

URBAN GROWTH AREA ELEMENT

PURPOSE: The purpose of the Urban Growth Area Element is to identify specific uses, densities and development regulations consistent with the UGA-designation requirements of the Growth Management Act at RCW 36.70A.110.

INTRODUCTION

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

- City of Port Townsend Municipal UGA; and
- Irondale & Port Hadlock Unincorporated UGA.

The City of Port Townsend is subject to its own Comprehensive Plan and development regulations affecting urban growth and the provision of public facilities and services in the City. The Irondale & Port Hadlock UGA is an unincorporated UGA, located approximately 5 miles south of the City of Port Townsend, adjacent to Port Townsend Bay. This unincorporated UGA is subject to the Jefferson County Comprehensive Plan (CP) and implementing regulations.

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

The Urban Growth Area is an area where urban public facilities and services are available, or are planned. Provision of urban public facilities and services may be available through a number of service providers, such as Jefferson County, Public Utility District #1, or some other entity such as a sewer and water district. Discussion regarding specific planning for public facilities and services in the Irondale & Port Hadlock UGA is contained both in this chapter as well as other appropriate chapters of the Comprehensive Plan (CP), including the Capital Facilities Element, as well as supporting appendices of the CP and the *Tri Area/Glen Cove Special Study*.

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

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

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

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

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

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

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

- its proportionate share towards provision of urban facilities identified in the capital facilities plan. (CWPP 2.3)
- Local public involvement and citizen advice into the formation and development of UGA land uses and supporting urban public facilities and services are also an important component of planning and implementation for UGAs. (CWPP 2.2)

IRONDALE & PORT HADLOCK UGA PHASED IMPLEMENTATION

In 2002, Irondale & Port Hadlock lacked the full range of urban services needed for immediate UGA implementation indicated in CWPP 2.1, above. Therefore, the CP had to plan for the provision of those services as required by RCW 36.70A.110(3). The Irondale & Port Hadlock UGA was implemented in several phases. The initial phase involved amendments to the Jefferson County CP in 2002 to adopt the final UGA boundary, land use map and interim levels of service for urban facilities as well as goals and policies guiding the development of the UGA. This included identification of additional plans and capital facilities (including costs and funding sources) needed to implement the full range of urban services and facilities within the UGA. The next phase involved preparation and adoption of UGA development regulations—Appendix D in the Unified Development Code (UDC)—including new urban land use districts, permitted use tables, bulk and dimensional requirements and new development standards for the UGA. This phase also included completion of the capital facility plans needed to implement the full range of urban services required in CWPP 2.1, including the adoption of urban level of service standards for UGA transportation improvements, storm water management facilities, and a new sanitary sewer system. These capital facility plans are adopted herein by reference and are included as appendices to the CP. The UGA functional capital facility plans adopted herein include:

- Irondale & Port Hadlock UGA General Sewer Plan, May, 2004 (See Appendix)
- Irondale & Port Hadlock UGA Stormwater Management Plan, May, 2004 (See Appendix)
- Irondale & Port Hadlock UGA Transportation Plan, May, 2004 (See Appendix)

Consistent with CWPP 1.5, the adopted Irondale & Port Hadlock UGA General Sewer Plan identifies development “tiers” within the UGA based on where the six (6) year capital facilities plan is prepared to provide urban sanitary sewer service “concurrent” with development. These areas are identified in the UGA General Sewer Plan as: 1) sanitary sewer services areas; 2) optional sanitary sewer service areas; and 3) unsewered areas. More complete discussion and analysis of these areas are found in the “Capital Facilities” section of this element and in the adopted UGA General Sewer Plan.

Public involvement was a key component of all phases of UGA planning. The County appointed a UGA Citizen Advisory Committee during the initial Irondale & Port Hadlock UGA boundary and land use planning phase in 2001. The CAC was comprised of local UGA residents and business owners and participated in developing the initial recommendations for the Irondale & Port Hadlock UGA boundary and land use designations adopted in 2002. A UGA Citizens Task Force was appointed in 2004, again comprised of local business owners and residents, to help the Planning Commission UGA Subcommittee develop specific implementing regulations and capital facility development standards for the UGA.

URBAN GROWTH AREA DESIGNATION CRITERIA

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

An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area

includes a city, or is adjacent to territory already characterized by urban growth. (RCW 36.70A.110(1))

The vast majority of the Irondale & Port Hadlock UGA is “*already characterized by urban growth*” as stated in CWPP 1.4. In addition, the boundary for the UGA was delineated based on the criteria in CWPP 1.3 with guidance from the *Tri-Area Community Plan (1995)* and public input from local residents, as required by CWPP 1.3, 1.4 and 2.2. Only limited areas “*adjacent to territory already characterized by urban growth*” are included in the UGA to: 1) interconnect areas characterized by existing urban growth; 2) incorporate sufficient developable land to sustain the urban growth projected to occur during the 20-year planning period; or 3) provide for a reasonable land market supply factor to discourage adverse land and housing price increases. The Irondale & Port Hadlock UGA is significantly smaller and more compact than the “Tri-Area UGA” originally proposed in the *Special Study*.

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

Adequate land area for the expected growth during the planning period has been designated based on both the projected 20-year residential population growth for Irondale & Port Hadlock identified in the CP as well as the need for commercial/industrial lands identified as a part of the *Special Study*. The CP population growth projections indicate a 20-year projected growth of 2,353 residents for the UGA. The CP also indicates a large number of existing platted residential lots in the area. Although many of these lots are not presently buildable due to their small size, their location outside of the initial planned sewer service area, and soil constraints for on-site septic systems, making them less likely to be available for development over the course of the planning period. The UGA buildout capacity analysis is presented later in this element. The boundary (i.e., sizing) of the UGA included only those areas “*characterized by urban growth...or...adjacent to territory already characterized by urban growth*” necessary to accommodate the urban growth projected to occur consistent with the Act. The Irondale & Port Hadlock UGA includes areas designated for multi-family high density development that are “*adjacent to territory already characterized by urban growth*” as one means to increase the feasibility for providing sanitary sewer service within the core UGA.

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

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

Urban density residential development averages well in excess of 4 dwelling units per acre in the overall UGA as documented in the *Irondale & Port Hadlock UGA Buildout Analysis, dated March 4, 2004*, adopted herein by reference as an appendix to the CP. The Urban Low Density Residential (ULDR) designation on the Irondale & Port Hadlock UGA Future Land Use Map will require a minimum density of 4 dwellings units per acre, except where the following criteria are met: 1) in areas where no sanitary sewer service is provided for in the adopted Six-Year Capital Facilities Plan; and 2) in such areas within an adopted Critical Aquifer Recharge Area (CARA). The provisions of the Jefferson County Health Department On-Site Sewage Disposal Systems regulations (JCC 8.15) and Unified Development Code (UDC) Section 6.18 (Best Management Practices for On-Site Sewage Disposal in CARAs) shall apply under these circumstances which effectively limit maximum density to approximately 3.5 units

per acre. The so-called “bright line” rule adopted by the Growth Management Hearings Boards suggests that four units per acre is a *minimum* urban density. However, the Boards have also recognized that jurisdictions may apply densities below that line in UGAs if there is a compelling GMA reason for doing so. Protection of critical areas, including CARAs, has been recognized by the Hearings Boards as such a reason. In the UGA, the CARA serves to protect the same groundwater aquifer that supplies the public water supply for the UGA—the Public Utility District’s Sparling Well located within the UGA at the corner of Kennedy Road and Rhody Drive (SR 19). The Future Land Use Map indicates several additional areas designated for moderate and high density residential development within mandatory sewer service areas that are in close proximity to existing commercial centers and community facilities such as the Chimacum Creek Elementary School and the County Library. Open space and greenbelt areas have also been identified for the UGA, especially along the Chimacum Creek corridor, in associated wetland areas and along the Port Townsend Bay marine shoreline at the mouth of Chimacum Creek where substantial shoreline restoration is planned along the site of a former log dump.

