

# LAND USE AND RURAL ELEMENT

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**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, the County's only Urban Growth Area, 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 is the Port Ludlow Master Planned Resort, 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;
- Develop an inventory of existing residential and commercial development and platting patterns;
- Consider the effects of increased population in the rural areas on commercial, industrial, and residential land use designations;
- Consider local circumstances as they affect land use decisions; and
- Recognize the deference given to local legislative bodies through ESB 6094 and identify local circumstances to be addressed.

Once this inventory and analysis was performed, the land use designations and the goals, policies, and strategies were prepared to define a residential, commercial, and industrial land use strategy consistent with the provisions and intent of the GMA.

The GMA and Growth Management Hearings Board decisions did not provide a definition of “rural” prior to 1997. The following definition of rural character was included in the 1997 amendments to the GMA:

*“...Rural character refers to the patterns of land use and development established by a county in the rural element of its comprehensive plan:*

- (a) In which open space, the natural landscape, and vegetation predominate over the built environment;*
- (b) That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas;*
- (c) That provide visual landscapes that are traditionally found in rural areas and communities;*
- (d) That are compatible with the use of the land by wildlife and for fish and wildlife habitat;*
- (e) That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;*
- (f) That generally do not require the extension of urban governmental services; and*
- (g) That are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas.” RCW 36.70A030(14)*

The land use designations and the goals and policies of this element have been developed to meet these criteria. Goals and policies of other elements of the Comprehensive Plan have been evaluated for consistency with the protection of rural character as defined above, and by the other factors contributing to local “rural character” as provided under the full text of the amendment.

## **POPULATION PROJECTIONS**

In January 1992, the state Office of Financial Management published countywide growth projections for GMA planning purposes. This forecast provided a "fixed figure" projection for each county for the period 2010-2012, and provided key data at ten year intervals, but had the drawbacks of not distinguishing between incorporated and unincorporated population and using an inaccurate population figure for its 1990 base year. In addition, the review revealed that the average annual growth projected by OFM for the 20-year planning period 1992-2012 was approximately half that being experienced at the time and was notably lower than the rate of growth experienced by the County in the latter part of the 1980s.

The County contracted a population study, the "Population Forecast for Jefferson County and the City of Port Townsend" (Final Report, prepared by the Watterson West Group, Inc., January, 1995), known as the

Watterson Report. An addendum to the report was produced in February, 1995. The report contained a 20-year population projection and distribution, together with a recommended 50-year population projection.

The 1995 amendments to the GMA (RCW 43.62.035, as amended by Engrossed Senate Bill 5875, 1995 Regular Session) required that the OFM establish a population range for each county, rather than a fixed figure. Official Growth Management Act Population Projections released by OFM in December, 1995 contained population projections for five year intervals through 2010, and annual projections from 2010 through 2020 (High Series, Medium Series, Low Series). The 2016 population numbers for Jefferson County (high - 45,964, medium - 41,579, low - 38,086 residents) closely correspond to the population forecast prepared in the Watterson report and adopted by Jefferson County and the City of Port Townsend as a joint reference for GMA planning purposes under the County-wide Planning Policy.

The 1996 "base year" population estimate for Jefferson County has been identified as 25,754 residents. Jefferson County's population is projected to grow by approximately 13,640 people over the twenty (20) year period for an estimated total of 39,397 residents. The population must be distributed consistent with the Growth Management Act, which states that the majority of the growth should be directed toward the designated Urban Growth Area of Port Townsend. The remaining population should be allocated to various communities and rural areas throughout the unincorporated areas of the County, consistent with the provisions of the Growth Management Act. The County and the City of Port Townsend formalized their agreement to utilize the population forecasts and allocation figures contained in the Watterson Report through County Resolution #17-96 and City Resolution #46-96.

It should be noted that the higher rate of population growth in Jefferson County is occurring in Eastern Jefferson County, while relatively remote Western Jefferson County, known as the West End, is not experiencing appreciable growth.

Table 3-1 summarizes the existing estimated populations for Jefferson County's unincorporated areas as well as the projected population for the 20-year planning horizon. The planning areas listed in the table are shown in the map on page 3-55.

Maps of population distribution and existing land use are located on pages 3-57 to 3-61.

**Table 3-1**  
**Jefferson County and City of Port Townsend**

### 20-Year Population Projection and Distribution<sup>1</sup>

Jefferson County and City of Port Townsend 20-year Population Projection and Distribution	Est. Population 1996	Est. Population 2016
<b>Incorporated Areas:</b>		
Port Townsend	8,366	13,876
<b>Unincorporated Areas:</b>		
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
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
<b>Total</b>	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 Henigar<sup>2</sup> 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.

### Inventory and Analysis of Rural Development Patterns

<sup>1</sup> 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.

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

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In June, 1996, a Jefferson County Land Use Inventory was conducted by the Jefferson County Long-Range Planning staff that included the following:

1. An inventory of all existing lots of record and “vested” parcels. Vested lots consist of any lot approved in a short plat or subdivision that has been granted preliminary summary approval by Jefferson County, or any lot proposed in a short plat or subdivision that has been accepted by Jefferson County as complete for processing.
2. Each mapped parcel was subjected to a *Sensitive Areas Overlay* (SAO) analysis. Critical Areas overlay maps were used to determine whether significant environmental site constraints existed which would preclude the parcel from being developed. Those parcels and lots that probably could not be developed because of critical areas constraints were then eliminated from the developable lot inventory. Most parcels that had some environmental constraints still have the potential for development on the remaining portion of the parcel beyond the critical area limits.
3. Many of the County’s small lots were platted during the economic “boom” period at the end of the last century. An analysis of small lots of 2,500 square feet or 5,000 square feet in size was conducted to determine the number of lots that could be developed. The planning staff made the assumption that because of septic constraints, four (4) lots could be combined to create one buildable lot (i.e., 2,500 X 4 = 10,000 square foot lot).

The 1996 staff inventory relies on two assumptions producing results for the lot supply that differ from the 1995 study conducted by Berryman and Henigar. The first assumption is that four (4) lots could be combined to create one buildable lot. According to the Jefferson County Health Department and WAC 246-272, Table VII, the minimum lot size required for a residential structure relying on a septic system and public water is 12,500 sq. ft., rather than 10,000-sq. ft. as used in the staff inventory. Lots without access to a public water system and relying on a private well require at least 43,560 sq. ft (1 acre). The 1995 Berryman and Henigar inventory used the appropriate minimum lot sizes and took into account the availability of public water. By factoring in the appropriate minimum lot sizes based on the availability of public water, the number of buildable lots in the staff inventory is reduced from approximately 13,122 lots to 8,280 lots. This reduces the “excess” of buildable vacant lots cited in the Draft Plan from approximately 9,584 lots to approximately 4,742 lots.

A second assumption made in the 1996 staff inventory but not in the Berryman and Henigar inventory is that all timber tax and agricultural parcels in private ownership are assumed to allow one (1) residential unit per parcel. This includes many parcels in forest and agricultural resource lands. Based on the GMA definition of “rural development” (RCW 36.70A.030(15)), residential densities are to be determined for lands “...outside agricultural, forest, and mineral resource lands.” Removing the forest and agricultural resource parcels from the lot count using Jefferson County Assessor’s data reduces the supply of buildable lots by approximately 752 additional lots.

The 1995 Berryman and Henigar inventory found that the total number of available lots without expansion of public water systems in the Tri-Area and the Quimper Peninsula is 6,238 and the lots available with the expansion of public water systems is 7,925.

The results of the two inventories suggest that the Berryman and Henigar figures represent the low and the high points of the lot inventory. Removing the lots based on the two assumptions discussed above; the staff inventory lot count is reduced to 7,528 lots, which suggests a mid-range figure.

These lot supply figures may be reduced further depending on site-specific soil conditions that, in some areas of the County, result in lot sizes of 2 to 2.5 acres to meet Jefferson County Health Department and state requirements for septic systems and wellhead protection.

Using the low figure from the Berryman and Henigar inventory of 6,238 available building lots and subtracting the projected demand figure of 3,538 lots results in a lot surplus of approximately 2,700 lots. Application of a 25% market factor reduces this figure to 2,025 lots. The same calculations for the high figure of 7,925 lots result in a surplus of 3,290 lots. The range of figures from 2,025 to 3,290 lots is considered to be more realistic than the surplus of 9,584 buildable lots determined in the 1996 staff inventory and presented in the Draft Plan.

The results of the 1996 staff *Parcel Assessment and Inventory Analysis* and the 1995 Berryman and Henigar inventory are represented in Table 3-2 below. The residential lot demand is based upon the twenty-year population projection discussed earlier in this element. Each of the twelve planning areas is listed.

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

<b>Location</b>	<b>Future 20-Year Lot Demand</b>	<b>Existing Supply of Vacant Buildable Lots of Record <sup>(a)</sup></b>	<b>Balance (Excess Buildable, Vacant Lots of Record) Lot Surplus</b>	<b>Vacant Lot Oversupply Percentage</b>
<b>Incorporated Areas:</b>				
Port Townsend <sup>(b)</sup>	2690	8600	5910	220%
<b>Unincorporated Areas:</b>				
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%
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%
<b>Total buildable lots for the unincorporated area:</b>				
• <b>1996 staff inventory</b>		<b>5646</b>	<b>2993</b>	<b>84%</b>
• <b>1995 consultant inventory</b>		<b>4679-5944</b>	<b>2025-3290</b>	<b>43% to 93%</b>

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

(b) The City of Port Townsend has addressed the accommodation of future population growth in its Comprehensive Plan. The figures above are provided for informational purposes only. The City's lot inventory was calculated at a 10,000-sq. ft. lot size minimum, with some consolidation.

The conclusion from the data represented in Table 3-2 is that Jefferson County has no shortage of existing, developable lots and parcels. The supply of buildable lots exceeds the demand for lots based upon the 20-year population growth projections. A number of these lots and parcels were created between 1990 and 1996, as shown in Table 3-3. In response to the potential impact of allowing lots to be created in a manner inconsistent with the anticipated land use pattern, the Board of County Commissioners enacted a

moratorium on the division of land on April 17, 1997 which will be lifted with Plan adoption. The land use map adopted with this Plan will allow less than 1,000 new lots to be created throughout unincorporated Jefferson County over the 20-year planning period.

**Table 3-3  
Number of Lots and Total Acreage for all Plats from 1990 to May 1996 Including Summary  
Approval and Proposed Plats**

<b>Type of Land Division</b>	<b>Number of Lots</b>	<b>Total Acreage</b>
Long plat	544	358.59
Short plat	313	772.88
Large lot	368	1,937.21
Mobile/RV park	1 park (43 spaces)	14.69
Condo (units)	80	18.00
Summary long plat*	443	416.41
Summary short plat	119	406.77
Summary large lot	68	395.54
Summary mobile/RV park	6 parks (269 spaces)	64.54
Proposed long plat	653	768.41
Proposed short plat	14	52.17
Proposed large lot	50	265.27
<b>TOTAL</b>	2,964	5,470.48

\* Summary long plat may include condo units, see Canoe Cove LPA92-0008  
Compiled 6/3/96 by Jefferson County Integrated Data Management System (IDMS)

Portions of the County such as the Tri-Area and Cape George have been previously platted at what have been identified as suburban residential densities. Table 3-8 of rural residential land use designations on page 3-33 presents the density distribution criteria outlined in Land Use Goal 3.0 that have been applied to prohibit the establishment of additional, new lots at residential densities greater than those appropriate for rural areas.

