

EXHIBIT B(1):
Proposed Amendments to the
JEFFERSON COUNTY COMPREHENSIVE PLAN

Two additional policies would be added under the heading entitled "GOALS & POLICIES," on page 7-13 of the Economic Development Element, which would read as follows:

EDP 4.4 The County will actively support the efforts of the Port of Port Townsend to operate the Jefferson County International Airport as a self-supporting essential public facility. This may include, but is not limited to, the siting of both aviation and non-aviation light industrial/manufacturing activities in the Airport Essential Public Facilities District, in accordance with the provisions of this Comprehensive Plan.

EDP 4.5 In accordance with County-wide Planning Policy 7.5, the legislative authority of the Port of Port Townsend is recognized as a valuable tool to implement industry and trade strategies and should be used to the fullest extent to promote employment opportunities to meet the needs of industry consistent with the goals and policies of this Comprehensive Plan.

A new section entitled "JEFFERSON COUNTY INTERNATIONAL AIRPORT," would be added following the section entitled "COUNTY-WIDE PLANNING POLICY" on page 9-3 of the Essential Public Facilities Element, which would read as follows:

JEFFERSON COUNTY INTERNATIONAL AIRPORT

Background

The Jefferson County International Airport (JCIA) is owned and operated by the Port of Port Townsend, a special purpose district governed by an elected Board of Commissioners. The Port is authorized under the laws of Washington State to promote, encourage and participate in economic development activities. The Port strongly desires to operate the airport as a self-supporting enterprise, a goal shared by the Federal Aviation Administration (FAA). The JCIA has been designated by Jefferson County as an essential public facility in accordance with the provisions of the Washington State Growth Management Act and this Plan. This designation is based on the recognition of the critical role that the airport plays in providing transportation services necessary to the general public welfare, and in supporting job generating economic development activities. The airport provides an invaluable alternative to surface routes for emergency medical transports and services, the shipment of goods and materials, and access by local residents, business travelers, and tourists. In addition, given the relatively isolated nature of the County, the airport is a valuable community resource during unplanned and planned road closures, such as periodic closures of the Hood Canal Floating Bridge for maintenance and repairs.

The operation of the JCIA is governed by FAA Regulations, which include stringent measures to protect the public health and safety and guidance for encouraging compatible land uses. This is accomplished in part through the preparation of an airport master plan prepared in accordance with FAA guidelines. In 2002 the Port initiated a process to update its Airport Master Plan

(AMP), which resulted in the adoption of the AMP by the Port Commissioners on December 22, 2003, and approval by the FAA on March _____, 2004.

Airport Overlay

It is also important to recognize that while the JCIA is an essential public facility, there is, as with other modes of transportation, noise associated with its planned and lawful operations. This is common to all airport operations and the FAA has established standards to ensure that noise from airport operations is not incompatible, and does not unreasonably interfere, with the use and enjoyment of neighboring properties. Airport noise exposure is measured in a day-night average sound level (DNL) and is used to analyze and characterize multiple aircraft noise events, and for determining the cumulative exposure of such noise to individuals around airports. DNL means the 24-hour average sound level, in decibels, for the period from midnight to midnight, obtained after the addition of ten decibels to sound levels for periods between midnight and 7:00 a.m., and between 10:00 p.m. and midnight. The yearly day-night average sound level means the 365-day average, in decibels.

Fortunately, noise abatement measures at the JCIA have achieved compliance with FAA regulations regarding residential compatibility. In general terms, the 75 DNL is considered to be significant and may have severe impacts that would require further study and mitigation. The 65 DNL level delineates moderate noise exposure and is the threshold for residential compatibility. The 55DNL level represents minimal noise impacts and is below the regulatory threshold of the FAA standards. The 50 DNL is a very conservative measure of noise impacts and is well below the accepted standard of 65 DNL. By way of comparison, 50 DNL is comparable to the noise from a residential lawn mower. It must be recognized, however, that noise abatement measures reduce, but do not eliminate all aircraft noise.

