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Jefferson County Viewpoint

October 2000

A Newsletter About Growth Management Planning
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Urban Growth Area Update Tri-Area & Glen Cove

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County Administrator's Message

I am pleased to announce the first in a series of newsletters from the Department of Community Development to educate and inform the residents of Jefferson County on the issues of growth and development.

Jefferson County has been working on managing growth under the Growth Management Act (GMA) since it passed the legislature in 1990. The Jefferson County *Comprehensive Plan*, the County's first GMA Plan, was adopted in 1998. After a series of legal challenges, it was brought into full compliance with the GMA in 2000. Now the County is being challenged on its land use decisions. The Board of County Commissioners has received a growth management hearings board petition contesting several of the approvals it gave during the year 2000 *Comprehensive Plan* amendment process.

The subject of this first newsletter is urban growth. The County has been actively engaged in planning for Glen Cove and the Tri-Area for many years. Much of the planning that went into these two areas were done prior to the adoption of the County's *Comprehensive Plan* and unfortunately did not meet the mandates of Washington State's

What is an Urban Growth Area?

In 1990, the Washington State Legislature passed the Growth Management Act (GMA). The intent of the GMA is to balance the need for economic development and environmental preservation. The GMA calls for "urban growth areas" where growth will be encouraged and can be supported with adequate facilities, such as sewer and water. UGA's are created, in large part, to accommodate growth in a cost effective manner.

Concentrating development into one or more UGA's works toward preventing sprawl. At the same time the GMA encourages setting aside other areas for rural uses and resource protection. Establishing a UGA is a major step local communities take in managing growth. Urban growth areas are designed to accommodate expected growth for the next generations. A UGA is not just about creating commercial areas. It's about livable communities with a mix of land uses where people work and live.

Many people equate an UGA with a large metropolitan area or city along with its traffic jams, high rises, crime and other trappings.

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Nine Principles of Development

1. The rural character and small town atmosphere of Jefferson County must be maintained.
2. New urban growth should be channeled into areas that are already characterized by urban growth.
3. Capital facilities (e.g. sewer and water) must be scaled to need and the ability of businesses, homeowners, workers, and the public to finance them.
4. Affordable housing is a significant issue and an overriding goal.
5. Urban growth areas will be used where urban services are necessary to support higher density residential and commercial growth.
6. Expansion of existing commercial zoning district boundaries will be used where rural levels of service (e.g. septic systems and wells) are sufficient to support existing development patterns.
7. The Tri-Area must be allowed to develop as a community with or without the designation of an UGA. Areas outside a UGA can still be part of the "community."
8. Businesses must be protected and allowed to thrive, whether they are located inside or outside of a UGA, or an existing commercial zoning district.
9. Whatever solutions are found for the unincorporated study area, there should be no harm done to the aspirations of Port Townsend or the South County region in terms of how each wishes to grow.

County Commissioners Create Provisional Urban Growth Areas

On October 5, 1999 the Board of County Commissioners created two "provisional urban growth areas" (PUGA). One in the Tri-Area and one in Glen Cove. (*see maps on pages five and six of this newsletter*). Since then, discussion by the Board and the public has focused on what provisional urban growth areas really are. A PUGA is a "planning" term only. The Board has not officially created a final urban growth area. That can only be accomplished through a change to the County's *Comprehensive Plan*. Webster defines "provisional" as "pending further arrangements." Until an UGA is officially designated, the County will continue to regulate these areas as rural.

While the Board has only created a provisional UGA, the decision, nonetheless is significant. The Board has officially stated its "intent" to create two "urban growth areas" (UGA's) within Jefferson County. All of the conditions are present, as required by the *Growth Management Act* and the County's own policies, to create a livable community that can be served by public sewer and water at a higher density than the surrounding rural zoning districts (rural zoning districts have minimum lot sizes of 5, 10 and 20 acres).

