan.
- ?? Business by industry type (e. g. forestry, aquaculture, services, construction, etc.)
  - ?? Employment by industry type for each employer.
  - ?? Jobs available by skill for each employer.
  - ?? Local residents identified by skill that are available for employment.
  - ?? Training necessary to obtain skills for available jobs.

- ?? Where and when to obtain training for skills.
- ?? Where to get the full range of human and social services made available by the county.

- S1.2** Establish and conduct training sessions on the “*How To’s*” for setting up and running a home business, cottage industry, and small business in Jefferson County.
- S1.3** Assist existing and potential businesses in providing services while maintaining the rural character of the area, utilizing the local Chamber of Commerce in partnership with the Jefferson County Economic Development Council and Department of Community Development.

**GOAL:**

- G2.0** Promote the preservation of the existing and development of new business and economic development opportunities in Brinnon.

**POLICIES:**

- P2.1** Jefferson County shall promote the availability of economic resources (i. e., commercial land and potential employees) in the Brinnon area.
- P2.2** Support a process and program for recruiting new resource-based and other light industrial activities to Brinnon.
- P2.3** Support a resource network for financial, educational, social and health services for startup and existing businesses.
- P2.4** Support appropriate designations for mixed commercial and residential development, small-scale recreational and tourist uses, and master planned resorts in areas that can utilize the land and available resources for their highest and best use, without adversely impacting the natural environment, promoting low-density sprawl, or harming the rural character of adjacent areas.

**STRATEGIES:**

- S2.1** Assist existing and potential businesses in providing services while maintaining the rural character of the area, utilizing the local Chamber of Commerce in partnership with the Jefferson County Economic Development Council and Department of Community Development.
- S2.2** Request that Jefferson County present bi-annual educational forums for the Brinnon community to describe the coordination of their efforts with federal, state and local economic development groups.
- S2.3** Request that Jefferson County present bi-annual educational forums for the Brinnon community to describe plans to provide regulatory incentives to encourage and facilitate economic opportunities.
- S2.4** Request that Jefferson County present bi-annual educational forums for the Brinnon community to describe their plans to encourage and support appropriate rural economic development.
- S2.5** Cooperate with lending institutions, educational facilities, and social and health institutions to provide local services.

**GOAL:**

**G3.0** Market local attractions, businesses and the recreational and tourism amenities of the Brinnon area, including the Hood Canal and Olympic mountains.

**POLICIES:**

**P3.1** Establish a cooperative and proactive tourism marketing campaign to identify the recreational resources and tourist amenities in Brinnon and market those resources, opportunities, and amenities to local, regional and national target audiences.

**STRATEGIES:**

**S3.1** Develop a community theme/identity.

**S3.2** Develop a cooperative marketing effort between area residents, Jefferson County and various community and regional business organizations, including the Jefferson County Economic Development Council and the North Olympic Peninsula Visitor & Convention Bureau.

**S3.3** Utilize the outreach capabilities of the Quilcene/Brinnon Chamber of Commerce.

**GOAL:**

**G4.0** Ensure that the infrastructure needed to diversify the local economy is established.

**POLICY:**

**P4.1** A coordinated effort must be made between the local business community and federal, state, county, and private agencies for the planning, funding, and installation of various infrastructure requirements, such as water, power, and telecommunications.

**GOAL:**

**G5.0** Integrate efforts and ideas, and share costs and services with neighboring communities.

**POLICY:**

**P5.1** Cooperate with local business organizations and service providers to provide cost-saving joint services.

**GOAL:**

**G6.0** Develop training opportunities for teenagers and other entry-level workers in the Brinnon Planning Area.

**POLICY:**

**P6.1** Training should be available from standard and vocational educational institutions as well as specialized workshops and other means.

**STRATEGIES:**

**S6.1** Encourage Jefferson County and WSU Extension Service to assist the local High School (Quilcene) and other training modules in providing vocational education opportunities and job training for students still of high school age and other community members who constitute the entry-level workforce.

**S6.2** Establish through the county/state a tax incentive for local businesses who mentor high school age residents with on-the-job work experience.



## **Natural Environment Element**

### **Water Resources**

The groundwater resources are characteristic of the overall diversity of the Brinnon area. In most areas, including the Duckabush and Dosewallips drainages, groundwater resources provide more than adequate supplies of water for private as well as public wells. There are some areas (particularly in sites characterized by bedrock in close proximity to the shoreline) that experience shortages during the late summer months or have been unsuccessful in tapping into an aquifer to provide private wells. However, there is not an established geographical pattern to wide areas of water shortage. Overall there is a relative abundance of groundwater sources as evidenced by the number of adequately producing wells in the Brinnon area.

The depth and capacity of individual wells depends on water tables and aquifer recharge potential; stream or creek flow depends on the accumulation of snow in higher elevations and seasonal rainfall. Rainfall and aquifer recharge potential, as well as septic tank and drain field effluent, affect the quality of these systems.

Areas where the geology is characterized by fractured bedrock—not the more typical unconsolidated glacial outwash or till—can be particularly susceptible to changes in groundwater levels. Some shoreline properties on Pulali Point, for example, have demonstrated water shortages and dry wells during summer months when aquifer recharge is at its lowest. These portions of the Point are characterized by the presence of fractured basalt that typically provides very low well yields during the dry season because of its limited capacity. The Department of Ecology (DOE) is responsible for issuing water right permits for new wells and tracks new water rights applications. However, land use planning and development project proposals should be carefully reviewed in this area to ensure adequate availability of groundwater for existing development and “senior” water right holders.

### **Aquifer Recharge Potential**

Aquifer recharge potential is the relative ability of the soil and underlying geology to transport rainwater into underground reservoirs.

Aquifer recharge areas contain some of the most permeable soils. Conflicts can arise between proper functioning of these soils and development. Roof tops, driveways, walkways, and roads all reduce the amount of land surface able to receive rainwater. In areas of extreme permeable soils, septic tank effluent may percolate faster than the ability of the soil micro-organisms to purify it, thus increasing the chance of contaminating ground water supplies.

Moderate aquifer recharge areas, and occasionally high aquifer recharge areas, occur in the Dosewallips River Valley. Moderate recharge areas occur between McDonald and Fulton Creeks and in the Jackson Cove area.

The ability of soils to allow replenishment of ground water resources becomes an increasingly important resource as more demands are placed on ground water for domestic and commercial use.