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

Single-family and multi-family residential, urban commercial, light industrial, lands for public purposes, and open space and greenbelt land needs are incorporated in the Irondale & Port Hadlock Urban Growth Area. Sizing of the UGA was intended to include only those areas “*characterized by urban growth...or...adjacent to territory already characterized by urban growth*” consistent with the Act. A reasonable land market supply factor was applied to discourage adverse increases to land and housing values in the UGA. Reduction factors to account for lands needed for roads and utilities and preservation of environmentally sensitive areas were also applied based on the specific findings recommended in the *Special Study*. Documentation of supporting population and land area analysis are found in the *Special Study* and in the *Irondale & Port Hadlock UGA Buildout Analysis, dated March 4, 2004*, adopted herein by reference as an appendix to the CP.

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

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

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

Urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in

areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. 36.70A.110(3)

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

The Irondale & Port Hadlock UGA is presently served by a range of public services, including a potable water system, piped fire flow, public transit, and public safety (fire, EMS and sheriff). Outside of the City of Port Townsend, the Irondale & Port Hadlock UGA and Glen Cove are the only areas of the county with that same complement of existing public services. The Glen Cove light industrial area has been designated a “limited area of more intensive rural development” under RCW 36.70A.070(5)(d) and is not subject to an urban growth area designation under the CP. A community sanitary sewer system and adopted urban storm water and transportation level of service standards were the only “urban” public facilities lacking in Irondale & Port Hadlock that precluded UGA compliance prior to the adoption of this chapter. Adoption of appropriate standards and plans for the provision of adequate public services and facilities to serve the UGA are discussed in the Capital Facilities section of this chapter and, as appropriate, in other sections of the Utilities, Capital Facilities, and Transportation Elements of the CP.

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

The CP and the CWPPs (#2.4) specify that urban public facilities and services are to be provided only within designated UGAs unless required to remedy a threat to public health or welfare or to protect an environmentally sensitive area. The Act does not prohibit unincorporated UGAs—it only suggests a greater level of scrutiny to ensure adequate capital facility planning and provision of urban governmental services. The feasibility of providing the full range of urban services to Irondale & Port Hadlock rests largely upon the levels of service adopted for those facilities and services. Since most urban services are already provided to local residents (i.e., water, public safety), it is the establishment of a community sanitary sewer system that will likely have the greatest fiscal impact. The implementation, phasing, and fiscal requirements of such a sewer system are identified in the adopted UGA General Sewer Plan.

EXISTING CONDITIONS

Land Use

The UGA encompasses approximately 1,320 acres. Based on the year 2000 census, the resident population is 2,553 persons. The existing land use pattern is characterized by commercial development concentrated along

the major highway corridors (Rhody Drive, Ness' Corner Road, and Chimacum Road) and existing developed single-family neighborhoods in Irondale and Port Hadlock in the northern part of the UGA. There are scattered multi-family apartment complexes mostly located at the fringe of the Port Hadlock commercial core area.

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

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

Environmentally Sensitive Areas

The most distinguishing physical feature of the area is Chimacum Creek and its associated riparian wetland system. Chimacum Creek includes habitat for summer chum salmon—a listed species under the Endangered Species Act (ESA)—and also contains steelhead, coho salmon and cutthroat trout. It runs from south to north through the area and determines the northern boundary of the UGA where it empties into Port Townsend Bay. It is contained within a narrow valley and is designated a Class 1 stream—subject to a 150 foot development setback along both sides of the creek—according to the Jefferson County Unified Development Code (UDC). The creek's riparian corridor and associated setback function as a greenbelt within the UGA consistent with the requirements of RCW 36.70A.110(2). In addition to the wetlands along Chimacum Creek, there are also estuarine and intertidal wetlands along the Port Townsend Bay marine shoreline well as some isolated upland wetlands. Protection of these areas is regulated under UDC Sections 3.6.8 (Fish and Wildlife Habitat Areas) and 3.6.9 (Wetlands).

Portions of the UGA are vulnerable to groundwater pollution and are designated as a Critical Aquifer Recharge Area (CARA) due to their hydrogeologic soil characteristics and the presence of public water supply wellheads. The Jefferson County Public Utility District owns the water system that serves the UGA. The water system relies on groundwater wells. There is a designated wellhead protection area around the PUD's Sparling Well and the Kivley Well. Figure 2-3 shows the critical aquifer recharge area within the UGA, including wellhead protection areas and susceptible soils. The CARA is subject to enhanced wastewater treatment standards which, among other requirements, limit land use activities; establish minimum lot sizes for uses dependent upon on-site septic systems for wastewater treatment and disposal; and requires “best management practices” for siting such development—according to Jefferson County UDC Sections 3.6.5 (Critical Aquifer Recharge Areas); 6.18 (On-Site Sewage Disposal Best Management Practices in CARAs); and Jefferson County Code Chapter 8.15 (On-Site Sewage Disposal Systems).

Some geologically hazardous areas are also present in the UGA. These are areas particularly susceptible to erosion, sliding, earthquakes, or other geological events. Steep slopes and marine bluffs adjacent to Port

Townsend Bay and lower Chimacum Creek are prone to impacts related to erosion, seismic events and landslides. Protection of these areas is regulated under UDC Section 3.6.7 (Geologically Hazardous Areas).

The UGA contains limited 100-year flood plain areas designated by the Federal Emergency Management Agency (FEMA). The boundaries of the 100-year flood essentially encompass Port Townsend Bay, the marine shorelines of the Irondale and Port Hadlock community, and the mouth of Chimacum Creek. Urban level residential, commercial or industrial development is discouraged in the 100-year flood plain. Any structure built within the flood plain's boundaries must provide for adequate protection against the 100-year flood (i.e., structures within the floodplain are constructed at a minimum of one foot above the flood plain elevation). These areas are regulated according to UDC Section 3.6.6 (Frequently Flooded Areas).

Potable Water & Sewage Treatment and Disposal

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

There is no sanitary sewer system presently in the UGA. All wastewater treatment is provided either by individual on-site septic systems or small community-based on-site systems. The Jefferson County Environmental Health Department records indicate no significant failure rates for existing on-site systems in the UGA. Although the concentration of existing on-site septic systems, given the density and proximity of development to the Sparling Well, is an issue of concern that is addressed as a part of the capital facility planning for the new sanitary sewer system. The UGA General Sewer Plan designates an "optional sewer service area" for a portion of the Urban Low Density Residential zone along the eastern periphery of Chimacum Creek as a means to make available and encourage (through a density bonus) the provision of sanitary sewer to existing and/or future development in a significant portion of the Critical Aquifer Recharge Area for the Sparling Well.

