BRINNON

community development plan
RESOLUTION NO. 9-82

ADOPTION OF BRINNON AREA COMMUNITY DEVELOPMENT PLAN

WHEREAS, the Washington State Planning Enabling Act (Chapter 36.70, Revised Code of Washington) permits the Jefferson County Comprehensive Plan: A Policy Guide for Growth and Development to be, "... amplified or augmented in scope by progressively including more completely planned areas consisting of natural homogeneous communities, distinctive geographical areas, or other types of districts having unified interests within the total areas of the county"; and

WHEREAS, the Brinnon area constitutes a distinctive geographical area whose citizens have unified interests; and

WHEREAS, the Brinnon Area Community Development Plan has been prepared by the mutual cooperation of the property owners of the Brinnon area, the Jefferson County Planning Commission, the Jefferson County Planning Department, and other interested and responsible parties; and

WHEREAS, the Brinnon Area Community Development Plan has been reviewed in compliance with the Washington State Planning Enabling Act and the Washington State Environmental Policy Act, including required public hearings; and

WHEREAS, the Jefferson County Planning Commission has approved the Brinnon Area Community Development Plan and recommended the Jefferson County Board of Commissioners approve and certify the plan; and

WHEREAS, the Jefferson County Board of Commissioners finds the certification of the Brinnon Area Community Development Plan to be in the interest of the public health, safety, and welfare of the citizens of the Brinnon area and the citizens of Jefferson County.
NOW, THEREFORE, BE IT RESOLVED that the Brinnon Area Community Development Plan is hereby approved and certified as an official amendment of the Jefferson County Comprehensive Plan: A Policy Guide for Growth and Development.

APPROVED and CERTIFIED this 20th day of January, 1982.

SEAL: 

BOARD OF COMMISSIONERS OF
JEFFERSON COUNTY, WASHINGTON

B.G. Brown, Chairman

A.M. O'Meara, Member

ATTEST:  

Jerdine C. Bragg, Clerk of the Board

Carroll M. Mercer, Member
November 4, 1981

Jefferson County Board of Commissioners
County Courthouse
Port Townsend, Washington  98368

Re: Draft Brinnon Area Community Development Plan

Dear Sirs:

At its regular monthly meetings of October 6, 1981 and November 4, 1981, the Jefferson County Planning Commission held a public hearing and received testimony on the proposed Brinnon Area Community Development Plan. As a result of those meetings, the following findings and motion are forwarded to you for your consideration:

By formal motion, the commission found that the draft Brinnon Area Community Development Plan: (1) is in compliance with the provisions of the Washington State Planning Enabling Act, R.C.W. 36.70; (2) conforms with and furthers the goals and policies contained in the Jefferson County Comprehensive Plan; and (3) was prepared by the mutual cooperation of the citizens in the Brinnon area, the Jefferson County Planning Department, and the Jefferson County Planning Commission.

By unanimous vote of the membership, the Jefferson County Planning Commission recommends that the Jefferson County Board of Commissioners duly adopt the proposed Brinnon Area Community Development Plan, along with the amendments and corrections sheet, as a revision to and special chapter of the Jefferson County Comprehensive Plan.

Respectfully Submitted,

JEFFERSON COUNTY PLANNING COMMISSION

[Signature]
Norris W. Short, Chairman

[Signature]
Virginia Mulkey, Secretary

NWS:DC:1s
BRINNON AREA COMMUNITY DEVELOPMENT PLAN

JEFFERSON COUNTY BOARD OF COMMISSIONERS

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A.M. O'Meara, Member
Carroll M. Mercer, Member

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Nancy Burkhart, Secretary

JEFFERSON COUNTY PLANNING DEPARTMENT

David Goldsmith, Director
Edward Darden, Associate Planner
Laura Southmayd, Administrative Assistant
Peter Steel, Planning Technician

FEBRUARY 1982
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chapter 1

introduction and purpose

Brinnon is a unique and beautiful area in eastern Jefferson County. It is characterized by twenty five miles of Hood Canal shorelines; two major rivers, the Duckabush and Dosewallips; and the backdrop of the Olympic Mountains. The Brinnon planning area is bounded on the north by Mount Walker, the south by the Jefferson-Mason County boundary, the east by Hood Canal, and the west by the Olympic National Forest. The natural beauty and resources of the area have contributed to the desirability of Brinnon as a rural residential and recreational community.

Prior to 1969, Brinnon developed slowly and remained primarily a logging community and a rest stop for travelers along U.S. Highway 101. However, since that time easier accessibility, a growing retirement age population, and a desire to be part of rural living has contributed to an accelerating growth rate.

Recognizing that an uncharted course for the area's development could jeopardize the lifestyle that the people of Brinnon have come to enjoy, the community requested the Jefferson County Board of Commissioners to assist them in establishing a community plan that would address the future growth and development of the area. This plan is a product of the cooperation between Brinnon citizens and Jefferson County. It serves as a written expression of the desires of the community.

The adopted plan becomes a special chapter of the Jefferson County Comprehensive Plan and will be a critical element in the decision-making process that affects the community. This plan should be reviewed every five years in a coordinated effort between the citizens of the community and Jefferson County so, as attitudes and conditions change, this plan can be amended accordingly.

The integrity of the Brinnon Area Community Development Plan can be assured by the continuing support of local citizens in cooperation with their elected officials.
Chapter 2

The Planning Process

In 1965 the Jefferson County Board of Commissioners appointed the Jefferson County Planning Commission as a nonpaid citizen advisory group to make ongoing recommendations regarding the overall development of the county. The primary responsibility of the planning commission is to give policy-oriented recommendations to the county commissioners. The planning department provides the county commissioners and planning commission with administrative and technical planning assistance. The planning department also acts as a consultant to many private property owners and developers whose projects come within the jurisdiction of county plans, policies, and ordinances.

The authority to carry on the county planning program is granted by the Washington State Planning Enabling Act, first adopted by the legislature in 1959 and amended a number of times since. It governs many aspects of a county comprehensive plan. A comprehensive plan is defined by the act as policies and proposals adopted by the board of county commissioners which serve as:
(a) a beginning step in planning for the physical development of the county;
(b) the means for coordinating county programs and services;
(c) a source of reference to aid in developing, correlating, and coordinating official regulations and controls; and
(d) a means for promoting the general welfare.

A special chapter of the Jefferson County Comprehensive Plan is community development plans. These community plans represent natural, homogeneous communities within distinct geographic areas, having unified interests concerning the growth and development of their area. The community plans are valuable in a number of different ways: (a) they allow groups of people in various areas of the county a better means of determining for themselves what type and degree of future growth and development they want in their specific community; (b) they allow the distinct desires of one county community to not intrude on the wishes of other areas; and (c) they allow participatory democracy to be exercised to its fullest extent by involving as many citizens as possible in the decision-making processes of local government. The planning program for Jefferson County's community areas, including the Brinnon area, continually strives for the highest degree of public involvement. A community development plan will not truly be successful unless it represents the values and opinions of the area's citizens. It is the hope of the board of county commissioners, the planning commission, and the planning department that the citizens of the Brinnon area will take every opportunity to participate in all phases of the planning program, including periodic revisions and updating of their Brinnon Area Community Development Plan.
HISTORY

Official records of 1863 has the Brinnon area referred to as Quagboor, later known as Duckaboos, and after statehood the area was called Brinnon and Duckabush, with no explanation for the change.

The townsite of Brinnon is located at the mouth of the Dosewallips River. The town was named for Ewell P. Brinnon; not the first to settle the area, but a long time pioneer. Before this death in 1895, he and his Indian wife, Kate, lived on a ranch by the Duckabush River, which later became one of the outstanding summer resorts on Hood Canal. The railroad boom of the late 1800's brought many settlers to the area seeking their fortune in timber and land speculation. After the boom burst, the depression followed, timber and land claims were abandoned, and settlers left, but Ewell Brinnon stayed. The present school site and cemetery are symbols of Brinnon's faith in the area and its future.

Timber has always been a valuable resource of the area; however, getting it to market has posed problems. After State Senator Ed Sims dammed the Dosewallips River and Rocky Brook Creek in an unsuccessful attempt to "splash" logs down to Hood Canal, he removed them from the Dosewallips Flat area by tractor. Two log chutes were developed (one above Pleasant Harbor, the other on Turner Mountain) in order to get the timber to the water. Then in 1903 James Izett bought a timber claim and built a logging railroad four miles up the south side of the Dosewallips River. (Izett maintained two logging camps and held considerable property in the area until his death. His daughter, Janet Izett Worthington, still maintains a home on Wa Wa Point at Jackson Cove.) As time passed, railroad logging became commonplace; the Dosewallips River, Duckabush River, and Turner Mountain all felt the rumble of the iron horse. The Turner Mountain incline was so steep that it took four locomotives to negotiate and many loggers refused to ride, preferring to climb the mountain by foot.

