

consistent with the 1979 Comprehensive Plan. For other communities, this was the first experience with community plans.

Communities with existing adopted plans:

- Brinnon (1982)
- Coyle Area (1977)
- Gardiner (1989)
- Marrowstone Island (1978)
- Tri-Area (1982)

Communities which were identified in the Community Involvement Plan but which did not have formally adopted plans:

- Discovery Bay
- West End
- Quilcene
- Shine
- Quimper
- Port Ludlow
- Paradise Bay

Additional Communities which requested permission to develop community plans:

- North Port Ludlow
- Lake Leland

Draft Community Plans were reviewed by both Planning Commission and staff. The results of the Community Planning Process and the Draft Community Plans have been integral to the identification of goals and policies included in this Plan.

Planning Under GMA: Interim Plans and Regulations

To ensure protection of critical areas and resource lands, the Growth Management Act required the speedy adoption of specific interim plans and regulations prior to the adoption of the Comprehensive Plan. The adoption of these interim regulations was significantly delayed because a consensus-based solution could not be reached between community members.

Four interim ordinances have been adopted:

Critical Areas Ordinance	July 8, 1994 (amended June 26, 1995)
Forest Lands Ordinance	January 21, 1997
Agricultural Lands Ordinance	May 25, 1995
Mineral Lands Ordinance	May 25, 1995

~~The Growth Management Act also requires that counties, in consultation with their cities, designate Interim Urban Growth Areas. The Act requires that growth which is urban in nature is only to occur in those areas which are designated as "Urban Growth Areas". Designation of Interim Urban Growth Areas is intended to provide guidelines for comprehensive planning and establish certainty for land owners as the planning process proceeds.~~

~~Jefferson County has taken several steps to comply with these interim planning requirements. The first Jefferson County Interim Urban Growth Areas Ordinance, Ordinance #02-0110-94, was passed in January, 1994, and included the designation of the City of Port Townsend, Port Ludlow and the Tri Area (Port Hadlock, Chimacum and Irondale) as Interim Urban Growth Areas (IUGAs).~~

~~The designation of the Tri Area and Port Ludlow IUGAs was appealed to the Growth Hearings Board, and the designation was invalidated. Jefferson County, in compliance with the Hearings Board ruling, rescinded the initial IUGA designations, and designated the City of Port Townsend as the sole IUGA in Jefferson County (Ordinance # 15-1028-94). The Tri Area, Port Ludlow and Glen Cove were identified as “study areas.” The County enacted the Growth Strategy Ordinance, No. 05-0214-96, an emergency zoning ordinance declaring all lands outside of the Port Townsend IUGA as “rural.”~~

~~In January, 1995, The Board of County Commissioners adopted Ordinance #01-0117-95, which amended Ordinance #15-1028-94, and included the designation of Port Ludlow as an Interim Urban Growth Area.~~

~~The designation of Port Ludlow as an Interim Urban Growth Area was appealed to the Growth Hearings Board, where the designation was invalidated, and Ordinance # 01-0117-95 was repealed in October, 1995.~~

~~In the decision overturning Jefferson County’s designation of Interim Urban Growth Areas, the Hearings Board cited the need for land use analysis, capital facilities feasibility study, and continuous public involvement as the basis for interim Urban Growth Area designation. Jefferson County undertook a land use analysis study, the Glen Cove/Tri Area Special Study, in cooperation with the City of Port Townsend to determine the Countywide need for commercial and industrial lands, and to provide options for addressing commercial and industrial growth in Glen Cove and the Tri Area. During the study, all commercial area boundaries and the boundaries of the Port Townsend Paper Mill and Glen Cove industrial areas were interim.~~

~~The policy direction of the County as an outcome of the Special Study is to proceed with designation of the Tri Area as an Urban Growth Area, and re-evaluate and designate “final” rural commercial/industrial area boundaries in Glen Cove consistent with the Growth Management Act, based on RCW 36.70A.070(5)(d), and the Comprehensive Plan. Recognizing that UGA implementation of final urban levels of service in the Tri Area involves community input, engineering studies, and service provider negotiations, which will take more time, interim urban levels of service for public facilities will be established for the Tri Area UGA.~~

ANALYSIS OF THE DISCUSSION DRAFT COMPREHENSIVE PLAN

Following extensive review of preliminary draft plans by the Planning Commission, Jefferson County released a Comprehensive Plan - Discussion Draft on June 1, 1995. This Discussion Draft included goals and policies organized by GMA elements, an Executive Summary of Existing Conditions, and an Executive Summary of Comprehensive Plan Alternatives.

This Draft Plan was reviewed with mixed results. On the one hand, an analysis of the Discussion Draft by County staff indicated that many of the plan’s goals and policies (as proposed) were inconsistent with the Growth Management Act and recent Hearings Board decisions. On the other hand, the analysis indicated that many of the proposed goals, policies, and strategies accurately reflected community concerns, were consistent with the requirements of the Growth Management Act, and would be appropriate for inclusion in the final Comprehensive Plan. As a result of this analysis, it became apparent that the Discussion Draft should be substantially restructured and revised.

LAND USE AND RURAL ELEMENT

PURPOSE: The purpose of the Land Use and Rural Element is to identify specific uses, densities and development regulations that protect rural character and are consistent with all other requirements of the Growth Management Act.

INTRODUCTION

Jefferson County is a rural county. The City of Port Townsend has a separate comprehensive plan and coordinates planning with the County through the Countywide Planning Policies (see Appendix B for a discussion of County-wide Planning Policies). The integration of GMA requirements to protect rural character and prevent low-density sprawl is accomplished by integrating the Land Use and Rural elements, which were treated separately in the Draft Plan. An exception to the County's rural designations are the Port Ludlow Master Planned Resort and the Irondale/Hadlock Urban Growth Area, ~~which is addressed in separately in this element.~~

The final Comprehensive Plan includes a number of changes in land use designations from the 1997 Draft Plan. The revisions reflect not only changes in the Growth Management Act through the 1997 amendments, but also reflect a lengthy public debate on interpretation of the 1997 amendments and their application to Jefferson County.

LAND USE AND RURAL STRATEGY GUIDELINES

Based on the requirements of the Growth Management Act, County-wide Planning Policies, community input, and Growth Management Hearings Board rulings (see Appendices), Jefferson County determined that the County's land use and rural strategy must include the following key policy guidelines:

- The County must ensure that an adequate supply of rural residential land is available to accommodate the projected rural residential population growth.
- The County must ensure that areas, which may have more platted lots than needed to address population growth (and allow for market factors), are designated for low-density residential development such as 1 residential unit per 5 acres (1:5), 1:10, and 1:20.
- The County must ensure that rural areas of more intensive residential, commercial and industrial development are contained in a manner that preserves rural character.
- The County must ensure that rural commercial development located outside designated Urban Growth Areas is appropriately scaled to serve the needs of the local rural community and the traveling public, and to protect and enhance rural character.
- Commercial area boundaries countywide and the Glen Cove and the Port Townsend Paper Mill industrial land use boundaries must be interim designations in order to preserve options until the results of the Tri-Area/Glen Cove study are available to provide additional information and an analysis of options, at which time the designations shall be revisited.

In order to develop a land use and rural strategy that encompassed the policy guidelines, it was necessary to:

- Identify rural population projections;
- Allocate growth proportionately throughout the unincorporated areas of the County;

**Table 3-1
Jefferson County and City of Port Townsend
20-Year Population Projection and Distribution¹**

Jefferson County and City of Port Townsend 20-year Population Projection and Distribution	Est. Population 1996	Est. Population 2016
Incorporated Areas:		
Port Townsend	8,366	13,876
Unincorporated Areas:		
Quimper Peninsula (including Glen Cove)	2,927	4,076
Marrowstone Island	839	1,015
Tri-Area (Kala Point, Irondale, Port Hadlock, and Chimacum Crossroads)	4,324	5,489
Kala Point		
Chimacum Crossroads		
Discovery Bay (including Gardiner)	1,085	1,470
S. Chimacum / Inland Valleys / Center	1,351	1,759
Port Ludlow Master Planned Community	1,326	3,950
North Port Ludlow	659	950
Paradise Bay / Shine / Thorndyke	897	1,471
Toandos Peninsula (including Coyle)	411	596
Quilcene (including Lake Leland Valley)	1,308	1,797
Brinnon	1,299	1,943
West End	962	1,005
Total	25,754	39,397

RURAL RESIDENTIAL LANDS: ALLOCATION OF GROWTH

Existing residential land use and ownership patterns are only one of several factors for determining future development patterns in Jefferson County. The allocation of future population must be considered when analyzing the overall need for the creation of additional residential lots and determining where those lots should be located to accommodate future growth. In order to develop a rural residential land use strategy for this Plan, an inventory was prepared in 1996 to assess existing patterns of land use, and to evaluate the supply of developable rural residential properties.

During the review of the Draft Comprehensive Plan of February 26, 1997 (Draft Plan) an inventory of existing buildable residential lots in rural Jefferson County conducted in 1995 by Berryman and Henigar² was also reviewed. The 1995 study results and included in the Draft Plan differ from those derived in the 1996 inventory. Both the 1996 inventory performed by the Planning staff and the 1995 Berryman and Henigar inventory are discussed in the following section.

¹ Population projections and allocation figures were derived from the *Population Forecast for Jefferson County and Port Townsend: Final Report*, December, 1994, and *Addendum #1 to the Final Report*, February, 1995, prepared by the Watterson West Group, Inc.

² "Land Use Capacity," *Draft Existing Conditions Report: Alternatives*, Berryman and Henigar, March, 1995, pages 120-131.

Table 3-2
Residential Lot Demand Compared to Existing Vacant Residential Lot Supply
Projected Over the Next 20 Years
1996-2016

Location	Future 20-Year Lot Demand	Existing Supply of Vacant Buildable Lots of Record ^(a)	Balance (Excess Buildable, Vacant Lots of Record) Lot Surplus	Vacant Lot Oversupply Percentage
Incorporated Areas:				
Port Townsend (b)	2690	8600	5910	220%
Unincorporated Areas:				
Quimper Peninsula (including Glen Cove)	500	1735	1235	247%
Marrowstone Island	77	458	381	495%
Tri-Area (Kala Point, Irondale, Port Hadlock, and Chimacum Crossroads)	507	2619	2112	417%
Kala Point				
Chimacum				
Discovery Bay (including Gardiner)	167	1394	1227	734%
S. Chimacum / Inland Valleys / Center	177	785	608	344%
Port Ludlow Planned Community	1141	1354	213	18%
North Port Ludlow	127	367	240	188%
Paradise Bay / Shine / Thorndyke	250	730	480	192%
Toandos Peninsula (including Coyle)	80	1116	1036	1295%
Quilcene (including Lake Leland Valley)	213	1068	855	401%
Brinnon	280	1189	909	325%
West End	19	307	288	1515%
1996 Staff Inventory	3538	13,122	9584	271%
Reduced by recalculation at a minimum lot size of 12,500 sq. ft	3538	8280	4742	134%
Reduced by 752 timber and agricultural resource lands parcels	3538	7528	3990	113%
Reduced by 25% market factor	3538	5646	2993	84%
Total buildable lots for the unincorporated area:				
• 1996 staff inventory		5646	2993	84%
• 1995 consultant inventory		4679-5944	2025-3290	43% to 93%

Note: (a) Data compiled as of June 1, 1996 (includes "vested" lots).

- The population will continue to grow countywide.
- ~~The County's established Urban Growth Area (Port Townsend) does not provide an adequate range and variety of goods and services serving both the local and regional population. Some community-level and several regional-level uses exist in the Tri-Area/Glen Cove Study Area. During the special study to develop options for that area, interim controls on commercial development are required until final land uses are designated.~~
- The County has rural areas that include existing commercial development that serves the local communities and traveling public; some rural communities may be deficient in some goods, services, and public facilities necessary to the general health, safety and welfare of its residents.
- ~~Prior to the County's first interim zoning code in 1992, options for commercial development were relatively unrestricted throughout the county. The 1994 zoning ordinance recognized and limited many established commercial areas and uses, and included adjacent undeveloped land that may not meet GMA criteria for rural commercial land.~~
- Local circumstances vary considerably in different areas of the County in terms of issues such as economic conditions, distance to the UGA, existing levels of service, and population growth.
- The County transportation network's limited number of major highways and roadways are subject to seasonally high volumes from tourism and to increasingly high volumes related to commuter traffic. Local employment helps to limit local commuter traffic on Highway 101 and State Routes 19 and 20, where traffic increases would require costly upgrades to meet level of service standards and prevent congestion.

The proposed methodology for designating commercial land is aimed at preventing sprawling commercial development from occurring outside urban areas and ensuring appropriate levels of commercial services and a sufficient commercial base for tourist and recreation-oriented activities throughout the county.

Rural commercial lands located in the unincorporated portions of the county should satisfy the following criteria:

- Serve an identified existing need;
- Allow for the continuation of rural economic activities at a rural size and scale;
- Provide a focal point for rural community identity;
- Provide convenient goods and services for nearby residents and the traveling public;
- Support natural resource-based industries; and
- Provide local employment opportunities, especially in areas of distressed economic conditions.

Although rural commercial development should continue to provide the necessary goods and services offered today and should not be expanded to serve regional needs, amendments to the GMA allow non-residential development in rural areas that is not principally designed to serve the local community. In the Rural Village Centers, the County allows appropriate infill development. As the rural population increases, so too will the demand for a range of goods and services. Rural commercial areas must serve community needs and the traveling public while ~~the an~~ Urban Growth Area must provide a greater variety of goods and services and satisfy regional demands.

Planning Approach

The revisions of the Comprehensive Plan from the 1997 Draft Plan to the final Comprehensive Plan reflect the evolution of Jefferson County's rural land use strategy through an extensive public process directed at producing goals and policies consistent with the Growth Management Act. Jefferson County, like many rural counties, has local conditions and circumstances that were difficult to address within the

original GMA framework. Changes from the Draft Plan also reflect the statewide evolution of the GMA to a better understanding of the needs of rural counties.

Early iterations of the plan contained elements of a planning approach that continue to guide this Plan. These elements are: recognizing the importance of existing historic development patterns found in rural areas; providing for the economic vitality of the rural commercial base at appropriate levels of commercial services, and preserving the character of the county's rural lands.

In the February 24, 1997 Draft Comprehensive Plan ("Draft Plan"), rural commercial levels of service were defined based on the provision of basic goods and services to service areas defined by drive times of 10 and 20 minutes. The Draft Plan did not recognize the existing variety of uses in commercial areas or the level of service that exists to meet the needs of the large number of visitors and commuters traveling through areas of Jefferson County. The 1997 GMA amendments allowed the County to recognize existing areas and uses of more intensive commercial development, and to provide for limited infill within boundaries that contain commercial activities

Commercial land in rural Jefferson County will be continuously assessed in this Comprehensive Plan by:

- Identifying existing areas and uses of more intensive commercial development;
- Designating rural commercial areas and land use classifications guided by existing levels of service;
- Establishing logical boundaries for existing rural commercial areas and uses based predominantly on the pre-July 1, 1990 built environment; and
- Designating a ~~limited~~-UGA in the ~~Tri-Area~~ (Irondale/Port Hadlock/~~Chimacum~~) to recognize areas already characterized by urban growth and to provide new urban economic development opportunities.

Designation and Classification of Rural Commercial Lands

The commercial areas proposed in the 1997 Draft Plan included Rural Village Centers at Port Hadlock, Port Ludlow, Quilcene, and Brinnon. The Draft Plan proposed Rural Crossroads at Chimacum, Discovery Bay, Four Corners, Nordland, Mats Mats, Beaver Valley, and Wawa Point. In the final Plan, Jefferson County applied 1997 GMA amendment language to recognize existing commercial areas and uses at Ness' Corner, Irondale Corner, Gardiner, and State Route 19/20 Intersection, in addition to the crossroads originally proposed in the 1997 Draft Plan. The designation for the commercial area of Port Ludlow was changed from Rural Village Center to Village Commercial Center within a Master Planned Resort.

A discussion of Jefferson County's criteria for designation and classification of commercial areas follows, while a discussion of criteria for drawing logical boundaries for those areas begins on page 3-15.

The criteria used to designate rural commercial areas are:

- The commercial area existed as an area or use of more intensive commercial development on July 1, 1990;
- The area or use presently has a commercial zoning designation; and
- The area provides basic necessities or multiple commercial services to the local community.

Classification of rural commercial areas was based on a Rural Commercial Level of Services (RCLOS) analysis². The study included an inventory of commercial development and an analysis of the nature of

² *Jefferson County Rural Commercial Zones*, Madrona Planning and Development Services, September, 1996.

Designation*	Level of Service Characteristics	Examples of Services Provided
Convenience Crossroads <ul style="list-style-type: none"> • Nordland • Beaver Valley • Wawa Point 	Single convenience/general store serving a lower intensity population base at a local level of service. May serve the traveling public, as well.	Basic food staples, basic house-wares, gasoline and oil, basic hardware and convenience items, video, espresso, café.
Neighborhood/Visitor Crossroads <ul style="list-style-type: none"> • Mats Mats • Discovery Bay • Gardiner • Four Corners • Chimacum 	Multiple uses serving a rural neighborhood at a local level of service with limited community uses, and serving commuters and the traveling public.	All convenience uses and grocery, restaurant, tavern/bar, auto parts & repair, gift shops, limited range of specialty stores and professional services.
General Crossroads <ul style="list-style-type: none"> • Ness' Corner • Irondale Corner • SR 19/20 Intersection 	Multiple uses providing limited regional and multiple community levels of service.	All convenience and neighborhood/visitor uses and building materials, hardware and farm equipment, clothing and accessories, mini-storage, RV sales, carpeting, and an expanded range of specialty stores, professional services, and public and social service offices.
Rural Village Center <ul style="list-style-type: none"> • Port Hadlock • Quilcene • Brinnon 	Historical rural community providing all essential goods and day-to-day professional, public, and social services at a community level of service. Residential uses include duplex, triplex, assisted living facilities.	All convenience, neighborhood/visitor, and general crossroads services, a broad range of specialty stores, professional services, and public and social services.