### **Flooding**

The Brinnon area contains the Dosewallips and Duckabush Rivers, two of the four major river systems in eastern Jefferson County that are subject to flooding. What would be characterized as “flash flooding” normally occurs after heavy rains combine with warm temperatures that rapidly

melt the snows in the Olympic Mountains. Flooding conditions can be further compounded during periods of high tides and low barometric pressure during winter storms.

Jefferson County is a participant in the National Flood Insurance Program (NFIP), which provides low cost flood insurance to property owners living in floodplain areas. The NFIP Flood Insurance Rate Maps (FIRMs) produced by the Federal Emergency Management Agency (FEMA) show the general delineation of the 100-year flood boundary and floodway fringe. (A “100-year event” has a one percent chance of occurring in any given year.) On the Dosewallips River, the floodplain begins approximately two miles upstream from the mouth. Approximately one mile upstream the 100-year floodplain expands rapidly and eventually encompasses a good portion of the Brinnon Flats area. In fact, a Geographic Information Systems (GIS) analysis reveals that 93% of the Brinnon Rural Village Center land use district falls within the 100-year floodplain. On the Duckabush River, the 100-year floodplain begins approximately 0.8 miles upstream from the mouth and expands to approximately 0.4 miles as it crosses U.S. Highway 101 and empties into Hood Canal. The 100-year floodplain has been adopted as the base flood elevation for floodplain management measures and flood insurance. Pursuant to the Jefferson County Flood Damage Protection Ordinance (No. 18-1120-95) adopted in 1995, construction within the 100-year floodplain must demonstrate that it is sufficiently protected against flood damage, including a Base Flood Elevation Certificate showing that the base floor of the structure is elevated at least one foot above the Base Flood Elevation.

In 1997, FEMA officially updated the Dosewallips Flood Boundary Floodway Map. The general result was a decrease in the amount of land in the Brinnon Flats that falls within the floodway, an area that represents the active channel of the river and within which construction is not allowed. According to Lawrence Basich of FEMA (phone call 1/31/01 with Jefferson County Department of Community Development staff), the Floodway Map update did not affect the Base Flood Elevation and by extension the FIRM. The Floodway Map and the FIRM are based on the same hydrology, but use separate sub-models for the calculations. The FIRMs associated with the lower Dosewallips (530069 1230 B, 1235 B, and 1245 B) are based on pre-1982 data. Subsequent data could result in an adjustment to the FIRM, according to Mr. Basich, but there is no scheduled review of any FIRMs in Jefferson County. A community may request a review in writing, substantiating the request with factual reasoning. As FEMA Region 10 (Alaska, Idaho, Oregon, Washington) has limited budgeted funds to conduct reviews, there are only so many miles of rivers and streams that can be reviewed.

In 1994, the Mapping Needs Assessment Process was established to identify and prioritize community map update needs in accordance with Section 575 of the *National Flood Insurance Reform Act* of 1994. In Washington state, FEMA and the Washington State Department of Ecology (DOE) have been collaborating in an effort to update a database called the Mapping Needs Update Support System (MNUSS). The database holds records of maintenance or flood data update needs as reported by jurisdictions in the state of Washington. Jefferson County responded to the general DOE survey in the spring of 2001, but has not submitted detailed information on any specific river systems. The Brinnon Flood Board is considering submitting detailed information regarding the lower Dosewallips River to DOE and FEMA or requesting that Jefferson County do so on its behalf.

FEMA, Washington State, and Jefferson County have taken measures to contain any possible flooding on the Dosewallips River by rip-rapping approximately one-quarter mile up from the Dosewallips bridge over Highway 101, and installing barbs further up the river. A new bridge has also been built over Highway 101, allowing a much greater water volume under the bridge.

Given these flood improvements, FEMA should be asked to re-analyze the area FIRM and assess the height of the expected 100-year flood and corresponding extent of the 100-year floodplain on the Brinnon Flats. In July of 2001, four planning group members met with representatives from USDA-RD (US Department of Agriculture – Rural Development) to review the current public water

systems, tour the floodplain area, and discuss the potential for grants and loans for future expansion, considering that the location of the Brinnon Rural Village Center is in the floodplain.

**GOALS, POLICIES AND STRATEGIES:**

**GOAL:**

- G1.0** Identify the optimal area of increased acreage for mixed use commercial and residential development where water is currently available with water right transfers or where systems can be combined.

**POLICY:**

- P1.1** Direct Jefferson County to provide appropriate zoning for mixed commercial and residential development, small-scale recreational and tourist uses, and master planned resorts in areas that can utilize the land and available resources for their highest and best use, without adversely impacting existing groundwater users.

**GOAL:**

- G2.0** Improve water quality and reduce the risk of water quality problems in Brinnon.

**POLICIES:**

- P2.1** Encourage managers/operators of Group A and Group B water systems to develop a plan for the long-term needs and maintenance of their systems.
- P2.2** Encourage the development of small neighborhood water systems, where adjoining property owners share developmental and operational costs. (This policy is also located under Essential Public Facilities and Public Purpose Facilities)
- P2.3** The County should undertake a watershed water quality improvement plan including provisions for resource inspection, identification of problem areas, and recommended corrective measures, actions and funding sources in order to protect water quality in the area watersheds.
- P2.4** The County should formally request an updated assessment and map from FEMA of the extent of the 100-year floodplain on the Lower Dosewallips River. Particular emphasis should be placed on the extent and location of the floodplain in the Brinnon Flats area, given the flood control improvements made in the area in the last several years.

**STRATEGIES:**

- S1.1** Private landowners should have their water quality evaluated and, if necessary, take remedial action.
- S1.2** Jefferson County should advise the community about how private landowners could improve their water quality with minimal expense.

## **Shorelines**

One of the area's outstanding physical assets is its twenty miles of shoreline, including a natural harbor and two major river systems, the Duckabush and Dosewallips, providing a unique opportunity for many residents to live on water-oriented property. Recognizing the potential of development on these fragile and unique shoreline areas, the people of the State of Washington in 1971 enacted the Shoreline Management Act, in order to develop, but preserve, the natural integrity of the shorelines of the state. This act was supplemented in 1974 by the adoption of the Jefferson-Port Townsend Shoreline Management Master Program, updated in 1989 and amended in 1993, 1996, and 1998. (With Port Townsend disassociating itself from the Master Program in 1994, the name changed to Jefferson County Shoreline Management Master Program.) The Master Program designates shorelines with respect to their characteristics and use, prescribes the range of potential activities, and establishes policies and performance standards for each activity. The Master Program also provides the administrative procedures required to obtain permits for certain uses and developments of these designated areas.