Like other villages springing up along Hood Canal, Brinnon was for years served only by boat. Early boats were the "Delta", "Dode", "Georgia Starr", and "Lydia Thompson", providing passenger and cargo service to the communities along Hood Canal. Ferry service across the canal between Brinnon and Seabeck was provided until 1941. Names like the "Mount Constance", "Buline", and "Airline" were familiar to ferry riders.

The first road connecting Brinnon to Quilcene was built in 1896, twenty-six years after the first petition for such a road was submitted. In 1918 the original highway connecting Brinnon with the outside world to the south was constructed. As the main highway was improved and relocated, stores had to be moved or abandoned. E.K. Hjelvik moved his store from Wa Wa Point to the ferry landing and back to its present location with each move of the highway. "Ma" Hjelvik continues the business today.
At the turn of the century, a wharf on the south side of the Dosewallips Tides Flats served the community store and hotel located nearby. The store and hotel were later destroyed by fire. However, the store was rebuilt in 1918 by Tom Miller; it served the community for twenty-four years until it too burned. C. Verne Dorothy, the new owner, moved the store north of the Dosewallips Bridge where it still stands today.

There is little to remind us of those days of the early settlers. Logging trucks have replaced the locomotive, U.S. Highway 101 is a major arterial over which thousands of vehicles travel each year, and the ferries and river boats are gone. Many of the old homesteads have become residential or recreational developments, yet, Brinnon remains much the same as it was in the early days: a small community of friendly folks, proud of its past and concerned with its future.

LOCATION

Brinnon is an unincorporated community lying at the mouth of the Dosewallips River, situated on the eastern slopes of the Olympic Mountains and the western shores of Hood Canal. Brinnon lies astride U.S. Highway 101 about equal distance between Shelton on the south and Port Townsend on the north. The Brinnon planning area is bounded on the north by Mount Walker and on the south by the Mason County line near Triton Cove and includes all land areas from Hood Canal west to the boundaries of the Olympic National Forest. Although the area consists of approximately fifty square miles, it is characterized more by its twenty-five miles of shoreline along Hood Canal and its two major rivers, the Duckabush and Dosewallips, which flow through the area. Much of the land in the area is owned by the federal and state governments as well as major timber corporations.
TOPOGRAPHY

Except for several small areas or narrow corridors, the Brinnon area contains pronounced topographic features. Areas where slopes less than fifteen percent occur are rare. Elevations exceeding 400 feet within 2,500 feet from Hood Canal are common. Beyond 2,500 feet from the canal, elevations rise sharply, particularly in the areas of Mount Walker, Mount Jupiter, and Mount Turner. Along Hood Canal, low banks are rare; most waterfront areas are characterized by banks rising from thirty to seventy feet. Exceptions to steep topography occur along the Duckabush and Dosewallips River Valleys. The Duckabush River Valley is a relatively flat corridor with a width of approximately 2,500 feet extending from its mouth for a distance of about three miles. The Dosewallips River Valley contains two relatively flat areas of smaller width than the Duckabush; however, these flat areas lie in the flood plains. Caution should be exercised when building on areas of steep slopes. Cuts and fills often render stable land unstable and earth movements may occur.

GEOLOGY

The geologic characteristics of the Olympic Peninsula and Hood Canal play an important role in planning both public and private developments. Geology is the structure of the earth generally found below five feet and is the parent material of surficial soils.

Millions of years ago, vast sheets of ice began moving south from Canada, carving out the Puget Sound Basin. For hundreds of years the ice advanced and retreated, each time carrying tons of rock and sand dredged from its course. Between each advance, lakes and rivers were formed and sediments from these were later covered by glacial deposits. When the last glacier retreated some 10,000 years ago, it left East Jefferson County and Hood Canal as we know it today.

Generally speaking, glacial deposits consist of two types, outwash and till. *Outwash* consists of unconsolidated sand, gravel, and rock as a result of run-off from advancing or retreating glaciers. *Till* consists of unsorted clay, sand, gravel, and rock that has been compacted into a highly impervious cement-like material commonly called hardpan. Due to the advance and decline of some several separate periods of glaciation, faulting, and bending of the earth's crust, these layers of outwash and till may overlap one another and run in different directions.

The superficial geology of the southeast portion of Jefferson County consists mainly of *Vashon Lodgement Till*. This till is compacted assortment of clay, silt, sand, pebbles, cobbles, and boulders. Because of its compactness and high clay content, Vashon Lodgement Till is non-compressible, impermeable, and is not prone to landslides.

Near shorelines, erosion has exposed Vashon Advance Outwash and Pre-Vashon Stratified Sediments. *Vashon Advance Outwash* is a loose assortment of sands and gravels with some clay and silt. This deposit is highly permeable, slightly compressible, will not maintain a steep slope, and is landslide prone, especially when saturated with water. *Pre-Vashon Stratified Sediments* are a group of glacial deposits that were laid down before the period of the Vashon Glacier and consist of outwash, lake and river sediments, and alluvium. This deposit is generally permeable, slightly compressible, and has poor natural stability.
The other major formations are Possession Till, Ice-Contact Drift, and Double Bluff Till. These deposits have been exposed by erosion and are found sporadically along the shoreline.

Both till and outwash deposits are used for domestic water sources together with the outgrowth of rivers and streams flowing from the Olympic Mountains. It is not uncommon that pockets of outwash are found within till deposits. Where this is the case, wells are tapping perched water tables either above or within the till. In many cases, wells that tap perched water tables are not dependable, especially during the late summer months when rainfall does not recharge the aquifers. Where large deposits of outwash are found below till deposits, greater ground water supplies can be expected. These larger deposits are usually found in older geologic formations and, therefore, at greater depths.

Interpretive maps on the surficial geology of the Brinnon planning area have been developed and are available for inspection at the Jefferson County Planning Department (located at the County Courthouse in Port Townsend). Extracts of these maps along with a brief narrative description of the Brinnon area have been included in this plan to provide a general overview of this area.

SLOPE STABILITY: Slope stability is the potential of land slippage due to factors such as steepness, composition of materials, and water content within the soils.

Unstable areas occur along the shoreline from Whitney Point south for about one mile; Jackson Cove and south of Mount Walker Road; along U.S. Highway 101 in the vicinity of the gravel pit; along the Dosewallips Road; the southern portion of Black Point; north of and parallel to the Duckabush Road; and Fulton Creek to Triton Cove.

Landslide areas occur at several isolated locations within the area, but are most prevalent along the southern edges of Black Point.
Without proper engineering precautions and slope stabilization measures, the placement of structures on unstable ground should be avoided.

COMPRESSIBILITY: Compressibility is the characteristic of a geologic formation to resist consolidation or compaction due to a heavy overburden of seismic shaking. It can be described simply as the load-bearing capacity of a given area. The more compressible the subsoil, the less its ability to withstand heavy loads. Structures placed on highly compressible subsoils usually require special engineering techniques to ensure adequate load-bearing capacity.

SOILS

The soils of Jefferson County were formed by the various forces of water, heat, time, vegetation, and animal life all acting on the geologic parent material. In the county, the principal parent material consists of the sands and gravels associated with glacial till and outwash. Most of the soils were developed in a moist, marine climate under a rich cover of plant life.

Soil scientists from the U.S. Soil Conservation Service recently completed a soil survey of Jefferson County. This survey named, categorized, and classified some 101 specific soil types in the 10 major soil associates found in the county. From this survey and other publications, the Jefferson County Planning Department developed a number of interpretive maps, including suitability for septic tank and drainfields, slope, depth to seasonal water table, ponding and flooding, aquifer recharge potential, agricultural suitability, and woodland suitability.

Knowledge of soil characteristics and capabilities can assist in wise public and private investments, and can be useful in determining suitability of land for various uses. These soil interpretive maps are not to be substituted for specific on-site field inspections that may produce findings somewhat different from these more general accounts. It should also be noted that even some of the most severe soil limitations can be overcome by engineering techniques. Soil interpretive maps for the Brinnon area are available for inspection at the Jefferson County Planning Department (located at the County Courthouse in Port Townsend). Extracts of some of these maps are reproduced with a general description of some of the soil characteristics for information.

AQUIFER RECHARGE POTENTIAL: Aquifer recharge potential is the relative ability of the soil and underlying geology to transport rainwater into underground aquifers, or the ability of the soils to allow replenishment of ground water reservoirs.

Aquifer recharge areas contain some of the most permeable soils. Conflicts arise between proper functioning of these soils and development. Roof tops, driveways, walkways, and roads all reduce the amount of land surface able to receive rainwater. In areas of extreme permeable soils, septic tank effluent may percolate faster than the ability of the soil micro-organisms to purify it, thus increasing the chance of contaminating ground water supplies.

Moderate with occasional high aquifer recharge areas occur in the Dosewallips River Valley. Moderate recharge areas occur between McDonald and Fulton Creeks and in the Jackson Cove area.

The ability of soils to allow replenishment of ground water resources becomes an increasingly important resource as more demands are placed on ground water for domestic and commercial use.
SEPTIC TANK AND DRAINFIELD SUITABILITY: The classification of soil suitability for septic tank and drainfield systems considers soil properties that may inhibit the proper functioning of these systems by affecting both affluent absorption and decomposition and/or the construction and operation of the system.

