

## *Chapter 4: Opportunities*

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A valuable park, recreation, and open space system may include lands and soils that may not be suitable for urban uses or even some kinds of developed recreational facilities - but which can provide unique preserves, habitats, cultural, and historical associations.

A strategic approach may also include lands that are owned for other purposes, but that may be used for park, recreation, and open space activities under some conditions. Federal, state, county, utility, school, private homeowner associations, and private commercial operators, for example, own or control a variety of strategically important sites with every kind of physical and socially valuable park, recreation, and open space characteristic.

Consequently, an inventory was compiled of environmental features and other strategic public and privately owned properties that could provide park, recreation, and open space opportunities. Following is a summary of the findings.

### **4.1 Environmental resources**

In 1990, the Washington State legislature adopted the Growth Management Act (GMA - Chapter 36.70A of the Revised Code of Washington (RCW)). The GMA defined critical environmental areas and resource lands to be lands or soils with characteristics that are not suitable for urban development, and in some instances, to any alteration without potential risk to the environment, ecology, public safety or other issues.

GMA, and subsequent minimum guidelines published by the Washington State Department of Community, Trade, & Economic Development (WACTED), defined critical areas to include:

- wetlands,
- critical recharge zones for aquifers used for potable water,
- fish and wildlife habitat conservation areas,
- frequently flooded areas, and
- geological hazardous areas.

In addition, GMA/WACTED guidelines identified resource lands that were to be provided special consideration including productive and/or unique:

- agricultural lands,
- forests, and
- mineral lands.

### **Critical area ordinances**

GMA required local jurisdictions that were affected by rapid population growth (including Jefferson County) to identify and adopt regulations to protect such areas. In accordance with the act's requirements, the Jefferson County Planning Department completed comprehensive inventories and analyses of critical areas within the county.

Subsequent county critical area ordinances and comprehensive plans define and locate lands and soils that are subject to the environmental hazards. Implementing critical area and zoning ordinances further define the land use and design or development performance standards that are appropriate to each type of risk condition so that sensitive environments are protected. Generally, environmental protection measures conserve sensitive environmental areas in conditions that are appropriate to the land or soil's character.

For example, the protecting measures retain, enhance, and sometimes expand wetlands in a permanent, natural state to recharge and filter storm water. Likewise, environmental protection measures conserve steep slopes in a wooded natural state, particularly slopes with hazardous seismic combinations of erodible soil, underlying bedrock, and subsurface drainage features.

#### **Open space potentials**

Environmentally sensitive lands or critical areas are not capable of or suitable for being developed for urban and even some rural uses. These properties remain in private ownership, however, even though the critical environmental features are appropriately conserved.

Most of these sites are privately owned - usually as productive properties providing buffer, aesthetic, passive or other benefits to the developed parcels. Private property owners may develop the suitable lands that adjoin sensitive environmental features for urban or other intensive land uses. As a consequence, although these privately owned properties conserve permanent natural areas as open space features, these lands are frequently not accessible for public use.

Critical areas constitute private but significant open spaces, wildlife habitats, conservation preserves, and scenic overlooks. These lands can enhance and should be incorporated as integral, but passive components of the land use pattern and public park system in greenways, greenbelts, and urban separators.

Under some conditions, these private sites may be accessed with trails, exhibits, picnic facilities, water trails, and other suitable, and more active park pursuits where the use benefits the property owner and/or where public access agreements can be negotiated.

#### 4.2 Public ownership

Various public agencies own a considerable amount of land within Jefferson County. Some portions of these lands are presently provided for public park and recreational activities, though most are used primarily for other agency purposes. These lands may be available for multiple use, however, if a park and recreation activity does not interfere with the agency's primary use of the land - and if agreements can be negotiated with the property owner concerning use, development, operation costs, and responsibilities.

##### Port of Port Townsend

Besides waterfront properties, the Port owns other lands that may have park and open space potential.