~~* Upon final designation of an Urban Growth Area, Port Hadlock, Ness's Corner, and Irondale Corner commercial districts will be appropriately re-designated as part of the Tri Area UGA.~~

The commercial area within the Port Ludlow Master Planning Resort is designated a Village Commercial Center, a final Plan revision that recognizes the difference between a Master Planned Resort and historical rural communities. These differences will be reflected in the land use classifications and permitted uses provided in the County's development regulations.

Commercial development within rural commercial areas will be regulated by an interim controls ordinance until final land use ordinances are developed in a public process. Land use ordinances will include:

- A Land Use Table with future permitted uses corresponding to levels of service for existing uses;
- Development standards, including an upper building size cap for each zone and corresponding bulk and dimensional standards designed to preserve the existing rural character of the neighborhood through regulation of size and scale; and
- Special conditions related to site-specific constraints.

Local Circumstances

The 1997 amendments to the Growth Management Act legislated in ESB 6094 included the following language allowing for local discretion regarding the application of criteria to local circumstances:

“Because circumstances vary from county to county, in establishing patterns of rural densities and uses, a county may consider local circumstances, but shall develop a written record explaining how the rural element harmonizes the planning goals in RCW 36.70A.020 and meets the requirements of this chapter.” (RCW 36.70A.070(a))

Jefferson County recognizes distinct circumstances and conditions in certain areas of the county that have been considered in the designation of commercial areas and policies to address these circumstances.

The Tri Area/Glen Cove Study Area

The Tri Area of eastern Jefferson County includes the communities of Irondale, Chimacum, and Port Hadlock and surrounding areas of higher population and commercial development than other areas of the County. It is an area characterized by a dense development pattern that borders on urban densities in some areas. Commercial development along State Route 19 at Ness’ Corner and Irondale Corner, as well as in nearby Four Corners, the State Route 19/20 Intersection, and Chimacum provide commercial levels of service that include some regional uses and multiple community uses. The Tri Area and an area of existing light industrial and associated commercial development at Glen Cove were identified as potential urban growth areas. The County, in partnership with the City of Port Townsend initiated the Glen Cove/Tri Area Special Study to collect and analyze detailed information regarding existing land uses, future commercial and industrial land needs, and the cost and feasibility of infrastructure necessary to serve urban uses and densities in the study area. The study will developed options for land use designations in Glen Cove and the Tri Area.

The options developed within the Special Study were based on a countywide inventory of commercial lands.

The economy of Jefferson County is experiencing a significant “retail leakage” to Urban Growth Areas in Kitsap and Clallam Counties, as well as Seattle metropolitan areas (see Economic Development Element). Retail leakage is an economic signal that regional commercial levels of service are not being met for County residents, and suggests that commercial development is inadequate to meet the needs of recent growth. The Special Study concluded that the County could experience a significant shortage of commercial and industrial lands over the next twenty years if an average annual employment growth rate of 4% was maintained. A lower growth rate of 3.1% would reduce that need and a rate below that would essentially require no additional industrial or commercial lands beyond existing levels. However, the Special Study also noted that the lack of a full range of urban public facilities and services and available developable vacant land in the designated rural commercial centers placed significant constraints on employment growth.

Based on the fact that the Tri Area is already characterized by urban growth, as stipulated in the County-wide Planning Policies, the County is moving forward with UGA implementation and capital facility planning to provide urban levels of service for this area consistent with the requirements of the GMA. The Tri Area UGA will encompass the existing commercial areas of Ness’ Corner, Irondale and Port Hadlock but will also offer additional urban commercial development opportunities to help stimulate job creation and provide new commercial services in the County—including an increased range of allowed commercial uses, intensities of use and mixed-use residential uses to help create more affordable housing.

~~Glen Cove was determined to not be suitable for UGA designation at the present time due to urban capital facility constraints, but was analyzed for consistency with the “limited areas of more intensive rural development” (LAMIRD) provisions of the GMA and “final” LAMIRD boundaries are recommended for this area.~~

The South County

The southern region of eastern Jefferson County, known as the South County, includes the communities of Quilcene and Brinnon and the surrounding areas. This region has not experienced the high rate of growth that has occurred in the Tri-Area and Port Townsend but experiences a large influx of people during the summer tourist season. Unemployment in this area is high as a result of the regional decline in forestry and fishing, and the economy of the area is best typified as distressed. Opportunities exist for economic activities related to tourism and recreation, as both Brinnon and Quilcene are on U.S. Highway 101 at the “gateway” to Olympic National Park. Adjacent Hood Canal offers a number of recreational activities for visitors. The County recognizes the need to develop a more diversified economy through businesses that serve the traveling public while providing jobs for local residents. Regional growth in the Puget Sound area and an increase in visitors from national and international areas are likely to support such efforts to diversify South County economic activities.

In addition, an existing industrial park in Quilcene may provide additional employment opportunities for South County residents. Local employment for area residents may help to alleviate increasing commuter traffic on Highway 101 and State Routes 19 and 20, where seasonal visitor traffic can be heavy.

Quilcene and Brinnon community plans and public comment from residents identified as a community priority the need for local senior assisted living facilities, so that elderly residents are not required to move 30-40 miles to facilities in Port Townsend. The need to allow for assisted living facilities and local employment opportunities in a distressed economic area, the distance between the South County and the Urban Growth Area, and the concern that higher traffic volumes will require extensive road improvements are local circumstances used in designating Rural Village Centers in the South County.

The West End

The isolated western portion of Jefferson County has no existing commercial lands, and therefore no commercial land for that area was designated in this Plan. The West End is not projected to experience significant growth during the 20-year planning period, with a total 20-year population projection of 43 additional people. Convenience services are available at the Kalaloch Lodge store on National Park land and at a Quinault Nation convenience store at Queets. The regional decline of forestry and fishing has resulted in distressed economic conditions in this area. The decline of natural resource-based industries requires that new employment opportunities in available economic sectors areas be developed for a transition to a more diversified economy.

Although the population of the West End is limited, a significant number of people visit the tourist and recreation attractions of the area year-round. During the tourist season, the area experiences a large influx of visitors. Situated on U.S. Highway 101 between the mountain/rainforest and the ocean beach portions of Olympic National Park, the West End receives visitors from Puget Sound regional metropolitan areas, as well as national and international visitors. The Hoh and Quinault Indian Reservation communities are concentrated population centers that both contribute to and rely upon the West End economy.

order to prevent linear commercial sprawl, as development is constrained by the estuary on one side and steep slopes on the other.

- Gardiner

The Gardiner commercial area is located on U.S. Highway 101, and historically served the community with a grocery and gas station that closed during the 1980s. Current uses include a bird feeding supplies store, U-fish pond, an antique store, espresso, and a fishing tackle store. The logical boundary around the triangular commercial area has been drawn using Highway 101, the Old Gardiner Road, and the Gardiner Beach Road. A limited amount of infill is allowed in order to accommodate the community's desire for future development of uses such as a convenience store.

- Chimacum

Chimacum is a historic commercial area that includes a post office and is located adjacent to the public school, therefore serving as a focal point for the local community. Based on 1997 GMA amendments, the crossroad boundary has been extended north on Chimacum Road to recognize a pre-1990 cluster of businesses that was not included in the Draft Plan. Existing uses such as a farm equipment and supply store serve nearby agricultural activities in the Chimacum Valley, while other uses such as ministorage provide a community level of service. The logical boundary recognizes and contains existing commercial uses and provides for limited infill on a parcel along Chimacum Road. Infill will be temporarily limited as a result of the recent downsizing of the City of Port Townsend water system service area; an issue that will be addressed a revision of the Jefferson County Coordinated Water System Plan by the Water Utility Coordinating Committee for consistency with the Comprehensive Plan.

- Four Corners

The Four Corners Neighborhood/Visitor Crossroads, which historically served the nearby area with a sawmill, contains a convenience store and gas pump, a construction yard, and an auto recycling yard, an UPS distribution office, and a ministorage rental. The boundary of this commercial area recognizes and contains the existing uses, and allows for limited infill development only through subdivision or redevelopment of existing parcels, all of which are developed. A water supply for new development will not be available until purveyorship issues are resolved between Jefferson County P.U.D. #1 and the City of Port Townsend during the revision of the Coordinated Water System Plan.

3. General Crossroads - General Crossroads are existing commercial areas that provide a broad range of commercial goods and services for a higher population base in the northeastern part of Jefferson County. These areas provide several regional uses, as well as multiple uses at community levels of service. Uses in these areas will include Convenience and Neighborhood/Visitor uses, as well as building materials, hardware and farm equipment, auto repair with subordinate auto sales, appliance sales and repair, clothing and accessories, ministorage, RV repair and sales, and an expanded range of specialty stores, professional services, and public and social service offices. Performance standards for general commercial uses will allow for sizes and scales of new development larger than those for Neighborhood/Visitor Crossroads, but more limiting than those for Rural Village Centers.

- ~~Ness' Corner (Upon final designation of a Tri-Area UGA the Ness' Corner General Crossroad will be appropriately re-designated)~~

~~The Ness' Corner intersection, located on State Route 19, is a relatively large commercial area with a number of specialized commercial uses and professional services. It serves the high population base of the Tri Area, and includes some uses that provide several regional, community, and traveling public levels of service, as well as services for the local rural population. Existing commercial uses, which have gradually extended along the highway, have been contained by the logical boundary, with limited areas where infill will be allowed.~~

- ~~• Irondale Corner (Upon final designation of a Tri Area UGA the Irondale Corner General Crossroad will be appropriately re-designated)~~

~~Irondale Corner is located north of Ness' Corner on State Route 19 and includes uses similar in level of service to those at Ness' Corner. Under 1994 commercial zoning, these two areas were joined. This Plan divides the previous commercial zone based on a strict application of the criteria for recognizing and containing existing development. Residential development divides the Ness' Corner from the Irondale Corner General Commercial Crossroads for approximately 1200 feet on the east side of the highway. On the west side of the highway, an undeveloped area near the City of Port Townsend's public water supply well for the Tri Area service area separates the two designated commercial areas for about 1200 feet.~~

- State Route 19/20 Intersection

Under the criteria for commercial crossroads boundaries, this area has been downsized considerably from 1994 zoning designations. Existing development on one side of State Route 19 was recognized and contained, consisting of a nursery/garden supply store, an auto dealership under a Binding Commercial Site Plan, and a vacant parcel with a vested building permit application. Commercial uses excluded from the crossroad include an auto repair business adjacent to residential uses, and a drive-in movie theater. These uses have been excluded to limit traffic access at an intersection with high traffic volumes and a relatively high incidence of accidents. Auto retail will be allowed in this crossroad only, in order to limit this regional commercial use from occurring in other crossroads.

Rural Village Centers

Rural Village Centers are established, historically settled areas with commercial uses that address most of the essential needs of the rural population, supply a large variety of goods and day-to-day services, and provide a broad range of professional and social services. The three designated Rural Village Centers contain mixed residential and commercial uses, and are designated for residential as well as commercial uses according to historic patterns of mixed development.

1. Brinnon

The historic community of Brinnon is located on U.S. Highway 101 at the mouth of the Dosewallips River. The traditional community boundaries are the river on the south, the steep valley wall to the north, and Hood Canal on the east. The designated core area consists of mixed commercial and residential uses. The Draft Plan boundary has been revised to limit development in the frequently flooded area near the river. Existing uses farther from the river, such as a nursery and a mixed commercial/residential short plat with an existing ministorage and a vested application for a new post office, have been recognized in the final Plan.

The boundary allows for areas of infill in Brinnon based on the distressed economy of the area as a result of decreased employment in logging and fishing. The seasonal increase in the visitor population is expected to increase in the future as a result of ongoing regional growth in Puget Sound. Limited areas of infill in the Brinnon Rural Village Center will provide employment opportunities for local residents in the transition to a more diversified economy as Brinnon attempts to promote small-scale tourist and recreation-oriented businesses based on a location on Highway 101 adjacent to the Olympic National Park.

Areas of limited infill are also provided in support of the community goal of an extended care or assisted living facility. A high priority for the community is a facility that allows elderly residents to stay in the community rather than moving 40 miles away from family and friends to facilities in Port Townsend.

2. Quilcene

The historic community of Quilcene, similar to Brinnon, is distinct from the Port Hadlock and Port Ludlow communities because of a location at a distance from the Port Townsend UGA and a distressed economy due to the recent decline in forestry and fishing employment. Quilcene, located on Hood Canal and Highway 101 at the gateway to Olympic National Park, has an opportunity to serve visitors and seasonal residents to build a more diversified economic base.

Areas of commercial infill are intended to provide employment opportunities in a distressed and changing economy. Commercial development can take advantage of a high volume of visitors based on a location on both Highway 101 and Center Valley Road. The community is currently considering a public water system with the assistance of the County Health Department and the Jefferson County P.U.D. The amount of commercial infill development will depend on the availability of a water system. A Local Utility District election planned for late 1998 will allow the community to determine the future of the water system. The County will revisit the Quilcene water supply issue following the election to assess the results in light of Comprehensive Plan issues.

Community concerns in Quilcene, as in Brinnon, indicate a priority need for areas of infill in the commercial core area that might allow an assisted living or extended care facility for elderly residents of the community. Although such facilities will be permitted conditionally in residential areas, both communities prefer that they be located in the Rural Village Centers. While recognition of the existing commercial development pattern in Quilcene results in somewhat irregular boundaries, several commercial uses southeast and southwest of the boundary have been excluded in order to avoid creating a large area of infill that would promote sprawl.

3. ~~Port Hadlock (Upon final designation of a Tri-area UGA the Port Hadlock Rural Village Center will be appropriately re-designated)~~

~~The Port Hadlock commercial center serves a large population base in the Tri Area. Commercially designated land within this portion of the Tri Area UGA will be limited to an expanded core area. Because of the relatively high density of residential uses in the adjacent area, including multi-family housing units, a UGA designation is viewed as a means of accommodating the need for affordable housing close to jobs and retail services. This portion of the UGA will continue to allow for and promote mixed-use commercial and residential developments consistent with adopted urban levels of service—as one means to provide for more affordable housing.~~

Port Ludlow Village Commercial Center – Final Boundary

The Master Planned Resort of Port Ludlow has a large residential community that is served by a Village Commercial Center. The designated commercial area is consistent with the 1993 Environmental Impact Statement, and has been agreed to by community planning groups. Land use activities and performance standards will be regulated by the County, but may be limited to a somewhat greater degree by the Master Planned Resort's internal community codes, covenants and restrictions.

Legal Existing Commercial Uses

In order to meet the requirements of the Growth Management Act, a number of commercial activities were not included within commercial area boundaries designated in this Plan. Valid legal existing commercial and industrial uses will be allowed to continue in business, to be replaced if destroyed, and to expand modestly within limits. The Comprehensive Plan provides specifics on the regulation of existing legal uses in Land Use Goal 8.0 that are intended to protect existing businesses that were established legally under previous regulations, while at the same time limiting the impacts of the activities on adjacent properties.

Evaluation of Rural Commercial Boundaries

The designation of Jefferson County's rural commercial areas was guided by GMA criteria as applied to local circumstances. County decision-makers heard extensive public comment regarding the need to:

- Support the economic vitality of existing historic communities for the long-term viability and cohesion of those communities;
- Provide for local employment opportunities in rural areas of the county, in particular those distant from the City of Port Townsend UGA [and Irondale/Hadlock UGA](#);
- Provide opportunities for limited multi-family, special needs, and affordable housing;
- Encourage diversification of the distressed economies of communities in the South County and the West End that are suffering from the decline of resource-based industries;
- Control the high traffic volumes on the limited number of major roadways which are frequently congested due to a substantial increase in seasonal visitors; and
- Preserve the rural character of communities.

Reduction in Commercial Land

The logical boundaries of commercial areas prevent development from expanding beyond existing developed areas. While areas of limited infill are provided within the designated built environment, a significant amount of undeveloped land has been removed from commercial zoning status. Table 3-4 provides information regarding the reduction in size of the commercially zoned land in Jefferson County by this Comprehensive Plan as compared to the existing zoning that was established in 1994.

The information in Table 3-4 shows that the total 1994 commercially-zoned acreage of 966.68 acres has been reduced to 367.37 acres, an overall reduction of 62% from 1994 zoning. It should be noted that while Rural Crossroads are designated commercial land, land within the boundaries of Rural Village Centers is designated as both commercial and residential land, as the existing uses are mixed to a degree that precludes separate designations within the boundaries.