Most of the soils in the Brinnon area are classified as having severe limitations for septic tank and drainfield systems. Large lot sizes and/or extraordinary engineering measures may be required to safely dispose of septic tank effluent in areas exhibiting these soil properties.

Areas classified as having moderate limitations occur in the vicinity of the Mount Walker Road, along the Dosewallips Road, and along the Duckabush Road.

PONDING AND FLOODING: Ponding occurs when the seasonal water table rises above the surface level of the ground. This usually happens in depressions in the land profile. The only area where ponding occurs in the Brinnon area is near the lower levels of the Olympic Canal Tracts.

A most significant aspect is the flooding that occurs along the Duckabush and Dosewallips River Valleys. Flooding normally occurs in the spring after heavy rains combine with warm temperatures that rapidly melt the snows in the Olympic Mountains. Flooding conditions can be further compounded during periods of rising tide in Hood Canal. Precautionary measures should be taken to ensure that damage to buildings and roads does not result in areas subject to flooding. (See the section on flood plains in this chapter.)

AGRICULTURAL SUITABILITY: The suitability of soils for agricultural production have been classified into categories or classes according to expected crop yield with the least amount of soil management. Class VIII soils produce the lowest yield while requiring the highest degree of management.

The Brinnon area does not contain Class I soils; however, the area does contain Class II through IV soils which are well suited for agricultural production. The Brinnon Flats and Dosewallips River Valley provides the most suitable soils for agricultural production. Suitable soils are also located in the vicinity of Fulton Creek.

WOODLAND SUITABILITY: As with agricultural soils, soils well suited for timber production are also classified. Much of the Brinnon area contains Class II and Class III soils that are capable of sustaining Douglas fir, western hemlock, and western red cedar. Unfortunately, some of these areas have given way to homesites, which takes them out of forest management. However, timber corporations retain sizeable portions of land in the area and continue to develop this resource.

FLOODING

The Brinnon area contains the Dosewallips and Duckabush Rivers, two of the four major river systems in eastern Jefferson County that are subject to flooding.

Jefferson County is a participant in the National Flood Insurance Program, which provides low cost flood insurance to property owners living in flood plain areas.
The flood plains map shows the general delineation of the 100 year flood boundary and floodway fringe. On the Dosewallips River, it begins two miles upstream from its mouth. Approximately one mile upstream the flood fringe expands rapidly and eventually encompasses the entire Brinnon Flats area, except for a small portion of high ground in the center. On the Duckabush River, the 100 year flood fringe begins approximately .8 mile upstream from its mouth and expands to approximately .4 mile as it crosses U.S. Highway 101 and empties into Hood Canal. The 100 year flood and flood fringe have been adopted as the base flood for flood plain management measures and flood insurance.

Detailed flood plain studies for both rivers are available at the Jefferson County Planning Department (located at the County Courthouse in Port Townsend) and should be consulted prior to beginning any development or construction in the flood plains area.

CLIMATE

Although Jefferson County is located within the West Coast Marine Climatic Region, there are five distinct climatic zones within the county that vary with elevation, topography, rainfall, and position with respect to bodies of water and wind patterns. Where Port Townsend and areas in northern Jefferson County are influenced by the Olympic Rain Shadow, resulting in little rainfall, Brinnon is influenced by the Olympic Mountains, which receives some of the nation's heaviest rains, and Hood Canal.

Area records indicate that the average annual rainfall is about seventy inches with more than eleven inches a month falling during March, November, and December. These heavy rains contribute to frequent flooding in some areas of the lower Dosewallips and Duckabush River Valleys. By contrast, June, July, and August reflect rainfalls less than two inches per month. The lack of rainfall during the summer season results in a number of dry wells and springs in some areas during August and September.

Daytime temperatures range from the middle 60's to the high 70's in summer months, dropping to the middle 50's at night. Winter daytime temperatures are usually in the middle 40's with nighttime temperatures in the low 30's. Although the lower elevations of Brinnon do not receive an abundance of snow during the winter months, freezing often causes hazardous driving conditions and interrupts water systems.

FLORA and FAUNA

The diverse forest ecosystems in the Olympic Peninsula provide habitat areas for a variety of fauna (animal) and flora (plant) species. Local Indians found these resources plentiful and had no need to cultivate them. Since the arrival of the first white settlers, a number of new species were introduced, including domestic herd animals and plants for cultivation.

The Brinnon area contains suitable habitats for specific species of wildlife. Resident wildlife includes blue grouse, ruffed grouse, band-tailed pigeon, bear, bobcat, cougar, deer, fox, mountain beaver, mink, snowshoe hare, squirrel, and chipmunk. The mountain foothills, which are mostly on National Forest and wilderness areas, provide a seasonal source of food and cover for migrating elk, band-tailed pigeons, and various species of summer resident ducks such as mallard.
harlequin, and ruddy and wood ducks.

The moderately well-drained gravelly soils throughout most of the area supports a variety of coniferous and deciduous trees including Douglas fir, western hemlock, western red cedar, red alder, and madrona. Typical underbrush includes timber ornamental shrubs, salal, and other bush species, and commercial and mixed grasses.

MARINE RESOURCES

Two major rivers, their estuaries, and the water of Hood Canal provide a wide variety of marine and anadromous fish throughout the area. Particular species of anadromous fish are chinook, coho, pink, chum and sockeye salmon; steelhead and cutthroat trout; and Dolly Varden. The beaches and estuaries contain a number of species of subtidal hardshell and intertidal clams, including geoduck, clam, oyster, crab, and shrimp.

The Washington State Department of Fisheries' Point Whitney Shellfish Laboratory conducts research on marine shellfish and applies the resulting knowledge to management of marine shellfish resources. Management includes the establishment of regulations on seasons, bag limits, and gear of commercial and sport shell fisheries.

Hood Canal provides the habitat for other important fish including halibut, hake, herring, dogfish, cod, snapper, flounder, and rockfish. The tidal marshes and estuaries of the Duckabush and Dosewallips Rivers provide a habitat for a variety of marine life.

SHORELINES

One of the area's outstanding physical assets is its twenty-five miles of shoreline, including a natural harbor and two major river systems, the Duckabush and Dosewallips, which provides a unique opportunity for many residents to live on water-oriented property. Recognizing the potential of development on these fragile and unique shoreline areas, the people of the State of Washington in 1971 enacted the Shoreline Management Act in order to develop, but preserve, the natural integrity of the shorelines of the state. This act was supplemented in 1974 by the adoption of the Jefferson-Port Townsend Shoreline Management Master Program. This program designates shorelines with respect to their use, prescribes the range of potential activities, and establishes performance standards for each activity. The program also provides the administrative procedures required to obtain permits for certain uses and developments of these designated areas.

Brinnon shorelines have been designated suburban, conservancy, and natural. The policy regarding suburban designation is to provide permanent residential and recreational areas, while that of conservancy is to protect, conserve, and manage existing natural resources. The natural shoreline designation preserves and protects unique and fragile shoreline features. Shorelines is defined as wetlands, extending from a body of water or stream 200 feet inland from the ordinary high water mark.

Persons who live along the shorelines are advised to review the provisions of the Jefferson-Port Townsend Shoreline Management Master Program before beginning any substantial development. This program can be obtained at the Jefferson County Planning Department.
The use of the area's shorelines for commercial, industrial, recreational, and transportation purposes is an integral part of Brinnon's heritage.

DOMESTIC WATER RESOURCES

There is no municipal water system in the Brinnon area. Area residents derive their domestic water from individual wells, diverting water from streams, and creeks, or participating in a community water system.

The depth and capacity of individual wells depends on water tables and aquifer recharge potential; stream or creek flow depends on the accumulation of snow in higher elevations and seasonal rainfall. Rainfall and aquifer recharge potential, as well as septic tank and drainfield effluent, affect the quality of these systems.

Some residents participate in community water systems where two or more property owners share a common source, as well as development and maintenance costs. Major community water systems exist in Seamount Estates, Pleasant Tides, and Lazy "C" Ranch.

Under provisions of the Revised Code of Washington, citizens desiring to establish a community water system may petition Jefferson County Public Utility District 1 (P.U.D.). The P.U.D. will determine if sufficient water is available and the cost of its development to each property owner concerned. Unless a majority of affected property owners reject the development of a community water system, the P.U.D. will proceed in its establishment.

FACILITIES and SERVICES

There are no municipal water or sewer systems serving the Brinnon area. Individual wells and septic tank and drainfield systems serve domestic water and sewage disposal needs. There are a few community water systems serving two or more families that are privately owned or are on a cost-share basis.
Telephone service is provided by the United Telephone System whose offices are in Poulso.

Electrical power is provided by Mason County Public Utility District 1 whose offices are in Potlach.

The Brinnon School District 46 provides educational activities from kindergarten through eighth grade. It is staffed by a principal and two teachers with a current enrollment of approximately fifty students.

