

a policy guide for growth and development

JEFFERSON COUNTY

comprehensive plan

JEFFERSON COUNTY COMPREHENSIVE PLAN;
A POLICY GUIDE FOR GROWTH AND DEVELOPMENT

Jefferson County Board of Commissioners

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Acknowledgements

The Jefferson County Planning Commission and the staff of the Jefferson County Planning Department wish to thank Karl Randolph, past chairman of the Commission, and David Cunningham, past director of the Department and principal author of this document, for their outstanding contributions to the successful completion of this plan.

JUNE 1979

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resolution 63-79

WHEREAS, the original Jefferson County Comprehensive Plan is now ten years old; and

WHEREAS, sound planning principles require such a plan to be reflective of current needs, desires, and interests of the citizens to whom it relates; and

WHEREAS, the revised Jefferson County Comprehensive Plan; A Policy Guide for Growth and Development, dated June, 1979, has had extensive public exposure, discussion, and debate; and

WHEREAS, a lengthy series of workshops, community meetings, and public hearings have been conducted to solicit public input into said revised plan; and

WHEREAS, in the judgement of the Jefferson County Board of Commissioners, the revised plan represents the philosophies of Jefferson County citizens towards future growth and development; and

WHEREAS, said plan encourages orderly development within the County harmonious with the capabilities and limitations of the physical environment; and

WHEREAS, said revised plan promotes the health, safety, and general welfare of the citizenry of Jefferson County; and

WHEREAS, said revised plan has proceeded in compliance with the Washington State Planning Enabling Act, R.C.W. 36.70, and the Washington State Environmental Policy Act, R.C.W. 43.21C, including the required public hearings.

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Commissioners do hereby approve and certify the Jefferson County Comprehensive Plan; A Policy Guide for growth and Development, dated June, 1979, as attached, including the optimum development map; and

BE IT FURTHER RESOLVED that the Jefferson County Park, Recreation, and Open Space Plan, the Coyle Area Community Development Plan, and the Marrowstone Island Community Development Plan are hereby reapproved and recertified as official amendments to said plan; and

BE IT FURTHER RESOLVED that the Jefferson County Board of Commissioners will diligently uphold, promote, and maintain the integrity of the principles, goals, and policies contained herein, which may include the adoption of official controls deemed necessary to assure the systematic execution of said plan.

APPROVED and CERTIFIED this 11th day of June, 1979.

SEAL:



TEST:

Betty Anderson
Betty Anderson, County Auditor and
Ex-Officio Clerk of the Board

JEFFERSON COUNTY BOARD OF COMMISSIONERS

A.M. O'Meara
A.M. O'Meara, Chairman

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

Carroll M. Mercer
Carroll M. Mercer, Commissioner

chapter 1

introduction and purpose

Throughout historical time, Jefferson County has been a land which inspired enthusiasm.

The early explorers of many nations were intrigued by its uncharted features and astounded by its many bounties. It was in Jefferson County in 1775 that the first recorded white man set foot on Washington soil when two spaniards, Lt. Juan Quadra and Comdr. Burno Haceta, came ashore near the mouth of the Hoh River to claim this territory for Spain. Years later, after seemingly endless months of struggle with the elements of the Pacific Ocean, it was to Captin George Vancouver's delight that he entered the tranquil waters of Juan de Fuca's Strait in late April of 1792. His expectations of having found the legendary Northwest Passage were only overcome by the awesome beauty of the land which lay before him, the land which later became Jefferson County. No doubt the colorful and enthusiastic descriptions that filled the journals of many early explorers had a bearing on which lands should be included in that important addition to the United States in 1848 known as the Oregon Territory.

In the last half of the 1800's, the enthusiasm continued as settlers from around the world came by land and by sea to take advantage of this fruitful country. Shipbuilding, logging, sawmills, farming, breweries, and canneries flourished. In the harbors at Port Townsend, Port Ludlow, Hadlock, Irondale and Discovery Bay, ships were moored whose flags represented every maritime nation in the world. The preparations for a metropolis at Port Townsend and Irondale, and the industrial expectations of some parts of the County, were complimented by those robust settlers who went yet farther into the wilderness. It was these sturdy families who founded the early communities at Brinnon, Quilcene, Chimaquam, Nordland, Discovery Bay and the Hoh River. Many of their descendants reside today in rural communities which their forefathers established over a century ago.

The prosperity of Jefferson County has risen and declined sharply a number of times in the past hundred years - the high expectations of being the terminus of the transcontinental railroad in the 1870's which ended in economic disaster as eastern Puget Sound became the transportation center of the Pacific Northwest - the build-up of Fort Worden and Fort Flagler during both World Wars and the subsequent post-war withdrawal of military personnel - the establishment of the Fort Worden Juvenile Treatment Center in 1957 and its closure in 1971.

While many people migrated to other parts of the country during these economic declines, many people also chose to stay. Their love of the area and its resources, their faith in its future, and their enthusiasm to maintain a chosen lifestyle wove them more tightly into the fabric of the

community. And now they are continually joined by others - those who wish to escape the urban areas of California, the East Coast, and eastern Puget Sound - those who want to retire in an area where relaxation and recreation are accompanied by abundant natural resources and a favorable climate - those associated with new employment opportunities created by the U.S. Navy's Indian Island and Trident Support Site projects.

Once again, growth is both evident and inevitable. The 1975 population in Jefferson County has already exceeded that which was predicted for the year 1985. Recent growth projections indicate that the population increases for the next ten years will be five times the rate of the past decade.

The purpose of this Comprehensive Plan is to reflect how the people of Jefferson County wish future growth to occur. It is a set of guidelines to give growth and development a direction which will be in the best physical, social, and economic interests of Jefferson County citizens. It is intended as a tool for local people to exercise their independence and choose the quality of life they desire in their community for this generation and the next.

chapter 2

the planning process

In 1965 the Board of County Commissioners appointed the Jefferson County Planning Commission as a non-paid citizen advisory group to make ongoing recommendations regarding the overall development of the County. Together with a private consulting firm, the Planning Commission produced the first Jefferson County Comprehensive Plan in 1969 with a major emphasis on recreational development.

In 1973, under the State Planning Enabling Act (R.C.W. 36.70), the Planning Commission was reorganized as a nine-member board with the addition of a planning staff of two. Both the Planning Department staff and the Planning Commission are advisory to the Board of County Commissioners. It is only the elected Board of County Commissioners who have the authority to adopt County plans and policies, or make laws and regulations.

The primary responsibility of the Planning Commission is to give policy-oriented recommendations to the County Commissioners. The Planning Department provides the County Commissioners, Planning Commission, and Shoreline Management Advisory Commission with administrative and technical planning assistance. The Department also acts as a consultant to many private property owners and developers whose projects come within the purview of County plans, policies, and ordinances.

The authority to carry on the County planning program is granted by the 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.

The Act requires that a comprehensive plan at least address:

1. The proposed general distribution and general location of future agriculture, timber, housing, commerce, industry, recreation, education, and public buildings and lands; and
2. The general location, alignment and extent of major thoroughfares, major transportation routes, truck utility lines, and major terminal facilities.

As an option, the plan may contain elements relating to conservation of natural resources, recreation, transportation, transit, utilities, public buildings, housing, economic development, and capital improvement programming.

Once adopted, a comprehensive plan can be revised and updated in total or on a topic-by-topic basis. Furthermore, a plan can be amplified by

progressively adding detailed community plans as chapters to the overall comprehensive plan. These community plans should represent natural, homogeneous communities, distinctive geographic areas, or other types of districts having unified interests within the total area of the County.

In that regard the planning program for Jefferson County anticipates that the following steps will be taken:

1. Adoption of the Jefferson County Comprehensive Plan as a policy guide to overall County growth and development.
2. Adoption of the Jefferson County Shoreline Master Program, Overall Economic Development Plan, and the Parks, Recreation, and Open Space Plan as companions to, or official elements of, the overall Jefferson County Comprehensive Plan.
3. Progressive adoption of community plans for various geographic areas within the County.

The community plans will become more detailed, special chapters, of the overall Comprehensive Plan. Their value lies in a number of important factors: (a) they allow groups of people in various areas in 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) the distinct desires of one community in the County for growth and development need not intrude on the wishes of other areas; and (c) "participatory democracy" can 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 will continually strive for the highest degree of public involvement. No plan, policy, or program can truly be successful unless it represents the values or opinions of County citizens. It is the hope of the Board of County Commissioners, Planning Commission, and Planning Department that the people of Jefferson County will take every opportunity to participate in all phases of the planning program and in any matter which affects future growth and development of the County.

chapter 3

jefferson county and its resources

LOCATION, BOUNDARIES and SIZE

Jefferson County is located on the northern portion of Washington's Olympic Peninsula. The County is bounded on the west by the Pacific Ocean, and on the east by the waters of Admiralty Inlet, Hood Canal, and Kitsap County. On the north it adjoins Clallam County, and on the south it is adjacent to Mason and Grays Harbor Counties. The County is 1,805 square miles in size, which is the eighteenth largest of the State's thirty-nine counties.

LANDFORMS and GEOLOGY

Physically, the County consists of three distinct geographic areas: the West End on the Pacific Ocean; the Olympic Mountains in the center; and the Puget Lowlands in the eastern section. The Olympic Mountains are by far the dominant landform of the County, occupying more than three-quarters of its total land mass. The range includes Mount Olympus (7,965 feet), the highest point on the Peninsula. The Olympic National Forest and the Olympic National Park occupy the majority of the land area in the range.

Because these mountains were uplifted as a dome, rather than as a ridge, the river systems which developed radiate out in all directions from the center. The major river systems draining into the Pacific on the West End are the Hoh, the Clearwater, and the Queets. Draining north into the Strait of Juan de Fuca are the Elwha and the Dungeness, both of which originate in Jefferson County, but pass through Clallam County. The major rivers emptying into Admiralty Inlet and Hood Canal in eastern Jefferson County are the Duckabush, the Dosewallips, the Big Quilcene, and the Little Quilcene. Snow Creek, Salmon Creek, and Eagle Creek drain into Discovery Bay.

Glaciers, both mountain and continental, have been the primary sculptors of the highlands and lowlands of Jefferson County. While their influence on the topography is readily apparent, their less obvious impact on soils, geology, and ground water conditions is equally important. At least four separate glaciers have invaded the Puget Lowland, leaving behind a complex series of sediments up to 2,000 feet thick.

The two primary types of glacial deposits are "outwash" and "till." Outwash consists of unconsolidated sand, gravel and rocks which results from the run-off of melting glaciers. Outwash is usually quite loose and

highly permeable. Glacial till or "hardpan" consists of unsorted clay, sand, gravel, and rock which has been compacted by the weight of the glacier into a highly impervious concrete-like material. Due to the advance and decline of several glaciers, these layers of outwash and till may overlap one another, and may run in different directions.

In the West End, the foothills of the Olympics consist primarily of both glacial till and outwash. Glaciation in this area was limited to mountain types, since the rugged mountains kept the lower level continental glaciers well away from the coast. In addition to the outwash and till, the valley floors of the three major river basins in the West End consist largely of alluvial deposits.

The Olympics themselves, in the center of the Peninsula, are composed of ancient sedimentary and meta-sedimentary rock. The eastern portion of the range, from near the Little Quilcene River south to the County line, consists of more recent basaltic rock, a volcanic formation.

The geology of the northeast portion of the County, a part of the Puget Lowlands, is somewhat more complex. The substrata is again primarily sedimentary or basaltic bedrock, but is frequently overlain with various types of glacial deposits at differing depths.

Basaltic rock outcroppings are evident from Mats Mats to Chimacum, and also occur in a strip just west of the southerly tip of Discovery Bay. The area west of a line between Irondale and Quilcene Bay consists primarily of a sedimentary rock. Also in this category is a strip running from about the middle of Discovery Bay west to the Clallam County line.

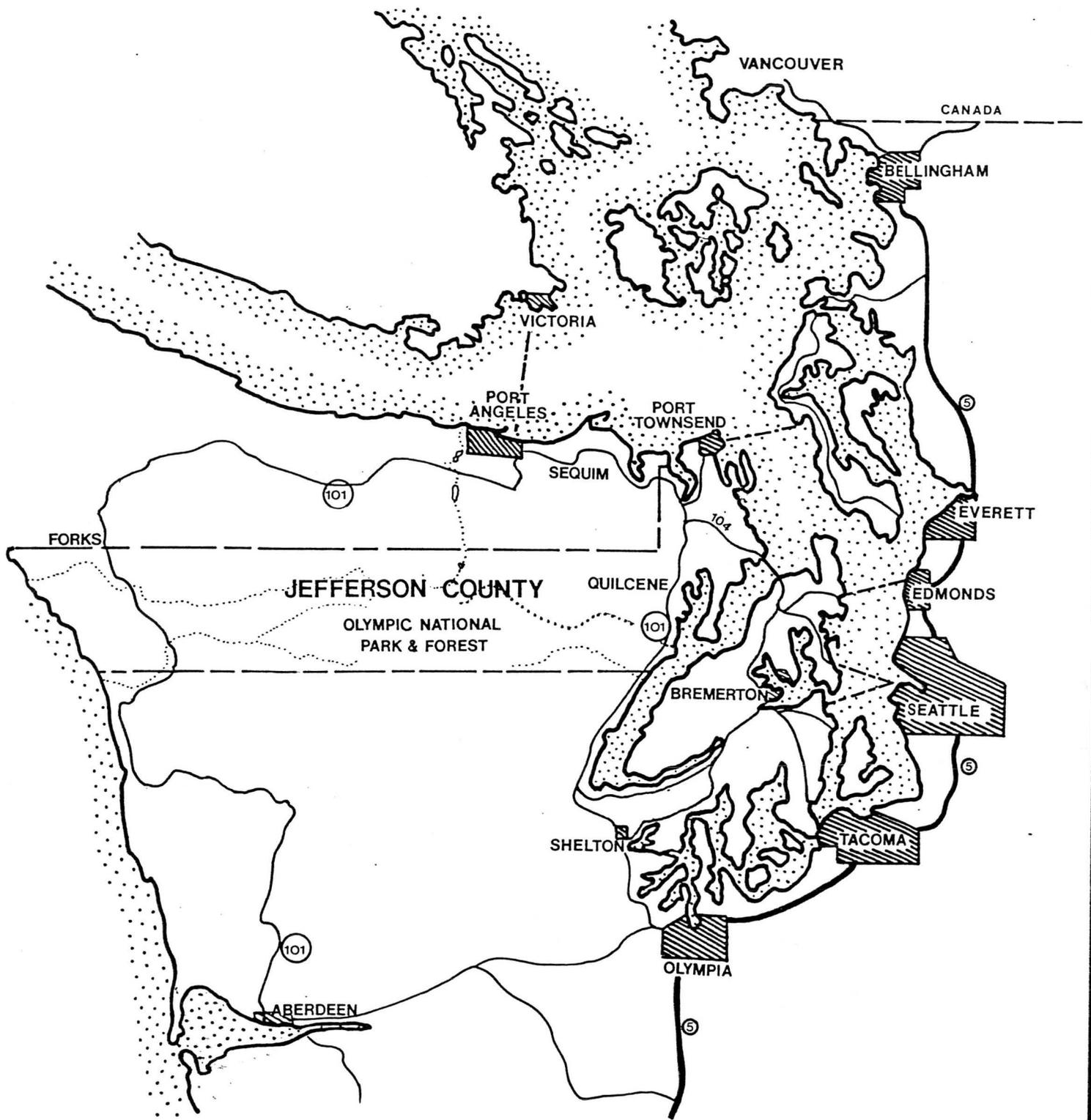
The remaining half of the Puget Lowland area, or northeast portion of the County, is composed primarily of glacial till and outwash. This includes most of the major peninsulas and islands, specifically the Quimper, Miller, Toandos, and Bolton Peninsulas; and Indian and Marrowstone Islands. Also included is the central portion of eastern Jefferson County, roughly from Chimacum Ridge and Port Ludlow south to Dabob Bay and Hood Canal.

The geology, or parent material, which underlies the soils of Jefferson County can play a vital role in the planning of both private and public developments. Geologic characteristics which are important include: slope stability and landslide potential; compressibility; liquid waste disposal; ground water sources; and deposits of minerals. Maps and information relating to these characteristics are available in the office of the Jefferson County Planning Department. The data is useful for land planning either on a site-by site basis or for areawide analysis.

Slope Stability: This is the potential of land slippage due to factors such as steepness, composition of materials, and water content within soils. There are obvious implications of this landslide information for the protection of public and private investments. Without proper engineering precautions and slope stabilization measures the placement of structures on unstable grounds should be avoided.

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 most compressible materials are not





NORTHWEST WASHINGTON

0 10 20 30 MILES

VICINITY MAP

stable and are poorly suited for foundations. A knowledge of the compressibility of materials in an area can be useful in determining suitability of land for various uses. Compressibility is often referred to as the "bearing capacity" for roads and buildings.

Liquid Waste Disposal: Geologic liquid waste disposal as a characteristic deals with the deposition of liquid waste into the geologic substrata without contaminating ground water 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 geological 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 by the impermeable till from ground water sources lying below. As soils and geology play a complimentary role in liquid waste disposal, extraordinary measures may be required to insure the safe disposal of septic tank effluent in Jefferson County.

Mineral Deposits: Five categories of marketable mineral resources were investigated and mapped. These include peat, andesite (coal), conglomerate, basalt, and sand and gravel. These resources appear in various quantities and in a number of locations throughout Jefferson County.

Ground Water Sources: Ground water resources in Jefferson County are quite unpredictable in location, quantity, and quality. The research and mapping of underground reservoirs, often called "aquifers", has not been done, and remains as a vital missing link in sound planning for the future of the County.

SOILS

The soils of Jefferson County are 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 10 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 tanks and drainfields, slope, depth to seasonal water table, ponding and flooding, aquifer recharge potential, agriculture 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 the

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 County are available for viewing at the Jefferson County Planning Department.

Suitability for Septic Tanks and Drainfields: The classification of 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.

Due to the particular geologic formation of eastern Jefferson County only a small portion, approximately 10% of the entire area has soil characteristics which are well-suited for the proper functioning of septic tank and drainfield systems. Of this 10%, less than 1% is categorized as having "no limitations." The remaining 9% falls within the "moderately suited" category.

Most of these preferred soils are found on the Quimper Peninsula, as far south as Chimacum. There are two areas of significant size which are well suited or have "no limitations" for septic tanks and drainfields. The first area is within the corporate limits of Port Townsend, an area presently serviced with public sewers. The second area lies near the town of Chimacum encompassing approximately one square mile. A few other small areas of this most preferred soil characteristics are scattered about the Quimper Peninsula.

Aside from the Quimper Peninsula, only moderately suited soils are intermittently found, the greatest concentration of these are located in the Shine area.

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.

Glacially cemented hardpan layers and shallow depth to bedrock account for the large portion (approximately half) of eastern Jefferson County having a rather shallow depth to seasonal water table, (0 to 3 feet below the ground level). Since slope gradients play an important role in determining surface run-off, these areas of shallow seasonal water tables are generally the more level areas within the County.

Ponding: When the seasonal water table rises above the surface of the land, ponding occurs. Areas of ponding are almost exclusively found in low lying areas, such as the West and Chimacum Valleys, or in depressions in the land profile, such as areas surrounding lakes and ponds. Small areas of ponding are located intermittently about the County, with large concentrations located in the inland and river valleys.

Flooding: Flooding occurs when a spring, stream or river overruns its banks or channels. In river and stream valleys the area most regularly flooded is called the floodplain. As identified on soil maps, the most probable areas of flood hazards occur in eastern Jefferson County in the floodplains of Snow Creek, the Dosewallips and Duckabush Rivers as well as the Big and Little Quilcene Rivers. There are other areas adjacent to springs and creeks scattered throughout the eastern portion of Jefferson County which have been identified as having flood hazard potential. Portions of the Hoh, Queets, and Clearwater Rivers in the West End also are subject to the seasonal flooding.

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 drainfield systems should not be installed in areas exhibiting these characteristics.

Aquifer recharge potential, agriculture 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 ground water 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, 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 in the County, 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 frontage 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 microorganisms to purify it, thus increasing the chance of ground water 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 ground water supplies.

The ability of soils to allow replenishment of ground water reservoirs becomes an increasingly important resource as more demand is placed on ground water for commercial and domestic use. Large areas of high aquifer recharge potential are found on the Quimper Peninsula, extending south as far as Center. Other notable areas occur around Shine and west of Quilcene and Discovery Bay. Smaller areas exhibiting this desirable characteristic are found throughout the remainder of the eastern portion of the County.

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 1

through 4 soils produce the highest yields with the least amount of soil management. Class 5 through 8 soils will require more costly soil management and lower yields can be expected. There are no Class 1 soils in Jefferson County but there are areas of Class 2, 3, and 4 soils.

Approximately 15,000 acres of land, or about 9% of the land area, in eastern Jefferson County is classified by the U.S. Department of Agriculture as having prime agricultural suitability (Class 2 and 3). Although much of this land is scattered in small areas throughout the eastern portion of the County, there are a few areas of significant size worth noting.

The largest concentration of prime agricultural land is found in the Snow Creek, Chimacum and West Valley areas and around the town of Quilcene. Most of this agricultural land is used by the dairy and livestock industry for grazing purposes.

As more demand is placed on the farmers to help supplement regional or local community markets, the resource value of agriculturally-suited land may rise. At the same time, however, the economics of farming and using farmland to its full potential becomes increasingly difficult.

Woodland Suitability: Timber has been called "America's Renewable Resource." Eastern Jefferson County is blessed with the proper combination of soil and climatic conditions for the growing and production of commercial grade trees.

The U.S. Department of Agriculture has classified soils by their ability to sustain timber production. Eastern Jefferson County contains large areas of Class 2 and 3 suitable woodland soils. The largest area lies in the Olympic foothills, lying east of Discovery Bay extending south to the Mason-Jefferson County line. Other areas include the ridges forming the inland valleys and along the coast lines from Hadlock south to the Toandos Peninsula.

The West End of Jefferson County is known world wide for its abundant timber resources.

TOPOGRAPHY

Approximately half of the land profile in eastern Jefferson County is of slopes 15% or greater. The greatest portion of these steeper slopes lies on the foothills of the Olympic Mountain Range from Discovery Bay south to the Mason-Jefferson County line. Included in this excessive slope category are the ridges forming the West and Chimacum Valleys, and the east and west edges of the Toandos Peninsula. Less steep areas are generally found east of the Snow Creek basin including the inland valleys, hilly benches or plateaus, and the Quimper Peninsula.

Detailed slope conditions are depicted on maps and charts available at the Jefferson County Planning Department.