## **RURAL COMMERCIAL LANDS**

### **Planning Assumptions and Goals**

Jefferson County recognizes that its rural commercial lands were largely formed along historic transportation corridors. These lands provide many necessary goods and services to rural residents, and continue to support the viability of the rural economy. Jefferson County, in planning under the Growth Management Act, acknowledges the following land use assumptions:

- 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 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

As a result of the final review process, commercial land in rural Jefferson County has been designated 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 commercial areas as interim until they are revisited following completion of the Glen Cove/Tri-Area Special Study.

### **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) analysis<sup>2</sup>. The study included an inventory of commercial development and an analysis of the nature of the service area for existing rural commercial areas. The study recognized four rural commercial levels of service:

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

- Local – supplies basic goods and services with a limited selection.
- Community – supplies a large variety of goods and day-to-day services and a limited range of professional, public, and social services.
- Regional – supplies both the rural and urban population with additional public and social facilities, access to government institutions, and a wide range of special retail stores and services.
- Transportation/Resource Related – serves the traveling public and provides for recreational activities through uses such as motels, restaurants, RV parks, resorts, marinas, and gift shops. This level of commercial services does not define any service areas and could be supplied by both types of rural commercial zones: Rural Crossroads and Rural Village Centers.

Using the data from the 1996 study, County staff determined that commercial areas exist that contain a wider range of uses than those for a Local Level of Service, but not as wide a range as the Community Level of Service. In addition, several commercial areas in the Tri-Area/Glen Cove Study Area include limited regional uses. Based on 1997 GMA amendments allowing for recognition of existing commercial uses (RCW 36.70A070(5)(d)), Jefferson County also recognized a Commuter-Traveling Public Level of Service for commercial activities serving commuters and travelers with goods and services that may not be associated with a destination resort, such as restaurants, specialty stores aimed at attracting tourists, and overnight accommodations on a limited scale.

The following table describes the revised commercial area designations, which are interim designations until the Special Study is completed and the boundaries are revisited at the first amendment cycle of this Plan. Crossroads are hierarchical in terms of allowed uses, so that uses allowed in a more restrictive crossroad is allowed in a less restrictive crossroad unless otherwise noted.

A more specific list of uses will be provided in implementing ordinances. Permitted uses will be balanced with performance standards to prevent urban-style development. In addition, the unique and individual character of each crossroad will be preserved by limiting certain uses to specific crossroads in which they already exist. For example, for Neighborhood/Visitor Crossroads, motels will be allowed only at Discovery Bay, and for General Crossroads, auto retail will be allowed only at the State Route 19/20 Intersection.

<b>Designation*</b>	<b>Level of Service Characteristics</b>	<b>Examples of Services Provided</b>
<b><i>Convenience Crossroads</i></b> <ul style="list-style-type: none"> <li>• <b>Nordland</b></li> <li>• <b>Beaver Valley</b></li> </ul>	Single convenience/general store serving a lower intensity population base at a local level of service. May serve the traveling	Basic food staples, basic house-wares, gasoline and oil, basic hardware and convenience items, video, espresso, café.

<ul style="list-style-type: none"> <li>• <b>Wawa Point</b></li> </ul>	public, as well.	
<i>Neighborhood/ Visitor Crossroads</i> <ul style="list-style-type: none"> <li>• <b>Mats Mats</b></li> <li>• <b>Discovery Bay</b></li> <li>• <b>Gardiner</b></li> <li>• <b>Four Corners</b></li> <li>• <b>Chimacum</b></li> </ul>	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.
<i>General Crossroads</i> <ul style="list-style-type: none"> <li>• <b>Ness' Corner</b></li> <li>• <b>Irondale Corner</b></li> <li>• <b>SR 19/20 Intersection</b></li> </ul>	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.
<i>Rural Village Center</i> <ul style="list-style-type: none"> <li>• <b>Port Hadlock</b></li> <li>• <b>Quilcene</b></li> <li>• <b>Brinnon</b></li> </ul>	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.

\* Commercial area designations are interim and shall be revisited on completion of the Glen Cove/Tri-Area Special Study.

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:

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*“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 have been identified as potential urban growth areas, but more information is required before a final determination can be made. The County, in partnership with the City of Port Townsend, has 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 develop options for land use designations in Glen Cove and the Tri-Area. The boundary of the study area is shown on the Land Use Map.

The options developed within the Special Study will be based on a countywide inventory of commercial lands. For this reason, commercial boundaries countywide are designated on an interim basis, in order to preserve options until the results of the study are available and the boundaries are revisited in a public process (see LNP 1.4). Boundaries for these commercial areas and for the Glen Cove industrial area have been drawn to contain existing commercial development during the interim.

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. During the 20-year planning period, the County population (including the City of Port Townsend) has been projected to grow by approximately 53%. Identifying commercial land to meet regional needs is a goal of the Tri-Area/Glen Cove study, which will provide various land use options, will identify the impacts of each, and will develop cost estimates for the public and private investment required to support the growth.

#### *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.

In order to encourage employment opportunities in this economically distressed area, policies in this Plan allow commercial activities serving tourist-related uses to carry a broader range of goods and services to meet the needs of the local population (see LNP 7.1.8). In addition, policies for home businesses and cottage industries allow for greater flexibility under criteria specific to the West End (see LNP 6.1.13 and LNP 6.2.16).

## **Logical Boundaries of Rural Commercial Areas**

### *Criteria for Determining Commercial Land Boundaries*

The boundaries for rural commercial areas were determined according to criteria from the Growth Management Act, including the 1997 amendments contained in RCW 36.70A.070(5)(d). Factors related to

local circumstances as well as guidance from local community plans and public comment were also considered in defining the boundaries of these areas.

The process for determining commercial boundaries included an internal County review to ensure consistency with GMA criteria and Comprehensive Plan goals and policies. Proposed boundaries for commercial areas were submitted to the Jefferson County Departments of Environmental Health, Development Review, and Public Works for reviews of limitations on future development imposed by water supply, septic constraints, critical areas, storm water, transportation, and capital facilities. County departments with regulatory or management authority over these areas provided recommendations regarding appropriate boundaries and issues of concern.

Final Comprehensive Plan boundaries for rural commercial areas resulted in a substantial reduction in the amount of commercial land available for development in rural Jefferson County from 1994 zoning. This reduction in commercial land was accomplished through the application of GMA criteria for rural lands, including those established in 1997 legislative amendments. Boundaries were drawn based predominantly on the pre-July 1, 1990 built environment. Logical boundaries were drawn around existing commercial uses in order to contain and limit development to existing areas of more intensive development. The criteria used, including both GMA criteria and local considerations, were as follows:

1. Criteria from RCW 36.70A.070(5)(c):

- Contain or control rural development;
- Assure visual compatibility with surrounding rural area;
- Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- Protect critical areas and surface and ground water resources;
- Protect against conflicts with the use of designated natural resource lands.

2. Criteria from RCW 36.70A.070(5)(d), the 1997 GMA amendments:

- Logical outer boundary of an area or use existing in July, 1990;
- Prevent new low-density sprawl;
- Clearly identifiable and contained area of more intensive development;
- Delineated predominantly by the built environment;
- May include undeveloped lands if limited;
- Preserve character of existing natural neighborhoods and communities;
- Use physical boundaries (bodies of water, streets, topography);
- Prevent abnormally irregular boundaries;
- Provide public facilities and public services so as to avoid low-density sprawl;
- Existing industrial areas are not required to principally serve existing and projected rural population.

3. Pursuant to RCW 36.70A.070(5)(a), the boundaries were also evaluated based on the following local considerations that could affect boundaries or require the application of special conditions:

- Regional transportation concerns, traffic volumes, access, and safety.
- Proximity to incompatible uses.
- Partial designation of large parcels that are not fully developed for existing uses, to prevent sprawl.
- Home businesses/cottage industries should not be used to determine boundaries.

- Provide employment opportunities for local residents, in particular in areas of insufficient economic growth or economic decline.
- Support community planning goals and rural community cohesion.
- Provide for multi-family and special needs housing opportunities.
- Avoid creating new non-conforming uses.

### ***Application of Criteria to Designation of Interim Rural Commercial Boundaries***

Jefferson County applied the above criteria to existing commercially zoned areas based on local circumstances and extensive public comments received during the planning and review process. Historical commercial areas that serve as a focal point for community economic and social activities were recognized for the multiple functions they provide to residents. A number of these areas also serve the visiting public, a seasonal population influx that is increasing during other times of the year.

In the section that follows, individual commercial areas are discussed with regard to GMA criteria and local circumstances. Maps of commercial lands and boundaries are provided on pages 3-36 to 3-47.

### ***Rural Crossroads***

1. Convenience Crossroads - Convenience crossroads consist of a single commercial property at a historical crossroads. The existing commercial use is a convenience general store with associated uses such as gas station, video, espresso, or café/deli, and provides basic goods and commodities for the local population and the commuting or traveling public.

- Wawa Point

At Wawa Point, the hardware/general store with an accessory building is designated, with limited additional area for possible expansion and to meet parking requirements. The commercial area designated within the large parcel of 24.3 acres on which the store is located is limited to 4.2 acres to prevent commercial sprawl, and in order to focus development in areas of infill in Quilcene and Brinnon Rural Village Centers. Safe access from Highway 101 is provided by a frontage road.

The Draft Plan proposed designation of the Cove grocery store in the RV park office. This parcel is excluded in the final Plan in order to limit the area of infill between the Cove grocery and the hardware/general store, which would result in inappropriate sprawl. In addition, public comment indicated higher local use of the hardware/general store, while the Cove grocery store is an area of the RV park office that offers an extremely limited range of goods to serve RV park visitors. Because the RV park is located next to a boat ramp on Dabob Bay, it qualifies as a recreational and tourist-related activity and does not require commercial designation.

- Beaver Valley

The Beaver Valley store is a convenience store and gas station with associated uses such as video rental and a café/deli. It functions as a community center and “bulletin board” for nearby residents. Located on State Route 19 between the Hood Canal Bridge and northeastern Jefferson County, the store also serves commuters and visitors.

- Nordland

The Nordland store is located on State Route 116 on Marrowstone Island. The general store has a post office and kayak rental, and provides the only basic goods and services available for the island community. It is a historic enterprise which serves as a social and community center.

The Marrowstone Island community plan recommends designation of a small commercial area for the island which might also serve visitors to Fort Flagler State Park. Land Use Policy 14.7 states the County's intent to look at options for designating additional commercial land in this area based on recognition of a neighboring pre-1990 construction business. The Marrowstone community planning group will be involved in the Shoreline Management Master Program revision that will evaluate concerns such as shorelines, marine habitat, traffic, and water supply, in a process allowing for full public participation.

2. Neighborhood/Visitor Crossroads - Neighborhood/Visitor crossroads are designated based on multiple commercial uses that serve the nearby rural neighborhood and the commuting or traveling public with a limited range of basic goods and services. Permitted uses include all Convenience Crossroads uses as well as restaurant, tavern/bar, auto parts and repair, farm supply and equipment, and a limited range of specialty stores and professional services. Performance standards for new development will be consistent with the rural character, size, and scale of the existing commercial area and the surrounding neighborhood.