The Brinnon Community Church, with a resident pastor, provides religious activities, including weekly worship, choir, and bible study, as well as weddings, baptisms, and funerals. Brinnon maintains its own cemetery.

Brinnon's voting precinct is 204. It is represented by both a republican and democratic chairperson.

Jefferson County Fire Protection District 4 is headquartered in Brinnon. This volunteer fire department maintains an ambulance, pumper, and water tanker at the Brinnon Fire Station, a pumper and water tanker at the Duckabush Fire Station, and several mini-pumpers located within the community. All firefighters are state certified and firstaid qualified. Ambulance service is also provided by the fire district. It is staffed by volunteer state certified emergency medical technicians (E.M.T.). There are no medical or dental facilities in Brinnon. The nearest hospital is either in Shelton or Port Townsend. Mobile clinics visit the area on a scheduled basis.

Jefferson County Sheriff's deputies patrol the area on a scheduled basis. State troopers patrol U.S. Highway 101, the main thoroughfare through the community.

The Brinnon Booster Club is the focal point of community activity, with other clubs in the community oriented toward specific activities.

Federal and state parks are located in the area to provide recreational outlets.

The State of Washington operates a shellfish laboratory at Whitney Point, with a public boat launch facility.

GOVERNMENT and SPECIAL PURPOSE DISTRICTS

Jefferson County is governed by a three member board of commissioners with the county seat in Port Townsend. Brinnon is represented in Commissioner District 3. Through various boards, departments, and advisory commissions, the board of county commissioners acts as both the legislative and executive branches of county government.

Brinnon residents sit on both the Jefferson County Planning Commission and the Jefferson-Port Townsend Shoreline Management Advisory Commission. These two commissions advise the county commissioners on planning, community development, and marine resource related matters.

Brinnon is included in several special purpose districts. Jefferson County Fire Protection District 4, serving Brinnon, is supervised by three elected fire commissioners who reside in Brinnon. Brinnon School District 46 is supervised by five elected school board members who reside in Brinnon. Jefferson County Cemetery District 1 is supervised by three elected Brinnon residents. Jefferson County Public Utility District 1 is a water district serving the county. Jefferson General Hospital in Port Townsend serves as the county's main medical facility. A medical clinic operates in Quilcene. Quilcene School District 48 provides high school level education for Brinnon students. There are no colleges or universities located in the county. Extension courses from Peninsula College
in Port Angeles are available in Port Townsend. The Port of Port Townsend is
the only port district in the county. It is responsible for the operation of
the county airport and three boat harbors and has county-wide jurisdiction.

The Jefferson County Transit Authority is a county-wide special purpose
district providing public transportation throughout Jefferson County. Approved
by the voters in 1980, the transit authority is funded by a three-tenth cent
sales tax.
chapter 4

brinnon-its people

POPULATION

GROWTH: During the 1920's when the State of Washington divested itself of state-owned properties, a majority of this land was purchased by a few individual homesteaders for its timber resources. Over the years, these original homesteads have been subdivided, thus creating many smaller parcels that were purchased by individuals for residential, second home, and/or recreational purposes. Today, approximately 79% of those who own property own less than 1 acre, 12% own from 1 to 2 acres, 19% own 1 to 10 acres, and 7% own more than 10 acres.

Throughout the years the Brinnon area has developed slowly, maintaining primarily a rural character. In recent years, however, the area has experienced a significant increase in population growth. According to the 1970 federal census, the Brinnon area consisted of 260 residents with an estimated 1980 population of 600 residents. Brinnon's 1980 population represented 3% of the county total. If the present growth rate continues, the 1990 population of the area may well exceed 1,500 residents.

The majority of the population resides to the south of Brinnon and the Dosewallips River. Homesites dot the shoreline of Hood Canal, as well as along the Duckabush and Dosewallips River Valleys. Small residential lots exist in the several subdivisions in the area that contain single family dwellings occupied by full-time residents or by families who use these properties for weekend and/or recreational purposes.

CHARACTERISTICS: From the 1970 census, approximately 33% of the county's population was between the ages 0 to 18, 46% from 18 to 55, and 21% over the age of 55. The median age for the Brinnon area was estimated to be 35 years, with 32% of the population under age 18 and 13% over age 65. The estimated number of persons per household was 2.81. Using a number of factors, including school enrollment, voter registration, and social security information, Brinnon's population is lower in age group 0 to 18 and higher in the 55 and older category. The current estimated number of persons per household is 2.4.

In 1980, the median length of residence was 10 years, with 46% residing 8 to 16 years, and 40% residing less than 7 years. Approximately 3% of the population has lived in Brinnon more than 30 years.

Brinnon can be classified essentially as a retirement community, with its economic base supported primarily from tourist trade and "pension" dollars. Logging provides the primary source of employment followed by retail and/or service trades, construction activities, government and real estate. Retail and/or service trades and construction activities are primarily individual or family oriented businesses, offering limited opportunity for generalized employment.
DEVELOPMENT TRENDS

In addition to population estimates, there are a number of factors that indicate growth trends in the area.

In 1971 there were 707 electrical power customers; by 1978 there were 1,217 customers, an increase of 510 hook-ups for an average of 65 additional installations each year. In 1972 there were 172 residential and 28 business subscribers for telephone service; by mid-1979 there were 384 residential and 65 business subscribers, with the major increases occurring since 1977 when 120 residential and 23 business subscribers were added to the system.

During the period 1970 to 1973, an average of 12 building permits were issued each year compared to an average of 28 permits issued annually from 1974 to 1978. The number of postal patrons increased from 163 in 1970 to 475 by mid-1979, representing an average increase of 2.5 patrons monthly. The number of registered voters increased by 316 from 1972 to 1978, the most significant increase occurring between 1976 and 1978.

Two state certified training instructors continue on-going instruction within the fire department to keep pace with population growth and new advancements in fire fighting. Additional fire fighting equipment and a second fire station were added to provide increased area coverage. Twelve emergency medical technicians serve the area on a volunteer basis; more than twice the number since 1976.

Since 1976, a motel, furniture store, building supply outlet, automotive station, restaurant, and three privately owned recreational vehicle parks have been added to Brinnon's business inventory.

COMMUNITY VALUES

During the winter of 1979, a team of Brinnon residents developed and distributed an opinion survey to all residents and property owners. The purpose of the survey was to develop a profile of the community and, most important, to determine a general attitude regarding specific issues facing the community.

While there were mixed opinions on most issues, respondents overwhelmingly agreed that the area should retain its rural characteristics and atmosphere and the community should develop the goals and policies necessary to retain and maintain that way of life.

In that regard, respondents favored the development of single family residences, convenience goods stores, retail businesses, service businesses, agricultural and/or aquaculture production, marinas, boat launches, and the expansion of federal and/or state parks. They did not favor the development of multi-family dwellings, hotels, motels, condominiums, and light or heavy industry. Development of private campgrounds and recreational vehicle parks and home or cottage businesses received mixed opinions.

Most respondents agreed that future growth should be controlled and that this could be accomplished through a density limitation of one unit per acre. Existing water and sewer systems are considered to be adequate for present needs. If need exists for a water system in the future, it should serve the entire area. Development of an area sewer system was not favored.

Stores and shops should be centrally located in the Brinnon Flats area rather than along highways and roads. The establishment of a community park and a medical-dental facility should be considered commensurate with community needs.
The present county library service in this area is marginally satisfactory and should be improved through bookmobile service and books made available through the Brinnon school library.

A bus system to other cities as well as connecting service to the metropolitan areas should be established. A foot ferry from Brinnon to Seabeck-Bangor is not desired.

Based on the community values developed from the community survey, plus the ideas and recommendations derived from citizens during public meetings, the goals and policies of the Brinnon community plan were established.
chapter 5

community development plan

In order that this special chapter of the Jefferson County Comprehensive Plan may serve as a useful tool for future decision-making, it must contain clear and reasonable guidelines for an array of public and private activities and developments.

The guidelines of this plan are in the form of goals and policies. Goals are statements of the ends we would like to see; our long range aims. Policies are actions to be taken or adhered to that make the goals obtainable. Policies are used in day-to-day decision-making.

The goals and policies contained in the Brinnon Area Community Development Plan have evolved after careful consideration of a number of important factors:
1. Natural resources of the area such as soils, geology, climate, water, topography, fish and wildlife, and shoreline features.
2. Cultural resources of the area such as its people, community facilities and services, businesses, and heritage.
3. Past, present, and projected growth and development trends.
4. Desires and needs of area residents and property owners as expressed in the opinion survey and community meetings.
5. Sound professional planning and community development principles.

The goals and policies of this document will be applied to public and private decisions regarding subdivisions and other residential development; resource production activities such as aquaculture, agriculture, and forestry; parks, open space, and recreational developments; roads and transportation; utilities; public facilities and buildings; and public services and programs.

GOALS

1. Maintain the small town rural atmosphere of the Brinnon area.
2. Promote and reinforce a sense of community identity.
3. Maintain a balanced community that continues to provide for a diversity of activities, interests, and lifestyles.
4. Protect and enhance the natural environment.

