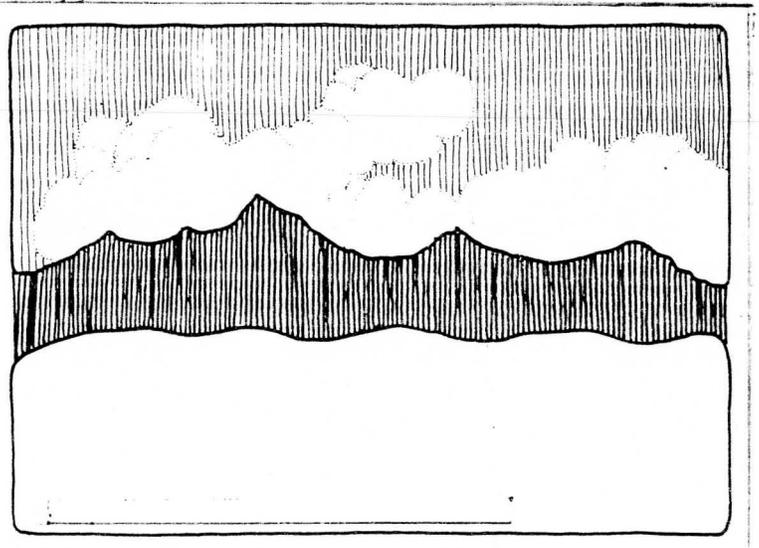


COYLE AREA

community development plan



COYLE AREA COMMUNITY DEVELOPMENT PLAN

Jefferson County Board of Commissioners

Carroll M. Mercer, Chairman
B.G. Brown, Commissioner
A.M. O'Meara, Commissioner

Jefferson County Planning Commission

Karl Randolph, Chairman

George Burkhart	Dorithe Harrington
Richard Kenyon	Harry Pollard
Norris Short	Finis Stevens
William Svensson	Eva Taylor

Coyle Area Citizens Planning Committee

Jack A. Cunningham, Chairman

Herbert Covert	Rhea Cunningham
Tom Date	Leonard Eaton
Viola Eaton	Ken Harrington
Elaine Hellmuth	Jerome Hellmuth
Laurel Johnson	Beverley Jones
Ronald Jones	Wilma Lambert
Cliff Larson	Flo Larson
Faye Madison	George Scheild
Faye Whitney	

Jefferson County Planning Department

David Cunningham, Director
David Goldsmith, Community Development Planner
Laura Southmayd, Clerical Assistance
Peter Steel, Graphics
Thomas Aumock, Assistant Planner

TABLE OF CONTENTS

	<u>PAGE</u>
CHAPTER 1: INTRODUCTION AND PURPOSE	1
CHAPTER 2: SOUTHERN TOANDOS PENINSULA AND ITS RESOURCES	2
Location and History	2
Landforms and Geology	2
Soils	5
Vegetation	8
Marine Resources	8
Wildlife	9
Climate	9
Topography	9
Community Facilities and Services	10
Community Government and Special Purpose Districts	10
CHAPTER 3: THE SOUTHERN TOANDOS PENINSULA AND ITS PEOPLE	11
Population Growth	11
Population Characteristics	11
Development Trends	11
CHAPTER 4: COMMUNITY VALUES	12
CHAPTER 5: COMMUNITY DEVELOPMENT PLAN	14
Housing and Residential Development	15
Commerce and Industry	16
Signs and Outdoor Advertising	18
Resource Production (Agriculture, Aquiculture, and Forestry)	19
Open Space and Recreation	20
Transportation and Circulation	21
Community Facilities and Services	22
CHAPTER 6: IMPLEMENTATION: HOW TO MAKE THE PLAN WORK	25

chapter 1

introduction and purpose

The Southern Toandos Peninsula is a unique and beautiful area of eastern Jefferson County. Its pristine shorelines, impressive scenery, timbered forests and isolated nature contribute to the desirability of the Coyle Area as a residential and recreational community.

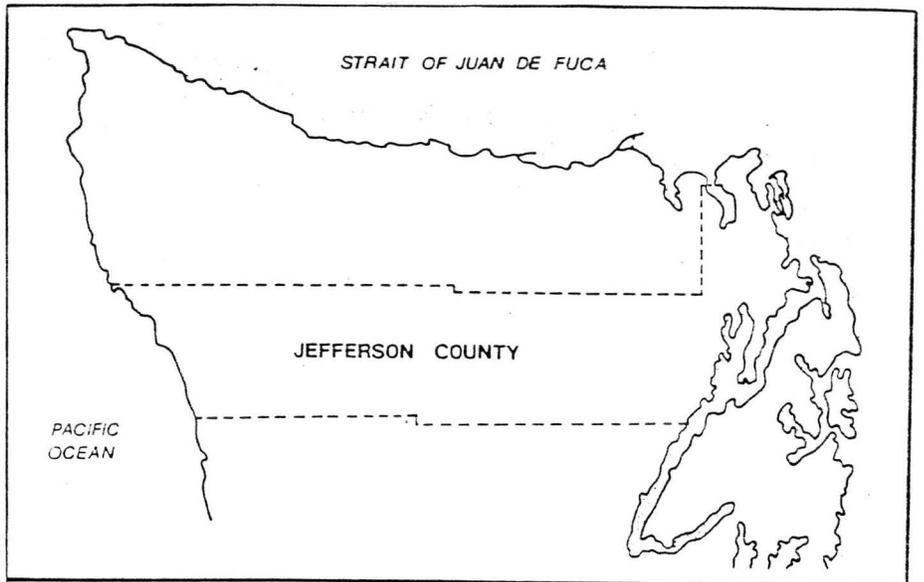
Over the years, the Peninsula has developed slowly and maintained a rural character. It has become apparent, however, that as development pressures increase, the charm of the Peninsula could potentially be lost. An unchartered course for the Coyle Area's growth could jeopardize the lifestyle that people came to the Southern Toandos Peninsula to enjoy.

Recognizing this, the citizens of the Coyle Area asked the Jefferson County Board of Commissioners to assist with a planning program which would address the future growth and development of the Peninsula. This Plan is a product of that program. It serves as a written expression of the thoughts of the people on the Southern Toandos Peninsula about the future of the area and their lifestyles.

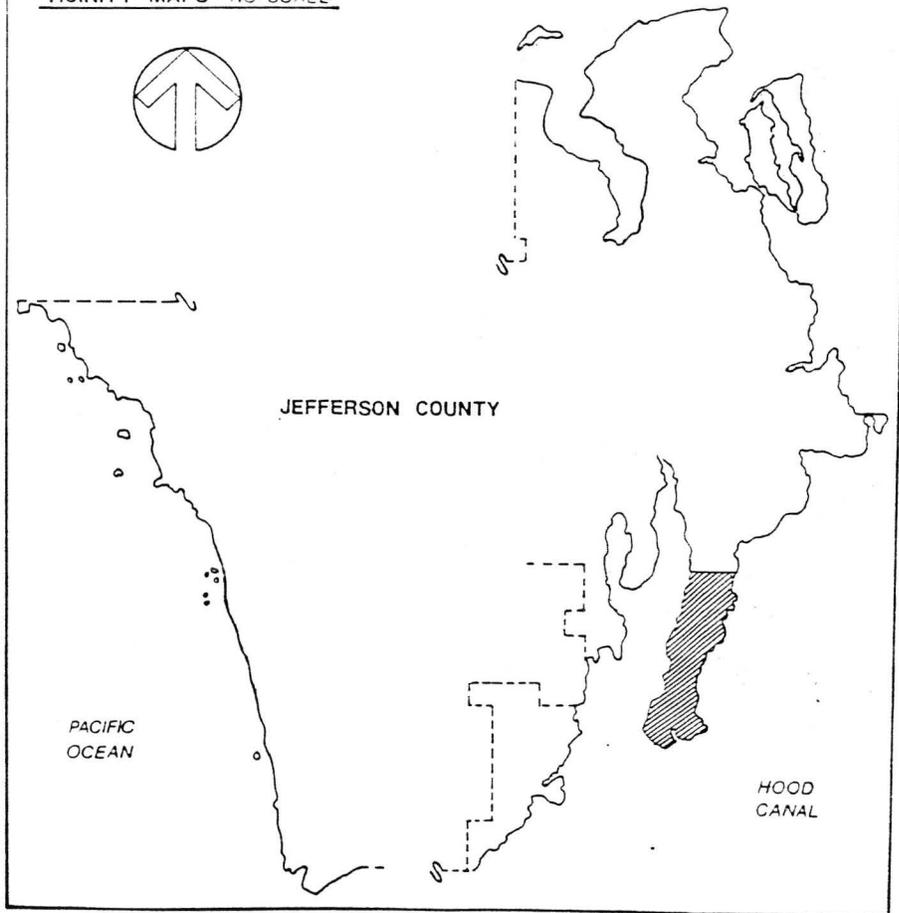
Once adopted, the Community Development Plan will become a special chapter of the Jefferson County Comprehensive Plan. It will be a critical element in the decision-making process for a host of activities that may affect the Coyle Area.

It must be remembered that even though the purpose of this Plan is to give direction, flexibility is also necessary. As community attitudes and other factors change, a new course may become desirable. To that end, this Plan should be periodically reviewed, perhaps every four or five years, and appropriate amendments made.

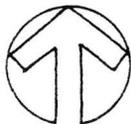
The integrity of the Coyle Area Community Development Plan can only be assured by the continuing support of local citizens in cooperation with their elected officials.



VICINITY MAPS NO SCALE



PLANNING AREA BOUNDARY



D A R B O B
B A Y

TABOOK
POINT

BROWN
POINT

H O O D
C A N A L

ZELATCHED
POINT

GO - C N N A R D .

D A R B O B - C O Y L E R D .

W H I T N E Y R D .

T S K U T S K O
P O I N T

Z E L A T C H E D P T R D .

H A Z E L P T R D .

H A Z E L
P O I N T

E M E L
R D .

O A K H E A D

COYLE / SOUTH TOANDOS PENINSULA



SCALE : 1 = 4000 FT.

MAY 1977
JEFFERSON COUNTY PLANNING DEPARTMENT

chapter 2

southern toandos peninsula and its resources

LOCATION AND HISTORY

Captain Vancouver's expedition, while in search of the fabled Northwest Passage, mapped and charted most of the major landforms in the Puget Sound region. The charts and maps which Vancouver's party developed were used by other explorers who later came to the area. One such expedition, the Wilkes party, came to the inner Puget Sound area in 1841. Traveling down Hoods Canal, the Wilkes party came upon a small tribe of Indians occupying a harbor at the end of a rather long peninsula. The Wilkes party named that peninsula after the Indians' tribal name of "Twana", and through the years that land area protruding into Hood Canal became known as the Toandos Peninsula.

The Toandos Peninsula Planning Area is one of the largest of the twelve planning areas comprising Jefferson County. This area is bounded on the north by State Highway 104, on the east by Thorndyke Bay drainage basin and Hood Canal, and on the west by the Tarboo drainage basin and Dabob Bay.

Due to its large size and community settlement patterns, the Toandos Peninsula Planning Area has been divided into two parts: Dabob and North Toandos Peninsula; and Coyle and South Toandos Peninsula. This division occurs approximately a mile north of the intersection of the Thorndyke and Dabob-Coyle Roads.

The Southern Toandos Peninsula Planning Area encompasses some fourteen square miles of land or about 9,000 acres. The southern tip of the Peninsula was homesteaded after the turn of the century. These early settlers on the Peninsula were mainly interested in timber resources and to this day much of the Peninsula is managed forest lands.