In 2002, using the most current and best available technologies, a revised noise analysis for current and projected operations at JCIA was conducted as a part of the airport master planning process. This analysis projects noise levels through 2022. Documented noise levels in excess of the established residential compatibility threshold of DNL 65dB are limited to a very small area located wholly upon Port owned property immediately surrounding the runways. However, DNL levels and noise and compatibility concerns are also considered a matter to be addressed at the local level. Individual and community responses to aircraft noise may differ, and for some individuals, even a moderate or low amount of noise may result in annoyance or irritation.

To address noise, safety and compatibility concerns, and to implement the directives of the Comprehensive Plan as adopted in 1998, the County has established an Airport Overlay. The Overlay boundary is a fixed boundary, reflecting the projected 55 DNL contour in the year 2022, as set forth in Exhibit 6.4 of the adopted Jefferson County AMP. The purposes of this Overlay are as follows:

- To disclose to current and prospective property owners their proximity to airport operations including take-off and landing patterns, and the potential for low level noise and vibrations associated with such activities; and
- To identify an airport safety zone within which certain uses will be prohibited for public safety and compatibility reasons (e.g., mobile home parks, churches, nursing homes, hospitals, day care facilities and other similar uses).

The Jefferson County Board of Commissioners find that the Overlay has a rational basis because it is based upon best available technology and reflects those areas adjacent to the airport that are most affected by normal, routine airport operations (i.e., aircraft take-off and landing patterns).

It is acknowledged that areas lying outside this fixed Overlay may also be subject to low level noise and vibration.

Future Sub-Area Planning

The Port and County will work together to prepare a sub-area plan for Port owned property in the vicinity of JCIA, based on the Airport Master Plan, for incorporation into this Comprehensive Plan. This Sub-area Plan will guide future use and development of property owned or acquired by the Port in the vicinity of the JCIA. This will ensure the continuing operations of the JCIA as an essential public facility, in accordance with FAA regulations, the requirements of the Washington State Growth Management Act, this Comprehensive Plan, and the County-wide Planning Policies. The goal of this planning effort is to promote compatible land uses, preserve the rural character of the County, provide employment opportunities, and facilitate the operations of the airport as a self-supporting enterprise.

As an essential public facility, the JCIA is also recognized for its important role in the economic health of the County. In accordance with the provisions of the GMA, cities and counties may not preclude the siting or the expansion of essential public facilities. The County-wide planning policies recognize that the Port's statutory authority is a useful tool to implement economic development and employment opportunities (CPP 7.5). Further, the Port desires to run the airport as a self-supporting facility so that it is not a burden upon the taxpayers of Jefferson County and does not negatively impact other Port operations. The County recognizes and supports this goal. The Port has explored all opportunities to make the airport self-supporting, and yet it continues to operate at a deficit.

The long-term economic viability of the airport, as well as the economic development goals and policies contained in this Comprehensive Plan, support consideration of the expansion of the airport uses to include non-aviation light industrial development on a rural scale, provided that such uses are properly limited consistent with the GMA. The County recognizes that aviation-related industrial/manufacturing development is currently allowed on Port owned property at the Jefferson County International Airport.

Potential future revisions to more clearly permit light industrial uses in general would not constitute a fundamental change in the purpose of the Airport Essential Public Facility (AEPF) Zone, but instead, would merely remove a local limitation on the specific range of uses currently permitted within the zone. Such potential future revisions to the uses permitted within the AEPF zone would also be consistent with the requirement in the 1998 Plan that the County reconsider the use limitations during the sub-area planning process. This option will be more thoroughly explored during the sub-area planning process once it is initiated.

Goal EPG 2.0 and policies EPP 2.1 and EPP 2.2 under the heading entitled "GOALS & POLICIES," beginning on page 9-7 of the Essential Public Facilities Element, would be repealed and replaced with a new goal EPG 2.0 and new policies EPP 2.1 through 2.7, which would read as follows:

GOAL:

EPG 2.0 — ~~Ensure the continued viability of the Jefferson County International Airport as a transportation hub.~~

POLICIES:

~~EPP 2.1~~ During the Port's preparation of a sub-area plan for the JCIA and appropriate surrounding properties, limit new development proposals at the JCIA site to only those uses which are clearly identified as aviation support facilities or aviation related development in conformance with the airport's designation as an essential public facility.