**Table 3-4
Reduction in Commercially Zoned Acreage from 1994 Zoning**

#	COMMERCIAL AREAS	1994 COMMERCIAL AREA ACREAGE	PROPOSED COMMERCIAL AREA ACREAGE	% REDUCTION OF COMMERCIAL AREA FROM 1994 ZONING
RURAL CROSSROADS AREAS:				
1	FOUR CORNERS	39.15 acres	26.41 acres	33%
2	WAWA POINT	27.25 acres	4.20 acres	85%
3	MATS MATS	5.94 acres	5.94 acres	No change
4	S.R. 19/20 INTERSECTION	54.83 acres	27.26 acres	50%
5	GARDINER	24.69 acres	4.47 acres	82%
6	CHIMACUM	68.11 acres	36.53 acres	46%
7	TRI AREA HIGHWAY	99.45 acres	53.83 acres <i>Irondale — 18.80 acres</i> <i>Ness' Corner — 29.28 acres</i>	46%
8	BEAVER VALLEY	2.97 acres	2.97 acres	No change
9	BLACK POINT	12.85 acres	--	100%
10	CENTER	0.39 acres	--	100%
11	MARROWSTONE ISLAND	1.00 acres	1.00 acres	No change
12	DISCOVERY BAY	97.37 acres	9.11 acres	91%
RURAL VILLAGE CENTERS Residential and Commercial Land				
13	QUILCENE	177.44 acres	48.41 acres	73%
14	BRINNON	67.16 acres	34.05 acres	49%
15	PORT HADLOCK	248.36 acres	75.35 acres	70%
VILLAGE COMMERCIAL CENTER Master Planned Resort				
16	PORT LUDLOW	39.72 acres	38.34 acres	3%
	TOTAL COMMERCIAL ACREAGE	966.68 acres	367.87 acres	62%

Limiting Land Available for Infill Development

Rural Crossroads

The following table provides figures for infill areas in rural crossroads, first presenting the acreage of land in undeveloped parcels. In addition, the table presents the estimated acreage of total undeveloped land that also includes undeveloped portions of developed parcels. The total undeveloped land is estimated from air photos, and may include land currently removed from development due to critical area requirements or because it is in use for septic systems, and in some cases, wells. This land is not available for infill development, and therefore the figures shown below in Table 3-5 are a maximum. The acreage for each is followed by the percent that the total undeveloped land comprises of total land for that crossroad.

**Table 3-5
Undeveloped Acreage for Rural Crossroads**

Rural Crossroad	Total Commercial Land	Land in Undeveloped Parcels* Acres/%	Estimated Total Undeveloped Land** Acres / %
Nordland	1 acre	0	0.5 acres 50 %
Beaver Valley	2.97 acres	0	2.0 acres 67 %
Wawa Point	4.20 acres	0	2.2 acres 52 %
Discovery Bay	9.11 acres	0.5 acres 5 %	2.21 acres 24 %
Gardiner	4.47 acres	.15 acres 3.4 %	2.8 acres 62 %
Mats Mats	5.94 acres	0	1.4 acres 23 %
Chimacum	36.53 acres	10.64 acres 29.1 %	8.4 acres 23 %
State Route 19/20	27.26 acres	9.98 acres 36.6 %***	16.8 acres 62 %
Four Corners	26.41 acres	1.53 acres 5.7 %	7.1 acres 27 %
Ness' Corner	31.83 acres	5.01 acres 15.7 %	4.2 acres 13 %
Irondale Corner	22.0 acres	4.76 acres 21.6 %	8.2 acres 37 %

* Undeveloped parcels are defined as parcels that have a land use code of 9100 (undeveloped and unused land area) in the Jefferson County Assessor's database.

** Total acreage available for infill based on estimated lot coverage using air photos.

*** Vested project parcel

The total designated crossroads acreage of 171.22 acres contains 32.57 acres in undeveloped parcels available for infill. This is equal to approximately 19% of the total. The number of uses that may develop in these infill areas varies with the size and lot coverage of the use, as well as the requirement for septic systems, critical areas protection, buffering, access roads, and wells or water supply lines.

Of the above crossroads, several are limited in infill opportunity. The convenience/general stores at Nordland, Beaver Valley, and Wawa Point can expand the existing business under the criteria for a Convenience Crossroads, but cannot subdivide for another commercial use. Four Corners and Chimacum boundaries allow for expansion of existing uses, but currently lack water availability to allow for new commercial development.

For the remaining crossroads, the total estimated undeveloped land based on air photo analysis is a total of 35.81 acres, for an estimated 21% infill acreage of those crossroads. Septic system, water supply, and critical areas issues will limit development by an additional amount which is likely to be 30-50% of the land required for a project. Should new water hookups become available for Four Corners and Chimacum, an additional 15.5 acres of infill may be developed. These figures demonstrate that the land available for infill development in rural crossroads has been limited by the designated boundaries.

Rural Village Centers

Rural Village Centers are intended to provide for a mixture of commercial, residential, and community/public services uses. The infill allowed takes into account affordable housing goals through limited multi-family (duplexes, triplexes) and assisted living/special needs housing, as well as by preserving the existing housing supply (see Housing Element). In addition to residential and commercial uses, land for community clubs, churches, public facilities, and social services is needed to meet projected population growth and to preserve community identity. The table below provides figures for infill for all of these uses based on data similar to that in Table 3-5.

**Table 3-6
Infill Acreage for Rural Village Centers**

Rural Village Center	Total Land within RVC Boundary	Land in Undeveloped Parcels Acres / %	Total Estimated Undeveloped Land Acres / %
Port Hadlock	75.35 acres	19.04 acres 25.3%	18.0 acres 24%
Brinnon	34.05 acres	5.26 acres 15.4%	11.2 acres 33 %
Quilcene	53.30 acres	13.16 acres 24.7 %	11.5 acres 22 %

The projected 20-year population growth rates for these areas are: Port Hadlock 34%, Brinnon 50%, and Quilcene 37%. Additional analysis was reviewed to evaluate both the adequacy and the justification for areas of infill, the commercial area boundaries were determined based on a recognition of the predominantly pre-July, 1990 built environment pursuant to RCW 36.70A.070(5)(d).

Additional economic growth will be accommodated by focused commercial development in the Urban Growth Area, by employment opportunities in home-based businesses, cottage industries, tourist-recreation uses, resource-based industries, and in the South County by limited infill in the Quilcene industrial area. Additional residential growth will be accommodated by allowing duplexes and triplexes in Rural Village Centers and by the surplus of lots in surrounding rural residential areas.

These figures demonstrate that Jefferson County has met the GMA goal for containing commercial development by recognizing and minimizing clearly identifiable existing areas and by limiting the amount of land for infill development. At the same time, the land use designations under this Plan address local circumstances such as economic development in distressed economic areas and transportation issues

Urban Growth. The designation of rural commercial areas based on the requirements of RCW 36.70A.070(5)(d) prevents urban growth or urban-scale development outside of Urban Growth Areas by containing existing commercial areas based predominantly on the pre-July 1990 built environment. Commercial uses will be restricted in implementing ordinances by a land use table that prevents certain regional uses from occurring in other rural commercial areas. Policies will guide regulations for bulk and dimensional requirements and lot coverage requirements that protect rural character.

Reduce Sprawl. Jefferson County has recognized and contained existing areas and uses by establishing boundaries based on the built environment. The boundaries provide for limited infill and prevent the identified pattern of development from extending beyond the designated boundaries.

Transportation. Impacts of commercial areas on the county's transportation network were reviewed by the Jefferson County Department of Public Works. The Public Works Department concluded that the designated commercial areas are consistent with the goals, policies and strategies contained in the Transportation Element. Future development will be reviewed for consistency with the goals and policies of the Plan. Because the areas designated are existing areas and infill is limited, traffic forecasts, which are based on population projections, are not affected. Opportunities for local employment have been provided to reduce traffic pressures that might otherwise require extensive improvements.

Housing. The commercial boundaries as drawn provide not only for limited commercial infill, but also allow for duplex and triplex housing as affordable housing options within Jefferson County's historic Rural Village Centers. Quilcene and Brinnon, at a greater distance from the UGA, have prioritized the development of senior assisted living facilities in or near the Rural Village Centers.

Economic Development. Jefferson County's economy is in a state of transition from one based on primary extraction of natural resources to a more diversified economy based on service and manufacturing industries. The commercial boundaries as drawn provide for limited infill of commercial development in contained commercial areas outside of the County's ~~one~~ designated UGAs. Areas of infill in Quilcene and Brinnon are intended to promote employment and business opportunities for these distressed communities.

Property Rights. The rights of the property owner were an important consideration in making the various choices necessary to develop a meaningful Comprehensive Plan. This is an issue important to all citizens of Jefferson County. Policies regarding legal existing uses will provide for the economic viability of businesses that are not included in designated commercial areas.

Permits. The Comprehensive Plan includes a "Matrix of Opportunity," including the Plan goal or policy reference and the location of additional information sources. The Jefferson County Permit Center will provide this and similar information to the public regarding changes in development opportunity and regulations related to Comprehensive Plan adoption and implementation. Public participation during the revision of County ordinances will incorporate priorities for more timely and efficient permitting.

Natural Resource Industries. The commercial boundaries will contain uses which are incompatible with natural resource-based industrial uses and prevent low density sprawl, thereby helping to ensure the continuation of these industries.

Open Space and Recreation. The designated boundaries significantly reduce the area available for commercial land use activities. The boundaries promote the protection of the County's scenic resources, open spaces and recreational opportunities.

Canal. Popular recreational activities in the area include boating, fishing, shellfish gathering, hiking, camping, birdwatching and historical sites. In the peak summer months, it is estimated that as many as 500,000 tourist visitors travel through the North Olympic Peninsula. However, the lack of private tourist accommodations and services in the south County area often means that potential economic benefit from tourism spending is lost to other, more developed, areas of the Peninsula. An MPR designation in this part of the County would help boost local economic activity and more effectively serve tourist needs in this part of the County.

The economic reasons for siting of a master planned resort, however, must also be carefully balanced against the potential for significant adverse environmental effects from such a development. Any proposal must be carefully planned and regulated to prevent any type of sprawl development outside of the master planned development that would destroy the scenic and often environmentally sensitive setting. The Comprehensive Plan identifies policies in LNG 26.0 that help guide development of any new MPR designation. The goal and policies focus on protecting the rural character and natural environment of areas potentially impacted by development of an MPR, ensuring adequate provision of public facilities and services, and preventing the spread of low density sprawl.

DESIGNATION OF RURAL RESIDENTIAL DENSITIES

Jefferson County believes that the best means available to retain open space, environmental qualities, traditional land uses, and other elements of rural character is through low density residential development, small-scale rural village centers and crossroads, and where appropriate, resource-based industrial uses that cannot be accommodated within ~~the a UGA of Port Townsend.~~

Density designations and development regulations ultimately guide the pattern and intensity of development. While the Growth Management Act does not specifically identify appropriate densities, it does state that a variety of rural land use densities should be provided for residential uses. The densities determined are guided by the County's analysis of Growth Management Hearings Board rulings, and are based on existing development patterns, available land, projected growth rate and level of service standards.

The 1997 GMA amendments codified in RCW 36.70A.070(5)(d) that allow recognition of areas of more intensive residential development have not been applied in this Plan, as additional analysis and public process is required to develop criteria for such areas. During the next year, the application of ESB 6094 criteria in 1997 GMA amendments will be considered for existing platted developments such as Cape George, Kala Point, and other areas of more intensive residential development. The County will develop, evaluate, and apply such criteria in a public process for a future amendment of the Comprehensive Plan (see LNP 3.4).

Existing Lots of Record

In addition to recognizing legal pre-existing land uses, Jefferson County recognizes existing lots of record as legal lots. While some of these lot sizes may not meet current minimum lot size requirements, they were created consistent with laws in effect at the time and are considered legal lots of record. However, in terms of development, some of the smaller lot sizes will require consolidation with other lots to meet current Health Department standards and other regulations such as critical areas, resource lands, and shoreline overlays. For example, lots which are served by a public water system but must develop an individual septic system are required to have a minimum lot size of approximately twelve thousand five

3. Small-scale recreational or tourist-related uses will be reviewed through the conditional use permitting process according to criteria provided in the goals and policies of this element. The activity must rely on a rural setting and nearby natural features for its location. Conditionally permitted uses such as RV parks, boat rentals, marinas, horse arenas and stables, and campgrounds are typical of this type of use. Land Use Goal 7.0 provides policies for these economic activities.
4. Home-based businesses may be permitted in order to provide opportunities to supplement a family income, start up a business, or establish a work-place at home. Home-based businesses must be clearly incidental and secondary to the primary use of the premises as a residence. The goals and policies of this element provide limits on home-based businesses designed to prevent adverse impacts from such activity on the preservation of rural character (see LNG 6.0).
5. Cottage industries will be reviewed through the conditional use permitting process, and must be clearly incidental and subordinate to the residential use of the property. Cottage industry is defined as limited small-scale commercial or industrial activities, and shall not grow beyond the scale permitted unless it is moved to a location designated for commercial or industrial uses. The limitations provided in land use policies are intended to prevent the activity from detracting from adjacent land uses and the rural character of the area (see LNG 6.0).

This Plan includes a “Matrix of Opportunity” outlining development opportunities that references policies in the Plan with more information on opportunities for development. The table also informs the public of issues related to possible development restrictions, and will be available to interested parties at the Jefferson County Permit Center.

URBAN GROWTH AREAS

Introduction

~~The Growth Management Act authorizes the designation of urban growth areas (UGAs) in RCW 36.70A.110 to include cities and other areas characterized by urban growth or adjacent to such areas. UGAs are intended to accommodate a projected population growth for the next twenty years. The GMA specifies that future growth should, first, be located in areas that already have public facilities and service capacity and, second, in areas where such services, if not already available, are planned for. In Jefferson County, there are two UGAs:~~

- ~~•City of Port Townsend UGA; and~~
- ~~•Tri Area Unincorporated UGA.~~

~~The City of Port Townsend is subject to its own Comprehensive Plan and development regulations affecting urban growth and the provision of public facilities and services in the City. The Tri Area UGA is an unincorporated UGA, subject to the Jefferson County Comprehensive Plan (CP) and implementing regulations.~~

~~An urban growth area defines where urban developments will be directed and supported with typical urban public facilities and services, such as storm and sanitary sewer systems, domestic water systems, fire and police protection services, and public transit services. Urban growth areas enable new development to locate close to vital capital facilities and urban services or "infill" in existing urbanizing areas. UGAs enable fiscal resources associated with capital facilities and urban services to be operated more cost-effectively.~~

The Urban Growth Area is an area where urban public facilities and services are available, or are planned. Provision of urban public facilities and services may be available through a number of service providers, such as the City of Port Townsend, Jefferson County, Public Utility District #1, or some other entity such as a sewer and water district. Discussion regarding specific planning for public facilities and services in the Tri-Area UGA can be found in other chapters of the Comprehensive Plan, including the Transportation Element, Utilities Element, and Capital Facilities Element as well as the *Tri Area/Glen Cove Special Study*.

Detailed planning for the designation of a Tri Area UGA in compliance with the requirements of the GMA has been on-going since the Jefferson County CP was originally adopted in 1998. Specific policy language in the CP indicated the joint city/county intent to pursue future UGA planning for the Tri Area. As part of the on-going joint City/County urban growth area planning, the Tri Area Provisional UGA (PUGA) was designated by Jefferson County on October 5, 1999 as an interim step in the UGA planning process. In-depth analysis and environmental impact review of the land use, population, capital facilities and public services, natural systems and critical area constraints, open space, housing and non-residential land-use needs for a Tri Area UGA are incorporated in the *Tri Area/Glen Cove Special Study* conducted from 1998-2002. The *Special Study* includes:

- *Land Use Inventory Report dated January 26, 1999*
- *Regional Economic Analysis and Forecast dated January 26, 1999*
- *Draft Supplemental Environmental Impact Statement dated June 1999*
- *Final Supplemental Environmental Impact Statement dated August 1999*
- *Glen Cove/Tri Area Special Study Final Decision Document dated June 11, 2001*
- *Tri Area UGA Capital Facilities Special Study dated November 2001*
- *Tri Area & Glen Cove Special Study Implementation Plan dated November 28, 2001*

Urban growth areas include those areas already characterized by urban growth that have adequate existing public facilities and service capacities to serve such development or areas for which such facilities are planned. Designating UGAs recognizes the existing urbanized development pattern in the county. By designating UGAs, the requirements of both the GMA and County-wide Planning Policies (CWPPs) must be met to ensure that expansion of urban services are provided to encourage infill where logical and feasible.

CWPPs provide a broad framework for UGA planning that were developed in a collaborative process between the City of Port Townsend and the County. Countywide Planning Policy #1.3 provides specific guidance on criteria for the sizing and delineation of UGA boundaries outside of cities:

- Adequate amount of developable land to accommodate forecasted growth for the next twenty years.
- Sufficient developable land for residential, commercial and industrial uses to sustain a healthy local and regional economy.
- Sufficient area for the designation of greenbelts and open space corridors.
- Topographical features or environmentally sensitive areas which may form natural boundaries such as bays, watersheds, rivers, or ridge lines.
- Lands already characterized by urban development which are currently served or are planned to be served by roads, water, sanitary sewer and storm drainage, schools and other urban services within the next twenty years; provided that such urban services which are not yet in place are included in a capital facilities plan.
- The type and degree of existing urban services necessary to support urban development at the adopted interim level of service.

The County-wide Planning Policies also provide selected guidance for the phasing of urban growth commensurate with the provision of adequate urban services to UGAs:

- Land use plans, regulations and capital facility plans for each UGA will be designed to accommodate the projected population. Growth should first be directed into two tiers: Tier 1—existing commercial centers and urbanized areas where the six (6) year capital facilities plan is prepared to provide urban infrastructure; Tier 2—areas included within the capital facilities plan to receive the full range of urban services within twenty (20) years. Infrastructure improvements necessary to support development in the second tier will be provided by the developer concurrent with development, or by public entities as a result of implementing all or a portion of the capital facilities plan. (CWPP 1.5)
- Before adopting boundaries of UGAs, interim level of service standards (LOSs) for public services and facilities located inside and outside of UGAs must be adopted. (CWPP 1.7)
- The full range of governmental urban services at the adopted level of service standards will be planned for and provided within UGAs, as defined in the capital facilities plan, including community water, sanitary sewer, piped fire flow, and storm water systems (CWPP 2.1)
- New development will meet the adopted level of service standards for the UGA as a condition of project approval. Said standards will include interim provisions for those urban facilities identified in the capital facilities plan but not yet developed. New development will contribute its proportionate share towards provision of urban facilities identified in the capital facilities plan. (CWPP 2.3)

Tri-Area UGA Phased Implementation

The Tri-Area lacks the full range of urban services needed for immediate UGA implementation indicated in CWPP 2.1, above. Therefore, the CP must plan for the provision of those services as required by RCW 36.70A.110(3). To accomplish this the Tri-Area UGA will be implemented in several phases:

Phase 1—The first phase will involve amendments to the Jefferson County CP to adopt the final UGA boundary, land use map and interim levels of service for urban facilities as well as goals and policies guiding the development of the UGA. This will include identification of additional plans and capital facilities (including costs and funding sources) needed to implement the full range of urban services and facilities within the UGA.

