Countywide Planning Policies for Jefferson County, Washington

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COUNTYWIDE PLANNING POLICIES FOR JEFFERSON COUNTY

A POLICY FRAMEWORK TO GUIDE THE DEVELOPMENT AND MAINTENANCE OF COUNTY AND CITY COMPREHENSIVE PLANS

INTRODUCTION

The opening section of the Growth Management Act (RCW 36.70A) sets forth the following legislative finding:

> "*Uncoordinated and unplanned growth together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by the residents of the state*."

The legislature went on to develop a statewide growth management strategy encompassing the following goals:

1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

3) Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

4) Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

6) Property rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

7) Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

8) Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the

conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.

9) Open space and recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

10) Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

11) Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

12) Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

13) Historic preservation. Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.

14) Climate change and resiliency. Ensure that comprehensive plans; development regulations; and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards, protect and enhance environmental, economic, and human health and safety; and advance environmental justice.

15) Shorelines of the state. For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan.

The passage of the Growth Management Act (GMA) fundamentally changed the way comprehensive land use planning is carried out in the state. The GMA requires that cities and counties update their comprehensive land use plans consistent with state-wide goals and minimum requirements as established by the statute and coordinate their planning efforts with each other. The central theme behind the Growth Management Act is that spontaneous and unstructured growth and development is wasteful of our natural resource base and costly in the provision of public services and facilities; and by managing growth and development, the negative effects can be minimized and the benefits can be maximized.

The Act is built on the principle that Cities and Counties, special purpose districts and those agencies or jurisdictions involved in the delivery of public services will coordinate their efforts consistent with each other and the provisions of the act. In an effort to assure these principles are carried out, the legislature passed companion legislation requiring Counties and Cities to coordinate the independent development of local comprehensive plans through a set of mutually developed Countywide Planning Policies (RCW 36.70A.210). These written policy statements are to address nine subject areas and are intended to be used as a guiding framework for subsequent development and adoption of comprehensive plans. The required Countywide Planning Policy summarized subject areas include:

1) Designation of Urban Growth Areas
2) Promotion of contiguous and orderly development and the provision of urban services to such development
3) Joint county and city planning within urban growth areas, where applicable
4) Siting of capital public and transportation facilities of a county or statewide significance
5) Countywide transportation facilities and strategies
6) Affordable housing for all economic and income segments of the population, and parameters for distribution
7) Countywide economic development and employment, including consideration of future development of commercial and industrial facilities
8) Analysis of fiscal impact
9) Protection of tribal cultural resources accomplished through collaboration with Federally recognized tribes that are invited and chooses to participate

In addition to the nine required policy areas, policies pertaining to rural areas and the context within which the Countywide Planning Policies are to be used are also included.

THE COUNTYWIDE PLANNING PROCESS:

The Countywide Planning Policies were developed initially in the 1990s as prescribed by RCW 36.70A.210 through a collaborative process between Jefferson County and the City of Port Townsend. With subsequent population allocation exercises associated with GMA-mandated periodic updates, a Growth Management Steering Committee (GMSC) was expanded over time in order to achieve greater countywide representation.

The 2024 update of these policies has been overseen by the GMSC, comprising officials from Jefferson County, City of Port Townsend, Port of Port Townsend, and Public Utility District No. 1 (PUD) of Jefferson County, as well as one representative from the Port Hadlock/Irondale Urban Growth Area (UGA) and Brinnon Rural Village Center (RVC) communities. Additionally, federally recognized Indian Tribes were invited to participate in review of the countywide planning policies.

The Countywide Planning Policies represent a composite framework, not a series of individual, stand-alone concepts. The ideas represented here balance each other to create an overall direction for development of individual comprehensive plans. These policies establish the foundation for determining consistency of individual plans with each other and with the tenets of the Growth Management Act, as well as a mechanism to coordinate the provision of public facilities and services throughout the community. These policies encompass broad concepts encouraging flexibility and innovation in meeting the goals and intent of the Growth Management Act and will, like the planning documents they are intended to guide, evolve over time.

KEY OBJECTIVES:

The following Countywide Planning Policies for Jefferson County are based on these objectives:

1) Livable urban communities that are centers for and provide equitable access to employment; dense housing; multimodal travel options promoting active lifestyle; range of services; and civic, social and cultural activities.

2) Rural character, that respects culture and historic appearance, supports resource-based

economy, and preserves ecological functions.