Basis for Decision

Deliberative and thorough analysis, including extensive public review, environmental analysis on several alternative options, comments from state agencies, and deliberation from the Jefferson County Planning Commission, have lead the Board to its decision for the following reasons:

- 1) Several of the planning studies necessary for designation of a UGA are now complete;



- 2) The decision is consistent with the "nine principles of development" as adopted by the Board during the development of this project and these principles will continue to guide the decisions of the final UGA designations. (*see sidebar to the left*);
- 3) The decision is consistent with the *County-wide Planning Policy*;
- 4) The two areas are already characterized by urban development, so a long term view must be taken;
- 5) The several studies prepared for this project found the need for as much as an additional 280 acres of commercial/industrial land to serve the County's growing population over the next twenty years;
- 6) The size of the PUGA boundaries were chosen to accommodate the projected population growth of the county;
- 7) It's feasible to provide urban levels of services within these boundaries;
- 8) The PUGA boundaries designations are consistent with the UGA guidelines found in the Growth Management Act.

Next Steps

The Board recognizes that while significant public input opportunities have been afforded to residents of the County, there must be a continued effort to involve the Tri-Area and Glen Cove communities in the next steps of the project.

Based upon the studies conducted to date (*see side bar on page four*), and the Board's acceptance of the conclusions

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Typical Elements of a Sub-Area Plan for an Urban Growth Area

1. Introduction

Planning History
Public Involvement
Organization and Content

2. Description of Planning Area

Location
Existing Environment
Existing Land Use
Population and Housing Characteristics
Existing Public Services and Facilities

3. Final Urban Growth Area Boundary

Designation Criteria
Boundary Description

4. Land Use Plan

Community Vision
Planning Objectives
Land Supply Analysis
Land Use Designations (Including Open Space and Natural Features)

5. Services and Transportation Plan

Levels of Service
Roadway Improvements
Water and Wastewater Improvements
Implementation Schedule
Funding Mechanisms

6. State and Local Compliance

Compliance with GMA
Compliance with *County-Wide Planning Policy* and *Comprehensive Plan*

of those studies, the next step in the UGA process is a focused discussion on the key issues that may ultimately result in the designation of a final UGA, which would require amendment of the County's *Comprehensive Plan*.

Tri-Area and Glen Cove Planning Efforts

Planning efforts undertaken over the last five years have resulted in significant analysis of the Tri-Area and Glen Cove. The BoCC recognizes that planning for the Tri-Area is much further along than Glen Cove.

The Tri-Area participated in a community visioning process during the preparation of the 1995 *Community Plan* prepared by Olsen & Greeves. The next steps for the Tri-Area will be to form a community planning group to assist in designating land use zones within the PUGA boundary. The Tri-Area is envisioned as a UGA with a mix of residential, commercial and light industrial lands. While a Glen Cove UGA would primarily be designated for commercial and light industrial lands.

These important planning studies allow the County and the community to build upon what is already known. This is a process of moving forward, not starting over again. For instance, the sub-area plan (*see side bar to the left*) is largely complete for the Tri-Area.

Conversely, the studies prepared for Glen Cove have never included a community planning group and as a result, the PUGA boundary for Glen Cove is not final. The final location of the Glen Cove PUGA boundary will be based upon a more detailed analysis of existing commercial and industrial properties and future land needs.

The County's recent planning analysis, known as the *Special Study*, had six major tasks (I-VI) of which four have been completed.

Community Planning Groups

It is the intent of the Board that final UGA's will be determined through a sub-area planning process which will include:

1) The formation of two community planning groups appointed by the BoCC as representative of the Tri-Area and Glen Cove communities. The purpose of a community planning group is to assist in the preparation of final plans, especially the location of land uses within the PUGA boundaries. It's a chance for the community to take a look at its self and decide how and where it best wants to grow. These groups will also be guided by the same nine principles of development used by the BoCC (*see sidebar on page 2*);

2) Completion of Tasks V & VI of the *Special Study*, to include: preparation of two sub-area planning documents, including a detailed engineering plan for sewer and water; mapping the location of the residential, commercial and industrial zoning districts; negotiating inter-local agreements with the service providers (PUD, City of Port Townsend, or others); ensuring compliance with the GMA and the *County-wide Planning Policy*; a public participation process for amendment of the *Comprehensive Plan*; and amendment of the *Unified Development Code* to provide for specific zoning regulations within the UGA's.

