

**JEFFERSON COUNTY PLANNING COMMISSION**

**MINUTES FOR JUNE 30, 2004**

- A. OPENING BUSINESS**
- B. DISCUSSION & RECOMMENDATION TO BOCC ON GENERAL SEWER PLAN, COMP PLAN AMENDMENTS, AND DEVELOPMENT REGULATIONS FOR PORT HADLOCK/IRONDALE URBAN GROWTH AREA**
- C. ADJOURNMENT**

**A. OPENING BUSINESS**

The special meeting was called to order at the WSU Learning Center at 6:30 p.m. by Chair Tom McNerney. Planning Commission members present were Bud Schindler, Dennis Schultz, Eileen Rogers, Jenny Davis, Phil Flynn, Jim Hagen, and Edel Sokol. Allen Panasuk was excused.

DCD staff present were Josh Peters, Kyle Alm, and Cheryl Halvorson, secretary.

There were about seven members of the public present. Those who signed the guest list were R. Lopeman, Jim Engle, Sandra Hill, and Dana Roberts.

The minutes for June 2 and June 16, 2004, were approved as submitted.

Tom McNerney explained that he had revised the agenda to be more complete as to the order of the deliberations. For the benefit of the audience, he explained the contents of each of the documents. He explained that after approval of each of the documents, the Planning Commission would work on its report to the BOCC. He stated that the report would be brought back to the next Planning Commission meeting for final approval before the full report was sent to the BOCC.

Tom McNerney invited staff updates.

Josh Peters stated that the timing outline the Chair had provided would necessitate changing the scheduling on the UGA issue, moving it back a week from the present schedule.

Josh Peters reported on the Ag Lands open house held on June 23. He reported on the activities of the Ag Lands Committee. He stated that Karen Driscoll would continue to work long distance from the Midwest via telephone, mail, and email on a part time basis. He reviewed the form DCD prepared for citizens to apply for a redesignation of their land to an Ag Lands district designation. He stated that the county had placed a display ad in the Forks Forum to inform the residents of the West End.

Josh Peters reported on the BOCC's action on the Fred Hill Materials Mineral Resource Land Overlay. They approved the 690-acre MRL0, although they did change some of the conditions.

Josh Peters reported on a Hearings Board order regarding the Brinnon Comp Plan amendment appeal. He stated that the county had ninety days to come into compliance. He stated that staff would provide a copy of the order in the next mailing.

Josh Peters reported that DCD had filled the Associate Planner position vacated by Randy Kline. He stated that Kevin Russell from the DCD Development Review Division had been appointed to the position as a result of an in-house job announcement.

**B. DISCUSSION & RECOMMENDATION TO BOCC ON GENERAL SEWER PLAN, COMP PLAN AMENDMENTS, AND DEVELOPMENT REGULATIONS FOR PORT HADLOCK/IRONDALE URBAN GROWTH AREA**

Kyle Alm reported that he had been working on the cost figures for Alternative #2 of the sewer plan. He reviewed the changes that he had

prepared at the UGA Committee's request, noting the handouts on the issue. He reported that Mr. Schindler had also suggested some further editorial revisions to Chapter 2, which he had made and handed out at the meeting. Also, some further revisions had been made to the 6-year capital improvements plan. One handout depicted corrections to Table 2-3 [in Chapter 2]. Mr. Alm pointed out that one side of the document for Table 2-3 depicted Phase I of the sewer plan, which was for the Hadlock Core and the Alcohol Plant. The other side depicted the total cost.

Bud Schindler reported on the sewer plan costs on Table 2-3, stating that it had been agreed that Phase I should be depicted on the table rather than the total cost. Tom McNerney explained that in the earlier sewer plan, Phase I represented construction within the Hadlock Core and Phase II represented construction on Rhody Drive. However, the word "phase" had been used elsewhere to mean different things. Therefore, the committee had suggested verbiage revisions to define Phase I, Phase II, etc. and to use other verbiage where the word "phase" had been previously used in order to clarify the plan. Mr. Schindler stated that the costs for Phase I on Table 2-3 actually represented the costs for both the Hadlock Core, including the Alcohol Plant, and Rhody Drive.

Tom McNerney explained that the UGA Committee was proposing that Alternative #4 be deleted from the General Sewer Plan and that the cost analysis be based on the most expensive alternative (Alternative #2). The UGA Committee members discussed whether to list Alternative #2 as the "preferred" alternative. The committee had agreed that the sewer plan would show Alternative #2 as the preferred alternative in order to satisfy the consultant's recommendation that the county show a preferred alternative, which would facilitate the DOE review of the General Sewer Plan. Mr. McNerney stated that all of the alternatives were on the table and it would be recommended that they all be worked on and reviewed further, beginning with the due diligence step.