3) Vital, diversified, and evolving economy with living-wage jobs for residents, supported by range of business and employment opportunities.

4) Natural systems protection, including natural resource lands, forests, wetlands, wildlife habitat, streams, and Salish Sea. Maintain a system of open space, trails, parks, greenbelts that provide opportunities to be outside and active.

5) An efficient and active multimodal transportation system, with roads and highways, transit, ferries, airports, and active (bicycle and pedestrian) travel, providing accessible and convenient mobility.

6) An efficient, collaborative, transparent, proactive, and responsive local government that partners with citizens and other entities.

POLICY #1

POLICY TO IMPLEMENT RCW 36.70A.110 – URBAN GROWTH AREAS

1. The County and City will jointly prepare a regional population forecast for growth management planning purposes, using the Washington State Office of Financial Management (OFM) population projection. This forecast will delineate a twenty-year population projection and be used in the preparation of land use, housing, water, utility, and transportation for the capital improvement plans. To ensure consistent and coordinated planning horizons, the population forecast will be designated as the official source reference by the County and City and utilized when determining consistency of special purpose district service plans. The forecast shall be reviewed and updated periodically, pursuant to RCW 36.70A.130. In general, the distribution of the OFM population projection shall be allocated as 70% to urban growth areas and 30% to rural and natural resource land use designations.

2. For planning purposes, the capacity of Urban Growth Areas (UGAs) will be sized to accommodate at least the anticipated population according to the allocation determined jointly through adoption of the population projection under 1 above. (Note: The GMA does not direct where people may choose to live, however, it does require that urban development be accommodated within urban growth areas. This policy is forwarded to ensure that UGAs and their attendant facilities are properly sized to accommodate future populations.)

3. The size and delineation of boundaries of new UGAs will be determined by the following criteria:
   - Received population allocation for urban growth areas as part of the population forecast process described in #1 above.
   - adequate amount of developable land to accommodate forecasted growth for the next 20 years based on the joint population forecast.
   - sufficient developable land for residential, commercial and industrial uses to sustain a healthy local and regional economy.
   - lands already characterized by urban development which are currently served or are planned to be served by roads, water, sanitary sewer and storm drainage, schools and other urban services within the next twenty years; provided that such urban services which are not yet in place are included in a capital facilities plan.
   - the type and degree of existing urban services necessary to support urban development at the adopted level of service standards.
   - sufficient area for the designation of greenbelts and open space corridors.
   - topographical features or environmentally sensitive areas which may form natural boundaries such as bays, watersheds, rivers or ridge lines.

4. Port Townsend is the only incorporated UGA in Jefferson County. The Port Hadlock and Irondale area and Port Ludlow are considered being "characterized by urban growth." The Irondale/Port Hadlock UGA was designated in 2002, with goals, policies, land use districts and development regulations adopted in 2004.

5. Land use plans, regulations and capital facility plans within each UGA will be designed to accommodate the projected population. Urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services,

and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. Urban growth may also be located in designated new fully contained communities as defined by RCW 36.70A.350. UGAs should encourage growth in these areas through incentive programs.

6. UGA boundaries may be changed whenever it can be shown that the criteria set forth above for size and boundary delineation may no longer be met or meet the criteria identified in RCW 36.70A.130(3)(c); provided, said expansion or land exchange shall only occur after the zoning and land use that ensues urban patterns and densities is identified, and capital facilities plan is updated and adopted assuring adequate urban service to support the additional area.

7. Before adopting or modifying boundaries of UGAs, interim level of service standards for public services and facilities located inside and outside of UGAs will be adopted by the County and its UGAs. New urban public facilities will only be provided within and not be extended beyond UGAs, except in limited circumstances shown to be necessary to protect basic public health and safety and the environment.

8. UGAs will be separated from each other by designated rural or resource lands, open space corridors, or unique topographic features such as a stream or ravine.

9. Major Industrial Developments (MIDs) designated under RCW 36.70A.365 and master planned locations included in an Industrial Land Bank (ILB) designated under RCW 36.70A.367 may be established through procedures identified and when meeting the criteria of RCW 36.70A.365 and .367, respectively.

POLICY #2

POLICY ON THE PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT AND THE PROVISION OF URBAN SERVICES TO SUCH DEVELOPMENT

1. The full range of governmental urban services at the adopted level of service (LOS) standards will be planned for and provided within UGAs, as defined in the capital facilities plan, including community water, sanitary sewer, piped fire flow, and storm water systems.