POLICIES

1. Natural open spaces, agriculture, aquaculture, timber production, recreational, and residential development should be the primary use of the land adjoining shorelines.
2. Public and private community services should serve the current and anticipated needs of the community.
3. The Brinnon Flats should continue to develop as the commercial and community center of the Brinnon area.
4. Development activities locating in the Brinnon area should be consistent with other appropriate adopted plans, programs, and policies, as well as those policies in this plan.
housing and residential

The location of the Brinnon area, being bordered by Hood Canal on the east, the Olympic Mountains on the west, and intersected by the Duckabush and Dosewallips Rivers, has allured many persons. The early settlers who inhabited the area did so to an abundance of natural resources. It is those same resources of land and water that continues to make Brinnon a desirable area to live and recreate.

The primary constraints to residential development has been: a dependable supply of potable water from ground water sources; soil suitability for on-site sewage disposal systems; periodic flooding of the Duckabush and Dosewallips Rivers; some step and difficult terrain; the high costs of labor and materials; limited supply of small privately-owned land parcels; and the area's relative isolation from major commercial centers.

The area's natural resources and development constraints have molded and maintained Brinnon as a rural lightly populated community. In order that the community may maintain much of its present character in future years, the following goals and policies should be applied to housing and residential development.

GOALS

1. Ensure residential development is in context with the rural landscape.
2. Provide for a wide range of lifestyles and mixtures of housing types within the community.
3. Ensure residential development is located, designed, and constructed in a desirable and well-planned manner, with proper consideration given to natural features.

POLICIES

The following policies are intended to encourage residential developments that are consistent with the goals of this plan.

The Jefferson County Health Department may, under certain adverse soil conditions, require larger lot sizes for the safe disposal of septic tank effluent than are prescribed in the following density policies.

Residential densities (number of housing units per acre) relate to the type and level of utilities that may be available within a particular area. For example, those properties served by a community water system (a water system serving more than one house) may be developed at a higher residential density than those properties using individual wells and septic tanks. Density is expressed in dwelling units per acre rather than minimum lot size to allow more flexibility in the siting of homes.

For purposes of this community plan, there are three levels of residential settlement in the Brinnon area: (1) residential neighborhoods, (2) rural neighborhoods, and (3) resource production areas.

Residential neighborhoods are those areas of the community that are well suited for continued residential settlement because of existing development patterns and the availability of community facilities and services. Examples of a residential neighborhood in the Brinnon area would include the original town-site of Brinnon or the Brinnon Flats.

Rural neighborhoods would be those areas that provide a transition between the more concentrated residential neighborhoods and outlying resource production areas. These areas are characterized by low density settlement and are usually
served by individual wells and septic tank systems. Small neighborhood water systems may also be found here. Properties along the Dosewallips and Duckabush Rivers and Hood Canal are examples.

Resource production areas are those areas that have the proper combination of soils and climatic conditions for the production of forest or farm products. This area is characterized by large acreage tracts and sparse residential settlement. Most of these properties in the Brinnon area are held by commercial timber companies.

For residential neighborhoods in the Brinnon area the following densities shall apply:

1. For residential sites served by individual wells and an approved on-site sewage disposal system (septic tank and drainfield), the maximum residential density should be one (1) dwelling unit per one (1) gross acre.

2. For residential sites served by a community water system and an approved sewage disposal system, the maximum residential density should be two (2) dwelling units per one (1) gross acre. A community water system is a system serving more than one house. It could be a small neighborhood system or one serving a large part of the area.

For rural neighborhoods in the Brinnon area, the following density shall apply:

3. For rural sites served by individual wells or a community water system and an approved on-site sewage disposal system (septic tank and drainfield), the maximum residential density should be on (1) dwelling unit per one (1) gross acre. A community water system is a system serving more than one house, such as a small neighborhood system.

For resource production areas in the Brinnon area, the following density shall apply:

4. For homesites in resource production areas served by individual wells and an approved on-site sewage disposal system (septic tank and drainfield), the maximum residential density should be one (1) dwelling unit per five (5) gross acres.

Mobile or manufactured homes are becoming a popular form of housing because of changing economic conditions and increased family mobility. Manufactured homes have located throughout the area on individual lots, on large acreage tracts, and in mobile home parks and subdivisions. To ensure that manufactured homes are located in a desireable and well-planned manner, the following policies are provided:

5. Manufactured homes should meet the general residential policies.

6. Manufactured homes should meet the same standards as other residential sites with respect to density, water supply, sewage disposal, etcetera.

7. To maintain the character of individual residential neighborhoods, double and triple wide manufactured homes are preferred.

Multi-family residences such as duplexes, apartments, and condominiums fill a need for affordable housing and recreational opportunities. Few multi-family residential structures exist in the Brinnon area. Single family detached dwellings continue to be the preferred housing type. To ensure that any multi-family residences are development in a desirable and well planned manner, the following policies are provided:

8. Multi-family developments should meet the general residential policies of this plan.
9. Multi-family developments should meet the same standards as other residential sites with respect to density, water supply, sewage disposal, etcetera.
10. Multi-family developments within individual residential neighborhoods should contain no more than four (4) units in any one structure.
11. Multi-family developments in the Brinnon Flats should contain no more than twelve (12) units in any one structure.
12. Multi-family developments should not exceed two stories in height from finished grade level.

Planned residential communities (P.R.C.) are residential developments that provide a mixture of activities in an integrated site design. These developments are typified by a mixture of housing types, both single and multi-family units, integrated and developed recreational amenities, and sometimes commercial and light industrial activities as well. While providing greater flexibility than is afforded by conventional subdivision practices, P.R.C.'s are able to retain more open space and provide meaningful recreational opportunities.

13. P.R.C.'s should meet the general residential policies for the neighborhoods where they are located.
14. P.R.C.'s may locate in either residential or rural neighborhoods; however, they should not locate in areas considered resource production.
15. P.R.C.'s may contain a mixture of housing types, both single and multi-family units, and provide recreational opportunities in an integrated site design.
16. P.R.C.'s should provide a minimum of twenty (20) percent of the gross site area for greenbelts, open space, and recreational purposes.
17. P.R.C.'s should contain a gross acreage of five (5) acres or more.
18. Multi-family units within P.R.C.'s should contain no more than eight (8) units in any one (1) structure.
19. For P.R.C.'s served by a community water system and an approved sewage disposal system, the maximum residential density should be two (2) dwelling units per one (1) gross acre.
Residential development should be sensitive to areas of natural limitations. The following policies are developed to encourage proper siting of homes with respect to natural features and natural hazard areas:

20. Residential development should not occur on geologically unstable areas or excessively steep slopes, unless evidence is supplied by a geologist or soils engineer that the site of a home will not present a hazard to its occupants or surrounding properties. This evidence must be satisfactory to the Jefferson County Board of Commissioners and their appropriate departments.

21. On-site drainage controls should be employed to reduce soil erosion and prevent damage to adjacent properties. Natural drainage ways should be retained and used whenever possible.

22. Ground water resources, ground water recharge areas, and shorelines, including rivers and streams, should be protected from residential wastes such as septic tank effluent.

23. Residential development should not take place on sensitive natural areas such as tidelands and tidal marshes.

24. Residential development within the flood plain of rivers and streams should be designed and maintained so as not to present a hazard to its occupants or downstream properties, nor have a detrimental effect on streamside habitats. In no cases should residences be developed in riverine floodways.

Clustering is a unique technique used to group housing units and is intended to reduce site development costs, take advantage of the best features of the property such as good views, and retain more usable open space. When the clustering technique is used, the overall density (number of housing units per acre) must still be maintained.

25. The clustering or grouping of housing units is encouraged for all residential developments whenever possible.

To further encourage residential development that is in context with this plan, the following policies are pertinent:

26. Residential structures should not significantly block the view of adjacent properties.
27. Upgrading and renovation of existing deteriorating housing units should be encouraged.

28. Consideration should be given to orienting lots and home sites so homes can benefit from energy conservation measures and alternative energy sources such as solar energy.

29. Innovative residential development with respect to architectural and structural design, utility systems, and site layout should be encouraged.

30. Codes and standards should contain sufficient flexibility to permit innovation and experimentation.

31. Buffer and/or greenbelt strips should be provided on lot sites adjacent to collector or arterial roads.

32. Access for residential lots onto collector or arterial roads, including U.S. Highway 101, should be limited. Access needs should be accommodated by access roads and common-use driveways.

33. Prime forest lands should not be converted to residential development as long as less productive land remains available.

**Commercial**

Commercial activities include the buying, selling, or distribution of goods and services through wholesale and retail businesses. Commercial activities are vital to the economic well-being of the community, providing goods and services to residents and opportunities for employment and livelihood.

Much of the business activity found in the Brinnon area is located in the Brinnon Flats. Neighborhood commercial centers are located sporadically throughout the community, serving both the seasonal visitor and local neighborhoods. Examples include the Hjelvik and Pleasant Harbor stores.