The commissioners discussed how to rescind the Planning Commission's recommendation of the previous meeting about the General Sewer Plan including Alternative #4. Tom McNerney explained how the commission could rescind its motion under Roberts Rules of Order.

Tom McNerney handed out a document entitled "Pros and Cons as Developed by UGA Subcommittee 6/29/04". He reported that the UGA Committee had toured the sewer plants at Port Ludlow and on Indian Island.

Phil Flynn reviewed the pros and cons for the sewer plan alternatives as prepared by the UGA Committee. The commissioners briefly discussed some issues and questions and clarifications were provided. Mr. Flynn noted that the Navy had not been enthusiastic (Alternative #3), although not outright discouraging. He stated that the Navy had a mission and it was not to satisfy the UGA's need for sewer. The committee suggested that Alternative #2 be the preferred alternative and that Alternative #4 be deleted from the General Sewer Plan. The final recommendation of the committee was that all of the alternatives needed more investigation and field work to determine the most practical alternative for the UGA. Mr. Flynn stated that Mr. McNerney had suggested that the pros and cons document, when finalized, be included with the Planning Commission report to the BOCC as a finding.

Phil Flynn suggested that, if the Planning Commission passed a motion recommending that Alternative #2 be the preferred alternative, the county do

a direct mailing to the neighboring property owners (the Hadlock Heights development) in order to address the public notice issue the Planning Commission had experienced with Alternative #4. Jenny Davis supported that suggestion, along with some other commissioners. She added that there was a difference in the type of treatment between the two alternatives (Alternative #2 and Alternative #4).

The UGA Committee members reported that the committee had experienced no odor at the Port Ludlow sewage treatment plant even though their treatment tanks were open.

The commissioners discussed the airport alternative. Tom McNerney suggested that the Planning Commission may want to include a suggestion in its report to the BOCC about the airport alternative, including a statement that it had been received by the Planning Commission too late for consideration. Mr. McNerney suggested that one possibility for the future might be a sewer system for the Hadlock Core and Alcohol Plant. Then, at some future time when Rhody Drive was ready to develop sewers, the airport and Rhody Drive could be on a separate sewer system. Edel Sokol asked what would be entailed in the planning to include the airport in the UGA. Mr. McNerney replied that everything would have to be rewritten and reconsidered. Ms. Sokol did not support that.

Josh Peters commented that an Essential Public Facility [EPF], such as a sewer plant, could be sited at another EPF, such as the airport, without including the airport in the UGA, although the Port had suggested including the airport in the UGA. Mr. Peters stated that the issue would be to prevent hookups to the sewer line outside of the UGA boundary (in the rural area). He stated that another thing to keep in mind was that the Port had expressed interest in the industrial land bank provisions of the GMA. He explained that an industrial land bank was, essentially, an area set aside for a major industrial development(s). That was a defacto urban growth area. If that were to happen, we could have a situation where the airport was its own mini-UGA specifically designed for major industrial development(s) and not for serving an urban population. He stated that if there were to be a sewer plant under that scenario, and the BOCC decided to use one of their two opportunities to designate an industrial land bank, we could have a sewer sited at the airport that served both the UGA and the industrial operations at the airport. Jenny Davis commented that such a scenario would benefit the Port, whether or not the airport was included in the UGA.

The commissioners and staff briefly discussed whether it was lawful under the GMA to site a sewer plant outside of a UGA. Josh Peters believed that it was possible.

Tom McNerney entertained a motion to rescind the commission's action at the previous meeting on the General Sewer Plan.

Eileen Rogers moved that the Planning Commission rescind its motion of June 16 wherein the commission approved Alternative #4 for inclusion in the General Sewer Plan and with no preferred alternative. Phil Flynn seconded the motion. The motion carried unanimously.

Phil Flynn stated that it was the UGA Committee's recommendation that the commission approve the General Sewer Plan as amended in the handout at this meeting. He stated that it eliminated Alternative #4 and suggested Alternative #2 as the preferred alternative. Bud Schindler added that the

committee also changed the capacity to one million gallons, instead of two million gallons.

Phil Flynn moved that the Planning Commission recommend approval of the General Sewer Plan as revised, which would include Alternative #2 as the preferred alternative, elimination of Alternative #4, and changing the capacity to one million gallons instead of two million gallons. Edel Sokol seconded the motion.