Coyle is a small rural, recreational, residential area located at the southern end of the Peninsula. The nearest community is Quilcene, some twenty-two miles to the northwest. The City of Port Townsend lies about thirty-eight miles north of the Coyle Community. Due to the area's relative isolation and abundance of natural resources, it has developed slowly over the years as a rural, residential and recreational community.

LANDFORMS and GEOLOGY

The geologic characteristics of the Southern Toandos Peninsula plays 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 Eastern Jefferson County and the Toandos Peninsula 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 runoff from advancing or retreating glaciers. "Till", on the other hand, consists of unsorted clay, sand, gravel, and rock which 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, and faulting and bending of the earth's crust, these layers of outwash and till may overlap one another, and may run in different directions.

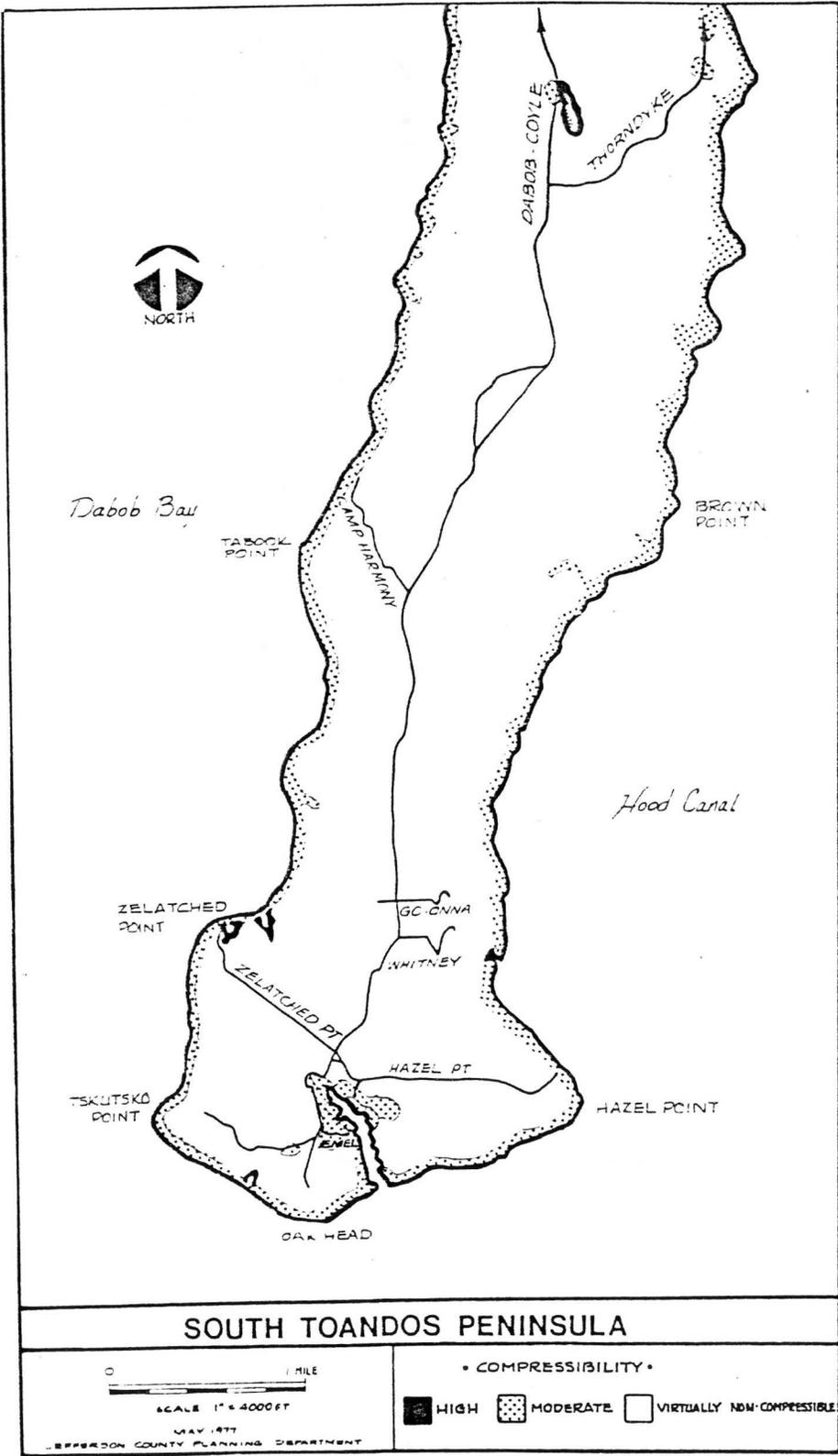
The surficial geology of the Southern Toandos Peninsula consists mainly of Vashon Lodgement Till. This till is a compacted assortment of clay, silt, sand, pebbles, cobbles and boulders. Because of its compactness and high clay content, Vashon Lodgement Till is non-compressible, impermeable and is not prone to landslides. The flat areas found toward the center and running the entire length of the Peninsula consists predominately of till deposits.

Near the shoreline edges of the Peninsula 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 consists of outwash, lake and river sediments, and alluvium. This deposit is generally permeable, slightly compressible, and has poor natural stability.

The other major formations found on the Peninsula 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 throughout the Peninsula. 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 groundwater 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 Southern Toandos Peninsula have been developed and are available for inspection at the Jefferson County Planning Department, Third Floor, Courthouse, Port Townsend. Geologic interpretive maps for the Southern Toandos Peninsula include: Slope Stability, Compressibility, Liquid Waste Disposal, and Mineral Resources.



Dabob Bay

TABOOK POINT

BROWN POINT

Hood Canal

ZELATCHED POINT

GC GNWA

WHITNEY

TSKUTSKO POINT

ZELATCHED PT

HAZEL PT

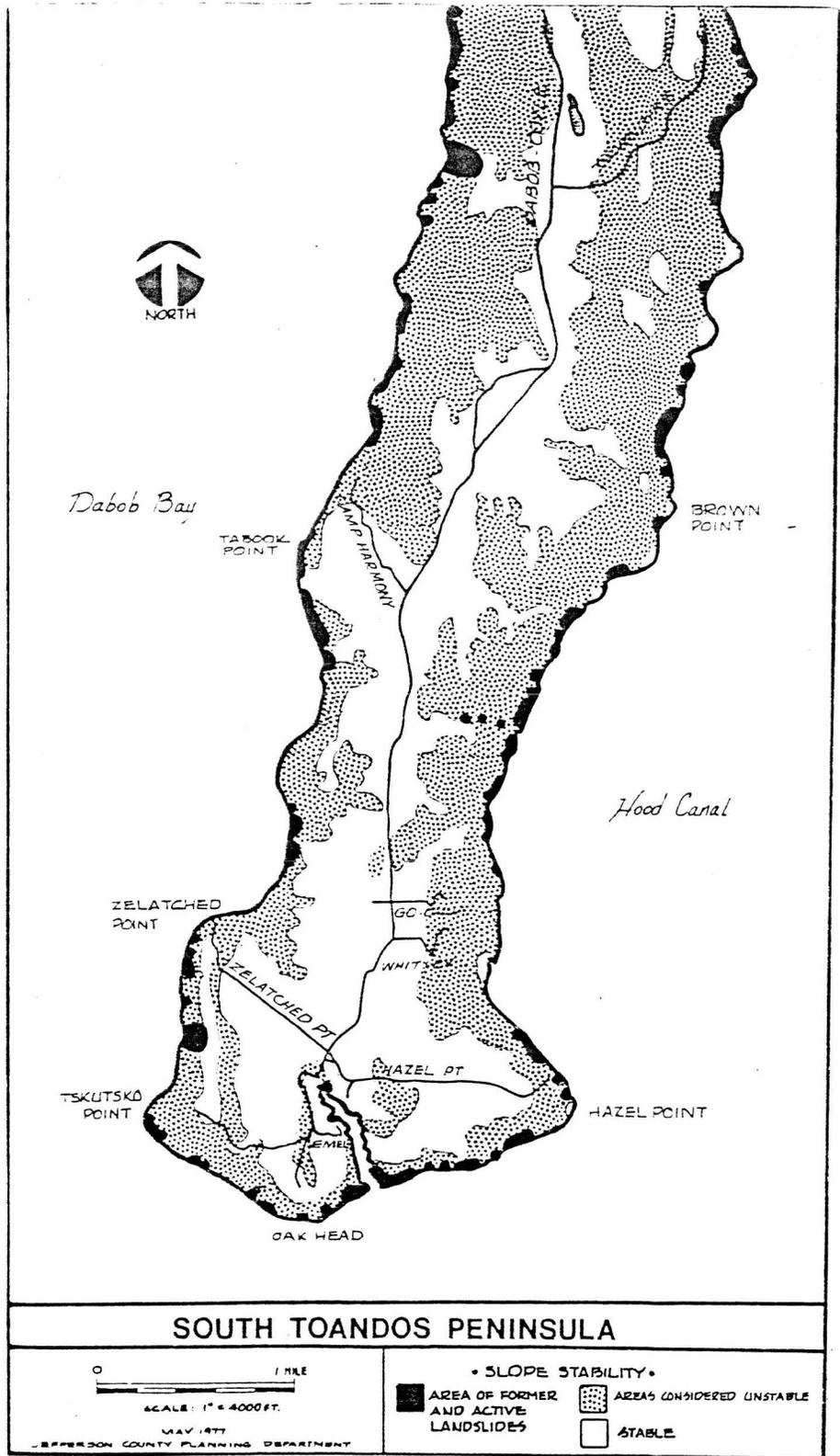
HAZEL POINT

OAK HEAD

DAIBOB COYLE

THORNDYKE

LAMP HURDWAY



Slope Stability: The area sloping toward the shoreline, on both sides of the Peninsula, are considered geologically unstable. Some of those unstable areas run inland up to one mile. Many areas directly adjacent to the shoreline show evidence of former and active landsliding. From Oak Head around to Tabook Point many active landslides can be seen, and then again sporadically up the coast. Starting at the mouth of Fisherman's Harbor to Hazel Point, then up the coastline, many active slide areas intermittently occur. The rest of the Toandos Peninsula is considered stable under most conditions.

There are obvious implications of this landslide information for the protection of public and private investments. As a rather large portion of the Southern Toandos Peninsula is considered geologically unstable, care must be taken so as not to increase the possibility of landslides. Septic tank and drainfield systems may tend to oversaturate subsurface geology and homes may place heavy burdens on geologically weak areas. Most former and active landslides on the Peninsula are located near the shoreline. Property owners there should protect their investments by the use of proper engineering precautions and build away from the shore's edge.

Compressibility: Compressibility is the characteristic of a geologic formation to resist consolidation or compaction due to a heavy overburden or from seismic shaking. In general, the least compressible materials are the most stable and are suited for foundations. A knowledge of the compressibility of materials in an area can be useful in determining suitability of land for various uses.

Virtually all of the Toandos Peninsula has slight compressibility and will support a wide range of uses. Around Fisherman's Harbor and near Silent Lake the compressibility factor is "slight" to "moderate" which may preclude certain uses without additional foundation support. Beaches in the area are "moderately" compressible. The area immediately adjacent to Silent Lake and the two tidal marshes at Zelatchet Point are "highly" compressible in material make-up and are not suited for many uses.

Liquid Waste Disposal: Geologic liquid waste disposal as a characteristic deals with the deposition of liquid waste into the geologic substrata without contaminating groundwater supplies. This characteristic considers slope, permeability, drainage, depth to the water table, and the type of geologic material. For example, an area that is well suited for liquid waste disposal would be gravelly, sandy soils, a permeable underlying geologic deposit, all over an impermeable layer, such as till. In the above example, septic tank effluent would percolate through the first two layers and be sealed from groundwater sources by the impermeable till.