The existing permitted land use densities and intensities of use, bulk and dimensional, and other development standards will remain intact during this period.

Phase 2—The second phase will involve preparation and adoption of “UGA Overlay” development regulations in the Unified Development Code (UDC), including new urban permitted land use tables and new bulk and dimensional standards for implementation upon the concurrent availability of the full range of urban public services (e.g., sanitary sewer). This phase will also include carrying out further studies and completing the necessary capital facility plans needed to implement the full range of urban services required in CWPP 2.1, including urban storm water standards and a sanitary sewer system. This will include identification of development area “tiers” within the UGA based on where the six (6) year capital facilities plan is prepared to provide urban infrastructure “concurrent” with development.

During the capital facility planning period or until those identified urban facilities are available for development, the interim land use densities and intensities of use and other development standards will remain intact or consistent with the adopted interim levels of service.

~~**Phase 3**—Upon completion of the identified capital facility plans or projects, identification of any remaining needed projects in the six (6) year capital facilities plan, adoption of final urban level of service standards, and/or the availability of the necessary urban services and facilities concurrent with development, the “UGA Overlay” designation shall replace the existing or interim permitted land use densities and intensities of use and related development standards—in those portions or “tiers” of the UGA where the full range of urban services can be provided concurrent with development.~~

~~In portions of the UGA where the full range of urban services have not been planned for in the six (6) year capital facility plan, the interim level of service standards and associated development regulations shall remain in effect.~~

~~The adoption of interim and final urban LOSs allows time for capital facility planning, funding and implementation to ensure that urban development occurs concurrent with the provision of those urban services and that the provision of those services can be done in a feasible manner. During the interim period, development regulations may not allow the full range of urban land use densities and intensities of use intended in the UGA until the full range of urban public facilities and services have been (or can be) provided consistent with the six (6) year capital facility plan.~~

URBAN GROWTH AREA DESIGNATION CRITERIA

~~The GMA specifies certain minimum requirements for UGA formation. These include the following provisions of RCW 36.70A.110:~~

~~*An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth. (RCW 36.70A.110(1))*~~

~~The vast majority of the Tri Area UGA is *already characterized by urban growth* as stated in CWPP 1.4. In addition, the boundary for the UGA was delineated based on the criteria in CWPP 1.3 with guidance from the Tri Area Community Plan and public input from local residents, as required by CWPP 1.3 and 1.4. Only limited areas *adjacent to territory already characterized by urban growth* are included in the UGA to: 1) interconnect areas characterized by existing urban growth; 2) incorporate sufficient developable land to sustain the urban growth projected to occur during the 20 year planning period; or 3) provide for a reasonable land market supply factor to discourage adverse land and housing price increases. The Tri Area UGA is significantly smaller and more compact than originally proposed in the *Special Study*.~~

~~*Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty year period. 36.70A.110(2)*~~

~~Adequate land area for the expected growth for the planning period has been designated based on both the projected 20 year residential population growth for the Tri Area identified in the CP as well as the need for commercial/industrial lands identified as a part of the *Special Study*. The CP population growth projections indicate a 20 year projected growth of 1,165 residents (or about 520 households) for the Tri Area planning area—an area predominantly encompassed by the UGA. The CP also indicates a large number of existing platted residential lots in the area—although many of these lots are not buildable and will require~~

consolidation, making them less likely to be available for development over the course of the planning period. The UGA sizing analysis indicates a residential holding capacity of approximately 652 new dwelling units (including vacant platted lots) which approximates a net new population capacity of 1,377 persons (or about 606 households) during the next twenty (20) years. Therefore, the boundary (i.e., sizing) of the UGA included only those areas “characterized by urban growth...or...adjacent to territory already characterized by urban growth” necessary to accommodate the urban growth projected to occur consistent with the Act.

Although the Tri Area UGA contains a significant amount of existing single-family urban residential development from a future urban growth perspective its main intent is to provide more economic development opportunity to serve the unmet needs of the County identified in the *Special Study*. Secondly, UGA designation and the provision of urban facilities and services will allow for development of higher density (and more affordable) multi-family housing and mixed-use pedestrian friendly commercial/residential development and redevelopment especially in the Port Hadlock core which is not presently feasible given density restrictions and the lack of a sanitary sewer system.

Each urban growth area shall permit urban densities and shall include greenbelt and open space areas. 36.70A.110(2)

Urban density residential development will average at least 4 dwelling units per acre in UGA residential areas. The Low Density Single Family Residential designation on the Tri Area UGA Land Use Map will require a minimum density of 4 dwellings units per acre. Open space and greenbelt areas have also been identified for the UGA, especially along the Chimacum Creek corridor, in associated wetland areas and along the Port Townsend Bay marine shoreline at the mouth of Chimacum Creek.

An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. 36.70A.110(2)

Single-family and multi-family residential, urban commercial, light industrial, lands for public purposes, and open space and greenbelt land needs are incorporated in the development of the Urban Growth Area boundary for the Tri Area. Sizing of the UGA was intended to include only those areas “characterized by urban growth...or...adjacent to territory already characterized by urban growth” consistent with the Act. A reasonable land market supply factor of 25% (accepted by the Growth Management Hearings Boards) was applied to discourage adverse increases to land and housing values in the UGA. Reduction factors to account for lands needed for roads and utilities and preservation of environmentally sensitive areas were also applied based on the specific findings recommended in the *Special Study*. Allocations relating to population, residential and commercial/industrial lands are included in the CP. Documentation of supporting population and land area analysis are found in the *Special Study*.

Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth. 36.70A.110(2)

Planning for the Tri Area UGA has been on-going since the initial GMA Comprehensive Plan for the County was adopted in 1998. The *Special Study* was a collaborative joint planning process between the City and the County that entailed a broad analysis of population and employment growth and land use needs as well as alternative UGA boundary configurations and their associated impacts. It presented many choices about accommodating growth. One of the key findings of the *Special Study* was that the County experienced a significant amount of “retail leakage” to urban areas in adjacent counties due to an inadequate commercial land-use base in the County. The City and the County also jointly chose through the Joint Growth Management Steering Committee to accommodate new growth through formation of a

Tri-Area UGA rather than accommodate the unmet demand for commercial growth in the existing Port Townsend UGA.

The CP and the CWPPs both identify the Tri-Area as the primary regional commercial growth center for the unincorporated County. However, the lack of a UGA designation and the full range of urban services, including a sanitary sewer system, has been an impediment to significant commercial development and job creation. The Tri-Area UGA planning process involved an extensive amount of public involvement. The *Implementation Plan* for the *Special Study* identified and analyzed more specific UGA land use alternatives for the Tri-Area. As a result of the extensive public involvement process and capital facilities impact analysis conducted throughout the life of the *Special Study*, the Tri-Area UGA represents a significantly smaller, more compact and more fiscally viable UGA than originally proposed in the DSEIS/FSEIS prepared as a part of the *Special Study*.

Urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. 36.70A.110(3)

The *Special Study* included several alternative UGA boundaries and permitted land use alternatives for UGAs in Jefferson County. One of these alternatives (Alternative 1) was *not* to adopt a new unincorporated UGA but rather accommodate the unmet need for regional commercial growth identified in the *Special Study* through intensification of the existing Port Townsend municipal UGA. Following issuance of the *Final Supplemental Environmental Impact Statement for Jefferson County Comprehensive Plan Amendments, dated August 1999*, the Joint Growth Management Steering Committee (comprised of three City Councilors and three County Commissioners) decided on August 24, 1999 (by a vote of 5 to 1) to move forward with UGA implementation for the Tri-Area and to reject implementation of Alternative 1—effectively precluding allocation of the unmet employment and commercial growth needs identified in the *Special Study* to the existing Port Townsend UGA.

The Tri-Area is presently served by a range of public services, including a potable water system, piped fire flow, public transit, and public safety (fire, EMS and sheriff). Outside of the City of Port Townsend, the Tri-Area and Glen Cove are the only areas of the county with that complement of existing public services. The Glen Cove light industrial area has been designated a “limited area of more intensive rural development” under RCW 36.70A.070(5)(d). It lacks a sanitary sewer system and is not subject to an urban growth area designation under the CP. A community sanitary sewer system and adopted urban storm water and transportation level of service standards are the only public facilities lacking in the Tri-Area that preclude a UGA designation. Adoption of “interim” urban level of service standards is a component of UGA implementation. Adoption of appropriate standards and identification of public service purveyors (e.g., sanitary sewer service provider) and plans for the provision of adequate public services and facilities to serve the UGA is discussed in the appropriate sections of the Utilities, Capital Facilities, and Transportation Elements of the CP.

In general, cities are the units of local government most appropriate to provide urban governmental services. In general, it is not appropriate that urban governmental services be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development. 36.70A.110(4)

The CP and the CWPPs (#2.4) specify that urban public facilities and services are to be provided only within designated Urban Growth Areas unless needed to remedy a threat to public health or welfare or to protect an environmentally sensitive area. The Act does not prohibit unincorporated UGAs—it only suggests a greater level of scrutiny to ensure adequate capital facility planning and provision of urban governmental services. The feasibility of providing the full range of urban services to the Tri Area rests largely upon the levels of service adopted for those facilities and services. Since most urban services are already provided to local residents (i.e., water, public safety), it is the establishment of a community sanitary sewer system that will likely have the greatest fiscal impact. The implementation, phasing, and fiscal requirements of such a sewer system will be planned and analyzed in the near term, including identification of projected costs and funding sources. The CP calls for establishment of “interim” urban level of service (LOS) standards for identified facilities and long range plans for the provision and cost of those urban services over the 20 year planning period. In essence until a sewer system is actually “in the ground”—the interim urban LOSs will maintain the existing or interim development regulations in place. New urban permitted land use tables will be prepared for the UGA based on the planned implementation of “final” urban LOSs (i.e., a sanitary sewer system). However, the new permitted “urban” uses (including revised bulk and dimensional standards) may only be implemented within the UGA upon satisfaction of all adopted urban LOSs. The Utilities, Transportation and Capital Facilities Elements address these issues in more detail.

CAPITAL FACILITY PLANNING

Capital facility planning for Urban Growth Areas should be coordinated among the City, County, and special purpose districts or other service providers who may be affected by the advent of new urban growth and the need to plan for the provision of new urban levels of service for public facilities such as sanitary sewer, potable water and public safety. For affected non-County agencies—who may provide these services—to meet their own capital facility plan goals, the County needs to ensure that it does not permit activity which would be inconsistent with their future plans.

County-wide Planning Policy #3 identifies specific actions to be taken regarding joint planning between the City of Port Townsend and Jefferson County that affects *incorporated* UGAs. The Tri Area UGA is an unincorporated urban growth area. Nevertheless, the need for continued joint planning with affected public service providers and local residents is a critical component to UGA implementation. Of special importance will be the identification of a purveyor for urban sanitary sewer services and the fiscal impacts of such a system on local residents. Potable water service is already provided by the PUD #1.

Although it is an unincorporated UGA, the Tri Area UGA is sufficient in size and scope of urban densities and intensities of uses to allow for potential incorporation—should local residents desire and choose to do so at some point in the future. The County will continue to work with local residents on the provision of adequate and financially feasible capital facilities for the Tri Area.

The strategy of joint capital facility planning is to encourage jurisdictions and service providers to enter into inter-local agreements to facilitate planning in areas of mutual concern. The use of an inter-local agreement enables the affected local governments and special purpose districts involved to work together to review, consider, and resolve issues of mutual concern. The County, PUD #1, local residents and other affected agencies should continue to work together towards the provision of adequate public facilities and services. Possible issues include:

- Identifying service purveyor for sanitary sewer facilities
- Sizing, design and service area for a community sewer system
- Level of service standards
- Phasing of growth commensurate with the provision of adequate public facilities and services

- Capital facilities planning and financing; and
- Transformance of governance

Tri-Area UGA Land Use Analysis

EXISTING CONDITIONS

The UGA encompasses approximately 1,245 gross acres. Based on the year 2000 census, the resident population is estimated to be approximately 3,200 persons. The UGA is estimated to contain approximately 1,400 existing housing units. The existing land use pattern is characterized by commercial development concentrated along the major highway corridors (Rhody Drive, Ness' Corner Road, and Chimacum Road) and existing developed single family neighborhoods in Irondale and Port Hadlock in the northern part of the UGA. There are scattered multi-family apartment complexes mostly located at the fringe of the Port Hadlock commercial core area.

The predominant land use type in the UGA is single family residential development. It accounts for close to one-half of the existing land uses. Most of the residential neighborhoods south of Irondale Road are largely built out, although there are a significant number of pre-existing platted lots (from early in the century) that remain undeveloped. In fact, vacant lands constitute about one-third of the UGA—most of which are concentrated north of Irondale Road and south of Chimacum Creek. Many of these lots are “substandard” meaning that they cannot meet minimum lot size requirements for on-site septic systems—and therefore must be consolidated in order to build upon. Under current regulations, the County may authorize single family home development on pre-existing platted lots provided they meet Jefferson County Environmental Health Department standards for on-site septic systems and drainfields—usually requiring a minimum 12,500 square foot lot (if served by a public water system). Current developed single family residential lots in the UGA range from 4,000 to 20,000 square feet in size and average about 13,000 square feet. Undeveloped “pre-existing” platted lots may be found as small as 2,000 square feet and typically average 5,000 square feet or less.

The remaining existing land use distribution in the UGA includes public and quasi-public facilities such as churches, the Library and Chimacum Creek Elementary School, the Jefferson County Sheriff's Office and Jail, Jefferson County Public Works Department Maintenance Yard, and the City of Port Townsend's Sparling Well facility along Rhody Drive. In addition there are several neighborhood parks and open space areas.

The most distinguishing physical feature of the area is Chimacum Creek and its associated riparian wetland system. Chimacum Creek includes habitat for summer chum salmon—a listed species under the Endangered Species Act (ESA)—and also contains steelhead, coho salmon and cutthroat trout. It runs from north to south through the area and determines the northern boundary of the UGA where it empties into Port Townsend Bay. It is contained within a narrow valley and is designated a Class 1 stream—subject to a 150 foot development setback along both sides of the creek—according to the *Jefferson County Unified Development Code*. The creek's riparian corridor and associated setback function as a greenbelt within the UGA consistent with the requirements of RCW 36.70A.110(2).

The entire UGA is served by a public water system now owned and operated by Public Utility District #1 (PUD) of Jefferson County. The water source is groundwater acquired by two different wells. The primary source is the Sparling Well located at the intersection of Rhody Drive and Kennedy Road on the western border of the UGA. A secondary well, the Kively Well, is located just southeast of the Port Hadlock core area of the UGA.

There is no sanitary sewer system presently in the UGA. All wastewater treatment is provided either by individual on-site septic systems or small community based on-site systems. The Jefferson County Environmental Health Department records indicate no significant failure rates for existing on-site systems in the UGA. Although the concentration of existing on-site septic systems, given the density and proximity of development to the Sparling Well, is an issue of concern that should be addressed as a part of the capital facility planning for a new sanitary sewer system.

Projected Growth

The adopted CP 20-year population growth projections indicate a 20-year projected growth of 1,165 residents (or about 520 households) for the Tri-Area planning area—an area predominantly encompassed by the UGA.

One of the key efforts of the *Special Study* was the assessment of future demand for commercial/industrial lands in the County (based on assumed employment growth and other variables). This analysis is contained in the *Regional Economic Analysis and Forecast* prepared by Trottier Research Group dated January 26, 1999 and further addressed in the document titled *Memorandum: Comments on Estimates of Additional Land Needed for Employment Growth* prepared by Trottier Research Group dated September 27, 1999. Hereafter collectively called the “*Trottier Report*”. The *Trottier Report* analysis indicated that the Jefferson County economy experiences significant “retail leakage” to urban areas in adjacent counties. Retail leakage is an economic signal that regional commercial levels of service are not being met for County residents, and suggests that the level of commercial development may be inadequate to meet the needs of the existing population as well as new growth. The *Trottier Report* concluded that the County could experience a significant shortage of commercial and industrial lands over the next twenty years if an average annual employment growth rate of 4% was maintained. A lower growth rate of 3.1% would reduce that need and a rate below that would essentially require no additional industrial or commercial lands beyond existing levels.

However, the *Special Study* also noted that the lack of a full range of urban public facilities and services and available developable vacant land in the designated rural commercial centers placed significant constraints on employment growth. In the case of the Tri-Area, the lack of a community sewer system is a significant impediment to economic activity since it limits overall employment density and certain economic activities that may be water use intensive or require special waste processing needs. Furthermore, rural land development standards in effect under the 1998 CP precluded the most efficient utilization of many existing commercial enterprises—during the *Special Study* many existing businesses in the Tri-Area expressed frustration with the ability to expand existing operations due to building coverage or lot size constraints. Some businesses have left the area to relocate into UGAs elsewhere where the land supply and urban capital facilities and services are more readily available. Even with designation of additional vacant lands for commercial purposes, the majority of the commercial lands designated in the Tri-Area UGA comprise lands already characterized by urban growth or are surrounded by such lands.

Future Land Use Allocation

Future land use analysis and allocations for the UGA are shown in the following tables. UGA land use designations are illustrated in the Tri-Area UGA Land Use Map (see Appendix).