CLIMATE

Although Jefferson County is located within the West Coast Marine Climatic Region, there are significant variations in climate within the

County. Five distinct climatic zones have been identified, which vary with elevation, topography, rainfall and position with respect to bodies of water and wind patterns. Some great climatic changes occur within very short distances in the County. For example, the western central portion of the Olympic Mountains receives some of the heaviest rainfall in the nation, averaging above 200 inches annually in certain locations. Port Townsend is only about fifty miles from this wet area, yet receives only eighteen inches annually. This somewhat dry northeastern area is contrasted with the "rain forests" on the Coast, and the alpine zones in the high Olympics. Within each of the distinct climate zones, certain species of plant and animal life have adapted more successfully than others, resulting in a variety of forest ecosystems.

Within the inhabited lowlands, maritime air has a moderating influence throughout the year. High temperatures in the summer range in the 60's and 70's; lows in the 40's and lower 50's. In the winter, maximum temperatures are between 38 and 45 degrees, and minimums from 28 to 35 degrees. While the Cascade Mountains protect the Puget Lowland area from cold continental air masses in the winter and excessive heat in the summer, the Olympics shield the northeastern portion of the County from the high rainfall which occurs on the coast. A climatological phenomenon known as the "Olympic Rain Shadow" is an area centered north of Port Townsend, resulting in the driest coastal region north of southern California. The northeastern portion of Jefferson County, on the fringe of the rain shadow, receives approximately 17 inches of rainfall annually, less than half that of Seattle. The area between Port Townsend and Port Angeles is considered by many people to be the most desirable climate in the Pacific Northwest, both for residential and recreational purposes.

FLOOD PLAINS

Jefferson County has seven major river systems which are subject to seasonal flooding. Four of these are located in the eastern section of the County: the Duckabush, Dosewallips, Big Quilcene, and Little Quilcene; and three in the West End: the Hoh, Clearwater, and Queets.

Detailed engineering studies are currently being conducted for all streams and coastal areas in the County which are subject to periodic flooding. Once the studies are completed, precise knowledge of flood potential will be available.

Jefferson County is a participant in the National Flood Insurance program which makes federally-subsidized flood damage insurance available to property owners at reasonably low rates.

SHORELINES

One of the County's outstanding physical assets is its many miles of shoreline. It has a large quantity of water-oriented property, much of which is still in a relatively natural state. The County is also fortunate that it contains much of the limited amount of low-bank or accretion beach

on Puget Sound. The shorelines of Jefferson County may very well be the largest single contributor to its potential for future growth and development.

There are hundreds of miles of streams in Jefferson County and numerous lakes. While most of the shores along the Pacific Ocean are managed by the National Park Service, the 170 miles of marine shoreline in eastern Jefferson County are mostly in private ownership.

The introduction to the County's Shoreline Management Master Program describes the shorelines as follows:

"Shorelines are the interface of two of our most valuable resources - - our land and our water.

For those of us who are fortunate enough to have shorelines as part of our everyday lives, we soon realize that our social, economic, and even political values are shaped with regard to our shoreline heritage. Our neighbors, other citizens of the State, and indeed, even national and international groups recognize our feelings as to the importance of our shoreline resources.

And, while these resources are limited, and in some instances fragile and unique, our desire to use and develop them is apparently insatiable. Recognizing this, the people of the State of Washington, in the fall of 1971, chose to enact the Shoreline Management Act in order to develop, but preserve the natural integrity of shorelines of the State.

Each county in the State properly considers itself unique, for no two are alike. Jefferson County, with more than 200 miles of saltwater shoreline and 300 miles of stream and lake shoreline under the jurisdiction of the Act, with its separation into the eastern and western portions, with its low population and relative stage of undevelopment, and with its abundance of natural resources, clearly is one of the most unique.

Port Townsend, with its past history, its present growth, and its future development linked so closely to its shoreline attributes, stands out among a myriad of cities in the Pacific Northwest.

It is the responsibility to this shoreline heritage that this Master Program is directed. It is the value of this heirloom that this Master Program seeks to maintain."

WILDLIFE and MARINE RESOURCES

Prior to the appearance of white men on the Peninsula, all indigenous fish, shellfish, and wildlife were abundant in their undisturbed natural habitat. The local Indians found these resources so plentiful that they had no need to cultivate crops; a large variety of natural foods was readily available.

Soon after the first white settlers came, the area's population began to put pressures on the natural fish and wildlife resources. As early as 1871 laws were passed to restrict salmon fishing. By 1909 excessive hunting threatened the west coast elk with extinction. The once abundant Olympic wolf disappeared from the Peninsula about 1930. The diverse ecosystems of the Olympic National Park and Olympic National Forest provide one of the few remaining sanctuaries for some species whose habitats are threatened

elsewhere in the nation and in the world.

In total there are 60 different species of mammals, 82 species of resident birds, and 220 migratory birds on the Olympic Peninsula.

The fish and wildlife resources of Jefferson County are of substantial recreational and economic consequence.

The Washington State Game Department has a game-planting program, and both State and federal fishery agencies maintain research, rearing, and stocking programs in Jefferson County.

In the wildlife category, game in the County consists of black-tailed deer, elk, black bear, mountain goat, and mountain lion, pheasant, California quail, Mountain quail, cottontail and snowshoe rabbit, and band-tailed pigeon. Furbearers include beaver, muskrat, mink, river otter, marten, weasel, skunk, bobcat, coyote, and raccoon.

Major waterfowl species include mallard, pintail, canvasback, ruddy duck, harlequin, ringnecked duck, wood duck, readhead, oldsquaw, bufflehead, widgeon, scaup, goldeneye, green winged teal, schoveler, black brant, and Canada, lesser Canada, snow cackling, and white-fronted goose. Merganser, scater, common snipe, American coot, and whistling swan occur in lesser numbers.

The principal species of anadromous fish are chinook, coho, pink, chum, and sockeye salmon; steelhead and cutthroat trout, and Dolly Varden. Resident fresh water fishes include rainbow, cutthroat, brook, golden, Dolly Varden and lake trout; grayling; mountain whitefish; kokanee; largemouth, smallmouth and rock bass; warmouth; bluegill; black crappie; pumkinseed; brown bullhead; and yellow perch. Important marine fish are Pacific halibut, Pacific Herring, albacore, ratfish, skate, surf smelt, dogfish, Pacific hake, and numerous species of sole, and rockfish.

The beaches and estuaries contain Pacific and native oysters; Dungeness crab, littleneck, horse, jackknife, butter, Japanese littleneck, goeduck, soft-shell, and cockle clams; rock and Puget Sound pink scallops; kamchka or pinto abalone; and several species of shrimp.

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 Crustacean 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.

These marine resource areas may have important implications to upland activities. For example, the leaching of septic tank effluent or siltation caused by soil excavation may disrupt or degrade marine habitats. These habitats are important food producers, locally, nationally and internationally.

DOMESTIC WATER RESOURCES

Abundant quantities of good quality surface water are available from the major rivers which wind their way from the Olympic Mountains into Hood Canal.

The ability to develop them as sources of domestic supply is limited by two major factors: costs of transmission over the many miles of irregular terrain to areas of need; and limited water rights. The only sizeable domestic system using surface water at the present time is the Olympic Gravity System which has withdrawal stations on both the Big and Little Quilcene Rivers. From this system the City of Port Townsend is allotted four million gallons per day by contractual agreement with Crown Zellerbach Corporation, co-owners and builder of the original pipeline. Crown Zellerbach reserves all excess water for its present and future needs at its craft paper mill outside of Port Townsend. Of the 4 million gallons per day allocated to the City system, 400,000 gallons per day is permitted to be diverted to the Tri-Cities area. Of this volume, 144,000 gallons per day is contractually obligated to the U.S. Navy's Conventional Ordnance Facility at Indian Island. A portion of the Tri-Cities supply also is furnished to Fort Flagler State Park and the Marrowstone Fish Laboratory. The Tri-Cities portion of the system is quickly reaching its service capacity. Plans call for expansion of reservoirs and some distribution lines in order to accommodate an accelerating demand in the Irondale-Hadlock-Chimacum area.

The remainder of small, private systems in the County, and most individual supplies, are from ground water sources.

Several problems currently exist with respect to ground water. Where peat bogs exist in recharge areas or around aquifers, the organic material tends to make the water slightly acid. The acidity enables the water to dissolve minerals, and therefore the water has excessive mineral content, notably iron. In order to have satisfactory drinking water, expensive treatment is often necessary. This problem commonly exists in the Tri-Cities area.

A second ground water problem arises when excessive pumping of limited supplies is conducted near shoreline areas. Freshwater wells turn brackish as saltwater intrudes in the ground water aquifer. This problem often is more acute during summer months which brings an influx of seasonal residents and increased use of water for gardening purposes.

As the population of eastern Jefferson County continues to increase, an obvious need exists for a comprehensive study of local ground water resources. Until such a study is conducted and a plan formulated for ground water development, water supplies will continue to be a constrain to sound public and private development investments.

COMMUNITY FACILITIES and SERVICES

Water Supply Systems: As described in the previous section, the Olympic Gravity Water System is Jefferson County's main community water facility. Its primary service area is the City of Port Townsend and the communities of Hadlock, Irondale, and Chimacum.

Three small public water districts have been formed in several areas of the County; Coyle, Paradise Bay and Rocky Point. The balance of County residents beyond the Olympic Gravity System, and the various water districts, rely either on individual wells or small, private community systems.

Sewage Disposal Systems: Currently there are six sanitary sewage systems in the County, although some are for special purpose use and are not available for public domestic disposal. Existing systems include those located at: the City of Port Townsend, the Crown Zellerbach Mill, Port Ludlow, Indian Island (U.S. Navy), the U.S. Fish and Wildlife Service's Laboratory at Marrowstone Island, and Queets/Clearwater. A system is planned soon for the Cape George area.

Nearly all residents in the unincorporated area of the County rely upon conventional septic tanks and drainfields. Problems regarding soil suitability for septic tanks indicate that future, intensive residential development may be required to provide sanitary sewer systems, or new, innovative sewage disposal units rather than conventional septic tanks.

Electric Power: The eastern portion of Jefferson County is serviced primarily by Puget Sound Power and Light Company. Mason County P.U.D. serves the community of Brinnon from a point south of Mount Walker. Clallam County P.U.D. and Grays Harbor P.U.D. provide service to the residents of West Jefferson County.

There are 7,000 users presently being served by the Puget Sound Power Company. Puget Power is continually upgrading outdated substations and transmission lines. Presently the substation at Four Corners is being replaced.

Mason County P.U.D. services 1,150 users in the southern portion of eastern Jefferson County. The projected number of users for 1978 is 1,215. Projected users for 1979 and 1980 are 1,275 and 1,345 respectively. Mason County P.U.D. is expanding the system to service the needs of customers in the Brinnon area.

Telephone: Telephone service is provided to East Jefferson County by the United and Pacific Northwest Bell Telephone Companies. Pacific Northwest Bell services the Quimper Peninsula, including Port Townsend, as far south as Chimacum, west to Port Ludlow and east to Four Corners. The Bell service area is divided into two regions, the Port Townsend and Port Ludlow regions. At the end of 1977 there were 3,835 active services in the Port Ludlow region, for a total of 4,436 services. Pacific Northwest Bell is implementing a \$350,000 expansion program which will provide for an additional 3,300 connections. Most of this expansion will occur at Four Corners, Chimacum, Kala Point and along the west side of Discovery Bay.

United Telephone, providing telephone service to the rest of Jefferson County, has approximately 1,500 customers. Programmed expansion through 1978 includes adding 150 to 200 services in the Quilcene area and an additional 150 services at Center. Implementation of this expansion program is not due to come on line until the latter part of the program period, unless the need arises.

Once both telephone companies expansion programs are complete there will be an additional 3,650 connections available to East Jefferson County.

Schools: There are eleven schools in the County's five school districts, including six grade schools, two junior high schools, and three high schools.

The nearest junior colleges are in Port Angeles and Bremerton. The nearest four-year colleges are located to the east, across Puget Sound. Chimacum School District is in the process of building a new high school which should be completed in 1979.

Cultural and Recreational Activities: Port Townsend is the focal point of cultural activities in the County, and on the Peninsula. The City is rich in its architectural heritage and fascinating history. Many historic sites and buildings have been restored, and there are a number of museums. An additional compliment to the cultural and historic aspects of the area occurred when the Washington State Arts Commission in 1972 declared Fort Worden a center for arts and recreation. Several programs are currently underway which bring an interesting variety of artists, writers, dancers, musicians and others into the area for workshops and seminars.

In addition to the recreational facilities and historic sites at Fort Worden, the County is blessed with many natural resources which accommodates a variety of recreational pursuits including fishing, hunting, shellfish harvesting, sailing, hiking, camping, bicycling, and horseback riding. Park and recreation facilities are operated by the City, County, State and federal government. The constantly increasing recreational activity in the area is testimony that Jefferson County's diversity of natural resources are some of the finest in the entire Nation.

Library: Although the County does not operate a library, the City of Port Townsend maintains the Carnegie Library, which was built in 1913. The small but well stocked library is the meeting place for a number of local groups. No mobile library service is available to the unincorporated areas of the County, however, special arrangements and funding permit all County residents to use the City of Port Townsend Library.

In the fall of 1978 the voters of Jefferson County established a rural library district to provide library service to the residents of the unincorporated area of Jefferson County.

Health Care: County medical services are centered in two clinics in Port Townsend, where about ten physicians maintain practices. Jefferson General Hospital in Port Townsend is the only hospital in the County. A private ambulance and three nursing homes are also available to area residents.

Out patient offices are maintained in the City by the U.S. Public Health Service. The County Public Health Services include mental health, nursing, and alcoholism services.

Human Resource Services: The Clallam-Jefferson County Community Action Council (C.A.C.) has objectives aimed at serving a broad spectrum of human resource needs. Among C.A.C.'s goals are vocational training; job counseling; expansion of employment opportunities for low income youths; educational growth for low income families; expansion of low cost housing; attention to problems of Indian Americans; development of neighborhood centers; improvement of nutrition for low income senior citizens; provide better health services for low income persons; improve income opportunities for senior citizens;

operate crafts classes for senior citizens; provide transportation to and from town for low income citizens; staff and operate a Head Start program for culturally disadvantaged children; and initiate and operate a retired senior volunteer program (R.S.V.P.). The "Happy Bus" transportation system, the Head Start program, the Tri-Cities Community Center, the Nutrition Program, and R.S.V.P. are among the most noticeable programs currently in operation. A sizable share of the work done at C.A.C. is done on a volunteer basis.

Public Transportation: Major bus terminals for Greyhound Bus Lines are located in Seattle and Port Angeles, and operate over Highways 101 and 104. Connections with Greyhound can be made by utilizing the independent bus service, Stevens' Stage Lines, which operates between Port Townsend and Center. Taxi service is available in Port Townsend through Spruce Street Taxi and Port Townsend Yellow Airway Cab Company.

Airport Services: Air transportation is accommodated through Jefferson County International Airport and a number of private airstrips. The County's airport is publicly owned and operated by the Port of Port Townsend. Located approximately five miles south of the City of Port Townsend, the airport was acquired by the County in 1947 and transferred to the Port District in 1959. It consists of a grass-surfaced, 3,300 foot runway and a small group of hangers and a cafe. From 1975 figures, yearly take-offs and landings are estimated at 13,200. Eighteen private planes are based at the airport. No regularly-scheduled passenger or cargo flights are provided at the present time.

The Washington State Aeronautics Commission has been studying the possibility of constructing a new airport facility in Jefferson County capable of serving industrial needs and an increased passenger service. Expansion to serve industrial needs and the establishment of a commuter air service to the Seattle-Tacoma airport would certainly enhance economic development and the promotion of tourism and convention events in the County.

Port Facilities: After the decline of the Clippership days, docking facilities for large ships gradually decayed in Port Townsend. The major deep water off-loading facility is located at the Crown Zellerbach Mill. At present the Port of Port Townsend harbor facilities accommodates moorage for pleasure craft and fishing vessels. The Port rents to the public approximately 450 moorage spaces.

Railroad Facilities: The Chicago, Milwaukee, St. Paul and Pacific Railroad, owner and operator of the Northern Peninsula Rail Line, 51.3 miles long between Port Angeles and Port Townsend, provides Peninsula industries with shipping services and barge connections to Seattle. No rail line exists between the northern and southern portions of the Peninsula, where connections could be tied directly into the track lines operating out of Tacoma.

In December 1977 the Milwaukee Railroad declared national bankruptcy. The B.R.A.E. Corporation of San Francisco has expressed an interest in buy-

ing the Northern Peninsula Rail Line, although negotiations will not be finalized until the end of summer 1978. The absence or limitations of rail service between Port Angeles and Port Townsend would certainly affect the operation systems of Peninsula industries dependent upon rail and barge line transportation.

COUNTY GOVERNMENT and SPECIAL PURPOSE DISTRICTS

County Government: Jefferson County is a "general purpose" unit of local government; a municipal corporation; and a subdivision of the State of Washington. Its powers and responsibilities are limited to those which have been vested by the State.

The Board of County Commissioners is both the legislative and executive branch of Jefferson County government. It is the County Commissioners who adopt official County plans, policies, ordinances, and regulations. There are three County Commissioners who represent individual districts of equally divided population, but who are elected by voters from the entire County. They serve for 4-year terms of office. The Commissioners are assisted by their appointed departments: Public Works, Health, Planning and Building.

Another vital part of County government are the services provided by the staffs of other elected officials: Auditor, Assessor, Sheriff, Court Clerk, Treasurer, and Prosecuting Attorney. Although these County officials are independently elected, the Board of County Commissioners maintains a continuity in County government by being the executive focal point and by their authority over the County budget.

Of increasing importance to effective County government are the non-salaried citizen advisory committees appointed by the Board of County Commissioners.

The Jefferson County Planning Commission is comprised of nine citizen members, equally representing the three County Commissioners' districts. Legally constituted in accordance with State Planning Enabling Act, the Planning Commission advises the Board of County Commissioners regarding proposed land subdivisions, mobile home parks, and campground clubs. The Planning Commission is the major policy advisor to the Board with respect to the County Comprehensive Plan, land development, parks and recreation, and capital improvement projects.

The Shoreline Management Advisory Commission is a thirteen-member citizens group, appointed for three-year terms, who are required to have geographic diversity with respect to their place or residence in the County. One of the Commissioner's major responsibilities is to advise the County Commissioners regarding specific proposed shoreline development projects. In addition, S.M.A.C. is the primary policy-advisor with respect to marine resources and the integrity of the Jefferson County Shoreline Management Master Program.

School Districts: There are five school districts in Jefferson County serving Port Townsend, Chimacum, Quilcene, Brinnon, and Queets-Clearwater. Each district is governed by a school board composed of five persons who serve four-year terms once elected. School board members must be registered voters and be residents of the school district in which they serve. The

boards set operational policy and employ a staff of teachers and administrators to provide an educational program for the children that live in the district. They must adhere to State law and the rules and regulations established by the State Board of Education. All school districts in Jefferson County are presently accredited by the State Board of Education.

Local school districts are assisted in carrying out their responsibilities by Educational Service District #114. E.S.D. 114 is essentially a regional school office serving Jefferson, Clallam, Kitsap and North Mason Counties. The headquarters is located in the Federal Building at Port Townsend.

Fire Protection Districts: There are currently six fire districts in Jefferson County: Chimacum/Marrowstone, Quilcene, Brinnon, Port Ludlow, Discovery Bay, and Quimper Peninsula/Cape George. Fire districts are created by a vote of the people within district boundaries for, as State law authorizes, "The elimination of fire hazards and for the protection of life and property in territories outside of cities." Each district is governed by three resident, non-salaried, elected commissioners who serve for six-year terms. The fire-fighting teams are comprised of local volunteers. Community support through tax revenues and by participation in fire district fund-raising activities is very important to the success of the various fire districts.

Water Districts: There are three water districts in Jefferson County which were created by a vote of the people within the districts' boundaries: Coyle, Paradise Bay, and Rocky Point. State law specifies that water districts are for "the acquisition, construction, maintenance, operation, development and regulation of a water supply system and providing additions and betterments thereto." Three commissioners, each elected for six-year terms, serve the various districts.

Sewer Districts: There are presently no sewer districts in Jefferson County. The sanitary sewer system in Port Townsend is operated by the City, and a system at Port Ludlow is owned and operated by Pope and Talbot Development Company, Inc.

Drainage Districts: The only existing drainage district in Jefferson County is Chimacum District #1. Although its governing body is by law a board of three commissioners each serving six-year terms, District #1 presently has no elected board.

Hospital Districts: There are two hospital districts in Jefferson County. District #1 serves western Jefferson County and District #2 is responsible for the operation of Jefferson General Hospital in Port Townsend.

Hospital districts are empowered by State law "to own and operate hospitals, nursing homes, extended care, out-patient, and rehabilitative facilities, contiguous with or within such facilities or hospitals, and ambulances, and to supply hospital, nursing home, extended care, out-patient, rehabilitative, health maintenance, and ambulance service for the residents of such districts

and other persons; provided that hospital districts will not construct nursing homes when such facilities are already available."

The hospital districts are each governed by three elected commissioners who serve for six-year terms.

Public Health Services: The Jefferson County Health Department provides its services to both the City of Port Townsend and the unincorporated area of Jefferson County. Primary responsibility of the department is related to public health and sanitation. Daily functions are performed by a health officer and his staff of sanitarians, nurses, and clerical assistants. The Jefferson County Commissioners function as the Jefferson County Board of Health.

Port District: The Port of Port Townsend is the only port district in Jefferson County and has County-wide boundaries. A port district is created by a vote of the people and is empowered by State law for the "acquisition, construction, maintenance, operation, development and regulation within the district of harbor improvements; rail or motor vehicle transfer and terminal facilities; or any combination of such transfer, handling, storage and terminal facilities, and industrial improvements." Port districts may also own and operate park and recreation facilities when they assist in harbor utilization.

The port district is governed by three elected, non-salaried commissioners who each serve six-year terms and who must be qualified voters in the areas or "sub-districts" which they represent. "Sub-district" boundaries are coincidental with those of the County Commissioners.

Industrial Development Districts: There are presently no industrial development districts in Jefferson County.

Public Utility District: There is one P.U.D. in Jefferson County which has been created by a vote of the people, and its jurisdiction is County-wide. A public utility district's purpose according to State law is "To conserve the water and power resources of the State of Washington for the benefit of the people thereof, and to supply public utility service, including water and electricity for all uses." Three commissioners, who must be residents and freeholders, serve six-year terms and represent sub-districts whose boundaries are identical to those of the Jefferson County Board of Commissioners."

chapter 4

economics and employment

In most areas, population growth follows employment opportunities. Except for retired persons, most people do not typically move into a new area unless there are reasonably good prospects of making a living. Until recently the history of Jefferson County has been characterized by sharp increases and decreases in population resulting from rapid fluctuations in employment opportunities.