Most all of the geologic substrata on the Southern Toandos Peninsula, being composed mainly of till, is generally poor with respect to liquid waste disposal. Beach deposits and the wet areas surrounding Silent Lake, the two tidal marshes at Zelatchet Point, and the marsh found between Tskutsko Point and Oak Head are classified as being "very poor". Three areas are classified as having "good" waste disposal suitability. Two of these areas are located toward the north end and on both sides of Fisherman's Harbor, and the third lies about a mile north of Brown's Point.

Excluding the three areas mentioned above, the generally poor ability of the subsurface geology to receive liquid waste places an additional burden on the soils. As soils and geology play a complementary role in liquid waste disposal, extraordinary measures may be required to insure the safe disposal of septic tank effluent on the Peninsula.

Mineral Resources: Five categories of marketable mineral resources were investigated and mapped. These include peat, andesite (coal), conglomerates, basalt, sand and gravel. There are four areas on the Southern Toandos Peninsula which have marketable quantities of sands and gravels. The first area is about a mile east of Silent Lake along the west side of the Thorndyke Road. Another area is about two miles north of the Coyle-Hazel Point intersection along the west side of the Dabob-Coyle Road. The third one is just past the Donald Road turn-off and the fourth is at the end of the County maintained road near Oak Head. No other marketable quantities of mineral resources are found on the Southern Toandos Peninsula.

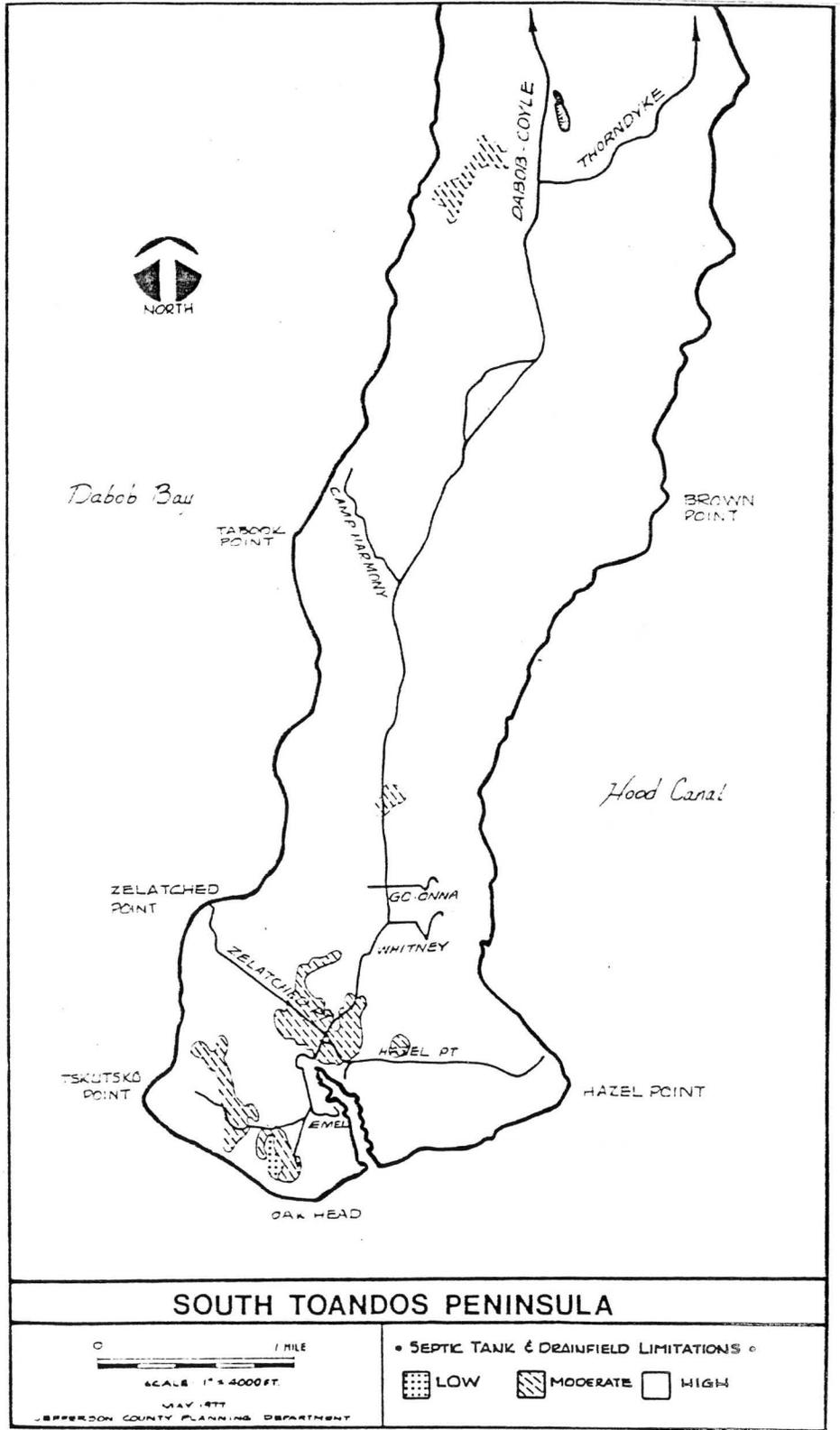
SOILS

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, mild, marine climate under a rich covering 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 ten major soil associations found in the County. From this survey and other publications the Jefferson County Planning Department developed seven soil 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, however, are not to be substituted for specific on-site field inspections which 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 Coyle and the Southern Toandos Peninsula are available for viewing at the Jefferson County Planning Department.

On the Southern Toandos Peninsula the soils are from the Alderwood-Sinclair Association. This major grouping of soils, that are generally moderately well drained, range from strong sloping to steep, and are gravelly, underlain by compact glacial till. Interpretations of these



Dabob Bay

TABOOK POINT

CAMP HARBOR POINT

DAISEY-COYLE

THORNDYKE

BROWN POINT

Hood Canal

ZELATCHED POINT

GC CANNA

WHITNEY

TSKUTSKO POINT

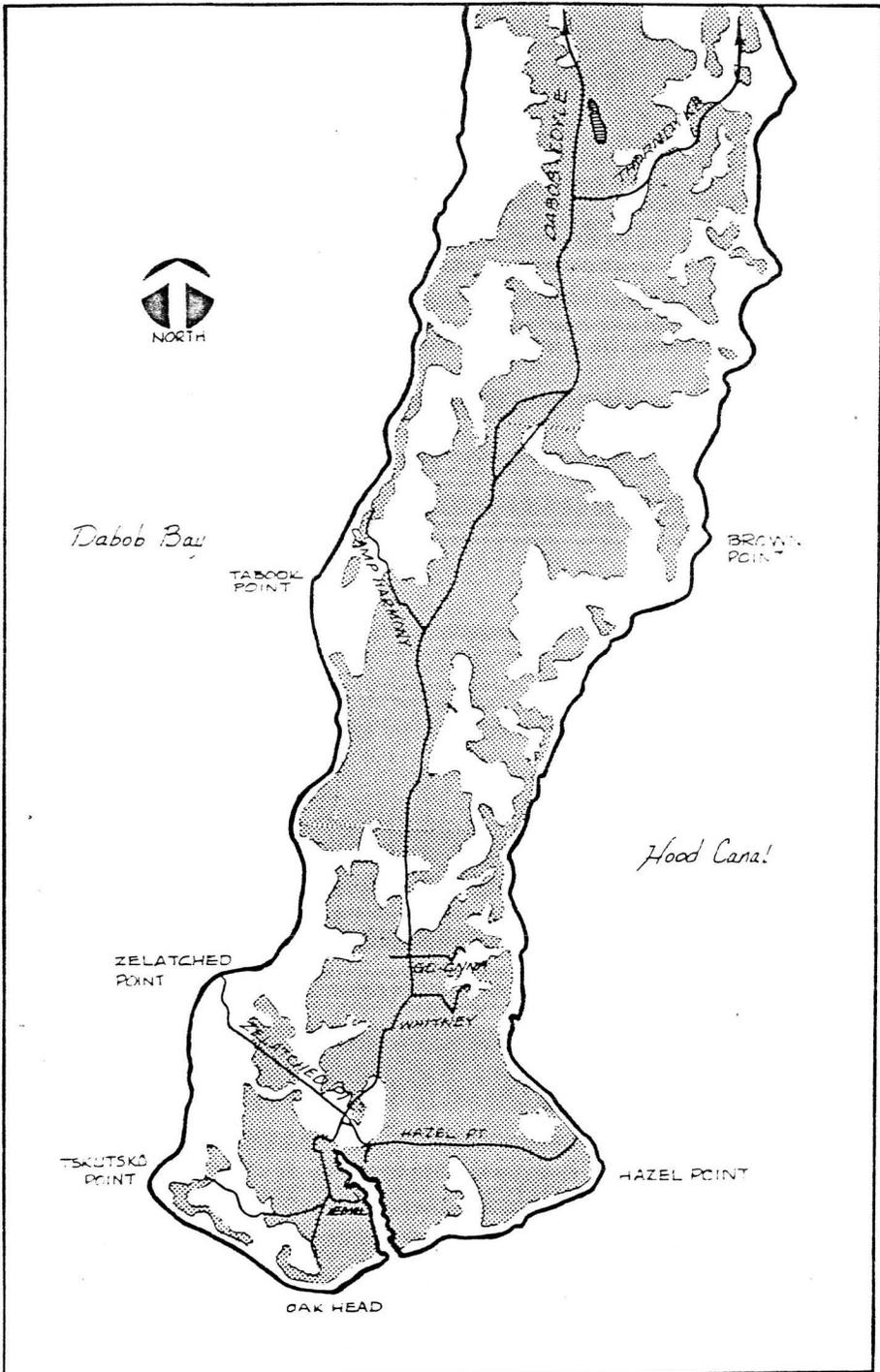
ZELATCHED

HAZEL PT

HAZEL POINT

EMEL

OAK HEAD



SOUTH TOANDOS PENINSULA

0 1 MILE
 SCALE 1" = 4000 FT
 MAY 1977
 JEFFERSON COUNTY PLANNING DEPARTMENT

• SEASONAL WATER TABLE •
 DEPTH: [Solid Grey] 0-3 FT. [Wavy Lines] 3-9 FT. [White] 9 FT. +

soils are as follows:

Suitability for Septic Tank and Drainfields: 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 effluent absorption and decomposition, and/or the construction and operation of the system.

Most of the soils in the Coyle 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.

Around the Coyle/Zelatchet Point/Hazel Point Junction is a rather large area which is classified as having "moderate" limitations. Also near Oak Head, extending west of Donald Road, are two areas exhibiting this "moderate" characteristic. Three smaller areas with "moderate" limitations are found in this planning area. These include an area west of the Dabob-Coyle Road from Silent Lake, an area approximately a mile north of the Whitney Road intersection, and an area about a half mile from the junction along Hazel Point Road.

Only one area on the Southern Toandos Peninsula is classified as having "low" limitations. This area is located near Oak Head, just west of Donald Road.

Depth to Seasonal Water Table: Depth to seasonal water table is a measurement from the surface of the ground to the water table that occurs during the wet months of the year. A shallow depth between the ground surface and the water table may cause both foundation and septic tank effluent disposal problems. A high seasonal water table may inhibit septic tank effluent from being properly decomposed in the soil. It may also cause foundations to "float" on their footings resulting in structural damage to buildings.

Approximately 75% of the land area on the Southern Toandos Peninsula has a high seasonal water table of 0 to 3 feet from the surface. Only these areas described as having low or moderate limitations for septic tanks, and the steeper sloping areas of the Peninsula, are exempt from this category. In these areas, the depth to the seasonal water table is five feet or below.