**Table 3-9
Tri-Area UGA Land Use Distribution**

Land Use Designation	Total Acres (Gross)	Percent of Total Acres	Vacant Acres (Gross)	Percent of Vacant Acres
Single Family Residential (SFR) Low Density	797	64%	307	75%
Multi-Family Residential (MFR) High Density	23	2%	6	1%
Commercial (new)	91	7%	55	14%
Commercial (existing)	131	11%	34	8%
Light Industrial	24	2%	5	1%
Public Facilities	87	7%	0	0
Parks and Open Space	92	7%	0	0
TOTALS	1,245	100	407	100

Source: Jefferson County Central Services

Residential. Low Density Single Family Residential (SFR) accounts for the largest share of designated land use in the UGA. Under the UGA, the Low Density SFR zone will allow housing at a density of four (4) dwelling units per acre. This zone accounts for a total of 797 gross acres although only 307 acres are undeveloped (including vacant platted lots). High Density Multi-Family Residential (MFR) zoning accounts for 23 total acres within the UGA. Under the UGA, the High Density MFR zone will allow housing at a density of 8-12 dwelling units per acre. The residential holding capacity analysis in Table 3-10 indicates the total residential holding capacity potential at buildout for the UGA. Table 3-11 compares the UGAs sized capacity for growth with the CP projected twenty year population growth for the Tri-Area. The analysis indicates that the UGA has the capacity to only accommodate approximately 17% more new households than projected during the next sixteen years (2000-2016). The UGA capacity assumes complete buildout of all vacant platted residential lots in the UGA. Actual UGA growth capacity, however, may be somewhat less during the planning period, given the pattern and prevalence of very small platted lots that are likely to be unbuildable under the interim levels of service for wastewater treatment and disposal. The requirement for lot consolidation in order to build new housing units means that at least some of those lots are less likely to be available for development during the planning period.

**Table 3-10
Tri-Area UGA Residential Holding Capacity Analysis (2000-2016)**

Tri-Area UGA Residential Holding Capacity									
Land Use Designation	Gross Acres Vacant Land	Gross/Net Land Reduction Factor (1)	Land Supply Market Availability (2)	Net Acres Vacant Land	Density (Units/Acre)	Net Housing Unit Capacity	Net Households (3)	Household Size (4)	Net Population Growth Capacity (2000-2016)
Low Density SFR	307	0.675	0.75	155	4	622	578	2.27	1,312
High Density MFR	6	0.675	0.75	3	10	30	28	2.27	64
TOTALS				158		652	606		1,377

Sources: Jefferson County Central Services; Jefferson County Department of Community Development; Earth Tech, Inc.
 Notes: (1) Reduction factor to account for internal roads and rights-of-way, utilities, lands for public purposes, and environmentally sensitive areas (per Special Study)
 (2) Reasonable land market supply factor to account for lands not likely to be brought to market
 (3) Assumes a standard housing unit vacancy rate of 7%
 (For informational purposes, the housing unit vacancy rate reported in 1999 by the U.S. Census for Port Hadlock-Irondale was 8.5%)
 (4) Average household size is per the adopted Jefferson County Comprehensive Plan (Housing Element, pg. 5-4)

**Table 3-11
Tri-Area UGA Population Growth Capacity (2000-2016)**

Growth Component	Existing (1) (Year 2000)	Net Increase Capacity (2000-2016)	Total UGA Capacity (2016)	Tri-Area Planning Area (1996-2016) Projected Growth	Comprehensive Plan Growth Comparison (UGA Growth Capacity as % of Tri-Area Projected Growth)
Housing Units	1,383	652	2,035	na	na
Population	3,128	1,377	4,505	1,165	118%
Households	1,266	606	1,872	520	117%

Sources: Census 2000, U.S. Department of Commerce; Jefferson County Department of Community Development; Earth Tech, Inc.
 Note: (1) Year 2000 data assumes that UGA comprises 90% of the Port Hadlock-Irondale CDP (Census Designated Place)

~~**Commercial.** The UGA designates a total of 222 gross acres for commercial land use, but only 91 gross acres of new commercial land use designations beyond that amount previously designated in the adopted 1998 CP as Irondale General Crossroad Commercial, Ness’ Corner General Crossroad Commercial, and the Port Hadlock Rural Village Center. The Port Hadlock core commercial area will continue to be a mixed use zone allowing both commercial and higher density residential uses. Of the 91 acres of new (year 2002) designated commercial land, only 55 acres are presently vacant the remaining 36 acres comprise existing underdeveloped residential parcels in Irondale and Port Hadlock that could be redeveloped to commercial or commercial/residential mixed uses under the provisions of the UGA.~~

~~**Light Industrial.** Approximately 24 acres of land is designated as light industrial in the UGA— all of but 5 acres of which are already in light industrial use. These uses are located in the southwest corner of the UGA well buffered from the bulk of the residential neighborhoods in the community.~~

~~**Public Facilities.** Public facilities comprise 87 acres, including the Library and Chimaecum Creek Elementary School, the Jefferson County Sheriff’s Office and Jail, Jefferson County Public Works Department Maintenance Yard, and the City of Port Townsend’s Sparling Well facility along Rhody Drive.~~

~~**Parks and Open Space.** The UGA includes 92 acres of parks and open space lands ranging from privately dedicated open space to neighborhood and regional parks and public open space. The largest park is H.J. Carroll Regional Park.~~

Comprehensive Plan Land Use Map

The Comprehensive Plan Land Use Map on page 3-63, adopted as a part of this Comprehensive Plan, is the graphic representation of the density and locational criteria outlined above, and the goals, policies and strategies contained within this plan. The Land Use Map was developed based on community involvement, the mitigation measures contained within the Draft Environmental Impact Statement, the results of an inventory of existing rural residential and commercial development patterns, the 1996 Rural Commercial Zones Study, 1997 amendments to the Growth Management Act, and the specific criteria contained within this element.

The Land Use Map has zoning designations to guide Jefferson County in the revision and adoption of development regulations, and in future land use decisions. The Growth Management Act requires that the zoning designations be consistent with the Land Use Map designations. This requirement will be met by Jefferson County with the adoption of the Comprehensive Plan.

MAP

PORT HADLOCK RURAL VILLAGE CENTER

MAP

~~NESS CORNER GENERAL CROSSROAD~~

MAP
IRONDALE CORNER
GENERAL CROSSROAD

- LNP 1.5** Establish a process by which the Comprehensive Plan and Land Use Map may be amended in accordance with 36.70A and other applicable regulations:
- LNP 1.5.1** Designate five categories of Comprehensive Plan amendments as outlined in Chapter 2 of this Plan:
1. Policy amendments
 2. Map amendments
 3. General amendment
 4. Site specific amendment
 5. Emergency Amendments
- LNP 1.5.2** Allow for the submission of petitions to the County for map amendments related to:
1. Errors in mapping. The fee may be waived only for those petitions determined to be an error in mapping.
 2. An error in interpretation of the criteria for land use designation.
- LNP 1.5.3** Mapping errors that are clearly erroneous based on inaccurate information or technical error on the part of the County may be corrected at the discretion of the Board of County Commissioners. Map corrections of this nature shall not require a Comprehensive Plan amendment.
- LNP 1.6** Establish development regulations which provide clear guidance on County land use permitting processes and standards, and implement the land use goals and policies of this plan.
- LNP 1.7** Encourage the use of innovative site planning and design techniques, including lot consolidation opportunities, as a means of preserving rural character, open lands, and protecting the natural environment through development regulations.
- LNP 1.8** If the County chooses to adopt an impact fee ordinance, determine through a public process how to apportion the fair share of funding for required public facilities, services, and amenities, [for example a Local Improvement District \(LID\)](#).
- LNP 1.9** Ensure appropriate services are provided as needed and that the duplication of services is avoided by promoting the coordination of local governmental programs and planning.
- LNP 1.10** Ensure that land use permitting processes are both predictable and timely.
- LNP 1.11** The annexation of unincorporated territory in Jefferson County shall be in strict accordance with the provisions contained in RCW 35.13. Et seq.

RURAL RESIDENTIAL LAND USE

GOAL:

LNP 4.3.1 Consistency with the rural provisions and planning goals of the Growth Management Act.

LNP 4.3.2 Contained and concentrated commercial and residential areas and uses defined and delineated predominately by the pre-July 1990 built environment.

LNP 4.3.3 Rural Village Centers are defined as established, historically settled geographical areas serving the immediate community and the traveling public. The three existing settlements that have been designated Rural Village Centers are:

- ~~Port Hadlock (upon final designation of the Tri-Area UGA, the Port Hadlock Rural Village Center will be appropriately re-designated)~~
- Quilcene
- Brinnon

LNP 4.3.4 Avoid low-density sprawl by establishing and maintaining logical outer boundaries, based on the criteria in RCW 36.70A.070(5)(c) and (d) and the following local considerations pursuant to RCW 36.70A.070(5)(a):

- a. Regional transportation concerns, including traffic volumes, access, and safety.
- b. Proximity to incompatible uses.
- c. A large parcel that is partially developed for existing uses may not be designated in its entirety, if such a designation would promote sprawl.
- d. Home businesses/cottage industries should not be used to determine boundaries.
- e. Provide employment opportunities for local residents, in particular in areas of insufficient economic growth or economic decline.
- f. Support the community vision and rural community cohesion.
- g. Need for multi-family and special needs housing opportunities.
- h. Avoid creating new nonconforming uses.

LNP 4.4 Concentrate and contain the existing built environment through development regulations allowing for infill development within Rural Village Center boundaries.

LNP 4.5 Ensure the provision of a variety of goods and day-to-day services and a limited range of professional, public, and social services through new infill development and existing development which addresses most of the essential needs of the rural population and the commuting/traveling public, such as: community clubs, realty offices, churches, specialty shops (sporting goods, yarn, flowers, hobby, furniture, frame shop), laundromats, supermarkets, beauty parlors, antique dealers, banks, coffee shops, medical clinics, taverns, restaurants, liquor stores, video stores, building supply, gas stations, auto repair, bakeries, professional offices, ministorage, art galleries, post offices, and motels/hotels, as well as multi-family housing opportunities such as emergency housing, transitional housing, assisted living, group homes, duplexes/triplexes, and senior housing.

LNP 8.9.1 The restoration and reconstruction shall not serve to extend or increase the nonconformance of the original structure or use with existing regulations.

LNP 8.9.2 The reconstruction or restoration shall, to the extent reasonably possible, retain the same general architectural style as the original destroyed structure, or an architectural style that more closely reflects the character of the surrounding rural neighborhood.

LNP 8.9.3 Permits shall be applied for within one (1) year of damage. Restoration or reconstruction must be substantially completed within two (2) years of permit issuance.

LNP 8.9.4 Any modifications shall comply with all current regulations and codes (other than use restrictions) including, but not limited to lot coverage, yard, height, open space, density provisions, or parking requirements unless waived by the appropriate County official through the granting of a variance.

LNP 8.10 Should a legal existing nonconforming use of a property or structure be discontinued for more than two (2) years, the use of the property and structure shall be deemed abandoned and shall conform to a use permitted in the zone classification in which it is located, unless the property owner demonstrates through property maintenance a bona fide intention to sell or lease the property. If the property is adequately maintained the property shall not be deemed abandoned and be allowed to remain vacant for up to three (3) years.

LNP 8.11 Legal existing use nonconforming status only applies to businesses which were established prior to the adoption of the Comprehensive Plan as legal commercial establishments. This section does not apply to Home Businesses and Cottage Industries.

URBAN GROWTH AREAS

GOAL:

~~**LNG 9.0** Encourage a balance of commercial and industrial uses for urban-scale and regional-scale economic activities within Urban Growth Areas (UGAs).~~

~~**LNG 9.1** Provide for the orderly development of urban land uses in urban growth areas consistent with the provision of adequate and feasible urban levels of public facilities and services~~

POLICIES:

~~**LNP 9.1** Encourage and facilitate regional-scale economic activities in UGAs which provide employment opportunities within the County.~~

- ~~LNP 9.2~~ — Encourage urban scale and regional scale commercial land uses in UGAs to provide goods and services that exceed the standards for rural commercial levels of service established by this plan.
- ~~LNP 9.3~~ — New urban growth should be channeled into areas that are already characterized by existing urban growth. Within the confines of the GMA, urban levels of services for capital facilities should be scaled to the needs of urban growth areas and the ability of businesses, homeowners, workers and the public to finance them.
- ~~LNP 9.4~~ — Future infrastructure improvements must be appropriate for the planned development densities in the County. UGAs will be implemented where urban public facilities and services are necessary to support higher density residential and/or commercial growth. The level of urban infrastructure must serve the needs of the public, protect the environment and be affordable.
- ~~LNP 9.5~~ — Encourage growth in the Tri-Area UGA commensurate with the appropriate level of existing urban public facility and service capacities consistent with adopted plans and interlocal agreements.
- ~~(a)~~ Manage development and redevelopment through revisions to the Unified Development Code (UDC) and the application of UGA overlay land use and zoning classifications that can be implemented consistent with the adopted levels of service for urban public facilities and services.
 - ~~(b)~~ Provide urban governmental services at urban levels of services (see Capital Facilities Element, Policy CFP 1.1 for list of urban public facilities and their adopted interim and final levels of service) prior to or concurrent with development.
 - ~~(c)~~ The County shall coordinate with the respective purveyor, special district, agency or other entities delivering, or who are anticipated to deliver, urban public facilities and services to ensure that growth and development are timed, phased, and consistent with the provision of adequate urban level facilities and services.
 - ~~(d)~~ Where the County is not the urban public facility or service provider for the unincorporated UGA, the County shall adopt an Interlocal Agreement with the appropriate service provider, where necessary, to ensure the provision of adequate levels of service for urban public facilities and services. Such agreements, when utilized, shall include the level of urban public facilities and services.
- ~~LNP 9.6~~ — Encourage growth in UGAs that will be served by a combination of both existing urban public facilities and services and any additional needed urban public facilities and services that are provided by either public or private sources.
- ~~(a)~~ Development within the Tri-Area UGA shall be limited to the interim densities and intensities of use, bulk and dimensional, and other development standards in effect at the time of initial UGA adoption, or as revised consistent with the adopted interim urban public facilities levels of service, until such time as the final sanitary sewer level of service (adopted in the Capital Facilities Element, CFP 1.1) can be provided concurrent with development.
 - ~~(b)~~ For residential uses in the areas designated as Single Family Residential (SFR) and Multi Family Residential (MFR) in the Tri-Area UGA, a maximum interim density of one residential dwelling unit per 5 acres shall remain in effect until the full range of

~~urban public facilities and services, including a sanitary sewer system, are available to service that development at urban levels. Consistent with current regulations, the County may authorize single family home development on pre-existing platted lots provided they meet Jefferson County Environmental Health Department standards for on-site septic systems and drainfields including a minimum 12,500 square foot lot (if served by a public water system). All new residential subdivisions not involving pre-existing platted lot consolidation shall meet the interim density standards and be designed to include not more than one acre for each parcel and the remaining acreage shall have conditions, covenants, and/or restrictions until such time as the full range of urban level public facilities and services are available. An alternative is to subdivide at the proposed urban density and use a combination of lots to provide the area needed to support on-site sewer until a community sanitary sewer system is available. In all cases, building placement will be reviewed for compliance with anticipated UGA overlay zoning. This is to ensure an orderly conversion to denser uses at the appropriate time.~~

- ~~(e) Ensure that the location of proposed easements and road dedications, structures, drainage, and septic drainfields are consistent with the orderly future development of the property at urban densities.~~
- ~~(d) Implementation of the full range of final urban densities and intensities of use identified in the UGA overlay land use classifications should be planned to occur commensurate with where adequate urban public facilities and services can be provided concurrent with development. The final urban densities and intensities of use identified in the UGA overlay land use designations shall only be implemented in areas where the six (6) year capital facilities plan is prepared to provide “final” urban levels of service for public facilities and services (which includes a sanitary sewer system). The interim densities and intensities of use shall remain in effect in the remaining portions of the UGA until such time as the final sanitary sewer system level of service (adopted in CFP 1.1) can be made available concurrent with development in those areas.~~

CAPITAL FACILITIES

GOAL:

LNG 10.0 Limit the establishment or expansion of urban-style development and infrastructure to Urban Growth Areas and Master Planned Resorts.

POLICIES:

LNP 10.1 Ensure that expansion of urban-style infrastructure occurs only in coordination with designated land uses based on projected growth estimates and will be concurrent with amendments to the comprehensive plan.

LNP 10.2 Periodically review and update the Coordinated Water System Plan (CWSP) to ensure consistency with the joint population projection and all land use designations.

LNP 10.3 Ensure that any impact fees adopted by the County require that a “fair share” of development costs are borne by the developer. Land use decisions should consider cost efficiency regarding publicly-funded infrastructure.

- LNP 16.3** Ensure that designated public purpose lands are appropriate to the level of service standards for the designated land use density.
- LNP 16.4** Provide for broad-based participation by agencies, citizens and other interested parties in the process for designating land to be used for essential public facilities.
- LNP 16.5** Develop standards that require public facilities to be sited in a manner unobtrusive to the immediate environment. These standards should address buffers, screening, lighting, noise, drainage, traffic impact and lot coverage.

TRANSPORTATION

GOAL:

- LNG 17.0** **Ensure that transportation is safe, efficient, multi-modal, and based on levels of service that correspond to the land use densities in the Comprehensive Plan.**

POLICIES:

- LNP 17.1** Encourage development and land use proposals that utilize existing transportation systems and provide non-motorized transportation opportunities.
- LNP 17.2** Coordinate with state and federal transportation agencies to ensure that their plans meet the land use expectations of the County's Comprehensive Plan.
- LNP 17.3** Include provisions to reduce access from main arterials.
- LNP 17.4** Site transportation facilities in locations which minimize the disruption of natural habitat, floodplains, wetlands, geologically sensitive areas, resource lands, and other priority systems.
- LNP 17.5** Establish criteria to identify roadways and areas with significant rural quality and character, and protect these areas from incompatible road construction and traffic impacts.

