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## APPENDIX B

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### COUNTY-WIDE PLANNING POLICY

#### Introduction

In December of 1992, the Jefferson County Commissioners adopted the County-wide Planning Policy, in collaboration with the City of Port Townsend, the only incorporated city within Jefferson County. The County-wide Planning Policy establishes a policy framework to guide the development of the Comprehensive Plan and development regulations while ensuring the coordination and consistency of the plans with each other and the Growth Management Act.

The County-wide Planning Policy recognized the need for counties, cities, special purpose districts and those agencies and jurisdictions involved in the delivery of public services to coordinate the independent development of local comprehensive plans. The implementing legislation to the Growth Management Act requires that counties and cities agree upon policy statements in eight subject areas, including:

- The designation of Urban Growth Areas;
- The promotion of contiguous and orderly development and the provision of urban services to such development;
- Joint county and city planning within Urban Growth Areas;
- The siting of essential public facilities of county- or state-wide significance;
- The need to develop county-wide transportation facilities and strategies;
- The need for affordable housing for all economic segments of the population;
- County-wide development and employment; and
- The requirements to analyze fiscal impacts associated with the impacts of growth.

In addition, the City of Port Townsend and Jefferson County agreed to include policies pertaining to:

- Rural Areas; and
- The context within which the County-wide Planning Policy is to be used.

The County-wide Planning Policy was developed through a collaborative process between County and City service providers, utilities, and community organizations. The Joint Growth Management Steering Committee has oversight for this process and provides a forum for policy discussion and decisions.

The County-wide Planning Policy represents a composite framework, not a series of individual, stand-alone concepts. The intent of the CWPP is to create an overall direction for the development of individual comprehensive plans, while ensuring coordination and consistency of plans with each other and with the Growth Management Act. In addition, the County-wide Planning Policy provides a mechanism to coordinate the provision of public facilities and services throughout the community.

In the following sections, County-wide Planning Policies are discussed with reference to individual elements.

**LAND USE/RURAL ELEMENT**

The following table summarizes the land use issues identified and addressed by the County-wide Planning Policy and their analysis in relation to the land use and rural strategy of the Plan:

<b>County-wide Planning Policy</b>		<b>Analysis</b>
# 1	UGAs shall be separated by designated rural or resource lands, open space corridors, or unique topographic features.	Natural areas, open spaces, agricultural lands, low-density rural residential areas and features such as streams or ravines help to define the County's existing and future urban areas. The plan shall establish criteria for land use designations as well as a provision for the separation of principal land uses. This approach shall be reflected in the land use map.
#6	Land will be designated to accommodate a wide range of housing types, densities and mixtures.	The Plan shall encourage new population growth within UGAs while providing opportunities for appropriate rural residential development of the designated rural areas. The land use strategy shall address the needs of the County's diverse population and provide opportunities for single-family and multi-family housing as well as options for affordable housing.
# 7	A UGA shall provide regional service, while Rural Village Centers shall focus on local community retail and service needs, and transient accommodations.	<ul style="list-style-type: none"> <li>• Policies and specific recommendations on types of uses and performance standards for commercial development located within Rural Village Centers and UGAs shall be included in the Plan.</li> <li>• Policies and specific recommendations on the designation criteria and performance standards for commercial development shall be included in the Plan. Commercial development shall be located within Rural Village Centers and UGAs as designated in this plan</li> </ul>
#8	Rural areas shall maintain a variety of acreage parcels.	The need to provide for a diverse population as well as to accommodate certain topographical and environmental features of the County shall be addressed by land use goals and policies.
# 8	Rural Village Centers shall be delineated and recognized in the Comprehensive Plan consistent with the level of service standards they provide.	Rural level of service standards shall be established by the Plan and the County's Rural Village Centers shall be designated according to the level of services they provide. Need-based criteria shall be developed and specific policies shall designate the location and scale of development within proposed Rural Village Centers.

