

**JEFFERSON COUNTY
BOARD OF COUNTY COMMISSIONERS**

AGENDA REQUEST – Afternoon Session

TO: Board of County Commissioners

FROM: Josh D. Peters, AICP, Director, Community Development
Joel M. Peterson, Associate Planner, Community Development

DATE: November 18, 2024

SUBJECT: **WORKSHOP** re: 2024 Annual Amendments to Comprehensive Plan and Unified Development Code; & Approval of Hearing Notice for a Public Hearing on December 9, 2024 at 11:00 a.m.

STATEMENT OF ISSUE:

On May 13, 2024, the Board of County Commissioners (BoCC) set the Final Docket for the 2024 Comprehensive Plan (CP) and Unified Development Code (UDC) Annual Amendment Cycle pursuant to JCC 18.45.080. Subsequently, the Jefferson County Planning Commission completed its review of the amendment proposals, including a public hearing on September 18, 2024, and deliberating on the record in the same meeting.

Community Development's analysis of the 2024 proposals is presented in the *2024 Comprehensive Plan Amendment Docket, Combined Staff Report and SEPA Addendum, September 4, 2024*; and in the *2024 Comprehensive Plan Amendment Docket SUPPLEMENTAL Staff Report and SEPA Addendum, October 10, 2024*. Modifications to Proposed Amendments 2 and 4 created a need for focused evaluation of those changes and further documentation in the supplemental staff recommendations.

The Planning Commission deliberated on public comment and the record after the September 18, 2024 hearing, and recommended approval of the four amendment proposals. The Planning Commission met on October 16, 2024, and after review of the October 10, 2024 Supplemental Staff Report and SEPA Addendum, the Planning Commission reconfirmed their September 18, 2024 recommended approval of all 2024 amendment proposals.

The Planning Commission recommendations to the BoCC are found in the attached *Jefferson County Planning Commission's Report and Recommendation for the Final 2024 Comprehensive Plan Amendment Docket*, dated November 6, 2024. This Planning Commission recommendation letter provides additional detail regarding the Planning Commission process that occurred. The planning Commission, as well as Community Development, recommends approval of all four proposals. The Planning Commission also recommends that the Board hold their own public hearing.

Proposed Amendments to as originally submitted:

1. 2024 Port Hadlock/Irondale UGA Comprehensive Plan (CP) & UDC Amendments, and Potential 2024 UGA Amendments Continuing through 2025 Periodic Update, Including Middle Housing Amendments	With implementation of the sanitary sewer in Port Hadlock UGA, updated UGA regulations are urgently needed for the development of affordable housing.
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2. 2024 UGA CP & UDC Amendments to Modify the Port Townsend UGA Boundary by Removing Farmland following De-annexation and Adding the Caswell-Brown Village (Housing Facility) and Adjacent Public Properties (i.e., “UGA Swap”)	Investigating the possibility of swapping rural land with Port Townsend UGA, and thereby enabling urban infrastructure to Caswell-Brown Village, is critically important to provide supportive housing.
3. Planning Commission UDC Rural Housing Amendments Carried Forward from 2023 Cycle	New development regulations enabling congregate housing and alternative development standards in single-family residential zones is urgently needed as one solution to limited affordable housing supply.
4. Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF), Particularly Airport Overlay III, Jefferson County International Airport (JCIA): Port of Port Townsend	Timing is appropriate to accommodate existing business growth and new job creation potential. Allowing additional zoning on port-owned property, adjacent to JCIA, offers the community a path to maintaining good-paying job growth that is needed in Jefferson County.

Modifications made to the proposals during the public process:

Proposal 2, Port Townsend UGA Boundary Amendment

Original Proposed Amendment 2: UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.

Modified Proposed Amendment 2: *Proposal to expand the Port Townsend Urban Growth Area (UGA) boundary to include publicly-owned parcels for public purpose use, including the Caswell-Brown Village for housing services.*”

The process of land swaps between non-urban land in a UGA and urban land outside of a UGA results from a legislative amendment to the Growth Management Act (GMA), codified at RCW [36.70A.110](#). This process was being proposed as a way to expand the UGA boundary to include Caswell-Brown Village. This process did not come to fruition between a prospective landowner, County and City. Proposal 2 was modified by County and City to pursue the alternative of expanding the UGA boundary directly to include public purpose land and Caswell-Brown Village.