How Much Will it Cost?

How much will it cost to provide services to an urban growth area and who pays for these costs? A planning level analysis of the costs to provide public facilities (roads, sewer, water, stormwater, parks) were prepared for the County in the

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Studies Prepared for Tri-Area and Glen Cove

1. Tri-Area Water and Waste-water Systems Capital Facility Requirements, Henderson & Young (January 15, 1995)
2. Tri-Area - Planning Area #4 Existing Lot Capacity Analysis (February 2, 1995)
3. Existing Lot Build out - Tri-Area Planning Area (February 13, 1995)
4. Tri-Area Urban Growth Analysis (May 3, 1995)
5. Community Plan for the Towns of Chimacum, Irondale and Port Hadlock, Olsen & Greeves (July 18, 1995)
6. Revised Community Plan for the Towns of Chimacum, Irondale and Port Hadlock, Planning Commission (October 1, 1995)
7. Tri-Area & Glen Cove Special Study: Scope of Services (September 10, 1997)
8. Draft Supplemental EIS: Jefferson County Comprehensive Plan 1999 Amendments (commonly referred to as the Special Study) (June 1999)
9. Final Supplemental EIS: Jefferson County Comprehensive Plan 1999 Amendments (Special Study) (August 1999)
10. Glen Cove/Tri-Area Special Study: Draft Decision Document, For Discussion Only (Sept. 1, 1999)
11. Glen Cove/Tri-Area Special Study: Draft Final Decision Document, For Discussion Only (October 22, 1999)

Chronology of Land Use Planning and Urban Growth Activities

June 11, 1979	Jefferson County adopts first <i>Comprehensive Plan</i> .
August 9, 1982	BoCC adopts Tri-Area Community Development Plan.
July 1990	House Bill 2929: Growth Management Act. County begins GMA planning process.
November 1991	Jefferson 2000 Public Opinion Survey.
December 21, 1992	County-wide Planning Policy: A policy framework to guide the development of comprehensive plans.
January 10, 1994	County creates Interim Urban Growth Areas in Tri-Area and Port Ludlow.
June 13, 1994	BoCC adopts <i>Community Planning Guidelines (Blue Book)</i> and formalizes Community Planning Groups.
August 1994	State Hearings Board issues Final Order: City of PT, OEC, 1000 FOW v. Jeffco. County must eliminate any interim urban growth area designations and adopt appropriate rural densities.
September 6, 1995	State Hearings Board invalidates Port Ludlow Interim Urban Growth Area.
February 14, 1996	Adoption of <i>Jefferson County Growth Strategy Ordinance (IGSO)</i> .
August 28, 1998	Jefferson County adopts first GMA compliant <i>Comprehensive Plan and Emergency Interim Control Ordinance</i> .
March 1998	Contract with Shockey-Brent for <i>Special Study and EIS</i> .
October 4, 1999	Adoption of Port Ludlow Master Planned Resort Ordinance.
October 5, 1999	BoCC decision to create Provisional Urban Growth Areas for Tri-Area and Glen Cove.
February 2000	Board completes first amendments to <i>1998 Comprehensive Plan</i> .
May 2000	Board hires consultant to prepare final development regulations to be known as the <i>Unified Development Code</i> .
June 2000	Board receives Growth Management Hearings Board petition challenging decisions of the BoCC to amend the <i>Comprehensive Plan</i> .