The following table summarizes the rural issues identified and addressed by the County-wide Planning Policy and their analysis in relation to the strategy for preservation of rural character:

County-wide Planning Policy		Analysis
# 1	UGAs will be separated by designated rural or resource lands, open space corridors, or unique topographic features.	Natural areas, open spaces, agricultural lands, low-density rural residential areas and other similar features such as streams or ravines help to define the County's existing and future urban areas. Rural areas outside of the UGAs shall be designated by the Plan. Goals and policies aiming at preservation of the County's rural character shall be included in the Plan.
# 8	Land Use and Rural Element of the Plan shall recognize and maintain rural character without degrading the environment or creating the need for urban level of services.	A working definition of rural character, policies on the preservation and enhancement of rural character, and rural level of services shall be included in the Rural Element of this Plan. These policies shall be in accordance with environmental policies proposed in this Plan. Policies to ensure and sustain rural level of services in the County's rural areas shall be developed.
# 8	Land Use and Rural Element shall establish a framework for the siting of industries which would be better sited in rural areas (for example, resource-based).	Appropriate industrial uses contribute to the established rural lifestyle and economic vitality of the County's rural areas. Therefore, a siting criteria for industrial development in rural areas shall be established by this plan and corresponding policies and strategies.

## NATURAL RESOURCES ELEMENT

The following table summarizes the resource lands issues identified and addressed by the County-wide Planning Policy and their analysis in relation to resource lands strategy of the plan:

County-wide Planning Policy		Analysis
# 1	UGAs to be separated by designated rural or resource lands, open space corridors, or unique topographic features.	Resource lands together with other types of the County's open space help in defining the County's existing and future urban areas. The plan shall establish criteria for resource land use designations as well as propose goals and policies aiming at maintaining viable resource industries while protecting environmental values.

## HOUSING ELEMENT

The following table summarizes the housing issues identified and addressed by the County-wide Planning Policy and their relationship to the overall strategy of the Plan.

County-wide Planning Policy		Analysis
1.1	The City of Port Townsend and Jefferson County will jointly prepare a regional population forecast for growth management planning purposes.	Jefferson County adopted a joint County and City of Port Townsend population projection resolution, County Resolution No. 17-96, in February 1996, based on data prepared by the Watterson West Group. These population projections are used as the basis for projecting the number of jobs that will be needed to support the projected 20 year population growth.
6.1	“Affordable housing” means residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household’s monthly income.	This policy indicates that affordable housing should not exceed 30% of the gross income.
6.2	The provision of affordable housing is acknowledged as a general public need and will be addressed in Jefferson County through private sector programs and projects.	The role of local government in Jefferson County is to encourage and promote the provision of affordable housing through appropriate regulations, programs and technical assistance. Direct ownership and administration of affordable housing should be assumed by private, non-profit, or quasi-public organizations.
6.3	The housing element of the Plan will include an assessment of land available and the process of siting special purpose housing.	Siting special purpose housing often results in NIMBYism (Not In My Back Yard), where property owners object to the introduction of new housing that differs from existing housing in type or value. Developing a predictable siting process for this type of housing creates a level playing field, avoids excessive delays in permit review, and reduces costs.
6.4	A sufficient quantity of land will be zoned and designated to accommodate a wide range of housing types, densities and mixtures.	The housing strategy addresses the diverse needs of the County’s population and provides opportunities for a variety of residential densities and housing types, as well as alternatives for affordable housing.