Ponding and Flooding: Ponding occurs when the seasonal water table rises above the surface level of the ground. This usually occurs in depressions in the land profile. Only a few areas on the Peninsula are subject to ponding and include: an area extending north and south from Silent Lake; two small areas, one a mile north of Brown's Point near the shoreline and one a mile south of Brown's Point again near the shoreline; an area where the stream that feeds Fisherman's Harbor begins; and a small area a mile or so down the Hazel Point Road on the south side.

Portions of the Peninsula are also subject to flooding. Flooding occurs when water bodies, such as lakes and streams, overflow their normal banks. Two areas on the Peninsula are subject to partial flooding during heavy rains. Both of these areas occur along streams where they feed into

Hood Canal or Dabob Bay. The first is located about a half mile south of Brown's Point, the other a mile or so north of Zelatchet Point.

Ponding and flooding, like a shallow depth to the seasonal water table, may be a hazard to development. Property owners should take adequate measures to insure that structural damage will not occur to buildings and roads on soils subject to ponding and flooding, or avoid development on these soils altogether. Likewise, septic tank and drain-field systems should not be installed in areas exhibiting these characteristics.

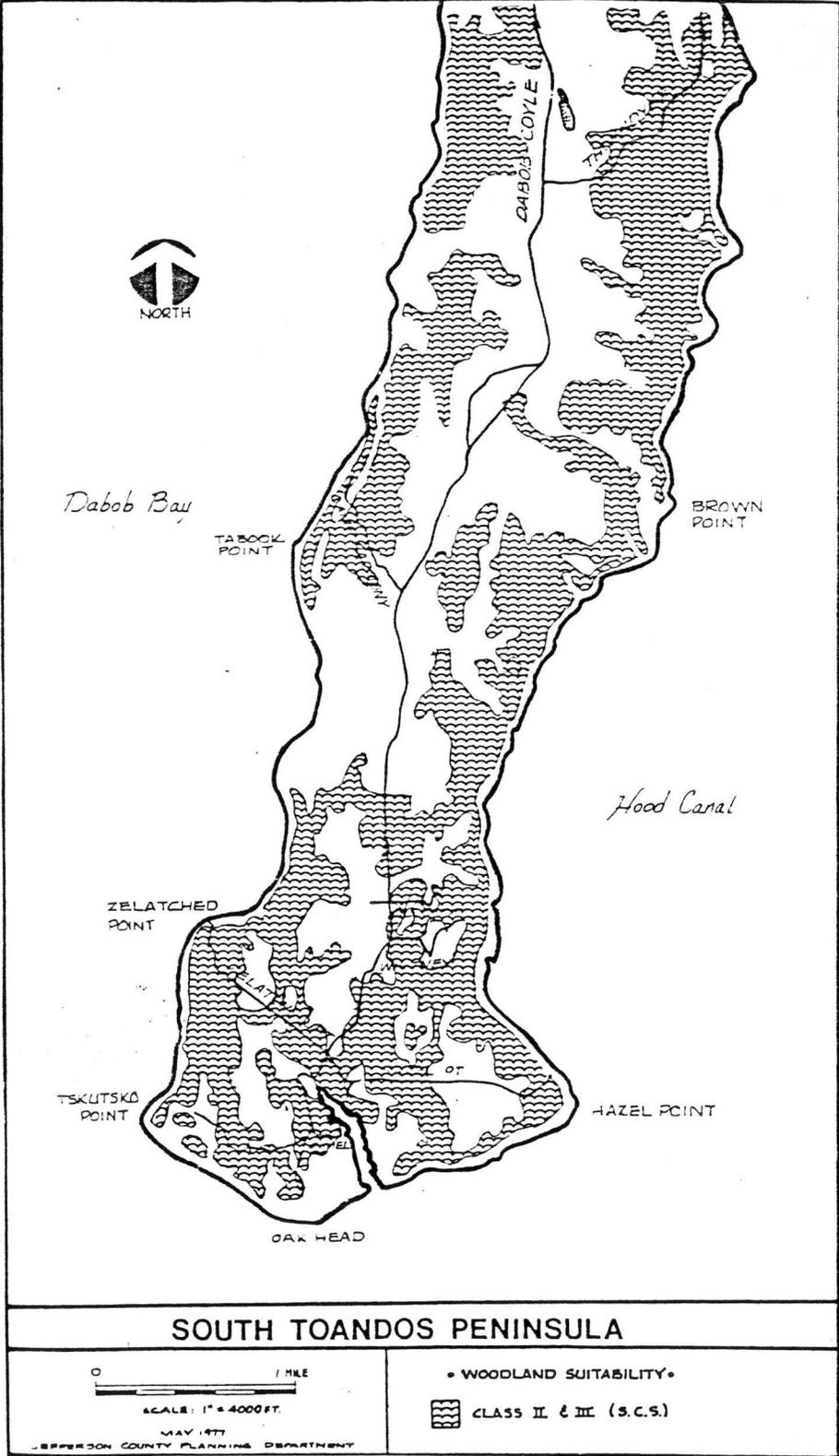
Aquifer recharge potential, agricultural suitability, and woodland suitability are soil properties which have resource value. These soil properties are intrinsically suited for the growing of agricultural and timber products, or for recharging groundwater aquifers.

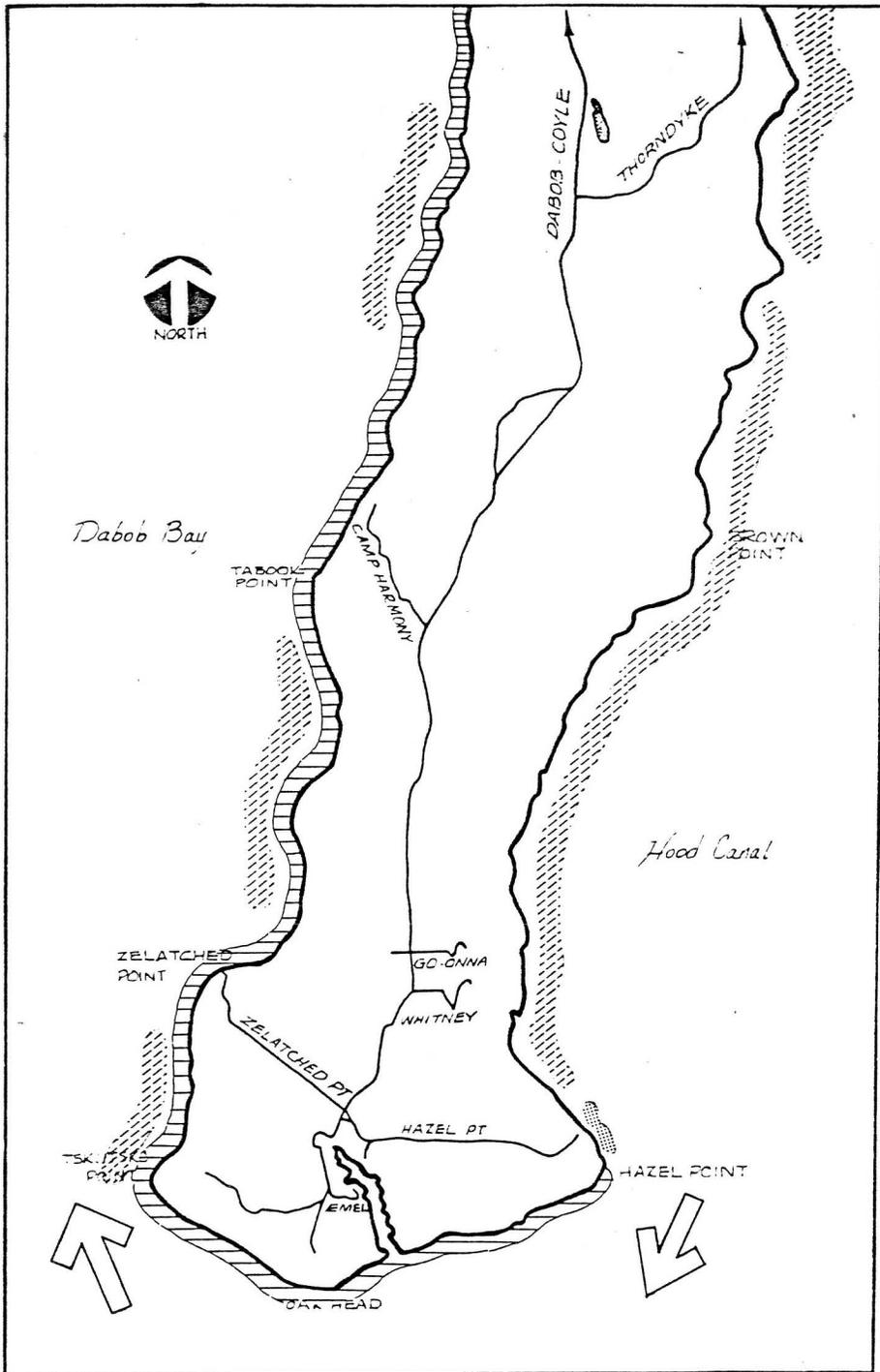
Aquifer Recharge Potential: Aquifer recharge potential is the relative ability of the soil and underlying geology to transport rainwater into underground aquifers. This classification considers the water intake rate of the topsoils, and the permeability of subsoils and parent materials. While it is not exactly known if water falling on these areas actually reaches the aquifers that supply the many wells on the Peninsula, it is not unreasonable to assume these areas do play a role in recharging underground water reservoirs.

Aquifer recharge areas contain some of the most permeable soils. Conflicts can arise between the proper functioning of these soils and development. First, roof tops, driveways, walkways, and roads all reduce the amount of land surface able to receive rainwater. Secondly, in areas of extreme permeability, septic tank effluent may percolate faster than the ability of soil micro-organisms to purify it, thus increasing the chance of groundwater contamination. Proper precautions should be taken when developing on areas considered to have aquifer recharge potential so the function of these areas may be maintained without depleting or contaminating groundwater supplies.

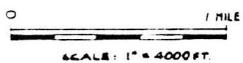
Many areas on the Peninsula exhibit the desirable characteristic of having high or moderate aquifer recharge qualities. Much of the west side of the Peninsula has "high" recharge potential. The largest concentration of these soils occur from Zelatchet Point around to Oak Head. On the east side of the Peninsula areas of "moderate" recharge potential are found. Most of these areas extend from the Naval Reserve at Brown's Point to the north.

Agricultural Suitability: The suitability of soils for agricultural production has been classified by the Soil Conservation Service into eight categories or classes. These categories are determined by expected crop yields and soil management techniques required. Generally speaking, Class I through IV soils produce the highest yields with the least amount of soil management. Class V through VIII soils will require more costly soil management and lower yields can be expected. There are no Class I soils in Jefferson County, but there are large areas of Class II, III, and IV soils.





SOUTH TOANDOS PENINSULA



SCALE: 1" = 4000 FT.

MAY 1977

JEFFERSON COUNTY PLANNING DEPARTMENT

- MARINE RESOURCES (BI-VALVE MOLLUSCS) -
- SUB-TIDAL HARDSHELL CLAMS
- GOBOUCK
- INTER-TIDAL CLAMS
- OYSTER DRILL AREA
- PACIFIC OYSTER OPTIMAL SPAWN AREA

Very little of the land area on the Southern Toandos Peninsula exhibits Class II, III, or IV agricultural soils. Some of these soils are found near Silent Lake, and east of the Lake between Thorndyke Road and the shoreline. An area about a mile north of Camp Harmony and inland from Tabook Point also has these soil qualities. A few other smaller areas are found on the Peninsula.