Special Study (see number 8 in the side bar to the left). The *Special Study* discussed several options for providing public facilities and utilities, the most significant being public sewer and water. Under GMA guidelines, the County must prepare a detailed capital facility plan for the first six years of a 20 year planning period.

According to the *Special Study*, the cost for providing infrastructure (sewer and water) for the six year period is \$9.0 million in the Glen Cove PUGA, and \$8.3 million in the Tri-Area PUGA.

The cost to install infrastructure to accommodate the first six years of growth within the PUGA's are \$106,816 per business acre in Glen Cove and \$49,318 per business acre in the Tri-Area. The cost per household in the Tri-Area would be \$3,900 or about \$54.00 per month.

How would these costs be paid by a homeowner? A likely scenario of development within the UGA's would be the formation of improvement districts. A homeowner would typically pay for these services through

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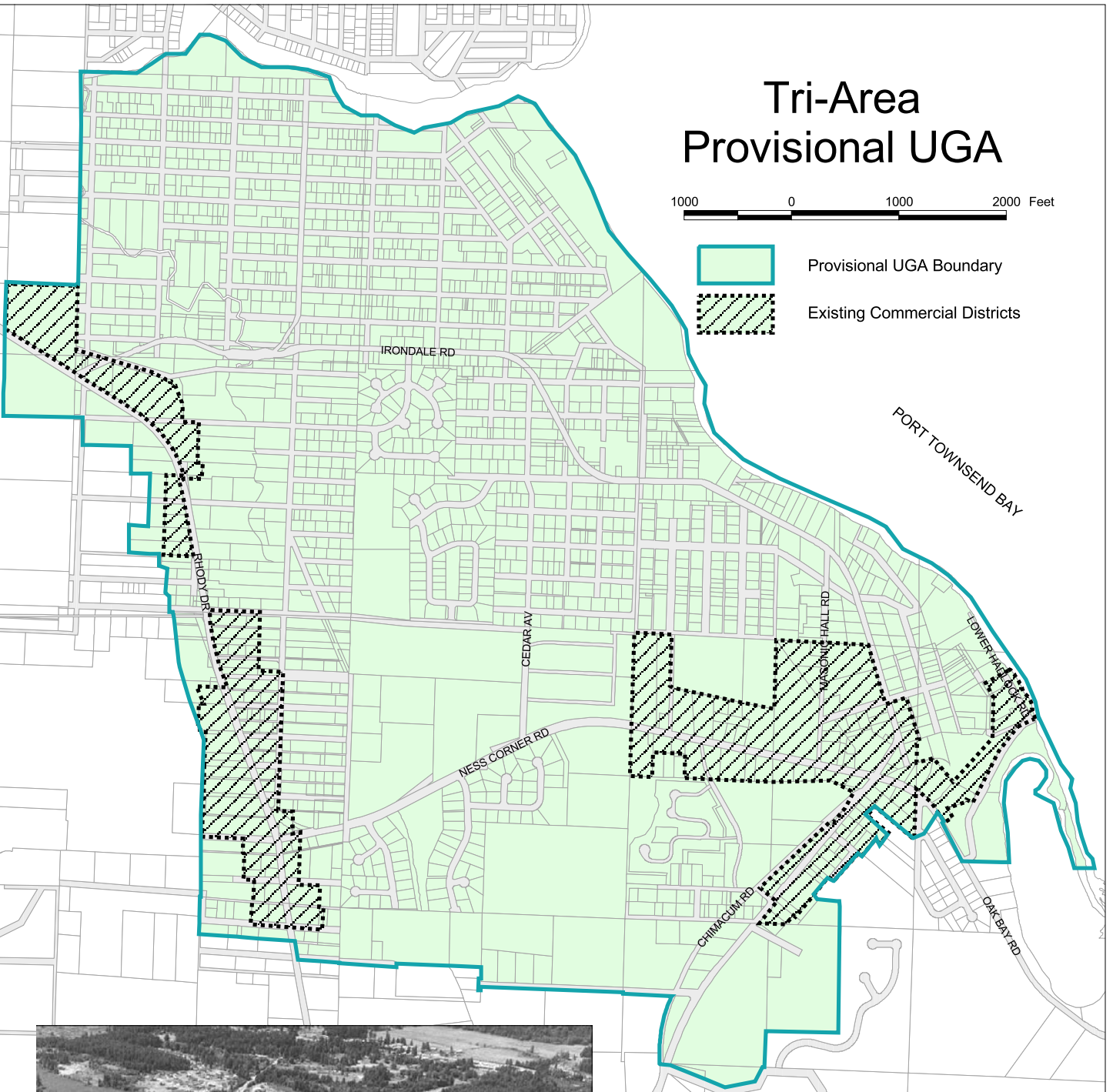
Tri-Area Provisional UGA