<b>Airport</b>			<b>acres</b>
1	Jefferson County International Airport	3,000 foot runway and associated airport support facilities located 6 miles south of Port Townsend on SR-19 and SR-20. The property includes wooded hillsides, wetlands, and open lands around the site that may be used for athletic fields, trails, bmx and motorized vehicle parks, and other recreational uses that will not conflict with airport operations and development potentials.	300.0
<b>Total acres</b>			<b>300.0</b>

##### Washington State Department of Natural Resources (DNR) – urban, forest, and institutional lands

Besides recreation sites, the Washington State Department of Natural Resources (DNR) controls and manages a wide variety of property within the county. These holdings include properties designated:

- urban land - for urban development or revenue enhancement,
- school trust lands - managed for the Washington Common School Indemnity & Escheat (CSI&E) that provide revenue for the state schools building programs, and
- institutional lands - held for use by other agencies.

Strategic property holdings include the following parcels:

			<b>acres</b>
1	DNR Schoolhouse Lands	Property located next to Middlepoint Conservancy in the North Quimper Peninsula Wildlife Corridor with mature timber, raptor nesting and resting areas.	80.0
<b>Total acres</b>			<b>80.0</b>

**Washington State Department of Natural Resources (DNR) – tidelands**

Uplands - are parts of the almost always dry beach area located above the high water tide mark - although portions may be covered by extremely high tides or during storms. Uplands may be barren of vegetation and may consist of sand dunes, gravel bars, tide pools, or log and storm debris covered earthen shorelines. Private parties own uplands except where public agencies have acquired title for parks, state uplands, road right-of-way, or other public facilities.

Tidelands - are the beach areas alternately covered and uncovered by the rising and falling tide. Tidelands are barren of vegetation and may consist of sand, gravel, or mud deposits and beaches. Tidelands may be publicly or privately owned. However, even when publicly owned, the upland property may be in private ownership - meaning some public tidelands may be landlocked or not be accessed from other public landholdings.

The swash line - usually marks the boundary of the ordinary high tide – consisting of the small floating debris that has been left on the beach when the tide is out. On some waterfront properties, however, the upland ownership extends to the meander line - which is some distance offshore from the line of ordinary high tide. The area normally marked by the swash line in this instance is inside the property line.

When Washington State was established on 11 November 1889, the state claimed ownership of all beds and shores of navigable waters up to and including the line of ordinary high water (mean high tide) or the tidelands. This claim included the tidelands or beach between mean high tide and mean low tide that had been used for public access for centuries before the federal government granted these lands to the state.

The 1889 Washington State Legislature authorized the sale of public tidelands including the beach rights to private individuals and adjacent property landowners. Between 1889 and 1971 before all sales were discontinued, the state sold approximately 60 percent of all public tidelands in the state to private owners.

Private ownership allows the owners to use the tidelands as private property that at times included the right to erect structures, bulkheads, and other obstructions to public passage. Under state law, private property owners also have the right to control the use of privately owned tidelands - particularly for recreational uses such as picnicking, swimming, camping, fishing, clamming, boating, and other activities.

In the early 1970s, the state rescinded the option of selling tidelands and retained tidelands as public property for public use and/or revenue benefit. The Washington State Department of Natural Resources (DNR) manages the remaining public tidelands within the state.

DNR's public saltwater tideland holdings are classified and mapped by the department based on width of ownership and type of use. Generally, department maps include public use beaches, beaches leased to private parties, environmentally sensitive beaches, and beaches otherwise not suitable for public use. The department does not map tidelands less than 200 feet in length or

freshwater ownership. DNR maps identify 3 types of tideland parcels around the county shoreline:

- Mean low tide to extreme low tide (which is about +3.0 feet above the mean lower low tide of 0.0 feet and the extreme low tide which is –4.5 feet below the mean lower low tide of 0.0 feet or a total range of 7.4 feet.)
- Mean high tide to extreme low tide.
- Mean high tide to extreme low tide (which is +13.0 feet above the mean lower low tide of 0.0 feet and the extreme low tide which is –4.5 feet below the mean lower low tide of 0.0 feet or a total range of 17.4 feet.