PROJECTED POPULATION GROWTH

In 2003, a new 20-year population growth allocation for the UGA of 2,353 persons was adopted by Jefferson County. The new allocation was based on updated Jefferson County overall population projections prepared by the Washington State Office of Financial Management (OFM) in 2002 (after adoption of the initial UGA boundary and land use designations). The new allocation was incorporated into the 2004 Jefferson County Comprehensive Plan Update per RCW 36.70A.130(1)(a).

Based on the existing population of 2,553 persons and the projected 20-year growth of 2,353 persons, the UGA must be able to accommodate a minimum of 4,906 persons by 2024. Growth Management Hearings Boards have also ruled that jurisdictions may allocate up to 25% additional residential capacity (beyond projected demand) within UGAs so as not to artificially constrict the supply of land to the point where rising land costs adversely affect housing affordability. Factoring in the 125% UGA sizing limitation means that the UGA should be sized and densities assigned to accommodate an approximate 20-year minimum and maximum population range of 4,906-6,133 persons, respectively.

One of the key efforts of the *Special Study* was the assessment of future demand for commercial/industrial lands in the County (based on assumed employment growth and other variables). This analysis is contained in the *Regional Economic Analysis and Forecast* prepared by Trottier Research Group dated January 26, 1999 and further addressed in the document titled *Memorandum: Comments on Estimates of Additional Land Needed for*

Employment Growth prepared by Trottier Research Group dated September 27, 1999. Hereafter collectively called the “*Trottier Report*”. The *Trottier Report* analysis indicated that the Jefferson County economy experiences significant “retail leakage” to urban areas in adjacent counties. Retail leakage is an economic signal that regional commercial levels of service are not being met for County residents, and suggests that the level of commercial development *is inadequate* to meet the needs of the existing population as well as new growth. The *Trottier Report* concluded that the County could experience a significant shortage of commercial and industrial lands over the next twenty years if it maintained strong employment growth.

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

COMPREHENSIVE PLAN LAND USE MAP & ZONING DESIGNATIONS

Future land use and zoning designations for the UGA are shown in Table 2-1 and are illustrated in the Irondale & Port Hadlock UGA Future Land Use Map (Figure 2-1) and UGA Zoning Map (Figure 2-2). Land use districts correspond to the CP general urban land use designations and zoning districts illustrate the site-specific designations implemented by the *Irondale & Port Hadlock UGA Implementing Regulations* adopted as *Appendix D* of the *Unified Development Code*.

The UGA Comprehensive Plan Land Use Map and the UGA Zoning Map, adopted as a part of this element, are the graphic representation of the densities and intensities of use and the goals, policies and strategies contained within this plan. The Land Use and Zoning Maps were developed based on consistency with the Growth Management Act, community involvement, consideration of the *1995 Tri-Area Community Development Plan*, the results of the *Special Study*, and the specific criteria contained within this element.

The Comprehensive Plan Land Use Map should act as a guide for: subsequent Zoning Map designations; the adoption of development regulations; and implementation of future land use decisions. The Growth Management Act requires that implementing development regulations be consistent with the Comprehensive Plan. This requirement will be met by Jefferson County with the adoption of this element and the *Irondale & Port Hadlock Implementing Regulations* in *Appendix D* of the UDC.

Future amendments to the adopted UGA Future Land Use Map are subject to the annual amendment requirements outlined in UDC Section 9.1 while amendments to the adopted Zoning Map are subject to the requirements of UDC Section 9.9.

**Table 2-1
Irondale & Port Hadlock UGA Land Use & Zoning Districts**

Land Use Designation	Zoning District	Total (Gross) Acres	Vacant (Gross) Acres*	Vacant Acres Percent of Total
Urban Residential				
	Urban Low Density Residential	824	250	30%
	Urban Moderate Density Residential	55	2(25)	45%
	Urban High Density Residential	50	1(8)	16%
Urban Commercial				
	Urban Commercial	272	93	34%
	Visitor-Oriented Commercial	14	7	50%
Urban Industrial				
	Urban Light Industrial	25	5	20%
Public				
	Public	80	1	1%
TOTALS		1,320	389	29%

Source: Jefferson County Central Services, Jefferson County Department of Community Development

*Vacant Acreage figures are based on Assessor Land Use Codes that underestimate the amount of vacant land in the UGA, particularly for residential lands. The totals in parentheses reflect land that is undisturbed, but are not classified as vacant by the Assessor.

Urban Residential. The Urban Residential land use designation accounts for the largest share of land use in the UGA. The Urban Low Density Residential (ULDR) zone will allow housing density from four (4) to six (6) dwelling units per acre, except, as previously noted, for parcels both outside the planned sewer service area and within a designated Critical Aquifer Recharge Area where the maximum density may not exceed 3.5 units per acre¹. This zone accounts for more than 800 acres although only about one-third of those acres are undeveloped (including mostly vacant platted lots). Moderate Density Residential (MDR) zoning will allow housing at a

¹ Jefferson County On-Site Sewage Disposal Systems (JCC 8.15) allows minimum 12,500 s.f. lot for on-site septic systems with waivers possible to approximately minimum 7,500 s.f., with commensurately higher treatment standard requirements. However the Code does not allow waivers less than 12,500 s.f. for lots within Critical Aquifer Recharge Areas. Therefore standard density in the ULDR zone (inside CARAs and outside of planned Sewer Service Area) is approximately 3.5 du's/acre. Standard density of 4 du's/acre in the ULDR zone (outside CARAs and outside of planned Sewer Service Area) may be achieved only by compliance with the waiver provisions of JCC 8.15. Maximum density of 6 du's/acre in the ULDR only achievable by connection to sanitary sewer(allowed within the Optional Sewer Service Area Overlay)

density of 7-14 units per acre and accounts for 55 total acres within the UGA. The High Density Residential zone will allow housing at a density of 14-24 dwelling units per acre.

Table 2-2 indicates the summary total residential holding capacity potential at buildout for the UGA. The analysis indicates that the UGA has the capacity to accommodate approximately 18% more new households than projected during the next twenty years (2004-2024). The UGA capacity assumes complete buildout of all vacant platted residential lots in the UGA. Actual UGA growth capacity, however, may be somewhat less during the planning period, given the pattern and prevalence of very small platted lots (especially in north Irondale outside of the initial planned sewer service area) that are likely to be unbuildable under the On-Site Sewage Code provisions of the Jefferson County Health Department unless combined.

Overall average density in the UGA is estimated to be more than 5.59 units per acre, according to the *Irondale & Port Hadlock UGA Buildout Analysis, dated March 4, 2004*.

**Table 2-2
Irondale & Port Hadlock UGA
Land Use Capacity Summary**

Land Use Capacity Criteria at Buildout	UGA
Total Single Family Dwelling Units	1,379
Total Multi Family Dwelling Units	1,168
Total Dwelling Units	2,547
Single Family Population Capacity (@ ave. 3.5 du/acre)	3,448
Multi-Family Population Capacity (@ 14-24 du/acre)	2,336
Total Population Capacity	5,784
Total Population Capacity as Percent of 20-Year Allocated Growth	118%
Average Net Density (Units/Acre)	5.59

Source: *Irondale & Port Hadlock UGA Buildout Analysis, dated March 4, 2004*

Urban Commercial. Almost one-quarter of the total UGA is designated for commercial land use. Several different commercial zoning districts may implement this land use designation. The Urban Commercial (UC) zone is the largest constituting approximately 272 acres. It covers both the existing and planned future commercial development in the Port Hadlock core area and along Rhody Drive from Ness” Corner to the “Dogbone” along SR 19. The Visitor-Oriented Commercial (VOC) zone is applied to the tourism-oriented potential development area around the Old Alcohol Plant.