ECONOMIC HISTORY

After Port Townsend's founding in 1852, (prior to Seattle, Tacoma, Olympia, Vancouver, Walla Walla, and most other Washington cities), the initial population surge was involved with lumber production to serve the rapidly growing San Francisco Bay area. Port Townsend's location was logical for this activity for two reasons. First, there were abundant supplies of excellent timber close to the shoreline which were relatively easy to transport. Secondly, Port Townsend's position at the eastern end of the Strait of Juan de Fuca meant that it was closer to San Francisco than any of the other young cities in the Puget Sound area. Because Port Townsend was strategically situated at the doorway to the Northwest, it became the Port of Entry for the Customs District of Puget Sound in 1854, and the area's future appeared to be quite bright. Port Ludlow and Hadlock became sawmill towns, and mills were also added at Point Hudson, Port Townsend, Discovery Bay and Chimacum Creek. In addition, ship building, canneries, farming, breweries, and the Irondale foundry all flourished. But during this period, a dramatic change was taking place in the Nation's transportation system. The rapid expansion of railroads in other parts of the country was destined to play a major role in the development of the cities surrounding Puget Sound. During this early period, there was almost feverish enthusiasm for the addition of rail lines, and the competition for them among the growing cities of the Northwest was tremendous.

Jefferson County experienced its first big surge of high expectations in 1871 when it was rumored that Northern Pacific would build an extension of its line from the Columbia River to Port Townsend Bay. The proposed extension died with the recession of the mid 1870's.

Business activity picked up again in the late 1870's, and a group of local businessmen formed a group to attract financing for a railroad line from Portland to Port Townsend. A speculation boom hit the town in 1889, and the following year it was announced that a subsidiary of Union Pacific Railroad would build the desired line. In response to this announcement,

and in anticipation of the surge of economic activity which would surely follow the addition of rail transportation, the area experienced a fantastic boom. Population levels soared, and construction began on a number of two and three-story brick buildings on Water Street. The facilities in the town were designed to accommodate an eventual population of 20,000 persons. Similar preparation was taking place in the Hadlock-Irondale area.

In 1895 the subsidiary of Union Pacific went broke, the local economy crashed, real estate values plummeted, businesses closed down, and people left in droves. Without a railroad, investment capital by-passed Port Townsend and went to the growing cities on the east side of the Sound. Port Townsend's relatively isolated position on the Olympic Peninsula, and its lack of rail facilities were among the primary reasons that other cities were more successful in attracting business and industry.

Port Townsend and Jefferson County's location was again the cause of the next major growth period - the construction and occupation of Fort Worden and Fort Flagler. These forts were located at the east end of the Strait of Juan de Fuca to protect the entrance to Puget Sound and the Navy Base at Bremerton. The activity generated by these installations helped put the County back on its economic feet. But after the end of World War I, the second major exodus from the area occurred as troop levels at the bases dwindled, and sawmills, fisheries and canneries failed.

In 1927 construction began on the Crown Zellerbach Kraft Paper Mill. Since its beginning, the mill has been the County's largest non-government employer, and has had a stabilizing influence on the County's economy.

During World War II the number of troops at Fort Worden again increased, and the population of both the City and County hit its all-time high in the late 1940's. However, in 1951, Fort Worden was closed and all military personnel were pulled out. This action resulted in the third major decline in the business activity and population of Jefferson County. Between 1950 and 1960, the County lost about 2,000 people, declining from 11,618 to 9,629. The following 10 years showed an increase of about 2,000 people to a total of 10,661 in 1970. The 1979 population is 14,200.

Jefferson County's position on the Olympic Peninsula, separated from the population centers on the east side of the Sound by the natural barriers of Hood Canal and Puget Sound, and without rail transportation to move raw materials and finished products, has resulted in relatively few manufacturing plant locations in the County.

LABOR FORCE

Jefferson County's resident civilian labor force grew steadily between 1970 and 1977, from 4,250 to 5,010 persons. The growth in the labor force can be attributed to a number of demographic and socio-economic phenomena:

1. Persons not previously in the labor force, such as women and young people, increased their participation;
2. The population born during the post war baby-boom is now entering the labor force; and
3. Jefferson County has been experiencing an immigration of persons in the 18-35 age group.

TABLE 1

County Population and Labor Force

	<u>County Population</u>	<u>Civilian Work Force</u>	<u>% of County Population</u>
1970	10,661	4,240	40%
1971	10,600	4,140	39%
1972	10,700	4,030	38%
1973	10,800	4,340	40%
1974	11,400	4,270	38%
1975	11,700	4,530	39%
1976	12,100	4,420	37%
1977	12,600	5,010	40%
1978	13,700	4,850	36%

UNEMPLOYMENT

A significant indicator of the vitality of an economy is the rate of unemployment. While the rate of unemployment represents an economic problem in a region, it also represents a labor pool resource for new economic activity.

Unemployment in Jefferson County has generally exceeded the unemployment rate for the State, as indicated by the following table.

TABLE 2

Unemployment Rate County vs. State

	<u>County</u>	<u>State</u>
1970	8.7%	9.1%
1971	8.7%	10.1%
1972	9.7%	9.5%
1973	8.1%	7.9%
1974	7.8%	7.2%
1975	11.9%	9.6%
1976	9.5%	9.1%
1977	9.6%	8.5%
1978	5.8%	6.5%

The majority of unemployed people in the County are those persons under 30 with skills not normally used in Jefferson County. It is estimated that 25% of the people seeking jobs are professionals. People who usually engage in seasonal work during the spring and summer months account for a large percentage of unemployed workers. These include, for example, park workers, government workers on special funds, and some agricultural workers. The unemployment statistics do not represent those persons who are self-employed.

INCOME PROFILE

Personal income estimated indicate that Jefferson County's per capita personal income has traditionally fallen below the State's average. Although the level has been below the State's average, Jefferson County's per capita income increased substantially since 1970, by approximately 38%. This is comparable to the State's increase of 36%. While much of this gain is due to inflation, a large portion may be attributed to an increase in employment opportunities available within the County. In 1970, median family income was \$8,848.

TABLE 3

Per Capita Personal Income

	<u>1965</u>	<u>1970</u>	<u>1975</u>
Jefferson County	\$2,335	\$3,321	\$5,339
King County	\$3,558	\$4,654	\$7,172
Washington State	\$2,958	\$4,053	\$6,284

In 1976 over 22% of the population or about one out of every five County residents received Social Security benefits in the form of old-age, survivor, disability, or health insurance benefits. This population proportion is considerably higher than the average for the State, and reflects the large and growing number of retirees in the County. In 1976 total Social Security benefit payments received by County residents was \$6,694,308. In comparison, the total payroll by the Crown Zellerbach Paper Mill, the single largest employer in Jefferson County, was \$7,584,787 in 1976. Therefore, in terms of payroll, Social Security can be considered the second largest contributor to the local economy.

Food stamp participation in Jefferson County has increased since 1970, a result of both County population growth and food stamp program changes which have encouraged greater participation. In 1970, the County had an average monthly participation rate of 597 persons. In 1977 the figure rose to 766 persons. This represents approximately 6% of the total County population, a figure comparable to the State average.

BASIC ECONOMIC SECTORS

The basic economic sectors in Jefferson County are the forest products sector, and the trade and services sector. The Crown Zellerbach Kraft Paper Mill, located south of the City of Port Townsend, is undeniably the economic backbone of the County's economy. As the largest paper mill on the Olympic Peninsula, the mill employed over 540 people in 1977, and had an annual payroll of over \$8½ million. Recently the County has experienced an expansion in employment associated with the trade and services sector. A majority of this expansion can be attributed to the growing importance of tourism in the

County. The government sector employs a large number of people, although employment has fluctuated considerably in the past due to changes in the level of military activity. The construction, finance, insurance and real estate sector has become increasingly important in the economic growth and development of the County, although employment levels do not exceed levels in the other sectors.

Forest Products Sector: The forest products sector accounted for approximately 23% of all full and part-time wage and salary employment in Jefferson County in 1975. Thus, close to one out of every four persons in the County in 1975 was connected with logging, lumber, pulp, paper or some other aspect of forest product production. Although forest product activity levels are continually increasing, the number of jobs at the Crown Zellerbach Kraft Paper Mill has declined slightly. This can be attributed to a shift in the mill's production methods and operation towards increased mechanization. The forest products industry will continue to be an important sector in Jefferson County's economy due to both the excellent timber stands and professional forest management.

Trade and Services Sector: The trade and services sector has recently experienced an expansion in employment levels. Including all retail, wholesale and service activities, employment in 1975 accounted for approximately 30% of the total full and part-time employment in the County. Wholesale trade activities include both durable goods, such as lumber and construction materials, nondurable goods, such as paper and paper products, and farm product raw materials. Retail trade activities include general merchandise and food stores, apparel and accessory stores, and eating and drinking places. Service activities include hotels and motels; amusement and recreation services; personal, health and legal services; and auto repair and service stations. Both the retail trade and services sector has shown remarkable increases in employment levels and has been the fastest growing sector in the County's economy. The expanding tourist industry, and the influx of an immigrating population, especially of retirement age, have influenced this trend considerably.

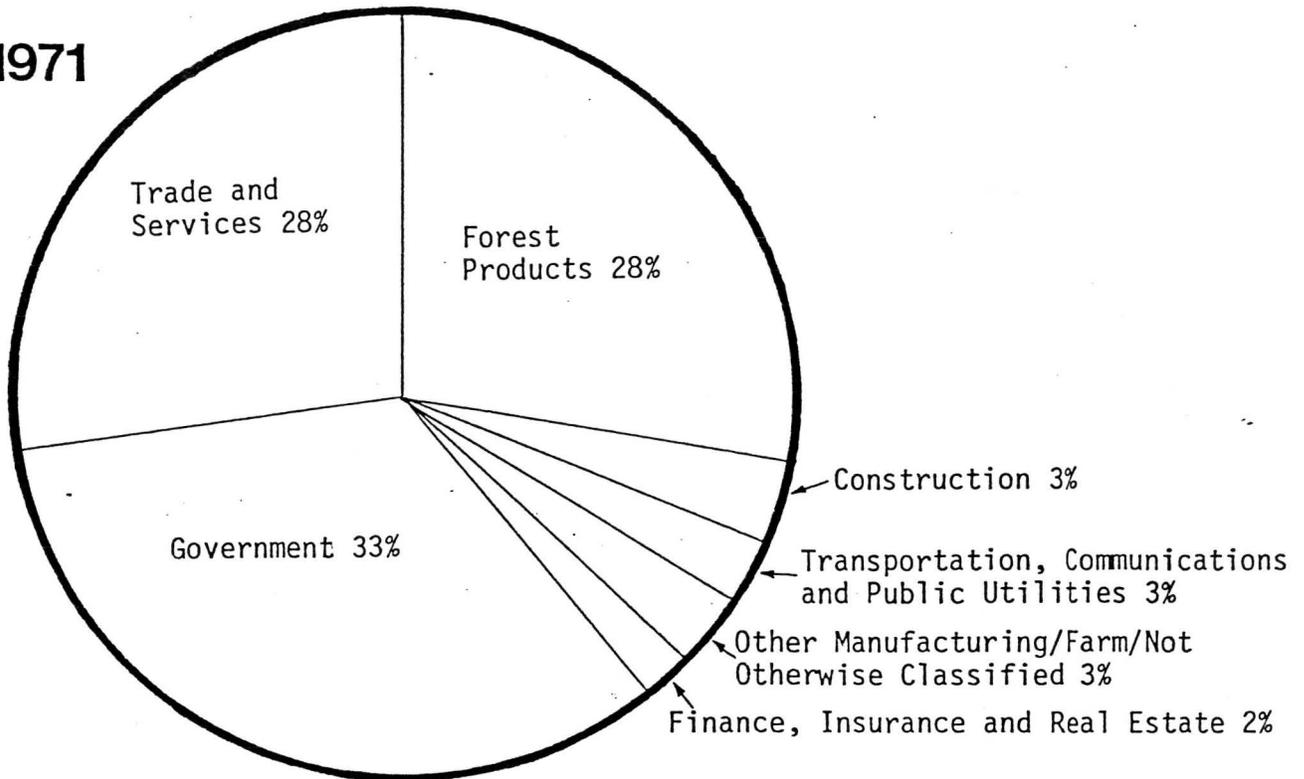
Government Sector: Government employment including federal, State and local jobs constitute a large percentage of employment in the County, approximately 34% of all full and part-time wage and salary employment in 1975. The current level represents a decline from the 1970 peak when the Fort Worden Youth Treatment Center was in operation.

Construction Sector: Construction activity and employment has risen steadily in Jefferson County. In 1975 the construction sector accounted for approximately 5% of all full and part-time wage and salary employment. It is anticipated that the construction industry will become increasingly important in Jefferson County, due to an increasing population, the existing shortage of housing in the County, and present building rehabilitation and renova-

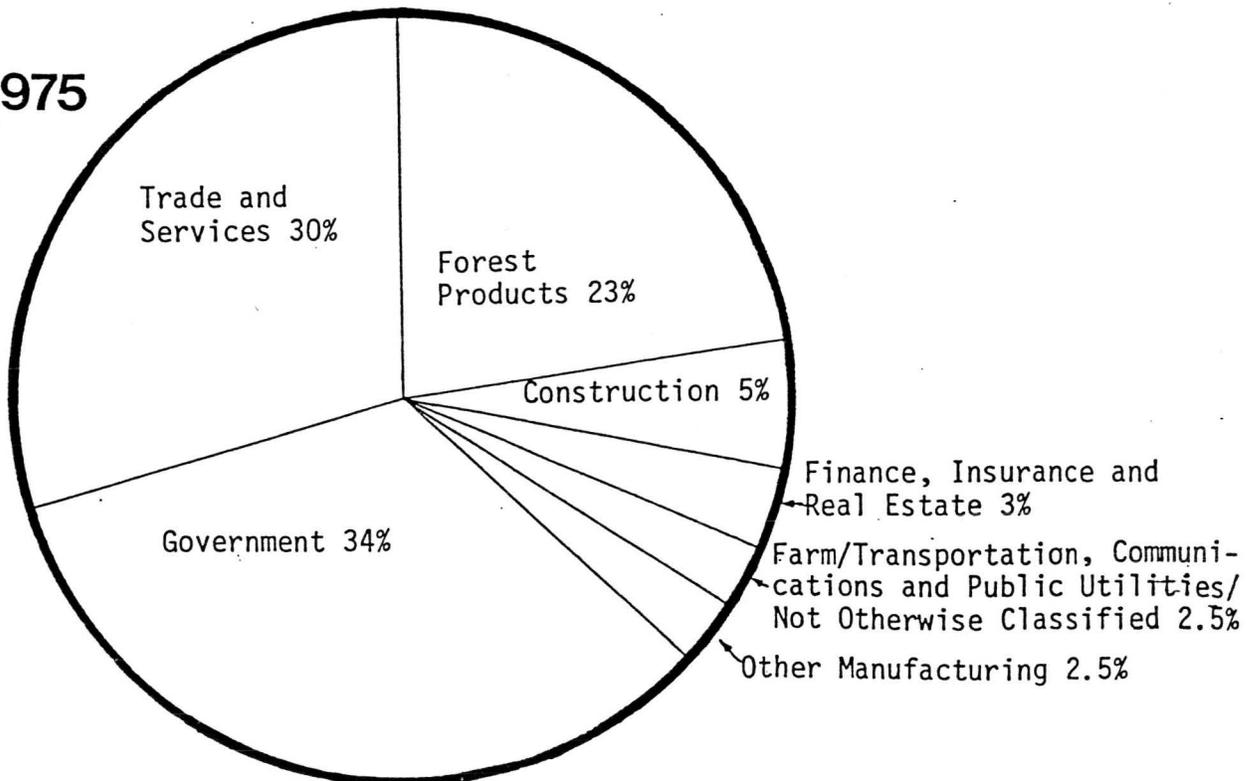
FULL AND PART-TIME WAGE AND SALARY EMPLOYMENT

(% Employment in Each Industry Division)

1971



1975



tion efforts. Building permit data indicates a substantial increase in the number of permits issued yearly. In 1977 there were 375 residential permits issued, roughly 25% more than the 1976 figure of 298. Since 1970 the number of residential permits issued has jumped nearly 200%.

Finance, Insurance and Real Estate Sector: The finance, insurance and real estate sector has continued to expand its activity levels in Jefferson County, employing roughly 3% of all full and part-time wage and salary employment in 1975. The increase in tourism and an immigrating population have boosted the demand for finance, insurance and real estate services. Although actual numbers of employees in this sector is small, the services it provides has a significant impact upon the economic growth and development of the County.

One indicator of real estate activity in the County is the increase in the number of real property sales. The turnover of land has steadily increased in the County. In 1977, 2,842 properties changed ownerships, an increase of approximately 21% over the 1976 figure of 2,348.

TABLE 4

Employment Covered Under the Employment Securities Act of 1976*

<u>Industry Division</u>	<u>Total Annual Wages Paid (1976)</u>	<u>Average Monthly Employment</u>
Forest Manufacturing	\$11,536,720	853
Retail Trade	\$3,708,425	621
Services	\$2,083,557	373
Government**	\$1,712,335	158
Construction	\$1,648,511	143
Wholesale Trade	\$728,688	91
Finance/Insurance/Real Estate	\$656,675	82
Transportation/Public Utilities	\$781,782	59
Other Manufacturing - Total	\$2,247,424	99
Transportation, Equipment	\$349,487	33
Food/Kindred	\$138,638	29
Dairy Production	\$1,759,299	22
Newspaper Production		15
Agriculture/Fishing	\$133,345	15
Not Elsewhere Classified	\$275,446	15
Total	\$25,512,908	2,509

* This table does not include uncovered employment and self-employed persons.

** Does not include local government and school district employment.

chapter 5

population

POPULATION, GROWTH and DISTRIBUTION

The history of Jefferson County has been characterized by sharp increases and decreases in population, resulting from rapid fluctuations in employment opportunities. In an area with a relatively small population, such as Jefferson County, changes in the local economy can cause major changes in population. For example, the closure of Fort Worden in 1951 resulted in dramatic declines in the population level and business activity of the County.

In the last decade of 1960 to 1970, Jefferson County's population increased by 11%. This was moderate in comparison to neighboring counties, such as Clallam and Kitsap, with increases at 16% and 21% respectively. The State population increase for that decade was roughly 20%.

Jefferson County has experienced one of the fastest growth rates of the Peninsula counties since 1970. This has resulted from both local economic changes and the influx of people who have been attracted to the County by its semi-rural, small town atmosphere, and the significant architectural, historical and cultural heritage.

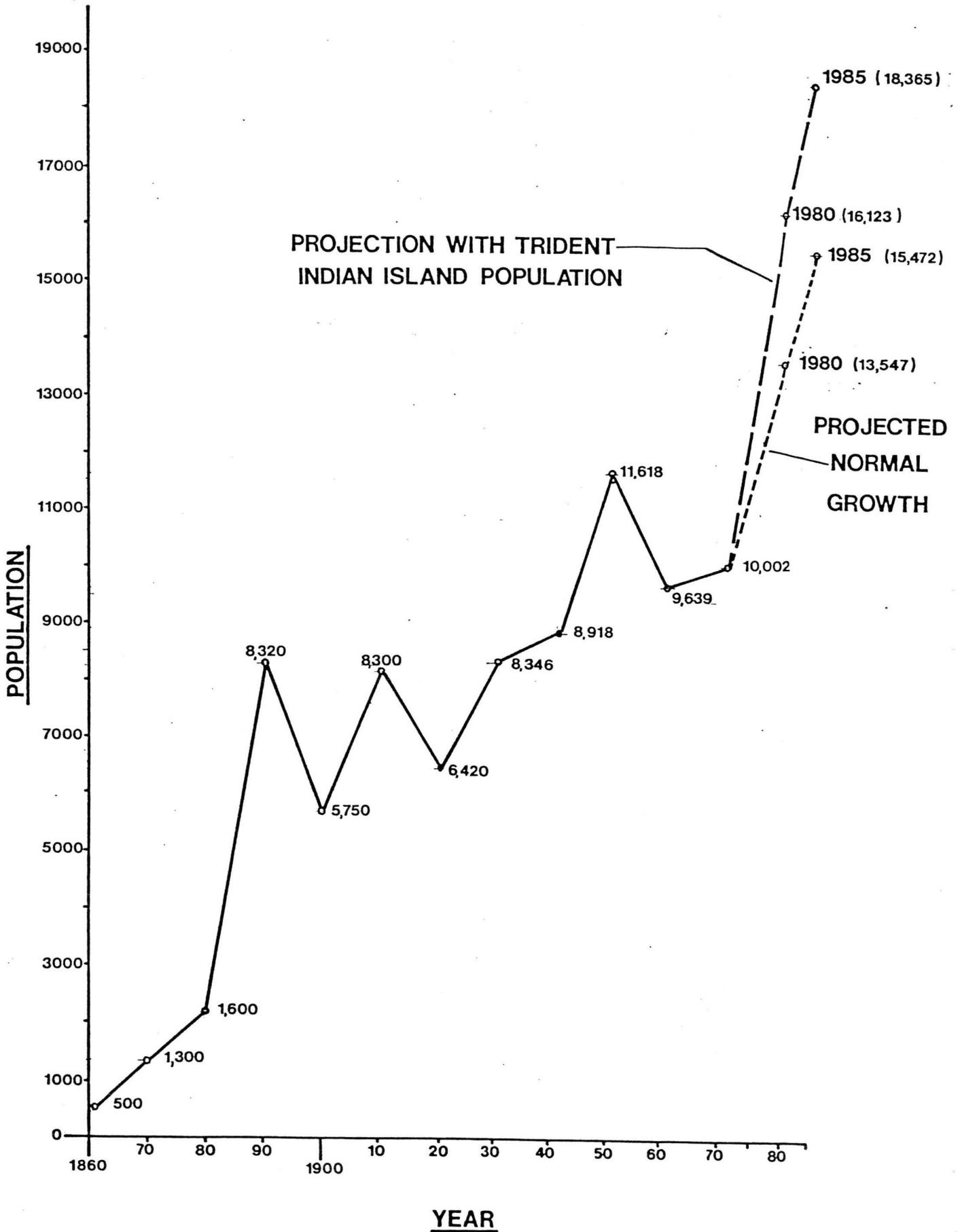
In 1977 the County's population was 12,600, a 4% increase from the 1976 figure of 12,100. During that year, Jefferson County experienced the greatest population growth of the Peninsula counties. Clallam County increased by 2%, Grays Harbor increased by 1%, and Mason County increased by less than 3%. Jefferson County's location adjacent to the major urban centers of Puget Sound is an important factor affecting the accelerated growth rate.