6.5	An affordable housing strategy will be developed as part of the housing element of the Plan.	The Housing Strategy is based upon a careful analysis of the available opportunities and resources to meet identified needs to provide safe, affordable housing for all Jefferson County residents. The strategy utilizes a cooperative approach between the County and the City of Port Townsend and the County and the Master Planned Resort of Port Ludlow to develop and achieve quantitative housing targets. For the unincorporated areas of the County, a variety of innovative techniques are used to encourage affordable housing within a compact rural development pattern.
6.6	Each UGA shall accommodate its fair share of housing affordable to low- and moderate-income households.	The Plan encourages population growth within UGAs while providing opportunities for appropriate rural residential development of the designated Rural Village Centers and Port Ludlow which already has the infrastructure, but currently does not have its fair share of affordable housing.
6.7	Undeveloped land owned by public entities will be inventoried and considered for development of low-income housing.	Criteria should be developed to determine if surplus public land is suitable for affordable housing development. Appropriate land could be made available to private, non-profit, or quasi-public organizations for development of affordable housing through long-term leases.
6.8	The Housing Element will include criteria for locating higher density residential areas <i>near</i> public facilities and services, commercial services, adequate roads or within walking distance of jobs or transit.	Higher density residential areas require urban levels of service that are most efficiently provided within UGAs. Therefore, this type of development will not be located in the unincorporated areas of the County. The Master Planned Resort of Port Ludlow, although not incorporated, does have an urban level of service which already accommodates higher density residential areas. A percentage of Port Ludlow's undeveloped land presently zoned for future multi-family residential could accommodate higher density, affordable housing and housing to accommodate special needs.
8.2	Clustering or density transfer can be a positive tool in maintaining the character of rural areas.	Cluster development and density transfers permit the creation of smaller individual lots located in closer proximity than typically found in low density, large parcel residential development provided that the overall cluster density does not exceed the underlying rural density zone.
8.5	Land uses within the three Rural Village Centers could include residential development, including small-lot single family and multi-family and mixed-use developments, consistent with level of service standards such as an adequate community water system, community sewer system, and adequate roadways and public transit to accommodate the increased density.	Rural Village Centers are historic, unincorporated communities that offer some urban services, such as limited commercial uses. They are generally small, compact rural community centers that primarily exist to provide housing, convenience goods and services to residents in and around the area. It is intended that these areas continue to be a mixture of land uses, particularly residential and limited neighborhood businesses, with new development limited to infill within designated Rural Village Center zones. Jefferson County has three designated unincorporated Rural Village Centers: Port Hadlock, Quilcene and Brinnon.

## OPEN SPACE ELEMENT

The following table summarizes the rural issues identified and addressed by the County-wide Planning Policy and their analysis in relation to the overarching rural strategy of the plan.

County-wide Planning Policy		Analysis
# 1	UGAs to be separated by designated rural or resource lands, open space corridors, or unique topographic features.	Open spaces help to define the County's existing and future urban areas and constitute an essential quality of its rural character. The Plan shall define, identify, propose and designate open space and propose planning goals and policies designed to preserve the County's open space.
# 8	Clustering and density transfer shall be used as tools to preserve rural character.	Cluster development and density transfer permit the creation of smaller individual lots located in closer proximity than typically found in low density residential development and therefore preserve open space areas. Preservation of open space areas is pivotal in the conservation and enhancement of the County's rural character. The open space element of the Plan shall include recommendations to use clustering and density transfer as tools in preserving open space areas, as well as corresponding policies.

## ECONOMIC DEVELOPMENT ELEMENT

The table which follows summarizes the economic development issues identified and addressed by the County-wide Planning Policy and their relationship to the overall strategy of the Plan.

County-wide Planning Policy		Analysis
1.3	The size and delineation of boundaries of UGAs will be determined by the following criteria: <ul style="list-style-type: none"> <li>adequate amount of developable land to accommodate forecasted growth for the next 20 years based on the joint population forecast.</li> <li>sufficient developable land for residential, commercial and industrial uses to sustain a healthy local and regional economy.</li> </ul>	Jefferson County adopted a joint County and City of Port Townsend population projection resolution, County Resolution No. 17-96, in February 1996, based on data prepared by the Watterson West Group. These population projections are used as the basis for projecting the number of jobs that will be needed to support the projected 20-year population growth.
7.1	The private sector is primarily responsible for the creation of economic opportunities in Jefferson County. The responsibility of the public sector is to assure that these activities are carried out consistent with defined community and environmental values.	The economic development strategy supports a sustainable economy which fosters a stable and diverse economy supporting family-wage jobs. At the same time, economic development must be accomplished in a manner that does not negatively impact the natural environment.