Urban Industrial. Approximately 25 acres of land are designated as an Urban Light Industrial (ULI) zone in the UGA—all but 5 acres of which are already in light industrial use. These uses are located in the southwest corner of the UGA well buffered from the bulk of the residential neighborhoods in the community.

Public Facilities. Public facilities (P) comprise 80 acres, including public park and open space areas, the Library and Chimacum Creek Elementary School, the Jefferson County Sheriff's Office and Jail, Jefferson County Public Works Department Maintenance Yard, and the PUD's Sparling Well facility along Rhody Drive and the Kivley Well in Port Hadlock.

CAPITAL FACILITY PLANNING

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

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

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

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

This section of this element is intended to address the provision of capital facilities and utilities to the UGA. Level of Service (LOS) standards are established in the Capital Facilities Element of the Plan as may be amended for the UGA by adoption of this element and its appendices related to capital facility planning (i.e., sewer, stormwater and transportation). The adopted level of service standards must be met by utility providers within the UGA.

Many utilities and capital facilities are provided for in the UGA by non-county providers. Many of these utilities are currently being provided at urban standards and do not require amendments to the Capital Facilities or Utilities elements of the CP insofar as levels of service are concerned. These include public water supply (being provided by the Jefferson County PUD #1); electricity provided by Puget Sound Energy; cable television and telecommunications provided by a range of carriers regulated by the Washington Utilities and Transportation Commission (WUTC) and the Federal Communications Commission (FCC), including cellular telephone service provided by AT&T Wireless Services and Verizon Wireless and conventional telephone service provided by Qwest Communications.

These utility providers are controlled by laws and regulations, or franchise agreements. Their requirement to meet levels of service are imbedded in these controls. For example, the State Department of Health (DOH) requires water purveyors like the PUD to have 20 year plans (revised every 6 years) which address service area demand, source of supply, LOS (including fire flow), and a capital program for improvements to meet projected demand into the future. Other utilities have similar requirements to demonstrate to the County and others that they capacity to meet LOS will be in place to meet future demand.

In addition, many other public services and capital facilities are provided countywide by Jefferson County at adopted levels of service that apply countywide and do not distinguish between rural and urban areas. These facilities and services include:

- Solid Waste;
- Parks and Recreation;
- County Maintenance Shop Facilities;
- County Government Administrative Offices;
- County Justice Facilities;
- County Sheriff Facilities;
- County Corrections Inmate Facilities;
- Community Centers; and
- Animal Control Shelter.

Levels of service and Six-Year and Twenty-Year Capital Facilities Plans for the public facilities and services identified above are adopted in the Utilities and Capital Facilities elements of the Comprehensive Plan.

Capital facilities needs associated with implementation of the UGA General Sewer Plan, Transportation Plan and Stormwater Plan and the provision of public water by the PUD have been included as part of the following section and are also adopted by reference in the Capital Facilities Element of the Comprehensive Plan, as amended.

Sanitary Sewer Service

The UGA General Sewer Plan (GSP), adopted in this Comprehensive Plan, is required under state law prior to development of a County sponsored sewer system. It is intended to be general in nature. Modifications to the General Sewer Plan will occur following further engineering studies.

The adopted GSP provides a preliminary analysis of several alternatives for the development of a public wastewater collection, treatment, and disposal system for the “core” commercial and high density residential areas of the UGA. These areas are expected to provide land for commercial, light industrial, and multi-family uses over the course of the 20-year planning period.

Prior to designation of the proposed sanitary sewer service area within the UGA, a review of the on-site septic system capacity of soils was completed. This report (*Jefferson County, Irondale and Port Hadlock Urban Growth Area On-Site Sewer Capacity Report, October 2003*) indicated that soil capacity is sufficient to support the anticipated residential population growth within the 20-year horizon, the majority of which was assumed to be associated with single-family residences. The analysis was based on the soils and area DOH requirements for on-site sewage disposal. These requirements are designed to protect both public health and the environment (i.e., adjacent surface waters and groundwater aquifers).

The General Sewer Plan identified three basic areas within the UGA subject to evaluation and implementation of a sanitary sewer system.

- Sewer Service Areas—are areas planned for higher density and intensity of uses (e.g. commercial, industrial and high density residential), where soils will not accommodate such uses and a public sanitary sewer system will be required to accommodate new urban levels of development allowed under the UGA implementing regulations in Appendix D of the Unified Development Code (UDC).
- Optional Sanitary Sewer Service Areas—are areas of existing low density single-family residential or mixed use development located adjacent to but outside of sewer service areas. In these areas property owners may voluntarily connect to a sewer line and gain additional density through a density bonus incentive implemented through the UGA development regulations in Appendix D of the UDC. This service area also helps to protect groundwater quality and surface water quality in Chimacum Creek by allowing property owners using on-site septic systems inside portions of the UGAs designated Critical Aquifer Recharge Area to connect to a public sewer system.
- Unsewered Areas—are areas of single family low density residential outside of any planned sanitary sewer service area. Property owners who wish to develop must utilize on-site septic systems in these areas. Both State DOH on-site septic and local County critical area regulations provide for density limitations based on soils and the presence of critical areas (such as Critical Aquifer Recharge Areas). These limitations will remain in place for those areas without planned sewer service until such time as sewer service can be feasibly planned for and expanded.

Wastewater disposal options analyzed in the GSP included various land treatment and disposal techniques, both within and outside the UGA boundaries, and included the option of a marine discharge(s). The environmental impacts from these types of treatment and location were evaluated in 2002 as part of the UGA planning process and at the time considered a “build-out” population of over 10,000 people. The GSP is expected to propose a treatment system designed for a much smaller scale.

Criteria for selection of wastewater service alternatives included cost, difficulty of permitting, scalability, and land requirements. As required by law, the GSP was developed with the assistance of a Review Committee, and included information on the estimated costs and possible financing of the system. Capital needs associated with implementation of the GSP have been included as part of this UGA Element and the amended CP Capital Facilities Element. The GSP provides a narrowing of alternatives and impacts from previous analysis. Continuing work will include detailed site analysis, including preparation of an engineering report. As future information is obtained, further environmental review may be required.

The Six-Year UGA Sewer System Capital Facilities Plan, including proposed development schedule and expected costs are shown in Table 2-3 and adopted herein as amendments to the Capital Facilities Element of the CP.

Table 2-3

**Irondale & Port Hadlock UGA Sewer System
Six Year Capital Facilities Plan (2005-2010)
Phase I (Hadlock Core and Rhody Drive)**

Project	2004 Costs	Funding Sources	Year
Legal/Admin	\$250,453	General Fund	2005-2009
Design & Engineering	\$1,001,810	Loans/Grants/General Fund	2005/2006
Permitting/SEPA	\$150,272	Loans/Grants/General Fund	2006/2007
Conveyance Construction	\$ 2,729,519	Loans/Grants/General Fund/User Fees	2008-2009
Treatment Plant Construction	\$4,192,988	Loans/Grants/General Fund/User Fees	2008-2010
Total	\$8,325,042		

Source: Jefferson County; UGA General Sewer Plan, May 2004

Potable Water—Public Utility District #1 of Jefferson County (PUD)

The Irondale & Port Hadlock (UGA) water system serves the entire UGA and is part of a network of interconnected public water supply systems that serve the Quimper Peninsula operated by the PUD. The UGA system currently has 1,850 connections and projects a total of 3,171 connections by 2025. The water system was purchased by the PUD from the City of Port Townsend in 2002. The system contains two major wells: the Sparling Well and the Kivley Well. The Sparling well and treatment plant currently serve as the primary water supply source for the UGA, the Sparling well was originally drilled to augment the surface water supply to the Irondale and Port Hadlock area from the City of Port Townsend water supply line. The Kivley well was brought on line in 1972 to provide an additional supply.