1000 0 1000 2000 Feet



Provisional UGA Boundary

Existing Commercial Districts



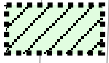
This map is for planning purposes only and does not represent a boundary that has been adopted by Jefferson County for purposes of land use regulations or zoning.

Glen Cove Provisional UGA

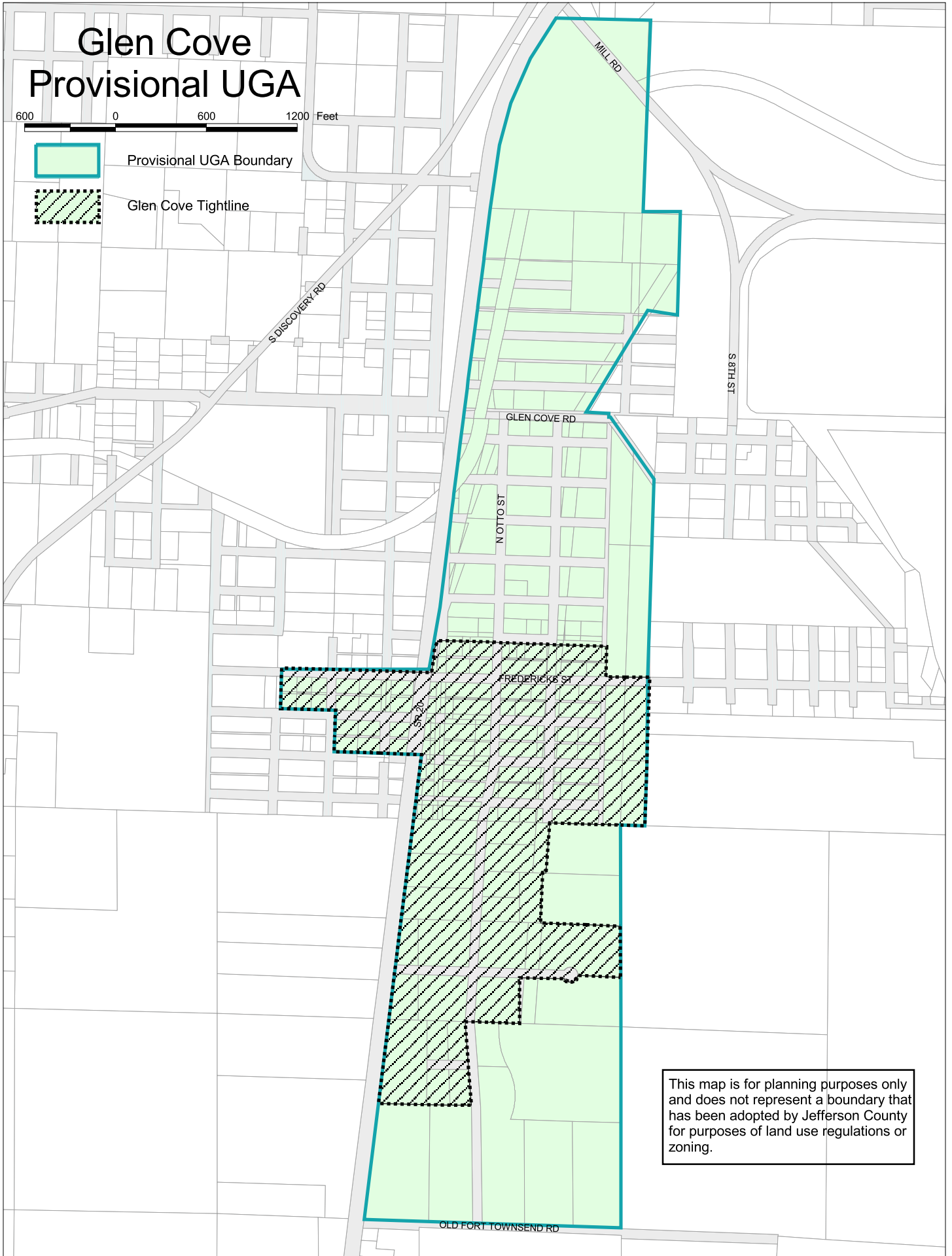
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Provisional UGA Boundary