Shoreline jurisdiction (a.k.a. shorelines) are defined in the Shoreline Management Act as all marine waters, streams with a mean annual flow greater than 20 cubic feet per second, lakes larger than 20 acres, and upland areas called "shorelands" 200 feet landward from the edge ("ordinary high water mark" or "floodway," whichever is greater) of these waters. In addition, shoreline jurisdiction includes wetlands and river deltas hydrologically associated with the above-defined waters, and all wetlands within the 100-year floodplain. All of the shorelines along Hood Canal are designated "Shorelines of Statewide Significance," providing them an extra level of protection. Brinnon shorelines currently have the following shoreline environment designations: Suburban, Conservancy, and Natural. The policy regarding Suburban designation is to provide permanent residential and recreational areas, while that of Conservancy is to protect, conserve, and manage existing natural resources. The Natural shoreline designation preserves and protects unique and fragile shoreline features. Brinnon currently has three areas that have the Natural designation: the Dosewallips River and Duckabush River estuaries and a portion of Right Smart Cove.

On November 29, 2000, the Washington State Department of Ecology (Ecology), the state agency that co-administers the Shoreline Management Act with local jurisdictions, adopted new shoreline master program guidelines, concluding a five-year process to review and update the State rule. The current law requires local jurisdictions to update their shoreline master programs within two years from the date Ecology adopted the new guidelines. Jefferson County issued a draft updated Shoreline Master Program on July 12, 2000, well before the adoption of the new State rule. The draft Master Program was not adopted by the County. Until the County adopts an updated Master Program, the 1989 version with amendments remains in effect. Some types of development and land-disturbing activities on shorelines may be influenced by the environmentally sensitive areas protection provisions of the UDC, as well as the Shoreline Master Program.

Persons who live along the shorelines are advised to review the provisions of the Jefferson County Shoreline Management Master Program before beginning any development, which in terms of shorelines is defined in the Shoreline Management Act. Questions may be referred to the Jefferson County Department of Community Development. Shoreline permit information sheets and the Shoreline Master Program can be found there.

The use of the area's shorelines for residential, recreational, commercial, aquaculture, industrial, and transportation purposes is an integral part of Brinnon's heritage.

## **Point Whitney Shellfish Laboratory**

The Washington Department of Fish and Wildlife (WDFW) is in the process of developing a 5-10 year facility renovation and improvement plan for the Point Whitney Shellfish Laboratory near Brinnon. Approval has been received to construct a new shellfish hatchery on the West Side of the lagoon.

Funding was allocated in the 1999-2001 biennium for site development, and engineering has begun. Construction funds for the shellfish hatchery have been allocated for the 2001-2003 biennium. Additional large-scale construction options under consideration include upgrading the current office complex and vacated hatchery space, or building a new office facility on WDFW land recently vacated by the Navy. Other options include moving the harvest management staff to some location other than Brinnon and expanding the public parking area at Point Whitney, or a combination of the above. The Point Whitney Shellfish Laboratory currently employs 40 professional staff, of which 5 are local Brinnon residents.

If a new office complex is constructed on lands recently vacated by the Navy, or the harvest management staff is relocated, space could be freed up for improved public access to the beach. Improvements could include such things as additional public parking, rebuilding of the dock, boat launch upgrades, and widening the road to two lanes.

### **Natural Heritage Vegetation, Wildlife and Landforms**

The diverse forest ecosystems in the Olympic Peninsula provide habitat areas for a variety of plant and animal species. Local indigenous populations found these resources plentiful and had no need to cultivate them. Since the arrival of the first white settlers, a number of new species were introduced, including domestic herd animals and plants for cultivation (as well as some invasive species such as scotch broom, tansy ragwort, ivy, and purple loosestrife).

The moderately well-drained, gravelly soils throughout most of the area support a variety of coniferous and deciduous trees including Douglas fir, western hemlock, western red cedar, red alder, and madrona. Typical underbrush includes salal, Oregon grape, several species of ferns, huckleberry, red currant, wild honeysuckle, and oceanspray as well as numerous species of mushrooms and fungi.

The Planning Area is also home to several unique and pristine marine environments along its 20 mile Hood Canal shoreline, including salt meadows, marine sloughs, river estuaries, eel grass beds, salt marshes, mud flats, and sand and gravel beaches. These environments make for rich and diverse plant and wildlife habitats. These include important habitat for oysters, clams, mussels, crabs, shrimp, pacific herring and chum salmon as well as a host of shoreline and marine birds and mammals.

The Brinnon area contains suitable habitats for numerous species of wildlife. Though there are resident species listed, it should not be presumed that all species are found in all areas of Brinnon. The diverse terrain, elevation, ecosystems and geography provide micro-climates/environs for many species in only one or two locations and not in the remainder of the community. It is important to note that some species may be observed but are only transient and not resident populations.

Resident wildlife includes bald eagle, which in 2001 was removed from the endangered species listing and now is listed as "sensitive" by state and federal agencies. The mountain foothills, which are mostly on National Forest and wilderness areas, provide a seasonal source of food and cover for permanent and summer resident animals.

The list provided is a representation of the regular resident or frequently migrating species and is not intended to include occasional or rare sightings to avoid the misconception that these sightings are frequent or hold any significance other than interesting observations.

***Mammals – Water and Terrestrial***

Roosevelt Elk, Deer – black and white tail, Otter – river, Beaver – mountain and dam, Muskrat, Cougar, Bobcat, Coyote, Mink, Skunk – two species, Mice – three species, Fox – red, Martin, Marmot, Mole, Raccoon, Bear – black, Fisher, Shrew, Squirrel – two species, Chipmunk, Rat – two species, Weasel, Rabbit, Mountain Goat, Sea Lion – California, Seal – harbor, Porpoise, Orca.