The UGA water system has a single pressure zone. A one million gallon reinforced concrete reservoir and a two million gallon steel reservoir are co-located on Somerville Road.

The system has five wells. There are two Sparling wells that are currently the primary source of water for the UGA. The PUD is in the process of increasing the treatment capacity of these wells to process 1500 gpm. The maximum flow rate allowed under the current water right for the Sparling wells is 2,250 gpm. Three wells are located at the Kivley well site. The instantaneous water right for the Kivley wells is 200 gpm. The PUD has requested a new water right that would increase the Kivley well capacity to a minimum of 400 gpm. Additionally, the PUD will be increasing the treatment capacity of the Sparling well by a planned 500 gpm by 2006.

The existing water supply source meets the current demands on the UGA water system, however the wells need to be brought up to their full water right. PUD studies indicate that if the state DOH water system design standard of 466 gpd/ERU is used, the UGA water system may only have enough water until the year 2015. The PUD indicates, however, that based on an average daily demand of 350 gpd/ERU (actual PUD consumption records), the PUD water system supply has adequate water rights sources for the 20 year planning period. The PUD water system plans indicate that a water conservation plan, lower actual UGA water usage (based on local consumption records) and planned system improvements will result in enough water supply to meet the 20 year planning horizon. However, in the best interest of a regional approach to water resource management, the PUD

is also in discussion with the City of Port Townsend about purchasing and treating additional wholesale water for the PUD water system. This may provide for a more equitable and better long-term solution to meeting projected demands on the resource.

Three improvement projects are identified in the PUD's preliminary draft Capital Facilities Plan for the UGA Water System based upon anticipated future demand as follows:

- Sparling Well Improvements. In order to provide the water requirements for the next 20 years the PUD is increasing the treatment capacity of the Sparling well by 500 gpm. Estimated Cost : \$350,000. Funding Sources: System Development Charges. Estimated Implementation Date: 2004-2005.
- New Well. The PUD will be drilling a new production well to maximize its existing water rights, to meet potential future demands, expand system flexibility, and emergency response capacity. Estimated Cost : \$375,000. Funding Sources: System Development Charges. Estimated Implementation Date: 2005-2015.
- Surface Water Sources. The PUD is working with the City of Port Townsend to increase the amount of wholesale water purchased by the PUD from the City as alternative to pursuing additional groundwater rights.

The PUD is currently updating its UGA Water System Plan based on the 20-year population allocation for the UGA adopted by the County in 2003 and the Future Land Use and Zoning Maps adopted in this element. The PUD's adopted Water System Plan, as may be amended, is hereby adopted by reference and incorporated into the Comprehensive Plan.

Stormwater Management

The UGA Stormwater Management Plan is a planning document that provides guidance to minimize adverse effects of stormwater runoff on ground and surface water, including aquatic resources and habitats, water quantity. It identifies water quality and quantity problems associated with stormwater runoff that may adversely affect the environment and community and provides recommendations for improvements and programs including a cost analysis and an implementation schedule. The primary goal of the UGA Stormwater Management Plan is to preserve and protect water quality and the hydraulic regime within the UGA drainage basins and the receiving waters of Chimacum Creek and Port Townsend Bay.

The Plan identifies specific structural and non-structural solutions to conveyance and water quality problems within the UGA. Structural solutions include constructing detention and infiltration ponds, pipes, and treatment facilities. Non-structural solutions include stormwater management facility inspection and maintenance, public education and outreach, water quality monitoring, and encouraging low impact development.

The Plan was developed in conformance with Jefferson County Comprehensive Plan Land Use and Rural Element: Drainage, Flooding, Stormwater Management Issues and Polluted Discharges. It meets the stormwater management recommendations of the Puget Sound Water Quality Action Plan and the technical standards of the 2001 Washington Department of Ecology *Stormwater Management Manual for Western Washington* (DOE Manual).

UGA designation will require the provision of drainage and stormwater management facilities at an urban level of service standard in order to avoid significant stormwater run-off and water quality impacts to Port Townsend Bay and Chimacum Creek and to ensure that stormwater run-off does not contaminate groundwater resources.

The majority of the UGA does not have conveyance systems and will infiltrate stormwater runoff on-site or within the sub-basin. Infiltration in the area is typically good, but varies due to the groundwater table and soils. Most of the stormwater runoff in the UGA infiltrates before reaching a conveyance system. There is a limited existing storm drainage collection and conveyance system that consists of typical components such as catch basins, pipes, open ditches, and, in the Port Hadlock Core, concrete curbs and gutters. There are two outfalls to Port Townsend Bay in the UGA. They convey runoff collected by the Port Hadlock Core storm sewer system and road drainage from Moore Street in Irondale.

Due to the relatively low level of development in the UGA, there is not a high volume of stormwater currently being discharged into Port Townsend Bay. Thus, the overall impact on water quality in the Bay associated with storm sewer outfalls appears to be limited. High fecal coliform counts have been reported in Port Townsend Bay during the summer. However, the *UGA Stormwater Management Plan* indicates that based on the levels, timing, and location, they do not appear to be associated with runoff from the Port Hadlock storm sewer system or Moore Street.

Nonetheless, the pollutant concentrations are sufficiently high that runoff treatment should be provided, according to the recommendations made in the *UGA Stormwater Management Plan*. In order to accomplish this goal, the County should coordinate with the Washington Departments of Transportation and Fish and Wildlife and with private landowners to plan, design, fund, and construct treatment facilities at both locations. Hydrologic modeling was used in the *UGA Stormwater Management Plan* to develop planning level cost estimates for replacing the outfalls and adding a treatment swale for both the Port Hadlock Core storm sewer system and the Moore Street drainage system.

Future development within the UGA will be required to provide flow control (detention and infiltration) and treatment per the Washington State Department of Ecology's *Stormwater Technical Manual* standards and to help pay their fair share for those portions of the storm drainage system fronting their property. As additional development occurs within the UGA limits, the amount of impervious surfaces will increase which will ultimately increase peak surface-water runoff rates. To this end, the County intends to manage stormwater to minimize contact with contaminants, mitigate the impacts of increased runoff due to development within the UGA's drainage areas, provide management of runoff from large and small construction sites, and to preserve fish and wildlife habitat.

The analysis conducted for the *UGA Stormwater Management Plan* demonstrates that urban development can occur without significant impacts from stormwater runoff provided that there are adequate stormwater management facilities and a UGA Stormwater Management Program.

The *UGA Stormwater Management Plan* includes policies intended to ensure that development of the UGA does not cause significant adverse impacts related to stormwater runoff. These policies include SWM Policy 1.7 Develop stable and equitable revenue sources to fund a UGA Stormwater Management Program.