The County's population density is approximately seven persons per square mile, ranking thirty-second among Washington's thirty-nine counties. Although Jefferson is the least densely populated of the Peninsula counties, it is adjacent to the two most densely populated counties in the State, King and Kitsap, a short distance away across the waters of Hood Canal and Puget Sound. King and Kitsap Counties have densities of 547 and 321 persons per square mile respectively.

Approximately 93% of the County's population is concentrated in the eastern portion of Jefferson County, which includes the City of Port Townsend. The remaining 7% of the County's population lives in the western portion, which borders the Pacific Ocean. The central portion, within the bounds of the Olympic National Park and the Olympic National Forest, is virtually uninhabited.

Population in Jefferson County tends to be concentrated in areas having waterfront property or water views. The most heavily populated areas are

JEFFERSON COUNTY POPULATION 1860-1985



the Quimper Peninsula (the location of Port Townsend, the County seat and largest population center, with a 1977 resident population of 5,655); Discovery Bay; the Tri-Cities area of Irondale, Hadlock and Chimacum; Port Ludlow; Quilcene; and Brinnon. The unincorporated areas of the County, particularly waterfront areas, have recently experienced an increase in population growth and an escalation in the housing construction industry.

MINORITY GROUP POPULATION

In 1977 the largest minority group in Jefferson County was the American Indian/Native American group, with 420 persons, or about 3% of the total population. Of this population, approximately 86% live in the western portion of the County on the Queets and Hoh Indian Reservations.

The next largest minority group is the Spanish Surname/Mexican American group with 80 persons, or about 1.6% of the total. The oriental/Asian American group consists of 65 persons, or about 0.5% of the total, and the Black/Afro American group consists of 40 persons or about 0.3% of the total.

The minority population in Jefferson County in 1977 was approximately 5% of the total population. The white population accounted for the remaining 95%.

AGE and SEX CHARACTERISTICS

Jefferson County's population profile identifies the median age group as the 45-64 year old group. This group represents approximately one-quarter of the total Jefferson County population. The County's median age is somewhat older than the State of Washington's and can be attributed to the influx of the retiree population, and a steady decline of population in the younger age brackets.

In 1975 the male population represented 51% of the total County population, whereas, the female population represented 49%. This ratio has remained stable in recent years. The 24-29 year old age group contains a slightly higher number of males than females. Although the County has been experiencing an outmigration of males in this age group, an equal or even greater number of males and females are migrating into the County for a host of reasons, including employment opportunities in lumber, construction, fishing and related industries, as well as those attracted to the area's climate, physiography, and cultural characteristics.

POPULATION TRENDS

The following section identifies specific population trends which are characteristic of the particular time period in Jefferson County.

Population Trends 1960-1970:

1. An outmigration of both males and females occurred, primarily in the 18-35 age group. This trend may be attributed to the limited number of

- local employment opportunities, as well as other personal reasons.
2. The number of children in the 0-5 age group declined steadily between 1960 and 1970. Several factors are responsible for the pattern, including the outmigration of the child-bearing age group, the trend toward marrying at an older age, the trend toward postponing child rearing, and other personal reasons related to limiting family sizes.
 3. The number of people age 65 and older rapidly increased in the County. The elderly population increased by approximately 50% between 1960 and 1970, due in part to growing longevity, but more importantly to the influx of retirees into the County.

Population Trends 1970-1977:

1. The outmigration of local residents in the 18-35 age group was offset by the immigration of people in the same age group who came to the County because of the attraction of physiography, climate, culture and history. Many of the newcomers in this age group are self-employed writers, artists or crafts-persons. In addition many are employed in local home and boat construction.
2. The number of children in the 0-5 age group continued to decline.
3. The influx of retirees into the County continued, and accounted for a majority of the total immigrating population. The number of people age 65 and older increased by 38% between 1970 and 1977. Jefferson County's elderly population has been consistently greater than the State average. In 1977 that proportion of the County's population 65 years and over accounted for 16% of the total, whereas the proportion for the State came to 10% of the total population.

Population Trends 1978 and Beyond:

1. As a result of the Navy facilities at Trident and Indian Island, the population level is expected to increase much more rapidly than it would have under normal growth conditions.
2. Population growth will be primarily a result of immigration, rather than a natural increase. Population will continue coming from the more densely populated urban centers of Puget Sound, California and the East Coast.
3. Tourism and recreation will continue to increase because of increased mobility, higher incomes, and more leisure time. Some of the visitors may eventually become full-time residents.

chapter 6

growth and development trends

In addition to population estimates, there are a number of other factors which indicate growth trends in the County. These include real estate sales; electric power hook-ups, social security beneficiaries, checking and savings accounts at local banks; registered voters, automobile licenses, new businesses and retail sales, and bridge crossings.

Following is a brief description of recent trends for the foregoing factors.

Building Permits: A detailed analysis of building activity is included in the Housing and Residential portion of Chapter 7. That analysis is based upon a careful review of building permits from the year 1960 through 1976. In summary, the number of building permits rose steadily until 1977 when 465 permits were issued (City and County combined). This is a 32% increase over the previous year.

Real Estate Sales: Excise tax payments through the Jefferson County Treasurer's Office for a sixteen year period ending in 1976 indicated 2,300 real estate sales per year. The dollar-value of those 1976 transactions rose 86% above 1975. The 1977 figures show the number of real estate transactions up 21% over 1976.

Electric Power Installations: The major purveyor of electric service in Jefferson County provided 550 new hook-ups in 1977. The 1978 figures are running 40% higher than 1977.

Social Security Beneficiaries: Recent data for federal Social Security recipients is: 2,195 in 1973, 2,438 in 1974, 2,748 in 1976. This reflects approximately 255 new recipients annually, or a 10% yearly increase.

Checking and Savings Accounts: To a great degree, local growth reflected by banking statistics is evident by the number of new financial institutions which have been established or expanded in recent years. Seattle-First National Bank (formerly First-American National) has constructed new branch offices in Port Townsend and Hadlock within the past five years, as well as a main office building in downtown Port Townsend. Jefferson National Bank, a locally owned institution, is a new bank in the community. In its second year of business, it established a branch office in Quilcene. Island Savings and Loan has constructed a new office in Port Townsend in 1977.

Registered Voters: Records of voter registration indicate that in 1974 the total was 6,413. In 1978, the Jefferson County Auditor's Office has 7,526 people registered to vote.

Vehicle Licenses: In 1976 there were 10,444 vehicles registered in Jefferson County (including passenger vehicles, trucks, mobile homes, recreational vehicles, etc.). One year later in 1977, there were 16,254 an increase of 56%. Automobiles alone rose from 5,345 to 8,522, or 60% in the same 1-year period of time.

Retail Sales: Between 1972 and 1975 total retail sales in Jefferson County increased 40%. Of all categories, building material sales rose the greatest, by 213%. Food and drug sales were up 30%, general merchandise up 70%, and sales from eating and drinking establishments rose by 51%.

Hood Canal Toll Bridge Crossings: In the last ten years crossings have more than doubled. The 1977 total was 2,052,766 or a 5,600 car/day average. The annual increase is now roughly 13%.

Tourist Bureau Visitors: The number of travelers stopping at the Port Townsend Chamber of Commerce Tourist Bureau between May and September of 1977 was 31,221, a 26% increase above 1976. Approximately one-half of those came from California, and the numbers from Seattle, Portland, Tacoma, and Vancouver B.C. continue to rise.

Attendance at Fort Worden State Park and Conference Center increased 34% between 1976 and 1977.

chapter 7

goals and policies

In order for this Comprehensive Plan to 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 attainable. Policies are used in day-to-day decision-making.

The goals and policies contained in this chapter have evolved after consideration of a number of important factors:

1. Natural resources of Jefferson County such as soils, geology, climate, water, topography, fish and wildlife, and shoreline features.
2. Cultural resources of Jefferson County such as its people, businesses, industries, community facilities and services, and governmental entities;
3. Past, present and projected growth and development trends.
4. Desires and needs of County residents and property owners as expressed in surveys, public hearings, community meetings, and correspondence.
5. Sound professional planning and community development principles.

It is anticipated that these goals and policies will be applied to public and private decisions regarding: subdivision, mobile home parks, and other residential development; commercial and business development, industry and manufacturing; resource production such as agriculture and forestry, parks, open space, and recreational development; roads and transportation; utilities; and energy facilities. It is also intended for this plan to influence the plans, programs, services, buildings, and facilities of federal, State, and local public agencies.

These goals and policies, together with the optimum development map which follows, constitute the required elements specified by the State Planning Enabling Act, and contained in R.C.W. 36.70.330.

COUNTYWIDE GROWTH

Growth in an area is generally associated with population expansion. As the number of people increases in an area, economic, social, and political institutions also grow and become more complex.

Growth in Jefferson County, as in any community, will affect a wide range of resources, activities, and services. Continued growth will influence such things as: cost and availability of land for various uses; cost and availability of housing; natural resources such as timber, water, fish, and shellfish; employment opportunities; crime rates; transportation systems; energy consumption; and costs of providing public services such as roads,

police and fire protection, water systems, sewer systems, park and recreation facilities, schools, libraries, hospitals and health and social services.

The rate, amount, and type of growth in the County will also have a bearing upon the complexity of governmental influence on one's personal activities and property.

Tax rates is another item affected by growth in an area. A popular theory is that if more people and their property are added to the tax rolls, then more funds will be available for needed public expenditures. The catch, of course, is that the new taxpayers themselves need services such as schools, roads, utilities, police and fire protection, etc. And, more often than not, it is existing County residents who must share in the financing of new residents migrating into the area. A typical example is the expansion of a local school caused by more children from new families moving into the community. Bonds are sold by the school district to pay the costs of new construction. The bonds are repaid by an increase in local property taxes shared by all property owners, newcomers and long-time residents alike.

There have been countless studies done on the costs and effects of growth. The consensus among researchers now seems to be that three factors are most important.

First is the rate, or annual percentage of population change in a community. Studies indicate that throughout the United States, the per capita, or per person, costs of local governments generally increase with increasing growth rates. The most pronounced effect is with growth rates larger than 3% or 4% per year.

Secondly, there is the total number of people living in a given area. Research suggests that sparsely populated counties are more expensive to operate on a per capita basis. And, that county areas having a population of about 25,000 people cost their residents the least amount of money per capita. Above this population size, per capita costs of all local governments tend to increase with increasing population.

The third factor is the matter of the distribution and density of population. Most all analysis indicates that some form of containment or more compact pattern of growth will cost less than a "leap-frog", sprawling, lower density pattern.

COUNTYWIDE GROWTH GOAL

Our goal is to maximize the private and public benefits, while minimizing the costs, of growth in Jefferson County.

"Costs" and "benefits" include both the tangible and intangible. The effects of growth should be considered in a broad perspective, and should be measured in physical, economic, social, cultural, and aesthetic terms.

COUNTYWIDE GROWTH POLICIES

1. The natural beauty and "liveability" of Jefferson County should be a primary consideration in the location, timing and quantity of growth. Natural amenities identified as important to the County's character and well-being should be considered.

2. The minimum consumption of energy and tax dollars in both the short and long term should be a primary consideration in the location, timing, and quantity of growth.
3. Jefferson County should maintain a slow but steady rate of growth, averaging no more than 4% annually if possible.
4. A geographic pattern which results in the least public cost for new facilities and services should be encouraged.

To that end, the major share of future growth should be directed toward the areas of Port Townsend, the Quimper Peninsula, Tri-Cities (Irondale, Hadlock, Chimacum), Oak Bay/Mats Mats Corridor, Port Ludlow, Shine/South Point, Quilcene, and Brinnon. The level of public services and utilities in these areas should be steadily improved and increased to a level considered "urban" or "suburban." Improved schools, parks, water and sewer systems, roads, and other public facilities should be emphasized for these communities to serve expected population increases.

Other areas such as Gardiner, Marrowstone Island, the fringes of the Chimacum Valleys, Center, Toandos and Bolton Peninsulas and similar areas should be considered "rural." These areas should be characterized by low to medium density development served by individual, on-site wells and on-site sewage disposal systems. Roads and other facilities and services should be rural in nature consistent with good safety standards and circulation needs.

Unique areas in the County such as prime agricultural land, timberlands, tidal marshes, and Dabob Bay, Quilcene Bay, and some other shorelines should be considered "resource production" areas. Growth and development in these areas should be of a low intensity so that the production capability of special natural resources is conserved. These areas should not be subject to the development of public water systems, sanitary sewer systems and the special tax costs associated with public investments for such facilities.

5. Attempts should be made to assure equitable cost-sharing for new growth. Techniques such as current-use tax assessment, or the purchase of development rights, should be employed to implement County-wide policies in a fair manner.

The general taxpaying public of Jefferson County should not bear the direct costs of private development. Residential, commercial, and industrial developers should assume the costs of roads, water systems, and other amenities in order to make their projects operational.

6. In compliance with R.C.W. 36.70.520 (State Planning Enabling Act), at least five months before the end of each fiscal year, each County officer, department, board, or commission, and each governmental body whose jurisdiction lies entirely within the County (except incorporated cities and towns) whose functions include preparing and recommending plans for, or constructing major public works, should submit to the Planning Commission a list of the proposed public works being recommended for initiation or construction during the ensuing fiscal year.

The Planning Commission should then prepare and submit to the Board of County Commissioners a report which should set forth how each proposed project relates to all other proposed projects, and to all features in this Comprehensive Plan, both as to location and timing.

HOUSING and RESIDENTIAL DEVELOPMENT

Housing, or the provision of residential dwelling units, will continue to be a basic need of Jefferson County citizens. This includes single-family residences, multi-family residences, and mobile homes, both owner-occupied and rentals.

Housing is a tangible commodity and, therefore, its production is generally responsive to the fluctuations of supply and demand. An adequate supply of housing can be constrained by such factors as land, labor, money and material costs; availability of land with desirable soil and slope conditions; the accessibility of utilities, roads, schools, and commercial services.

A detailed analysis of building permits issued from 1960 through 1976 provides the best indicator of the production and distribution of residential units being added to the County's housing supply. The most significant trends are as follows:

- In 1977, for every dwelling unit constructed within the City limits of Port Townsend, three units were built in the unincorporated area of the County.
- For the 342 units built in the unincorporated areas of the County in 1977, the following chart indicates their distribution among various communities:

Quimper Peninsula/Cape George/Adelma Beach/Beckett Point	26%
Marrowstone Island	6%
Tri-Cities (Irondale, Hadlock, Chimacum)	20%
Gardiner/South and West Discovery Bay	6%
Center/Chimacum Valleys	2%
Oak Bay/Mats Mats/Port Ludlow	18%
Shine/Paradise Bay	6%
Coyle/Toandos Peninsula	2%
Quilcene	4%
Brinnon	9%
West Jefferson County	1%

- All areas have developed more permanent homes than second-homes, although the conversion of recreational or second-homes to permanent dwellings occurs constantly.
- Mobile homes represent nearly 10% of all new housing starts in Jefferson County. Due to zoning constraints in Port Townsend, virtually all new mobile homes are sited in the unincorporated areas of the County, primarily in the Tri-Cities area and Quilcene.
- There is very little housing built for rental purposes anywhere in the County with the exception of several small, federally subsidized projects in Port Townsend and a few small, private apartments in the Tri-Cities area.
- The communities having the highest percentage of resident owners in the unincorporated area are Tri-Cities and Quilcene.

- Three areas have a high percentage of non-resident owners indicating a relatively high level of second-home development. These areas are Tala Shores/Paradise Bay/Shine; Dabob/Tarboo Drainage Basin/Toandos Peninsula; and Brinnon.
- The mixture of resident and non-resident owners in Port Ludlow, Oak Bay, Cape George, and Marrowstone Island indicates that these areas are desirable as both permanent home and second home locations.

In 1974 the Jefferson County Planning Department conducted a housing analysis entitled "Housing in Jefferson County; A Summary of Problems and Prospects Into the 1980's" (R.R. Tyler). The study was updated in 1976 and contains the following findings:

- Demand for single-family homes falls primarily into two categories, the \$18,000-\$22,000 range, and the \$30,000 and above group. While there seems to be demand for both ranges in Port Townsend, only the higher ranges were noted for the Port Ludlow area, and only the lower ranges for the Tri-Cities area.
- Available rental units appear to be almost non-existent. Demand seems to be at \$100 per month levels. The 1976 vacancy rate for all rental units (City and County) is about 2% of the entire rental stock.
- Since 1969, mortgages through local lending institutions have steadily increased from 280 in 1969 to almost 500 in 1975. The average mortgage in 1969 was \$20,450 and in 1975 \$35,000. It should be noted that these figures do not reflect money invested by out-of-County lenders for dwellings constructed in Jefferson County.
- The primary constraints affecting the ability to supply future housing needs are: a continued adequate supply of potable, domestic water, particularly from ground water sources; soil suitability for septic tanks; and high costs of materials and labor.
- Approximately 4,000 new housing units will be required to meet normal, as well as Trident-Indian Island-related housing needs by 1985. This suggests that the current rate of new dwelling unit construction in the County and City will need to be 50% higher than normal for the decade of 1975/1985. One of the major obstacles in meeting this need is providing housing that is affordable to low and moderate wage earners.
- This demand for housing will also place a demand on basic utilities such as water supplies, sewage disposal, electricity, telephone and garbage collection.

GOAL

To provide adequate housing for all of Jefferson County's citizens and to insure that residential development is located, designed and constructed in a desirable and well-planned manner.

POLICIES

The policies for future housing and residential development in Jefferson County are as follows:

1. A broad range of housing types and densities should be available for Jefferson County residents. The diversification of housing types should

- satisfy a variation of lifestyles and economic capabilities.
2. The amount of land allocated for residential development should be reasonably scaled to reflect projected demand.
 3. Concentration of residential development should be related to employment centers, transportation systems, and public facilities such as water supplies and sewage disposal. The provision and close proximity of roads, utilities, drainage, emergency services, garbage disposal, schools, and other community services is deemed necessary to sound residential development.
 4. Residential development should be located, designed, and constructed with respect to such natural conditions as soil capability, geologic features, probability of flooding, and topography.
 5. Ground water resources, ground water recharge areas, and beaches should be protected from residential wastes such as septic tank effluent.
 6. Residential communities should be effectively separated from adverse conditions originating from industrial operations, highways, airports, commercial areas, and the like..
 7. Residential development, including mobile home parks, should follow the principles and standards of the Jefferson County Subdivision Ordinance and the Shoreline Management Master Program.
 8. A mixture of various types and densities of residential dwellings is encouraged, particularly in planned unit residential developments.
 9. Innovative residential development with respect to architectural and structural design, utility systems, and site layout is encouraged. Codes and standards should contain sufficient flexibility to permit innovation and experimentation.
 10. The public and private sectors should cooperate and take positive steps toward providing adequate housing in Jefferson County.
 11. The upgrading and renovation of deteriorating structures is encouraged.
 12. Mobile homes sited outside of mobile home parks should meet the same standards as other residential structures with respect to density, water supply, sewage disposal, etc.
 13. Residential developers should assume all direct costs of their individual projects such as roads, accesses, parking, surface drainages, water systems, sewer systems, etc. The general taxpaying public of Jefferson County should not be required to pay those costs in future years due to lack of, or inadequate, initial construction.
 14. Prior to the adoption of this Comprehensive Plan, many residential subdivisions were platted without the development of necessary facilities and amenities such as adequate roads and water systems. In the event that property owners within those subdivisions should desire the provision of those amenities, it is those property owners who should pay the costs, and not the general taxpayers. Road improvements, water systems, etc. should be financed by Local Improvement Districts (L.I.D.'s) overseen by appropriate public agencies (i.e. P.U.D., County, etc.) or private associations.
 15. The residential development policies within community plans adopted pursuant to this Comprehensive Plan should express residential densities in "dwelling units per gross acre" rather than "minimum lot size." This provides for more flexibility in the siting of homes and permits "clus-

tering" or grouping of houses without compromising the overall community standards for density.

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 uniformly distributed minimum lot sizes. Clustering as a concept is supported by this Comprehensive Plan.

16. Disabled or delapidated vehicles, machinery, or boats should be removed from, rather than abandoned, in residential areas.

COMMERCIAL DEVELOPMENT

Commerce is the array of activities associated with buying and selling of goods and services. The exchange of these commodities is usually through wholesale and retail business outlets. A sound business sector is vital to the overall economic health of a community.

In Jefferson County there are three leading commercial areas; Port Townsend, Hadlock and Quilcene. Smaller business centers are located in Brinnon, Chimacum, South Discovery Bay and Gardiner. "Ma and Pa" type general stores such as those at Nordland, Port Ludlow, Lake Leland, Four Corners and Beaver Valley serve some commercial needs of more isolated rural areas.

A new commercial center is planned to be constructed at Port Ludlow.

It is presumed that many County residents travel to Seattle, Edmonds, Bremerton, and Port Angeles to purchase some goods and services. Mail order, parcel post, and local trucking firms no doubt also account for some portion of local commodity exchange.

The expansion of commercial businesses within the County appears to be taking place in close proximity to established commercial areas. The only noticeable exception to this pattern is the apparent preparation of land for future commercial development along State Highway 20 between Port Townsend and Jefferson County Airport. Local financing institutions indicate that almost all commercial loan inquiries are related to the City of Port Townsend, Hadlock, and Quilcene.

GOAL

To provide for the expansion of commercial development in response to market demand and to insure that commercial development is located, designed, constructed, and operated in a desirable and well-planned manner.

POLICIES

1. Commercial development should be located in areas where a reasonable demand can be expected for needs of the nearby community or to provide tourist-oriented services.
2. Strip commercial development along roads and highways leads to unnecessary traffic congestion, automobile accidents, proliferation of signs, and the diminishment of adjoining property values. Therefore, commercial development should be located adjacent to existing commercial development in a block-like fashion, or at the intersection of two or more arterial roads, or within a planned unit commercial mall.

Commercial enterprises should be arranged and developed on blocks of land so that signs, accesses, and traffic congestion can be kept to a minimum; so that security can more easily be provided; and so that adjacent property values can be maintained or enhanced.

3. Commercial developments should provide parking and off-street loading areas sufficient to serve the size and type of the proposed business. Such parking and loading areas should be well lighted and well drained. Parking and loading areas should be jointly used whenever practicable as a means of conserving land and reducing commercial development costs.
4. Driveway accesses for parking and loading areas should be located and designed in such a way that any vehicle entering or leaving such premises is clearly visible for a reasonable distance to any pedestrian or motorist approaching the access.
5. Parking areas and access points should be located and designed in such a manner that any vehicle leaving the premises onto a road will be traveling in a forward motion.
6. Commercial development should be adequately screened, or separated from adjoining and differing land uses such as nearby residences. Such separation can be accomplished by landscaping and/or fencing.
7. Signs associated with commercial developments should be kept to a minimum in size and number. Signs should be designed and located with regard to aesthetic considerations, and erected for the primary purpose of giving information or direction.
8. Commercial land or buildings should be used in a manner which does not create dangerous, injurious, noxious, or similar conditions which would adversely affect the use or value of adjacent areas or properties.
9. Commercial activities should not emit dangerous or objectionable noise, odors, radioactivity, vibrations, or glare.
10. Commercial developments should follow accepted standards of the Olympic Regional Air Pollution Authority so as to minimize emission of ashes, dust, vapors, smoke or other substances which are harmful to health, animals, vegetation, or other property.
11. Commercial developments should follow standards of the Washington State Water Pollution Control Commission and the policies of the Jefferson-Clallam County Water Quality Management Plan.
12. Commercial developments should make adequate provisions for removal of trash and rubbish, as well as dilapidated apparatus and vehicles.