RURAL CHARACTER

GOAL:

- LNG 18.0** Identify rural lands to preserve rural character and promote rural lifestyle. ~~Protect and foster the County's rural character. Rural character is defined by local rural lifestyle, local rural visual landscapes, resource productivity, environmental quality, and significant areas of open space.~~

POLICIES:

- LNP 18.1** Identify and implement rural land uses, densities, and environmental standards which preserve and protect rural character.

- LNP 18.2** The maintenance of environmental quality is critical to the preservation of rural character. Develop and strictly enforce environmental regulations which protect the value and functions of the environment.

- LNP 18.3** Rural character is supported by a hierarchical road network. Develop rural county roads to rural level of service standards at a smaller scale than the major intermodal road network.

- LNP 18.4** The preservation of high-value open space is directly linked to the maintenance of Jefferson County’s rural character. Protect open space consistent with the goals and policies of the Open Space Element of this plan.

- LNP 18.5** Locate designated open space areas so as to provide connections with adjoining open space areas, offer visual relief for both on and off-site residents, enhance habitat values, and where appropriate allow for recreational opportunities.

GOAL:

LNG 19.0 **Endorse the extension of the forest corridor concept from Port Townsend’s City limits south along SR 20 to the southerly extent of ~~the Glen Cove/Tri-Area Study area~~ to preserve and protect the forest corridor, and to provide a visual buffer between the roadway and new commercial and manufacturing development.**

POLICIES:

- LNP 19.1** Limit access through the forest corridor buffer to platted street rights-of-way.

- LNP 19.2** Ensure that utilities to serve new development along the forest corridor are placed underground.

- LNP 19.3** Preserve existing trees and vegetation along the forest corridor to the maximum extent possible.

- LNP 19.4** Require the planting of native and non-native species when necessary to enhance the buffer, and the replanting of native and non-native species to replace trees and vegetation removed during development.

GOAL:

LNG 20.0 **Support and maintain the cultural and social cohesiveness of existing rural communities through rural land uses.**

POLICIES:

- LNP 20.1** Encourage community cultural, economic, and social activities in the Rural Centers.

- LNP 20.2** Support the cohesiveness of existing rural communities through land use decisions regarding transportation, utilities, and public facilities which apply standards for rural levels of service.

GOAL:

LNG 21.0 **Ensure that development is accomplished in a manner which protects the long-term habitability, historically significant areas, and natural beauty of Jefferson County.**

POLICIES:

LNP 21.1 Encourage the preservation and conservation of Jefferson County’s unique history, scenic resources, and rural community identities, support the contributions that each community has made to the fabric of the County’s rural and cultural character, and encourage the preservation of community cohesiveness through designated land uses in this Plan.

LNP 21.2 Encourage project proponents to mitigate potential adverse impacts to the public health, safety, and welfare as a result of a proposed project, action, or use concurrent with project development.

LNP 21.3 Preserve, protect, and enhance cultural amenities throughout the rural landscape.

LNP 21.4 Limit access to arterial roads. Accommodate access to residential and commercial development by access roads and common-use driveways.

GOAL:

LNP 22.0 **Preserve and protect the rural character of the land and the identities of existing rural communities through rural land uses and densities.**

POLICIES:

LNP 22.1 Residential uses in the ~~unincorporated—portions~~rural lands of the County shall be characterized by a variety of rural residential parcel sizes and densities.

22.1.1 Preserve rural character near and adjacent to existing Rural Village Centers by maintaining residential densities of RR 1:5, RR 1:10 and RR 1:20.

LNP 22.2 Rural commercial uses other than small-scale recreational or tourist uses, home occupations, or cottage industries, shall only be established within the commercial zone boundaries of designated Rural Village Centers or Rural Crossroads or otherwise permitted through the conditional use process.

22.2.1 Allow land uses of higher density within Rural Village Centers, with lot sizes appropriate for commercial and residential development.

LNP 22.3 Develop streamlined procedures and other incentives for aggregating and replatting of lots so as to meet the following design objectives:

- a. flexibility in site design in the placement of structures, circulation systems, and utilities;
- b. diversity of lot sizes without exceeding the underlying density requirement;
- c. preservation and/or enhancement of open space and significant site features; and
- d. provision of on-site vegetative landscape areas or topographic buffers.

Action Items

1. Coordinate the development of design guidelines for Rural Village Centers and Rural Crossroads through a process involving the Community Planning Groups. These guidelines shall provide guidance on preferred design features to be incorporated into commercial development or redevelopment in the unincorporated portions of the County to preserve community character and cohesiveness. The guidelines and a process for implementing them shall, upon adoption, be incorporated into the Zoning Code. (Corresponding Goals: 1.0, 2.0, 4.0, 5.0, 9.0, 19.0)
2. In order to preserve rural character, rural commercial development bulk and dimensional guidelines shall be developed for Rural Crossroads and the Rural Village Center designations. These guidelines shall include, but not be limited to, the following parameters: building bulk requirements (sales floor area and total leasable area), shape or configuration, setbacks, lot coverage, building design and building materials, road frontage, distance from public roads, landscaping standards, buffering, parking requirements, signage and lighting standards. (Corresponding Goals: 1.0, 2.0, 4.0, 5.0, 17.0, 18.0)
4. Initiate a study of innovative site planning techniques which preserve rural character, open space, and provide for a full range of rural residential opportunities. These techniques may include, but should not be limited to residential clustering process. An upper cap on building size should also be defined for each zoning district in the County. After evaluation, ordinance amendments shall be prepared to incorporate techniques into appropriate sections of the Zoning and Subdivision Codes. Consider impact fees for development costs. (Corresponding Goals: 1.0, 2.0, 3.0, 14.0, 15.0, 18.0, 21.0, 22.0, 23.0)

C. MASTER PLANNED RESORT

Jefferson County's strategy is to coordinate efforts with Port Ludlow to support its development as an existing Master Planned Resort while containing "urban" type development within the boundaries of the Resort. The County will also develop and adopt land use regulations and procedures to allow for the authorization of new master planned resorts.

Action Items

1. Establish procedures for monitoring growth to ensure that Port Ludlow does not exceed its targeted population and housing projections. (Corresponding Goal: 25.0)
2. Encourage the Port Ludlow MPR to provide a mixture of affordable housing types including single-family, multi-family, and assisted care living facilities. (Corresponding Goal: 25.0)
3. Allow for the adoption of a Development Agreement between ~~the~~ Jefferson County and Olympic Resource Management for the Port Ludlow MPR pursuant to RCW 36.70B.170. (Corresponding Goal: 25.0)
4. Establish land use regulations and procedures to authorize new master planned resorts pursuant to RCW 36.70A.360. (Corresponding Goal: 26.0)

- Is currently operating under a surface mining permit issued by the Washington State Department of Natural Resources; and,
- No part of the parcel lies within one half (1/2) mile of an ~~Interim~~ Urban Growth Area.

In this Plan, Jefferson County has designated these mineral lands as an overlay to the underlying land use designation. An overlay is used because mining operations are eventually depleted and sites are converted to other uses, and thus the Mineral Lands designation is not permanent. Upon completion of mining operations and following the reclamation of the site, it will be removed from the Mineral Land designation and will be subject to the underlying land use designation depicted on the Land Use map.

The Land Use map of this Plan depicts the location of existing mining operations which currently operate under a Department of Natural Resources Surface Mining Reclamation Permit, and provides an underlying land use designation. The Mineral Lands map accompanying this element shows the parcels regulated under DNR permits, although it should be noted that the mining operations for a number of the sites do not occupy the entire parcel.

The Regulatory Framework for Mineral Lands

The Interim Mineral Lands Ordinance, adopted on May 25, 1995, is the current regulatory ordinance for Mineral Lands. Following Comprehensive Plan adoption, the interim ordinance will be reviewed and revised as necessary for consistency with this Plan. A final Mineral Lands Ordinance will be adopted that includes the criteria for the designation of Mineral Lands as Long-Term Commercially Significant and the process for landowners to opt-in to the designation that are contained in the interim ordinance.

Once identified, lands under consideration for commercial mineral extraction must also be evaluated to assess land use compatibility, economic issues, and environmental impacts. A matrix (Table 4-3) accompanying NRP 6.2 is provided as a reference point for both the County and applicant to assess the feasibility of designating and protecting the mineral resource and should be linked to future land use decisions. Specific areas of review will include, at a minimum, the following: compatibility with neighboring land uses; noise; traffic; visual impacts; water resources, including surface water, ground water, and wetlands; soil, including erosion, slopes, flooding, and contamination; and fish and wildlife habitat.

Eventually, as the mineral resource is depleted, mining sites are abandoned, or the operations discontinued for long periods of time. Reclamation of abandoned, depleted, or discontinued mines creates opportunities for new uses compatible with adjacent land uses. Reclamation reduces the dangers associated with some types of abandoned mines, improves the aesthetics of the site, and can create environmental amenities, such as lakes, ponds, wetlands, and forests.

Reclamation plans are required by the Department of Natural Resources and will be considered by Jefferson County during environmental assessment of proposed mining operations. Policies in this Plan encouraging reclamation plans will be addressed through SEPA review of mining operations regulated by the Department of Natural Resources. The State Department of Natural Resources regulates mining sites of three (3) acres in size or larger. Jefferson County will establish a minimum size threshold for regulation of mineral extraction sites less than three (3) acres in size, and will consider regulations for protection of the environment from activities at these small sites.

Agricultural Lands

Classification and Designation of Agricultural Land

5. Economic Development	Housing affordability is affected by two interdependent factors: housing cost and household income. Housing costs have continued to inflate steadily over the past twenty-five years, while real household income has declined. The result has been a nationwide housing affordability crisis. While the Housing Element focuses on housing cost issues, the Economic Development Element addresses household income. In order to correct the wage-housing mismatch and enhance affordability, it is necessary to work incrementally on both factors.
6. Capital Facilities	Infrastructure is one of the most significant costs in housing development. Higher density housing is more affordable because it spreads the cost of infrastructure across a greater number of units, reducing each unit's share. However, higher density uses require higher levels of services. Therefore, capital facilities improvements and extensions are an essential method of encouraging affordable housing, particularly within the Tri-Area UGA, Rural Village Centers and Port Ludlow. The levels of service, phasing and design of facilities must be done carefully to keep the cost of necessary infrastructure within the affordable limits of local residents and business.
7. Transportation	The physical proximity of jobs, services and housing is an important component in housing affordability. A mixture of uses in one location reduces transportation costs, which increases disposable income. Additionally, higher density land uses are essential to cost effective public transit systems.
<u>8. Urban Growth Area</u>	<u>Urban Growth Areas (UGAs) are intended under GMA to absorb most of the population growth over the planning period. UGAs are designated areas that are characterized by urban development that has the necessary infrastructure planned for the expected population.</u>

HOUSING BACKGROUND AND EXISTING CONDITIONS

Introduction

The first step in assessing the present and future housing requirements of Jefferson County is to analyze the characteristics of its existing and projected population, including age, household size, income, location and special needs. These characteristics provide an indication of the nature of the demand for housing over the 20-year planning period.

~~The overall demand for housing is projected to increase significantly over the next twenty years. Jefferson County, including the City of Port Townsend, is expected to add approximately 13,600 people, or 6,800 households¹, over the 20 year planning period. Approximately forty percent (40%) of these households are anticipated to locate within the city limits of Port Townsend.~~

The second step in assessing the housing requirements of County residents is to analyze the characteristics of the existing and expected housing supply, including location, size, cost, and condition.

By comparing the needs of the population to the resources of the housing stock, the gaps in the housing market can be identified. This comparison of demand and supply allows Jefferson County to develop

¹ Assuming two persons per household

housing policies for lands under its jurisdiction and to prioritize implementation strategies. The issues facing the County are:

1. Where to direct population growth given environmental constraints, the cost of providing public services, and the requirements of the Growth Management Act;
2. How to ensure that a range of housing types and prices are available; and,
3. How to maintain and enhance the vitality and character of established ~~rural~~ residential neighborhoods.

It is important to note that under GMA, the role of Jefferson County is as a regional policy maker and rural service provider. In the context of assessing the housing needs of County residents, this necessitates analyzing the *regional* housing market. Because of household mobility, housing markets are not limited to jurisdictional boundaries. Therefore, all the data analyzed in the Housing Element is for Jefferson County, including the City of Port Townsend.

Demographics

Past and present trends in demographics are the starting point for considering housing demand issues. These characteristics determine housing amounts, types, age, distribution, and price needed to shelter the Jefferson County population.

Population and Household Growth

~~Jefferson County is one of the fastest growing counties in the State of Washington.~~ While population growth is the most important indicator of increased demand for the majority of goods and services, demand in housing markets is driven by the number and types of households that are competing for the available housing stock. Growth in population and households are related, but not identical.

The number and types of households in a community are important indicators of the scale and nature of the housing needs of the community. A household includes all people living in one housing unit, whether or not they are related. A single person renting an apartment is a household, as is a family living in a detached house.

Therefore, an assessment of the present and future demand for housing in Jefferson County should be based upon household growth, not population growth. Consistent with a significant nation-wide trend, household size in Jefferson County has been decreasing steadily for the last two decades. Table 5-1 provides a summary of the projected household growth in Jefferson County.

**Table 5-1
Projected Jefferson County Households, 1996-2016**

Location	1996	2006	2016	Household Increase 1996-2016	Percentage Increase 1996-2016
Incorporated Areas:					
Port Townsend	3,560	4,717	6,250	2,690	75.56%
Unincorporated Areas:					
Quimper Peninsula (including Glen Cove)	1,361	1,670	1,950	589	43.28
Marrowstone Island	381	436	474	93	24.41
Tri Area (Kala Point, Irondale, Port Hadlock, and Chimacum Crossroads)	1,730	1,981	2,250	520	30.06
Hadlock/Irondale					
Kala Point					
Chimacum Crossroads					
Discovery Bay (including Gardiner)	425	504	590	165	38.82
S. Chimacum /Inland Valleys/Center	563	671	752	189	33.57
Port Ludlow Planned Community	631	1,189	1,936	1,305	206.81
North Port Ludlow	287	346	424	137	47.74
Paradise Bay / Shine / Thorndyke	374	489	629	255	68.18
Toandos Peninsula (including Coyle)	179	219	266	87	48.60
Quilcene (including Lake Leland)	569	676	802	233	40.95
Brinnon	565	707	867	302	53.45
West End	334	346	356	22	6.59
Unincorporated County Totals	7,399	9,234	11,296	3,897	52.66%
Jefferson County Total	10,959	13,951	17,546	6,587	60.11%

Household Size and Type

The weighted average household size in Jefferson County in 1996 is 2.34 persons per household, and recent studies indicate that Port Ludlow's average household size is 1.83 persons per household. Both of these figures are significantly smaller than the national or Washington State averages. The average household size is projected to decrease to 2.27 persons per household by 2016.

Table 5-2, illustrates that the majority of households are two persons or less based upon the 1990 Census data. Nearly seventy percent (69.5%) of Jefferson County households were comprised of one or two persons. Less than seven percent (6.5%) of households were larger than four persons.

**Table 5-2
Household Type and Size**

Persons per Household	Percent of Households	Percent of Family Households	Percent of Non-Family Households
1	26.8%	N/A*	84.3%
2	42.7	56.6%	12.8
3	13.3	18.7	1.9
4	10.7	15.3	0.9
5	4.3	6.2	0.1
6	1.3	1.9	0.0

In Jefferson County, slightly greater than fifteen percent (15.4%) of housing units were constructed prior to 1939. While this would seem to indicate an adequate supply, it is important to note that because of the historic character of Port Townsend, many of these older houses have been extensively renovated and updated. These renovations significantly increase the cost of these housing units relative to routine housing maintenance.

Affordability

Housing affordability is based upon two components, housing cost and household income. In order to develop policies and implementation strategies that address both components of affordability, Jefferson County should create functional linkages between housing and economic development strategies. These linkages can take two forms:

- The wage/housing balance is the relationship between the income earned by people and the price of housing. Ideally, there are a sufficient number of housing units affordable to all levels of wage earners.
- The jobs/housing balance is the relationship between the location of jobs and the location of housing. Ideally, residences are developed in locations that are convenient to their jobs.

This Housing Strategy calls for compact rural development within ~~Port Hadlock~~, Quilcene and Brinnon providing there is adequate infrastructure to accommodate the additional population. Port Ludlow and the Irondale/Hadlock UGA, because ~~of its~~their infrastructure can support higher densities, ~~These~~ these locations can be successful for affordable housing developments because they have a traditional pattern of mixed, urban type land uses.

However, increasing development in established communities also is likely to result in loss of existing low-cost housing, either through demolition or through upgrades of buildings and neighborhoods. This existing low-cost housing often serves the lowest income people, so it is a community resource that should be preserved for affordable shelter.

Cost Burden

Based upon the definition recommended by the U.S. Department of Housing and Urban Development, Jefferson County defines cost burden as the extent to which gross housing costs, including utilities, exceed thirty percent (30%) of gross household income. This is the threshold at which the cost of shelter typically becomes a financial hardship, reducing the amount of income available for other necessary expenses such as food, medical care, and clothing.

Based upon the information from the 1990 Census, over twelve percent (12.5%) of owner-occupied housing units in Jefferson County spent in excess of 30% on their monthly housing costs in 1989. For renter-occupied housing units, this figure was over thirty seven percent (37.4%).

If a significant number of households spend more than thirty percent of their incomes on housing, it can have negative effects on other sectors of the economy. That is, if limited resources are over-allocated to housing, it comes at the expense of other economic sectors and a diversified economy. This relationship between affordable housing and a healthy economy is fundamental to the quality of life in Jefferson County.