- Mats Mats

The Mats Mats General Store serves local neighborhood residents as well as visitors to the Oak Bay and Mats Mats Bay shoreline areas. The logical boundary takes in additional uses including a photography studio, a vacant former medical clinic, and a chiropractor's office. The southern boundary is located along a stream drainage.

- Discovery Bay

The Discovery Bay community was historically a thriving economic area on the railroad line, with a sawmill and a cannery. The historic community declined in population as these uses ended, but the commercial area has continued due to a location at the junction of State Route 20 and U.S. Highway 101. It serves nearby residents as well as visitors and commuters. Criteria for logical boundaries have been applied with special consideration of critical areas and traffic issues.

The logical boundary to contain this commercial area allows for limited infill, but protects critical fish and wildlife habitat in the Salmon and Snow Creek estuaries. Areas of infill are also limited over estuarine lands based on seismic, frequently flooded, and wetlands critical areas. Existing uses have been recognized, and limited areas of infill have been allowed farther from critical areas. Several uses on the western boundary were excluded to address traffic concerns along Highway 101 and in 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

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

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

The Port Hadlock Rural Village Center serves a large population base in the Tri-Area. The interim boundary is limited to a core area rather than fully utilizing the 1997 GMA amendments to recognize additional commercial development in the Hadlock area. Because of the relatively high density of residential uses in the adjacent area, including multi-family housing units, the County elected to wait for the completion of the Glen Cove/Tri-Area Special Study and to revisit the boundary in light of study results regarding infrastructure needs and costs, potential designation as an urban growth area, and commercial land needs.

### *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;
- 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
<b>RURAL CROSSROADS AREAS:</b>				
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 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%
<b>RURAL VILLAGE CENTERS Residential and Commercial Land</b>				
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%
<b>VILLAGE COMMERCIAL CENTER Master Planned Resort</b>				
16	PORT LUDLOW	39.72 acres	38.34 acres	3%
	<b>TOTAL COMMERCIAL</b>			

<b>ACREAGE</b>	<b>966.68 acres</b>	<b>367.87 acres</b>	<b>62%</b>
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*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**

<b>Rural Crossroad</b>	<b>Total Commercial Land</b>	<b>Land in Undeveloped Parcels* Acres/%</b>	<b>Estimated Total Undeveloped Land** Acres / %</b>
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**

<b>Rural Village Center</b>	<b>Total Land within RVC Boundary</b>	<b>Land in Undeveloped Parcels Acres / %</b>	<b>Total Estimated Undeveloped Land Acres / %</b>
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 related to the distance to the City of Port Townsend and the limited number of highways which experience seasonally high volumes of visitors.

The designated areas are based on the existing built environment to prevent the proliferation of low-density sprawl. In several cases, large parcels were only partially designated, in order to prevent sprawl. Areas of infill are minimized, yet provide employment and economic opportunities for local residents in economically distressed areas of the county. Critical areas and adjacent uses have been protected and will continue to be further protected under ordinances revised for consistency with policies in the Environment element of this Plan.

The existing character of rural neighborhoods and communities has been protected by establishing boundaries to limit the expansion of commercial areas. Additional measures to protect rural character will be implemented through regulations that include a table of land uses balanced by performance standards that limit the size and scale of new commercial development in order to ensure visual compatibility with surrounding rural areas. Performance standards will be developed with the participation of community planning groups in the process for revision of land use ordinances, following adoption of the Comprehensive Plan. Regulations will be developed for standards such as lot coverage, access, building bulk requirements, building design and height, road frontage, distance from public roads, landscaping standards, buffering, parking, and signage. Community participation will ensure that type, scale and design standards support rural community character and identity.

Because the designated commercial areas are existing areas, public services and facilities such as transportation, fire districts, and water supply are available. The exceptions, with regard to water supply, are Chimacum, and Four Corners, in which new development may be limited by a lack of new water supply connections until water purveyorship issues are resolved. A lack of fire flow will restrict commercial development in Quilcene. The development of a water system may occur pending a community vote expected to occur in late 1998 for a water system Local Utility District. Land Use Policy 4.9 for this element refers to the County's intent to revisit the situation following the community election. Jefferson County ordinances prohibit approval of a building permit until an adequate water supply is shown to be available to support the proposed development.

Commercial development in both Chimacum and Four Corners Crossroads is currently served by the City of Port Townsend, but water connections are not available for future development due to the reduction in size of the City's water system service area. While existing uses may expand, new commercial development in areas of infill in Chimacum and Four Corners will be delayed until purveyorship issues are resolved. There is a PUD water line as well as a City water line in the Four Corners area which may provide an alternative supply, but there is no nearby alternative for Chimacum. Four Corners and Chimacum are within the Tri-Area/Glen Cove Study Area, and the scope of the study includes addressing water supply and infrastructure issues.

Water purveyorship issues will also be addressed within the context of the revision of the Coordinated Water System Plan for consistency with the Comprehensive Plan. The Water Utilities Coordinating Committee has delayed addressing these issues until the adoption of a Comprehensive Plan identifying areas of future growth or infill. Any new commercial development will be required to demonstrate the

availability of water service sufficient to meet the Jefferson County Fire Code. As a member of the WUCC, the County will participate in the resolution of purveyorship issues.

### **Evaluation of Commercial Boundaries With Respect to GMA Planning Goals**

*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 UGA. 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.

*Environment.* The commercial boundaries minimize the impacts on natural features and critical areas, especially those connected to the County's water and fish and wildlife resources. The County Development Review Department reviewed the boundaries for critical area concerns prior to their adoption.

*Citizen Participation.* Citizen participation is a cornerstone of Jefferson County's planning process. Comments and concerns expressed by the residents of Jefferson County have been seriously considered in the delineation of the county's commercial areas. While the County understands it cannot satisfy every resident, it can make balanced choices that provide for the greatest public benefit.

*Public Facilities and Services.* Review of the commercial area boundaries by the County's Public Works Department concluded that the areas as defined are consistent with the goals and policies contained in the Capital Facilities, Utilities, and Transportation Elements Plan. Such goals and policies require that development not occur until it is determined that the facilities and services are either in place or programmed to be in place prior to development. Because the County's capital facilities Level of Service Standards are based on population forecasts, they are not affected by the designated boundaries.

A review of commercial boundaries by the Jefferson County Department of Environmental Health for impacts on water quantity and quality, septic constraints, wellhead protection, and ground water recharge identified no significant issues other than the water supply issues for Quilcene, Four Corners, and Chimacum discussed above. Issues that were identified are manageable through current and proposed regulations and processes.

*Historic Preservation.* The preservation of historic communities has been supported by the recognition of existing commercial areas in historic rural communities. By focusing future commercial and industrial development in clearly defined existing areas and strictly limiting growth outside of these areas, the County is helping to ensure that valuable historic, archaeological, and cultural sites will be protected from inappropriate and/or incompatible development.

The interim commercial boundaries designated in this Plan are represented in the proposed zoning maps for Rural Crossroads, Rural Village Centers, and the Port Ludlow Village Commercial Center on pages 3-36 to 3-47.

## **INDUSTRIAL LANDS STRATEGY**

Land designated as industrial land in this Plan is based on existing industrial uses in areas previously zoned as industrial. Pursuant to RCW 36.70A.070(5)(d), Counties may recognize areas of more intensive industrial development and contain them within logical boundaries to limit infill development. Designated under this Plan are the following industrial zones: Port Townsend Paper Mill as Heavy Industrial (**HI** - interim), Glen Cove as light industrial and associated commercial (**LC** - interim), Quilcene as light industrial (**LI**), and forest resource-based industrial zones (**RBIZ**) at Gardiner, Center, and the West End. All areas met the following minimum criteria for designation of industrial land:

1. A pre-July, 1990 existing area or use of more intensive development;
2. The area is currently zoned as industrial; and
3. Is not located on designated natural resource lands.

#### *Port Townsend Paper Mill Heavy Industrial Area*

The Port Townsend Paper Mill has provided employment for several generations of Jefferson County residents. The mill property has been designated as heavy industrial (**HI**) for the mill and for activities ancillary to the mill. The heavy industrial boundary is an interim boundary that will be revisited upon completion of the Glen Cove/Tri-Area Special Study. Within the designated industrial area, the County will allow the development of only those uses that are directly related to the mill. The property includes a water treatment lagoon and a port facility on Port Townsend Bay that are directly related to activities at the mill. The mill is recognized as a heavy industrial activity because it is a large-scale and intensive industrial activity that must meet extensive environmental permitting requirements under industrial standards for air quality, water quality, and wastewater treatment.

#### *Glen Cove Industrial Area*

Uses for the Light Industrial/Commercial (**LC**) designation at Glen Cove include commercial and retail uses that are directly associated with the light industrial uses. Associated commercial and retail uses may include commodities and products, mechanical or electrical supplies, warehousing and storage, or may provide support services to those who work in the industries, such as a small café. Allowing broader commercial uses at Glen Cove would require addressing concerns regarding pedestrian and traffic safety, infrastructure, and incompatible uses both visually and in terms of hazardous materials storage. Thus the commercial designation for Glen Cove is restricted to uses which differ considerably from those in Rural Crossroads and Rural Village Centers.

Light industrial/commercial uses allowed at Glen Cove include but are not limited to: industrial parks, light manufacturing, construction yards, engine repair, metal fabrication or machining, plumbing shops and yards, printing and binding facilities (non-retail), research laboratories, excavating contractors, furniture manufacturing, software development, lumber yards, vehicle repair and restoration, warehousing and storage, boat building and repair, craft goods, blacksmith or forge, commercial relay and transfer stations, boat storage, and associated commercial uses as discussed above. Also permitted as conditional uses are those such as: amateur radio towers greater than 65 feet in height, café, car wash, electronic goods repair, fitness center, kennels, ministorage, and nursery/landscape materials.

The Glen Cove interim industrial boundary for light industrial/commercial uses recognizes a contained cluster of existing uses, and is an interim industrial designation and boundary that will be revisited on completion of the Tri-Area/Glen Cove Study. The interim boundary for this Plan reduces the zone from 295.9 acres to 68.96 acres to contain existing uses. The study will evaluate issues for Glen Cove related to infrastructure needs, countywide projected needs for industrial and commercial land, the potential for a Final Urban Growth Area, and will present options for uses that may be allowed as well as options for designation.

During the planning process, the County held discussions with the City of Port Townsend regarding the designation of interim boundaries at Glen Cove, the Port Townsend Paper Mill, and all commercial areas, to determine that interim designations are consistent with Countywide Planning Policies. The City may have an interest in annexing the Glen Cove area to the Port Townsend Urban Growth Area, an issue that will be addressed following completion of the Special Study.

### *Quilcene Industrial Area*

The light industrial area at Quilcene was recognized in the final Plan based on criteria in 1997 amendments to the GMA allowing Counties to recognize and contain existing areas and uses of more intensive industrial development (RCW 36.70A.070(5)(d)). The industries need not be limited to those serving the local population. Other criteria and considerations used for this designation include: a minority report from the Planning Commission recommending a light industrial area in Quilcene, the need to provide local employment in an area of distressed economic conditions located at a distance from the Urban Growth Area, and the desire to reduce commuter-related traffic pressures on County roadways.