Following is a list of significant tidelands holdings with shore and/or boat access opportunities:

1	Kinney Point Beach 404 A	Public tidelands located at the south end of Marrowstone Island with upper and beach – access by boat only.	3,900
2	Cape George Beach 407	Saltwater shoreline on the Strait of Juan de Fuca at the mouth of Discovery Bay.	5,035
3	Cape George Beach 409	Saltwater shoreline on Discovery Bay.	1,475
4	Bolton Peninsula Beach 56	Public tidelands located at the south end of the Bolton Peninsula with access by boat only.	2,400
5	Case Shoal Beach 59A	Gravel beach located in Squamish Harbor with access by boat only.	
6	Shine Tidelands	Saltwater shoreline located on Hood Canal adjacent to SR-104 bridge with 20 campsites, toilets, 3 boat launch ramps, and gravel beach.	1,500
7	Squamish Harbor Beach 59	Saltwater shoreline on Squamish Harbor accessed by boat only.	1,335
8	White Rock	Saltwater shoreline on Hood Canal located 3.0 miles southeast of Port Ludlow with access from a local county road.	1,500
9	Flapjack Cove Beach 54	Saltwater shoreline on Dabob Bay with access from US-101.	567
10	Jackson Cove Beach 55	Saltwater shoreline on Dabob Bay adjacent to Pulali Point with access by boat only.	2,791
11	Triton Cove Beach 50	Saltwater shoreline on Hood Canal accessed by boat only.	2,610
12	Tabook Point Beach 57	Saltwater shoreline on the west side of Toandos Peninsula on Dabob Bay with access by boat only.	3,280
13	Toandos Peninsula Beach 57B	Saltwater shoreline on the east side of Toandos Peninsula fronting on the military reservation on Hood Canal with access by boat only.	12,050
<b>Total linear feet</b>			<b>38,443</b>

**Federal Government**

The US Navy owns two significant properties in the county that have significant park, recreation, and open space potential should portions or all ever be declared surplus or open to the public.

			<b>acres</b>
1	Indian Island	Complete tideland, shoreline, upland landholdings on Indian Island held for underwater warfare research purposes. A portion of the property has been improved at the entrance to Kilisut Harbor for off-loading supply materials.	2657.0
2	Toandos Peninsula	Wooded plateau and shoreline maintained in an open state as a buffer across Hood Canal from the Bangor submarine base.	750.0
<b>Total acres</b>			<b>3,407.0</b>

**4.3 Private rail and utility ownership**

Various private entities own a considerable amount of land within Jefferson County. Some portions of these lands may be available for public use if a park and recreation activity does not interfere with the landowner's primary use of the land and if the county can negotiate local agreements with the property owners concerning use, development, and operation costs and responsibilities.

**Railroad properties**

Railroad lines were constructed across the county from Port Townsend to Quilcene, and Port Townsend to Port Angeles to provide east-west travel, and to ship food, timber, and other market materials between Port Angeles and Port Townsend. The lines were also developed in anticipation of an historical speculative railroad connection with the Union Pacific in Portland that never materialized.

Port Townsend & Southern (PT&S) Railroad - in the 1880s, Port Townsend embarked on a speculative venture to develop a railroad line from the Columbia River to the city. Local boosters formed the Port Townsend & Southern Railroad and laid a mile of track hoping to promote the city as the western terminus of the Union Pacific's intercontinental railroad line. In 1889, the Oregon Improvement Company (a Union Pacific subsidiary) bought the token track, accepted land donations for a terminal, and promised to continue the line to Portland.

Union Pacific laid 20 miles of track and by 1890 shuttled trains back and forth between Port Townsend and Leland Lake. Nothing happened, however, on the Portland end of the proposed line. In 1895 the Oregon Improvement Company went bankrupt. Receivers of the company continued the tracks almost 5 miles to Quilcene then stopped.

Seattle & North Coast (S&NC) Railroad – the S&NC railroad was developed at about the same time with the intention of linking Port Angeles to Port Townsend, and eventually to Seattle. The line was completed from Port Angeles across the uplands to Discovery Bay, then along the waterfront to Adelma Beach, then across the uplands to Glen Cove and a terminus at a waterfront pier in Port Townsend.

The S&NC Railroad operated trains on the line until 1986- when the line was declared surplus and abandoned. Portions of the original track bed between Glen Cove and Mill Road were acquired and converted into the Larry Scott Memorial Trail – a multipurpose bike, hike, and horse trail. Significant portions of the railroad’s original track bed from Port Angeles to the Jefferson County line has been acquired, master planned, and under development for a similar trail connection by Clallam County.

**Power transmission lines**

Bonneville Power Administration (BPA) and Puget Sound Energy (PSE) own land rights or use agreements for an extensive system of overhead electric transmission lines traversing through Jefferson County. Regional transmission service lines are located from Brinnon north parallel to US-101 to SR-104, then north to Port Townsend and west to Port Angeles.