**GOALS**

1. Encourage commercial development consistent with the small town and rural character of the Brinnon area.

2. Provide for a level of commerce adequate to meet the needs of current and future residents and those of the seasonal visitor.

3. Ensure that commercial development is located, designed, constructed, and operated in a desirable and well-planned manner.

**POLICIES**

The following policies are intended to encourage commercial development consistent with the goals of this plan:

1. A variety of commercial activities within the community is encouraged.

2. The use of native building materials and styles is encouraged.

3. Innovation in architectural design and site layout is encouraged, orienting structures to benefit from solar energy potential.

4. Commercial structures should be located in a manner that will not significantly block the view of adjacent properties or views open to the public.

5. Commercial structures should allow for a mixture of uses whenever possible. An example would be a commercial structure containing retail space, professional offices, and residential units.

6. Individual commercial structures should not exceed two (2) stories in height.
7. At least ten (10) percent of the gross site area for commercial sites should be landscaped.

8. Commercial developments should provide adequate screening and buffering when adjacent to incompatible or dissimilar uses such as residential areas.

9. Landscaping of commercial sites is encouraged, particularly along public roads and within parking areas.

10. Driveway access from commercial developments onto major roads should be minimized; access should follow the policies of the "Transportation/Circulation" section of this plan.

11. Commercial developments should provide parking and off-street loading areas sufficient to serve the size and type of commercial activity. These areas should be lighted and provide for adequate drainage. Whenever practical, parking and off-street loading areas should be used in common by adjoining businesses.

12. Signs associated with commercial activities should follow the policies of the "Signs and Outdoor Advertising" section of this plan.

13. Commercial activities should not adversely affect the use or value of adjacent properties.

14. Commercial development should not locate in environmentally sensitive areas such as tidelands or geologically unstable areas.

15. Commercial developments should not locate in a linear "strip-like" fashion.

For the purpose of this community plan, there are four levels of commercial activity within the Brinnon area: (a) the commercial core of the Brinnon Flats, (b) neighborhood commercial centers, (c) planned commercial developments, and (d) tourist or resort commercial developments.

The Brinnon Flats, or that area lying adjacent to U.S. Highway 101, north of the Dosewallips River, and south from 660 feet north of the Dosewallips River Road, serves as the business and commercial center in the Brinnon area.
16. The Brinnon Flats should continue to serve as the commercial and business center of the community.
18. The Brinnon Flats should receive the earliest and most concentrated community improvements such as public utilities, street improvements and lighting, park areas, and flood protection measures.
19. Adequate and safe access to and from the Brinnon Flats and U.S. Highway 101 should be an integral part of highway improvements.
20. Commercial developments located in the Dosewallips River flood plain should be flood-proofed and designed in such a manner as to not be an impediment to the free flow of flood waters.

Neighborhood commercial areas are less concentrated than the commercial core. These areas are located adjacent to existing, established businesses or at the intersection of arterial and collector roads. Examples would include the Hjelvik Store and Mel's Gas and Grocery. Along with the general commercial policies, the following apply to neighborhood commercial areas:

21. Neighborhood commercial areas should be located adjacent to existing, established businesses, or centered around and not extended beyond sixty (660) feet from the intersection of U.S. Highway 101 and county collector roads.
22. Neighborhood commercial areas should be designed in such a manner as to eliminate or minimize direct access onto U.S. Highway 101. Direct access to collector roads, frontage roads, backage roads, or shared driveways are considered positive steps toward accomplishing this policy.
23. Neighborhood businesses should be oriented to serving the residents of local neighborhoods or seasonal visitors.
24. Neighborhood commercial areas should develop in a block-like concentrated manner.

Planned commercial developments provide a mixture of uses within an integrated site design. Several businesses may locate either within a common structure or within a cluster of individual structures. These types of developments afford greater pedestrian access and convenience, while supplying a variety of goods and services. In addition to the general commercial policies, the following policies apply to planned commercial developments:

25. Planned commercial developments should only locate or access onto arterial or collector roads.
26. Planned commercial developments should be designed to contain a minimum of three (3) commercial businesses, each having its own entryway.
27. Planned commercial developments should contain at least 1,500 square feet within a single structure or combination of structures.
28. Planned commercial developments should retain at least ten (10) percent of the gross site acreage as landscaped areas; for example, landscaping around entrance signs, within parking lots, and around building exteriors.
29. Whenever feasible, buildings should be oriented to minimize frontage along arterial roads and minimize access onto arterial roads.

Resort and tourist commercial developments are commercial enterprises that cater to the seasonal or transient visitor. Such developments are recreationally oriented and may provide overnight accommodations along with day use activities. Such developments would include motels, cabins, private campgrounds, recreational vehicle parks, restaurants, resorts, amusement centers, etcetera. In addition to
the general commercial policies, the following policies apply:
30. Such developments should have or provide direct access to arterial or collector roads.
31. At least twenty (20) percent of the site should be retained for buffers, open space, or recreational areas.
32. The maximum density should not exceed eight (8) overnight units (cabins, recreational vehicle spaces, motel units, etcetera) per gross acre.
33. Resort and tourist commercial developments should provide adequate screening and buffering when adjacent to incompatible or dissimilar uses such as residential areas. Such developments should also provide means and methods to prevent patron trespass onto adjacent properties or tidelands.
34. Resort and tourist commercial developments that provide overnight accommodations should be a minimum of three (3) acres in size, and may include associated commercial services such as a convenience goods store, snack bar, or restaurant as part of the recreational complex.
35. Resort or tourist commercial developments that provide overnight accommodations should be treated as planned commercial developments for locational purposes. All other resort or tourist commercial developments should be considered as general commercial activities and should only locate in the Brinnon Flats or at neighborhood commercial areas.

**home businesses**

In the Brinnon area, a number of persons derive income from businesses located in their home. These businesses can be categorized into two types, home occupations and home-based businesses, both which operate out of a person's home or associated out-building.

Home occupations may involve a service as well as a small manufacturing-type business. Examples of home occupations would include a tax or accounting service, an Avon distributor, or land surveying. Home-based businesses are those that operate out of the home or associated out-buildings, but conduct the major part of the operation elsewhere. An example might be a small logging operation or a contracting or service business.

**GOALS**

1. Encourage home businesses that are compatible with the small town and rural character of the Brinnon area.
2. Ensure that home businesses to not significantly or adversely affect neighborhood residents.

**POLICIES**

1. Home businesses should be secondary to the primary residential use of the property.
2. Home businesses should be contained within the primary residential structure or associated out-building.
3. The height, dimensions, and style of associated out-buildings should be compatible with the character of the surrounding neighborhood.
4. Home occupations should employ no more than two (2) full-time persons outside the immediate family for on-premise employment.
5. Parking related to home businesses should be located on the property.
6. Home businesses should not generate excessive traffic, parking, noise, vibrations, glare, fumes, odors, or electrical interference.
7. The outside storage of materials, goods, supplies, or equipment should be screened from public view.
8. Home businesses should not affect the use, value, or enjoyment of adjacent properties, and should maintain the character of the neighborhood where they are located.

industry

Industrial activities include the production, processing, manufacturing, and assembly of goods and materials. Resource production activities are industrial processes that utilize and develop an area's natural assets. Examples would include fish and shellfish propagation and harvesting, timber production, harvesting and milling, gravel extraction, or farming activities. Warehousing and transportation of these goods and materials are also part of the industrial process.

The traditional industrial activities in the Brinnon area have been those associated with resource production. Future industrial activities will most likely continue this tradition, although other types of industries may also find it advantageous to locate here.

GOALS

1. Encourage industrial development that is compatible with the rural character of the Brinnon area.
2. Encourage industrial development that is related to the natural resources of the area.
3. Ensure that industrial development is located, designed, constructed, and operated in a safe and well-planned manner.

POLICIES

1. Industrial activities locating in the Brinnon area should primarily be those related to the area's natural resources. Examples include timber processing, gravel extraction, and seafood harvesting and processing.
2. Prior to locating an industrial activity, a thorough economic, environmental, and social impact assessment should be conducted to ensure compatibility with the area where the industry proposes to locate.
3. The height and dimensions of industrial structures should be compatible with the character of their surrounding area.
4. Industrial activities should not adversely affect the use, value, or enjoyment of adjacent property.
5. Industrial development may contain retail outlets; however, retail sales should only be secondary to the industrial use of the property.
6. Industrial activities should provide adequate screening and buffering when adjacent to incompatible uses such as residential areas.
7. Industrial development should have direct access to collector or arterial roads and should not access through residential areas.
2. Landscaping of industrial sites is encouraged, particularly along public roads and within parking areas.

9. Driveway access from industrial activities should follow the policies of the "Transportation/Circulation" section of this plan.

10. Industrial developments should provide parking and off-street loading areas sufficient to serve the size and type of industrial activity.

11. Signs associated with industrial activities should follow the policies of "Signs and Outdoor Advertising" section of this plan.