The existing industrial uses include a sawmill, a machine shop, and industrial storage. A vested project for additional industrial storage is the basis for recognition of an adjacent parcel. Light industrial uses allowed in the Quilcene Industrial Area include but are not limited to those described above for Glen Cove, with the exception of the associated commercial and retail uses.

Transportation access is adequate, as the area is on Highway 101. New development will be restricted until water supply issues related to adequate fire flow are addressed following the community election for a Local Utility District in late 1998.

### *Forest Resource-Based Industrial Zones*

Forest resource-based industries at Gardiner, Center Valley, and the West End have been designated as Resource-Based Industrial Zones to recognize active sawmills and related activities at those sites, based on 1997 GMA amendments codified as RCW 36.70A.070(5)(d)(i) recognizing existing industrial uses and allowing for their intensification. The Resource-Based Industrial Zones are limited to forest resource-based industrial uses in order to prevent the establishment of a wider range of industrial uses. It is also intended to support employment in a distressed economic sector that, while it has seen a decline in employment, will continue to have long-term economic importance for the County.

Forest resource-based industrial zone boundaries were determined based on criteria in RCW 36.70A.070(5)(d) for determining logical boundaries. The reduction in acreage allows for limited infill, and contains the industrial activity and associated uses to an area based on the pre-1990 developed area.

Jefferson County recognizes that the cyclical nature of the forest industry will continue to result in economic upturns and downturns as reforested areas become available for harvest. In order to maintain facilities that continue to operate, the County recognizes that conversion of machinery and facilities into forest-related production activities would help to support this industry from one cycle to the next. During the next year, the County will develop and evaluate criteria for the permitting and regulation of conversion and/or intensification of these areas for related uses that may involve adapting existing equipment and facilities, recycling, or adding limited value to the forest resource products and byproducts (see LNP 12.4). Such criteria and types of uses will be developed and reviewed in a public process by the Planning Commission and will be adopted as an amendment to the Comprehensive Plan prior to allowing conversion or adaptation of these facilities.

The following table lists industrial areas, existing designations under 1994 zoning, current uses, and designations under this Plan:

**Table 3-7**  
**Industrial Land Designations**

<b>Industrial Area</b>	<b>1994 Designation and Acreage</b>	<b>Current Use</b>	<b>Comprehensive Plan Designation and Acreage</b>
Port Townsend Paper Mill	Heavy Industrial 292 acres	Pulp and paper mill	Heavy Industrial ( <b>HI</b> ) <i>interim</i> 283.8 acres
Glen Cove Industrial Area	Light Industrial-Commercial 295.9 acres	Multiple light industrial and associated commercial	Light industrial-Commercial ( <b>LC</b> ) <i>interim</i> 68.96 acres
Quilcene Industrial Area	Heavy Industrial 20.2 acres	Sawmill, machine shop, industrial storage	Light Industrial ( <b>LI</b> ) 22.3 acres
Airport Cutoff Industrial Area	Heavy Industrial 11.5 acres	None	Rural Residential 1:10 0 acres industrial
State Route 19/20	Light Industrial-Commercial 70.9 acres	Gravel pit and associated processing	Mineral Lands of Long-term Commercial Significance 0 acres industrial
Center Valley	Heavy Industrial 12.6 acres	Sawmill and associated activities	Forest Resource-Based Industrial Zone ( <b>RBIZ</b> ) 3.84 acres
Gardiner Industrial Area	Heavy Industrial 32.2 acres	Sawmill and associated activities, gravel pit	Forest Resource-based Industrial Zone ( <b>RBIZ</b> ) 24.9 acres
West End	Light Industrial-Commercial 193 acres	Sawmill and associated activities	Forest Resource-based Industrial Zone ( <b>RBIZ</b> ) 122.5 acres
<b>TOTAL</b>	<b>928.3 acres</b>		<b>526.3 acres</b>

The industrial areas designated as shown above result in a reduction in industrial acreage of 1994 zoning designations from a total of 928.3 acres to 526.3 acres, an overall reduction of 43%. The application of GMA criteria protects the economic viability of existing uses while restricting industrial activities to existing areas. The Glen Cove/Tri-Area Special Study will provide the County with information on which to base future decisions on industrial activities. It is anticipated that the Glen Cove area will be determined to be the appropriate location for the majority of the County’s future industrial development. Maps of the designated industrial area are provided on pages 3-48 to 3-53.

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## **MASTER PLANNED RESORTS**

Master planned resorts (MPRs) are large-scale, self-contained developments that are based on an integrated, conceptual master plan, yet are typically developed in stages depending on market demand or other factors. Recent amendments to the Growth Management Act (GMA) allow jurisdictions to recognize existing master planned resorts which may constitute urban growth outside of Urban Growth Areas as limited by RCW 36.70A.362.

Jefferson County currently contains one master planned resort, Port Ludlow, and prohibits the siting of any additional MPRs. The master planned resort of Port Ludlow is characterized by both single-family and multi-family residential units with attendant recreational facilities including a marina, resort and convention center, and is one of Jefferson County's fastest growing communities. Located on Port Ludlow Bay and surrounded by an area of significant natural amenities, Port Ludlow is suited to be designated as a master planned resort.

Port Ludlow is managed by Olympic Resources Management (ORM), a corporation which is responsible for the phased development of the community and resort. Although Port Ludlow is a planned development, its overall phased development pattern may change according to changing market conditions. Any change in the development plan will need to be reviewed for consistency with the Comprehensive Plan and for compliance with Port Ludlow's FEIS and all applicable federal, state and local regulations. Currently, a development agreement is being prepared between ORM and the County that, if adopted, will allow for flexibility in the overall development of the Port Ludlow master planned resort within the limits of a residential cap of 2250 residential units and a total of 65,000 sq. ft. of retail/commercial development.

The Comprehensive Plan contains policies in LNG 25.0 that help guide development at Port Ludlow. Many of Port Ludlow's goals and policies were drafted from issues identified by community residents who, through the establishment of community planning groups, articulated their desired plan for Port Ludlow's future development. The goals and policies identified by the community and included in Jefferson County's Comprehensive Plan focus on maintaining and enhancing Port Ludlow's recreational and community amenities, and preserving the community's lifestyle.

## **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 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 hundred (12,500) square feet. In some areas of the County, for property without public water, a minimum lot size of one (1) acre or greater is required.

Strategies proposed to minimize the cumulative adverse effects of developing platted small lots include:

- A recommendation to increase the minimum lot size required for a building permit; and
- Opportunities to encourage the replatting of some of these urban-size pre-existing lots to less urban densities.

**Land Use and Zoning Densities**

As determined by the Growth Management Hearings Boards’ decisions, rural areas should provide for a variety of rural land use densities. Clustering, density averaging, design guidelines, conservation easements, transfer of development rights, and other innovative site planning techniques can aid in the preservation of significant open space areas that are important for maintaining the rural character of the County. The County will evaluate such techniques for inclusion in development regulations during the public process for developing final implementing ordinances.

Jefferson County is proposing three *residential* land use densities ranging from five (5) acres to ten (10) acres, to twenty (20) acres in size. *Agricultural Resource* lands have a designated twenty (20) acre minimum density. *Forest Resource* lands have a forty (40) acre and eighty (80) acre minimum parcel size (see Natural Resources Element).

Regulations will be developed to encourage residential “clustering” in the rural areas of Jefferson County (see LNG 23.0). Residential clustering may occur in agriculture production districts if several criteria are met (see Natural Resources Element). Subdivision of large parcels for residential purposes in designated commercial forest lands is not permitted. The criteria for designation of rural densities are provided in Table 3-8 below. Table 3-8 includes various land use and zoning designations, criteria used for such designation, and the principal land uses:

**Table 3-8  
Summary of Land Use and Zoning Designations**

Land Use/Zoning Designation	Criteria for designation	Principal Land Use
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<b>RESIDENTIAL</b>		
Rural Residential 1 unit/5 acres (RR 1:5)	Located in areas of similar development; areas with smaller existing lots of record; along the coastal area; adjacent to Rural Village Center and Rural Crossroad designations; overlay designation for pre-existing platted subdivisions.	Single family residential
Rural Residential 1 unit/10 acres (RR 1:10)	Located in an area with similar development patterns; adjacent to Urban Growth Area, transition density between RR 1:5 and RR 1:20; parcels in coastal areas of similar size; includes land affected by critical areas.	Single family residential
Rural Residential 1 unit/20 acres (RR 1:20)	Located in an area with similar development patterns; Adjacent to Urban Growth Area, Resource Production Land or State/National Forest Land; parcels in coastal areas of similar size; includes land affected by critical areas; includes private timberlands; includes agricultural lands.	Single family residential
<b>COMMERCIAL</b> <i>Interim</i>		
Convenience Crossroads (CC)	Existing rural commercial uses which provide a limited range of basic goods and services (basic foodstuffs, gas, basic hardware, and basic medicinal needs); generally located at the intersection of local arterials or collectors; usually contain a convenience/general store associated with gas pumps. May also serve the traveling public.	Rural Commercial
Neighborhood/ Visitor Crossroads (NC)	Existing rural commercial uses which provide an expanded range of basic goods and services for the rural population and traveling public (grocery, hardware, bakery, restaurant, tavern, auto repair, small professional offices, public services, and medical offices).	Rural Commercial
General Crossroads (GC)	Existing commercial uses that provide a mixture of local, traveling public, and community uses, and may include limited regional uses due to proximity to population centers in the Tri-Area.	Rural Commercial
Rural Village Centers (RVC)	Existing rural commercial uses that provide for many of the basic daily needs of the rural population; typically supplies goods and day-to-day services; provides limited public and social services. Residential uses include single family, duplexes, triplexes, and assisted living facilities.	Rural Community-based Commercial and Residential
Village Commercial Center (VCC)	Commercial area identified in the 1993 EIS for Port Ludlow Master Planned Resort. Commercial uses will provide many essential day-to-day goods and services to residents and resort visitors.	Rural Community-based Commercial
<b>INDUSTRIAL</b>		
<ul style="list-style-type: none"> <li>Heavy Industrial (HI)</li> </ul> <i>Interim</i>	<ul style="list-style-type: none"> <li>Port Townsend Paper Mill</li> </ul>	Heavy Industrial Paper Mill and ancillary activities

<ul style="list-style-type: none"> <li>• Light Industrial (LI)</li> <li>• Light Industrial/ Commercial (LC) <i>Interim</i></li> <li>• Forest Resource-Based Industrial Zones (RBIZ)</li> </ul>	<ul style="list-style-type: none"> <li>• Quilcene Industrial Area</li> <li>• Glen Cove Industrial Area</li> <li>• Gardiner</li> <li>• Center Valley</li> <li>• West End</li> </ul>	<p>Light Industrial</p> <p>Light industrial and retail uses associated with an industrial use</p> <p>Forest resource-based industrial</p>
<b>RESOURCE</b>		
Resource Production	Refer to the Natural Resource Element of the Comprehensive Plan for identification of criteria for designation of land as Resource Production Land.	Rural Resource Lands
<b>PUBLIC USE</b>		
Public Facilities	Refer to the Capital Facilities, Essential Public Facilities, and Open Space, Parks & Recreation Elements for designation criteria for uses such as: solid waste, sewage treatment, utilities, energy facilities, educational institutions, medical facilities, public safety facilities, neighborhood and community parks, public trails, public open space.	Public Lands

**Economic Activities Outside of Rural Commercial Areas**

Jefferson County will allow the following types of economic activities in order to provide employment opportunities outside of designated Rural Village Centers and Rural Crossroads:

1. New industrial uses may be allowed in rural areas when they are *resource-based* pursuant to RCW 36.70A.365, in that they are dependent on a location near the forest, mining, agricultural, or aquaculture resource. Goals and policies in the Natural Resources Element provide for protection of the resource activity as well as of surrounding land uses. Resource-based industries must be in compliance with environmental and other regulations.
2. A major industrial development may be allowed outside of a UGA if the activity requires a parcel of land so large that no suitable parcels are available within the Urban Growth Area, or if the nature of the activity is incompatible with urban development due to its potential threat to the public health, safety, and welfare. Such development is defined in an amendment to the GMA enacted in Engrossed Senate Bill 5019 and codified as RCW 36.70A.365 as a master planned location for a specific manufacturing, industrial, or commercial business, but it cannot be for the purpose of commercial shopping development or multi-tenant office parks.