~~EPP 2.1.1~~ Aviation Support Facilities are those uses which directly support the operation of the Jefferson County Airport:

~~EPP 2.1.2~~ Aviation Related Development are those uses which are reliant upon the airport for their business:

~~EPP 2.2~~ Cooperate with the Port of Port Townsend to develop a sub-area plan to guide future development at the Jefferson County International Airport. This sub-area plan may evaluate non-aviation uses and activities that are compatible with the airport facility and surrounding area. The sub-area plan should address the following siting issues for all new uses and activities proposed for siting at the Jefferson County International Airport and all plans for facilities expansion:

- ~~a.~~ Compatibility with airport operations as an essential public facility;
- ~~b.~~ Provision of infrastructure consistent with the requirements of the GMA;
- ~~c.~~ Land use compatibility with surrounding area;
- ~~d.~~ Potential environmental impacts;
- ~~e.~~ Availability of alternative sites;
- ~~f.~~ Public health and safety;
- ~~g.~~ Sub-area plan amendment process for possible future acquisition of adjacent properties

GOAL:

EPG 2.0 **Ensure continuing operation of the Jefferson County International Airport as a safe and self-supporting Essential Public Facility.**

POLICIES:

EPP 2.1 The next step after the recent adoption of the updated JCIA Master Plan is for the Port and County to work together to prepare a Sub-area plan for the property in the vicinity of the JCIA. This Sub-area plan will be incorporated by the County into this Comprehensive Plan in accordance with County policies and procedures for Comprehensive Plan amendments.

A. The Airport Master Plan and the subsequent Sub-area Plan will provide for the safe operations of the JCIA and guide future development in accordance with Federal Aviation Administration (FAA) regulations and the Airport's designation as an Essential Public Facility under the GMA.

B. In preparing the Sub-area Plan, the Port and the County will review and evaluate revisions to the County's Unified Development Code to consider permitting certain non-aviation light industrial/manufacturing uses that

directly or indirectly support the JCIA. If allowed, such uses should be on a rural scale, assure visual compatibility with the surrounding area, provide job opportunities for Jefferson County residents, and be compatible with airport operations.

C. If certain non-aviation light industrial/manufacturing uses are allowed, the County, in cooperation with the Port, may establish design standards to guide future development in the Airport Essential Public Facilities (AEPF) District, including, but not limited to: landscape buffers; visual screening; access requirements; and rural bulk and dimension standards.

D. The County, in cooperation with the Port, may establish rural level of service standards to ensure that the future development of property in the AEPF District does not result in sprawl.

EPP 2.2 Jefferson County will designate parcels owned by the Port of Port Townsend previously classified as being in the Airport Essential Public Facilities Overlay District as the JCIA AEPF District. This new District will supercede and replace the previous Airport Essential Public Facility Overlay District and will be incorporated into the County's Unified Development Code as a distinct District within the Public Lands Classification.

EPP 2.3 The Jefferson County Unified Development Code will be reviewed and revised as appropriate to implement the approved JCIA Master Plan in accordance with the requirements of the Washington State Growth Management Act regarding the compatibility of land uses adjoining airports, and the status of the JCIA as a designated Essential Public Facility, and FAA regulations.

A. Jefferson County will revise County Codes and procedures as appropriate, to promote future land uses and development activities in the vicinity of the airport that are compatible with land uses and activities in the AEPF District, in compliance with RCW 36.70.547.

B. All land use and development activities will comply with FAA regulations including but not limited to electrical emissions, lighting, and height restrictions.

C. Jefferson County will, in consultation with the Port of Port Townsend, identify and regulate land uses within the airport approach zone and regulate obstacles in accordance with Federal Aviation Regulations (FAR) 77.