***Reptiles***

Frog – three species, Lizard, Snake – two species, Salamander

***Birds – Water and Terrestrial***

Bald Eagle, Grouse – two species, Hawk – four species, Owl – five species, Jay – two species, Robin, Junco, Towhee, Finch – four species, Sparrow – three species, Grosbeak – two species, Hummingbird – two species, Tanager – western, Woodpecker – three species, Flicker – two species, Thrush – three species, Bush Tit, Pine Siskin, Pigeon - Band-tailed, Guillemot – Pigeon, Crow, Raven, Swallow – barn and cliff, Warbler, Blackbird – red and yellow wing, flycatcher, Starling, Turkey, Snipe, Meadowlark, Quail – California, Turkey Vulture, Nighthawk, Wren – Seattle, Scoter – two species, Grebe – three species, Coot, Blue Heron, Kingfisher, Merganser – two species, Goldeneye, Loon, Murre, Tern, Gull – five species, Killdeer, Goose – two species, Cormorant, Brant, Swan, Osprey, Water ouzel, Duck – six species

***Invertebrates and Fish – Marine, Water and Terrestrial***

Slugs – four species, Sow bug, Millipede, Centipede, Ant – three species, Termite, Spider, Oyster – three species, Scallops – rock, Mussel – Blue, Clam – Manila, Pacific Surf, Jack Knife, Native Littleneck, Thinshelled Littleneck, Butter, Bent nose (three species), Horse (two species), Eastern softshell, Moon Snail, Cockle, Geoduck; Drill (three species), Pandalid shrimp – three species, Crago shrimp, Mud shrimp, Ghost shrimp, Sea urchin, Sea slugs – five species, Crab – three species, Hermit crab – three species, Shore crab – four species, Sea cucumber – two species, salmon – four species, Rock Fish – six species, Ling Cod, Bull Cod, Pacific Herring, Shark – three species, Sole and Flounder – four species, Midshipmen fish, Viviparous perch, Cutthroat trout, Tidepool bullheads – four species.

**GOALS AND POLICIES**

**GOAL:**

**G1.0** Protect the natural environment while maintaining adequate opportunities for economic development .

**POLICIES:**

**P1.1** Provide those public services such as community water and sewage treatment where these services would provide a greater protection to the environment than multiple individual systems.

**P1.2** Ensure the adequate protection of environmentally sensitive areas is considered in the designation of all future development, including commercial, industrial or recreational and tourist-oriented development.

- P1.3** Consider provisions for reducing the adverse impacts of new shoreline development on the unique marine and riparian habitats along the Hood Canal (i.e., clustering, increased setbacks, etc.)
- P1.4** Encourage the use of conservation easements, transfer or purchase of development rights, and other voluntary and innovative land owner measures to protect sensitive and unique fish, wildlife and plant habitats in Brinnon.
- P1.5** Locate and design new development, and especially non-residential development, in settings and a manner consistent with the preservation of the surrounding rural character and fish and wildlife habitat in the adjacent areas.

## **Essential Public Facilities and Public Purpose Facilities Element**

There are many types of facilities and services typically provided in a community. Some are provided by private enterprises, others by public entities. Some of these facilities and services provide basic community needs, such as police and fire protection, education, water supply and sewage disposal. Others address the social needs of a community, such as recreational, youth and senior citizen activities. The following section describes various public and public purpose facilities in the Brinnon planning area.

There are no municipal water or sewer systems serving the Brinnon area. Individual wells and on-site sewage disposal systems serve domestic water and sewage disposal needs. There are a few Brinnon community water systems serving two or more families that are privately owned or are on a cost-share basis.

The larger and denser a population becomes, the more facilities and services are required. While these services are based on demand, often the provision of a service creates demand. This is particularly true of utilities.

Jefferson County Fire Protection District #4 is headquartered in Brinnon. This volunteer fire department covers the southernmost part of Jefferson County and maintains three stations with an average of 25 volunteer firefighters and ambulance personnel. A new fire hall was built in the Brinnon flats area in 2000. All firefighters are state certified and receive advanced first aid training. There are seven State certified emergency medical technicians (EMTs), three first-aid and CPR instructors and two state certified fire fighting training instructors. Fire vehicles include two pumpers, four tankers, two brush fire rigs, one reserve truck, one search and rescue command post vehicle and two ambulances. There are also off-highway vehicles for clearing roads and to get in and out of rough terrain for rescues.

The Brinnon Booster Club building has served as a community center (and until recently the fire hall) over the past several decades. Booster Club members host events for children and adults throughout the year. The facility is available for use by community members and organizations.

The Brinnon Senior Center primarily provides services to and activities for Brinnon senior citizens. The center may be made available for other community activities. The center, and the Brinnon Bayshore Motel that occupies the floor above the center, are owned by Jefferson County and operated by OLYCAP (Olympic Community Action Program). The Senior Nutrition Program is provided by Jefferson County; all activities at the Senior Center are organized/governed by the local Seniors Organization.

State and National Parks in the Brinnon area present a variety of recreational opportunities.

Telephone service is provided by the Sprint Telephone System, whose offices are in Hood River, Oregon.

Electric power is provided by Mason County Public Utility District No.1, whose offices are to the south, in Potlatch.

The Brinnon School District No.46 provides educational activities from Kindergarten through eighth grade. As enrollment in the Brinnon School District fluctuates, the school staffing increases or decreases accordingly. Presently (2001) the school has an enrollment of 74 students. The school is the location for many indoor and outdoor social and recreational activities for the community.

Brinnon is a non-high school district; therefore, high school students residing in Brinnon may choose to attend any state high school.

There are no colleges or universities located in the county. Extension courses from Peninsula College in Port Angeles are available in Port Townsend, and extension courses from Washington State University are available in Port Hadlock. In addition, a coordinator of higher education for Jefferson County, in cooperation with Peninsula College, is present every week at the Brinnon School to assist the local community.

Public library services in Brinnon are provided by the Jefferson County Rural Library Bookmobile.

Brinnon is served by two churches; the Brinnon Community Church and the Seventh Day Adventist Church.

Brinnon maintains its own Cemetery District.

The Brinnon voting precinct is #204; currently the polling place is located at the Brinnon Elementary School.

A house numbering and addressing system has been established, and is maintained, to identify the location of residents and to aid in the efficient delivery of emergency services and law enforcement, particularly when using the emergency 911 telephone system.

Jefferson County Sheriff's deputies patrol the area on a scheduled basis. State troopers patrol U.S. Highway 101, the main thoroughfare through the community.