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.

### **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:**  
**QUILCENE RURAL VILLAGE CENTER**

MAP:

BRINNON RURAL VILLAGE CENTER

MAP

NESS CORNER GENERAL CROSSROAD

MAP  
IRONDALE CORNER  
GENERAL CROSSROAD

MAP  
STATE ROUTE 19/20 INTERSECTION  
GENERAL CROSSROAD

MAP  
CHIMACUM  
NEIGHBORHOOD/VISITOR CROSSROAD

MAP

DISCOVERY BAY

NEIGHBORHOOD/VISITOR

CROSSROAD

MAP  
4 CORNERS  
NEIGHBORHOOD/VISITOR  
CROSSROAD

MAP  
GARDINER  
MATS MATS

MAP  
WAWA POINT  
NORDLAND  
BEAVER VALLEY

MAP  
PORT LUDLOW  
VILLAGE COMMERCIAL CENTER

MAP  
GLEN COVE INDUSTRIAL AREA

MAP  
QUILCENE INDUSTRIAL AREA

MAP  
CENTER RESOURCE BASED INDUSTRIAL ZONE

**MAP**  
**GARDINER**  
**RESOURCE BASED INDUSTRIAL ZONE**

**MAP**  
**WEST END**  
**RESOURCE BASED INDUSTRIAL ZONE**

**MAP**

**PORT TOWNSEND PAPER MILL**

**HEAVY INDUSTRIAL ZONE**



**MAP**

**Eastern Jefferson County Planning Areas**



**MAP**  
**POPULATION DENSITY**  
**EASTERN JEFFCO**



**MAP**  
**LAND USE DISTRIBUTION**  
**EASTERN Jefferson County**



MAP  
LAND USE DISTRIBUTION  
WESTERN JEFFERSON COUNTY



MAP:

LAND USE MAP



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## GOALS AND POLICIES

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As in all elements of this Plan, the goals are general statements while policies are more specific. Goals state the general growth management intentions of the County while the policies are the specific guidelines. Strategies address implementation of goals and policies through specific projects and programs.

The Land Use element is combined with the Rural element of this Comprehensive Plan. The element includes an inventory and designation of land uses in rural areas that will aid in defining future development, and goals for the preservation of rural character that outline the general definition of the "rural environment" of those areas.

The goals and policies of the Land Use and Rural element provides direction for both the development and preservation of Jefferson County's rural areas. They outline specific criteria for the development of rural Jefferson County, incorporating issues and opportunities identified by County residents in the public planning process.

Land Use and Rural policies will provide the basis for revising the development standards contained in the Zoning Code, land use and environmental protection ordinances such as the Critical Areas Ordinance, the Subdivision Ordinance, and other development regulations.

### GENERAL LAND USE

#### GOAL:

**LNG 1.0** Comply with the Growth Management Act, the County-wide Planning Policy, this Comprehensive Plan, and the Land Use Map in all adopted land use, environmental and development regulations, and subsequent land use decisions and approvals.

#### POLICIES:

**LNP 1.1** Incorporate opportunities for continuous and ongoing public participation into both the comprehensive planning process and the implementation of the resulting Comprehensive Plan.

**LNP 1.2** Acknowledge and protect the rights of private property owners in preparing land use, development, and environmental regulations, prohibit arbitrary and discriminatory actions, and preserve reasonable uses for regulated properties.

**LNP 1.3** Review and amend the Comprehensive Plan on a minimum schedule of once every five (5) years, and preferably on an annual basis, consistent with the requirements of the Growth Management Act. Revisions to the Land Use Map may be considered on an annual basis, and shall be in strict compliance with the Comprehensive Plan criteria.

**LNP 1.4** Commercial land use designations countywide and the Glen Cove and Port Townsend Paper Mill industrial designations shall be interim designations that shall be revisited

through an amendment to the Comprehensive Plan upon completion of the Tri-Area/Glen Cove Study.

**LNP 1.4.1** The Tri-Area/Glen Cove Study Area is defined by the boundary shown on the Land Use Map.

**LNP 1.4.2** Modification of designations and boundaries may include the designation of Urban Growth Areas and/or full implementation of the criteria provided in 1997 amendments to the GMA under ESB 6094.

**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.

**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:

**LNG 2.0** Establish land use goals and policies in the Land Use Element of this plan that are internally consistent with and reflective of the goals and policies of all other elements of the plan.

### POLICY:

**LNP 2.1** Include provisions for implementation of goals and policies of all elements and chapters of the Plan in the overall land use strategy.

### GOAL:

**LNG 3.0** Ensure that rural residential development preserves rural character, protects rural community identity, is compatible with surrounding land uses, and minimizes infrastructure needs.

### POLICIES:

**LNP 3.1** Identify and encourage diverse rural land uses and densities which preserve rural character and rural community identity.

**LNP 3.2** Establish rural residential land use densities for all lands located outside of designated Urban Growth Areas. Proposed rural residential densities shall allow for an adequate supply of appropriately zoned land based upon the County's rural population projections while maintaining rural character and rural community identity, preserving rural resource-based uses, and avoiding sprawl.

**LNP 3.3** Rural residential densities shown on the Land Use Map shall be designated by three (3) residential land use densities: one dwelling unit per five (5) acres, one dwelling unit per ten (10) acres, and one dwelling unit per twenty (20) acres in size and subject to the following criteria:

**LNP 3.3.1** A residential land use designation of one dwelling unit per 5 acres (RR 1:5) shall be assigned to those areas throughout the County with:

- a. an established pattern of the same or similar sized parcels (i.e., 5 acres) or smaller sized existing lots of record;
- b. parcels of similar size (i.e., 5 acres) or pre-existing smaller parcels along the coastal areas;

- c. parcels immediately adjacent to the boundaries of the Rural Village Centers; and
- d. as an overlay to pre-existing developed “suburban” platted subdivisions.

**LNP 3.3.2** A rural residential land use designation of one dwelling unit per 10 acres (RR 1:10) shall be assigned to those areas throughout the County with:

- a. an established pattern of the same or similar sized parcels (i.e., 10 acres);
- b. parcels along the coastal area of similar size;
- c. areas serving as a “transition” adjacent to Urban Growth Areas; and,
- d. critical area land parcels.

**LNP 3.3.3** A rural residential land use designation of one dwelling unit per 20 acres (RR 1:20) shall be assigned to those areas throughout the County with:

- a. an established pattern of the same or similar sized parcels (i.e., 20 acres) or larger;
- b. parcels along the coastal area of similar size;
- c. areas serving as a “transition” to Urban Growth Areas or the Master Planned Resort;
- d. critical land area parcels;
- e. agriculture resource designated parcels;
- f. publicly owned forest lands; and
- g. lands adjacent to forest resource land.

**LNP 3.4** Review areas of more intensive residential development and consider measures to allow infill development at comparable densities. Measures shall be considered to limit and contain these areas once identified and designated. Designation shall be through an amendment to the Comprehensive Plan.

**LNP 3.5** Allow minimum lot sizes within the designated boundaries of Rural Village Centers which are flexible and determined by such considerations as: septic or sewer availability, potable water availability, zoning and building regulations such as setbacks and parking requirements, fire prevention measures, and community character.

**LNP 3.6** Facilitate the multiple use function of Rural Village Centers (**RVC**) by establishing siting and design criteria to provide buffering and mitigation between potentially incompatible uses.

## **RURAL COMMERCIAL LAND USE**

### GOAL:

**LNG 4.0** Establish and maintain the size and configuration of the County’s Rural Village Centers and provide for the development of appropriately scaled commercial uses.

POLICIES:

- LNP 4.1** The land use designation of interim Rural Village Center shall be zoned Rural Village Center (**RVC**). This zoning designation shall accommodate both commercial and residential land uses.
- LNP 4.2** Encourage a variety of commercial, retail, professional, tourist-related, community service, cottage industry, and residential uses, including duplexes, triplexes and assisted living facilities, within the designated boundaries of Rural Village Centers (**RVC**) at a scale appropriate to protect the rural character of the natural neighborhood.
- LNP 4.3** Establish logical outer boundaries on an interim basis. Interim boundaries are based upon all of the following criteria:
- 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
  - 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 4.6** Ensure visual compatibility of Rural Village Center commercial infill development with the surrounding rural area, through the creation and implementation of community based “rural character” design and development standards. Uses within Rural Village Centers shall be scaled and sized to preserve the natural character of the neighborhood.

**LNP 4.7** Revisit interim Rural area boundaries following completion of the Glen Cove/Tri-Area Special Study and establish final boundaries through an amendment to the Comprehensive Plan, consistent with LNP 1.4.

**LNP 4.8** Assist the community of Brinnon, within the limits of available resources, in a public process to investigate the feasibility of an additional location for future commercial development, through a comprehensive study to examine factors including but not limited to environmental issues, economic viability, future growth projections, and infrastructure requirements, consistent with GMA requirements.

**LNP 4.9** Evaluate the need for revised development regulations in Quilcene following a community Local Utility District election regarding a public water system, in order to address issues related to the adequacy of commercial fire flow.

GOAL:

**LNG 5.0** **Establish and maintain the location and size of the County’s Rural Crossroads to provide access to a limited range of non-residential uses.**

POLICIES:

**LNP 5.1** All rural commercial lands shall be designated based on the following minimum criteria:

- a. The commercial area existed as a built environment on July 1, 1990;
- b. The existing zoning is commercial; and
- c. The existing uses provide basic necessities and/or multiple commercial goods and services.