2. The County is the designated planning agency for unincorporated UGAs. A citizens advisory committee may be appointed for each unincorporated UGA to guide development of a community plan for these areas. UGA planning will include the following elements: capital facilities, utilities, open space, recreation, housing, land use and transportation.

3. New development will meet the adopted LOS standards established for UGAs as a condition of project approval. For unincorporated UGAs, said standards will include transitional provisions for those urban facilities identified in the capital facilities plan but not yet developed. New development will contribute its proportionate share towards provision of urban facilities identified in the capital facilities plan once adopted in compliance with the Growth Management Act.

4. Urban services and facilities will not be extended beyond UGA boundaries unless needed to mitigate a threat to the public health or welfare, or to protect an area of environmental sensitivity. To avoid encouraging the spreading of urban development outside of UGAs, this policy shall apply only to threats caused by existing development, and only those existing uses requiring the service or facility to mitigate the threat will be allowed to hook up to any extended services.

5. Priority for the funding of new or expanded public services and facilities will first be given to those which are responding to capacity deficiencies within UGAs, ~~or~~ to those which provide an inducement for development within UGAs, or to those responding to a public health threat.

6. The minimum design capacity for all planned capital facilities will be based upon the total population projected for the service area at the end of the twenty-year period identified in the adopted population forecast.

7. The County will, in consultation with City of Port Townsend, PUD, and other public and private water purveyors, update the Coordinated Water System Plan (CWSP) based on the joint population forecast and new data pertaining to future water supply and demand. The water supply and service provisions of an updated CWSP may require revisions to land use elements and community plans. Comprehensive plans shall include water quality and water conservation policies and standards. Completion of watershed planning efforts under Chapter 90.82 RCW may prompt revisions to the CWSP and/or land use elements.

POLICY #3

POLICY ON JOINT COUNTY AND CITY PLANNING WITHIN URBAN GROWTH AREAS

(Note: Currently there is only one incorporated UGA within Jefferson County: the City of Port Townsend. As these planning policies are intended to guide the development of comprehensive plans now and in the future, this section's policies anticipate that additional areas may incorporate in Jefferson County, or there may be future unincorporated areas associated with the City of Port Townsend UGA.)

1. Incorporated UGAs within the County and each provider of urban services within UGAs will assist the County in the planning, coordination, and establishment of urban services and facilities to serve the projected twenty-year population.

2. The County and incorporated municipalities will coordinate the development and implementation of plans for the provision of countywide services including public safety, transportation, solid waste, storm drainage facilities, water and wastewater utilities when unincorporated lands are associated with an UGA that includes an incorporated city.

3. Incorporated UGAs will work cooperatively with the County to identify and protect open space corridors. This process will include:
   - identification of open space corridors and urban separators.
   - identification of open space lands and corridors within UGAs.
   - identification of implementation strategies and regulatory and non-regulatory techniques to protect the corridors.

4. By interlocal agreement, incorporated urban areas (i.e. municipalities/cities) and the County will establish a framework for joint planning, SEPA environmental review and decision making for unincorporated lands located within the UGA that includes incorporated urban areas.

5. Incorporated UGAs will coordinate with the County to assure joint review for addressing those development activities of a regional nature, such as a regional shopping center or large industrial complex. The purpose of this agreement is to ensure impacts of a regional nature are addressed and the goals of the GMA are realized.

6. Due to the large-scale nature and the impacts associated with new fully contained communities, thorough study of these types of development should be undertaken before implementation of RCW 36.70A.350. The County Comprehensive Plan needs to be amended to include provisions for fully contained communities prior to pursuit of this option.

7. The County and each incorporated UGA which has a pending development proposal shall ensure timely circulation of development applications for review and comment by other agencies with jurisdiction.

POLICY #4

POLICY ON THE SITING OF PUBLIC CAPITAL AND TRANSPORTATION FACILITIES OF A COUNTYWIDE OR STATEWIDE SIGNIFICANCE

The Growth Management Act requires that Countywide Planning Policies address siting of public capital facilities and transportation facilities of a countywide or statewide nature (RCW 36.70A.210(3)(c)). Public capital facilities are defined in RCW 36.70A.030(32), and essential public facilities, are defined in RCW 36.70A.200.