A medical clinic has been established in nearby Quilcene, supported by Jefferson General Hospital. This clinic will be expanded to include counseling for mental health, substance abuse and other related services. The Jefferson County Community Action Council is in the process of establishing a medical clinic in Brinnon at the south end of the Bayshore Motel/Senior Center building. Brinnon is served by Jefferson General Hospital in Port Townsend and Mason General Hospital in Shelton.

State and county roads in the Brinnon area are maintained by local State Highway and County Road crews, with facilities located on Highway 101 at Mt. Walker and at County Shop Road, north of the Duckabush River Road.

### **Federal Programs for Infrastructure Assistance**

United States Department of Agriculture (USDA) Rural Development (RD) offers a variety of programs of potential use and benefit to the Brinnon community. The Rural Housing Service (RHS) provides assistance for the financing and construction of housing for moderate-, low-, and very low-income families and for community facilities such as fire stations, libraries, industrial parks, and hospitals and medical clinics. The Rural Utilities Service (RUS) offers loan and grant programs for electric energy, telecommunications, and water and waste disposal projects. The Rural Business—Cooperative Service (RBS) works in partnership with the private sector and community-based organizations to provide financial assistance and business planning, including technical assistance, research, and educational services. RD also contains other components, including the Department of Community Development, which administers the Empowerment Zones and Enterprise Communities (EZ/EC) program, the Alternative Agriculture Research and Commercialization (AARC) Corporation, and an initiative to collaborate with land grant institutions on projects for underdeveloped rural communities.

Affordable housing is an issue that has been discussed during Brinnon Community Subarea Plan committee meetings. RD RHS provides some opportunities to meet affordable housing goals. RHS

loan programs include Home Ownership Loans, Home Improvement and Repair Loans and Grants, Self-Help Housing Loans, Rural Rental Housing Loans, Rental Assistance, and Community Facilities Direct Loans, Loan Guarantees and Grants. There has also been discussion at Committee meetings regarding how the RD RUS Water and Water Disposal Programs could benefit Brinnon, which qualifies for RUS water and wastewater loans and grants by virtue of its size (population under 10,000) and median household income (between the Census categories of “intermediate” and “poverty”). Inquiries were made to RD in the past concerning the possibility of a project in the Brinnon flats area. The purpose of the project would be to provide the level of utility services necessary for potential commercial enterprise and multifamily housing in the Brinnon Rural Village Center (RVC) mixed-use district. A limitation to the availability of RD funds for projects in the Brinnon RVC was discovered during this inquiry and further explained by visitors from RD during Committee meetings in early 2001. The limitation has to do with the 100-year floodplain in the Brinnon flats, which covers approximately 93% of the Brinnon RVC.

A complete application to RD RUS includes an environmental report. RUS Bulletin 1794A-602 (December 1998 Version 1.0) is the “Guide for Preparing the Environmental Report for Water and Waste Projects.” Section 3.2 of the Guide addresses floodplains. Section 3.2 references Executive Order 11988, “Floodplain Management,” which requires Federal agencies to avoid actions, to the extent practicable, that will result in the location of facilities in floodplains and/or affect floodplain values. To this effect, there is a model tap-in restriction ordinance that local governments must adopt in most cases in order to receive RUS assistance for projects in the floodplain. In the rare occasions when projects are approved in floodplain areas, such as when there are no other suitable areas available, there are examples of mitigation measures in Section C.1 of the Guide that are applicable to floodplains. RD in Washington has an Environmental Coordinator who makes judgments concerning the feasibility of projects in floodplains. In July of 2001, four planning group members met with representatives from USDA-RD, including the Environmental Coordinator, as well as representatives from Washington State Department of Ecology, to view the locations of current public water systems, tour the floodplain area, and again discuss the potential for grants and loans for future expansion,

## **GOALS, POLICIES AND STRATEGIES**

The following goals and policies apply to public and private community services and facilities.

### **GOAL:**

- G1.1** Provide for a level of community facilities and services adequate to meet the needs of current and future residents and ensure that the establishment or expansion of community facilities and services is consistent with the small town and rural character of the Brinnon area

### **POLICIES:**

- P1.1** Encourage small neighborhood water systems or sewage disposal systems, where adjoining property owners share developmental and operational costs. (This policy is also located under Water Resources, Natural Environment Element)
- P1.2** Explore alternative methods of private sewage and/or effluent disposal systems, utilizing a community area, rather than individual on-site disposal.
- P1.3** Encourage participation in community programs available to Brinnon area residents, such as: Little League, Community Theater, Food Bank, etc.

- P1.4** Encourage active participation in the Brinnon Volunteer Fire Department, the Emergency Medical Technician (EMT) squad, and Emergency Search and Rescue (ESAR) unit, to maintain a high level of service.
- P1.5** Encourage the support and utilization of the regional outpatient medical facility being established at the Bayshore Motel/Senior Center location.
- P1.6** Encourage the education of the community in the use of the 911 system and other emergency facilities.
- P1.7** Maintain and support the Jefferson Transit Authority service between Brinnon and other parts of Jefferson County, as well as to other communities within the Puget Sound region.
- P1.8** Establish an emergency plan that includes disaster relief for the community.
- P1.9** Establish a “Welcome Wagon” service to introduce newcomers to the various community organizations and programs.

### **Public Safety**

Brinnon has no resident police presence. Our sheriff deputies are dispatched from the Port Hadlock headquarters. The Quilcene annex may have an officer available for response, but this is not on a consistent basis. Currently, Brinnon has 5% of the county’s unincorporated population but accounts for a significantly higher portion of the law enforcement calls. This has been attributed to the high unemployment rate and high drug and alcohol use. Quilcene has recently become the station for the county’s drug enforcement k-9 unit.

### **GOALS AND POLICIES**

#### **GOAL:**

- G1.0** Improve public safety in the Brinnon planning area.

#### **POLICIES:**

- P1.1** Have resident law enforcement officers in our community.
- P1.2** A local advisory group should work with the county to explore alternatives for improved public safety and drug control.

## Transportation Element

### History

The people of Brinnon have always had various forms of transportation in and out of their community, but travel has not always been convenient.

From the mid-1850's until roads were built early in the 1900's, boats were used to transport supplies, mail, and passengers to and from Brinnon. From 1917 until the mid-1940's automobiles were ferried between Seabeck and Brinnon. At first this was accomplished by towing a scow behind a fishing boat. Then self-propelled ferryboats were used. The first ferry dock was located at Seal Rock and later; one was constructed at Cedar Cove near the entrance to Pleasant Harbor.