- LNP 5.2** Establish logical outer boundaries on an interim basis. Interim boundaries shall be based upon all of the following criteria:
- LNP 5.2.1** Consistency with the rural provisions and planning goals of the Growth Management Act.
  - LNP 5.2.2** Crossroad intersection of major and/or local roadways where a predominately pre-July 1990 contained and concentrated commercial area or use is serving the local rural population and/or the commuting/traveling public.
  - LNP 5.2.3** 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 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. Avoid creating new nonconforming uses.
- LNP 5.3** Concentrate and contain the existing area of predominantly pre-July 1990 built environment through development regulations for infill development within the boundary.
- LNP 5.4** Designate the following historic crossroads as interim Convenience Crossroads (CC) as shown on the Land Use Map: Nordland, Beaver Valley, and Wawa Point.
- LNP 5.4.1** Designation is based on the criteria in LNP 5.1 and the following additional criteria:
    - a. Consists of a single commercial property; and
    - b. Provides local rural population and commuting/traveling public with basic consumer goods and services.
  - LNP 5.4.2** Limit uses and their scale within the designated boundary of each of the Convenience Crossroads to those involving basic consumer goods and services, including: convenience grocery/general store, gas/oil, espresso, video, café/deli.
  - LNP 5.4.3** The Nordland Convenience Crossroads designation and boundary may be modified through an amendment to the Comprehensive Plan based on a

study developed under the Shoreline Management Master Program revision, consistent with LNP 14.7.

**LNP 5.5** Designate the following historic crossroads as interim Neighborhood/Visitor Crossroads (**NC**) as shown on the Land Use Map: Chimacum, Discovery Bay, Four Corners, Gardiner, and Mats Mats.

**LNP 5.5.1** Designation is based on the criteria of LNP 5.1 and the following additional criteria:

- a. Multiple commercial properties; and
- b. Includes limited specialty goods and professional services; and
- c. Serves the local rural population and the commuting/traveling public.

**LNP 5.5.2** Limit uses and their scale within the designated boundaries of each of the designated Neighborhood/Visitor Crossroads to those involving basic consumer staples with a limited range of goods and services and/or serving the commuting/traveling public such as: convenience grocery/general store, gas service station/w garage, espresso, farm and garden supply, video rental, restaurant, tavern, bar, antiques and collectibles, café, and limited specialty goods and professional services.

**LNP 5.6** Designate the following crossroads as interim General Commercial Crossroads (**GC**) as shown on the Land Use Map: Ness' Corner, Irondale Corner, and SR 19/20 Intersection.

**LNP 5.6.1** Designation is based on the criteria in LNP 5.1 and the following additional criteria:

- a. Location at a major highway intersection near high density population in the Tri-Area; and
- b. Existing commercial uses meet limited regional and multiple community levels of service.

**LNP 5.6.2** Limit uses and the scale of those uses within each of the designated General Commercial crossroads to those involving an expanded range of commercial goods and services such as: ministorage, hardware, groceries, bakery, antiques, tavern/bar, restaurant, RV repair and sales, building supply, farm and garden supply, motel, auto and vehicle repair with subordinate auto retail, appliance sales and repair, clothing and accessories, an expanded range of specialty goods and professional services, and limited public and social services.

**LNP 5.7** Ensure visual compatibility and traditional design elements for Rural Crossroads commercial infill development with the surrounding rural area through the creation and implementation of community based design and development standards. Uses within Rural Crossroads shall be scaled and sized to protect the rural character of the natural neighborhood.

- LNP 5.8** Revisit interim Rural area boundaries following the completion of the Glen Cove/Tri-Area Special Study and establish final boundaries through an amendment to the Comprehensive Plan, consistent with LNP 1.4.

## **HOME-BASED BUSINESSES AND COTTAGE INDUSTRIES**

### GOAL:

- LNG 6.0** **Foster low impact home-based businesses or cottage industries in order to provide economic and employment opportunities outside of Rural Village Centers.**

### POLICIES:

- LNP 6.1** Permit home-based businesses which are wholly accessory and secondary to the residential use of the property throughout the unincorporated portions of the County, subject to permit review procedures and the following criteria:

**LNP 6.1.1** Home-based businesses shall be located entirely within the residential structure or entirely within a permitted accessory outbuilding and shall remain clearly incidental and secondary to the primary use of the premises as a residence.

**LNP 6.1.2** Home-based businesses are permitted in order to provide opportunities to supplement a family income, start up a business, or establish a work place at home. A home occupation or home-based business shall not grow beyond the scale permitted for such activities unless it is moved to a location designated for commercial or industrial uses.

**LNP 6.1.3** Home-based businesses should be considered independent of, and unconnected to, the rights that run with the property.

**LNP 6.1.4** Home-based businesses are not considered to be legal existing non-conforming uses as described under LNG 8.0.

**LNP 6.1.5** Home-based business activity shall consist of a limited-scale service or fabrication, and be conducted indoors, except that activities related to growing and storing plants may be conducted outdoors.

**LNP 6.1.6** Home-based businesses shall involve the owner or lessee of the property who shall reside within the dwelling unit, and shall employ on the premises no more than two (2) person(s) not residing within the dwelling unit.

**LNP 6.1.7** More than one home-based business may be allowed, in or on the same premises provided that:

- a. all of the criteria under LNP 6.1 are met;

- b. no more than two (2) non-resident employee(s) shall be allowed to work on-site, regardless of the number of home-based businesses; and
- c. each home-based business shall be owned and operated by a permanent resident.

**LNP 6.1.8** There shall be no change to the outside appearance of the building or premises, or other visible evidence of the conduct of a home-based business other than one sign designed and erected in conformance with Jefferson County’s Sign Regulations.

**LNP 6.1.9** There shall be no on-site retail sales in connection with home-based businesses except items incidental to the activity taking place (e.g. hair care products can be sold in conjunction with a hair dresser). Sales are limited to mail order and phone sales with off-site delivery.

**LNP 6.1.10** Home-based businesses shall not be disruptive to the use of adjacent properties. No equipment or process shall be used in a home-based business which creates excessive noise, vibration, glare, fumes, odors, or electrical interference detectable to the normal senses off the property.

**LNP 6.1.11** The home-based businesses shall not create excessive traffic to the local road network, nor require parking facilities above and beyond that already contained on the site.

**LNP 6.1.12** Home-based businesses shall be limited in their hours of operation. No home business, except for Bed and Breakfast operations, shall be conducted before 8 a.m. or after 8 p.m., Monday through Friday, and before 9 a.m. or after 6 p.m., Saturday and Sundays.

**LNP 6.1.13** Home-based businesses in Western Jefferson County shall be regulated according to the following provisions in order to provide employment opportunities in a unique area that is isolated and distant from commercial and urban growth areas. This region is characterized by high unemployment, a distressed economy, low residential densities, and a total projected 20-year population growth of 43 persons.

**LNP 6.1.13(a)** Home-based businesses in the West End shall be exempt from restrictions on the number of non-resident employees in LNP 6.1.6 and 6.1.7(b), and to the provisions of LNP 6.1.9 and 6.1.12.

**LNP 6.1.13(b)** Home-based businesses in the West End shall be exempt from requirements in LNP 6.1.2 to move to a location designated for commercial or industrial uses. Instead they may be permitted conditionally at a non-residential location under provisions of RCW 36.70A.070(5)(d)iii.

**LNP 6.1.13(c)** Exemptions allowed under this section shall be regulated subject to LNP 6.1.10. Any hearings associated with regulation under LNP 6.1.10 or conditional permitting under LNP 6.1.13(b) shall be held in Western Jefferson County close to the residents who may be affected.

**LNP 6.2** Permit cottage industries conducted as an accessory use within a single family dwelling or building accessory to a dwelling and which are wholly incidental and subordinate to the residential use of the property throughout the unincorporated portions of the County, subject to conditional use permit review procedures and the following criteria:

**LNP 6.2.1** Cottage industry shall be defined as limited small-scale commercial or industrial activities including fabrication or production of goods, if the approval authority finds that such activities can be conducted without substantial adverse impact on the residential environment in the vicinity.

**LNP 6.2.2** The scale of the proposals to be considered through this mechanism is typically greater than could be accommodated through a home occupation permit, but shall be considerably less than would require an outright rezone to industrial or commercial districts. A cottage industry may include occupations such as dressmaking, upholstering, weaving, baking, ceramic-making, painting, sculpting, the repair of personal items, computer software development, carpentry, metal working, and blacksmithing.

**LNP 6.2.3** The following occupations are prohibited as cottage industries: auto, truck, or heavy equipment repair shop, autobody work or paint shop and large-scale furniture stripping.

**LNP 6.2.4** Cottage industries are permitted in order to provide opportunities to supplement a family income, start up a business, or establish a work place at home. A cottage industry shall not grow beyond the scale permitted for such activities unless it is moved to a location designated for commercial or industrial uses.

**LNP 6.2.5** Cottage industries should be considered independent of, and unconnected to, the rights that run with the property.

**LNP 6.2.6** Cottage industries are not considered to be legal existing non-conforming uses as described under LNG 8.0.

**LNP 6.2.7** Cottage industry activities shall consist of a limited-scale service or fabrication, and be conducted indoors, except that activities related to growing and storing plants may be conducted outdoors. Sales shall be limited to mail order and phone sales with off-site delivery.

- LNP 6.2.8** A cottage industry use shall involve the owner or lessee of the property who shall reside within the dwelling unit, and shall not employ on the premises more than four (4) non-residents.
- LNP 6.2.9** Not more than one cottage industry shall be allowed, in or on the same premises. A minimum parcel size of one acre is required for cottage industry.
- LNP 6.2.10** There shall be no change to the outside appearance of the buildings or premises, or other visible evidence of the conduct of such cottage industry other than one sign designed and erected in conformance with Jefferson County's Sign Regulations.
- LNP 6.2.11** A cottage industry sales shall be limited to items produced on-site but not items collected, traded and sold, such as coins, stamps and antiques.
- LNP 6.2.12** A cottage industry shall not be disruptive to the use of adjacent properties. No equipment or process shall be used in such home occupations which creates excessive noise, vibration, glare, fumes, odors, or electrical interference detectable to the normal senses off the property.
- LNP 6.2.13** The cottage industry shall not create excessive traffic to the local road network, nor require parking facilities above and beyond that already contained on the site.
- LNP 6.2.14** Cottage industries shall be limited in their hours of operation. No business shall be conducted before 8 a.m. or after 8 p.m. Monday through Friday and before 9 a.m. or after 6 p.m. Saturday and Sundays.
- LNP 6.2.15** The following activities shall be limited in rural residential zones and shall be incidental to the primary nature of the cottage industry: parking/storage of heavy equipment; storage of materials for use on other properties.
- LNP 6.2.16** Cottage industries in Western Jefferson County shall be regulated according to the following provisions in order to provide employment opportunities in a unique area that is isolated and distant from commercial and urban growth areas. This region is characterized by high unemployment, a distressed economy, low residential densities, and a total projected 20-year population growth of 43 persons.
- LNP 6.2.16(a)** Cottage industries in the West End shall be exempt from restrictions on the number of non-resident employees in LNP 6.2.8, and to the provisions of LNP 6.2.3, LNP 6.2.7, LNP 6.2.14, and LNP 6.2.15.
- LNP 6.2.16(b)** Cottage industries in the West End shall be exempt from requirements in LNP 6.2.4 to move to a location

designated for commercial or industrial uses. Instead they may be permitted conditionally at a non-residential location under provisions of RCW 36.70A.070(5)(d)iii.

**LNP 6.2.16(c)** Exemptions allowed under this section shall be regulated subject to LNP 6.2.12. Any hearings associated with regulation under LNP 6.2.12 or conditional permit review procedures shall be held in Western Jefferson County close to the residents who may be affected.