The *UGA Stormwater Management Plan* discusses alternative methods for funding capital improvements and Stormwater Management Program activities. These alternatives include grants and loans, developer fees, local improvement districts, and stormwater management fees.

The *UGA Stormwater Management Plan* proposes two capital projects: a stormwater treatment facility and replacement of an existing outfall. The treatment facility will cost approximately \$10,000; the cost to replace the outfall would be approximately \$144,000. (2004 Year Dollars)

The *UGA Stormwater Management Plan* proposes that parcels in the UGA Commercial, Industrial, and Multi-Family Residential designations would pay a stormwater management fee to fund inspection of stormwater management facilities in those areas. The inspection program would cost approximately \$10,000 per year.

The *UGA Stormwater Management Plan* proposes a UGA Stormwater Management Program that would conduct public education, water quality monitoring, and stream gauging. The annual SWM Program cost would be approximately \$15,000.

Table 2-4 summarizes the projected *UGA Stormwater Management Plan* Capital Improvements and Program Plan Expenditures and Funding.

Table 2-4
UGA Stormwater Management Plan
Capital Improvements and Funding: 2005 - 2024

Capital Improvement Projects	2004 Cost	Year Planned	Funding Source / Notes
Port Hadlock Core Water Quality Treatment Facility	\$ 10,000	2005	SWM Fee Port Hadlock Core
Port Hadlock Core Conveyance Replacement	\$144,000	2011	SWM Fee Port Hadlock Core

Source: UGA Stormwater Management Plan May 2004

Transportation

The most heavily traveled roadways within the UGA include SR19, SR116 and Irondale Road with existing traffic volumes peaking on SR19 at about 14,000 vehicles per day (vpd). SR19 is the heaviest traveled road in the UGA and currently operates at LOS D, an acceptable level of service for the Urban Growth Area.

Creation of the Irondale-Port Hadlock UGA changes the land use designation from rural to urban. One of the impacts of this change is a concurrent change in the level of service standard for roadways in the urban growth area. The level of service standard in Jefferson County for rural roadways is LOS C. The established level of service standard for Jefferson County roadways in an urban area is LOS D or better. This difference reflects the understanding that higher volumes of traffic are expected in urban areas because of a concentration of economic activities. These higher levels of congestion are considered acceptable during peak hours.

Under existing conditions and urban standards, there are no current deficiencies in the UGA road system. However, Jefferson County's current adopted Six-Year Transportation Improvement Program (TIP) for 2004 to 2009 plans non-capacity related UGA improvements (channelization and pedestrian facilities) to the portion of Chimacum Road from M.P. 0.41 to 0.98 (vicinity of the Jefferson County shop southerly to the East Fork Chimacum Creek crossing). At this time, the Washington State Department of Transportation (WSDOT) has proposed only one signalization project for the State-owned facilities of SR19 and SR116 (Ness's Corner) from 2004 to 2009.

Jefferson County has worked to provide a network of non-motorized transportation facilities to enhance alternative modes to travel by automobile and for recreational purposes. On-road bicycle routes and lanes, wide shoulders, sidewalks and multipurpose trails that link destinations are common examples. The *Jefferson County Non-motorized Transportation and Recreational Trails Plan* contains a full and detailed list of County owned facilities in the UGA. Additionally, the Non-motorized Transportation and Recreational Trails Plan found no capacity related deficiencies for the planning period based on the current level of service (LOS) standards adopted in the County's Comprehensive Plan.

The Irondale-Port Hadlock UGA is served by the Jefferson Transit Authority that provides regular scheduled service to the UGA as well as Port Townsend, Port Ludlow and Poulsbo. Weekday service operates from 6:45 AM to 7:10 PM with Dial-a-Ride available for qualified individuals. Transportation Policy TRP 2.3 in the Jefferson County Comprehensive Plan establishes a minimum level of service based on Annual Transit Revenue Service Hours (ATRSH). The level of service standard of 8400 ATRSH as established countywide by the County's Comprehensive Plan will continue to be met for the planning period as Jefferson Transit continues to revise its service based on demand as appropriate. Additionally, Jefferson Transit has increased regularly scheduled service to the UGA within the last two years, and will continue to revise service to the UGA as appropriate. Jefferson Transit also provides regular updates to its Operating and Capital improvement Plan.

The concurrency requirement in the Growth Management Act (GMA) states that "...public facilities and services ... shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards." [GMA, Section 2, Planning Goals (12)] This means that public facilities and services must be in place to serve the proposed use at the level of service (LOS) set by the community. Some improvements may be completed in whole or in part, by new development within the UGA.

Under current State law and Jefferson County Comprehensive Plan policies, highways owned by the State (State Routes) are not bound by the constraints of concurrency requirements. In these instances, the timing and prioritization of improvements is ultimately that of the Washington State Department of Transportation. Typically, WSDOT coordinates with the local jurisdiction and regional transportation planning organization to

maintain a balance between the free-flow movement of people and goods, and the needs of the local community.

Total transportation facility improvements for the complete 20-year planning period (2005-2024) are summarized in Table 2-5. These improvements are to some extent associated with development and growth in the Irondale & Port Hadlock UGA. Jefferson County and the Peninsula Regional Transportation Planning Organization are currently applying to WSDOT to classify SR19 as a principal arterial to qualify the Highway of Statewide Significance (HSS) for more state and federal funding. Transportation facility improvements for the six-year planning period, 2005-2010, are included in Table 2-5. This estimate includes the Chimacum Rd improvements proposed in the Jefferson County Six-Year Transportation Improvement Program (TIP). Proposed improvements to this roadway include:

- Intersection realignments and improvements
- 0.57 miles of reconstruction

Proposed funding sources for this project include \$500,000 in Rural Arterial Program (RAP) funds and \$217,000 in local funding.

The SR19/SR116 intersection (Ness's Corner) is a state owned facility which will likely be funded by a combination of State and local money. This intersection currently satisfies State warrants for signalization but is well down on the priority list of proposed projects to receive funding. Project funding options, including the application of local funding to this project, should be considered to insure this project is completed at an appropriate time. Proposed improvements include reconstruction and signalization of this intersection to urban standards.

Table 2-5 also shows transportation facility improvements associated with new development that should require completion or participation by adjacent property owners through private road construction or by reconstructing public roadways through the Road Improvement District Program (RID). Required improvements to transportation facilities should be specified as planning policies and development standards to assure completion.

A more through analysis of UGA transportation issues, LOS impacts, planned road improvements and the capital facilities plan is contained in the *UGA Transportation Plan* adopted by reference as a component of this element and the Comprehensive Plan.