SIGNS, BILLBOARDS and OUTDOOR ADVERTISING

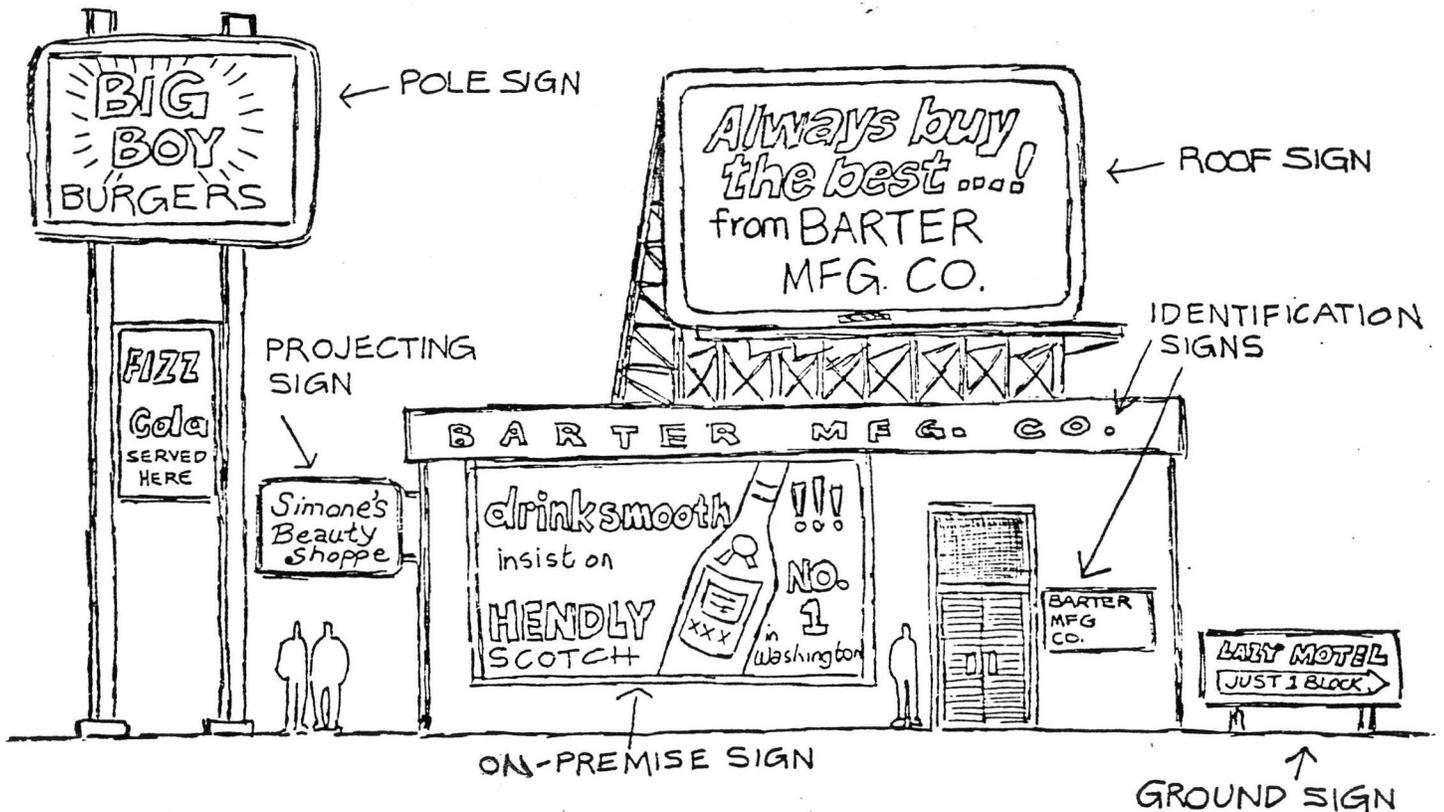
Signs are publicly displayed graphic messages, the purpose of which is to provide information, direction, or commercial advertising.

In Jefferson County road and traffic signs are the responsibility of the Department of Public Works. Signs are erected in accordance with federal and State standards with respect to design, location, and traffic conditions.

Private, outdoor, commercial business signs are not presently required to meet any public standards. The only exceptions are those signs placed in areas subject to the Jefferson County Shoreline Management Master Program. The Master Program does contain some performance standards for signs and outdoor advertising.

People need signs. Signs give direction, information, and perform many necessary and desirable functions. However, the indiscriminate proliferation of signs can have undesirable effects. Dangerous conflicts between advertising signs and traffic control signs can destroy the effectiveness of both. These circumstances become more likely as automobile traffic at certain locations increases. Chaotic placement of signs can result in an aesthetic blight on the nearby landscape, and can adversely affect adjacent property values. Outdoor signs suspended over pedestrian areas or placed on top of structures can be dangerous, particularly during windy weather. Over enthusiastic competition among signs can cause the loss of identity and value of any single sign among the many. In a multitude of competing signs, the message of each one can be lost and the result is confusion.

There are many kinds of signs. The following illustration provides a graphic description of typical sign types.



GOAL

To provide necessary information and direction with appropriate signs which are functional, yet aesthetically pleasing.

POLICIES

1. Billboards and off-premise outdoor advertising signs should be limited to areas of high-intensity land use such as commercial centers. Such signs should not be placed along rural roadways and in residential areas.
2. On-premise signs should be constructed against or painted on buildings whenever possible.
3. 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.
4. Projecting signs should not extend over pedestrian walkways, building entrances, or road right-of-ways.
5. 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.
6. 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.
7. Directional signs should be kept to a minimum in both size and numbers.
8. Signs should be built from native materials and blend with the landscape whenever possible.
9. Recognized or officially delineated vistas, viewpoints, and historic sites should be kept free of unnecessary signs, particularly those related to commercial advertising.
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 off-premise business signs which are displayed even though the business has terminated.
11. 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.
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. 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.

UTILITIES

Utilities are those services and facilities which distribute water, sewage, gas, electricity, and communications.

The City of Port Townsend; the County Public Utility District (P.U.D.);

three small public water districts (Coyle, Paradise Bay, and Rocky Point); and a number of private organizations constitute the majority of water utility purveyors in Jefferson County. The P.U.D., while legally authorized to provide service, does not currently operate any functioning water or electric power systems.

Currently there are six sanitary sewage systems in the County, although some are for special purpose use and are not available for public domestic disposal. Existing systems include those located at the City of Port Townsend, the Crown Zellerbach Mill, Port Ludlow, Indian Island (U.S. Navy), the U.S. Fish and Wildlife Service's Laboratory at Marrowstone Island, and Queets/Clearwater. A system is planned soon for the Cape George area.

Gas, in the form of liquified petroleum, is distributed by truck through private companies. No piped, natural gas service is available in Jefferson County, either for residential, commercial, or industrial use.

The major portion of eastern Jefferson County receives electrical power service from the Puget Sound Power and Light Company. The southernmost part of eastern Jefferson County is served by Mason County P.U.D. #1. Western Jefferson County receives its electricity through the facilities of Clallam County P.U.D. and Grays Harbor P.U.D.

Pacific Northwest Bell supplies telephone service for Port Townsend, the Quimper Peninsula, Four Corners, Hadlock, Irondale, Oak Bay, and Port Ludlow. United Telephone serves the remainder of eastern Jefferson County including Chimacum, Center, Gardiner, Quilcene, and Brinnon. Western Jefferson County's telephone service is provided by Peninsula Telephone and Telegraph Company.

A private company is now serving Port Townsend with cable-T.V.

Some utilities, such as water and sewer systems, are prime determinants of an area's growth. Utilities have an extremely important influence on the rate and density of development which occurs in a community. When a utility expands its geographical service area, or when the capacity of facilities such as pipelines are increased, many noticeable changes can take place. New and different types of property uses often can occur. New industries and commercial businesses may be able to locate where once they could not. Residential densities will more than likely increase. For example, a community water or sewer system may make land which was previously unusable for housing available for new residential construction. Or, property which was only capable of sustaining low-density, single-family residences, may suddenly be able to support multi-family units such as apartments or condominiums. The tax rate in a community often increases with utility expansion inasmuch as many utilities are financed by Utility Local Improvement Districts (U.L.I.D.'s). Bonds are sold and then normally retired by special property tax assessments.

GOAL

To provide for utility services in an efficient, adequate, and well-planned manner.

POLICIES

1. Whenever a new public utility system is created, or an existing one

expanded, it should be done so in support of the County-wide growth policies contained in this Comprehensive Plan.

To that end, priority for utilities development such as domestic water systems, should be in the areas of Port Townsend, the Quimper Peninsula, Tri-Cities (Irondale, Hadlock, Chimacum), Oak Bay/Mats Mats Corridor, Port Ludlow, Shine, South Point, Quilcene, and Brinnon. The level of utilities service in these communities should be steadily improved and increased to a level considered "suburban."

Those areas considered "rural" such as Gardiner, Marrowstone Island, the fringes of the Chimacum Valleys, Center, and the Toandos and Bolton Peninsulas should be served primarily by individual, private wells, or by "neighborhood" systems such as those within a residential subdivision.

The County's "resource production" areas, such as agricultural or timber land, should not be subject to the development of public water systems, sanitary sewer systems and the special tax costs associated with public investments for such facilities.

2. The general taxpaying public of Jefferson County should not bear the direct costs of utilities associated with private developments. Residential, commercial, and industrial developers should assume the costs of utilities which are necessary to make their projects functional.
3. Historically, many residential subdivisions were platted without the development of necessary facilities such as water systems. In the event that the County, or the Public Utilities District (P.U.D.) assists property owners within those subdivisions in providing such utilities, those property owners who benefit should eventually assume the cost of such improvements. This assumes that such "lending of public credit" is permissible by State law. Financing for the entire costs of improvements should be by means of Utility Local Improvement Districts (U.L.I.D.'s).
4. Utilities should be located, designed, sized, and installed to meet reasonably foreseeable future needs.
5. Utilities should be installed within, or adjacent to, existing utility or transportation corridors whenever feasible.
6. Whenever possible, utility corridors should serve multiple uses such as transportation routes, pathways, or recreational trails.
7. Utility systems should not be installed in areas of geologic hazard unless geologic stability can be secured.
8. Utilities should not be located in flood-prone areas unless adequate flood protection is provided, and the facilities are installed in a manner which does not increase the possibility of danger to someone else's life or property.
9. The location, design, construction, and operation of utility systems along shorelines should follow the policies and performance standards of the Shoreline Management Master Program for Jefferson County.
10. The application of innovative technology for utility systems is encouraged for various types of land use, and for different sizes of development projects.

TRANSPORTATION/CIRCULATION

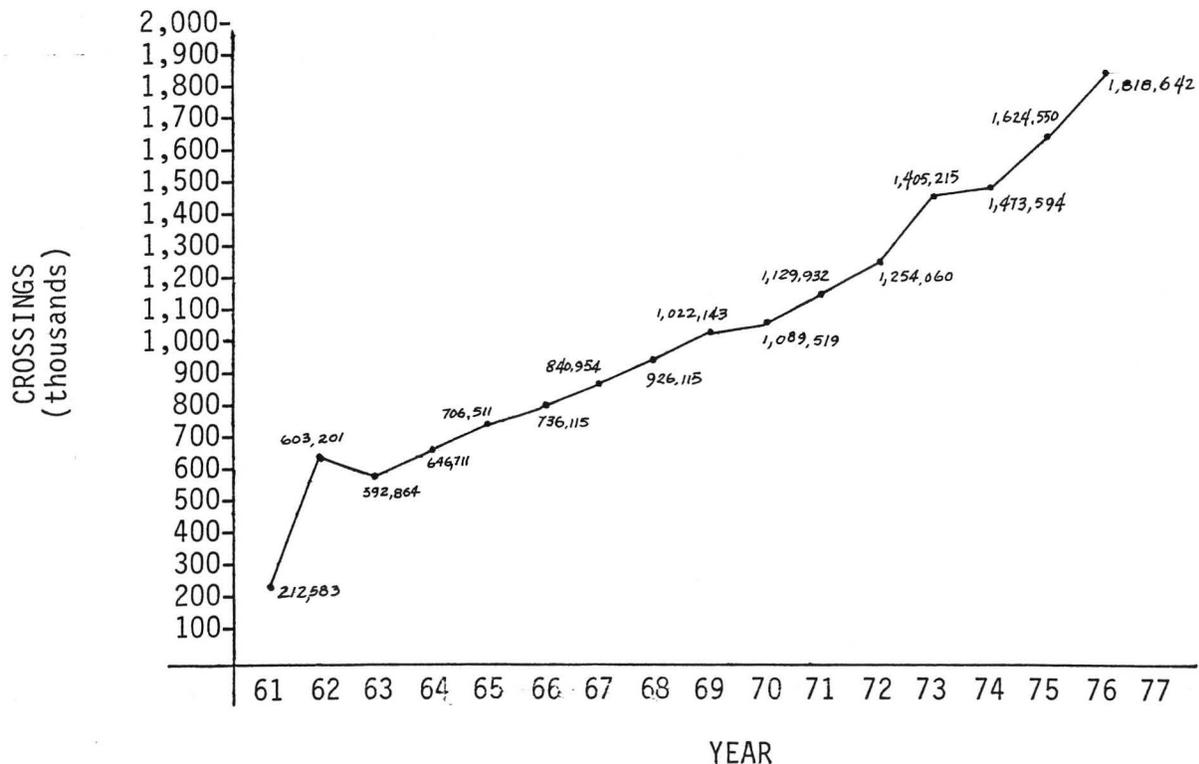
Transportation and circulation is that network of delivering people, goods, and services to various points within, as well as to and from, the County. Transportation facilities include roads, bridges, railroads, airports, bus terminals, and ferries.

The primary mode of transportation in Jefferson County is motorized vehicles which travel the 410 miles of County-maintained roads. There are approximately 104 miles of State highway in Jefferson County including Highways 20, 104, and 101. There are also an uncalculated number of private access roads.

Each year the number of locally-registered motor vehicles increases. This can be attributed to the general increased ratio of number of cars per family; the number of new, young families originating in the County; and the continued immigration of new people into the area. In 1970 there were 7,488 vehicles registered in Jefferson County. In 1975 the number had increased to 10,008. The Washington State Patrol now inspects approximately 550 vehicles annually which are licensed in other states, requesting conversion to Jefferson County registration.

An integral part of motor vehicle transportation in the County is the Hood Canal Toll Bridge operated as a portion of the State ferry system under the Washington State Highway Commission. The following statistics reflect increases in bridge crossings over the last fifteen years: 1961 - 212,583, 1965 - 706,511, 1970 - 1,089,519, 1975 - 1,624,550, 1976 - 1,818,642. Graphically it appears as follows:

HOOD CANAL TOLL BRIDGE CROSSINGS



Another important aspect of ground transportation in the County is the Washington State Ferry System. Ferries provide essential connections from Winslow to Seattle, Kingston to Edmonds, and Port Townsend to Whidbey Island. The Port Townsend-Keystone Ferry, once privately owned and operated, is now part of the public State system. In 1977, 133,000 vehicles and 1,800,000 passengers, were transported on the Keystone Ferry.

Stevens' StageLines' provides the primary bus service in Jefferson County. The Stevens' Company provides a vital link from Port Townsend to Center where local passengers make connections via Greyhound to Port Angeles or Seattle.

Air transportation is accommodated through Jefferson County International Airport and a number of private airstrips. The County's airport is publicly owned and operated by the Port of Port Townsend. Located four miles south of the City of Port Townsend, the airport was acquired by the County in 1947 and transferred to the Port District in 1959. It consists of a grass-surfaced, 3,300 foot runway and a small group of hangers and a cafe. From 1975 figures, yearly take-offs and landings are estimated at 13,200. Eighteen private planes are based at the airport. No regularly-scheduled passenger or cargo flights are provided at the present time. In recent years, the Port District has undertaken feasibility studies to explore possible relocation and reconstruction of the County's airport. Considerable community controversy has arisen over whether the present airport is adequate or whether it should be renovated. Additional citizen interest has been generated by a possible relocation of the airport to a number of other potential sites including Strangers Lake, Chimacum Ridge, and Ludlow Lake. The present position of the Board of Commissioners for the Port of Port Townsend is that the Ludlow Lake area will be the location of any new public airport development in the foreseeable future.

The only railroad currently in operation in Jefferson County is owned by the Milwaukee Railroad Company. With its non-passenger route from Port Angeles, lumber and paper products from Port Angeles and Port Townsend mills is conveyed onto barges at Port Townsend for shipment to Seattle.

GOAL

The goal is to maintain and expand our transportation and circulation network at the highest level of convenience, safety, reliability, and efficiency at the same time conserving cost, energy, and natural resources.

POLICIES

1. Transportation and circulation corridors should be multi-functional and include roads and utilities, as well as equestrian, pedestrian, and bike routes in integrated systems.
2. Transportation and circulation facilities should be located, designed and installed to meet reasonably foreseeable future needs.
3. Transportation networks and facilities should be commensurate with existing and future land use and development patterns. County road programs, airport plans, and the like should not only consider engineering aspects, but the rate and type of development expected to occur in proximity to proposed transportation improvements.

Whenever a new transportation route or facility is created, or an existing one improved or expanded, it should be done so in support of the Countywide growth policies contained in this Comprehensive Plan.

4. Public awareness and review should be an integral part of any proposed transportation plan, program, or project.
5. Facilities associated with transportation and circulation should be located and designed with respect to such natural features as topography, soils, geology, floodplains, streamways, shorelines, marshes, and aquifer recharge areas.
6. Transportation and circulation facilities should be located within existing routes or corridors whenever feasible.
7. Circulation routes, particularly County roads, should be clearly and completely signed or otherwise marked to facilitate convenient travel for the public and efficient service-delivery for emergency vehicles.
8. In order to provide traffic safety, and to minimize public expenditures, road circulation routes should incorporate limited-access provisions wherever possible. Jointly-used residential driveways, and commercial or residential frontage roads should be a high priority in roadway and roadside design.

In order to preserve the integrity of the County road system and arterial routes in particular, Jefferson County should undertake and fund a program for the establishment of commercial frontage roads in critical areas of the County such as State Highway 20 and the Airport Cut-Off Road between Port Townsend and Chimacum.

9. The location, 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.
10. In view of the large capital costs associated with land-based airport development, and considering the extensive amount of marine shoreline in Jefferson County, development of a centralized seaplane facility for scheduled cargo and passenger service should be explored for feasibility.
11. In compliance with R.C.W. 36.70.520 (State Planning Enabling Act), at least five months before the end of each fiscal year, each County officer, department, board, or commission, and each governmental body whose jurisdiction lies entirely within the County (except incorporated cities and towns) whose functions include preparing and recommending plans for, or constructing major public works, (including roads and other transportation facilities), should submit to the Planning Commission a list of the proposed transportation-related public works being recommended for initiation or construction during the ensuing fiscal year.

The Planning Commission should then prepare and submit to the Board of Commissioners a report which should set forth how each proposed project relates to all other proposed projects, and to all features in this Comprehensive Plan, both as to location and timing.

12. In further compliance with the State Planning Enabling Act, no street or road should be acquired by dedication or otherwise; no street or road should be disposed of, closed or abandoned, until its location, purpose, and extent has been submitted to, and reported upon, by the Planning Commission. The report of the Planning Commission should set forth the

- manner and the degree to which the proposed project does or does not conform with the objectives of this Comprehensive Plan.
13. The Planning Commission will judge proposed road vacations for conformance with this Comprehensive Plan in light of the following principles:
 - (a) Roads should not be closed, vacated, or abandoned when land use or development plans, or occurring patterns, indicate their usefulness for area circulation. Prior to a vacation decision, an examination should be made of its probable effect on overall area circulation in the neighborhood. Single or multiple vacations should be considered a positive tool toward improving neighborhood circulation and accesses.
 - (b) The effectiveness of fire, medical, law enforcement, or other emergency services should not be impaired by the closure, vacation, or abandonment of County roads. Appropriate authorities should be consulted with respect to this policy.
 - (c) Roads should not be closed, vacated, or abandoned when such routes can effectively be used for utility corridors. Suitable utility easements could be retained as a means of satisfying this policy. Public and private utility companies and their plans should be consulted with respect to this policy.
 - (d) Roads should not be closed, vacated, or abandoned when such routes can effectively be used for trails or pathways. Suitable trail easements could be retained as a means of satisfying this policy. The Jefferson County Park, Recreation, and Open Space Plan should be used as a guide to determine trail needs.
 - (e) In compliance with R.C.W. 36.87.130, no County road or part thereof should be vacated which abuts on a body of salt or freshwater, unless the vacation is to enable any public authority to acquire the vacated property for port purposes, boat moorage or launching sites, or for park, viewpoint, recreational, educational, or other public purposes or unless the property is zoned for industrial purposes.
 14. The Planning Commission will judge proposed County road acquisitions for conformance with this Comprehensive Plan in light of the following principles:
 - (a) Roads should clearly improve area or neighborhood circulation. Particular attention should be paid to the manner in which a proposed new public road will improve the effectiveness of fire and medical aid and school bus service.
 - (b) The proposed road should have an adequate right-of-way to encompass the road way surface, shoulders, ditches, utilities, and associated bikeways, horse trails, and pedestrian routes where appropriate.
 - (c) Any new road accepted by the County should be constructed to Jefferson County standards. Any construction or physical improvements that are necessary to bring a road in conformance with said standards should be financed by those who benefit from said road. Road Improvement Districts (R.I.D.'s) and special maintenance arrangements should be utilized when appropriate.
 15. Herbicides used to control weeds and brush along public roads should not be applied in areas where adjoining property owners have properly notified the County of their opposition to such practices, and have posted said property in compliance with County requirements. Alternative means to weed and brush control is encouraged and should be employed whenever feasible and

- practicable.
16. At least one air terminal in Jefferson County should meet minimum Federal Aviation Administration standards and be adequate to accommodate scheduled commuter and cargo service.
 17. Jefferson County should develop a permit system to govern the transport of hazardous toxic, explosive, or radioactive materials or cargo within the confines of Jefferson County. The system should include provisions for route selection, evacuation plans, etc.