Policies on Essential Public Facilities

1. Essential public facilities are defined ~~as~~ (RCW 36.70A.200(1)(a)) to include: "…those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020, state and local correctional facilities, solid waste handling facilities, opioid treatment programs including both mobile and fixed-site medication units, recovery residences, harm reduction programs excluding safe injection sites, and inpatient facilities including substance use disorder treatment facilities, mental health facilities, group homes, community facilities as defined in RCW 72.05.020, and secure community transition facilities as defined in RCW 71.09.020."

2. The Comprehensive Plan of the County and incorporated cities shall include a process for identifying and siting essential public facilities. Elements of siting criteria should include, but not be limited to the following:
   - proximity to major transportation routes and essential infrastructure
   - land use compatibility with surrounding area
   - potential environmental impacts
   - effects on resource and critical areas
   - proximity to UGA
   - public costs and benefits including operation and maintenance
   - current capacity and location of equivalent facilities
   - the existence, within the community, of reasonable alternatives to the proposed activity

3. Comprehensive plans and development regulations will not preclude the siting of essential public facilities; however, standards may be generated to ensure that reasonable compatibility with other land uses can be achieved.

4. Essential public facilities sited outside of urban growth areas should be self-supporting and not require the extension, construction, or maintenance of urban services and facilities unless no practicable alternative exists. Adopted criteria will address the provision of services when siting an essential public facility. Essential public facilities shall not be located in resource lands or critical areas if incompatible.

Policies on Capital and Transportation Facilities of a county or statewide significance:

5. Public county or statewide capital facilities should be located along or near major transportation corridors.

6. Public county or stateside capital facilities shall be located in such a manner as to discourage adverse impacts on critical areas and shall be appropriately addressed ~~in~~ through the

jurisdiction's critical areas ordinance.

7. Some county or statewide public capital facilities may be located outside of urban growth areas, if they are self-contained or be serviced by services in a manner that will not promote urban development.

8. Support efforts to increase resilience of public county or statewide capital or transportation facilities by preparing for disasters and other impacts, by having a coordinated system recovery plan.

9. Cooperate with Washington State Department of Transportation regarding transportation facilities or services of statewide significance as defined in RCW 47.06.140.

POLICY #5

POLICY ON COUNTYWIDE TRANSPORTATION FACILITIES AND STRATEGIES

1. The Peninsula Regional Transportation Planning Organization (PRTPO) has developed a Peninsula Regional Transportation Plan for the North Olympic and Kitsap Peninsula areas. The City and County comprehensive plans shall each contain a transportation element that emphasizes local transportation needs and provides linkage to the Regional Plan in order to ensure consistency.

2. Service standards for highways and arterial roads will be coordinated and adopted at a countywide level. These standards may vary depending on the type of development pattern anticipated (i.e., urban vs. rural) or by the specific growth management objectives being considered. When a variance to level of service standards is established, it will be clearly delineated in the transportation and land use element of the comprehensive plan. The City and County will collaborate with Jefferson Transit on transit routes that will meet the needs of anticipated growth.

3. In developing the County's six-year transportation improvement program, priorities should include:
   - maintain or consider need for expanded capacity within the UGAs
   - maintain or consider need for expanded capacity for transportation to and from UGAs and regional centers
   - identified safety and maintenance improvements
   - and enhance multimodal facilities
   - identified infrastructure improvements

4. The land use and transportation elements of the comprehensive plan will be used when coordinating with Jefferson Transit in the development of its service delivery strategy. Jefferson Transit's mission is to increase ridership and expand transportation options within and between UGAs, and between the county and the region at large.

5. Jefferson County International Airport will remain the public link to the larger air transportation system. The Port of Port Townsend will have the lead responsibility to develop a service delivery strategy for this mode of transportation consistent with the transportation and land use elements of the County comprehensive plan.

6. The development or expansion of any air-based or water-based transportation system will require specific linkage with the ground transportation system and compatibility with the land use element of the comprehensive plans.

7. In establishing the land use element of comprehensive plans and the level of service standards for transportation systems within UGAs, the City and County will ensure that land use and development policies are supportive and make accommodation for public transit and active transportation.

8. The transportation element of the comprehensive plans shall be designed around the following principles:
   - seek to increase efficiency of the existing transportation system
   - emphasize the movement of people and goods first, and vehicles second
   - integrate non-motorized modes and high occupancy vehicles in transportation system

design as practical
- encourage employers to implement Transportation Demand Management (TDM) techniques, which is particularly true in the review of new employment generators at a fixed location.
- as appropriate, consider ways that the proportionate share of costs of new or upgraded transportation facilities are borne by those who create the need for the facility.