Woodland Suitability: As with agricultural soils, the Soil Conservation Service has classified soils that are well-suited for the growing of timber, specifically Douglas Fir, Western Hemlock and Western Red Cedar. Classes 1, 2, and 3 woodland productivity soils produce high yields of marketable timber. In eastern Jefferson County there are no Class 1 soils. There are expansive areas of Class 2 and 3 soils found in the planning area, which occur toward the center of the Peninsula.

VEGETATION

The Southern Toandos Peninsula is mostly covered in thick stands of Douglas Fir, Western Hemlock, Western Red Cedar and alder. Other tree species native to the Peninsula include pine and big leaf maple.

Salal, Oregon grape, huckleberry, rhododendron, swordfern, and braken fern are native to the area and cover most of the landscape. Approximately 10% of the acreage in this planning area has been cleared and is used for pasture, hay, small grains, fruit trees, and home gardens.

MARINE PESOURCES

In 1976 a marine resource inventory was performed throughout Jefferson County. As a result of this study, the distribution of marine organisms and their habitats were mapped, and are available for review in the Jefferson County Planning Department. One element mapped, the Bi-Valve Molluscs, includes: subtidal hardshell clams, intertidal clams, and geoducks; potential Pacific oyster cultching areas; Pacific oyster optimal spawn areas; and oyster infestation areas. Another element, the Crustaceans, includes the distribution of crab and shrimp. Surf smelt, true cod, English sole spawn areas, and herring spawn areas, are depicted on an additional map.

The marine waters that surround the Southern Toandos Peninsula are rich in marine life.

Quantities of intertidal clams occur along the shoreline from Hazel Point around Oak Head to the northern boundary of the Peninsula. Subtidal hardshell clams of commercial quantity are found off of Hazel Point.

Almost the entire perimeter of the Peninsula supports subtidal geoducks; the only exceptions being a half mile either side of Zelatchet Point and Camp Harmony, and from Hazel Point to Oak Head.

Pacific oyster optimal spawning areas start near Hazel Point, continue around Oak Head, and encompass all of Dabob Bay. Many commercial oyster farmers set their oyster rafts in Dabob Bay to take advantage of this

marine habitat unique in the world. Some of Dabob Bay, however, is infested with oyster drill. These marine organisms are found from Tskutsko Point north into Dabob Bay.

Commercial shrimp beds may be found from Zelatchet Point to the northern boundary of this planning area. These beds extend over a mile from the shoreline.

Many commercial fishing activities are found in the waters surrounding the Southern Toandos Peninsula. Fin fish of commercial value include herring, bottom fish, surf perch, dogfish, and salmon. In addition to commercial fishing activities, the shorelines and bays of the Peninsula also serve as a vital migration and rearing area for juvenile salmon, particularly pink and chum.

WILDLIFE

Coyle and the Southern Toandos Peninsula, due to its rich forests and sparse habitation, support a wide array of wildlife. The most common large mammals include blacktail deer, bear, coyote, cougar, fox and bobcat. Smaller mammals that are also common to the area include beaver, marmot, marten, mink, otter, muskrat, skunk, weasel, rabbit and several species of squirrels and chipmunks.

Waterfowl species that frequent the coastal marshes, ponds and lakes in this area during fall and winter months include the Canadian goose, black brant, and snow goose, and many kinds of ducks, the most common of which are the mallard, widgeon, pintail, teal, and merganser.

Upland game birds found in the area include pigeon, quail, pheasant, and grouse. Osprey and bald eagles are sometimes found along isolated parts of the shoreline, as are other birds of prey, such as hawks, falcons and owls.

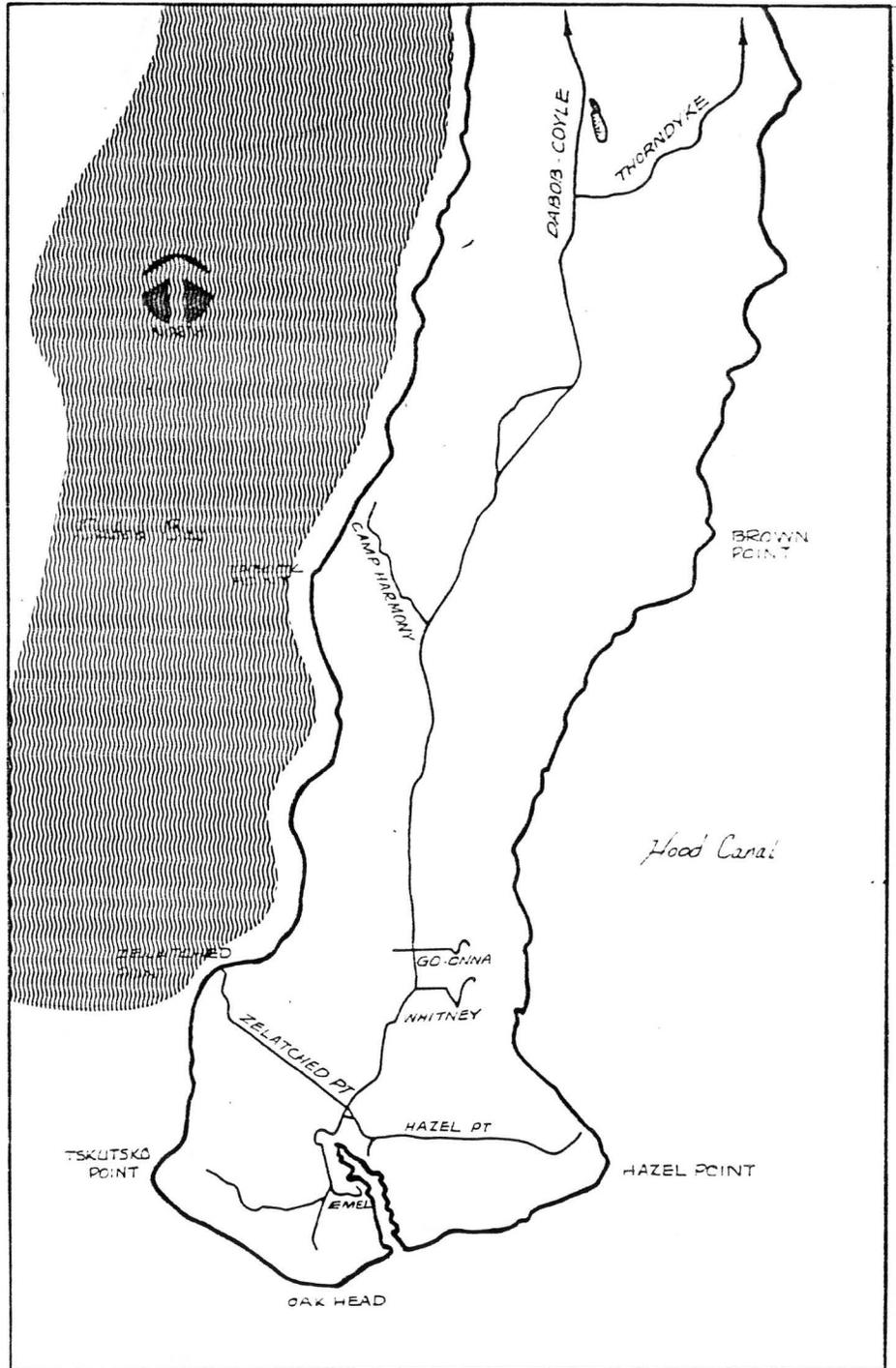
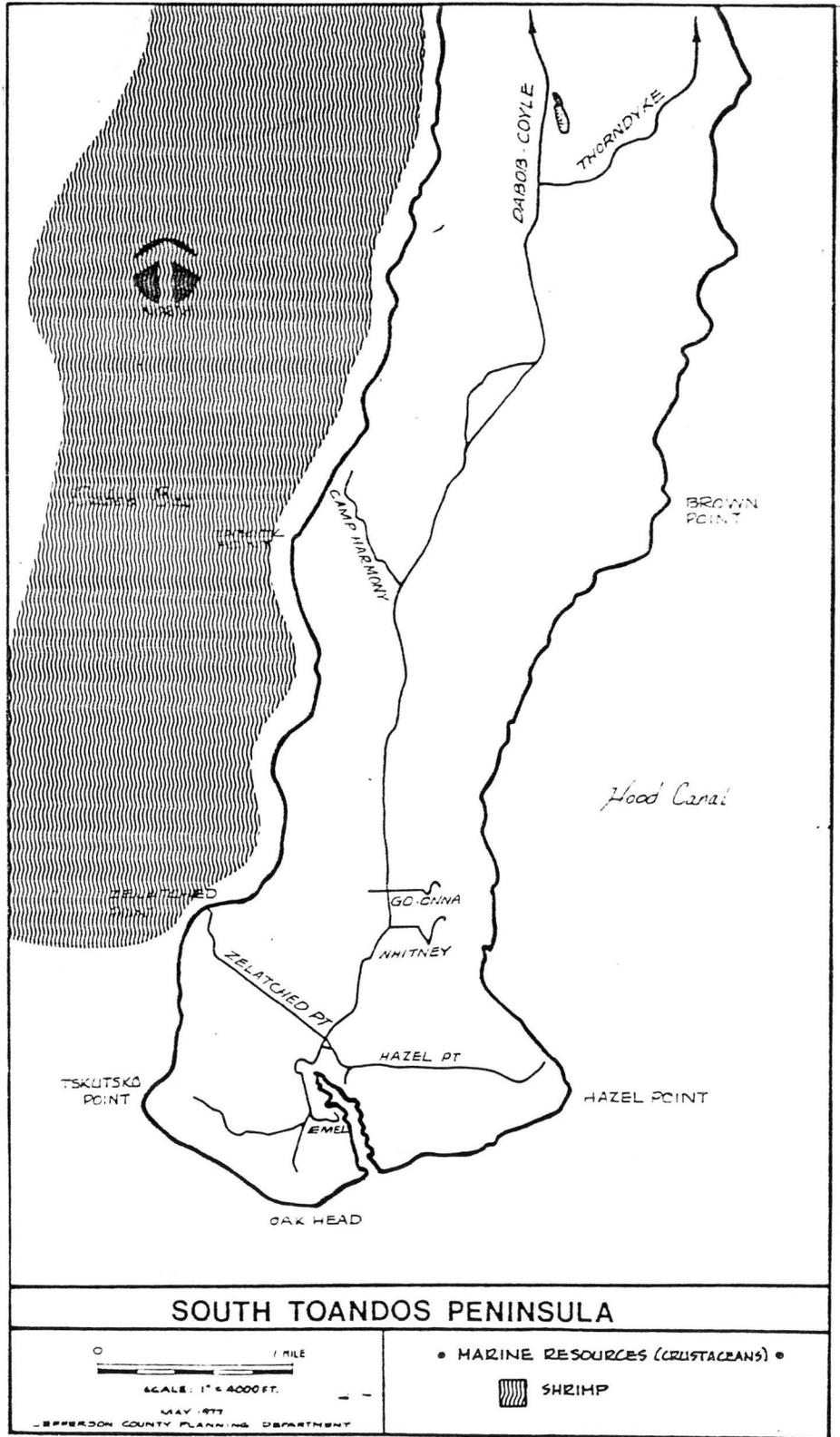
CLIMATE