## **SMALL-SCALE RECREATIONAL AND TOURIST RELATED USES**

### GOAL:

**LNG 7.0** Foster economic development in rural areas which is small-scale recreational or tourist-related and that relies on a rural location and setting.

### POLICIES:

**LNP 7.1** Small-scale recreational or tourist uses that do not include new residential development shall be provided for by the conditional use permitting process, subject to all of the following criteria:

**LNP 7.1.1** Small-scale recreational or tourist uses shall demonstrate under the permit review process that the proposed wholly new location or use or expansion of existing location or use is reliant upon a particular rural location and setting.

**LNP 7.1.2** Small-scale recreational or tourist uses shall be defined as those uses reliant upon the rural setting, incorporating the scenic and natural features of the land. These uses may include uses similar to campgrounds, U-fish ponds, hot springs, trails, boat launches and docks, outdoor/recreational equipment rental, private parks, recreational, cultural or religious retreats (non-residential), mini-golf, historic sites, gardens open to the public, animal viewing farms or wild game farms, horse arenas and stables, shooting ranges, music festivals/festival sites, and marinas. Under no circumstances should this policy be interpreted to permit new residential development or a Master Planned Resort pursuant to RCW 36.70A.360.

**LNP 7.1.3** The primary use of the site shall be for the small-scale recreational or tourist use. Commercial facilities, as provided for within an approved conditional use permit for small-scale recreational or tourist uses, shall serve only those recreational and tourist uses and shall be clearly accessory to and dependent upon the primary recreational or tourist uses.

**LNP 7.1.4** Small-scale recreational or tourist uses shall not include new residential development, except that necessary for on-site management.

- LNP 7.1.5** Public services and public facilities shall be limited to those necessary to serve the recreational or tourist use and shall be provided in a manner that does not permit low-density sprawl.
- LNP 7.1.6** The following measure to minimize and contain the site shall be incorporated into the site plan of the wholly new or expanding recreational or tourist use:
- 7.1.6(a)** A single site plan shall designate the location of all uses, and shall be processed as a conditional use permit.
  - 7.1.6(b)** The location of small-scale recreational or tourist uses shall be based upon the scenic and/or natural features of the land that support the need for a rural location and setting.
  - 7.1.6(c)** Standards shall include compatibility of the small-scale recreational or tourist uses with the rural character of adjacent lands including forestry, agriculture and rural residential uses. The rural character of the area shall be protected by landscape buffers and physical setbacks away from major transportation corridors, and otherwise ensuring visual compatibility with the surrounding rural area.
  - 7.1.6(d)** Conversion of undeveloped land into sprawling, commercial development in the rural area shall be prohibited.
  - 7.1.6(e)** Site design for small-scale recreational or tourist uses shall ensure the protection of critical areas, as provided in RCW 36.70A.060, and surface water and ground water resources.
  - 7.1.6(f)** Site design for small-scale recreational or tourist uses shall ensure protection from conflicts with the use of agriculture, forest, and mineral resource lands of long-term commercial significance designated under RCW 36.70A.170.
- LNP 7.1.7** Upon application for intensification/expansion of existing small-scale recreational or tourist areas and uses, the ultimate size and configuration of the site should be established and maintained by logical outer boundaries. Existing areas and uses are those that are clearly identifiable and contained, and where there is a logical boundary delineated predominately by the built environment as of July 1990, but may also include undeveloped lands if the overall goals of the Rural Element are maintained, by:

- a. preserving the character of the existing natural neighborhood;
- b. physical boundaries such as bodies of water, roadways, and land forms and contours are used to assist in delineation of the site;
- c. abnormally irregular site boundaries are prevented;
- d. public facilities and services are provided in a manner that does not permit low-density sprawl; and
- e. protecting critical areas and surface and groundwater resources.

**LNP 7.1.8** Within Jefferson County’s isolated West End, allow small-scale recreation and tourist uses to provide basic goods and services to meet the needs of a local population living at a distance from commercial areas. This limited expansion of uses is also intended to allow for the creation of local jobs in an area of high unemployment and distressed economic conditions.

## LEGAL EXISTING USES

### GOAL:

**LNG 8.0** **Support the continued existence and economic viability of legally established land uses which become nonconforming as a result of Comprehensive Plan adoption.**

### POLICIES:

**LNP 8.1** Existing commercial and industrial uses that become nonconforming will be allowed to continue and to expand within limits as defined in LNP 8.5. Legal existing uses may be sold without jeopardizing the continuation of the use or activity.

**LNP 8.2** Existing commercial and industrial uses in areas designated as Rural Residential will have the right to continue and not be subject to nuisance claims if operating in compliance with all County regulations.

**LNP 8.3** Existing commercial and industrial uses should be allowed to expand or be replaced in Rural Residential areas provided that:

- a. they do not require additional urban levels of government service;
- b. they do not impose uncompensated additional costs to the taxpayers of Jefferson County for the provision of infrastructure, its replacement or improvement;
- c. they do not conflict with natural resource-based uses;
- d. they are compatible with surrounding rural uses, and
- e. the expansion results in no further adverse environmental or neighborhood impacts, unless mitigated.

**LNP 8.4** Businesses that do not meet the above criteria shall not be expanded or rebuilt if destroyed.

**LNP 8.5** Expansion of structures housing legal existing uses or replacement of structures occupied by legal existing nonconforming uses shall be subject to the following criteria:

**LNP 8.5.1** Where a legal existing nonconforming use of a structure exists, that structure can be replaced provided the original footprint is not relocated or altered except as provided for below.

**8.5.1(a)** The original footprint does not meet current regulations regarding building setbacks and buffers.

**8.5.1(b)** Moving the building footprint positions the new building in a more appropriate location on the site to facilitate pedestrian and vehicular movement and safety.

**8.5.1(c)** The movement of the building footprint on the site is necessary to ensure protection of environmentally sensitive areas located on or near the site.

**8.5.1(d)** The original building is being rebuilt or enlarged under the provision of LNP 8.5.2.

**LNP 8.5.2** A structure housing a legal existing nonconforming use may be enlarged and/or expanded if it meets all applicable bulk, dimensional and lot coverage requirements for the zoning district in which the use is located.

**8.5.2(a)** Expansion of structures housing legal existing nonconforming uses up to 10% of the existing building size or 200 square feet, whichever is greater, shall be subject to an administrative approval process. More substantial expansions, up to a building cap of 3,999 square feet, shall be subject to a public hearing process to ensure notification of adjacent property owners.

**8.5.2(b)** The following policies apply to uses within the Glen Cove Interim L/C Zone and the Glen Cove Potential Final Urban Growth Area:

- Within the Glen Cove Interim L/C Zone a building size cap of 20,000 square feet shall be implemented in development regulations.
- Outside of the Glen Cove Interim L/C Zone, but within the Glen Cove Potential Final Urban Growth Area a structure housing an existing business shall be allowed to expand up to a building cap of 20,000 square feet (subject to meeting the bulk and dimensional requirement of 45% maximum lot coverage).
- Any proposed expansion outside of the Glen Cove Interim L/C Zone, but within the Glen Cove Potential Final Urban Growth Area shall only be approved if the expansion is to accommodate the structure

housing the existing business on site. Expansion in this area for speculative purposes or to accommodate a new business shall be prohibited.

**8.5.2(c)** Structures housing legal existing nonconforming uses shall only be expanded and/or enlarged once, regardless of whether or not the expansion and/or enlargement was expanded and/or enlarged to reach the building cap size identified for the particular zoning district.

**LNP 8.6** A legal existing nonconforming use may change to a conforming use allowed within the zone classification in which the use is located.

**LNP 8.7** A legal existing nonconforming use may change to a different non-conforming use of equal or lesser intensity.

**LNP 8.8** All proposals to change the use of a legal existing nonconforming use to a different non-conforming use shall be processed in accordance with a public hearing process to ensure notification of adjacent property owners.

**LNP 8.9** A legal existing nonconforming structure damaged or destroyed by fire, earthquake, explosion, wind, flood, or other calamity may be completely restored or reconstructed if all the following criteria are met:

**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).**

### 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** Depending on the results of the Glen Cove/Tri-Area Special Study, consider designating new Urban Growth Areas if feasible.

## **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 10.4** Ensure that where the County assumes maintenance responsibilities for infrastructure, the infrastructure is adequately designed to meet the area growth projections and to fulfill the functions the infrastructure is intended to perform.

- LNP 10.5** Require the provision prior to or concurrent with development of an appropriate level of facilities and services. These services shall include, but are not limited to, potable water supply, commercial fire flow, adequate sewage disposal, and roads, including sidewalks and pathways if safety is an issue.
- LNP 10.6** Ensure that rural areas are served by a rural level of public services sufficient to meet the health and safety needs of community residents. Avoid installation of public infrastructure with reserve capacity in excess of that needed to maintain the identified level of public services for projected growth, in order to discourage additional, unanticipated growth.
- LNP 10.7** Allow community water facilities and community sewage facilities in rural commercial zones in order to support projected growth, or where necessary to protect public health and safety.

## INDUSTRIAL LAND USES

### GOAL:

- LNG 11.0** **Coordinate efforts with the City of Port Townsend to establish a process for authorizing the siting of major industrial developments outside designated Urban Growth Areas that is consistent with RCW 36.70A.365.**

### POLICIES:

- LNP 11.1** Major industrial development shall be located within Urban Growth Areas and may be provided for by the conditional use permitting process and allowed in rural areas consistent with all the criteria in RCW 36.70A.365.
- LNP 11.2** Any proposed major industrial development located outside of a designated UGA and which shall meet all the criteria set forth in RCW 36.70A.365 cannot be developed as a commercial shopping development or as multi-tenant office parks.
- LNP 11.3** Recognize and contain the following pre-July, 1990 areas and uses of more intense industrial development within boundaries that may allow for limited areas of infill development:
- LNP 11.3.1** Designate the Port Townsend Paper Mill property as an interim Heavy Industrial Zone as shown on the Land Use Map, consistent with LNP 1.4.
  - LNP 11.3.2** Designate the Glen Cove area as Light Industrial/Commercial as shown on the Land Use Map, as an interim designation and boundary that shall be revisited upon completion of the Tri-Area/Glen Cove Study through an amendment to the Comprehensive Plan, consistent with LNP 1.4.
  - LNP 11.3.3** Designate the Quilcene industrial area as Light Industrial as shown on the Land Use Map.

GOAL:

**LNG 12.0**     **Locate new natural resource-based industries in rural lands and near the resource upon which they are dependent, in accordance with RCW 36.70A.365.**

POLICIES:

**LNP 12.1**     Encourage the establishment of sustainable natural resource-based industrial uses in rural areas to provide employment opportunities.

**LNP 12.2**     Natural resource-based industries shall be located near the agricultural, forest, mineral, or aquaculture resource lands upon which they are dependent.

**LNP 12.3**     Recognize and designate existing pre-1990 forest resource-based industrial uses and activities at Center, Gardiner, and the West-End as Resource-Based Industrial Zones (RBIZ).

**LNP 12.4**     Existing forest resource based industrial uses and activities shall be recognized as areas of more intensive rural development under RCW 36.70A.070(5)(d)(i). These Resource-Based Industrial Zones should be allowed to accommodate conversions and/or an intensification of these uses and activities under regulations to be developed in a public process under the provisions contained in RCW 36.70A.070(5)(d)(iii).