Port Townsend and Port Ludlow are presently the only two communities that have level of service standards that would accommodate the above criteria for locating multi-family residential. ~~Port Hadlock has the potential to accommodate additional multi-family residential provided that a community sewer system is developed. The Irondale/Hadlock area is planning for a sewer service area that will meet requirements for higher density housing.~~

Land Requirements for Multi-Family Housing

Clearly, the City of Port Townsend has an abundance of undeveloped land suitable for residential uses. This residential land surplus presents the City with an opportunity to provide a range of dwelling unit densities to accommodate the projected population and housing unit growth.

The community of Port Ludlow also has a variety of residential types and densities. Gross density of single-family detached units does not exceed four dwelling units per acre. Single-family attached, townhouses, multi-family and continuing care projects do not exceed 10 units per gross acre. Proximity to community support services and infrastructure is an important element of individual projects in the upper range of allowed densities.

Land Requirements for Single-Family Housing

The minimum lot size needed to accommodate residential housing varies throughout Jefferson County. The determining factors include the availability of public water and soil type for accommodating septic systems. Other factors may include critical areas, adjacent resource lands, and location in shoreline areas. The minimum lot size for unincorporated areas of the County served by public water is 12,500 square feet.

HOUSING STRATEGY

Housing cost is influenced by a wide variety of market and institutional forces. Some of these can be affected by local government, but most others are the result of larger socio-economic issues that are beyond the reach of regional policy. One major contributor to the cost of housing is the price of land. In an attempt to reduce land costs associated with the construction of affordable and special needs housing, the County will analyze the inventory of publicly owned lands to determine if any of these lands are suitable for the accommodation of low income and special needs housing.

This is not to say that local government cannot make important contributions to encouraging affordable housing within its jurisdiction. Jefferson County is committed to realizing the vision of the community to shelter its residents in safe, decent, and affordable housing. But it is important to recognize that there are limits to the housing issues that can be addressed within the scope of the Comprehensive Plan.

The following components are the primary influences on housing affordability:

1. Land use controls which limit the areas where housing may be built and the density of development, which may increase the cost and availability of land;
2. Building code requirements which may increase construction costs;
3. Site development requirements, including infrastructure, environmental mitigation, and other on- and off-site improvements;
4. The asking price of raw land or platted lots.
5. Finance costs, including interest rates and fees;
6. Materials and construction costs, including labor; and,

7. Population changes, including demographic shifts and in-migration, which may result in mismatches between housing supply and demand.

While Jefferson County can influence the first three components through its policies and regulations, the latter four are, for the most part, independent of local government. In order to provide the housing needed by the residents of Jefferson County, it will be necessary to develop new relationships with the City of Port Townsend, Washington State, and the private sector.

Regionalism and Fair Share

Based upon the population projections in the mutually adopted Watterson West Report, the City of Port Townsend has developed housing policies for the Urban Growth Area under City jurisdiction in its Comprehensive Plan. These policies provide for the accommodation of the City's Fair share of household growth over the 20-year planning period.

Under GMA, the County's ~~only~~ designated Urban Growth Areas, ~~the City of Port Townsend~~ must bear responsibility for locating higher density and multi-family residential areas. This type of housing can be developed much more affordably than single family housing that occurs in the rural areas. However, the County is severely constrained to accommodate this type of housing because of infrastructure requirements. High density and multi-family housing requires a full range of urban services, including public water, sewer, transportation, and complementary and supportive land uses for employment and retail needs.

Port Ludlow is the only unincorporated community in Jefferson County which also has a full range of urban services including public water and sewer. Some of its undeveloped lands are currently designated for future higher density, multi-family residential. Port Ludlow is responsible for its share in developing affordable higher density and multi-family housing both for purchase and for rent.

This presents the opportunity for regional cooperation and coordination. In regional housing markets, housing issues cut across all jurisdictions and communities. The actions of each jurisdiction affect the other. No jurisdiction or community is independent of another regarding the difficulty of encouraging affordable housing to a growing population. Although each jurisdiction is taking steps to provide housing for future household growth, regional coordination is needed.

A monitoring system should be implemented to determine the success of efforts to encourage housing for low and moderate income households. Since both the City and the County will need to develop this process, it is important to take a coordinated regional approach using consistent surveys, modeling, assumptions, and techniques. Because of its role in the regional housing market, the Housing Authority of Jefferson County may be the best organization to lead this process.

This process should provide low and moderate income targets for the jurisdictions that are achievable in a progressive manner over the 20-year planning period. That is, short term and long term affordable housing needs should be addressed. The process should identify programs and finance mechanisms that will result in meaningful progress toward the targets.

If the monitoring system identifies shortfalls in accommodating the Fair share housing targets, a cooperative process to determine appropriate inter-jurisdictional and inter-community solutions should be developed. Potential strategies include regional funding for low and moderate income housing, density transfers, and resource donations.

- HSP 2.2** Provide the most current available information on environmentally sensitive areas and natural resource lands, including maps, to identify potential land development constraints.
- HSP 2.3** Identify and address potential mitigation for Critical Area impacts as early in the permitting process as possible.
- HSP 2.4** Explore a variety of methods to minimize delays in the land development process.
- HSP 2.5** Allow an accessory dwelling unit in conjunction with a single-family residence throughout the County.
- HSP 2.6** Ensure that the County's impact fee program is based on a fair assessment of the true cost of new public facilities needed to accommodate each housing unit or subdivision.
- HSP 2.7** Encourage and support greater opportunity for the development of innovative housing types, such as residential units in mixed-use development and single family attached housing, duplexes and triplexes ~~which are limited in scale~~, multi-care facilities and development patterns such as clustering, in Rural Village Centers and Urban Growth Areas provided adequate infrastructure and services are in place.
- HSP 2.8** Encourage builders to adopt innovative technology such as composting toilets and gray water systems that minimize environmental impacts.
- HSP 2.9 Adopt regulations that will encourage and promote growth within Urban Growth Areas.

GOAL:

- HSG 3.0** **Cooperate with the appropriate agencies to create programs aimed at conserving and improving the County's existing housing.**

POLICIES:

- HSP 3.1** Support the expansion of existing weatherization and energy conservation activities and programs.
- HSP 3.2** Support efforts of the Jefferson County Housing Authority, Habitat for Humanity and the Community Action Council to obtain Housing Preservation Grant Program funding for the repair and rehabilitation of dwellings for low income renters and owners.
- HSP 3.3** Cooperate with the Jefferson County Housing Authority and other agencies to identify areas most in need of rehabilitation assistance and infrastructure improvements. To the extent possible, coordinate public investments in capital infrastructure with rehabilitation efforts.

GOAL:

HSG 4.0 Encourage the development, rehabilitation, and adaptation of housing that is responsive to the physical needs of special needs populations, such as building and site plan requirements that address accessibility.~~Encourage the development of housing for people with special needs.~~

POLICIES:

~~HSP 4.1~~ Allow for a continuum of care for special needs populations in Rural Village Centers, including emergency housing, transitional housing, assisted living, group homes, senior housing and low income housing.

~~HSP 4.2~~ Encourage the development, rehabilitation, and adaptation of housing that is responsive to the physical needs of special needs populations, such as building and site plan requirements that address accessibility.

HSP 4.13 Coordinate the development of special needs housing through social service providers and the public agencies that provide services and funding.

HSP 4.24 Coordinate with Community Action Council, the Jefferson County Housing Authority, nonprofit housing providers, and other public and private housing interests to ensure that low income and special needs housing is sited in locations that are adequately served by necessary support facilities and ~~which have the necessary~~ infrastructure.

HSP 4.35 Where feasible, enter into agreements, provide services, and generally support the Jefferson County Housing Authority through actions authorized in the Housing Cooperation Law (RCW 35.83).

HSP 4.46 Jefferson County shall continue to recognize and support the provisions of the Federal Fair Housing Act. Jefferson County shall continue to encourage and support the development of housing to accommodate disabled persons in accordance with the Fair Housing Act.

HSP 4.57 Vacant public lands will be considered to accommodate low income housing opportunities throughout Jefferson County. This study will be overseen by the Joint County-City Housing Advisory Committee.

STRATEGIES

A. HOUSING SUPPLY STRATEGY

Jefferson County’s strategy for providing an adequate housing supply for County residents focuses on regulatory and cooperative activities to ensure the availability of sufficient land, to provide a variety of housing types, and to promote affordable options for housing.

Action Items

1. Conduct Community Housing Analyses and County-wide housing needs assessment for each of the Rural Village Centers and Urban Growth Areas. (Corresponding Goal: 1.0)
2. Cooperate with public, private and non-profit agencies to undertake an assessment of housing demands and monitor the achievement of the housing policies and housing targets not less than once every three (3) years. (Corresponding Goal: 1.0)
3. Adopt a formal memorandum of understanding to encourage and support the efforts of the Jefferson County Housing Authority. (Corresponding Goals: 1.0, 3.0)
4. Conduct a joint County-City study to assess the adequacy of the supply of developable residential land currently served by required urban or rural utilities and roads to accommodate existing affordable housing shortfalls. (Corresponding Goal: 1.0)
5. Develop a process to distribute information on County policies and regulations and changes in the housing market to housing developers and providers. (Corresponding Goal: 2.0)
6. Consider owner builder amendment to Building Code to allow owner occupancy prior to the final inspection and completion of the dwelling unit. (Corresponding Goal: 2.0)
7. In cooperation with the City of Port Townsend, Clallam County, Clallam-Jefferson County Action Council, the Jefferson County Housing Authority, Olympic Area Agency on Aging, Habitat for Humanity and the State of Washington’s Community Trade and Economic Development (CTED), identify funding sources such as “Planning-Only” grant funds to pursue a County-wide study of housing conditions as a basis to develop a regional subsidized housing repair program. (Corresponding Goal: 3.0)

Element	Discussion
1. Land Use/Rural	The majority of land in Jefferson County is open space. Open space can be a primary land use, in such cases as parks and natural resource lands. It can also be complementary to other land uses, as in the case of large-lot residential districts and master planned resorts. Open space is an important component of the County’s rural character. Jefferson County is made unique by its quiltwork of open space land uses, including large-lot residential districts, forestry, agriculture, and park land. Historic sites and structures are also integral components of rural character of the County and provide a link to the past development of the region.
2. Environment	Open space is fundamental for environmental protection and enhancement. New policies are developed for the preservation of the County’s significant environmental features through the use of open space: critical areas, aquifer recharge areas, flood plains, and wildlife corridors and habitat.
3. Natural Resource Lands	Forest and agricultural lands are traditional open space land uses that provide important visual and ecological benefits. New policies are proposed to maintain and enhance these uses throughout the County.
4. Economic Development	Tourism and recreation are important and growing sectors of the County’s economy. Jefferson County’s open space and recreational opportunities draw thousands of visitors annually and contribute significantly to the County’s economy.
6. Capital Facilities	Parks are public facilities. An appropriate level of service for parks and recreation must be determined. Based upon the projected population growth for the County, a plan must be developed to maintain or achieve this level of service.
7. Transportation	Non-motorized transportation makes use of parks and trail systems as an alternative to traditional automotive travel and public transit.
<u>8. Irondale/Hadlock Urban Growth Area (UGA)</u>	<u>Parks and Open Space are a critical component of urban development. Parks are public facilities that must meet level of service standard for the projected population over the planning period.</u>

OPEN SPACE STRATEGY

Open spaces help conserve natural resources; protect environmentally sensitive areas; provide aesthetic, scenic and recreational benefits; and preserve cultural and historic resources. Therefore, the preservation of open space is important for the County’s residents and visitors.

The proposed strategy includes the following steps:

1. Open Space Definition and Identification
2. Proposing planning goals and policies designed to:
 - Protect and preserve the natural environment including air, water, soil, vegetation and wildlife habitat, as well as other significant ecosystem elements;
 - Integrate adequate open space into rural development projects in order to provide amenities and help foster community identity;

3. Housing	Housing affordability is influenced by the local economic climate. In areas of economic growth, the private sector usually responds by building housing, adding to the supply, and increasing the available housing stock, which can drive housing costs downward. The available housing stock is often an important consideration in determining where a business chooses to locate. The housing element in this plan includes goals and policies which support diversifying the available housing stock to ensure that an appropriate mix of housing is available to support the County's economic objectives.
4. Open Space, Parks, Recreation, and Historic Preservation	Tourism and recreation-related activities provide substantial economic opportunities to County residents. The County's close proximity to the Olympic National Park, the newly designated National Marine Sanctuary, the Strait of Juan de Fuca and the historic Victorian seaport of Port Townsend make the County a desirable tourist destination.
5. Transportation	While traditional modes of transportation are less important to many modern firms, the location of an area and its proximity to transportation links, both local and regional, still play an important part in location decisions. The condition of the transportation network is also an important consideration as is the availability and efficiency of local public transit.
6. Capital Facilities	The provision of infrastructure is one of the most significant costs in providing for economic land use activities. The location and nature of infrastructure determines where and what type of economic activity chooses to locate in the area. The GMA is clear in its requirement that urban levels of development shall occur only within UGAs. Many economic land use activities take on an urban nature in terms of scale and required infrastructure and, therefore, are precluded from locating outside of UGAs unless the scale and/or nature of the industry requires a rural or resource lands location.
7. Environment	Economic prosperity can occur in harmony with the natural environment. Protection of the natural environment has proven in many instances to be a catalyst for economic growth. The growing "eco-tourism" industry recognizes this fact and promotes the natural environment as a marketable resource.
<u>8. Urban Growth Areas</u>	<u>Urban Growth Areas require the necessary infrastructure planned for the future needs of the community. The location and nature of infrastructure determines where and what type of economic activity chooses to locate in the area. The GMA is clear in its requirement that urban levels of development shall occur only within UGAs. Many economic land use activities take on an urban nature in terms of scale and required infrastructure and, therefore, are precluded from locating outside of UGAs unless the scale and/or nature of the industry requires a rural or resource lands location.</u>

ECONOMIC CONDITIONS

The economic base of Jefferson County is presently in a state of transition. Historically, Jefferson County's economic base was closely tied to resource-based extractive activities such as fishing and

Commercial Development Sites

While the City of Port Townsend and Irondale/Hadlock Urban Growth Area are ~~is~~ the most likely location for the major share of future commercial and industrial development, opportunities for limited new commercial development have been included in the County Comprehensive Plan through the designation of Rural Village Centers, provided adequate infrastructure is available, and to a lesser degree, Rural Crossroads.

FUTURE ECONOMIC DEVELOPMENT PROSPECTS FOR JEFFERSON COUNTY

While Jefferson County's future economic climate remains undefined, it is clear that it will no longer be as reliant on natural resource-based activities. Jefferson County's abundant natural resources and environment will play an increasingly important role in the emerging tourism and recreational sectors of the economy, but economic activities reliant on resource extraction may not experience growth in times of increasingly stringent environmental regulations.

Growth in service sector industries and retail and trade will continue along with national and regional trends. Cottage industries and home-based businesses will expand as Jefferson County's population continues to increase and diversify. Further growth and expansion in high technology industries depends on the County's success in encouraging appropriate infrastructure (particularly in the Glen Cove industrial park) and the availability of a well-trained work force. The area should continue to be considered by businesses that are not reliant on traditional locational factors such as access to transportation networks.

Population and Labor Force

Although the County's population is expected to continue to increase, future employment opportunities will increase if current population trends continue to move toward a population base characterized by a growing proportion of seniors and more people working for themselves. Population projections also forecast a diminishing number of individuals between the ages of 15 and 44, which traditionally has provided the largest number of entry-level workers and mid-management workers in the County's work force.

If recent trends continue, Jefferson County can expect to see an economy dominated by small businesses. The increasing diversity of Jefferson County's small business community may be one of the area's primary strengths and an advantage for the local economy to promote in the future.

Future Trends by Sector

Marine Trades

The Port of Port Townsend is making some major investments to provide infrastructure to attract new business. The addition of a new heavy haul-out facility capable of lifting boats up to 300 tons will greatly impact the Port's ability to attract future economic activities, which in time should generate economic spin-offs to existing businesses catering to marine related activities.

Manufacturing

Jefferson County, in cooperation with the City of Port Townsend, is moving forward on a special study to identify and inventory the County's commercial and industrial land base to determine options for future development in Glen Cove and the [Irontdale/Hadlock UGA TriArea](#). In light of the current economic climate and the trends affecting the various economic indicators discussed above, this strategy should focus on small manufacturers and high technologies. In addition to developing and maintaining the necessary infrastructure, a trained and skilled workforce is also essential to the growth of this sector. Education and training opportunities should be given high priority in the local economic development strategy.

Fisheries and Aquaculture

Fisheries and aquaculture harvests are likely to remain an important part of the local economy as domestic consumption of seafood continues to increase. Exporting seafood products will continue to provide the impetus for much of the growth in this industry. Environmental issues related to clean water and salmon habitat must be addressed to ensure the long-term survival of these industries.

Forest Products/Paper

Employment in the forest products industry has declined dramatically over the past 10-15 years. This industry is dependent on a stable and predictable source of raw timber, which is not expected to increase during the 20-year planning period. New harvesting techniques and forest management practices are continuing to evolve. Manufacturing firms that specialize in value-added products such as Washington Doors and Edensaw Woods will help to soften the blow felt throughout this industry.

Public Sector

Employment levels in the public sector are projected to decline modestly as Federal, State and Local budget revenues continue to decline. But, because of the focus on basic services, this sector is expected to remain important to the local economy and employment should stabilize.

Services

Throughout the nation, and in Jefferson County, the service sector continues to grow. This includes both personal and business services with the former being especially high given the impact of tourism and retirement. Although a growing service sector has an impact on the number of jobs, it has less of an impact in terms of dollars since these jobs usually pay lower wages than other sectors of the economy.

Enhancement of telecommunications infrastructure throughout the County could promote the expansion of the professional service sector, and could aid in attracting small corporate headquarters into the region. Such improvements may include access to fiber-optic transmission facilities and communications systems.