7.2	An economic development element should identify and designate adequate areas for commercial, retail, and industrial growth necessary to sustain future population and employment forecasts.	The County and City of Port Townsend will fund a commercial and industrial land base study to determine future commercial and industrial land use needs. This study will guide decision-makers when planning to improve or add infrastructure in support of economic development activities.
7.3	Each UGA and Rural Village Center is considered the commercial and business “hub” in their respective areas of the County. UGAs should be viewed as regional service and retail centers, while the Rural Village Center focus is on local community retail and service needs.	The majority of new economic activity will occur within the Port Townsend UGA. The possibility of Glen Cove receiving economic development activity awaits the completion of a commercial and industrial land base study. Limited economic activity which is locally oriented may be appropriate in Rural Village Centers if public infrastructure is adequate and available. Home-based businesses are encouraged throughout the County’s rural areas but are not considered commercial uses.
7.4	Certain industries due to their size or type of operation or due to their dependence on the local resource base should not be located within UGA boundaries. When locating rural-based industries, the County should assure these activities are self-supporting and do not promote urban growth.	Rural industrial land uses may be appropriate in rural areas if they are resource-based; the nature of the activity is incompatible with urban development due to its potential threat to the public health, safety, and welfare; and/or there is a demonstrated need for a parcel of land so large that no suitable parcels are available within the UGA.
7.5	The Port of Port Townsend’s legislative authority should be utilized as a tool to implement industry and trade strategies.	The Port’s legislative authority is a valuable tool to implement industry and trade strategies and should be used to the fullest extent to promote employment opportunities and the development of infrastructure necessary to meet the needs of industry consistent with the goals and policies of this Comprehensive Plan.

## ENVIRONMENT ELEMENT

The following table summarizes the environmental issues identified and addressed by the County-wide Planning Policy and their analysis in relation to the environmental strategy of the Comprehensive Plan:

County-wide Planning Policy		Analysis
# 8	Land Use and Rural Element of the Plan shall recognize and maintain rural character without degrading the environment or creating the need for urban level of services.	Policies contained in the Land Use and Rural Element of the Plan shall be in accord with environmental policies proposed by the Plan. Environmental policies shall aim at preserving environmental quality of the County’s lands.

## TRANSPORTATION ELEMENT

The goal of the policies in this document is to ensure that local planning efforts will be consistent with one another and consistent with regional growth management planning.

County-wide Planning Policy	Analysis
#5	<ol style="list-style-type: none"> <li>1. The Peninsula Regional Transportation Planning Organization (PRTPO) will develop a regional transportation plan for the Eastern Olympic and Kitsap Peninsula area. The City and County will each develop a transportation element to the comprehensive plan that emphasizes local transportation needs. In developing these transportation elements, specific linkages with the regional plan will be undertaken to assure consistency between the two documents.</li> <li>2. Service standards for highways, arterial, and transit routes will be coordinated and adopted at a county-wide level. These standards may vary depending on the type of development pattern anticipated (i.e. urban vs. rural) or by the specific growth management objectives being considered. When a variance to level of service standards is established, it will be clearly delineated in the transportation and land use element of the comprehensive plan.</li> <li>3. In developing the County's six year road program, the priority of focus should be: <ul style="list-style-type: none"> <li>• first, to maintain or expand capacity within the UGAs.</li> <li>• second, to maintain or expand capacity for transportation to and from UGAs and regional centers.</li> </ul> </li> <li>4. The land use and transportation elements of the comprehensive plan will be used by Jefferson Transit as a guide in the development of its service delivery strategy. The thrust of this strategy is to increase ridership and expand transportation options within UGAs, between UGAs, and between the county and region at large.</li> <li>5. Jefferson International Airport will remain the public link to the larger air transportation system. The Port of Port Townsend will have the lead responsibility to develop a service delivery strategy for this mode of transportation consistent with the transportation and land use elements of the County comprehensive plan.</li> <li>6. The development or expansion of any air-based or water-based transportation system will require specific linkage with the ground transportation system and compatibility with the land use element of the comprehensive plans.</li> <li>7. In establishing the land use element of the comprehensive plans and the level of service standards for transportation systems within UGAs, the City and County will insure that development densities, design elements and policies are supportive and make accommodation for public transit and non-motorized forms of transportation.</li> <li>8. The transportation element of the comprehensive plans will be designed around the following principles: <ul style="list-style-type: none"> <li>• seek to increase efficiency of the existing transportation system.</li> <li>• emphasize the movement of people and goods first, and vehicles second.</li> <li>• encourage and integrate non-motorized modes and high occupancy</li> </ul> </li> </ol>