PARKS AND RECREATION

Jefferson County is blessed with an abundance of unique natural features, the grandeur of the Olympics, hundreds of miles of beautiful marine shorelines, unpolluted streams, magnificent stands of timber, and a diversity of fish, shellfish, and wildlife.

These and other assets are the basis of the County's attraction as a regional "recreational mecca." Location on the fringe of the expanding Puget Sound Metropolitan Area, the County's recreational resources and facilities will come under more and more pressure from non-resident users. And while this can generate economic benefits for private recreational businesses, it can create problems for public facilities and the agencies which manage them. Land acquisition, development funds, law enforcement, traffic, and trespass are but some of the difficulties that must be dealt with in public park and recreation planning.

Presently, within the County, Jefferson County owns and manages 15 park or recreation sites. The State of Washington manages 30; the federal government 16; the Port of Port Townsend 8; special-interest groups 16; the City of Port Townsend 6; and private enterprise 20. (See Jefferson County Park, Recreation, and Open Space Plan for details as to size and type of facilities.)

As the County's population grows and as the tourism industry expands, the ability to meet park and recreational demands will be an exhaustive challenge for both the public and private sectors.

GOALS

1. To develop park facilities that are responsive to the needs and desires of Jefferson County residents and property owners.
2. To develop facilities within an equitable framework of taxation and prudent financial management.
3. To use, but not destroy, the many natural features of Jefferson County which are available for park and recreation activities.

POLICIES

1. Park and recreation facilities should accommodate a diversity of age groups and interest groups.
2. The location, type and amount of park and recreation facilities should be consistent with the needs and desires of the citizens in the area where the facilities would be located.
3. Park design and operation should deal with the impact such activities have,

- not only within park boundaries, but on adjacent properties and communities as well.
4. Park and recreation facilities should be located, designed, and constructed compatibly with natural features such as soils, geology, topography, and shoreline resources.
 5. Private enterprise should be encouraged in the park and recreation "industry." Publicly financed and operated facilities should not be entertained as the only alternative to meeting recreational demands.
 6. Public park authorities may establish population limits for each park and may charge fees commensurate with commercial park fees for the combined purposes of providing means for payment of services and to eliminate the abuse that often comes from "free" services.
 7. Recreation facilities should make adequate provisions for (a) traffic, both inside and outside the facility, (b) proper water and sewage disposal methods, (c) law enforcement, (d) garbage disposal, (e) vehicular parking, and (f) prevention of "activity overflow" onto adjacent properties.
 8. Recreation facilities should make adequate provision such as screening, buffer strips, fences, and signs to prevent park overflow and to protect the value and enjoyment of adjacent or nearby private or public properties.
 9. Recreation facilities should attempt to prohibit tree-cutting and limit the taking of marine life, driftwood, and similar "souvenirs."
 10. Signs associated with recreation facilities should be kept to a minimum in number and size, and should be erected as information or directional aids only.
 11. Adequate provisions should be made for the control of fires both within recreation facilities and between recreation facilities and adjacent private or public lands.
 12. Unless specifically designed for that purpose, park and recreation facilities should prohibit the off-road use of all terrain vehicles in order to protect natural features as well as the enjoyment and value of adjacent private and public properties.
 13. Maximum use of school land, other public land, and utility and road right-of-ways should be encouraged as recreational sites.
 14. Acquisition and development of park and recreational land and facilities should anticipate the future needs of County citizens. The Capital Improvement Program in the Jefferson County Park, Recreation, and Open Space Plan should be continually pursued.
 15. Parks and recreation facilities along marine shores, lakes, and streams should be compatible with the goals, policies, and performance standards of the Jefferson County Shoreline Management Master Program.
 16. The tidal marshes of Jefferson County have been analyzed for their value as contributors to fish and shellfish production. They also serve as wildlife habitat, recreational resources, and erosion-defense works. Therefore, development rights, title, or conservation easements should be purchased for the County's tidal marshes on a priority basis.
 17. County tax revenues should be spent for park and recreation facilities which serve, or provide a direct economic benefit to the residents of Jefferson County. Facilities which are primarily used by out-of-County residents, and which generate few "tourism dollars", should be funded, managed, and maintained by State and federal park authorities.

18. Developers of new residential subdivisions should provide land, facilities or fees-in-lieu of for neighborhood parks and recreation.
19. Park and recreation facilities which clearly serve distinct community or neighborhood interests should be financed by Local Improvement Districts.

OPEN SPACE

Past generations called it "elbow room", today it is termed "open space." It is the ability to be, and feel, uncrowded.

Open space is most often associated with undeveloped or lightly-developed land. Such land is of value for recreational purposes, agricultural or forest production, biological and wildlife habitats, buffers between more intensely developed areas, and for the maintenance of an aesthetically pleasing landscape.

In 1970 concern over development pressure on open spaces led the Washington State Legislature to enact R.C.W. Chapter 84.34 known as the Open Space Taxation Act (O.S.T.A.). The statute was subsequently amended in 1973. The law provides for the assessment of real estate for tax purposes on the basis of current use rather than market value.

As property values rise due to sales for new uses, or speculation, it also means that property taxes go up. Owners of farms, timberlands, and other open spaces with relatively low returns from their land may wind up paying property taxes based on land values much higher than justified by present uses. There are some economic and aesthetic values of open space land, and the intent of the Open Space Taxation Act is to encourage the preservation of those uses through reduction in taxes.

Land which may qualify for this differential assessment program falls into three categories specified by O.S.T.A: "farm and agricultural land"; "timberland"; and "open space land." Detailed eligibility requirements, tax rates, penalty and interest charges for withdrawal, and projected tax savings may be obtained from the office of the Jefferson County Assessor.

Application for "farm and agricultural land" are acted upon by the County Assessor with an appeal process to the Board of County Commissioners. An advisory committee of local farmers assists the County Assessor on typical crops, land quality, and net cash rental so that the Assessor can make more knowledgeable and equitable assessments for land qualifying under O.S.T.A.

Applications for "timberland" and "open space land" are approved or disapproved by the County Commissioners after being acted upon "in the same manner in which an amendment to the Comprehensive Plan is processed" as required by State law. The Commissioners may approve only part of the tract for which an application has been made. They may also require that certain provisions be met in order for an application to be approved. An example might be the granting of public easements for walking along beaches, or for fishing along streams, or hunting on farms. The law does not, however, presume or require that public access be granted over private property merely to qualify for the O.S.T.A. program.

In 1977 there were 91 properties in Jefferson County in the current use taxation program. Those properties represented 3,318 acres with a total land value of \$3,833,095, or an average value of \$1,155 per acre. The same proper-

ties, after being accepted into the current-use taxation program, had their cumulative value reduced by over 60% to \$1,520,175 or \$458 per acre.

The O.S.T.A. program will affect not only the distribution of tax levies for general-purpose government, such as Jefferson County, but also for those public services that are taxed by sub-county, or special purpose districts such as school and fire districts.

Generally speaking, the tax burden for regular levies will be shifted toward those properties not enrolled in the O.S.T.A. program. In other words, the property owner not in the O.S.T.A. program must pay a greater proportion of public service taxes at a given tax rate.

Moreover, the tax millage rate (dollars per thousand of assessed valuation) will be raised for a public entity, such as a school district, in order to yield revenues equal to those generated on a previous tax base (before total district assessed valuations were reduced under O.S.T.A.).

Beside tax differential programs, other techniques may be employed to preserve open space such as fee-simple purchase of lands, purchase of development rights, and the acquisition of conservation easements, either by purchase or gift. Those property owners who grant or sell land or property rights to the public may find a number of benefits such as reductions of their property taxes and personal income taxes.

In the case of open space taxation, the presumption is that the general taxpaying public should receive some benefit from, and thereby be compensated for, additional taxes they will pay which accrue from those whose taxes are reduced under O.S.T.A.

In the case of purchasing title, easements, or development rights for open space, it is presumed that the private property owner is compensated for those property rights which become the public's.

GOALS

1. To retain open space in Jefferson County for recreational enhancement, to assist in timber and agricultural production, for fish, shellfish and wildlife habitats, for relief and buffering between more intensely developed areas, and for the maintenance of an aesthetically pleasing landscape.
2. To provide equitable compensation to private property owners, or the general public, as a result of the conservation of open space.

POLICIES

1. Applications for "open space" current use tax assessment submitted under R.C.W. 84.34 should be approved only if said properties:
 - (a) Conserve and enhance natural or scenic resources. Examples include floodplains, areas of unique plantlife or wildlife, and areas designated in the Jefferson County Shoreline Management Master Program as "natural"; or
 - (b) Protect streams or water supplies. Examples include streams which serve as public or private water supplies or the watersheds of such streams, streams which provide migratory routes for anadromous fish such as salmon and steelhead, and the well-protection areas of public water supplies which serve more than ten households; or
 - (c) Promote conservation of soils, wetlands, beaches or tidal marshes. Examples include soil characterized by the Jefferson County Soil Survey as having high potential for agricultural or timber productivity, tidal

- marshes identified in the publication "Tidal Marshes of Jefferson County", and marine lands subject to the Jefferson County Shoreline Management Master Program; or
- (d) Enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or sanctuaries, or other open space. An example might be an upland property abutting public tidelands which have not been leased to a private party by the State Department of Natural Resources, or land which provides additional access to a public recreational area; or
 - (e) Enhance recreational opportunities. An example might be land open to the public for camping, hunting, fishing or shellfish gatherings; or
 - (f) Preserve archaeological or educational structures or sites, and structures or sites contained on the National or State register of historic places; or
 - (g) Retain in a natural state tracts of land not smaller than five acres situated in an urban area and open to public use on such conditions as may be reasonably required by the Board of Commissioners; or
 - (h) Assist in the implementation of the Jefferson County Parks, Recreation and Open Space Plan. An example would be land dedicated for public use as a hiking, bicycle, or horse trail consistent with the proposed routes contained in the plan; or
 - (i) Provide a practical buffer between areas of conflicting land uses. Examples might be noise-buffer areas around an airport, or a green-belt around an industrial site which is adjacent to a residential area; or
 - (j) Assist in limiting accesses, congestion, and strip-commercial development along public roads and highways. Properties which should be considered are only those which are more than 660 feet from the intersection of two arterial roads; or
 - (k) Preserve or retain corridors for future public roads which are scheduled for acquisition in conformance with the County's Six-Year Road Program.
2. Applications for "open space" current use tax assessment submitted under R.C.W. 84.34 should be approved only when the general taxpaying public of Jefferson County will receive reasonable benefits commensurate with the anticipated reduction in property tax for the land seeking approval. Location, unique characteristics, and public need for such land should be some of the factors used to determine consistency with the foregoing "public compensation" policy.
3. Special conditions, provisions, and agreements may be suggested by the Planning Commission and/or required by the Board of County Commissioners in approving "open space" applications, particularly in support of policy number two ("public compensation") above.
4. Applications for "timberlands" for current use tax assessment submitted under R.C.W. 84.34 (O.S.T.A.) should be approved only if said properties:
- (a) Are in a contiguous ownership of five (5) or more acres which is devoted primarily to the growth and harvest of forest crops; and
 - (b) Have a forest management plan prepared with the assistance of a professional forester which shows how the subject property will be managed to provide for the long-term commercial productivity of the timber on the site including projected cutting and reforestation

- methods; and
- (c) Are not located within 200 feet from the ordinary high water mark of a body of salt water; and
 - (d) Are not classified as reforestation land under R.C.W. 84.28; and
 - (e) Are not classified for deferred taxation under R.C.W. 84.32.

INDUSTRIAL DEVELOPMENT

Industry is commonly defined as the commercial production, processing, manufacturing, fabrication, or assembly of goods or materials. The warehousing and storage of the products is ordinarily considered part of the industrial process.

In the later 1800's and 1900's industrial development in the United States was concentrated in the Northeast and, to a lesser extent, the North-Central part of the country. However, beginning in the 1920's, and accelerating at an even more rapid rate since World War II, industrial growth transferred to the South and West. Some of the most important reasons for these regional shifts include: shifts in the location of markets associated with population shifts, labor-oriented variables such as available manpower and labor union activities, and climate as it relates to population shifts and energy costs.

Just as early industrial location in the United States was concentrated in the Northeast, so was much of the growth focused in the central cities. But now a diffusion of non-metropolitan industrial development is taking place and appears as though it will continue. The dispersal to rural counties and small towns seems to be motivated by a number of factors: federal policies such as those contained in the Public Works and Economic Development Act of 1972; the support of local communities who feel a need for additional tax revenue and job opportunities; the willingness of industry to locate in areas where land and tax costs are lower, where a strong, rural "work ethic" exists among prospective employees; the surplus of low-wage labor that exists in many rural communities; and improvements in transportation systems to, and within, rural areas.

It seems reasonable to assume that Jefferson County will not be immune from being a rural area attractive to future industrial development. Although land-based transportation may be somewhat of an obstacle, other factors may become more important in terms of new manufacturers assuming residence in Jefferson County. Examples are the temperate climate and related energy costs; comparatively low tax rates; an abundance of undeveloped land at comparatively reasonable cost; water-oriented transportation; absence of organized labor unions; and the lack of strict development regulations relative to those found in more urban areas.

Traditionally, Jefferson County's industrial base has been a derivative of its local natural resources, primarily timber and fisheries. Today circumstances are not very different. The Crown Zellerbach Kraft Paper Mill in Port Townsend is undeniably the economic backbone of the County's economy. As the largest paper mill on the Olympic Peninsula, it presently employs 560 people with an annual payroll of \$10,500,000.

The last ten years have seen boat building and boat repair begin to flourish as another important local industry. With over half a dozen relatively

new companies in east Jefferson County, project sales for 1978 are approximately \$4,000,000, with employees totaling nearly 100 people.

Although typically not considered industry, the production of fish and shellfish is an important local economic mainstay. This activity involves extensive oyster production in Dabob and Quilcene Bays, clam harvesting in Discovery Bay, a new salmon-rearing operation in Port Townsend Bay, and two companion seafood processing plants in Port Townsend. These operations are augmented by a number of fish hatcheries and the Washington State Shellfish Laboratory at Point Whitney near Brinnon.

Some of the most recent research involving the effects of industrial development on rural counties and small communities was completed in 1976 by a team of rural sociologists headed by Gene F. Summers from the University of Wisconsin. The team analyzed 106 impact case studies done by other researchers involving non-metropolitan industrial growth. From their work they cite a number of generalizations based on empirical evidence:

- In a clear majority of plant locations, the host community experiences population growth.
- The population growth effect of a new plant is concentrated in villages and towns nearest the plant site.
- The rate of population growth clearly is a function of the size of the industrial firm.
- The initial source of population growth is likely to be increased immigration coupled with unchanged or decreased outmigration.
- The majority (2/3 to 3/4) of immigrants move no farther than 50 miles. Those who move farther are probably managers and technical personnel.
- The proportion of the host county's population living in places of 2,500 or more is increased by industrial development, with some growth also in hamlets and the open country.
- Non-metropolitan workers often commute long distances for a period of time after employment, but in the long run they move closer to their place of work, or change jobs.
- Non-metropolitan industrial workers, as a group, are generally more mobile residentially than rural dwellers.
- The labor sheds of non-metropolitan industrial plants often are larger than those in metropolitan areas. Their size depends on many factors including size of towns near the plant, local highway system, wage differentials between the plant and other local employers, and personal attributes of the workers.
- Employers prefer younger workers, although in some instances, skill gained through experience may be competitive with youth.
- Preferences for male versus female employees are related to the type of industry, with males predominating in the heavy manufacturing industries and females being favored in the light industries such as apparel, textile and appliance assembly plants. The latter are low-skilled, low-wage industries.
- There is considerable evidence that non-whites are under-represented in the work forces of non-metropolitan industrial plants. Where they are hired they are concentrated in unskilled and semi-skilled jobs. This situation may indicate outright discriminatory hiring practices, or insufficient skill

- level among local non-whites, or both.
- Non-metropolitan industrial workers have larger households than the local area residents generally. This appears to be a function of their age relative to the local population; more are in the child bearing and child rearing stages of the family cycle.
 - There is virtually no evidence that industrial development increased the level of educational attainment in the host community. Where it does occur, the evidence suggests it is due to changes in the age structure. That is, there is an increase in younger adults moving into the area, an age group which has generally spent more time in institutions of formal or technical education.
 - New jobs often do not go to the local unemployed, underemployed, minorities, and marginally employable persons likely to be near or below the poverty level.
 - High-skill, high-wage industries, which are most likely to increase the aggregate income and raise the percentage of families above the poverty level, are least likely to hire local disadvantaged. The apparent gains in aggregate income and unemployment rate often hid the failure to aid the local disadvantaged.
 - Low-skill, low-wage industries are more likely to employ the disadvantaged.
 - Most female workers expect to draw unemployment if laid off and retire from the labor market if no work can be found locally. Moving the household to secure the wife's employment is not regarded by most female workers as a viable alternative.
 - Most male workers expect to seek other industrial work if laid off. Few would consider returning to farm work. Moving to another community to secure employment is an undesirable, but viable alternative.
 - Worker dissatisfactions with piece work in industry are off-set by higher standards of living, job security, shorter hours, easier work, and greater chances of advancement.
 - Industrial firms often are offered inducements by the local community to encourage their choice of the community as a plant site.
 - Increase in the fiscal resource base of the local community often is outweighed by increased costs of providing services to the new industry and the community.
 - Net fiscal gains to the local government do occur. This usually is when no local subsidy was offered the industry, or the plant work force is hired locally, or large proportions of the plant work force live outside the community and commute to work.
 - Where new industry is accompanied by population growth it often strains existing basic service delivery systems.
 - Anticipated benefits to the local community generally exceed received benefits after development. Even so, the percentage of local citizens perceived benefits outweighs those expressing negative opinions.
 - Those not receiving personal benefits are heavily concentrated among the old, the ethnic and racial minorities, the unemployed, and farmers.
 - Having experienced industrial development, a majority of the local citizens want more.
 - Many local residents express positive feelings about one or another aspect of industrial development such as population growth, economic diversification, improved local shopping, and opportunity for off-work. While there

are contrary feelings expressed, the scale weighs heavier in favor of optimism and satisfaction.

- Immigrants express more dissatisfaction with local community services than long-term residents, particularly when the immigrants are of higher skill and income levels than the host community residents.
- Participation rates of industrial workers in voluntary organizations (churches, civic clubs, recreational) are similar to other community residents.
- There is some evidence that choices of types of organizations in which to be involved differ between new-comers and long-term residents. The immigrants show a propensity to favor business, professional, and labor organizations which appears to reflect their educational and occupational characteristics.

GOAL

To provide for industrial expansion in Jefferson County for the net benefit of County residents.

POLICIES

1. New industry should be located either adjacent to existing industrial development, or in planned industrial parks which afford neighboring properties protection from noise, vibration, drainage, dust, excessive traffic, view blockage, etc.
2. Industrial site-planning should internalize negative effects by incorporating greenbelt buffers, landscaping, adequate utilities, noise, air, and water pollution control devices, attractive fencing, and similar measures.
3. The costs of industrial park or site preparation such as roads and utilities should be borne by private enterprise whenever possible. Public funding arrangements for such improvements should include means by which public investments can be recovered.
4. The endorsement by local governmental entities of proposed, major industrial development should only be given after a thorough economic, environmental, and social analysis has been conducted which indicates a net positive effect to the citizens of Jefferson County.
5. Recruitment of new industries into the County should be aimed toward those which add balance to the local economy, do not deteriorate local natural resources, and whose labor requirements are compatible with local skills, particularly the unemployed.
6. The Jefferson County Overall Economic Development Program should be continually updated and actively supported.
7. Jefferson County should not be the repository for hazardous, toxic, or radioactive wastes generated outside of the confines of Jefferson County.

ENERGY: CONSERVATION AND FACILITIES

Energy is technically defined as "inherent power." Typically, that power is used to propel machines related to production or transportation, and to heat and cool structures. The most common sources of energy in the United

States are petroleum, coal, natural gas, electricity, and nuclear power.

Of the energy consumed in the Pacific Northwest, petroleum accounts for 53%, electricity 22%, natural gas 19%, forest products 5%, and coal 1%. For decades the Pacific Northwest has been blessed with the lowest electric rates in the nation, due primarily to the extensive hydroelectric developments on the Columbia and other rivers. Petroleum and natural gas have been imported into our region, much of it from Canada who has made clear her intention to curtail, and eventually cease, such shipments in the future.

It is expected that total energy consumption in the Pacific Northwest will reach a level in the year 2000 that is roughly double that of 1974. To meet those future needs, higher energy production or importation must occur, together with the implementation of an array of energy conservation measures.

In Washington, energy is produced and distributed by both private and public entities. Included are major oil companies such as Mobil, Shell, Arco, Exxon, and Texaco; gas companies such as Washington Natural Gas and Cascade Natural Gas; electric distributors such as Bonneville Power Administration, Puget Sound Power and Light Company, and local public utility districts. Rates and franchises are for the most part under the control of the Washington State Utilities and Transportation Commission. The Governor's Washington State Energy Office is the public coordinator of energy programs and the custodian of the State Energy Conservation Plan.

The siting and physical construction of major energy facilities in Washington State must be certified and approved by the Governor. The Governor is assisted by the Energy Facility Site Evaluation Council (E.F.S.E.C.) which consists of a representative of every State agency with very limited local government representation. E.F.S.E.C. reviews proposals for such facilities as oil refineries, oil ports, nuclear power plants, liquified natural gas ports, and transmission facilities such as oil or gas pipelines. E.F.S.E.C.'s review of the needs and consequences of a proposed energy facility is conducted under very strict and detailed regulations and culminates in a recommendation to the Governor to approve or deny the request for certification. The proposed Northern Tier Pipeline Project, part of which passes through Jefferson County, is an example of a project requiring E.F.S.E.C. review.

GOALS

1. To assure an adequate supply of energy for Jefferson County residents, businesses and industries.
2. To assure that energy production, transmission, or distribution is done in a manner that does not adversely affect the people or natural resources of Jefferson County.

POLICIES

1. The design and construction of buildings should be improved on behalf of energy conservation, i.e. solar or wood heating, optimum insulation, efficient lighting, etc. Codes, regulations, and standards administered by the County should be sufficiently flexible to allow innovation and experimentation in structural design, utility systems, and site layout.
2. Innovative and energy-efficient designs for residential development, commercial or industrial complex, and small-scale sites are encouraged.