**community facilities and services**

There are many types of facilities and services that are components of a community. Some are provided by private enterprises, others by public entities. Some of these facilities and services provide basic community needs such as police and fire protection, education, water supply, and sewage disposal. Others address the social needs of a community such as recreational, youth and senior citizen activities, and libraries.

The larger and more dense a population becomes, the more facilities and services are required. While these services are based on demand, often the provision of a service creates demand. This is particularly true of utilities.

The following goals and policies apply to public and private community services and facilities in the Brinnon area:

**GOALS**

1. Provide for a level of community facilities and services adequate to meet the needs of current and future residents.

2. Ensure the establishment or expansion of community facilities and services is consistent with the small town and rural character of the Brinnon area.

**POLICIES**

Each year the Brinnon Flats is subject to the flooding of the Dosewallips River. Some diking and erosion control measures have been established in the past; however, these measures have not provided adequate protection.

1. A comprehensive flood control plan should be prepared for the Dosewallips River. This study should indicate the type and extent of flood control measures necessary to protect the Brinnon Flats area from flooding.

2. Guidelines for developing in the flood plains of streams and rivers should be established and applied to new construction in flood hazard areas.

3. The implementation of flood control measures should be through the cooperation of federal, state, and local governments and affected property owners.

There are several community and neighborhood water systems in the Brinnon area. These systems serve small neighborhood areas as well as residential and recreational developments.

4. Small neighborhood water systems, where adjoining property owners share developmental and operational costs, should be encouraged.

5. Priority for a community water system should be given to the Brinnon Flats and residential neighborhoods.

The Brinnon Booster Club building has served as the firehall and community center over the past several years. This facility is reaching its capacity for
emergency services and other community activities. The Brinnon area does not have a community park and the school provides the only outdoor recreational facility.

6. A community park and recreational areas should be established in the Brinnon Flats. This multi-purpose complex should provide for a wide array of community activities.

7. Community programs designed or available to Brinnon residents should be actively maintained and supported. Efforts should continue to bring these programs to the community.

The following policies relate to emergency and medical services:

8. A house numbering and addressing system should be established and maintained in order to identify the location of residents and aid in the efficient delivery of emergency services and law enforcement.

9. Medical and dental services should be established in the Brinnon area. Until the population warrants full-time medical-dental services, a part-time family outpatient and dental clinic service should be provided.

The following policies are provided to further the goals of this section:

10. A public boat launch, providing access to Hood Canal, should be actively pursued and established. As this facility is of regional as well as local interest, its establishment should be through the cooperative efforts of local citizens and county and state agencies.

11. A public transportation system providing service between Brinnon and other parts of Jefferson County, as well as providing service to other communities within the Puget Sound region, should be maintained and actively supported.

12. The Jefferson Library District, in conjunction with its bookmobile service, should establish a branch book collection service in the Brinnon area.

13. The Washington State Department of Game and Washington State Department of Fisheries should evaluate their hunting, fishing, and shellfish laws with respect to the Brinnon area. Of particular concern is the Dosewallips and Duckabush elk herd and availability of shellfish on public beaches. If warranted, hunting should be limited or curtailed, and shellfish harvesting limits should be reduced in over-used areas. Restocking programs should be undertaken.

open space and recreation

Open space refers to (a) established, developed, recreational areas such as parks, campgrounds, trails, bike paths, etcetera, and (b) undeveloped public and private lands such as beaches, open fields and meadows, farmlands, woodlands, and other natural areas.

Basically there are three functions that open space serves: (a) conserves our natural resources, (b) provides a setting for relaxation or recreation, and (c) assists in economic development such as tourism and commerce.

Within the Brinnon area there are ten federal, one state, and four private campgrounds, a private marina and recreational area, two private boat launches, and a number of areas that are public beaches. In addition, Hood Canal, the Olympic National Park, and the National Forest provide an abundance of open space and recreational opportunities.

GOALS

1. Promote a system of developed and non-developed open space for the enjoyment of local residents and visitors that compliments the rural character of the Brinnon area.
2. Encourage conservation of the area's natural features and resources.

POLICIES

Other than the Brinnon school complex, the Brinnon area does not contain a community park or recreational area tailored to the needs of local residents.

1. A site should be located and purchased for future development of a community park. The site should be located in the Brinnon Flats and should be large enough to contain a variety of activities.

2. The development of a community park in the Brinnon area should provide for active and passive recreational pursuits and should be included in the Jefferson County Park, Recreation, and Open Space Plan.

3. Joint use of the Brinnon school facility for recreational programs is encouraged.

4. Recreational facilities and programs should accommodate a diversity of age and interest groups.

5. Citizen participation should be an integral part in the planning and improvement of recreational areas and facilities.

6. A public boat launch should be developed in the Brinnon area. As this facility will serve both local and out-of-county residents, it should be established through the joint cooperation of Jefferson County and Washington State.

7. Every effort should be made by public and private park operators to prevent user "over spill" onto private properties and private tidelands. Signing, fencing, and other measures should be employed.

8. The shoulders of U.S. Highway 101 should be upgraded to provide a pedestrian and bicycle pathway. Signing of this pathway should serve as a warning to motorists and provide direction to cyclists.

9. The retention of private and public lands in their natural state and agriculture or timber production should be encouraged. To this end, property owners should be encouraged to take advantage of open space-agriculture-timber taxation categories.

10. Critical wildlife habitats should be protected from development. The Washington State Department of Game, in cooperation with the citizens of Jefferson County, should inventory and identify critical wildlife habitat areas and develop a management program for the protection of these areas.
signs and advertising

People need signs. Signs give direction and information, and become fixed markers in the visual landscape of the community. Signs are usually categorized into three groups: directional, informational, and advertising. Directional signs provide notice about the location of a place or destination; for example, "Lazy Motel Ahead One Block" or "Brinnon Two Miles Ahead." Informational signs notify the public about an establishment, service, or existing conditions; for example, "Peg's Alpine House Cafe" or "Road Slippery When Wet." Advertising signs direct attention to promotion of a business, service, or product; for example, "Fizz Cola Served Here." Signs can also be categorized by those found on the premise of an establishment or off the premise.

Most of the signs within the Brinnon area are informational and advertising signs. These signs are usually found on the premise, erected next to the roadway, or directly attached to the related building.

GOALS

1. Provide necessary information and direction with appropriate signs.
2. Encourage signs consistent with the small town and rural character of the Brinnon area.

POLICIES

1. Billboards or other types of off-premise outdoor advertising do not blend with the rural landscape of the Brinnon area and should not be erected.
2. Directional signs should be kept to a minimum in both size and numbers.
3. Signs should be built from native materials and blend with the landscape wherever possible.
4. Commercial on-premise signs should be constructed against or painted on buildings.
5. On-premise signs should not extend in height beyond the highest exterior wall of the building to which the sign relates. Signs should not be erected upon the roofs of structures.

6. Projecting signs should not extend over building entrances or road rights-of-way.

7. Artificial lighting for signs should be directed or beamed away from public roads or adjacent properties as to not cause glare or reflection that may constitute a traffic hazard or nuisance.

8. No sign or part thereof should consist of banners, streamers, spinners, or similar moving devices. The exception to this principle is the temporary banners and streamers associated with local festivities, parades, and fairs.

9. Signs that advertise or promote an activity or business that has ceased operation should be removed as soon as practicable. Examples are political campaign signs that remain after an election or business signs that are displayed even though the business has terminated.

10. A county-wide program should be undertaken to place road name signs at all intersections. Not only would such a program increase convenience for the traveling public, but it would provide a necessary element for the success of emergency service delivery such as fire protection and law enforcement.

11. Public tidelands should be properly signed to prevent trespassing onto private properties.

12. Bicycle, walking, and horse trails should be appropriately marked or signed. Such signing would provide direction to users and serve as a warning to motorists.

13. Gateway signs placed at or over entry roads should be outside of public road rights-of-way.

**transportation/circulation**

Transportation and circulation is that network of delivering people, goods, and services to various points within the area. Transportation and circulation facilities include roads, railroads, trails, and pathways, as well as facilities that transmit and carry electrical power, water, communications, and the like.

U.S. Highway 101 serves as the major or primary arterial in the Brinnon area. The Bonneville Power Administration maintains and operates a major electrical transmission line through the area. U.S. Highway 101 also serves as a regional bicycle trail.

**GOALS**

1. Develop and maintain a transportation system that is safe, reliable, and efficient, and at the same time conserves costs, energy, and natural resources.

2. Maintain a transportation and circulation system that is multifunctional and consistent with the rural character of the Brinnon area.

**POLICIES**

U.S. Highway 101 is a regional highway linking Jefferson County with other parts of the Puget Sound Basin. This highway is also the major north-south route through the Brinnon area.
1. Individual access onto U.S. Highway 101 should be limited whenever feasible. Local access roads, joint use driveways or other means are considered positive steps toward protecting the integrity of this roadway.

2. The Washington State Department of Transportation should investigate and install a center turning lane on U.S. Highway 101 along the Brinnon Flats.

3. The Washington State Department of Transportation should continually reassess the traffic conditions and speed limits in the congested area of the Brinnon Flats and make adjustments as appropriate.