Power lines, electrical wires, and electrical devices and appliances create electromagnetic fields when conducting electric power. Natural materials, landscaping, and built objects shield most of the current created within a field. A typical house, for example, shields up to 90% of the electric current, measured in volts per meter (V/m) that is carried in the field. The percent shielded can be increased where grounded aluminum roofing and siding, and other shielding materials are used.

The electromagnetic impact on human health has been studied in laboratory applications on animals and in circumstances where individuals have been inadvertently exposed to heavy dose concentrations. The results have not been conclusive to date and have not established causal links between electromagnetic fields and human health or disease occurrences.

Power line right-of-way could be made available for bike and hike trail systems or trailheads, particularly where the power line corridor crosses significant creek corridors, estuaries, natural areas, scenic vistas, and other features of interest.

**4.4 Private land ownership**

**Homeowner associations**

Private property owners, developers, and community homeowner associations, such as Port Ludlow, Kala Point, and a number of smaller PUDs, have set aside a significant amount of land for golf courses and commonly owned open spaces. These properties contain some of the most valuable and unique environmental features, and strategically located sites in the area. Some of these sites are accessible by members only, some by the public at-large on a user fee basis.

These privately owned facilities are located in central locations with extensive woodlands, greenways, water features, and other interesting park and environmental characteristics. While some of the properties may remain principally for the benefit of the private members or homeowners, portions of these commonly owned properties could also provide perimeter public trail systems in adjacent road rights-of-way or even within the borders of the private commonly-owned property. In most circumstances, the private commonly owned trail systems and open spaces could link with other proposed public trails and corridors to provide opportunities of interest to the common property membership as well as the public.

			<b>acres</b>
1	Rose Wind Co-Housing	Play field and pond located on common open space for housing resident use only.	4.0
2	Hamilton Heights PUD	Tot lot, sidewalk, trail network, and 3 storm water ponds located on common open space for PUD residents only.	8.5
3	Lynnesfield PUD	Passive open space with play field, tot lot, trails, and pond located on common open space for PUD residents only.	6.0
4	Port Townsend Business Park	Storm water pond and dedicated open space commons area for business tenant use.	5.0
5	Port Ludlow	Resort community developed by Pope Resources with common open spaces, trails, tennis courts, indoor swimming pool, community center, and marina.	840.0
6	Kala Point	Private community with common open spaces, trails, tennis courts, indoor swimming pool and community center.	425.0
<b>Total acres</b>			<b>1,288.5</b>

**Private lands**

Various private entities own a considerable amount of land within Jefferson County. Some portions of these lands may be available for public use if a park and recreation activity does not interfere with the landowner's primary use of the land and if the county can negotiate local agreements with the property owners concerning use, development, and operation costs and responsibilities.

Private lands do not need to be acquired, however, to be usable for a variety of park and recreation purposes, especially as boat access ramps, trailheads or trail corridors, picnic or scenic overlook sites. Private and public uses can be compatible if the private landowner's interests are properly accounted for and suitable public/private agreements can be made concerning facility development, operation and maintenance costs.

1	Pope Resources	Extensive production timber lands with old logging access roads, utility and water line corridors located on the upland plateaus between Anderson Lake State Park and SR-104.	Na
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**4.5 Private facilities**

Various non-profit and private entities own a considerable amount of facilities within Jefferson County. Some of these facilities are available for public use for a membership, use fee, or special arrangement – all of these facilities should be noted in the event they should cease operations and/or become available on the market for possible public or joint venture use.

**Private facilities available for a membership and/or a fee - marinas**

1	Port Hadlock Bay Marina	160-slip marina located on Alcohol Loop Road in Port Hadlock with power, restroom showers, pump-out, grocery, restaurant, and adjacent hotel.	160
2	Port Ludlow Marina	300-slip marina with 50-slip guest moorage, 460-foot side tie located on Port Ludlow with power, fuel, restrooms, showers, laundry, pump-out, tackle, supplies, 2 restaurants, lodging, golf, and other amenities.	300
3	Yelvik's Ramp	Private launch ramp behind the Ace Hardware Store located on Hood Canal with access from US-101.	Na
4	Pleasant Harbor Marina	312-slip marina with 43-slip guest moorage located in Pleasant Harbor in Brinnon with 240-foot side tie, power, fuel, pump-out, laundry, and showers, groceries, gift shop, and swimming pool.	312
5	Pleasant Harbor Old Marina	99-slip marina with no guest moorage located in Pleasant Harbor in Brinnon with services available from new adjacent marina.	99