D. Land use or development activities that attract concentrations of birds or waterfowl in or near the designated Airport Accident Safety Zones will not be permitted.

EPP 2.4 Jefferson County will, in consultation with the Port of Port Townsend, discourage the siting of new, incompatible uses adjacent to the airport, provide disclosure of proximity to the airport to identified parcels, and address noise impacts, consistent with local concerns, FAA Regulations, State Department of Transportation Regulations, and the JCIA designation as an Essential Public Facility under the GMA.

- A. The County will, in consultation with the Port of Port Townsend, establish an Airport Overlay consistent with the Noise Contour Map which projects airport noise contours through the year 2022, as adopted by the Port of Port Townsend Board of Commissioners in the 2003 updated Master Plan, or as later amended. The County will formally adopt the noise contour map showing the 55 DNL as the Airport Overlay.
- B. The County will prepare and implement procedures for providing property owners within the Airport Overlay (55 DNL) of their proximity to the JCIA and airport operations including aircraft takeoffs, landings, and overflights. Such procedures may include, but are not limited to, posting the Noise Contour Map on the County website; overlaying the 55 DNL Contour Line on the County's GIS system; inclusion of the Noise Contour Map in the County Map Index; and the preparation of informational letters and materials. The Map should contain a notation informing interested persons that the JCIA is an essential public facility and important use in the County, that properties in the vicinity may be subject to noise and vibration associated with normal airport operations, and that the County does not consider to be a nuisance any inconvenience or discomfort arising from such operations.
- C. The County will adopt regulations that provide notice and disclosure of airport impacts to property developers within the Airport Overlay (other than single family residential building permits), and include a "no public nuisance" provision for normal airport operations.
- D. The County will encourage the Port of Port Townsend to continue its efforts to mitigate noise conflicts at Jefferson County International Airport.

EPP 2.5 Property proposed by the Port, and identified in the FAA-approved Master Plan or the later Sub-area Plan for future inclusion in the AEPF District, will become part of the AEPF District, provided that:

- A. The proposed expansion of the AEPF boundaries is considered during the Comprehensive Amendment process as may be required by law; and
- B. Parcels eligible for inclusion in the AEPF District will be those properties within the airport accident safety zone as designated in the approved Airport Master Plan, and/or bounded by State Route 19, State Route 20, and Four Corners Road, a designated County Arterial, as identified in the FAA approved JCIA Master Plan and/or the subsequent Sub-area plan.
- C. Rural levels of service are, or can be reasonably provided, to support uses permitted in the AEPF District and that urban levels of service will not be required to support future use and development of the property.

EPP 2.6 Jefferson County and the Port of Port Townsend will monitor state legislation and will evaluate the potential designation of the JCIA, in whole or in part, as an Industrial Land Bank, Major Industrial Development, or related economic development land use category, in accordance with the provisions of Washington State Law.

EPP 2.7 In order to discourage the siting of incompatible land uses in the vicinity of the JCIA as required by the GMA, the County will review the uses permitted within the Airport Overlay and revise the UDC use chart to prohibit or condition uses in the Airport Overlay that are incompatible as set forth in guidelines established by the Washington State Department of Transportation Aviation Division.

Goal EPG 3.0 and policies EPP 3.1 through and EPP 3.10 under the heading entitled "GOALS & POLICIES," beginning on page 9-8 of the Essential Public Facilities Element, would be repealed in their entirety, as follows:

GOAL:

~~EPG 3.0~~ — Ensure continuation of the airport as a safe and efficient essential public facility.

POLICIES:

~~EPP 3.1~~ — Develop an "Airport Overlay Zone" for Jefferson County International Airport (JCIA) which:

- ~~• Discourages the siting of new, incompatible land uses adjacent to the airport;~~
- ~~• Establishes a noise overlay zone;~~
- ~~• Identifies and regulates land uses within a "runway protection zone;"~~
- ~~• Identifies and regulates land uses within an "airport approach zone;" and,~~
- ~~• Regulates obstacles in accordance with Federal Aviation Regulations (FAR) 77 until the "Airport Overlay Zone" is established for the JCIA.~~

~~EPP 3.2~~ — Contingent upon the results of the "Glen Cove/Tri Area Special Study," review and, if necessary, amend the JCIA section of the Essential Public Facilities element.