3. Advantage should be taken of planning concepts such as residential "clustering", planned unit developments, commercial pockets and malls (as opposed to strip commercial development), and "new towns." Efforts should be made to concentrate neighborhoods and communities toward "self-containment" so that employment, housing, utilities, schools, commercial areas, recreation, and transportation can be more compact, therefore, more energy efficient.
4. Programs and efforts to renovate and rehabilitate older structures are encouraged.
5. The public and private sectors should cooperate in "energy audits" and educational programs aimed at energy conservation.
6. Roads and other transportation systems should be designed with energy conservation in mind. Bikeways, horse trails, and pedestrian paths should be integrated with motorized vehicle routes, or should serve as alternatives to automotive transportation systems.
7. Carpooling and other forms of multi-persons transportation is encouraged.
8. Energy conservation should be promoted through recycling programs, solid waste conversion systems, and industrial head recovery.
9. Commercial and residential lighting should be used in moderation. Lighted commercial advertising signs should be turned off during non-business hours. All lighting, including residential, commercial, industrial, and street-lighting, should be kept at a minimum so long as safety and security is not unreasonably compromised.
10. Both the public and private sectors should strive to purchase equipment and materials which consume the least amount of energy for the nature of the work or function that they will perform.
11. Jefferson County respects the overall energy needs of the State and Nation, but also recognizes similar needs related to food and fiber. Because of certain unique and abundant natural resources within Jefferson County, the County can play a vital role in helping satisfy both the foregoing needs if certain limitations are placed on the type of energy facilities which locate within the County.

For that reason, it is only those major energy facilities which utilize wind power, tidal action, solar power, and bio-mass conversion (particularly forest products waste) which are considered consistent and compatible with this Comprehensive Plan.

The potential environmental and socio-economic jeopardy related to oil refineries, oil ports, thermal or nuclear power plants, liquified petroleum or liquified natural facilities, etc. is contrary to the necessary and efficient production of food and fiber as well as the general welfare of the citizens of Jefferson County. Proposed establishment of said facilities will be strictly construed to be inconsistent with this Comprehensive Plan.

RESOURCE PRODUCTION

Few places exist that are endowed with natural resources comparable with those which abound in Jefferson County. The magnificent forests, streams, and marine waters, and the fish and wildlife which inhabit them, were life-sustaining for the native Indians of our area, as well as for the first white settlers. Still today, these local resources are of utmost importance to those who

reside here, and to those who do not. They influence our life-styles, socially, economically, and even politically.

The wise use of our natural resources is necessary for the benefit and enjoyment of present and future generations. As food and fiber production is one of man's basic needs, the conservation and enhancement of our natural resources should be a priority.

Timber, fish, and shellfish, and to a lesser degree agriculture, are the most important aspects of natural resource production in Jefferson County.

Timber and forest products continue to be the backbone of the County's economy. The forest products sector accounted for 23% of all full and part-time employment in 1975. Thus, nearly one out of every four persons in the County is connected with logging, lumber, paper, or some other aspect of forest products. Jefferson County contains 3.9 billion cubic feet, or 6%, of the total growing stock in the State. This is equivalent to 26% of the growing stock on the Olympic Peninsula and includes both hardwood and softwood species. In 1976, 9.4% of the Western Washington harvested volume came from 13,479 acres in Jefferson County. Timber is harvested from publicly-owned land managed by the U.S. Forest Service and the State Department of Natural Resources; by corporate timber companies such as Crown Zellerbach, Scott Paper, ITT Rayonier, and Pope and Talbot; and by smaller private landowners.

Jefferson County is also gaining prominence because of its marine resource production. Its high quality marine waters and streams are extremely important for clams, oysters, shrimp, herring, bottomfish, and salmon. Dabob and Quilcene Bays are of international importance with respect to commercial production of oyster spawn. Besides commercial fishing areas, a substantial portion of Jefferson County's marine waters and beaches are dedicated to oyster rafting leases, manicured commercial clam areas, subtidal clam harvesting tracts, and salmon rearing pens and hatcheries. Jefferson County is the home of the U.S. Fish and Wildlife Services' Marrowstone Laboratory, as well as the Washington State Department of Fisheries' Whitney Point Shellfish Laboratory.

Farming in Jefferson County is following patterns common to the rest of the nation. The number of farms is decreasing as is the populations who live on them. There are now approximately 120 farms in Jefferson County, most of them relatively small in size and production output. It is estimated that about 25 of these are "fulltime" where the owners rely on the farm for their sole source of income. Of these there are about seven dairies, half of those in existence a decade ago. Dairy, beef cattle, and chickens make up the main share of the farm animal population in the County. The only major crops are hay and Irish potatoes.

The local office of the U.S. Department of Agriculture has calculated that Jefferson County contains approximately 5,600 acres of "prime" farmland, although not all of it is currently in agricultural production.

Successful farming in Jefferson County, according to local farmers, is hampered by the high costs of land, labor, capital equipment, transportation and taxes.

GOAL

To maintain or increase the production level of our local natural resources consistent with economic feasibility and sound conservation practices.

POLICIES

1. Although forest products and marine resources are the most evident aspects of Jefferson County's future in resource production, the potential need for local and regional food sources may very well revitalize the County's agricultural base. Therefore, emphasis on resource production in Jefferson County should be focused on forest products, marine resources, and agriculture.
2. Agencies, companies, and individuals involved in local resource production are encouraged to expand or develop new programs and projects related to research, management, production, and marketing.
3. The utilization of non-renewable resources such as peat, basalt rock, and gravel should be done in a manner which does not cause undue adverse influence on neighboring properties or public facilities. Noise, dust, water quality degradation, damage to public roads, etc. should all be strictly minimized.
4. Plans should be prepared for post-project use of properties from which non-renewable resources will be extracted. For instance, regrading and replanting of vegetation, or perhaps preliminary plans for commercial or residential development, shall be prepared prior to the excavation of gravel pits.

GOVERNMENT

Government is the administration of public policy or laws by a political unit such as a county, city, port district, or school district. Government is basically funded by public money, generally taxes, and is charged with protecting and enhancing the health, safety, and welfare of the citizenry. A thorough description of local government entities and responsibilities is contained on pages 17 through 20 of this Comprehensive Plan and is entitled "County Government and Special-Purpose Districts."

GOAL

To assure the highest degree of public health, safety, and general welfare for all the citizens of Jefferson County without unduly jeopardizing rights of individuals.

POLICIES

1. Meaningful and timely citizen-participation should be an integral part of government's planning and decision-making processes. This applies to programs and projects sponsored by Jefferson County, its departments, special-purpose districts, and private non-profit organizations who utilize public funds.
Federal and State agencies who propose plans, programs, and projects located within, or which affect, Jefferson County property owners or resources should be subject to the same citizen-participation efforts.
2. Coordination and cooperation among local, State and federal agencies should be continually improved to avoid duplication of efforts and foster

- efficient expenditure of public funds.
3. Local governmental entities should assume, foremost, that the "public interest" pertains to that which promotes or enhances the well-being of the citizens of Jefferson County.
 4. Permit procedures and decision-making which affects specific private and public projects should be streamlined to assure efficiency and to avoid unnecessary and costly delays.
 5. Local governmental entities should continually strive for more equitable and efficient means of collecting and expending public funds.

chapter 8

implementation : how to make the plan work

The Jefferson County Comprehensive Plan is an expression of how the unincorporated areas of the County should grow and develop. Consistent with the State Planning Enabling Act (R.C.W. 36.70), the Comprehensive Plan is to "serve as a guide to the later development and adoption of official controls." Hence, the goals and policies contained in this plan are guidelines and not regulations.

The plan is, however, very closely related to some existing "official controls" (County ordinances related to land and building development):

Subdivision Ordinance: Jefferson County now has a land subdivision ordinance which covers long and short plats, and mobile home parks. The division of land for sale or lease must be accompanied by the provision of adequate roads, water systems, utilities, surveying, drainage-ways, and parks and open space. A primary objective of the ordinance is to assure usable building sites whose improvement costs are borne by the land developer at the time of division, rather than by the general taxpaying public at some later date.

All subdivisions and mobile home parks are required to be in conformance with the County's Comprehensive Plan.

On-Site Sewage Disposal Regulations: The health, sanitary, water supply, and septic tank standards administered by the Jefferson County Health Department are required by State law and should further the goals and policies of this Comprehensive Plan.

Building, Plumbing, Fire, and Mechanical Codes: These standards as adopted by the County concern themselves primarily with the specific design and structural standards of individual buildings.

Shoreline Management Master Program: The County's Shoreline Program has been developed in compliance with the State Shoreline Management Act of 1971 which has been required by the federal Coastal Zone Management Act. Although there are many exceptions, certain types of physical development in the water and along the County's shorelines require approval of a substantial development permit.

The Shoreline Management Master Program is, in effect, a special comprehensive plan for the marine waters, tidelands, marshes, streams, lakes, and nearshore uplands of the County. The Master Program should compliment and not contradict this Comprehensive Plan.

Membership Campground Club Ordinance: This ordinance prescribes the design and development standards for those recreational campgrounds which are typically owned by a corporation which sells right-of-use memberships to individuals or families. Division of the land into lots, sites, or tracts for the purpose of sale or lease does not occur.

Membership campground clubs are required to be in conformance with the County's Comprehensive Plan.

Other forms of "official controls" are available to implement the Comprehensive Plan, although at the present time Jefferson County has adopted none of these. They include the following:

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.

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.

Transfer of Development Rights: T.D.R. is rather new and 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 land owner. 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 Ms. Jones and Mr. Smith are neighbors and each owns four acres. And, the area in which they live requires one acre for each new

house. If Smith wished to keep his land as pasture or a wood lot, he could sell his rights to build four houses on his four 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 market-place. 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.

While not technically "official controls", capital improvement projects and programs are very intimately related to the Comprehensive Plan.

Capital Improvement Programs: These are the plans of public agencies for future physical improvements to the systems under their jurisdiction. Fire districts prepare for new fire halls or trucks; school districts for new buildings and playfields; port districts for new marinas, airports, and commercial or industrial development areas; public utility districts for new water or electrical systems; and the County for new parks or road systems.

The State Planning Enabling Act requires that the capital improvement program of each of those agencies mentioned above, as well as others, comes before the Jefferson County Planning Commission on an annual basis for review. The Planning Commission is to make recommendations as to each specific project's conformance with the County Comprehensive Plan.

Capital improvement programs and projects of State and federal agencies should also be consistent with the County Comprehensive Plan. While it can be said that their responsibilities are for "greater-than-local" concern, their missions should not override the welfare of County residents as reflected in this Comprehensive Plan.

Another technique that may be employed to further the objectives of the Comprehensive Plan is a land trust, a completely non-regulatory tool.

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.

chapter 9

amendments/refinements

The Comprehensive Plan is intended to reflect how the people of Jefferson County wish the future to occur. The information, goals, and policies provide a guide to give growth and development a direction that will be in the best physical, economic, and social interests of Jefferson County citizens.

However, as more and different people move to the County, and as economics and technology and personal values change, so should this "blueprint", this Comprehensive Plan.

Amendments: The Planning Enabling Act (R.C.W. 36.70) provides that "when changed conditions or further studies by the planning agency indicate a need, the (Planning) Commission may amend, extend, or add to all or part of the comprehensive plan" in the same manner by which it was approved initially.

Furthermore, when it deems it to be in the public interest, the Board of County Commissioners may initiate changes to the plan, provided that such proposed changes are referred to the Planning Commission for at least one public hearing and a formal recommendation.

In keeping with Jefferson County policies for meaningful and thorough citizen participation in local government, informal public discussions would precede the legally required public hearing.

Refinements: As explained in Chapter 2, an adopted comprehensive plan can be revised or updated in total or on a topic-by-topic basis. Topics might consist of housing, parks and recreation, transportation, or any other matter which the County finds necessary to be planned in more detail. The "Jefferson County Park, Recreation and Open Space Plan", adopted in 1978 as an official amendment to the overall Comprehensive Plan, is an example.

In addition, the Comprehensive Plan can be amplified and refined by adding to it detailed community plans such as those which have been adopted for Marrowstone Island and the Southern Toandos Peninsula. While these community plans should not be contrary to the County Comprehensive Plan, they will "fine-tune" both the policies and optimum development map contained in the overall plan.

chapter 10

optimum development map

The State Planning Enabling Act requires that in addition to the text of the Comprehensive Plan, it must contain a map or maps depicting the following:

1. The proposed general distribution, location and extent of "the use of land for agriculture, housing, commerce, industry, recreation, education, public buildings, and land, and other categories of public and private use of land." Population density and building intensity for various areas in the County must be indicated.
2. "A circulation element consisting of the general location, alignment and extent of major thoroughfares, major transportation routes, trunk utility lines, and major terminal facilities", all to be correlated with the land use element in item one above.

The optimum development map serves as a graphic representation of the goals and policies contained in this plan. This map is intended to be general in nature and may be amended or refined by initiation of one of the following methods:

1. The progressive adoption of community development plans.
2. Requests by individual citizens or property owners for specific amendments or clarification.
3. Changes initiated by the Jefferson County Planning Commission and/or Board of County Commissioners

Amendments to the optimum development map shall be judged consistent with goals and policies contained in this plan or as amended and follow the procedural requirements outlined in R.C.W. 36.70, the Planning Enabling Act."

OPTIMUM DEVELOPMENT MAP LEGEND

SUBURBAN

Areas of medium intensity development that will receive the earliest and/or more concentrated growth. The improvement of public services such as water and sewer systems, roads, schools, parks, fire protection, and emergency services will be emphasized to serve actual population increases, but not to promote those increases.

Densities of new residential developments will range from large acreage tracts up to five (5) dwelling units per gross acre for some individual projects. Projects in excess of five units per acre must be those related to employment centers, transportation systems, and public facilities such as water supplies and sewage disposal. The provision and close proximity of arterial roads, utilities, commercial services, drainages, emergency services, garbage disposals, schools, and other community services is deemed necessary for these types of developments.

RURAL

Areas of low to medium intensity development normally served by individual wells and septic tanks, although some small, "neighborhood" community water systems will be developed. Roads and other public services will remain rural in character consistent with the minimum standards for health and safety. Densities of new residential developments will range from large acreage tracts up to one (1) dwelling unit per gross acre for some individual projects.

RESOURCE PRODUCTION

Areas of low intensity development such as forest lands. Uses will focus around forest management, farming, watershed management, gravel and peat extraction, low intensity residential, and similar activities. Residential and recreational development should be complimentary with the production capability on adjacent lands.

These areas will not be subjected to the development of public water or sanitary sewer systems and the special tax costs associated with such facilities.

Densities of new residential developments will range from large acreage tracts up to one (1) dwelling unit per five (5) gross acres.

APPENDIX A

Jefferson County Comprehensive Plan Optimum Development Map as amended.

Brinnon Community Plan Optimum Development Map

Coyle Area Community Plan Optimum Development Map

Marrowstone Island Community Plan Optimum Development Map

Tri-Area Community Plan Optimum Development Map

Highway 20 Corridor Map

IN THE BOARD OF THE COUNTY COMMISSIONERS
IN AND FOR THE COUNTY OF JEFFERSON

IN THE MATTER OF an amendment to the)
JEFFERSON COUNTY COMPREHENSIVE PLAN:)
A Policy Guide for Growth and Development,)
adding language to the **Energy: Conservation**) RESOLUTION NO. 29 -92
and Facilities element to discourage the)
siting of oil pipelines within Jefferson)
County.)

WHEREAS, the **JEFFERSON COUNTY COMPREHENSIVE PLAN: A Policy Guide For Growth and Development**, contains a goal within the **Energy: Conservation and Facilities** element which states that energy production, transmission, or distribution should be accomplished in a manner that does not adversely affect the people or natural resources of Jefferson County;

WHEREAS, the policies contained within the **Energy: Conservation and Facilities** element do not adequately effectuate the aforementioned goal, in that no language within the policies specifically relates to discouraging the siting of oil pipelines within Jefferson County;

WHEREAS, in the absence of such language, the siting and construction of oil pipelines within Jefferson County cannot strictly be construed as inconsistent with the **JEFFERSON COUNTY COMPREHENSIVE PLAN**;

WHEREAS, the Board has initiated consideration of a change the **PLAN** which would specifically discourage the siting of oil pipelines within Jefferson County, consistent with the provisions of the **Planning Enabling Act, RCW 36.70.430**;

WHEREAS, the Jefferson County Planning Commission, pursuant to the **Planning Enabling Act, RCW 36.70.430**, has held a public hearing, deliberated upon comments received, and has conveyed a resolution and report recommending adoption of said amendatory language;

WHEREAS, said amendment to the **PLAN** has proceeded in compliance with the **State Environmental Policy Act, RCW 43.21C**; and,

WHEREAS, the Jefferson County Board of Commissioners finds that adding specific language within the **Energy: Conservation and Facilities** element policies discouraging the siting and construction of oil pipelines within the County is in the best interests of the health, safety, and welfare of the citizens of Jefferson County;

NOW, THEREFORE, BE IT RESOLVED, that the **JEFFERSON COUNTY COMPREHENSIVE PLAN: A Policy Guide For Growth and Development**, adopted pursuant to the **Planning Enabling Act, RCW 36.70** in June of 1979 shall be amended as follows (amendments are shown in strikeouts and underlined italics):

(Chapter 7, GOALS AND POLICIES, Energy Conservation and Facilities, Policy Number 11, contained on page 58, shall be amended to read:

"Jefferson County respects the overall energy needs of the State and Nation, but also recognizes similar needs related to food (including food produced through aquaculture), fiber, and groundwater protection. Because of certain unique and abundant natural resources within Jefferson County, the County can play a vital role in helping satisfy ~~both~~ the foregoing needs if certain limitations are placed on the type of energy facilities which locate within the County.

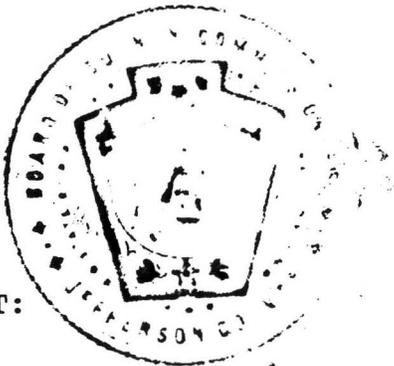
For that reason, it is only those major energy facilities which utilize wind power, tidal action, solar power, and bio-mass conversion (particularly forest products waste) which are considered consistent and compatible with this Comprehensive Plan.

The potential environmental and socio-economic jeopardy related to oil refineries, oil ports, oil pipelines, thermal or nuclear power plants, liquified petroleum or liquified natural gas facilities, etc., is contrary to the necessary and efficient production of food (including food produced through aquaculture), fiber, the protection of groundwater, and the general health, safety, and welfare of the citizens of Jefferson County. Proposed establishment of said facilities will be strictly construed to be inconsistent with this Comprehensive Plan."

Adoption: Adopted by the Jefferson County Board of Commissioners on this 6th day of April, 1992.

JEFFERSON COUNTY BOARD OF COMMISSIONERS

SEAL:



ATTEST:

Larry W. Bennison
Larry W. Bennison, Chairman

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

Richard E. Wojt
Richard E. Wojt, Commissioner

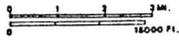
Lorna L. Delaney
Lorna L. Delaney, Clerk of the Board

APPROVED AS TO FORM:

Mark Huth

Mark Huth, Jefferson County
Prosecuting Attorney

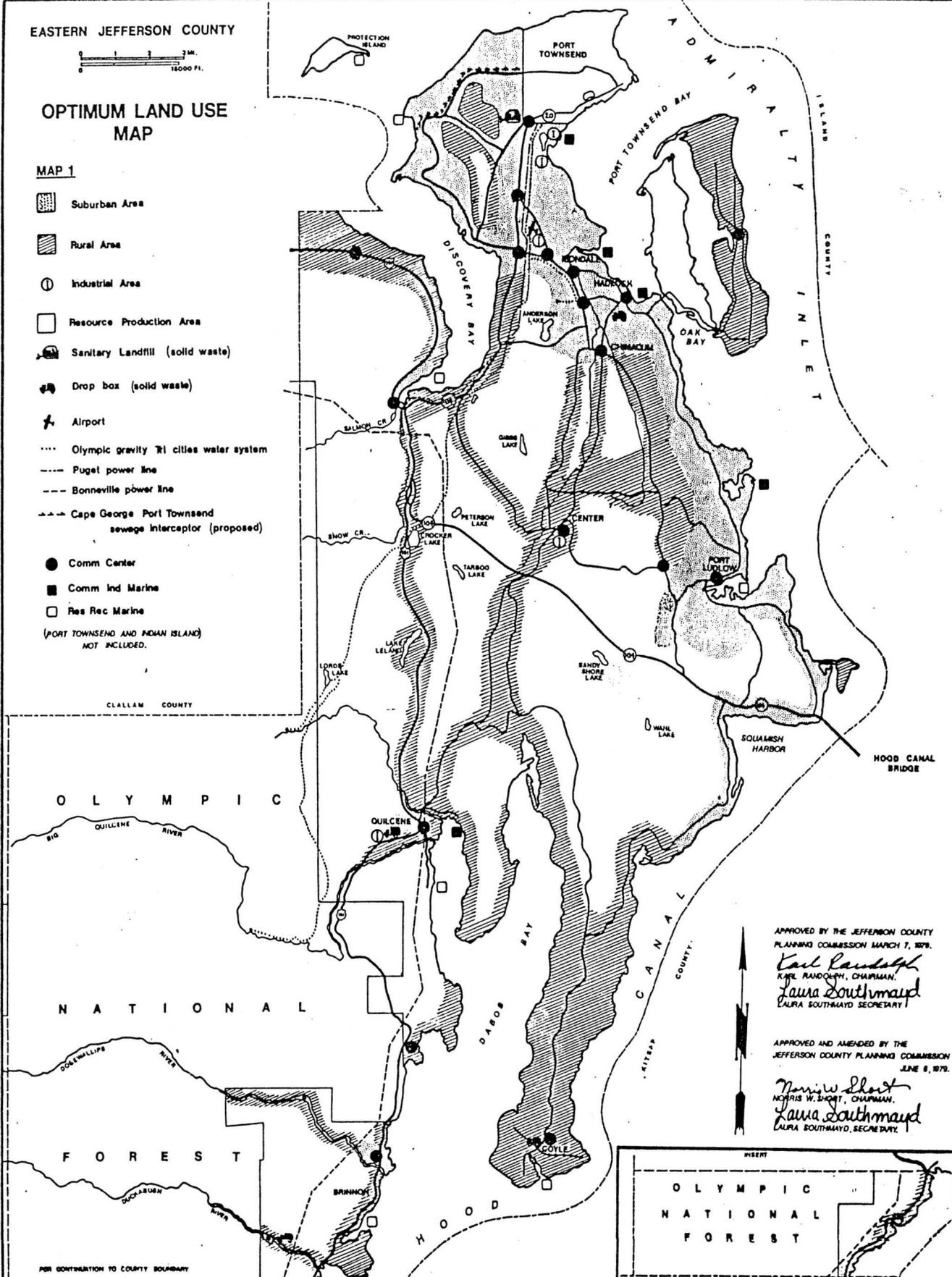
EASTERN JEFFERSON COUNTY



OPTIMUM LAND USE MAP

MAP 1

- Suburban Area
 - Rural Area
 - Industrial Area
 - Resource Production Area
 - Sanitary Landfill (solid waste)
 - Drop box (solid waste)
 - Airport
 - Olympic gravity & cities water system
 - Puget power line
 - Bonneville power line
 - Cape George Port Townsend sewage interceptor (proposed)
 - Comm Center
 - Comm Ind Marine
 - Res Rec Marine
- (PORT TOWNSEND AND INDIAN ISLAND) NOT INCLUDED.



