

## ***Chapter 7: Strategies***

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**2010 Update:** This chapter has been retained in the original 2002 Plan format..

This chapter presents a description of strategies that can meet Jefferson County's non-motorized transportation and recreational trail needs along with a discussion of the philosophical issues involved.

### **7.1 Alternative service roles**

Jefferson County could provide non-motorized transportation and trail facilities and services under one of the following alternative service policies:

#### **Alternative 1: Comprehensive role**

Jefferson County could provide a public facility and program for every type of non-motorized transportation and trail activity that could interest county residents. A comprehensive service approach, however, would have a number of drawbacks:

- *feasibility* - there may not be a sufficient number of resident users within Jefferson County to economically support the development and operation of some specialized types of non-motorized transportation and trail facilities, such as cycling, bmx, equestrian, kayak and other centers, white water river runs, or backpacking excursions.
- *duplication* - other public and private agencies have already successfully developed some appropriate, publicly accessible facilities, such as freshwater boat launches, saltwater marinas, shoreline access points. Jefferson County could spend considerable monies providing a facility that would duplicate and dilute the need for an existing facility service.
- *capacity* - Jefferson County may not have the financial resources to develop and operate a comprehensive list of facilities and services even if county residents elected to do so.

#### **Alternative 2: Specialized role**

Jefferson County could pursue a limited, focused approach to non-motorized transportation and trail services – such as providing specific types of facilities (multipurpose trails) used by residents on a regional basis, as opposed to providing sites used by residents of the local or neighborhood area. A narrow or specialized approach to non-motorized transportation and trails service, however, would have the following drawbacks:

- *balance* - a quality non-motorized transportation and trail system should provide a choice of activities allowing for different transportation modes, commuter versus recreational interests, and user skill levels and capabilities. A narrow, focused inventory of facilities on a regional or even site-specific basis could become sterile or uninteresting. Residents would also be shortchanged if no other agency assumed responsibility for providing for the other activity interests that Jefferson County decided not to support.

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- representation - as the most comprehensive level of government, local residents depend on Jefferson County to represent their interests with other governmental agencies. Jefferson County has a responsibility to see that other agencies successfully provide facilities within the local area in the event Jefferson County does not, and to offset the impact of regional non-motorized transportation and trail activity demands on local facilities.
- opportunity - Jefferson County may be aware or in a position to capitalize upon a land or facility opportunity when another agency may not be able to respond in time or alone. Examples include the use of utility corridors for trails, the acquisition of surplus or defunct facilities, and sometimes by project specific mitigation through the subdivision and/or environmental impact review process.

### **Alternative 3: Strategic role - recommended action**

Jefferson County could perform a strategic role providing:

- non-motorized transportation and trail facilities and programs that no other agency can or is willing to provide;
- acting as a coordinator of local interests where facilities are provided by many other agencies; and
- performing as a facilitator where unique acquisition or development opportunities may occur that could be implemented or operated by other agencies.

A strategic approach to services will require the following:

- involvement - Jefferson County must coordinate planning and development efforts with other local agencies such as the City of Port Townsend, the Port of Port Townsend, the Port Townsend, Chimacum, Quilcene, and Brinnon School Districts; Washington State Parks & Recreation Commission, and the Departments of Transportation, Natural Resources, and Fish & Wildlife; the US Forest Service, National Park Service, and Department of Defense; and other public and private agencies to be aware of and have impact on these and other agency programs,
- planning - Jefferson County must continually analyze long range needs and conditions for residents within county and city urban growth areas in order to recognize and be prepared to act on opportunities,
- priorities - Jefferson County must decide policies and outline actions to be undertaken should opportunities allow strategic developments,
- commitment - Jefferson County must provide appropriate staff expertise and budgets with which to implement strategic planning programs and projects when no other agency can or is able within a strategic time schedule.

## **7.2 Role recommendations by function**

This plan recommends Jefferson County pursue a modified strategic approach to services where Jefferson County assumes responsibility for those functions no other agency or organization can provide, and coordinates functions and activities that have other viable sponsors. Jefferson County would be the coordinator or planner of first resort, and the provider of last resort. For example:

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**Alternative roles - non-motorized transportation and trails**

No action - present policies

| Alternative 1: Comprehensive role

| | Alternative 2: Specialized role

| | | Alternative 3: Strategic role

| | | | Other participants or providers

<b>Multipurpose trails</b>					
Major systems	X	X	X	X	w/PT/WAP&RC/DNR/ORM/PSE/WSDOT/Users
Minor systems		X	X		w/DNR/PSE/WSDOT/Users

<b>Pedestrian systems</b>					
Streetscape and urban sidewalks		X	O		w/PT/WSDOT/Communities
Gateways	X	X	X	X	w/PT/WSDOT/Communities
Urban walkways		X	X		w/WSDOT/Communities

<b>Walking and hiking trails</b>					
Walking in a park	O	X	X	X	w/PT/WAP&RC/DNR
Cross-county trail systems		X	X	X	w/PT/DNR/ORM/PSE/WSDOT/Users
Shoreline trails		X	O		w/PT/DNR
Backcountry trails and backpacking		X			by USFS/NPS

<b>Bicycle systems</b>					
On-road bicycle routes	X	X	X	X	w/PT/WSDOT
Urban bikeways		X	X		w/PT/WSDOT/Communities
Backcountry routes - shared roadways		X	X	X	

<b>Off-road biking trails</b>					
Off-road bike trails		X	X		w/PT/DNR/ORM/PSE/WSDOT/Users
Off-road bike courses/riding areas		X	X	O	w/PPT

<b>Horse trails</b>					
Horse riding areas		X	X	O	w/Users
Horse riding trails	X	X	X	X	w/PT/DNR/ORM/PSE/Users
Backcountry horse trails		X			by USFS/NPS

<b>Water trails</b>					
Freshwater access - water bodies	O	X	X	O	w/DFW
Freshwater access – rivers		X			by DFW/DNR/USFS/NPS
Saltwater access - hand launch	O	X	X	O	w/DNR/WAP&RC/PPT/Private
Saltwater access – waterside		X	X	O	w/DNR/DFW/DOD
Cascade Marine Trail campsites		X			by WAP&RC

X Major role/responsibility

O Minor role/responsibility

Communities Port Hadlock, Chimacum, Quilcene, Brinnon, etc.