	<p>vehicles in transportation system design.</p> <ul style="list-style-type: none"> <li>• encourage employers to implement Transportation Demand Management (TDM) techniques. This is particularly true in review of new employment generators at a fixed location.</li> <li>• seek to assure that the proportionate share of costs of new or upgraded transportation facilities are borne by those who create the need for the facility, as well as those who benefit from it.</li> </ul> <p>9. The Transportation Plan element will provide a summary and analysis of planning information including:</p> <ul style="list-style-type: none"> <li>• land use assumptions upon which the transportation element is based including: population, employment by type, recreation, comprehensive land use designations, and the density of current and projected development including the ration of single and multi-family units to total housing units within UGAs.</li> <li>• level of service standards for arterials and collectors.</li> <li>• an analysis and forecast of future transportation needs.</li> <li>• evaluate the operation and maintenance of transportation facilities in a manner which considers present and future operation and maintenance costs.</li> <li>• incorporate pedestrian and bicycle travel as part of the transportation element within a coordinated and regional basis. The bicycle and pedestrian component shall be a part of the funding component of the capital improvement program for transportation improvements.</li> </ul> <p>10. The adopted level of service standards will be used in evaluating concurrency for long range transportation planning, development review and programming of transportation improvements.</p>
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## UTILITIES ELEMENT

The Utilities Element is consistent with the elements of the Comprehensive Plan, as well as with County-wide Planning Policies (CWPP) and Growth Management Planning Goals as adopted by the Board of County Commissioners.

The goals, policies, and strategies identified in the Utilities Element meet GMA planning goals, including those associated with urban growth, reduction of sprawl, open space and recreation, and public facilities and services. Although the CWPP does not address utilities as a separate category, as defined in the Utilities Element, utilities are addressed within a number of CWPP sections. Specifically, the policies that require shared use of corridors for utilities, trails, and transportation rights-of-way.

The CWPP calls for the City of Port Townsend to develop plans, in cooperation with existing water purveyors, and other public entities providing water or sewer services, affording urban-level water and services within the one designated Urban Growth Areas (City of Port Townsend). The interlocal agreements specified in the policies must address reasonable criteria for annexation and ensure adequate services, including water and sewer utilities.

The CWPP prohibits the City of Port Townsend from extending water and sewer utilities without an adopted program for annexation, and if such services are extended, those extensions must be consistent with the service area boundaries and other provisions of the Jefferson County's Coordinated Water System Plan. The CWPP prohibit extension of water service to serve urban uses outside of the Urban

Growth Areas (UGAs); in addition, availability of pipeline capacity to meet local supply needs shall not be considered in conversions of agricultural land, forestry, or rural lands. These and other water quantity and quality issues covered in the CWPP are addressed directly and are supported in the goals, policies, and strategies of the Utilities Element.

### CAPITAL FACILITIES ELEMENT

The following table summarizes the capital facilities issues identified and addressed by the County-wide Planning Policy and their analysis in relation to the capital facility strategy of the plan:

County-wide Planning Policy		Analysis
# 1	Implement RCW 36.70A.110 Urban Growth Areas (UGAs)	Population forecasts will be used to prepare capital facilities plans. Designation and expansion of UGAs should be based on the capacity to provide public capital facilities at adopted Levels of Service.
# 2	Promotion of contiguous and orderly development and provision of urban services	The capital facilities element will define the Levels of Service for public facilities within UGAs. New development will meet the LOS as a condition of approval and will contribute its proportionate share towards provision of those facilities. Urban public facilities will not be extended beyond UGA boundaries.
# 3	Joint County and City planning within Urban Growth Areas	The County and incorporated UGAs will coordinate plans for provision of County-wide capital facilities for public safety, transportation, solid waste, storm water management, and utilities.
# 4	Siting essential public facilities of County or State-wide significance	Essential public facilities sited outside of UGAs should not require the extension of urban public facilities.
# 5	County-wide transportation facilities and strategies	Guides development of the County's Six-Year Transportation Improvement Plan. Requires development of Level of Service standards. Although not specifically stated in the policy, these issues need to be coordinated with the Capital Facilities Element.
#7	County-wide economic development and employment	The Economic Development Plan shall be coordinated with the Capital Facilities Element of the Comprehensive Plan.
# 8	Rural Areas	Land use within Rural Village Centers will include public facilities necessary to support the center.
# 9	Fiscal impact analysis	A fiscal impact analysis will be conducted to ensure that the projected cost of public capital facilities can be reasonably supported.