OLYMPIC

NATIONAL

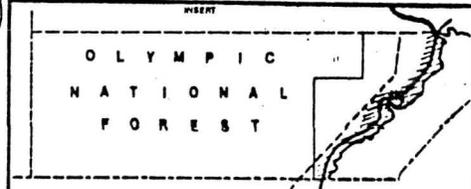
FOREST

APPROVED BY THE JEFFERSON COUNTY PLANNING COMMISSION MARCH 7, 1979.

Karl Randolph
KARL RANDOLPH, CHAIRMAN
Laura Southmaud
LAURA SOUTHMAUD SECRETARY

APPROVED AND AMENDED BY THE JEFFERSON COUNTY PLANNING COMMISSION JUNE 8, 1979.

Norris W. Short
NORRIS W. SHORT, CHAIRMAN
Laura Southmaud
LAURA SOUTHMAUD, SECRETARY



FOR CONTINUATION TO COUNTY BOUNDARY SEE NEXT PAGE

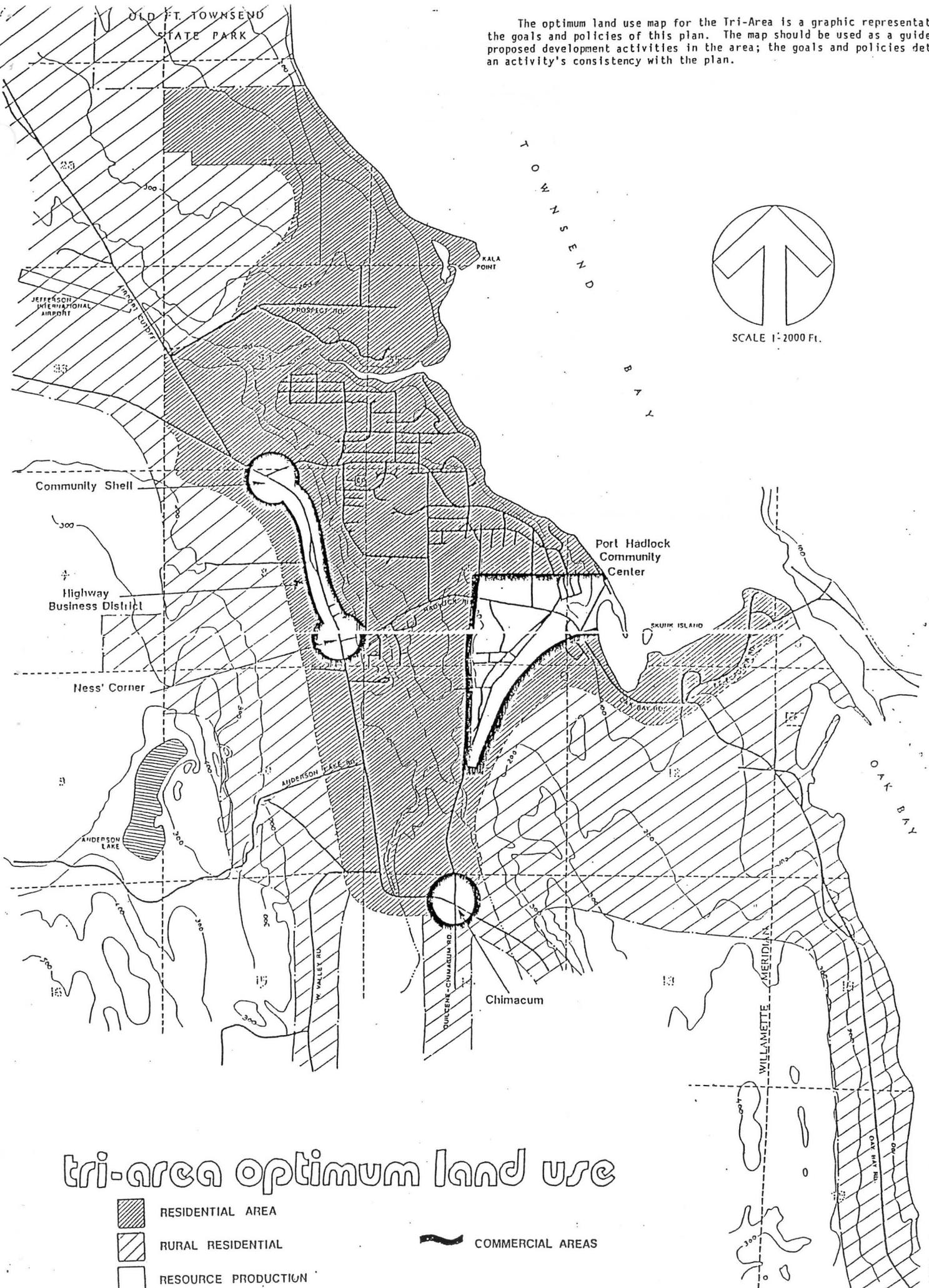
APPROVED and CERTIFIED this 11 day of June 1979
JEFFERSON COUNTY BOARD OF COMMISSIONERS

A. M. O'Meara
A. M. O'MEARA CHAIRMAN
B. G. Brown
B. G. BROWN COMMISSIONER

ATTEST *Betty Anderson*
BETTY ANDERSON
COUNTY AUDITOR and EX OFFICIO CLERK of the BOARD

Carroll M. Mercer
CARROLL M. MERCER COMMISSIONER

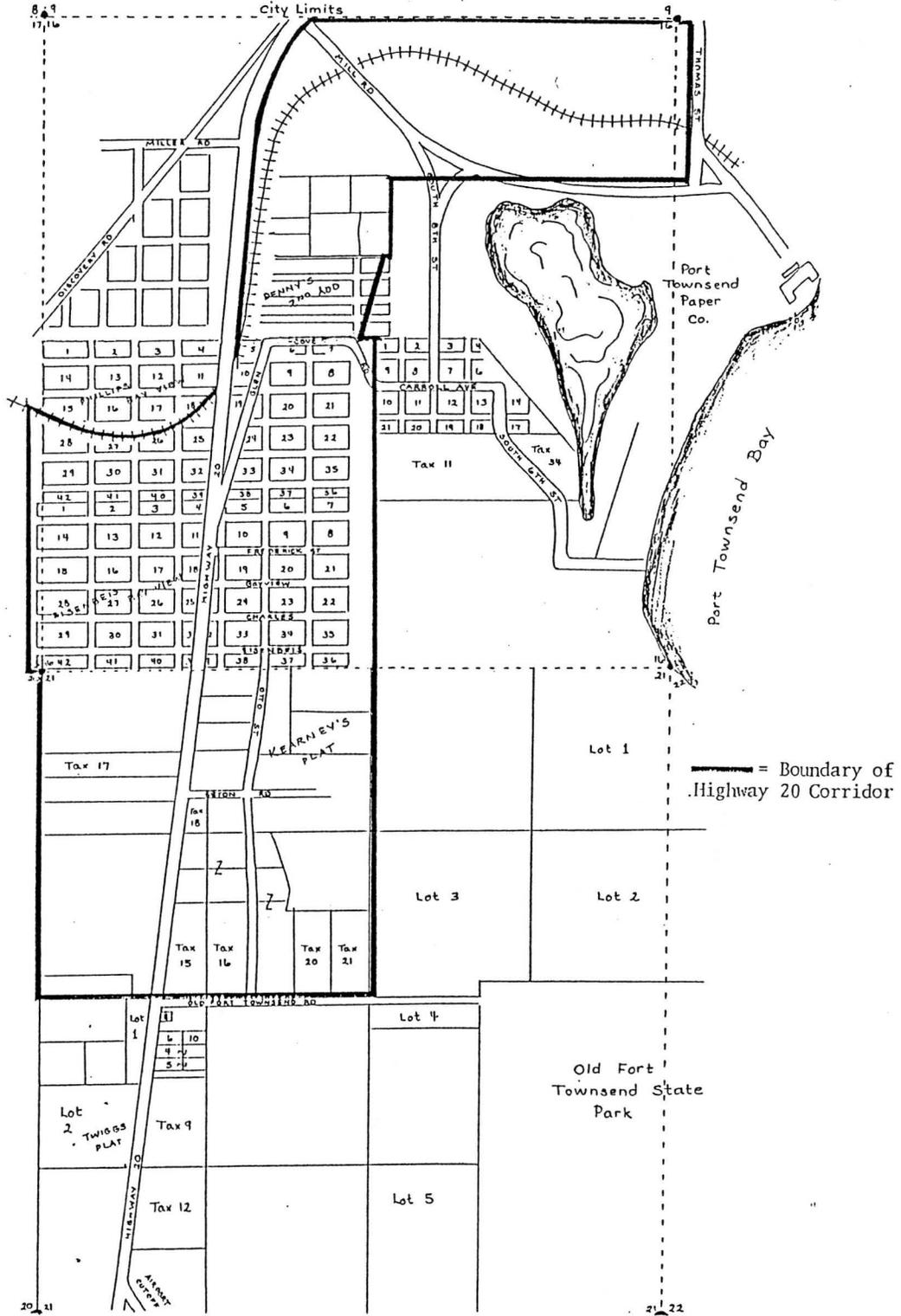
The optimum land use map for the Tri-Area is a graphic representation of the goals and policies of this plan. The map should be used as a guide for proposed development activities in the area; the goals and policies determine an activity's consistency with the plan.



tri-area optimum land use

-  RESIDENTIAL AREA
-  RURAL RESIDENTIAL
-  RESOURCE PRODUCTION
-  COMMERCIAL AREAS

HIGHWAY 20 CORRIDOR MAP



APPROVED BY THE
JEFFERSON COUNTY PLANNING COMMISSION

Richard Shipman
Richard Shipman, Chairman

Alice King
Alice King, Secretary

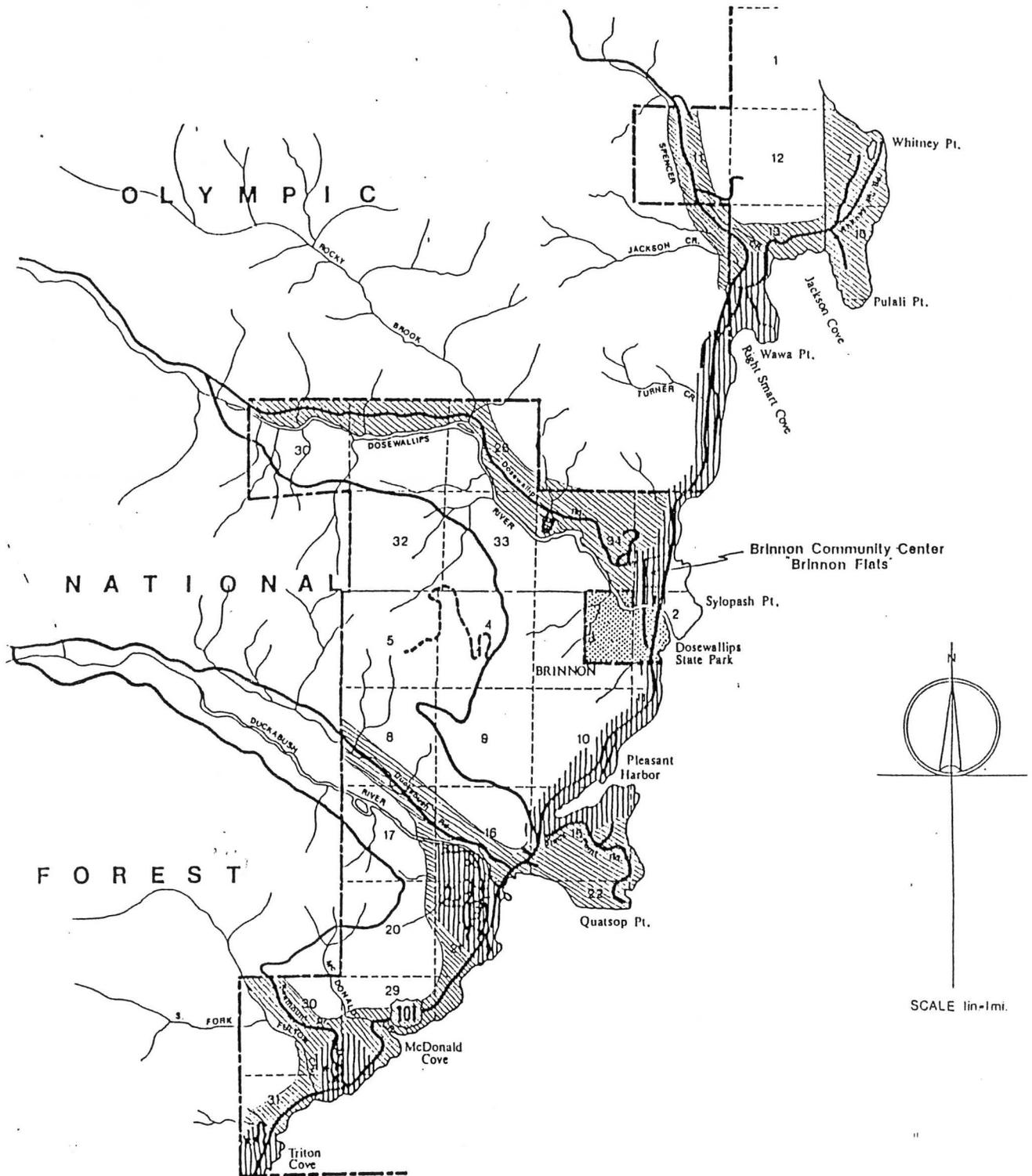
APPROVED BY THE
JEFFERSON COUNTY BOARD OF COMMISSIONERS

B.G. Brown
B.G. Brown, Chairman

Larry W. Dennison, Member

George C. Brown
George C. Brown, Member

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



brinnon optimum land use map

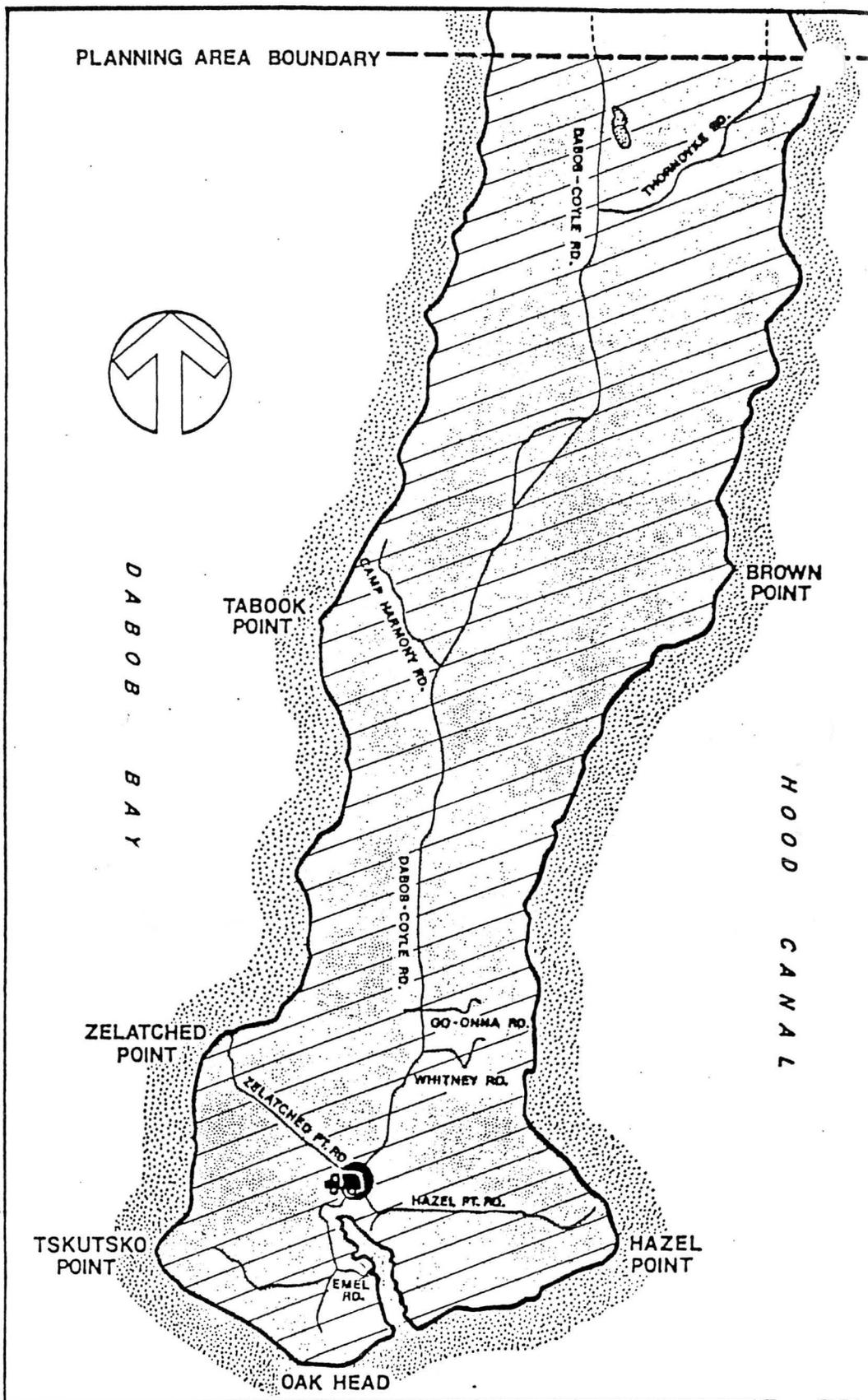
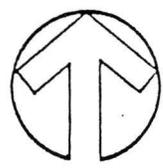
-  RESIDENTIAL
-  RURAL RESIDENTIAL
-  RESOURCE PRODUCTION

OPTIMUM LAND USE MAP

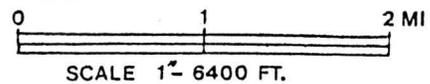
PLANNING AREA BOUNDARY

LEGEND

-  RURAL AREA
-  COMMERCIAL CENTER
-  DROP BOX (solid waste)



COYLE / SOUTH TOANDOS PENINSULA



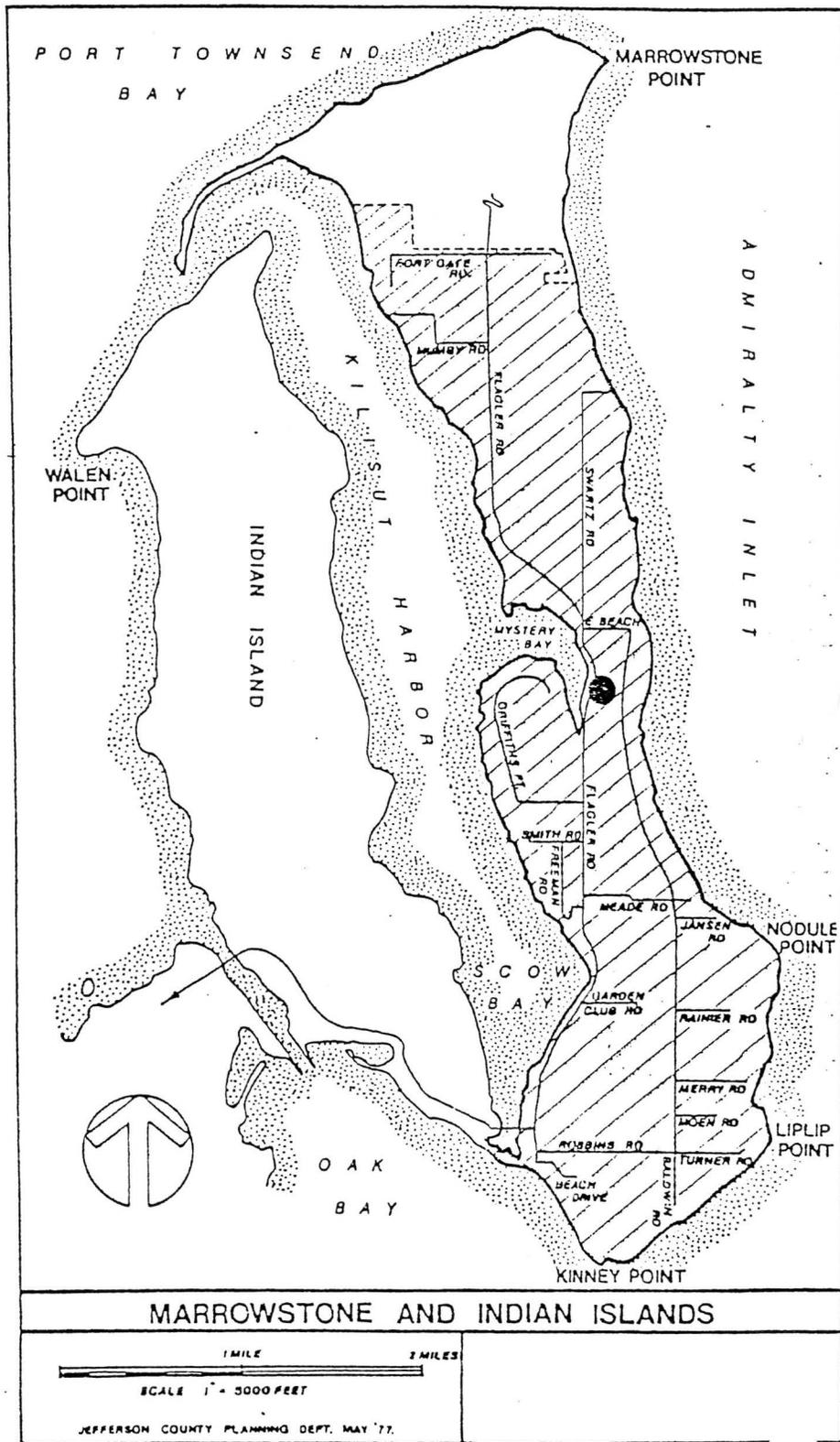
MAY 1977
JEFFERSON COUNTY PLANNING DEPARTMENT

OPTIMUM LAND USE MAP

LEGEND

-  RURAL AREA
-  COMMERCIAL CENTER

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





0 1 0



0 1 0



0 1 0