Logging company railroads were constructed along the Dosewallips and Duckabush river valleys down to Hood Canal. The roads along these valleys were built in the late 1800's, but only went about 3 ½ miles up the Duckabush valley and about 8 miles up the Dosewallips. Another road connecting the Duckabush Road to the Dosewallips Road was built and improved over the next several years.

Between 1888 and 1923, there were 6 different bridges crossing the Dosewallips River. These were all located in the Brinnon Flats. The first bridge lasted only one year. Each bridge lasted a little longer than the previous one. The bridge built in 1923 lasted until it was dismantled in the year 2000. The current bridge is the seventh to cross the Dosewallips River. The first 5 bridges were located about ¼ mile up river from the latter two and crossed the river near the location of the original road.

Between 1901 and 1934, there were four different bridges built to cross the Duckabush flats. The bridges built in 1934 are still in use. Crossing the Duckabush flats was always done by the use of one small and one longer bridge, with the exception of a single bridge used from 1910 to 1914 near the present site of the Olympic Canal Tracts.

In 1896 a road to Quilcene was built; in 1918 a road south into Mason County along the Hood Canal was built; Bee Mill Road was built in 1926; Black Point Road was built in 1933; Point Whitney Road was completed in 1971; the Olympic Loop Highway was completed in the 1930's.

### Current Situation

Today, with the exception of some private and chartered boats and floatplanes, people and supplies are transported to and from Brinnon by way of county and state maintained highways. Brinnon has over 15 miles of highways maintained by the Washington State Department of Transportation, over 35 miles of county maintained roads, and some roads maintained by the State Department of Natural Resources, State Parks, State Fish and Wildlife, National Forest, and National Parks. There are also many private roads that are generally maintained by the property owners serviced by these roads, but they can be converted into county maintained roads if they meet criteria specified by the county.

Washington State Highway 101 is the main highway extending from north to south through the Brinnon area. Because it is bordered by the Olympic Mountains on the west and Hood Canal on the east and because of the areas unstable soil conditions, it is vulnerable to washouts and slides. This concern resulted in the designation of the following emergency bypass roads: the Rocky Brook road via the Dosewallips road, the Mt. Jupiter Road via the Dosewallips road and the

Waketikeh road via the Duckabush road. The concern for emergency road preparedness continues today.

The Comprehensive Plan (CP) identifies current levels of service (LOS) on Brinnon's roadways. All of the roads presently operate at either LOS "A" or "B" based on their average daily traffic. The Transportation Element of the CP projects the 20 year (2018) operating LOS for all affected arterial or collector roadways in Brinnon to be LOS "C" or better—either within or well-above their adopted levels of service in the CP. Most of the roadways have an adopted minimum LOS of "C" or "D". Therefore, roadway capacity is expected to be adequate to accommodate projected growth during the planning period.

Jefferson Transit and Mason Transit both serve the Brinnon area with bus service. They both connect with service to all of their neighboring counties. Jefferson Transit serves Brinnon on Route No.1 which connects Brinnon with Port Townsend by daily service. In 1998, the route accounted for 1,809 total annual passenger trips or an operating level of service of 10.2 riders per service hour.

Floatplane service is primarily provided to and from Brinnon by Kenmore Air. There are also boats and floatplanes available for charter service. Usually, passengers entering and leaving Brinnon by boat or floatplane do so at Pleasant Harbor, a deep sheltered body of water with marina docks, private docks, and a public state maintained dock. There are also public and private docks between Point Whitney and Triton Cove. Skippers and pilots are occasionally directed to transfer passengers from boats and floatplanes onto shore boats to be left off at other waterfront locations in the Brinnon area.

Today, Brinnon is connected with the rest of the world by land and by sea. People can travel to and from Brinnon with or without a motor vehicle, and as in the past, if the demand increases, the options for transportation will also increase.

#### **GOALS, POLICIES AND STRATEGIES:**

##### **GOAL:**

- G1.0** The transportation system must be maintained that it is safe, reliable, and efficient, and at the same time conserves costs, energy, and natural resources.

##### **POLICIES:**

- P1.1** In order to provide traffic safety and to minimize public expenditures, arterial and collector roads should incorporate limited access provisions whenever possible. Jointly used residential driveways, local access roads, frontage roads, etc., are encouraged.

- P1.2** Driveway access to commercial and industrial activities and multiple family dwellings should be located and designed in such a manner that any vehicle entering or leaving such premise is traveling in a forward motion and is clearly visible for a reasonable distance to any pedestrian or motorist approaching the access.

##### **GOAL:**

- G2.0** Jefferson County in concert with the Brinnon community should maintain a transportation and circulation system that is multifunctional and consistent with the rural character of the Brinnon area.

**POLICIES:**

- P2.1** Support the continued operation and expansion of Jefferson County Transit service to Brinnon
- P2.2** Support the development of the Jefferson County Non-Motorized Transportation Plan to improve safe bicycle and pedestrian access in Brinnon.
- P2.3** The Washington State Department of Transportation in concert with the Brinnon community should maintain safe traffic conditions and speed limits on U.S. Highway 101, and provide a safe crossing of the highway for pedestrians and bicycles. A pedestrian/bicycle trail along the shoulder of the highway should be constructed, and maintained, with marking and signing of the lanes for safety.

**GOAL:**

- G3.0** Facilities associated with transportation and circulation should be located and designed with respect to such natural features as topography, soils, geology, shorelines, etc., and within existing routes and corridors where feasible

**POLICIES:**

- P3.1** Roadway systems within residential areas should be designed to minimize through-traffic.

**GOAL:**

- G4.0** Future road improvements should be designed and built to meet the needs of local residents. Roadway planning should always involve local citizen participation.

**POLICIES:**

- P4.1** Twelve months following approval of this plan, Jefferson County Public Works shall assume responsibility for reviewing both the county and Washington State Department of Transportation roadway improvement plans for consistency with the goals of this plan.

**STRATEGIES:**

- S4.1** Jefferson County Public Works and the Washington State Department of Transportation in cooperation with local citizens shall recommend changes/additions, where appropriate, to the roadway improvement plans consistent with the goals of this plan.
- S4.2** Jefferson County shall provide public notification of any impending county or state road improvements/changes.

**GOAL:**

- G5.0** Establish a park-and-ride facility in the Brinnon area.