9. The transportation elements of the comprehensive plans shall provide a summary and analysis of planning information including:
   - land use assumptions upon which the transportation element is based including population, employment by type, recreation, comprehensive land use designations, and the density of current and projected development including the ratio of single and multi-family units to total housing units within UGAs
   - level of service standards for arterials and collectors
   - an analysis and forecast of future transportation needs
   - evaluate the operation and maintenance of transportation facilities in a manner which considers present and future operation and maintenance costs
   - incorporate active travel (pedestrian and bicycle) as part of the transportation element within a coordinated and regional basis. The active transportation component shall be a part of the funding component of the capital improvement program for transportation improvements

10. The adopted level of service standards will be used in evaluating concurrency for long-range transportation planning, development review and programming of transportation improvements.

11. Transportation facilities and services should minimize and mitigate their impacts on the natural environment. Design standards and construction practices should include methods to reduce stormwater pollution, improve fish passage, and minimize other impacts on shorelines, water resources, drainage patterns and soils, to the extent possible.

POLICY #6

POLICY ON THE PROVISION OF AFFORDABLE HOUSING

1. As defined by GMA, "affordable housing" means ~~is:~~ unless the context clearly indicates otherwise, residential housing whose monthly costs, including utilities other than telephone, do not exceed thirty percent of the monthly income of a household whose income is:
   (a) For rental housing, 60% of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development; or
   (b) For owner-occupied housing, 80% of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development.

2. The provision of affordable housing is acknowledged as a general public need and will be addressed in Jefferson County primarily through private sector programs and projects, as well as by non-profit and quasi-public entities, such as Peninsula Housing Authority. Local governments should seek partnerships and opportunities with such agencies to increase affordable housing unit inventory by identifying incentives, infrastructure provisions, direct housing provision or other methods deemed appropriate by the municipality.

3. The provision of affordable housing for households below 120% countywide median income shall be consistent with RCW 36.70A.070(2)(a) and the methodology provided by Department of Commerce. Affordable housing should be primarily focused within urban growth areas with easy access to transportation and transit, available or planned infrastructure, access to employment and services, and/or provides affordable housing in areas where none exist. Affordable housing units may be allocated into rural areas as appropriate and agreed upon through the Growth Management Steering Committee housing by income distribution process.

4. The housing and/or land use elements of comprehensive plans will include an assessment of land available and the process of siting special purpose housing (such as emergency housing and shelters, permanent supportive housing, group homes, etc.), to ensure that such housing can be accommodated.

5. A sufficient quantity of land will be appropriately zoned or designated to accommodate a wide range of housing types, densities, incomes, and mixtures, in accordance with RCW 36.70A.070. Multi-family housing should only be located within UGAs, MPRs, or rural centers. Attention to middle housing types and densities supporting middle housing types should be expanded to bridge the gap between detached single-family units and large multifamily housing.

6. An affordable housing strategy and policies will be developed as part of the housing element of the comprehensive plans, consistent with the requirements of RCW 36.70A.070(2). This affordable housing strategy will examine existing regulations and policies to identify opportunities to encourage the provision of affordable housing mechanisms such as accessory dwelling units ("mother-in-law") or efficiency apartments, density bonuses, mitigation fees waivers, priority permit processing and the like. Policies shall include consideration of historically underserved, vulnerable or marginalized populations, and emergency, transitional and permanent supportive housing with appropriate on-site services for persons with special needs.

7. Each UGA shall accommodate its fair share of housing affordable to low- and moderate-income households according to housing units by income allocation and by promoting a balanced mix of diverse housing types.

8. Undeveloped land owned by the public entities will be inventoried and those that are appropriately located should be considered for development of low-income housing. Consideration of assembling these parcels for development by non-profit housing organizations or private developers should be encouraged.

9. The housing element will include criteria for locating higher density residential areas near public facilities and services, commercial services, arterial or within walking distance of jobs or transit.

10. Displacement of lower-income households, historically marginalized or vulnerable populations may result from conversion of housing, public investments, private redevelopment, and market pressures. Displacement risk of these household types should be considered, and a range of strategies to mitigate identified impacts.