Tom McNerney explained, for the benefit of the other commissioners, that the Revised Final Draft of the General Sewer Plan arrived at a capacity of two million gallons per day over the 10-year period. The Final Draft said one million gallons per day. The difference was based on the buildout analysis done by the county consultant. That buildout analysis indicated that twice as many people could be in the UGA as the population projections indicated. He stated that the population projection was roughly 10,000 people in twenty years. He stated that, because of the zoning changes suggested by the Planning Commission, there was the possibility that twice as many people could be there if everything was built out. He stated that the committee felt like that was an erroneous assumption because, just because we zoned something, it did not mean it would build out that way and double the population, but it did double the capacity of the sewer. Jenny Davis asked if that changed the figures. Phil Flynn responded that it would. Mr. McNerney stated that by increasing the capacity from one million to two million, it increased the cost by nearly one million dollars. He stated that the committee thought it was an improper assumption to make that there would be twice the population as was projected, and it would overprice the sewer system and make it so costly that it would not be viable.

Dennis Schultz asked if the DOE review of the General Sewer Plan would be based upon the population projection or upon the potential population that could occur with the buildout. Tom McNerney replied that the population figures came from the state. Josh Peters clarified that the population projections were allocations to the various areas of the county based on the total population projection, which came from the state. Only the total was projected by the state.

Tom McNerney stated that staff was re-working the cost figures to assure that they reflected the one million gallons per day instead of two million gallons. Bud Schindler stated that there would be a cost savings of roughly \$2 million by backing off to one million gallons from two million gallons per day.

The commissioners discussed the population projections and a discrepancy between 5,000 people (the population projection) and 10,000 people (the potential buildout population). Dennis Schultz stated that if the one million gallon capacity would meet the needs for 6,000 people (the projected population plus 25%), the Planning Commission should recommend that.

Edel Sokol asked what savings could be had if the one million gallons per day could be reduced. Tom McNerney replied that the plant had to be built for the peak capacity, noting that the sewer plan indicated an average flow of 500,000 gallons per day.

There being no further discussion, the motion carried unanimously.

Tom McNerney summarized for clarity that the motion accepted the General Sewer Plan as amended, with Alternative #2 as the preferred alternative and Alternative #4 being deleted. Josh Peters asked for clarification about Table 3-1 in the sewer plan which concluded with the almost two million gallons per day. He asked how the table would be amended by the motion. Bud Schindler explained that the table had been replaced by the previous version of the table. Kyle Alm agreed, adding that he would also need to make a technical change to the 6-year capital facility plan for final approval.

The commissioners moved on to the Transportation Plan. Tom McNerney asked if there were any changes the Planning Commissioners would propose.

Bud Schindler stated that the dollar figures were in then-year dollars. He proposed that the commission's recommendation should be that all figures should be in 2004 current-year dollars. Tom McNerney suggested that proposal be included in the Planning Commission's report to the BOCC as a general recommendation for all plans.

Eileen Rogers moved that the Planning Commission recommend approval of the Transportation Plan. Phil Flynn seconded the motion which carried unanimously.

The commissioners moved on to the Stormwater Management Plan. Tom McNerney stated that the UGA Committee recommended changing the Stormwater Management Plan. Kyle Alm stated that recommended revision was included in the current Chapter 2 document. Mr. McNerney explained the portion of the plan the UGA Committee suggested be revised. It had to do with a chart showing fees in the plan, which may or may not come about. He stated that fees were set by the BOCC through ordinance. He stated that the committee felt that such detail was inappropriate in the Comp Plan. He stated that the committee had finally come to an agreement with the Public Works representative that the plan was not the place for such minutia. Mr. McNerney stated that the revised plan was handed out at the meeting. Eileen Rogers asked if there was any reference to fees in the plan. Kyle Alm replied that there were two references, one about replacement of the outfall and another about treatment for stormwater. He stated that the only reference to it was, because you had to pay for those capital facilities, a stormwater fee reference as a funding mechanism for those two projects. However, there was no cost distribution; there was a simple total number. Mr. Alm clarified that he was talking about Chapter 2 (the UGA Element); there was nothing in the plan itself.

Phil Flynn moved that the Planning Commission recommend approval of the Stormwater Management Plan. Jim Hagen seconded the motion which carried unanimously.