PT Port Townsend

PPT Port of Port Townsend

WAP&RC Washington State Parks & Recreation Commission

DNR Washington State Department of Natural Resources

WSDOT Washington State Department of Transportation

DFW Washington State Department of Fish & Wildlife

USFS US Forest Service

NPS National Park Service

DOD US Department of Defense

ORM Olympic Resource Management

PSE Puget Sound Energy

Users Trail Interest and User Groups

**Coordinating activities**

Jefferson County should provide central information and coordination services for non-motorized transportation and trail activities within the entire County, including the City of Port Townsend, since Jefferson County alone has the local authority and resources to operate as a central facilitator. This role should include the maintenance and updating of future population growth estimates, inventories of existing and proposed facility developments, the identification of probable local facility and program needs, and proposals of area-wide facility and program solutions.

**Planning and development assistance**

Jefferson County should provide more detailed planning and development assistance when:

- there are no other designated agencies or organization who can,
- the activity is located within both the county and the city and involves siting controversies or environmental consequences that may not be equitably resolved otherwise or
- a proposed development will initially be within an urban growth area subject to Jefferson County authority until ultimately annexed into city limits.

**Development, operation and maintenance**

Jefferson County should not develop, operate or maintain non-motorized transportation or trail facilities and activities unless:

- the facility will have the broadest possible benefits for a large proportion of the county population and will be financed using resident approved methods, or
- facility development and operating costs will be recaptured from direct charges of the populations who use the facility, or
- facility development and operating costs will be compensated in some manner through inter-local agreements with the using agency, area or benefiting user group, particularly where the demands will originate from a regional service requirement, or
- the site or facility has intrinsic value apart from traditional operation and maintenance needs, like the preservation or development of an off-road trail corridor and riding area.

**7.3 Role responsibility by activity**

By activity, this plan recommends Jefferson County assume the following responsibilities:

**Multipurpose trails**

Jefferson County should assume a major responsibility for the planning, development, maintenance, and operation of major and minor hike, bike, and horse trail systems.

Jefferson County should work with Port Townsend, Washington State Parks & Recreation Commission, Departments of Natural Resources and Transportation, Puget Sound Energy, Olympic Resource Management and various user and volunteer groups to create effective projects.

**Pedestrian systems**

Jefferson County should assume a major responsibility for the planning, development, maintenance, and operation of gateways and urban walkways

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within the unincorporated areas, and a minor role supporting Port Townsend within city limits.

Jefferson County should work with the unincorporated communities, Port Townsend, and the Washington State Department of Transportation to create effective projects.

### **Walking and hiking trails**

Jefferson County should assume a major responsibility for the planning, development, maintenance, and operation of park and cross-county walking and hiking trails, and a supportive role for shoreline and backcountry trails.

Jefferson County should work with Port Townsend, Washington State Parks & Recreation Commission, Departments of Natural Resources and Transportation, Puget Sound Energy, Olympic Resource Management, US Forest and National Park Services, and user groups to create effective projects.

### **Bicycle systems**

Jefferson County should assume a major responsibility for the planning, development, maintenance, and operation of on-road bicycle systems.

The Proposed On-Road Bicycle Routes and Proposed Urban Bikeways in Chapter 9 typically require construction of additional roadway shoulder width or a separate bicycle lane. These projects are expensive to construct. There is limited funding available for these facilities as separate non-motorized transportation projects. However, these facilities may qualify for funding as components of overall roadway improvement projects. Jefferson County should therefore provide these facilities when constructing roadway improvements on proposed bicycle routes, as funding allows.

Jefferson County should work with the unincorporated communities, Port Townsend, and the Washington State Department of Transportation to create effective projects.

### **Off-road biking trails**

Jefferson County should assume a major responsibility for the planning, development, maintenance, and operation of off-road bike trails, and a supportive role for bike courses and riding areas.

Jefferson County should work with Port Townsend, Port of Port Townsend, Washington State Departments of Natural Resources and Transportation, Puget Sound Energy, Olympic Resource Management, and users creating effective projects.

### **Horse trails**

Jefferson County should assume a major responsibility for the planning, development, maintenance, and operation of cross-county horse trails, and a supportive role for riding areas and backcountry trails.

Jefferson County should work with Port Townsend, Washington State Department of Natural Resources, Puget Sound Energy, Olympic Resource

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Management, US Forest and National Park Services, and users creating projects.

**Water trails**

Jefferson County should assume a minor responsibility for the planning, development, maintenance, and operation of fresh and saltwater access and hand launch sites, and a supportive role for waterside access and Cascade Marine Trail campsites.

Jefferson County should work with Port Townsend, the Port of Port Townsend, Washington State Park & Recreation Commission, Departments of Fish & Wildlife and Natural Resources, US Forest and National Park Services, Department of Defense, and private facility operations to create effective projects and access.