Table 2-5
UGA Transportation Improvements (2005 – 2024)
 (Costs estimated for 2004, and adjusted annually at 2.2% inflation)

Non-Capacity Projects 2005 – 2010							
Route I.D.	Route Name	Description	From M.P.	To M.P.	2005-2010 Cost	Funding Source(s)	Funding Status
<u>Inside UGA</u>							
932507	Chimacum Rd.	County Shop to W. F. Chimacum Crk.	0.41	0.98	\$ 720,000	RAP / Local	Proposed
SR19/116	SR19 @ SR116	Signalization - Reconstruct to Urban Stds.	10.71	10.71	\$ 334,484	WSDOT/Local	Proposed
Total Non-Capacity Projects 2005 – 2010					\$ 1,054,484		
Non-Capacity Projects 2011 – 2024							
Route I.D.	Route Name	Description	From M.P.	To M.P.	2011-2024 Cost	Funding Source(s)	Funding Status
<u>Inside UGA</u>							
SR116	Port Hadlock Intersection	Signalization (2017-18)			\$ 434,297	WSDOT/Local	Unfunded
SR19	SR19 @ Irondale Rd.	Signalization (2018-19)			\$ 346,500	WSDOT/Local	Unfunded
SR116	SR116 @ Cedar Ave.	Signalization (2018-19)			\$ 346,500	WSDOT/Local	Unfunded
<u>Outside UGA</u>							
SR19	SR19 @ Prospect Ave.	Intersection Improvements (2011-13)			\$ 243,270	WSDOT/Local	Unfunded
SR19	SR19 @ Anderson Lk. Rd.	Intersection Improvements (2014-15)			\$ 254,091	WSDOT/Local	Unfunded
SR19	SR19 @ Woodland Dr.	Intersection Improvements (2014-15)			\$ 254,091	WSDOT/Local	Unfunded
SR19	SR19 @ West Valley Rd.	Signalization (2020-21)			\$ 361,914	WSDOT/Local	Unfunded
SR19	Chimacum Intersection	Signalization (2020-21)			\$ 445,160	WSDOT/Local	Unfunded
Total Non-Capacity Projects 2011 – 2024					\$ 2,685,823		
Capacity Projects 2005 - 2024							
Route I.D.	Route Name	Description	From M.P.	To M.P.	2005-2024 Cost	Funding Source(s)	Funding Status
<u>Inside UGA</u>							
SR19	SR19	Widen to Four Lanes (2020-22)	10.50	11.75	\$ 5,978,800	WSDOT	Unfunded
SR116	SR116	Widen to Three Lanes (TWLTL) (2020-22)	0.0	1.11	\$ 2,408,700	WSDOT	Unfunded
<u>Outside UGA</u>							
SR19	SR19	Widen to Four Lanes (2020-22)	9.00	10.50	\$ 7,174,600	WSDOT	Unfunded
SR19	SR19	Widen to Four Lanes (2020-22)	11.75	14.16	\$ 11,527,100	WSDOT	Unfunded
Total Capacity Projects 2005 - 2024					\$ 27,089,200		
Private Developer Projects 2005 – 2024							
Route I.D.	Route Name	Description	From M.P.	To M.P.	2005-2024 Cost	Funding Source(s)	Funding Status
<u>Inside UGA</u>							
932507	Chimacum Rd.	Reconstruction to Urban Stds.	0.41	0.64	\$ 138,600	Developer	Unfunded
SR116	SR116	Reconstruction to Urban Stds.	0.12	0.47	\$ 210,000	Developer	Unfunded
SR116	SR116	Reconstruction to Urban Stds.	.47	1.11	\$ 164,000	Developer	Unfunded
658909	D Street	Reconstruction to Urban Stds.	0.00	0.10	\$ 72,722	Developer	Unfunded
634509	Hunt Rd	Reconstruction to Urban Srds	0.00	0.20	\$ 115,000	Developer	Unfunded
933507	Irondale Rd	Reconstruction to Urban Stds.	1.56	1.79	\$ 284,545	Developer	Unfunded
Total Private Developer Projects 2005 - 2024					\$ 984,867		
Total All Projects 2005 - 2024					\$ 31,814,374		

GOALS AND POLICIES

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 goals and policies of the Urban Growth Area element provide direction for the development of Jefferson County's Irondale & Port Hadlock Unincorporated UGA. They outline specific criteria for urban development, incorporating issues and opportunities identified by County residents in the public UGA planning process.

Urban Growth Area policies provide the basis for subsequent land use and capital facility planning and implementation in the UGA. This section also provides guidance for the UGA-specific development regulations contained in Appendix D of the Unified Development Code (Irondale & Port Hadlock UGA Implementing Regulations).

URBAN GROWTH AREA

GOAL:

- UGA-G 1.0** Encourage a balance of commercial and industrial uses for urban-scale and regional-scale economic activities within Urban Growth Areas (UGAs).
- UGA-G 1.1** Provide for the orderly development of urban land uses in urban growth areas consistent with the provision of adequate and feasible urban levels of public facilities and services

POLICIES:

- UGA-P 1.1** Encourage and facilitate urban regional-scale economic activities in unincorporated UGAs which provide for countywide goods, services, and employment opportunities.
- UGA-P 1.2** New urban growth should be channeled into areas that are already characterized by existing urban growth or adjacent to areas characterized by urban growth. Within the confines of the GMA, urban levels of services for capital facilities should be scaled to the needs of urban growth areas and the ability of businesses, homeowners, workers and the public to finance them.
- UGA-P 1.3** Future infrastructure improvements must be appropriate for the planned development densities in the County. UGAs will be implemented where urban public facilities and services are necessary to support higher density residential and/or commercial growth. The level of urban infrastructure must serve the needs of the public, protect the environment and be affordable.
- UGA-P 1.4** Encourage growth in the Irondale & Port Hadlock UGA commensurate with the appropriate level of urban public facility and service capacities consistent with adopted plans and interlocal agreements.
 - (a) Manage development and redevelopment through revisions to the Unified Development Code (UDC) and the application of UGA land use designations and zoning classifications

that can be implemented consistent with the adopted levels of service for urban public facilities and services.

- (b) Provide urban governmental services at urban levels of services (see Capital Facilities Element, Policy CFP 1.1, and UGA Element, Policy UGA-P 2.8, for list of urban public facilities and their adopted levels of service) prior to or concurrent with development.
- (c) The County shall coordinate with the respective purveyor, special district, agency or other entities delivering, or who are anticipated to deliver, urban public facilities and services to ensure that growth and development are timed, phased, and consistent with the provision of adequate urban level facilities and services.
- (d) Where the County is not the urban public facility or service provider for the unincorporated UGA, the County may adopt an Interlocal Agreement with the appropriate service provider, where necessary, to ensure the provision of adequate levels of service for urban public facilities and services. Such agreements, when utilized, shall include the level of urban public facilities and services.

UGA-P 1.5 Encourage growth in UGAs that will be served by a combination of both existing urban public facilities and services and any additional needed urban public facilities and services that are provided by either public or private sources. Development within the unincorporated UGA shall be consistent with the densities and intensities of use, bulk and dimensional, and other development standards found within this element and the adopted urban public facilities levels of service.

UGA-P 1.6 The Irondale & Port Hadlock UGA has a limited amount of undeveloped commercial parcels suitable for attracting and accommodating regional commercial development. To enhance the potential for commercial redevelopment opportunities in the UGA, parcels currently utilized for and designated as Urban Residential on the UGA Zoning Map (Figure 2-2) may be designated Urban Commercial on the UGA Future Land Use Map (Figure 2-1), provided that those parcels meet all of the following criteria:

- 1) are immediately adjacent to an existing designated Urban Commercial zone; and
- 2) have direct frontage on or access to a state arterial roadway;

The UGA Future Land Use Map may designate such parcels for Urban Commercial use indicating the long-term (i.e., 20 year planning horizon) desire for that type of development while recognizing the proper current utilization of such parcels for residential use. This policy shall not be interpreted to require a property owner with such a Zoning Map/Future Land Use Map combination designation to re-zone their property to the same designation as shown on the Future Land Use Map. Where such designations may occur for a particular parcel on the Official Maps of the County, as described herein, the Official Maps and implementing regulations shall be interpreted to be consistent with the Comprehensive Plan pursuant to RCW 36.70A.040.