The commissioners moved on to the buildout analysis document. Tom McNerney noted that the Planning Commission had never discussed the document. He noted that the buildout analysis was where the two million gallon sewer capacity came from based on the potential buildout (population) under the zoning. Josh Peters clarified that the buildout document would not be part of the Comp Plan, either in the body of the plan or as an appendix. He stated that it would be part of the record as information, but it was not necessary to adopt it as part of the Comp Plan amendment. The Planning Commission then took no action on it.

The commissioners moved on to Chapter 2, UGA Element. Kyle Alm stated that the figures on Table 2-3 would need to be revised yet again. He explained

the difficulties he was experiencing, which had to do with apportioning the figures, although the total was correct. Bud Schindler stated that the total would be \$8.325 million for the Hadlock Core, Alcohol Plant and Rhody Drive, consistent with Phase I of the General Sewer Plan. Tom McNerney stated that the commission had approved the sewer plan. He stated that the table would be part of Chapter 2 of the Comp Plan, which included the capital improvement budget. He stated that the total was accurate, but the apportionment still needed to be revised and corrected. He suggested that the Planning Commission could approve the document with the proviso that the table be corrected before final approval by the Planning Commission and before being forwarded to the BOCC. He stated that the commission would rely on staff to return with the correct figures along with the commission's report to the BOCC. That suggestion was acceptable to the commissioners.

Phil Flynn moved that the Planning Commission recommend approval of Chapter 2, UGA Element, with the proviso as suggested by Mr. McNerney. Eileen Rogers seconded the motion which carried unanimously.

The commissioners moved on to the line-in, line-out corrections for the other chapters of the Comp Plan. Kyle Alm stated that there had been no revisions made to the document.

Eileen Rogers moved that the Planning Commission recommend approval of the Comp Plan line-in, line-out revisions. Phil Flynn seconded the motion which carried unanimously.

The commissioners moved on to the Unified Development Code section for the UGA. Tom McNerney stated that the Planning Commission had reviewed the UDC section previously and had suggested revisions.

Edel Sokol moved that the Planning Commission reaffirm its recommendation for adoption of the UDC section as previously amended. Phil Flynn seconded the motion which carried unanimously.

The commissioners discussed their report to the BOCC beginning with the Pros and Cons on the General Sewer Plan document. Jenny Davis suggested that an addition to Alternative #2 be a suggestion for a direct mailing to the adjacent neighbors in the Hadlock Heights development. It was agreed that the suggestion would not be included in the Pros and Cons document but that it should be a separate recommendation to the BOCC.

The commissioners and staff discussed the logistics of the Planning Commission's report to the BOCC and the timing for the report to be approved by the Planning Commission at its July 7 meeting. Eileen Rogers suggested that the Pros and Cons document be incorporated into the Planning Commission's report as part of the memo to the BOCC. Her suggestion was accepted by consensus.

Tom McNerney stated that we wanted to be sure that the numbers in the documents were uniformly expressed. In some places the figures were expressed in today's dollars while others were in projected dollars. Bud Schindler suggested that we use today's dollars in all places for consistency. That suggestion was accepted by consensus.

Tom McNerney suggested adding a notation in the commission's report that the Planning Commission had received a suggestion from the Port of Port Townsend to site the UGA sewer system at the airport and also suggesting that the

airport be included in the UGA. He stated that the proposal had arrived at the Planning Commission too late for the commission to act on it, but the commission thought it was a viable alternative and hoped the BOCC would take it into consideration. The commissioners agreed by consensus with his suggestion.

Tom McNerney stated that over the last year or more the Planning Commission members and staff had done more than anyone could really expect them to do. He stated that the commissioners had spent many, many hours at no pay working on the UGA issue. He stated that the staff had worked very hard to meet everything the Planning Commission had requested of them and to meet the deadlines that were set. He stated the belief that it should be publicly recognized and that was why he wanted it in the minutes that the staff had worked very hard with the Planning Commission and its committees in order to meet the July 1 deadline.

Phil Flynn moved that the Chair write a letter to the BOCC commending the planning staff for their support of the Planning Commission in this major undertaking. While there was no second to the motion, the commissioners agreed by consensus that the Chair should do so.

Tom McNerney opened the meeting to public comments.

Russ Lopeman, Port Hadlock, thanked the Planning Commissioners for all the work they had done and for taking Alternative #4 out of the sewer plan. He asked what he should do next. He stated that the new preferred alternative (Alternative #2) was still near his house and would still be dumping into his drinking water. He stated that Class A water was still a health hazard.