4. Shoulders of U.S. Highway 101 should be upgraded to provide a pedestrian and bicycle pathway. Marking and signing of these lanes should be undertaken.

5. The Washington State Department of Transportation should investigate and install a pedestrian crossing in the Brinnon Flats area. The large culvert at the end of the Booster Club Road should be investigated for use as a highway underpass.


The following policies also apply to transportation and circulation systems:

7. Facilities associated with transportation and circulation should be located and designed with respect to such natural features as topography, soils, geology, shorelines, etcetera. These same facilities should be located within existing routes and corridors whenever feasible.

8. Transportation and circulation routes, including roads, should not be vacated or abandoned: (a) where existing or future land development indicates their usefulness; (b) where the effectiveness of fire, medical, or other emergency services may be impaired; or (c) where such routes can effectively be used for utility corridors or trails or pathways.

9. In order to provide traffic safety and to minimize public expenditures, arterial and collector roads should incorporate limited access provisions whenever possible. Jointly-used residential driveways, local access roads, frontage roads, etcetera are encouraged.

10. Roads should be clearly and completely signed to facilitate convenient travel for the public and efficient service delivery for emergency vehicles.

11. Future road improvements should be designed and built to meet the needs of local residents. Roadway planning should always involve local citizen participation.

12. The Bonneville Power Administration and other utility rights-of-way should be maintained as recreational trails and corridors whenever feasible.

13. Roadway systems within residential areas should be designed to eliminate or minimize through traffic.

14. Driveway access to commercial and industrial activities and multiple family dwellings should be located and designed in such a manner that any vehicle entering or leaving such premise is traveling in a forward motion and is clearly visible for a reasonable distance to any pedestrian or motorist approaching the access.

15. An inter-regional public transportation system should provide Brinnon residents with service to large cities and towns in the Puget Sound area.

16. A park and ride lot should be established in the Brinnon Flats area.
chapter 6

implementation: how to make the plan work

As a special chapter of the Jefferson County Comprehensive Plan, the Brinnon area plan is a statement of how the community wishes to grow and develop over time. The goals and policies in this plan are guidelines—not regulations. These guidelines will be used during the review of public and private actions and developmental activities such as proposed land subdivisions, commercial and industrial developments, open space and recreational areas, roads and transportation facilities, utilities, and other community facilities and services within the Brinnon area.

A variety of techniques can be used to implement the goals and policies of this plan: (a) existing county ordinances and programs, (b) private actions by individuals, (c) local citizen committees, and (d) other ordinances and programs. A combination of techniques may be necessary to implement specific goals and policies of this plan.

EXISTING COUNTY ORDINANCES AND PROGRAMS

The Jefferson County Subdivision Ordinance provides guidelines for subdivisions of land into lots for sale or lease, including residential subdivisions, mobile home parks, recreational vehicle parks, travel trailer parks, and commercial and industrial parks. All land subdivisions must be consistent with the Jefferson County Comprehensive Plan and other community plans.

The Jefferson County Camper Club Ordinance provides design and development standards for membership recreational campgrounds. All membership campgrounds must be consistent with the Jefferson County Comprehensive Plan.

The Jefferson County Implementing Ordinance: State Environmental Policy Act ensures environmental values and issues are given appropriate consideration in the public decision-making process. Jefferson County requires applicants to prepare an environmental checklist and in some instances an environmental impact statement to determine probable impacts of a project on the environment.

The Jefferson-Port Townsend Shoreline Management Master Program provides standards for the future development of the shoreline resources within Jefferson County. Development projects located within two hundred feet of the shoreline are subject to review and conformance with the program's performance standards. The standards of the shoreline program compliment the Brinnon plan.

The Jefferson County Six Year Road Improvement Program is an annual planning program for county road improvements and construction over a six year period. This program may implement the goals and policies for traffic controls, road construction, and upgrading.

Public agency capital improvement programs are planning programs for an agency's future physical improvements. An example is the school district's planning program for future building expansion. The capital improvement programs by public agencies (school districts, fire districts, port districts, and public utility districts) may be required to be consistent with the goals and policies of this plan.

Health, building, and fire codes and regulations may also implement the goals and policies of this plan.
PRIVATE ACTIONS

The development activities of individuals, partnerships, and corporations can be a primary method of implementing this plan. By following the goals and policies of this plan, private development activities may implement the provisions of the Brinnon area plan.

Restrictive covenants can be used by individual property owners to restrict the future use of their property; for example, "Recreational Use Only of Beach Lot", "No Commercial or Industrial Use of Lots", or "No Residence May Exceed Eighteen Feet in the Height from Mean Grade."

Transfer of development rights (T.D.R.) is a new and somewhat complex method of land development regulation. T.D.R. assumes that land ownership is a bundle of rights that can be separated from the land itself. For example, water rights and mineral rights have historically been detached from property and sold separately by a landowner. T.D.R. maintains that development rights may also be sold without actually conveying the land itself.

For instance, a property owner whose undeveloped land is regulated by a specific land use may sell the development rights to an adjoining landowner. The party that purchases those development rights may then add the development rights to their property and develop at a more dense development than ordinarily permitted for the area. Suppose Mr. Jones and Mr. Smith are neighbors and each owns four acres in an area regulated at a maximum of one house per one acre. If Smith wishes to keep his land as pasture or a woodlot, he could sell his development rights to build four houses on four acres to his neighbor Jones. With his rights for increased density, Jones could then build eight houses on his four acres and Smith could not build. Jones would still have to meet local health requirements and other local requirements. The overall density of the area, however, would not change due to Smith's limitations of use.

Land trusts are private or public non-profit organizations to which land, development rights, or conservation easements may be sold, dedicated, or granted. By their charters and by-laws, land trusts ensure the use of a tract of land will remain as the previous owner had intended. The conveyance of land or development rights has advantages with respect to property taxes and income taxes.

CITIZEN COMMITTEES

Several local citizen committees could be formed to concentrate efforts toward implementing specific goals and policies of this plan. A community improvements group could be formed to address: (a) permanent flood control measures in the Dosewallips Drainage Basin, (b) a community park and recreational complex in the Brinnon Flats, and (d) efforts in establishing an emergency house numbering system throughout the Brinnon area. A public boat launch and other community facilities could be pursued by this group. A community committee could be formed to assist the Washington State Department of Transporatation in addressing local concerns about U.S. Highway 101. Other groups and committees could be established as issues and opportunities present themselves.

OTHER ORDINANCES and PLANS

The following are examples of other types of ordinances the county could adopt to further the goals of this plan:

Conventional Zoning is a type of land development regulation used by many cities and counties. Zoning ordinances generally divide land into geographical districts or zones. Within each district certain types of land uses or building
types are permitted while others are prohibited. Each district also has standards such as building setbacks from roads, parking requirements, minimum lot sizes, and building height limitations. Zoning's primary purpose is to separate conflicting uses such as industrial development and residential neighborhoods.

A performance standards ordinance permits the mixture, not the separation, of land uses. For instance, commercial areas and residential development may be constructed side by side. Even though such uses may intermingle (theoretically any parcel of land can be used for any purpose), developments are protected from the adverse affects of each other by performance standards. Such standards may include provisions for maximum density, signs, parking, landscaping, utilities, accesses, noise limits, etcetera. This type of ordinance allows more flexibility in the use of land than with conventional zoning.
chapter 7
optimum land use map

The optimum land use map is a graphic representation of the goals and policies contained in this plan. The map should be used as a guide for proposed development activities in the Brinnon area; the goals and policies determine an activity's consistency with the plan.

In the Brinnon area there may be existing activities that are not consistent with the goals and policies of this plan. These activities are considered "grandfathered" and may continue and/or expand. The expansion of grandfathered activities should incorporate applicable goals and policies in their expansion proposal.

MAP LEGEND

RESIDENTIAL NEIGHBORHOODS: Residential neighborhoods are those areas of moderate density settlement served by individual or community wells and septic systems. Areas anticipated for community systems are included in this definition. The maximum residential density in residential neighborhoods is two (2) dwelling units per one (1) gross acre.

RURAL NEIGHBORHOODS: Rural neighborhoods are those areas of low density settlement served primarily by individual wells and septic systems. Small neighborhood systems may also be found here. The maximum residential density in rural areas is one (1) dwelling unit per one (1) gross acre.

RESOURCE PRODUCTION AREAS: Resource production areas are those areas of the community suitable for the production of forest and farm products because of soil types and climatic conditions. These areas are characterized by large acreage tracts, sparse residential settlement, and remoteness from developed road systems. The maximum residential density in resource production areas is one (1) dwelling unit per five (5) gross acres.

BRINNON FLATS: The Brinnon Flats is the center of community and commercial activity in the Brinnon area. This area contains the more concentrated and diverse business district as well as the Booster Club and public school complex.

NEIGHBORHOOD COMMERCIAL AREAS: Neighborhood commercial areas are located adjacent to existing established businesses or at the intersection of arterial and collector roads.