POLICY #7

POLICY ON COUNTYWIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

1. The private sector is primarily responsible for the creation of economic opportunity in Jefferson County. The responsibility of the public sector is to assure that these activities are carried out consistent with defined community and environmental values. To this end, comprehensive plans should clearly identify these values in order that economic opportunity is not lost due to confusion or unreliability of process. Particular attention will be given to the needs of non-service sector businesses and industries as a strategy to increase wage earning potential within the community.

2. An economic development element shall be included in the County's and incorporated cities comprehensive plans. This element should identify and designate adequate areas for commercial, retail, and industrial growth necessary to sustain and meet future population and employment forecasts. The economic development element shall be coordinated with the capital facility, land use and utilities elements of the comprehensive plan.

3. Each UGA and rural center is considered the commercial and business "hub" in their respective area of the County. UGAs should be viewed as regional service and retail centers, while the rural center focus is on local community retail and service needs, and transient accommodations.

4. The GMA contains provisions for the designation of Major Industrial Developments (MIDs) under RCW 36.70A.365 and up to two master planned locations as part of a Jefferson County Industrial Land Bank (ILB) under RCW 36.70A.367. These provisions acknowledge that certain industries, due to their size or type of operation, or due to their dependence on the local resource base, should not be located within the boundaries of UGAs. When locating these types of activities outside of UGAs, special attention must be given to assure that the activity will not promote "urban development" of the surrounding area. These activities will need to be self-supporting and not require the extension of urban services.

5. Jefferson County may maintain policies and development regulations associated with the siting of MIDs, as authorized in RCW 36.70A.365, in consultation with cities within the County.

6. Jefferson County may pursue the designation of up to two master planned locations as part of an ILB, as authorized in RCW 36.70A.367, in consultation with cities within the county and other partner entities through a process involving the Growth Management Steering Committee, the Economic Development Council of Jefferson County, and the Port of Port Townsend. Establishment of the ILB will be conducted through a public participation program within the framework of the Growth Management Act.

7. The Port of Port Townsend's statutory authority should be utilized as a tool to implement industry and trade strategies, including the promotion of employment opportunities, the consolidation and parceling of property, and the development of infrastructure to meet the needs of industry consistent with comprehensive plans and development regulations.

POLICY #8

POLICY ON RURAL AREAS

1. Rural areas are those lands located outside of UGAs and resource lands. These areas are characterized by low density development, open spaces, minimal public services, resource dependent activities and industries, and outdoor recreational facilities. Activities such as regional retail-commercial facilities, business office parks and similar high intensity land uses are considered urban in nature and are inconsistent with rural area designations. The rural element of the comprehensive plan will be designed to recognize and maintain the unique character of individual rural areas without degrading the environment or creating the need for urban level of services.

2. The concept of clustering or density transfer is considered a positive tool in maintaining the character of rural areas. This concept assists in more efficient delivery of public services, minimizes the need for additional infrastructure, and at the same time maximizes land available for rural uses. Clustering of new development is preferred in rural areas.

3. Level of service standards will be adopted which identifies the type and scale of public facility and infrastructure improvements anticipated for rural areas and rural centers. Typically, these will include:
    - emergency services
    - transportation and roads
    - individual septic systems
    - individual or community water systems
    - storm water and water quality

4. Parcel sizes established for rural areas of the county should be commensurate with the character of existing rural communities. This policy anticipates that rural areas will maintain a variety of acreage parcels.

5. Rural centers (LAMIRDs as authorized by RCW 36.70A.070.5(d)), are those existing unincorporated places which serve the retail commercial and service needs of the local area. These areas will be delineated and recognized in the comprehensive plan consistent with level of service standards. Land uses within these centers include:
    - shopping, employment, and services for residents, supplies for resource industries, including commercial, industrial, and tourism development at a scale that preserves the surrounding rural characteristics
    - residential development, including small-lot single-family and multi-family; and mixed-use developments
    - community facilities and services necessary to support the rural center and promote pedestrian mobility.

6. The rural element of the comprehensive plan will recognize existing industry located outside UGAs, as well as establish a framework for the siting of industries which, due to their size, resource dependence, or incompatibility with UGAs, would be better suited to locate in rural areas. Provisions will be made to ensure that adjacent land uses are not converted to urban uses due to the proximity of these developments or to infrastructure necessary to support them.