**Total slips****871****Private facilities available for a membership and/or a fee - campgrounds**

1	Smitty's RV Park	40 recreational vehicle campsites located in Nordland off Flagler Road on Marrowstone Island with hook-ups, restrooms, and walking trails.	40
2	Port Ludlow RV Park	39 recreational vehicle campsites located in Port Ludlow resort with hook-ups, restrooms, and walking trails.	39
3	Cove RV Park	30 recreational vehicle campsites with hook-ups, showers, tackle store, coffee shop located on Point Whitney Drive.	30

**Total campsites****109****Private facilities available for a membership and/or a fee - golf**

1	Port Ludlow Golf Course	27-hole, 6,878 yard, par 72 public golf course with clubhouse, pro shop, and meeting room in Port Ludlow on Highland Drive. Rated among the nations top-10 resort courses.	27
2	Chevy Chase Golf Club	18 hole, 6,217 yard, par 36 public golf course with clubhouse, restaurant, meeting rooms, and pro shop located on Cape George Road overlooking Discovery Bay.	18

**Total holes****45****Private facilities available for a membership and/or a fee - other**

1	Port Townsend Athletic Club.	Physical conditioning facility with equipment, aerobics, and other activities on Washington Street.	Na
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2	Fountain Fitness	Physical conditioning facility with equipment, aerobics, and other activities on Tahlequah Lane.	Na
3	Port Townsend Gym	Weight lifting and conditioning private club located in uptown Port Townsend.	Na
	Olympic Music Festival	Concerts in the barn program operated in an old barn and farmstead located 10 miles west of Hood Canal on Center Road by the Washington State Arts Commission.	Na
5	Kayak Port Townsend	Kayak rentals and tours of Port Townsend from beach access at Water Street.	Na
6	Whale Watch with Captain Jack	49-passenger vessel cruises from Union Wharf and Port of Port Townsend for whale watching in the San Juan Islands.	Na
7	Whale Watch Adventure	Passenger vessel cruises from the Boat Haven in the San Juan Islands with a stop at Friday Harbor.	Na
8	House Boats for Two	Overnight accommodations for houseboat rental in Pleasant Harbor.	Na

***Private facilities available for a fee – hotel conference and restaurant banquet***

1	The Tides Inn	21-unit motel located on Water Street with conference and meeting rooms, art gallery and picnic park.	21
2	Harborside Inn	63-unit motel located on Benedict Street with conference and meeting rooms, and patio overlook of waterfront marina.	63
3	Manresa Castle Hotel	40-unit historic hotel located on Sheridan Street with meeting rooms, banquet and wedding facilities.	40
4	Bishop Hotel	15-unit historic hotel located on Washington Street with conference and meeting rooms adjacent to a landscaped garden for parties and weddings.	15
5	Swan Hotel	9-unit historic hotel located on Water Street with conference and retreat facilities overlooking point Hudson Marina.	9
6	English Inn	4-unit bed & breakfast inn with wedding and retreat facilities.	4
7	Heron Beach Inn	36-room waterfront boutique hotel in Port Ludlow with conference rooms, multipurpose meeting rooms, and kitchen facilities.	36
8	Alcohol Plan Lodge and Marina	28-rooms waterfront hotel in Port Hadlock, meeting rooms, marina.	28

***Total units***

***216***

#### 4.6 Conclusions

- A valuable park, recreation, and open space system includes lands and soils that may not be suitable for urban uses – or even some kinds of developed recreational facilities, but which can provide unique preserves, habitats, cultural, and historical associations. These combined social and physical attributes provide a balanced dimension to the park and recreation experience.
- Strategically important sites – are owned or controlled by county, state, federal, utility, private homeowner associations, and private commercial operators with every kind of physical and socially valuable park, recreational, and open space characteristic.
- A quality park and recreation system does not have to be implemented strictly by public monies or purchase – but by the creative interplay of public and private market resources using a variety of techniques including leases, easements, tax incentives, design and development innovations, and enlightened private property interests. Past park, recreation, and open space strategies may have relied too heavily on purchase approaches and not enough on lower cost, but possibly more cost-effective alternatives.