Glen Cove Tightline



This map is for planning purposes only and does not represent a boundary that has been adopted by Jefferson County for purposes of land use regulations or zoning.

Public Participation Opportunities During the Tri-Area/Glen Cove Special Study

Meetings Held by the Joint Growth Management Steering Committee

April 7, 1999
June 23, 1999
August 9, 1999

Public Interest Group Meetings

Chambers of Commerce
(Port Townsend, Tri-Area)

Quimper Planning Group

Jefferson County
Home Builders Association

Tri-Area Community Club

Port of Port Townsend

Jefferson County Economic
Development Council

Workshop/Open House Held by Public Works

July 21, 1999

Workshops and Public Hearings Held by the Planning Commission

September 15, 1999
September 22, 1999
September 29, 1999

Public Hearing Held by County Commissioners

October 5, 1999

Workshops Held by Department of Community Development

October 22, 1999
November 2, 1999

monthly utility bills for sewer and water.

As an example, the cost of improvements to the existing Tri-Area water system and new installation of community drainfields to handle sewage, would be equitably divided between those people within the utility district. Only properties within the UGA would be responsible for paying for these urban services.

There will also be long range planning costs associated with completion of tasks V & VI of the *Special Study*. It is conservatively estimated that an additional \$150,000 of taxpayer funds will be necessary to designate final UGA's.

What Might UGA's Look Like

A Tri-Area UGA will for all practical purposes look the same as it does now. It will have a mix of residential and commercial land uses. Irondale does and will continue to have the higher density residential lots, while Port Hadlock will have a mix of residential and commercial land uses. There are also institutional uses interspersed throughout the community, such as the school, library, and county maintenance facility.

The installation of public sewer and water will provide new opportunities for affordable housing, such as multi-family dwellings and apartment complexes. Additional commercial areas may be considered to accommodate forecasted population and job growth. New recreational opportunities, such as the preservation of Chimacum Creek and the purchase of the old log dump will enhance the livability of the community. The Tri-Area must be prepared to receive the population growth projected for the future. What is important to remember is that the Community Planning Group will help to determine where these land uses will be appropriate.

A Glen Cove UGA would be designated for commercial and light industrial land uses recognizing that there are some pre-existing residential properties. It will be specifically sized to accommodate the growth needs of the County based upon detailed studies.

The residents of the Quimper Peninsula expressed concerns during the *Special Study* about the visual buffering of Glen Cove. Clearly the concerns for the types of uses within this UGA and how it would impact the SR20 gateway to the City will receive a high priority.

As an example, the UGA designation could include a corridor management plan for the protection of SR20. A corridor plan might include: large building setbacks from the highway; preservation of the tree canopy through landscaping performance standards; controlled access to SR20 at major intersections instead of direct access with multiple driveways; and site design standards.