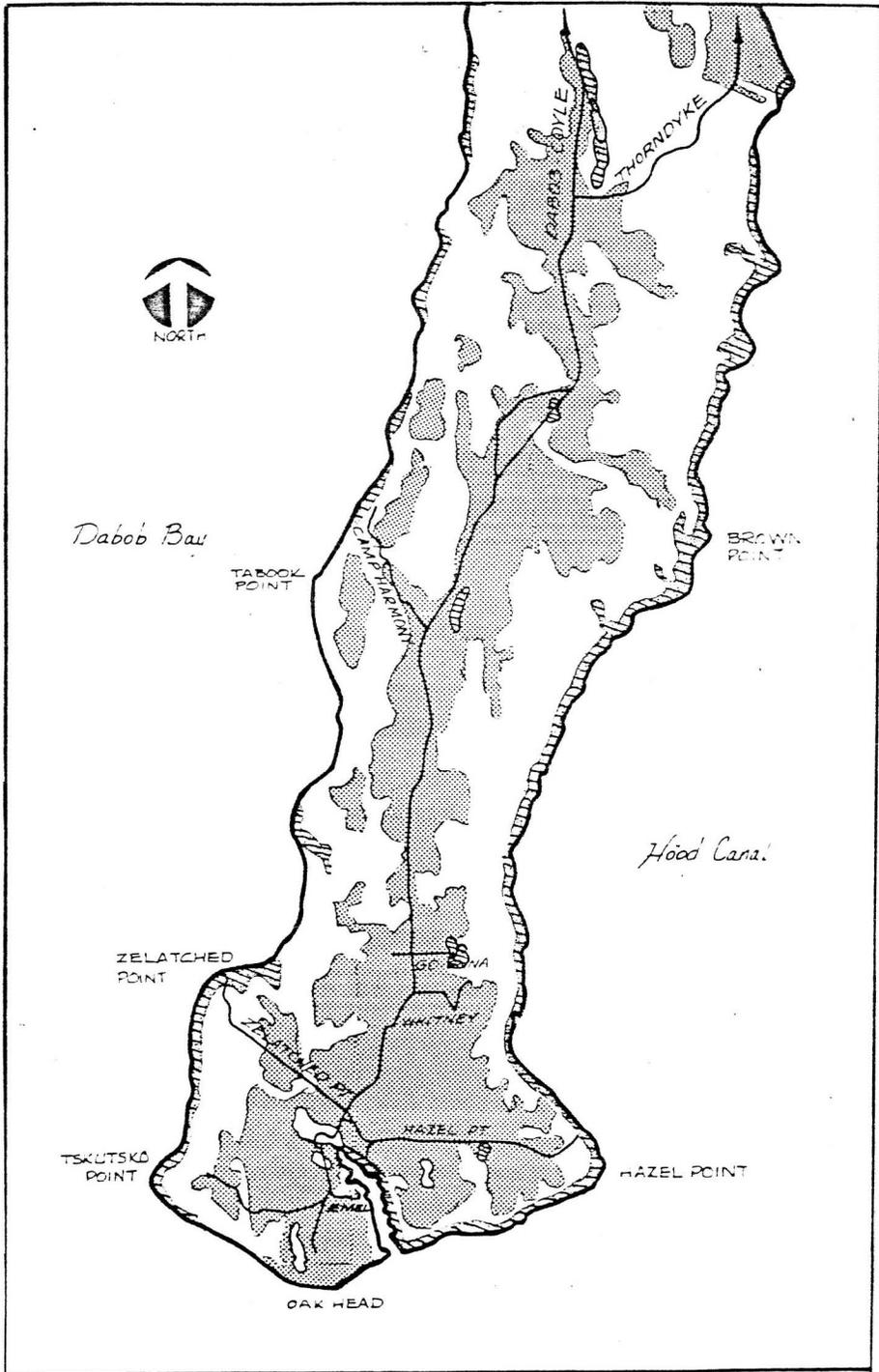
The climate and weather patterns on the Southern Toandos Peninsula are somewhat typical of the inner Puget Sound region. According to the U.S. Weather Bureau, the annual precipitation is between 40 and 45 inches, although area residents have noted much lower rainfall due to wind diversion of clouds around the Peninsula. It is interesting to note that as one travels north from Coyle the annual precipitation decreases at a rate of about one half an inch per mile due to the influence of the Olympic Rain Shadow.

Daytime temperatures on the Peninsula range from the middle 60's to the high 70's in the summer months, and down to the mid 50's at night. Winter daytime temperatures are usually in the mid 40's, with evening temperatures in the low 30's.

TOPOGRAPHY

The Toandos Peninsula contains rather pronounced topographic features. The elevation rises from sea level to a height of 500 feet. Most of this rise occurs on very steep slopes extending from the shoreline. Approximately





SOUTH TOANDOS PENINSULA

0 1 MILE

SCALE 1" = 4000 FT

MAY 1977

JEFFERSON COUNTY PLANNING DEPARTMENT

• SLOPE •



15%+



8-15%



0-8%

half of the land profile in the Coyle Area contains slopes in excess of 15%. A plateau-like undulating area of slopes from 8% to 15% is found along the entire north-south axis of the Peninsula. There are a few small areas in which the slope is less than 8%.

On slopes exceeding 15%, caution must be taken by property owners to insure that homesites are stable. Often the cuts and fills that are required for building sites render normally stable ground unstable and earth movements may occur.

COMMUNITY FACILITIES and SERVICES

Jefferson County Water District #3 has recently been formed and is the water purveyor for much of the community of Coyle. The Water District boundaries encompass the area known as the Churchill Plat where the greatest concentration of people now live. Potential service boundaries will include most of the southern tip of the Toandos Peninsula up to the 300 foot elevation line. There is no municipal sewage system in the area, and individual septic tank and drainfield systems are used for sewage disposal.

Telephone service is provided by United Telephone Company and electrical power is provided by the Puget Sound Power and Light Company.

The Coyle Area is located within the boundaries of Quilcene School District #48 which provides both primary and secondary educational services.

The Churchill/Coyle Development Property Owners Association maintains a private dock and moorage facility in Fisherman's Harbor. State-owned tidelands at Oak Head and the Naval Reservation at Brown's Point provide some public marine-oriented recreational opportunities. Most present homeowners have private waterfront access, therefore, these public tidelands are used mostly by out-of-area visitors.

The Southern Toandos Peninsula has recently been annexed to Jefferson County Fire Protection District #2 headquartered in Quilcene.

COMMUNITY GOVERNMENT and SPECIAL PURPOSE DISTRICTS

Jefferson County is governed by a three member Board of Commissioners. The Toandos Peninsula is represented in County Commissioner's District #3. Through their various boards, departments, and advisory commissions, the Board of County Commissioners acts as both the legislative and executive branches of the County government.

Toandos Peninsula residents sit on both the Jefferson County Planning Commission and the Shoreline Management Advisory Commission. These two commissions advise the County Commissioners on planning, community development and marine resource related matters.

There are several special-purpose units of government that affect Peninsula residents. The Peninsula is within Quilcene School District #48, Hospital District #2, Public Utility District #1, Water District #3, and Fire District #2. The Olympic Health District and the Port of Port Townsend, as Countywide special-purpose units of local government, also have jurisdictions and responsibilities on the Peninsula.

chapter 3

southern toandos peninsula and its people

POPULATION GROWTH

In 1970 the resident population of the Southern Toandos Peninsula was approximately 100 people. Since 1970 the Jefferson County population has grown by an annual rate of 2% per year. At this rate, applied to the Coyle Area, the 1980 resident population would be 119 in 1980 and 133 by 1985. However, a review of building permit activity would indicate that the rate of growth is increasing in the Coyle Area.

POPULATION CHARACTERISTICS

While little information is available on population characteristics for the Southern Toandos Peninsula, comparisons can be drawn between County statistics and this planning area.

From 1970 census data, approximately 33% of the population in Jefferson County was between the ages of 0-18, 46% from 18-55, and 21% over the age of 55. According to school enrollment figures, voter registration, and social security information, the Southern Toandos Peninsula's population is lower in the two age groups of 0-18 and 18-55, and higher in the 55 and older category.

DEVELOPMENT TRENDS

A map depicting land parcel sizes has been developed by the Jefferson County Planning Department.

Most of the Peninsula is held in parcels of 20 acres or larger, presumably for the development of timber resources. Parcels of 5 to 20 acres in size occur intermittently throughout the area. Areas of 1 to 5 acres occur mainly along the shoreline. The main concentrations of these are found around the southern tip of the Peninsula. The Township of Coyle is the only area in which land parcel sizes are smaller than 1 acre.

Land sales since 1970 have averaged about 70 transactions yearly, accounting for about 5% of the County land sales activity.

Building permits are issued on an average of 7 per year and the greater percentage of these are for vacation cabins and summer homes.

chapter 4

community values

In the spring of 1976 a team of Coyle residents developed and distributed an opinion survey to 275 property owners. The survey dealt with a wide range of issues concerning the future of the Southern Toandos Peninsula.

Of the 275 surveys, approximately 180 were returned for a response rate of 65%. About 13% of those responding were residents on the Peninsula, the remainder were non-resident property owners.

The questionnaire contained twelve questions. Ten questions dealt with specific issues about various aspects of the community and future development. One question requested comments on other areas of importance not covered by the survey. Another asked what was most liked about the Southern Toandos Peninsula. While there was not always agreement between respondents on the specific questions, almost all property owners agreed on what they liked about the Southern Toandos Peninsula.

Most all respondents agreed the quiet, peaceful seclusion and natural beauty of the area is why they chose to invest their money and build their homes there. The maintenance of this rural way of life, and the conservation of the natural resources of the Southern Toandos Peninsula, should be the overall goal of this Plan. And to this end, the goals and policies that are to follow should reinforce this goal.

From the results of the community survey, it was found most property owners on the Southern Toandos Peninsula have purchased property here for a number of reasons: 66% indicated recreation and summer homes were their primary motivation; 47% indicated they intend to retire on the Peninsula; and 27% purchased property as an investment. Permanent residences, farming, and timber production were also given as reasons for owning property on the Peninsula. (Closer analysis of the percentages would indicate that some individuals owning property at Coyle have done so for more than one reason.)

Most respondents agreed future growth should be controlled, and that this could be accomplished through a density limitation. However, the determination of what that density should be showed a wide range of opinions: 6% felt more than 1 unit per acre would be desirable; 32% preferred 1 unit per acre; 19% favored 1 unit per 2.5 acres; 37% would like to see 1 unit per 5 acres; and 13% favored 5 acres or more per dwelling unit.

Most all property owners agreed single family residences should be the primary type of residential development on the Peninsula. In descending order of importance, respondents favored the following types of residential developments: single family residences, single mobile homes, planned residential communities, condominiums, duplexes, commercial resorts, apartments, and mobile home parks.

For other than residential, and in order of preference, the following types of activities were favored: wildlife preserves; timber or tree farms; light industry, such as boat building; yacht clubs; convenience goods stores; and gravel quarries.

The majority of respondents agreed industrial development should be prohibited or severely restricted on the Peninsula.

Fishing, boating, gathering clams and oysters, walking in the woods, picnicking, swimming and working to improve one's property were among the primary personal activities enjoyed on the Peninsula.

Most respondents agreed the establishment of a public boat launch and/or an overnight camping facility on the Southern Toandos Peninsula was inappropriate for the area. Of those responding, 73% preferred not to have a public boat launch developed on the Peninsula; 22% favored the development of a public boat launch, dependent on the location (most preferred a location near the northern portion of the Peninsula); and 5% had no preference.

Of those answering the questionnaire, 90% did not favor the development of an overnight camping facility on the Southern Toandos Peninsula; 8% favored these facilities with reservations; and 2% gave no opinion.

There were many additional comments and concerns voiced by respondents. Most of those comments reinforced opinions expressed in the specific questions.