Tourism

While recent growth in tourism has been moderate, the future of this industry in Jefferson County is bright in light of the high rate of regional growth. A large volume of data suggests leisure travel is becoming big business. The North Olympic Peninsula should continue to be a widely known and desired

ESSENTIAL PUBLIC FACILITIES

PURPOSE: This section contains guidelines and policies which outline a process and define a set of criteria to be used to identify sites for development of facilities classified as essential public facilities, and for establishing an appeal mechanism. The suggested process stresses avoiding duplication in approval processes, considers the long-term as well as short-term costs of alternative siting criteria, provides for effective public review of major facilities and emphasizes reasonable compatibility with neighboring uses.

RELATIONSHIPS WITH OTHER ELEMENTS OF THE PLAN

Because of the provisions in GMA for siting essential public facilities, other elements of the Comprehensive Plan analyze the potential impacts associated with the siting or expansion of essential public facilities.

Element	Discussion
1. Land Use/Rural	Because of their potential size or nature, essential public facilities (EPFs) can have a substantial impact on land use and affect the overall rural character of Jefferson County. Design characteristics can be used to ensure that the EPF is compatible with its surroundings.
2. Environment	The potential size of some essential public facilities may warrant significant environmental mitigation to protect critical areas, aquifer recharge areas, or other environmentally sensitive areas.
<u>3. Irondale/Hadlock Urban Growth Area (UGA)</u>	<u>Urban Growth Areas are required to plan essential public facilities to maintain levels of service to the public as growth occurs over the planning period.</u>

ESSENTIAL PUBLIC FACILITIES - ISSUE BACKGROUND

Essential Public Facilities include those facilities considered difficult to site because of potential adverse impacts related to size, bulk, hazardous characteristics, noise, or public health and safety. The CWPP stipulates that the County and its UGAs must identify appropriate land for essential public facilities that meets the needs of the community such as local waste handling and treatment facilities, landfills, drop-box sites and sewage treatment facilities, airports, state educational facilities, essential state public facilities, regional transportation and utility facilities, state and local correctional facilities, and in-patient facilities (including substance abuse facilities, mental health facilities and group homes). These facilities are difficult to site, serve regional or state requirements, or are part of a County-wide service system.

The Revised Code of Washington (WAC) provides clarification as to what constitutes an essential public facility:

“In the identification of essential public facilities, the broadest view should be taken of what constitutes an essential public facility, involving the full range of services to the public provided by government,

TRANSPORTATION ELEMENT

PURPOSE: The purpose of the Transportation Element is to provide a framework of goals, policies, and strategies necessary to develop the transportation facilities that will serve Jefferson County in the future. The element describes the service standards desired for the County's transportation system, projects the impact that the land use pattern recommended in this comprehensive plan will have on the transportation system, and identifies the improvements necessary to meet future demand.

The Growth Management Act (GMA) provides for a systematic approach for estimating and planning for future transportation needs based on an analysis of existing conditions and a projection of future conditions. This Transportation Element meets the requirements of the GMA.

Element Amendment

~~This element is part of the 2002 Amendments to the 1998 Comprehensive Plan. One purpose of the Amendment is to address the addition of the Tri Area as a Urban Growth Area (UGA). The addition of a UGA was contemplated in the 1998 Plan following completion of a "Special Study." This Special Study was initiated in 1998 but not completed until 2001. As part of the process, capital needs were addressed and the impacts fully explored in a Supplemental Environmental Impact Statement (SEIS 1999).~~

~~The Final SEIS provides estimates of transportation needs based on a full build-out of the Tri Area which, based on population trends, is not expected within the 20 year planning period. Therefore, these estimated needs are not included in this update but can be found in the Final SEIS.~~

~~Importantly, within the next 6 years (see the Capital Facilities Element), there are no changes anticipated in infrastructure needs because of the addition of the Tri Area as a UGA. This is due to the fact that the 2002 Amendments to this plan will not allow significant increases in growth density from those in the 1998 Plan until sewer facilities are developed for the area (see Land Use Element). While necessary planning and preliminary engineering is scheduled for these facilities, they will not be in place within the next 6 years (see Capital Facilities Element).~~

Relationship with Other Comprehensive Plan Elements

Land use and transportation are inextricably connected -- it is the use of the land that determines the demand for travel to, from, and through various locations. The future land use identified in the Comprehensive Plan is, in turn, shaped by the values and goals expressed in the other elements of the Plan. The Plan addresses such issues as the protection and use of natural resources, the amount and type of open space and recreational opportunities available in the County, the locations and types of housing to be made available, the types and locations of various economic activities, and the funding priorities of the County. This Transportation Element has been developed in accordance with the other Comprehensive Plan elements, and has been integrated with the other elements to ensure consistency throughout the Plan.

While the main focus of the goals and policies in the Transportation Element are transportation system-related and addressed solely in this element, this element reflects the policy intent of the other elements as well. Policies relating to design of pedestrian environments, recreation and pedestrian trails, support for urban densities through appropriate transportation facility design, protection of the characteristics of the rural environment, protection of sensitive areas, and encouraging conservation of energy are reinforced in

~~More recently, the Port Hadlock has been selected for designation as a UGA. This decision followed completion (2001) of a "Special Study" assessing the impacts of creation of a Tri-Area UGA. As part of that process, a detailed transportation analysis was completed and included in the Final Environmental Impact Statement (FSEIS—August 1999).~~

Intergovernmental Coordination

The Growth Management Act requires that comprehensive plans, including the Transportation Element, be prepared through a process which includes not only public participation but also intergovernmental coordination. In the case of the development of the Jefferson County Transportation Element, this has included coordination with the Washington State Department of Transportation (WSDOT), Peninsula Regional Transportation Planning Organization (PRTPO), City of Port Townsend, Port of Port Townsend, Jefferson Transit, and Community Planning Groups.

Transportation Planning Advisory Board

A Transportation Planning Advisory Board (TPAB) was formed at the onset of the development of the Transportation Element. The make-up of the TPAB included six citizens (two from each of the County Commissioner's Districts) as appointed by the Board of County Commissioners; and five agency representatives, one each from Jefferson County Public Works, City of Port Townsend Planning, Jefferson County Planning, Jefferson Transit, and the Washington State Department of Transportation. The primary function of the TPAB was to assist in the development of the Element, review the technical work that was prepared by staff, offer input commensurate with the members' knowledge of the geographic area and local regulatory systems, and make recommendations to the Jefferson County Planning Commission and Board of County Commissioners. The meetings of the Transportation Planning Advisory Board were announced in the local newspaper and were open to the general public and representatives of other agencies/jurisdictions which might have input or be impacted by the process and/or decisions.

Washington State Department of Transportation

The development of the Transportation Element included coordination with Washington State Department of Transportation through a dialogue of input and response regarding existing conditions, forecasting methods and future recommendations. Copies of the technical memorandums and planning reports which were prepared as part of the process were transmitted to WSDOT - Olympic Region officials for their review and comment. The work included in the Transportation Element was coordinated with the data and recommendations included in the State Highway System Plan Element of the Statewide Multimodal Transportation Plan. As stated above, the TPAB membership included a representative of WSDOT. One of the responsibilities of this representative was to provide input and insight with regard to the planning efforts of the Department and how the two plans might be coordinated on issues important to both agencies.

The County Transportation Element does not include specific recommendations for Washington State Ferry service needs or improvements.

Peninsula Regional Transportation Planning Organization

The Jefferson County Transportation Element was developed in conjunction with the Peninsula Regional Transportation Planning Organization (PRTPO) which coordinates transportation planning activities of

set a goal of seven days a week while Jefferson Transit primarily provides regular service five days a week.

LAND USE AND TRANSPORTATION PLANNING METHOD

Analysis Of Alternatives

The County considered several land use alternatives in developing the Comprehensive Plan. To meet the requirements of the Growth Management Act and to allow the community the opportunity to analyze the various land use alternatives, travel forecasts were developed for the alternatives and the baseline condition. The analysis of these land use scenarios and their impacts on transportation in the County is available in the Environmental Impact Statement prepared for the Comprehensive Plan and the Supplemental Environmental Impact Statement prepared for the Comprehensive Plan 1999 Amendments.

Jefferson County Comprehensive Plan

~~The alternative chosen for the Jefferson County Comprehensive Plan adopted in August, 1998 designated one Urban Growth Area, Port Townsend. However, the Plan does recommended studies to analyze whether the Port Hadlock/Irondale (Tri Area) and Glen Cove should become Urban Growth Areas. Based on the results of the Tri Area / Glen Cove Special Study, an Urban Growth Area has been designated in Port Hadlock and Irondale. There are two Urban Growth Areas within Jefferson County, the City of Port Townsend and Irondale/Hadlock.~~ This designation will permit commercial, industrial, and residential development at an urban scale and density. Transportation studies that were conducted for the Tri-Area / Glen Cove Special Study provide useful information regarding the transportation facilities necessary to support urban development in the Port Hadlock UGA.

Port Ludlow ~~be~~ has been designated as a Master Planned Resort. This designation permits urban-style development that is consistent with the MPR designation.

Commercial areas in Quilcene and Brinnon are designated as Rural Village Centers. These established historic rural business centers will continue to serve as commercial and service centers serving their respective surrounding communities and rural neighborhoods, and are not to be regarded as future urban growth areas.

The type and intensity of future commercial growth within the Rural Village Centers will be regulated so as to allow for only development that serves the needs of the surrounding rural area, including the expected needs of the projected future residential population.

The Land Use Element of the Comprehensive Plan requires that any future subdivision of rural residential land not exceed 1:5, 1:10, or 1:20 acre densities. The overall land use pattern intended for unincorporated Jefferson County outside of the Port Hadlock UGA is rural in nature, with rural commercial activities focused in the Rural Village Centers.

It is recognized that the County has an excess of buildable lots needed for the growth projected for the County. A large number of these lots are located within the Port Hadlock UGA. Many of these lots are at densities greater than the 1:5 rural density specified in the Land Use Element. Since these lots are recognized as existing lots of record, they can be developed provided that they meet Health Department requirements. As these lots are developed in the future and additional traffic is generated, transportation system improvements, including non-motorized transportation facilities, may be necessary.

UTILITIES ELEMENT

PURPOSE: The purpose of the Utilities Element is provide goals and policies to guide Jefferson County in (1) reviewing private utility development proposals, including service provision and siting of facilities; and (2) reviewing and regulating utility services and facilities provided by other public agencies and the private sector.

Element Amendment

~~This element is part of the 2002 Amendments to the 1998 Comprehensive Plan. One purpose of the Amendment is to address the addition of the Tri Area as a Urban Growth Area (UGA). The addition of a UGA was contemplated in the 1998 Plan following completion of a “Special Study.” This Special Study was initiated in 1998 but not completed until 2001. As part of the process, capital needs were addressed and the impacts fully explored in a Supplemental Environmental Impact Statement (SEIS 1999).~~

~~The Final SEIS provides estimates of utility needs based on a full build out of the Tri Area which, based on population trends, is not expected within the 20 year planning period. Therefore, these estimated needs are not included in this update but can be found in the Final SEIS.~~

~~Importantly, within the next 6 years (see the Capital Facilities Element), there are no changes anticipated in infrastructure needs because of the addition of the Tri Area as a UGA. This is due to the fact that the 2002 Amendments to this plan will not allow significant increases in growth density from those in the 1998 Plan until sewer facilities are developed for the area (see Land Use Element). While necessary planning and preliminary engineering is scheduled for these facilities, they will not be in place within the next 6 years (see Capital Facilities Element).~~

Relationships With Other Comprehensive Plan Elements

The Utilities Element and other elements of the Comprehensive Plan collectively address utility planning issues:

1. The siting of domestic water systems and sanitary sewer systems, defined under WAC 365-195-200 as being public facilities, is addressed within the Utilities Element and the Essential Public Facilities Elements of the Comprehensive Plan. The process for siting utility facilities (those subject to a separate siting process, in case of siting difficulty) is contained in the Essential Public Facilities Element. The Capital Facilities Plan Element identifies levels of service and policies for utilities (including solid waste) owned by Jefferson County.
2. The Capital Facilities Plan Element discusses the financial feasibility of providing capital facilities to accommodate anticipated growth; but does not provide siting criteria. The Utilities Element presents policies concerning how utilities are to be sited and, in general terms, designed, but does not address financing issues.
3. The Environmental Element provides goals and policies for the protection of water resources for public water supplies.

EXISTING FACILITIES

Description and Capacity of Existing Electrical Facilities

The Puget Sound Energy electrical system serving the projected Urban Growth Areas (UGAs) of Jefferson County is geographically bounded in general by the Admiralty Inlet to the north, Puget Sound to the east, Hood Canal to the south, and the Olympic National Forest to the west.

The Puget Sound Energy planning subarea for Jefferson County contains approximately 250 square miles, and includes the communities (from South to North) of Quilcene, Port Ludlow, Chimacum, Port Hadlock, Gardiner, Nordland, and Port Townsend. The County's electrical system includes a wide range of service demand intensities, from areas of wetlands with no demand to areas of high demand commercial customers.

Please refer to Page 11-16 of the Utilities Element which identifies the specific service areas of Mason County PUD, Clallam County PUD, Grays Harbor County PUD and Puget Sound Energy in January 1998.

Generation: There are no Puget Sound Energy generation facilities within Jefferson County's designated Urban Growth Areas (UGA) other than small capacity generation at the Port. In summary, only the utility transmission network and distribution substations support the County UGAs.

Transmission Network: Puget Sound Energy's transmission network transports electricity from generation resources to transmission substations, and from transmission substations and switching stations, to distribution substations.

Electrical utility service is supplied to Jefferson County by Puget Sound Energy through the larger regional transmission grid (interconnected system of electric lines and associated equipment) at 500 kV (500,000 volts) and 230 kV (230,000 volts) voltages from distant generating plants along the mid-Columbia River. The region's transmission grid lines carry this power from the generation facilities westerly to the Bonneville Power Administration (BPA) Olympia Transmission Substation.

From this point, a majority of the Olympic Peninsula, including Puget Sound Energy's Kitsap County and Jefferson County regional loads, are served to the north via the BPA Shelton Transmission Substation to the BPA Kitsap and BPA Fairmount transmission substations. At the Fairmount transmission substation, the power is transformed down from 230 kV to 115 kV and 66kV for delivery to neighborhood distribution substations within the County.

Power transformed from 230 kV to 115 kV and 66 kV is provided by two transformers at the BPA Fairmount Transmission Substation. These voltages are used to serve specific Jefferson County distribution substations.

Transmission Lines: In the most recent improvements, 115kV lines have been installed on the Irondale-Shine line and the Port Townsend #1 line. These new lines allow for contingencies when one major transmission line is out of service. The older 66 kV lines in Jefferson County were designed to only serve distribution substation loads only; therefore, these new lines allow for alternate service if for any reason one major transmission line is out of service. The majority of the existing electrical system within the County relies on the supply of bulk power flowing through BPA lines. As the electrical service demand in Jefferson County and adjacent counties continues to grow, additional 230 kV lines may be required to raise the transfer capability of the transmission network. A cost-benefit analysis was performed on upgrading the main service lines from Kitsap across Hood Canal, although due to the resulting non-economical cost/benefit analysis, this project has been deferred.

Tri-Area Service Area: As of January 1998 existing Tri-Area residential and non-residential areas utilize septic systems for sanitary waste and effluent control. A sanitary sewer system is in the process of being planned for the final designation of Irondale/Hadlock as an Urban Growth Area.

Solid Waste Management: Introduction

In the State of Washington, local governments have lead responsibility for solid waste management and moderate-risk waste management. However, local governments must manage and handle waste according to State laws, which are comprehensive in scope, and include specific mandates for solid waste management, handling, and disposal systems. Local governments do not manage hazardous wastes, but are required to adopt a local hazardous waste plan for moderate-risk waste (household hazardous waste).

The State Solid Waste Management--Reduction and Recycling Act designates the Department of Ecology (DOE) as the State department responsible for overseeing solid waste regulations. The administrative codes, which implement the law's requirements, are Chapters 173-304 and 173-351 WAC, established Minimal Functional Standards (MFS), and established Criteria for Municipal Solid Waste Landfills. The Criteria for Municipal Solid Waste provides standards and criteria for the location, design, operation, and maintenance of solid waste facilities.

The Washington Administrative Code (WAC) requires that each type of solid waste facility possess an approved solid waste permit. Solid waste permits are reviewed and issued by the Jefferson County Environmental Health Department annually. The Department of Ecology (DOE) has review and ultimate approval authority over solid waste permits.

State law authorizes counties to own and operate disposal facilities, but prohibits counties from operating a solid waste collection system, otherwise known as a "solid waste utility." Cities are delegated authority to establish collection utilities. Counties are allowed to establish a collection district for mandatory solid waste collection, and a disposal district that allows a county to levy a tax to fund solid waste operations. As of January 1998 Jefferson County has not established a solid waste district.

Although counties cannot contract for solid waste collection, they can contract for residential recycling collection. However, the County can contract for handling services such as transport of solid waste to disposal sites. As of January 1998 Jefferson County contracts with a private commercial carrier to transport the majority of the County's solid waste to a landfill site in Goldendale, Washington. Jefferson County and private recycling activities manage the remaining solid waste material.

Solid Waste: Issues

Achievement of Recycling Goal in a Cost-Effective Manner: The County has the opportunity to develop and implement a variety of recycling collection programs and facilities, but these programs can be costly. The County needs to continue to build incentives into its recycling programs; encourage private recycling and composting businesses; and devise new and increasingly economical ways to remove products from the disposed waste stream currently handled at the Recycling Center.

Special Waste Handling: The County has established a funding source through Washington State Department of Ecology for the implementation of a Hazardous Waste Management Plan, for collection programs and facilities for household hazardous waste and small quantity waste. Working in close collaboration with the Port of Port Townsend, Jefferson County presently operates a facility that collects, recycles, and disposes of household and small quantities of hazardous waste (Moderate Risk Waste).