UGA-P 1.7 Amendments to the UGA Future Land Use Map (Figure 2-1) shall be subject to the annual Comprehensive Plan amendment requirements of UDC Section 9.1. Revisions to the UGA Zoning Map (Figure 2-2) and implementing UGA regulations in Appendix D of the UGA shall be subject to the amendment requirements of UDC Section 9.9.

UGA-P 1.8 The County should provide for on-going review and evaluation of the Irondale & Port Hadlock Unincorporated UGA to monitor the rate of development, land supply and availability, market conditions, infrastructure implementation and costs in order to identify constraints to growth in the UGA and recommend corrective actions, where appropriate.

URBAN LEVEL CAPITAL FACILITIES

GOAL:

UGA-G 2.0 Limit the establishment or expansion of urban-level development and infrastructure to Urban Growth Areas and Master Planned Resorts.

POLICIES:

UGA-P 2.1 Ensure that expansion of urban infrastructure occurs in coordination with designated land uses based on projected growth or land supply needs and will be concurrent with amendments to the comprehensive plan.

UGA-P 2.2 Ensure that where the County assumes maintenance responsibilities for infrastructure, the infrastructure is adequately designed to meet the area growth needs and to fulfill the functions the infrastructure is intended to perform.

UGA-P 2.3 Development shall provide, plan or mitigate for, an appropriate level of service for capital facilities including, but not limited to, potable water supply, fire flow, adequate sanitary sewerage treatment and disposal, stormwater management, and roads, including sidewalks where required by adopted urban road standards.

UGA-P 2.4 The planning and implementation of transportation and stormwater management facilities in the unincorporated UGA shall reflect consistency with the goals and policies in the UGA Stormwater Management Plan and the UGA Transportation Plan adopted as components of this Comprehensive Plan.

UGA-P 2.5 Maintain consistency with the Capital Facilities Element, Policy CFP 1.1, 1.2, and 1.3, as amended. All adopted Level of Service Standards for Category A, B and C Public Facilities identified in CFP Policy 1.1 shall apply to the Irondale & Port Hadlock UGA, except as may be modified by or provided for separately in Policy UGA-P2.8 of the Urban Growth Area Element or an adopted UGA-specific Capital Facility Plan, including the *Irondale & Port Hadlock UGA General Sewer Plan, Transportation Plan and Stormwater Management Plan*.

UGA-P 2.6 In addition to the LOS adopted for public facilities in UGA-P 2.7 and CFP 1.1 of this Comprehensive Plan, above, adopt Urban LOS standards for the following capital facilities and public services in the Irondale & Port Hadlock Unincorporated UGA:

(a) On-Site Septic Sewage Treatment and Disposal

Per Jefferson County Code Chapter 8.15 (On-Site Sewage Disposal Systems)

(b) Sanitary Sewer

Per the adopted Irondale & Port Hadlock UGA General Sewer Plan
(minimum 150 gallons per day/ERU)

(c) Stormwater Management

Per the 2001 Washington Department of Ecology *Stormwater Management Manual for Western Washington* (DOE Manual), as amended.

(d) Transportation

Maintain Level of Service standard “D” or better on all road facilities within Urban Areas (UGAs) and Designated Tourist Corridors as established by the Peninsula Regional Transportation Planning Organization (PRTPO), based upon Average Annual Daily Trips.

(e) PUD UGA Public Water System Design Criteria

Demand

Average Daily Demand	(466 GPD/ERU)
Maximum Daily Demand	(933 GPD/ERU)

Fire Flow

The adopted Coordinated Water System Plan (CWSP) for Jefferson County establishes the Fire Flow level of service requirements for the UGA Water System. The requirements are identified in Table 4-1 of the CWSP, as may be amended.

Stormwater Management

GOAL:

UGA-G 3.0 Minimize the adverse effects on ground and surface water quality and quantity and protect aquatic resources and habitats from stormwater runoff generated within the Irondale and Port Hadlock UGA.

POLICIES:

UGA-P 3.1 Manage stormwater runoff in the UGA in compliance with the Jefferson County Comprehensive Plan and Unified Development Code and consistent with the guidance of the Puget Sound Water Quality Management Plan.

UGA-P 3.2 Use the technical standards from the Washington Department of Ecology *Stormwater Management Manual for Western Washington* to manage stormwater within the Irondale and Port Hadlock UGA.

UGA-P 3.3 Develop and implement an Irondale and Port Hadlock UGA Stormwater Management Program.

UGA-P 3.4 Increase the public’s knowledge of stormwater runoff issues and support public involvement in stormwater management by developing and implementing a Stormwater Management Public Education component of the Irondale and Port Hadlock Stormwater Management Program.

- UGA-P 3.5** Ensure the continued operation of stormwater management facilities by developing and implementing a Stormwater Management Facility Operation and Maintenance component of the Irondale and Port Hadlock Stormwater Management Program.
- UGA-P 3.6** Ensure that stormwater management activities are effective by developing and implementing a Water Quality Monitoring and Stream Gauging component of the Irondale and Port Hadlock Stormwater Management Program.
- UGA-P 3.7** Develop a stable and equitable revenue source to fund an Irondale and Port Hadlock UGA Stormwater Management Program.
- UGA-P 3.8** Maintain an inventory of public and private stormwater management facilities within the UGA.
- UGA-P 3.9** Join with State and local agencies and private landowners to plan, finance, and construct regional stormwater management facilities and to remediate existing stormwater management deficiencies.
- UGA-P 3.10** Minimize adverse stormwater impacts and preserve aquifer recharge by encouraging Low Impact Development design strategies.

TRANSPORTATION

GOAL:

- UGA-G 4.0** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans

POLICIES:

- UGA-P 4.1** Encourage the use of roadway features that enhance urban qualities by applying urban standards as deemed appropriate in the Urban Growth Area.
- UGA-P 4.2** Require that subdivision and commercial project designs address the following issues:
 - a. Cost effective transit and delivery of emergency services;
 - b. Provisions for all transportation modes;
 - c. Dedication of rights of way for existing and future transportation needs;
 - d. Motorized and nonmotorized access;
 - e. Sidewalks and bicycle pathways;
 - f. Compatibility between motorized vehicles, pedestrians, bicyclists, and transit users
 - g. Inclusion of transit friendly design elements
 - h. Adequate parking for non-peak period; and
 - i. Frontage improvements and roadway features to meet urban design standards within the Irondale-Port Hadlock UGA.

STRATEGIES

UGA LAND USE AND REGULATION STRATEGY

Jefferson County's strategy for UGA land use regulation will be implemented through amendment of the Unified Development 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 UGA goals and policies of this plan shall be prepared, publicly reviewed, and implemented. Existing development regulations shall be reviewed for applicability and revised where appropriate.
2. A set of zoning designations which provides a range of urban development densities, and identifies allowed uses for each zone shall be established to reflect the Comprehensive Plan Irondale & Port Hadlock UGA Future Land Use Map.

IRONDALE & PORT HADLOCK URBAN GROWTH AREA

MAP FOLIO

Figure 2-1 UGA Future Land Use Map

Figure 2-2 UGA Critical Aquifer Recharge Area Map

Figure 2-3 UGA Sewer Service Area Map