While these are the core issues that the public typically equates with sprawl, they are rather visual impediments more appropriately mitigated through quality site design. A successful corridor plan could effectively screen the Glen Cove UGA from the traveling public and local residents alike.

As to future land uses within Glen Cove, the County's *Comprehensive Plan* dictates commercial and light industrial uses, not retail sales. A final UGA would be designated by the County to implement these policies. Should the property owners of Glen Cove one day choose to be annexed by the City of Port Townsend, it will be up to the City Council to conduct the land use planning studies necessary to designate zoning districts based upon the City's *Comprehensive Plan*. Opportunities for public input and debate will continue to be afforded throughout these important community decisions. ■

Unified Development Code (UDC)

Jefferson County has contracted with a planning consultant (Earth Tech) to work with the Planning Commission and Long Range Planning Staff of the Department of Community Development to update the County's "interim development regulations."

These new development regulations will be known as the Jefferson County Unified Development Code (UDC).

The general purposes of the UDC are:

- To protect the general public health, safety and welfare;
- To implement the *Comprehensive Plan* goals and policies through land-use and other regulations;
- To provide consistency with the *Growth Management Act*.
- To provide for the orderly development of compatible land uses;
- To minimize adverse environmental impacts.

The first three chapters of the UDC have already been submitted to the Planning Commission and are available on the County's web page for the public to review.

The target date for adoption of the UDC is December of 2000. A special public participation program has been designed for this project.

Look for it on the County's website at [http://](http://www.co.jefferson.wa.us)

www.co.jefferson.wa.us

(Continued) Administrator's Message

Growth Management Act. Planning for growth and development are lengthy and complex issues with no right or wrong answers. These planning efforts and products have been of great service to those communities and the dedication of those involved is greatly appreciated. The decisions we make now are made for 20 years in the future. There are also strong opinions in the community on these issues.

The bottom line is the Board of County Commissioners has an obligation to make sure that land use planning is done responsibly. Additionally, it is imperative to proactively address the growth pressures in the Tri-Area and Glen Cove. To simply react to the issues of growth and its corresponding cost to the larger community is irresponsible.

While urban growth area planning is important, the Board of County Commissioners has prioritized the preparation of "final development regulations" for adoption by the end of the year (*see sidebar on left*). To provide the best possible service to the public within the resources that are available is a challenge. However, these costs are miniscule compared to the cost of ignoring the situation.

In October of 1999, the County finished a detailed growth study and environmental review, known as the *Special Study*, that will be used by the County to take this project toward ultimate completion.

Until final decisions are made on the location of urban growth areas, the County is still in a flexible position. Development in Tri-Area and Glen Cove is still possible, within existing commercial and industrial zoning districts, without the designation of an urban growth area. The unresolved issue is how much, how big and where. ■

(Continued) What is an UGA?

In Jefferson County there is currently one UGA. The City of Port Townsend was designated under the GMA as an UGA because it was already an incorporated City. Ask a resident of the City of Port Townsend if they like living there. You may hear that it is more like a small town than a city.

Future urban growth areas in Jefferson County may be more appropriately called "Villages" or "Towns". In either case, the impacts of creating an urban growth area typically focuses on:

1. "density" (number of houses and businesses per acre of land); and
2. "urban levels of service" (public water and sewer);
3. "costs" (the ability of each property owner to pay for services); and
4. "what it will look like" and "how it will affect property."

The creation of a UGA does not necessarily mean the degradation of the natural environment. UGA's can still have the appearance and feel of a small town or village. Open spaces for recreation such as parks and streams are not only encouraged within an UGA but are required under the GMA.

For those who are interested in more information on UGA's, this newsletter, or general information concerning land use planning in the County, contact Warren Hart, AICP, Planning Manager of the Department of Community Development at (360) 379-4450 or whart@co.jefferson.wa.us. ■