POLICY #9

POLICY ON FISCAL IMPACT ANALYSIS

1. Include a fiscal impact assessment on the provision of public capital facilities that are intended to serve the community as an ongoing part of the comprehensive planning process. This assessment will include project revenues and expenditures and an analysis of the cumulative fiscal impacts of providing governmental services to accommodate the targeted population. The purpose of the fiscal assessment is to assure that projected capital costs can be reasonably supported within the capabilities of the community.

2. Within the elements of the comprehensive plan, incentives and non-regulatory options will be identified and developed as alternatives to regulatory programs in the implementation of comprehensive plan policy.

3. The City, any future incorporated UGA, and the County will address issues of tax revenue sharing, the provision of regional services, annexations, and similar fiscal components through the development of interlocal agreements.

POLICY #10

POLICY ON PROTECTION OF TRIBAL CULTURAL RESOURCES AND COORDINATION

Jefferson County honors and preserves the treaty rights of all Indian Tribes that have hunting, fishing, and gathering rights within Jefferson County.

Protection of Tribal Cultural Resources

Although state and federal laws protect cultural and archaeological resources, local comprehensive plans should direct coordination with Tribes to proactively protect and manage these resources. Examples of archaeological and cultural resources important to Tribes include, but are not limited to, shell middens, campsites, pictographs, kettles, geologic formations associated with cultural resources, traditionally used native plans, and burial sites.

1. Protect significant regional historic and cultural resources, such as landmarks, archaeological sites, historic and cultural landscapes, and areas of special tribal character.
2. Proactively seek tribal coordination when land use activity may have potential impacts to culturally significant sites and tribal treaty fishing, hunting, and gathering grounds.
3. Preserve, protect, and enhance cultural amenities by protecting tribal cultural artifacts, historic structures, farms and other historical settlements throughout the rural landscape, through cultural and historical preservation planning efforts. Local tribes will be consulted and included early in the planning process to ensure that tribal recommendations are thoughtfully considered and addressed.

Coordination

Like all governments, Tribes engage in land use planning and economic development to provide jobs, housing, and services, as well as the development and maintenance of supportive infrastructure. As sovereign nations, Tribes are not required to plan under the Growth Management Act but can and do recognize the importance of coordination with governments. The following policies are intended to facilitate collaboration between Tribes and Jefferson County governments in land use and comprehensive planning:

1. Strengthen County, City and Tribal relationships with engagement of meaningful government-to-government (G2G) consultations. The G2G relationship will be supplemented and enhanced with regular informal engagement and coordination between the County, the City, and the Tribes. G2G consultation occurs independent of the public involvement process.
2. Coordinate with tribes in regional and local planning, recognizing the mutual benefits and potential for land use impacts to tribal boundaries and interests.
3. Meaningful and substantial opportunities for early and continuous tribal government participation shall be incorporated into regional and local planning activities.
4. Local jurisdictions shall provide meaningful opportunities for discussion for tribal government on issues of interest.
5. Local jurisdictions, tribal governments, and federal agencies are encouraged to coordinate plans between governments and agencies to address substantive areas of mutual interest, especially when geographic areas overlay, and promote complementary and cooperative efforts.
6. County, City, and Tribes are encouraged to inform each other about matters of local and regional interest by mutually agreeable means and schedule.

POLICY #11

POLICY ON USE, MONITORING, REVIEW, AND AMENDMENT

1. The Countywide Planning Policies will be utilized to:
    - establish a framework for the development, adoption, and amendment of comprehensive plans and supporting regulations.
    - provide a foundation for establishing locally defined terms, and to determine consistency with the criteria of the Growth Management Act.
    - coordinate and assure consistency among plans of the County, UGAs, special purpose districts and service providers.

2. The Growth Management Steering Committee will serve as a regional advisory body during periodic review of County and City comprehensive plans. Representation of the unincorporated UGA will be included on the steering committee. The committee will review population projections and allocations for consistency with these policies in an advisory capacity and report its findings to the appropriate jurisdiction.

3. These countywide policies shall be periodically reviewed or as a result of legislative changes, and may be amended in the following manner:
    a) the amendment is placed in writing and includes a brief explanation of why the amendment is warranted, and
    b) the amendment is reviewed and commented on by the Growth Management Steering Committee or its successor entity, and
    c) a public hearing is conducted by the County prior to amending these policies, and the amendment is agreed to by both the County Board of Commissioners and City Council of incorporated UGAs, and
    d) the amendment is adopted by the Board of County Commissioners.