As stated before, most respondents agreed that the quiet, peaceful seclusion, natural beauty, and rural character of the Southern Toandos Peninsula was what they most liked about the area.

The high response rate of this survey, and the written comments received, have provided a basis from which goals and policies can be developed concerning the future of the Southern Toandos Peninsula.

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 development.

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 Coyle Area Community Development Plan have evolved after careful consideration of a number of important factors:

1. Natural resources of the Peninsula such as soils, geology, climate, water, topography, fish and wildlife, and shoreline features;
2. Cultural resources of the Peninsula 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 Peninsula 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 aquiculture, agriculture and forestry; parks, open space and recreational developments; roads and transportation; utilities; public facilities and buildings; and public services and programs.

GENERAL PLAN GOAL

The goal of the Coyle Area Community Development Plan is to maintain the rural atmosphere and scenic beauty, and conserve the natural resources of the Southern Toandos Peninsula.

GENERAL PLAN POLICIES

1. Natural open spaces, agriculture, aquiculture, timber production, residential and second home development should be the primary use of the land and adjoining shorelines.
2. Private and public facilities and services should primarily serve the needs of Peninsula residents.

HOUSING and RESIDENTIAL DEVELOPMENT

The Southern Toandos Peninsula is a unique and desirable location for both permanent and second homes. Over the years, residences in the Coyle Area generally have been built on a custom or individual basis. Structures originally built as recreational or second homes have later been converted to permanent residences.

The primary constraints to continued residential development are: a continued adequate supply of potable domestic water, particularly from groundwater sources; soil suitability for septic tanks; and the high cost of labor and materials.

These development trends and constraints, and relative isolation of the area have helped maintain the Southern Toandos Peninsula as a rural, lightly populated community occupied by a mixture of permanent and seasonal residents. To insure that in the future the Coyle Area retains much of its present character, the following goals and policies should be applied to residential development.

GOALS

1. To insure residential development is in context with the rural landscape.
2. To provide for a wide range of lifestyles.
3. To insure residential development is located, designed, and constructed in a desirable and well-planned manner, with proper consideration given to natural features.

POLICIES

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.

1. Residential development should not occur on geologically unstable areas, or on slopes exceeding 25%, unless evidence is supplied by a geologist or soils engineer that the site of a home will not present a hazard to occupants. This evidence must be satisfactory to the Board of County Commissioners and their appropriate departments.
2. 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.
3. Groundwater resources, groundwater recharge areas, and shorelines should be protected from residential wastes such as septic tank effluent.
4. Residential development should not take place on sensitive natural areas such as tidelands and tidal marshes.
5. Residential development along shorelines should follow the appropriate policies and performance standards contained in the Shoreline Management Master Program for Jefferson County.

To further encourage residential development that is in context with this Plan, the following policies are put forward:

6. Mobile homes should meet the same standards as other residential structures with respect to density, water supply, sewage disposal, etc.

7. Upgrading and renovation of existing deteriorating housing units should be encouraged.
8. 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.
9. Innovative residential development with respect to architectural and structural design, utility systems, and site layout should be encouraged. Codes and standards should contain sufficient flexibility to permit innovation and experimentation.
10. Buffer/greenbelt strips should be provided on lot sites adjacent to major roads such as the Dabob-Coyle Road.
11. Access for residential lots onto such major roads should be limited. Access needs should be accommodated by such techniques as common-use driveways.
12. Multi-family dwellings should be developed at the same density (units per acre) as single-family detached residences. In no case should multi-family dwellings exceed eight (8) units in one structure.
13. Prime forest land should not be used for residential development as long as other less productive land remains available.
14. Residential structures should not be located in a manner that will significantly block the view of adjacent properties.
15. Residential structures should not exceed 35 feet in height from the finished grade level.

The following maximum residential densities for the Coyle Area related to the type of utilities that might be available. Density is expressed in "dwelling units per acre", rather than "minimum lot size". This provides for more flexibility in the siting of homes and permits "clustering" or grouping of houses. Clustering is a technique intended to: reduce site development costs; take advantage of the best features of property such as good views; and retain more usable open space than with minimum lot sizes. If clustering is chosen by a residential developer he must still meet the overall density that would have been acceptable had he chosen to locate houses on uniformly distributed lots. The Olympic Health District may, under certain adverse soil conditions, require larger lot sizes for the safe disposal of septic tank effluent than are prescribed in the following policies.

16. 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 1 dwelling unit per 2½ gross acres.
17. For residential sites served by a community water system and an approved on-site sewage disposal system, the maximum residential density should be 1 dwelling unit per 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 Peninsula.
18. For residential sites served by a community water system and a sanitary sewage system, the maximum residential density should be 1 dwelling unit per gross acre.

COMMERCE and INDUSTRY

Commerce is defined as the array of activities associated with buying and selling goods and services. Industry is the manufacturing, processing,

fabrication or assembling of products or materials.

At present there are no commercial or industrial type developments located on the Southern Toandos Peninsula. The nearest commercial center is located at Quilcene, some 22 road miles from the Coyle Area.

GOALS

1. To provide for a level of commerce that is adequate for the needs of Peninsula residents and to a lesser degree summer tourists.
2. To insure that commercial development is located, designed, constructed and operated in a desirable and well-planned manner.

POLICIES

Many residents in the Coyle Area are of retirement age. The opportunity should exist for those who desire to supplement their retirement incomes through home or cottage businesses. Home or cottage businesses are activities such as a beauty parlor, tax accounting, sign painting, etc.

1. Home or cottage businesses should: (a) employ no more than two persons outside of the immediate family; (b) be contained within the primary residential structure or common outbuildings such as garages or barns; and (c) not affect the use, value, or enjoyment of adjacent areas or properties.
2. Intensive general commercial activities other than "Ma and Pa" type general stores, home or cottage businesses, personal services, and enterprises coincidental with timber, agriculture or aquiculture production should be considered incompatible with the rural character of the Coyle Area and this Plan.
3. Industrial activities, other than those required for local resource production, are considered as urban land use and should not be considered compatible with the goals and policies of this Plan.
4. Industrial type activities engaged in resource production (such as small sawmill or an oyster cultching activity) should follow the policies of the section entitled "Resource Production (Agriculture, Aquiculture, and Forestry)".

Strip commercial development along arterials leads to unnecessary traffic congestion, automobile accidents, proliferation of signs, and diminished property values.

5. Commercial development should be located at the intersection of major roads (such as Dabob-Coyle/Thorndyke or Hazel Point Junction) or in planned commercial malls.
6. Commercial development should provide sufficient off-street parking with limited access, a separate off-street loading or delivery zone, adequate screening or buffering from adjoining uses, and should not create a situation which would adversely affect the use, value or enjoyment of adjacent areas or properties.
7. Commercial signs should follow the policies in the following section entitled "Signs and Outdoor Advertising".
8. Commercial developments should follow standards of the Olympic Health District with respect to water supply and sewage disposal.
9. Commercial development should make adequate provisions for removal of trash and rubbish.

10. Commercial development along shorelines should follow the appropriate policies and performance standards contained in the Jefferson County Shoreline Management Master Program.

SIGNS and OUTDOOR ADVERTISING

Usually signs are classified into two categories, directional and informational. Directional signs are those that provide information for the location of a certain point or destination. These signs are usually found off-premise. An example of a directional sign would be "Quilcene Five Miles Ahead". Informational signs are those that advertise a product or location. Informational signs may be found both on and off a premise. Examples of informational signs are "Drink Coca Cola" or "Quilcene Cafe". The proliferation of signs along the roadway or at a commercial center can detract from the landscape and may confuse travelers. The placement and lighting of signs can also create a traffic hazard or a nuisance to nearby properties.

GOAL

To provide necessary information and direction with appropriate signs while protecting the scenic beauty of the Southern Toandos Peninsula.

POLICIES

1. Billboards or other types of off-premise outdoor advertising do not blend with the rural landscape of the Coyle 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 whenever 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 right-of-ways.
7. Artificial lighting for signs should be directed or beamed away from public roads or adjacent properties so as not to 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 are the temporary banners and streamers associated with local festivities, parades, and fairs.
10. Signs which advertise or promote an activity or business which has ceased operation should be removed as soon as practicable. Examples are political campaign signs which remain after an election, or business signs which are displayed even though the business has terminated.

11. A Countywide 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.
12. Public tidelands should be properly signed to prevent trespassing onto private properties.
13. 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.
14. All activities along the shoreline which use signs should comply with the appropriate policies and performance standards of the Jefferson County Shoreline Management Master Program.

RESOURCE PRODUCTION (AGRICULTURE , AQUICULTURE , and FORESTRY)

The wise use of our natural resources is necessary for the enjoyment and benefit of present and future generations. Each year thousands of acres of prime agricultural and timber land are taken out of production and replaced by homes, roads, and businesses. Fragile marine waters are being polluted and over-used. As food and fiber production is one of the basic needs of man, the preservation and enhancement of our natural resources should be a priority.

While the Southern Toandos Peninsula is not a dominant agricultural community, small subsistence farms do dot the landscape. Major timber harvesting does take place on the Peninsula as this area is well suited in both soils and weather conditions for commercial timber production. Many waterfront property owners engage in mini-aquiculture projects such as oyster growing.

GOALS

1. To protect, conserve, and enhance areas naturally suited for resource production.
2. To encourage continual agriculture, aquiculture and timber production.

POLICIES

1. Local agricultural, aquiculture, and timber activities should be encouraged. However, large resource-conversion activities such as fertilizer plants and pulp mills are considered industry and are not in keeping with the intent of this Plan.
2. Local resource production activities should provide sufficient off-street parking with limited access, a separate off-street loading or delivery zone, adequate screening or buffering from adjoining uses, and should not create a situation which would adversely affect the use, value or enjoyment of adjacent areas or properties.
3. Local resource production activities which require signs should follow

the policies in the preceding section entitled "Signs and Outdoor Advertising".

4. Local resource production activities should follow standards of the Olympic Health District with respect to water supply and sewage disposal.
5. Local resource production activities should make adequate provisions for removal of trash and rubbish.
6. Local resource production activities along shorelines should follow the appropriate policies and performance standards contained in the Jefferson County Shoreline Management Master Program.
7. Timber harvesting operations should provide a suitable visual buffer between County road right-of-ways and harvest areas, whenever feasible.
8. Property owners should be encouraged to take advantage of the Open Space/Agriculture/Timberland tax program of Washington State.
9. Residential or commercial development should not occur on prime agricultural or timber soils.
10. Efforts should be made to monitor the quality of marine waters surrounding the Peninsula. This is particularly true of Fisherman's Harbor and Dabob Bay. Protective measures should be imposed if water quality drops below acceptable standards.
11. Marine waters should be protected from septic tank effluent. The Olympic Health District should impose protective measures along shorelines when the situation warrants.
12. Offshore fish and shellfish harvesting should not cause any adverse effect to the shorelines of the Southern Toandos Peninsula. These same operations should not constitute a nuisance to upland properties.

OPEN SPACE and RECREATION

Open space refers to (1) established, developed recreation areas such as parks, campgrounds, trails, bike paths, etc., and (2) undeveloped public and private lands such as beaches, open fields and meadows, farmlands, woodlands, and other natural areas.

Basically there are three functions which open space serves: (1) conserves our natural resources, (2) provides a setting for relaxation or recreation, and (3) assists in economic development such as tourism and commerce.

On the Southern Toandos Peninsula there are no developed public or private recreational facilities. There are, however, public tidelands at the southern tip of the Peninsula and along Brown's Point.

GOAL

To promote a system of developed and non-developed open space for the enjoyment of local residents and visitors which compliments the rural character of the Southern Toandos Peninsula.

POLICIES

1. 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.