Tom McNerney stated that it was the Planning Commission's intention that the wastewater not go back into the aquifer until it was treated sufficiently. He stated that if "Class A" was not the right terminology, the commission wanted to find the correct terminology.

Russ Lopeman stated that he still needed to take it one step further in order to protect himself. Tom McNerney stated that the next step was that the commission's report and documentation would go to the BOCC. He thought that, with something of this magnitude and importance, the BOCC would probably hold a public hearing, although they were not required to do so if they accepted the Planning Commission's recommendation without any substantial changes. Mr. Lopeman summarized that he basically needed to communicate with the BOCC to let them know his concerns.

Sandy Hill, Shine, stated that she appreciated that the Planning Commission recommended notifying the adjacent residents [to Alternative #2]. She stated that the notification should be sent to the property owners rather than to the residents, stating that some residents were renters. She stated that there were several large projects in the county coming forward, citing the Port Ludlow development as an example, as well as the UGA. She stated that they all affected the transportation network of the county. She spoke about the traffic volumes on Highway 104, stating that the intense traffic volumes backed up on the highway, and the Shine Road also experienced backups. She stated that anyone who traveled the Hood Canal Bridge should realize that, as these projects in this county materialized, there would be an impact on that major transportation network to that bridge. She stated that it did not matter whether there was a marine traffic opening or an accident, the result was the same - a huge backup both on Highway 104 and on the adjoining county

roads. She stated that it should be in the commissioners thought processes because growth would come across the bridge.

Dana Roberts, PUD #1, stated that he had come to the meeting in case the Planning Commission had any questions about the water sources, much of which would end up in the wastewater system.

Phil Flynn stated that the preferred alternative proposed recharging the aquifer in the general UGA area. He stated that the PUD's mission was water and possibly sewer in the future. He asked what Mr. Roberts thought about recharging the wastewater in that area. Dana Roberts replied that the PUD would want to do a lot of study. He stated that he could support recharging in principle, but they would want to know about the quality of the effluent that was being recharged. He stated that they would need a reasonable amount of more study of the horizons, profiles, subsurface deposition, etc. Mr. Roberts stated that the aquifer under the UGA was what supplied the UGA area (the Sparling and Kively wells). He stated that it was very difficult to give the Planning Commission anything more than that kind of generality. He thought it was valuable that the county was looking at how to deal with the commercial sewage especially. He stated that a lot of that load would depend upon what kind of enterprises we got in the UGA. He stated that they were believers in reducing new water usage by applying water twice. They just had to make sure it was a good place to do it and that they could do it year around. Mr. Roberts stated that the load on a sewer plant tended to be somewhat different in the summer, but a lot of those uses that accounted for increased water consumption during the summer went directly on the ground anyway. He thought it was premature for him to give any kind of substantive comment. He thought a huge piece of the picture would come from the BOCC in terms of what they were looking for in the level of service they wanted. He stated that they certainly did not discount the possibility of taking on the sewer but they did not want to get aggressive about taking on the sewer without having a real good discussion about it.

Edel Sokol commented that the septic effluent went back into the aquifer now. Russ Lopeman responded that the wastewater coming out of a septic tank was actually Class A water, but it was separated from the aquifer by a number of feet. Dana Roberts and Ms. Sokol discussed septic systems, both old and new.

Josh Peters referred to Ms. Hill's comments about transportation. He stated that the 2004 mandated GMA update would include a transportation review. He stated that work was scheduled to come before the Planning Commission in September with a public hearing in October. He noted that there was a county web page dedicated to the Comp Plan amendments where the public could stay up to date on the process.

Jim Engle, Port Hadlock, stated that he lived near the wetland area that was part of Alternative #4. He thanked the Planning Commission for removing that alternative from the sewer plan. He also thanked the commission for recommending that area for further subdivision. He stated his appreciation to the commissioners for what they had done.

#### **C. ADJOURNMENT**

The commissioners discussed finalizing their report to the BOCC at the next meeting. The commissioners and staff discussed what other issues might be on the agenda. It was noted that staff had nothing substantial since Mr. Peters would be on vacation. The commissioners discussed how to finalize the report

if the July 7 meeting was cancelled. One suggestion was to use e-mail, although there was a concern about the Open Public Meetings Act. They agreed to follow their past practice and have the Chair review the report and sign it after preparation by staff.

The meeting was adjourned at 9:00 p.m.

**D. APPROVAL OF MINUTES**

These minutes were approved this \_\_\_\_\_ day of July, 2004.

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Thomas McNerney, Chair

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Cheryl Halvorson, Secretary