**POLICIES:**

- P5.1** Twelve months following approval of this plan, Jefferson County Public Works shall assume responsibility for coordinating this effort between the Washington State Department of Transportation the United States Department of Highways, the Jefferson County Highway Department and the Brinnon community.

**STRATEGIES:**

**S5.1** Twelve months following approval of this plan, the Washington State Department of Transportation together with the Brinnon community shall identify a possible location based on state, county and community requirements and shall participate in creating a plan for its development.

**GOAL:**

**G6.0** A back-up road is necessary in the event that U. S. Highway 101 and/or other by-pass roads become impassable.

**POLICIES:**

**P6.1** Twelve months following approval of this plan, Jefferson County Public Works shall assume responsibility for coordinating this effort between the Washington State Department of Transportation, the Jefferson County Highway Department and the Brinnon community.

**STRATEGIES:**

**S6.1** As part of the Emergency Preparedness Program, the road connecting the Dosewallips Road to the Mt. Jupiter Road along the Mt. Jupiter ridge should be re-opened and all other bypass roads should be maintained.

**S6.2** Under the guidance of the Sheriff's Department and the Emergency Preparedness Program, community property owners, the United States Forest Service and Jefferson County, twelve months following approval of this plan, should begin to cooperatively identify and agree to maintain emergency bypass roads for U.S. Highway 101.

# Utilities Element

## **Water Utilities**

There is no public municipal water system in the Brinnon area. Area residents derive their domestic water from individual wells, diverting water from streams and creeks, or participating in a Brinnon community water system.

Some residents participate in community water systems where two or more property owners share a common source, as well as development and maintenance costs. Some of the Brinnon community water systems are under Public Utility District (PUD) management.

There are presently two community water systems in the Brinnon area, managed by P.U.D. No. 1 of Jefferson County: Lazy C Ranch, and a portion of Triton Cove. These systems serve small neighborhood areas as well as residential and recreational developments. Under provisions of the Revised Code of Washington, citizens desiring to have PUD manage their community water system may petition PUD No. 1 for such action. The PUD will determine if sufficient water is available and the cost of its development to each property owner concerned. Unless a majority of affected property owners reject by vote the development of a public community water system, the PUD will proceed in its establishment. The cost of PUD management is provided by property tax levies.

There are an additional 20 Group A water systems throughout Brinnon under private management. Currently, twelve Group B water systems provide communities with between 2-14 connections. All Group A systems and many private wells have water rights but none are close enough geographically to make it economical to combine systems except perhaps in the Brinnon RVC. However, the low densities of development in the village do not make economically feasible the potential for a public water system at the present time—unless funded or partially funded by outside grants or loans.

The Washington Department of Health (DOH) is the lead agency for the Group A & B water systems compliance, and coordinates closely with the Jefferson County Health Department on developing communication and technical assistance for small public water systems.

### **GOALS, POLICIES AND STRATEGIES:**

#### **GOAL:**

**G1.0** Improve water quality and reduce the risk of water quality problems in the Brinnon area

#### **POLICIES:**

**P1.1** Encourage small neighborhood water systems, where adjoining property owners share developmental and operational costs, instead of petitioning for P.U.D. management. (This policy is also located under Essential Public Facilities and Public Purpose Facilities)

#### **STRATEGIES:**

**S1.1** Jefferson County should encourage private landowners to have their water quality evaluated and, if applicable, how to improve their water quality.

**S1.2** Jefferson County should determine how private landowners could accomplish this goal with minimal expense.

## **Sanitary Sewer Utilities**

There are no public wastewater treatment and disposal systems in the Brinnon Planning Area. All development relies on on-site septic systems to treat and dispose of sewage. New development must meet minimum lot size, setback and septic system design standards established by the Health Code in order to maintain adequate separation from water wells, groundwater levels and shorelines.

The classification of soil suitability for septic tank and drain field systems considers soil properties that may inhibit the proper functioning of these systems by affecting effluent absorption and decomposition and/or the construction and operation of the system. Some of the soils in the Brinnon Plan area are classified as having limitations for septic tank and drain field systems. Large lot sizes and/or engineering measures may be required to safely dispose of septic tank effluent in areas exhibiting these soil properties.

Most on-site septic and drainfield systems operate adequately. However, there are isolated areas of higher septic failure rates, particularly in cases of small lots in close proximity to the shoreline or where steep slopes or poor soils are prevalent. Often times, increased failure rates occur when development becomes too dense or locates too close together and cannot maintain adequate separation levels between the surface soils and groundwater. Another common occurrence of septic system failure is when small older waterfront 1-2 bedroom cabins are replaced with 3-4 bedroom houses that produce more effluent than the original septic system was designed to handle.

The lack of a public sewage treatment system in the Brinnon RVC is a constraint to future economic development in the area. The village's current limited size and density/intensity of use does not create sufficient density or base of potential rate-payers to make such a public system feasible at the present time. Yet it may develop dense enough to create increased future septic failure rates. However, expansion of the RVC boundary would allow for more commercial/industrial development to occur and to spread the future costs of such facilities over a greater potential rate base. There are also state and federal programs that could provide additional monies—through grants or loans—to help offset the costs associated with the planning, design and construction of such a system in the future.

Much of the constraint of securing federal monies for an improved sewage treatment system focuses on the floodplain location in the RVC. U.S. Department of Agriculture representatives from the Rural Development (RD) program indicated in discussion with the Brinnon Planning Group that their rural development funding assistance includes criteria that favors funding facilities located outside of the 100 year floodplain or that would not promote more development inside the 100-year floodplain. This situation remains a significant constraint to obtaining federal funding assistance for such facilities—unless the RVC is expanded to areas outside of the floodplain suitable to accommodate new commercial development. See further discussion in Essential Public Facilities and Public Purpose Facilities Element and Rural Commercial section of the Land Use and Rural Element of the Subarea Plan.

### **Future Objectives**

Secure appropriate locations for future wastewater treatment facilities to serve the at-risk areas of Brinnon and pursue state and federal funding opportunities and grant assistance programs for a public wastewater treatment system.

## **GOALS, POLICIES AND STRATEGIES:**

### **GOAL:**

- G1.0** Secure a public wastewater treatment system for the Brinnon Flats RVC to allow for higher density and more affordable housing opportunities and expanded economic development activities in Brinnon.