~~EPP 3.3~~ — The County, in cooperation with the Port of Port Townsend, will develop and adopt a Noise Overlay Zone Ordinance.

~~EPP 3.4~~ — Limit and regulate all uses within the Jefferson County International Airport Runway Protection Zone, except for facilities and structures determined necessary to ensure the safe operation of aircraft.

~~EPP 3.5~~ — Prohibit any new use which involves release of airborne substances, such as steam, dust, and smoke which interfere with aircraft operations within the Airport Approach or Runway Protection Zones.

~~EPP 3.6~~ — Prohibit any new uses which emit light, direct or indirect (reflections), which may interfere with a pilot's vision within the Airport Approach or Runway Protection Zones.

~~EPP 3.7~~ — Facilities which emit electrical currents shall be installed in a manner that does not interfere with communication systems or navigational equipment.

~~EPP 3.8~~ — Prohibit any new uses that attract concentrations of birds or waterfowl (i.e., mixed solid waste landfill disposal facilities, waste transfer facilities, feeding stations, and the growth of certain vegetation) in the Airport Approach or Runway Protection Zones.

~~EPP 3.9~~ Encourage the Port of Port Townsend to continue its efforts to mitigate noise conflicts at Jefferson County International Airport.

~~EPP 3.10~~ Encourage the commitment between Jefferson County and the Port of Port Townsend to coordinate individual planning documents to preclude the occurrence of future noise conflict areas. Coordinate with the Port of Port Townsend to explore options in flight patterns to mitigate noise events, as long as options preserve safe aeronautical regulations and procedures.

The subsection entitled "JEFFERSON COUNTY INTERNATIONAL AIRPORT STRATEGY" under the heading entitled "STRATEGIES," beginning on page 9-11 of the Essential Public Facilities Element, would be amended to read as follows:

B. JEFFERSON COUNTY INTERNATIONAL AIRPORT STRATEGY

Action Items

1. ~~Jefferson County shall work cooperatively with the Port of Port Townsend and aviation officials to develop and adopt an "Airport Overlay Zone" for Jefferson County International Airport. (Corresponding Goal: 3.0)~~
2. ~~Based upon the results of the Glen Cove/Tri-Area Study, the County may re-evaluate land use designations within the "Airport Overlay Zone." (Corresponding Goals: 2.0, 3.0)~~
 1. The County will, in consultation with the Port of Port Townsend, establish an Airport Overlay based on the approved Noise Contour Map, with implementing regulations consistent with the provisions of this Comprehensive Plan, as amended, so as to help protect the current and future viability of the JCIA as an essential public facility.
 2. The County will, in consultation with the Port, develop regulations which provide notice and disclosure of airport impacts to property developers within the Airport Overlay (other than single family residential building permits), and include a "no public nuisance" provision for normal airport operations.
 3. The County will establish a new Airport Essential Public Facility District as a distinct District within the Public Lands Classification, which will include all relevant regulations governing the development of the JCIA.
 4. The County and the Port will continue to monitor federal and state legislation that may affect the development of Port owned property and may further amend the County's Comprehensive Plan and Development Regulations as appropriate.
 5. During the Sub-area planning process for the JCIA, the County in consultation with the Port, will consider and evaluate potential revisions to the County's Unified Development Code which would permit light industrial, manufacturing and related activities on property within the Airport Essential Public Facility, and establish rural levels of service and design standards, including but not limited to setbacks, landscape buffers, visual screening, access requirements and rural bulk and dimensional standards.
 6. The County will encourage the Port to continue its efforts to mitigate noise conflicts at the Jefferson County International Airport.

7. The County, in consultation with the Port of Port Townsend and the Washington State Department of Transportation Aviation Division, will review the UDC Table of Permitted Uses and make revisions as appropriate to ensure the siting of compatible land uses within the Airport Overlay.