The Southern Toandos Peninsula is mostly in private ownership. Due to the isolated nature of the Peninsula most property owners provide their own recreational activities.

2. Overnight recreational facilities such as campgrounds should not be developed on the Southern Toandos Peninsula.
3. Developed recreational facilities should be for day-use only and should provide for a wide range of age and interest groups.
4. Public and private commercial boat launch facilities and marinas should not be developed on the Southern Toandos Peninsula.
5. Public tidelands should be appropriately marked to prevent trespassing onto private property.
6. An integrated system of walking and horse trails should be developed for the Southern Toandos Peninsula. Where this system crosses private lands, easements should be acquired with consent and cooperation of affected property owners.
7. Recreation facilities along shorelines should be consistent with the goals, policies and performance standards of the Jefferson County Shoreline Management Master Program.

TRANSPORTATION and CIRCULATION

Transportation and circulation is that network of delivering people, goods, and services to various points within an area. Transportation facilities include roads, railroads, and airports, as well as facilities which transmit, carry, store, or dispose of electric power, water, sewage, gas, communications, oil and the like.

GOALS

1. To maintain a transportation and circulation system that is rural in nature.
2. To maintain a transportation and circulation system that is safe, reliable, and efficient and at the same time conserves costs, energy, and natural resources.

POLICIES

The Dabob-Coyle Road is the only north-south route on the Southern Toandos Peninsula and acts as a major arterial for those leaving and entering the Peninsula.

1. The Dabob-Coyle Road should be considered the major vehicular route on the Peninsula and should be maintained as such.

2. Circulation corridors should be multi-functional and include roads and utilities, as well as bike, walking and horse trails in integrated systems.

The following policies also apply to transportation and circulation systems:

3. Facilities associated with transportation and circulation should be located and designed with respect to such natural features as topography, soils, geology, shorelines, etc. These same facilities should be located within existing routes and corridors whenever feasible.
4. 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 service may be impaired; or (c) where such routes can effectively be used for utility corridors or trails or pathways.
5. In order to provide traffic safety, and to minimize public expenditures, roads should incorporate limited-access provisions whenever possible. This is particularly true for Dabob-Coyle Road. Jointly-used residential driveways should be encouraged.
6. Roads should be clearly and completely signed to facilitate convenient travel for the public and efficient service delivery for emergency vehicles.
7. Future road improvements should be designed and built to meet the needs of local residents. Roadway planning should always involve local citizen participation.
8. Those facilities designed to carry, store or dispose of electric power, water, sewage, gas, oil, communications and the like, should only be constructed and maintained for the benefit of existing and future Peninsula residents.
9. The design, construction, and operation of transportation and circulation facilities should follow the policies and performance standards of the Shoreline Management Master Program for Jefferson County where applicable.

COMMUNITY FACILITIES and SERVICES

There are many types of facilities and services which 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 supplies and sewage disposal. Others address the social needs of a community such as recreation, 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 goal and policies apply to public and private community services and facilities on the Southern Toandos Peninsula.

GOAL

To promote a level of community services and facilities that are commensurate with the rural nature of the Southern Toandos Peninsula and adequately meet the needs of Coyle Area residents.

POLICIES

Presently Jefferson County Water District #3 is developing a well and water system for the Coyle community within the confines of the Churchill subdivision.

1. The expansion of the water system outside of the present service area should only be with the consent of affected property owners. Suitability of soils for septic tanks, natural hazards, and population distribution should be considered when expansion is contemplated.

Jefferson County Fire Protection District #2 (Quilcene) recently annexed the Southern Toandos Peninsula into the District.

2. Priority should be given to the construction of a fire substation in the Coyle Area.
3. The fire substation should be located along the Dabob-Coyle Road or at the Hazel Point Intersection.
4. Once a fire substation is established, an emergency house-numbering system should be implemented. When this system is established, it should be constantly updated and maintained to insure efficient delivery of fire protection, law enforcement, and medical aid.
5. Jefferson County Fire Protection District #2 (Quilcene) should constantly reassess the fire-fighting capabilities of the Coyle Area. Appropriate acquisition of land and equipment should be made when the demand for services warrants.
6. Efforts should be made to obtain an emergency medical aid vehicle in conjunction with the fire substation.

The following additional policies pertain to community services and facilities on the Southern Toandos Peninsula.

7. The establishment of public or private utility facilities on the Southern Toandos Peninsula should only be developed to serve existing and anticipated residents.
8. Public and private utility companies should locate wires, cables, lines, etc. underground as a positive measure to protect the scenic beauty of the area.
9. Law enforcement officials should take positive steps to patrol the Peninsula more frequently and reduce the response time to citizen complaints.
10. Private or public airports or landing strips should not locate on the Southern Toandos Peninsula. Likewise, due to the fragile nature of the marine waters adjacent to the Peninsula, a seaplane or floatplane base

- should not located in the waters surrounding this area.
11. The State Departments of Game and Fisheries should evaluate their hunting, fishing and shellfish harvesting laws with respect to the Southern Toandos Peninsula.

chapter 6

implementation : how to make the plan work

The Coyle Area Plan is an expression of how the community should grow and develop. The goals and policies contained in the Plan are guidelines and not regulations. The Plan is, however, closely related to some existing County ordinances (see Stage 1 below). Moreover, it can serve as the foundation for other programs, standards, and actions which will further the Plan's objectives (see Stage 2 below).

STAGE 1

Once adopted by the Board of County Commissioners, this Plan becomes a special chapter of the overall Jefferson County Comprehensive Plan. As part of the Countywide Plan it will automatically affect some types of developments that may be proposed for the Southern Toandos Peninsula because of existing implementing ordinances. All proposed residential land subdivisions (short and long plats), mobile home parks, and membership camping clubs must be in conformance with the Plan. In addition, public agency proposals, such as the County Road Program, will be reviewed in light of the Plan. It will also have some effect on the plans of state agencies such as Washington State Parks. This Plan will also have some bearing on developments seeking a County Shoreline Management Substantial Development Permit.

It will not generally regulate the kinds of uses to which people put their land. Nor will it have any influence on individual building permits or existing lots or tracts of land already subdivided. These can only be accomplished by means of other implementing tools or ordinances, some of which are briefly outlined in Stage 2.

STAGE 2

A wide array of techniques are available to further the goals and policies of this Plan.

One of those is a series of small, citizens committees comprised of three or four interested people who can concentrate on specific issues identified in this Plan. For instance:

(a) Open Space: A committee could investigate the property tax reductions offered by the State Open Space Law for the preservation of agriculture, timber, tidelands, and other open spaces. The group could also accumulate information related to private, non-profit land conservation trusts. This data could be made available to interested land owners.

The committee should work with the Jefferson County Assessor's Office which has expertise in these matters.

(b) Fire Protection and Emergency Medical Aid: A committee of interested citizens could work with Jefferson County Fire Protection District #2 (Quilcene) to: (1) establish a fire substation, (2) plan for future equipment and manpower, (3) establish an emergency house numbering system, and (4) assess the need for a medical aid-car.

(c) Law Enforcement: This small committee could cooperate with the Jefferson County Sheriff's Office in discussing ways of correcting vandalism and trespass on the Peninsula. The Sheriff's Office and residents could work together on such things as a "crime watch" program for which the Sheriff can provide many expert suggestions.

(d) Trails and Recreation: This small committee could explore a walking, bicycle, and horse trail system for the Peninsula, including where and how easements should be acquired. The group could also assess local recreational needs and make recommendations to the Board of County Commissioners and/or Planning Commission.

(e) Hunting, Fishing, and Shellfish Harvesting: A group of citizens could work with the State Departments of Fisheries and Game to help assure that fish, game, and shellfish regulations are designed and enforced to conserve Peninsula resources without unfairly limiting harvesting.

If the citizens of the Peninsula are interested in carrying the land use and development policies of this Plan a step further, a number of tools are available. Some are quite restrictive, while others are more flexible. Regardless of the technique employed, it should be embodied in the form of an ordinance adopted by the Jefferson County Board of Commissioners.

Some examples of such methods are outlined below:

(a) Conventional Zoning: 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 performance standards such as building setbacks from roads, parking requirements, minimum lot sizes, building height limitations, etc. Zoning's primary purpose is to separate conflicting uses such as industrial development and residential neighborhoods.

(b) Performance Standards Ordinance: This concept 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, and theoretically any parcel of land can be used for any purpose, developments are protected from the adverse effects of each other by performance standards. Such standards may include provisions for maximum density, signs, parking, landscaping, utilities, accesses, noise limits, etc.

Such a technique can also provide for Site Plan Review by a local group or county agency. The review attempts to insure that a proposed development meets the policies of local plans and performance standards on a case by case basis.

(c) Transfer of Development Rights: T.D.R. is rather new and a somewhat complex method of land development regulation. It attempts to relieve some of the economic inequities imposed by conventional zoning which creates artificial land values by permitting or prohibiting certain land uses and densities on certain properties.

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 land is restricted by a land use regulation may sell his development rights which he cannot use, or chooses not to use, on his own property, to another landowner. The party which purchases those development rights may add them to his property and develop perhaps a more dense development than ordinarily permitted for the area in which his land is located. Suppose that Mr. Jones and Mr. Smith are neighbors and each owns 4 acres. And, the area in which they live requires 1 acre for each new house. If Smith wished to keep his land as pasture or a woodlot, he could sell his rights to build four houses on his 4 acres to his neighbor Jones. Smith would be compensated for his inability to build houses on his property in the future, and Jones would gain special development privileges only after buying them in the free marketplace. With his rights for increased density, Jones would still have to meet water supply and similar local requirements. The overall density of the area would not change, however, due to Smith's limitations of use.

Similar, but more complex T.D.R. arrangements can be made among different uses such as commercial and industrial development.

(d) Land Trusts: Land trusts are private or public non-profit organizations to which land, development rights, or conservation easements may be sold, dedicated, or even granted in a will. By their charters and by-laws, land trusts insure that the use of a tract of land will remain as the previous owner had intended. The conveyance of land, or development rights, to all or part of a piece of property has advantages with respect to property taxes and income taxes.

It is practical in some communities to employ a hybrid, or combination, of the foregoing techniques.

Regardless of what measures are undertaken to implement a plan such as the one for the Coyle Area, a conscious, cooperative effort of local citizens and their elected and appointed officials is essential.

resolution no. 77-77

WHEREAS, the Washington State Planning Enabling Act, R.C.W. 36.70, permits the Jefferson County Comprehensive Plan 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 area of the County", and

WHEREAS, the Southern Toandos Peninsula constitutes such a distinctive geographical area whose citizens have unified interests, and

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

WHEREAS, said Plan has been reviewed in compliance with the State Planning Enabling Act, and the State Environmental Policy Act, including the required public hearings, and

WHEREAS, the Jefferson County Planning Commission has approved said Plan and recommended that this Board of County Commissioners also approve and certify same, and

WHEREAS, this Board finds the adoption of said Plan to be in the interest of the public health, safety, and welfare of the citizens of the Coyle Area and the citizens of Jefferson County,

NOW THEREFORE BE IT RESOLVED, that the Coyle Area Community Development Plan is hereby approved and certified as an official amendment to the Jefferson County Comprehensive Plan.

APPROVED and CERTIFIED this 14 day of November, 1977.

SEAL:



JEFFERSON COUNTY BOARD OF COMMISSIONERS

Carroll M. Mercer
Carroll M. Mercer, Chairman

A. M. O'Meara
A.M. O'Meara, Commissioner

ATTEST: Betty J. Anderson
Betty J. Anderson, County Auditor and Ex-Officio Clerk of the Board

B.G. Brown
B.G. Brown, Commissioner