**POLICY:**

- P1.1** Encourage the County to continue working with the Department of Agriculture (Rural Development), DOE, US EDA, and other agencies to utilize existing grant, loan or other funding programs to plan, design and construct a wastewater treatment system for the Brinnon Flats RVC.

**Telecommunications Utilities**

The Bonneville Power Administration (BPA) has laid a fiber optics cable along their electrical transmission lines between Olympia and Port Angeles, with a drop point in Brinnon (one of many that connect to peninsula communities). The next step is bringing BPA's service to the user. PUD #1 of Jefferson Co. could be the agency to install the "last mile" that would bring the service into local building(s).

Sprint now has redundant fiber optic/digital microwave network connections between Brinnon (among others) and Poulsbo. In Kitsap and Jefferson counties, five central offices and 8 remote fiber-fed switching centers feed to/from Sprint's host central office in Poulsbo. Brinnon service is a fully fiber optic backbone, with copper as the last mile feeding the private connection. ISDN (Integrated Service Digital Network) service is available now through some Internet Service Providers. Sprint has revealed no plans for deploying a DSL (Digital Satellite Link) in Western Washington, although DSL may be available via other providers.

**Future Objectives**

Continuously enhanced telecommunications capabilities, including retail service connections that can be made available to Brinnon residents.

**Solid Waste Utilities**

Brinnon used to have a transfer station on the Duckabush River Road. Jefferson County closed the local facility, and now our nearest transfer station is Quilcene, 16 miles to the north from the Brinnon Rural Village Center.

Recycling containers are currently located at the Dosewallips State Park.

**Future Objectives**

Re-establish a transfer station in Brinnon.

# Capital Facilities Element

## **Community Centers**

Jefferson County implies that it supports a community center in Brinnon, by virtue of having the Brinnon Senior Center facility; this “community” center is considered by the county to be a county park. Jefferson County does not support a community center in Brinnon, nor do we have a County Park.

### **Future Objectives**

That Jefferson County establish a County-supported community center and county park for Brinnon residents of all ages within the next five years.

## **County Maintenance Facilities**

(See Essential Public Facilities and Public Purpose Facilities.)

### **Future Objectives**

To ensure that the county facilities are fully operational and able to provide state and county road maintenance for Brinnon residents during all seasons of the year.

## **Parks and Recreation**

### **Background**

(See Essential Public Facilities and Public Purpose Facilities.)

### **Future Objectives**

That Jefferson County establish a County-supported community park, with adequate grounds for softball and soccer games, within the next five years.

## **Storm Water/ Flood Control**

### **Background**

(Refer to Flooding in *Introduction* as well as *Natural Resource Element*.)

## **Tourist Road Facilities**

### **Background**

(Also see Parks & Recreation, and Transportation)

Although the Brinnon area is the entryway to the Olympic Peninsula for visitors approaching on Highway 101 along Hood Canal from the Shelton area, Jefferson County has not utilized any of its tourism funds to post any visitor information or provide any tourist amenities in South County.

### **Future Objectives**

A South County Highway 101 Corridor Visitor Center such as is being planned for Highway 104, with sufficient tourist amenities such as public restrooms, drinking water, and visitor information.

- P1.1** A county funded and maintained tourist and information center should be established with the use of Gateway Tourism funds.

- S1.1** Team with the WDFW Point Whitney Shellfish Laboratory land acquisition and development staff in exploring the potential for coordinating and possible combining of the future Brinnon Visitor Center and the Point Whitney Shellfish Laboratory's Interpretive Center.
  
- S1.2** Form a committee of local citizens to work with community members and the local Chamber of Commerce (the authorized funding recipient of Gateway funds) in developing the tourist and information center.

## Conclusion

The Brinnon Subarea Planning Group believes that this Subarea Plan will provide an important cornerstone for the foundation of a sustainable Jefferson County Comprehensive Plan. As the first of the Jefferson County rural communities to transform an existing Community Plan into a Subarea Plan following adoption of the GMA Comprehensive Plan, the group undertook to craft a document that could stand as a model for similar committees in neighboring communities. The group updated the 1995 plan to fit the Comprehensive Plan format, which made it easier to address relevant topics identified in the countywide plan. The foundation of our research was the Jefferson County Comprehensive Plan, the Growth Management Act, including Amendment SB6094 and the county's Unified Development Code.

Members of the planning group agreed to reach decisions by consensus. We encouraged widespread in-depth discussions among our members when clarification or elaboration was required. Comment periods were provided at the beginning and conclusion of each meeting for public input. Many visitors provided valued input during the meetings.

The group focused on the uniqueness of the Brinnon area, remoteness from urban areas and services and the county seat of Jefferson County, and Brinnon's need for additional commercial designation. The group's primary challenge was to show the extent to which Brinnon's uniqueness is self-limiting. The topography includes steep mountainsides, narrow valleys, swift rivers, and wide estuaries. U.S. Highway 101 reaches Brinnon over a high mountain pass on Mt. Walker, runs along the waterfront with bordering steep slopes and a narrow residential shelf. Using performance standards as the basis for goals and policies stems, in part, from the self-limiting nature of the Brinnon planning district. Potable water, transportation, wastewater control, and terrain are all at issue.

Commercial enterprises can best be located at three main intersections, close to population densities and accessible by the traveling public. Our interest in the tourism industry as a way of providing viable jobs developed into support for identifying an area suitable for a Master Planned Resort. Appropriate areas for small-scale tourist and recreational uses were identified. Emphasis was placed on studying the need for low-income housing and assisted living facilities, and the community will continue to monitor this need. Group members also met with representatives from USDA-RD (US Department of Agriculture – Rural Development) to review the current public water systems and discuss the potential for grants and loans for future expansion.

In the course of discussions and as the result of ongoing public input and suggestions, certain changes were recommended that were beyond the time frame available for working on the Subarea Plan with the County-funded consultant. Suggestions such as a sewer treatment plant and community water system will be investigated in upcoming years.

The vision continues to be for a community that provides a rural, lightly populated structure and fosters a quality of life we currently enjoy. The Plan guidelines have been renewed or established to help maintain the rural character of the Brinnon Area while encouraging growth under appropriate conditions. The Brinnon Subarea Planning Group members are proud of this plan and believe it provides Brinnon with effective guidance for continued future prosperity.

# **APPENDIX 1**

## **Maps**

# **APPENDIX 2**

## **Brinnon Historic Business List**

**[To be Inserted in Final Draft Plan]**