**LNP 12.4.1**     While not all-inclusive, the following criteria shall be used when considering approval of criteria for a proposed change of use of activities at these sites. These criteria are:

- the proposed new use or activity will adapt or utilize the existing facility and/or equipment;
- the proposed new use or activity will utilize some form of the original natural resource as an input of production; and,
- the proposed new use or activity will add value to the original resource-based product or by-product.

**LNP 12.4.2**     New uses or activities proposed for existing RBIZs shall be limited in size and scale and shall not require the extension of urban services and/or infrastructure.

**NATURAL RESOURCE LANDS**

GOAL:

**LNG 13.0**     **Conserve and manage the forest, agriculture, aquaculture, and mineral resources of Jefferson County for sustainable natural resource-based economic activities that are compatible with surrounding land uses.**

POLICIES:

- LNP 13.1** Conserve natural resource lands through land use designations and encourage resource-based industries that provide rural employment opportunities.
- LNP 13.2** Support cooperative resource and habitat management processes between stakeholders and local, state, federal and tribal governments by integrating cooperative agreements and plans into land use ordinances and regulations.
- LNP 13.3** Work with resource-based industries to achieve compliance with all applicable regulations to protect environmental values and to protect surrounding land uses.
- LNP 13.4** Ensure that land use activities adjacent to resource lands are sited and designed to minimize conflicts with resource management activities.

**ENVIRONMENT**GOAL:

- LNG 14.0** **Preserve the functions and values of critical environmental areas and protect development from the risks of environmental hazards.**

POLICIES:

- LNP 14.1** Ensure that land use decisions are based on land use ordinances which are in compliance with the Critical Areas Ordinance and all applicable state and federal environmental laws.
- LNP 14.2** Locate and design residential, commercial, and industrial development to minimize risk from flooding, earth movement, shoreline erosion, and other natural hazards.
- LNP 14.3** Support cooperative ecosystem and habitat management processes between stakeholders and local, state, federal and tribal governments by incorporating cooperative agreements into land use ordinances and regulations.
- LNP 14.4** Ensure that land use decisions along Jefferson County shorelines protect the shoreline environment, facilitate public access, recognize the needs of water-oriented activities and cooperate with regional plans for protection and management of shorelines. In areas of the County under the jurisdiction of the Shoreline Management Act (Chapter 90.58 RCW), activities which are water-oriented will be preferred over those activities which are not, all other factors being equal, consistent with the Shoreline Management Act and the land use designations, goals, and policies of this Comprehensive Plan.
- LNP 14.5** Investigate through a public process, within the limits of available resources, the feasibility of limited water-oriented economic activities, including small-scale marine trades activities, in Port Hadlock and Quilcene, through a comprehensive study to examine

factors including but not limited to environmental issues, economic viability, and infrastructure needs, consistent with GMA and Shoreline Management Act requirements.

**LNP 14.6** Develop land use ordinances based on comprehensive watershed and salmon recovery plans for the conservation, protection, and management of surface and ground waters, in order to maintain water quality and quantity, and to restore and protect fish habitat.

**LNP 14.7** Investigate through a public process, within the limits of available resources, the feasibility of additional commercial and water-oriented economic activities at Nordland, through a comprehensive study to examine factors including but not limited to environmental issues, economic viability, and infrastructure needs, consistent with GMA and Shoreline Management Act requirements.

## **HOUSING**

### GOAL:

**LNG 15.0** **Support opportunities to provide a variety of affordable housing types for County residents.**

### POLICIES:

**LNP 15.1** Encourage duplexes, triplexes and assisted living facilities limited in size and scale to be permitted in Rural Village Centers within the capacity of local infrastructure and site constraints.

**LNP 15.2** Allow special needs and assisted living housing to be permitted conditionally in rural residential areas.

## **ESSENTIAL PUBLIC FACILITIES**

### GOAL:

**LNG 16.0** **Identify and designate lands for both public purposes and essential public facilities.**

### POLICIES:

**LNP 16.1** Assess for designation public purpose lands, such as publicly owned vacant land, utility corridors, antenna sites, transportation corridors, sewage treatment facilities, storm water management facilities, recreation facilities, and schools, to provide a range of services to the public and serve as sites for some public facilities.

**LNP 16.2** Site essential public facilities, such as airports, large-scale transportation facilities, state educational facilities, correctional facilities, solid waste treatment facilities, substance abuse facilities, mental health facilities and group homes, so as to avoid potential adverse impacts to surrounding land uses and critical areas.

- 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:

- LNP 18.0** **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 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.

**LNP 22.4** Encourage innovative, low impact rural residential planning by developing regulations which incorporate the following criteria:

- a. retention of high-value open space area;
- b. proximity to public transit and pedestrian pathways;
- c. maintenance of topographical features, and buffer setbacks;
- d. consideration of cumulative impacts associated with adjacent development; and
- e. demonstration of innovative design technique advantages compared to a conventional subdivision approach.

**LNP 22.5** Prohibit outside of Urban Growth Areas new rural commercial development that is incompatible with rural character or inconsistent with rural commercial level of service standards.

GOAL:

**LNG 23.0** **Encourage residential land use and development intensities through techniques such as clustered housing that protect the character of rural areas, avoid interference with resource land uses, and minimize impacts upon environmentally sensitive areas.**

POLICIES:

**LNP 23.1** Rural residential cluster subdivisions shall be encouraged, consistent with development regulations, throughout the rural areas. The open space tracts in these subdivision shall be permanently preserved.

**LNP 23.2** Support creative residential design and maintenance techniques including:

- a. common ownership and shared maintenance responsibilities of open space by residential property owners.
- b. dedication of open space tracts or easement to public entities or non-profit associations.

**LNP 23.3** Consider residential density bonuses and transfer of development rights in rural areas where such techniques can be demonstrated to sustain public goals such as the provision of wildlife corridors and public open spaces, the preservation of rural character, the enhancement and protection of water supplies, and the protection of designated resource lands.

- LNP 23.4** Consider integrating open space planning with innovative programs such as the purchase or transfer of development rights, cluster development, open space tax assessment, and acquisition of easements.
- LNP 23.5** Develop guidelines to identify appropriate locations for clustering such as shorelines, scenic resources, agricultural lands.
- LNP 23.6** Development regulations for residential clusters shall include:
- An upper limit to regulate the total number of residential dwelling units to be permitted in a single cluster development.
  - A minimum and maximum land size available to accommodate a cluster housing development.
  - A limit on the number of separate clusters located in close proximity to one another.
- LNP 23.7** Consider limiting the number of separate cluster housing projects in any particular geographic area of the County to preserve the rural character of the landscape.

GOAL:

- LNG 24.0** **Foster sustainable natural resource-based industry in rural areas through the conservation of forest lands, agricultural lands, mineral lands, and aquaculture lands in order to provide economic and employment opportunities that are consistent with rural character.**

POLICIES:

- LNP 24.1** The County has identified resource lands as an integral part of rural character. Resource-based uses that are compatible with the conservation and sustainable use of the County's resources shall be permitted.
- LNP 24.2** Natural resource-based industry shall not interfere with the designated uses of surrounding lands.

**MASTER PLANNED RESORT**GOAL:

- LNG 25.0** **Maintain the viability of Port Ludlow as Jefferson County's only Master Planned Resort (MPR).**

POLICIES:

- LNP 25.1** Ensure that development in Port Ludlow complies with County development regulations established for critical areas and that on-site and off-site infrastructure impacts are fully considered and mitigated.
- LNP 25.2** The provision of urban-style services to support the anticipated growth and development at Port Ludlow shall occur only within the designated MPR boundary.
- LNP 25.3** No new urban or suburban land uses will be established in the vicinity of the Port Ludlow Master Planned Resort.
- LNP 25.4** The total number of residential lots allowable within the MPR boundary shall not exceed the 1993 Port Ludlow FEIS total of 2,250 residential dwelling units.
- LNP 25.5** Port Ludlow shall accommodate a variety of housing types, including affordable housing, single family and multi-family housing and assisted living care facilities.
- LNP 25.6** Support efforts to preserve and protect Port Ludlow's greenbelts, open spaces and wildlife corridors.
- LNP 25.6.1** Support the establishment of a Ludlow Creek Nature Preserve.
- LNP 25.7** No preliminary plats will be processed by Jefferson County for the 200-acre area south of the Port Ludlow Golf Course within the MPR boundary (as depicted on the official Jefferson County Land Use Map) until such time as a conceptual site plan has been approved by the County.
- LNP 25.8** The Port Ludlow Master Planned Resort commercial area shall be designated as the Port Ludlow Village Commercial Center.

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## STRATEGIES

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### A. LAND USE AND REGULATION STRATEGY

Jefferson County's strategy for land use regulation will be implemented through amendment of the Zoning Code, development regulations, and permitting ordinances and procedures in public processes to achieve compliance with the goals and policies of the Comprehensive Plan.

#### Action Items

1. Land use and development regulations which implement land use goals and policies of this plan shall be prepared, reviewed by the community, and implemented. Existing development regulations shall be reviewed for applicability and revised where appropriate.  
(Corresponding Goals: 1.0, 2.0, 8.0, 9.0, 10.0, 12.0, 13.0, 14.0, 15.0, 17.0, 21.0, 20.0, 23.0)
2. A set of zoning designations which provides a range of rural development densities, and identifies allowed uses for each zone shall be established to reflect the Comprehensive Plan Land Use Map.  
(Corresponding Goals: 1.0, 2.0, 3.0, 4.0, 5.0, 9.0, 11.0, 12.0, 13.0, 23.0)
3. In order to insure consistency with the identified rural commercial level of service, a use table which specifies permitted and conditional commercial uses for Rural Village Centers and Rural Crossroads designations shall be developed and included in the Zoning Code.  
(Corresponding Goals: 1.0, 2.0, 4.0, 5.0, 18.0)
4. Work with Joint Growth Management Steering Committee to amend and update the Countywide Planning Policies to incorporate amendments to the Growth Management Act, including RCW 36.70A.365, enacted in 1995 as ESB 5019 and 1997 amendments under ESB 6094.  
(Corresponding Goals: 1.0, 11.0)
5. Review and revise (as necessary) existing regulations for home based businesses and cottage industries. The revised regulations shall provide guidance on the type, intensity, size, and location of these uses. Specific focus shall be given to identifying criteria which ensures that a proposed home-based use is subordinate to the primary residential use. Consider requiring home occupations/businesses and cottage industries to renew applicable permits annually.  
(Corresponding Goals: 1.0, 2.0, 6.0)
6. Incorporate standards in land use regulations to provide guidance to new or expanding small-scale recreational and tourist related uses. (Corresponding Goals: 1.0, 2.0, 7.0)

### B. RURAL CHARACTER PRESERVATION STRATEGY

Jefferson County's strategy for rural lands is to develop ordinances that include provisions to protect rural character and community identity through design guidelines that will complement land use regulations preventing low-density sprawl.

**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 a Master Planned Resort while containing "urban" type development within the boundaries of the Resort.

**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 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 pursuant to RCW 36.70B.170. (Corresponding Goal: 25.0)