Proposal 4, Expansion of Airport Essential Public Facility (AEPF) by 12 Acres and Expansion of Airport Overlay III within the AEPF

The AEPF is currently ca. 316 acres. The Port of Port Townsend proposes to expand the AEPF by 12 acres by adding two 6-acre parcels (APN 001332013 and APN 001332017) to the southwest boundary (Figure 3), as well as expand the existing 24-acre Airport Overlay III within the resulting AEPF zone from 24 acres to ca. 73.5 acres total. There are two distinct portions to the expanded overlay: 1) a 6.5-acre area in the northeast corner of the AEPF, north of Airport Road, and 2) the main overlay area south of the FAA building restriction line (boundary of Airport Overlay I).

Modifications to original Proposal 4 includes refinement of the proposed expansion area of the Overlay III zone to include only properties that the Port of Port Townsend owns, and removing a parcel used as access from the proposed Overlay III expansion. The revised map is evaluated in the supplemental staff report.

ANALYSIS:

The Staff Report and Supplementary Staff Report analyzes modifications and refinements to the original proposals.

The Planning Commission's recommendation for the Board to hold their own public hearing was to ensure adequate public comment on the modified proposals.

The recommendation to hold a public hearing is appropriate. JCC [18.45.080](#)(2)(d) specifies that final action on the docket must be taken by the second regular board meeting in December of each year.

FISCAL IMPACT:

No significant fiscal impact from the decision to hold a public hearing.

RECOMMENDATION:

Hold workshop with Community Development on the 2024 Comprehensive Plan & UDC Amendments and consider a motion to hold a public hearing on December 9, 2024.

REVIEWED BY:



Mark McCauley, County Administrator

11/15/24
Date

Please publish 2 times: November 27 and December 4, 2024

Contact Person: Chelsea Pronovost

Bill to: Community Development

621 Sheridan St.

Port Townsend, WA 98368

NOTICE OF PUBLIC HEARING

2024 Annual Amendments to Jefferson County Comprehensive Plan and Unified Development Code

NOTICE IS HEREBY GIVEN that a public hearing is scheduled by the Jefferson County Board of Commissioners for **MONDAY, December 9, 2024 at 11:00 a.m.** in the Commissioners' Chambers, County Courthouse, 1820 Jefferson Street, Port Townsend, WA 98368 (HYBRID). Notice of said hearing is to be published in the official newspaper of Jefferson County.

Before final legislative action, the Board of County Commissioners will hold a hearing for public testimony on the 2024 Comprehensive Plan (CP) and Unified Development Code (UDC) Annual Amendment Cycle, which has been in process since March, 2024, following provisions of chapter 18.45 JCC. Four amendment proposals are under consideration: 1) amendments addressing sewer implementation and land development in the Irondale and Port Hadlock Urban Growth Area; 2) amendment of the Port Townsend Urban Growth Area boundary to include Caswell-Brown Village for future sewer service; 3) amendments pertaining to rural residential development; and 4) amendment to expand Jefferson County International Airport Essential Public Facility (AEPF) by 12 acres and expanding AEPF Overlay III zone for light industrial/manufacturing from 24 acres to approximately 73.5 acres.

The information is available for viewing on the County website by visiting: www.co.jefferson.wa.us and follow this pathway – Services – Laserfiche Web Portal (username and password is: public) - Board of Commissioners – BOCC Agenda Packets – 2024 Weekly Agenda Items – 12 December 2024 – 120924 – HEARING re 2024 Amendment Docket

You are welcome to participate in this hearing. You will need to join the meeting by 11:00 a.m. using the following methods: **VIRTUALLY:** Via the following Zoom, link: <https://zoom.us/j/93777841705>, **PHONE:** Dial 1-253-215-8782 and enter access code: 937-7784-1705# and press *9 to “raise your hand” to be called upon. Access for the hearing impaired can be accommodated using Washington Relay Service at 1-800-833-6384, or **IN-PERSON**

In addition, written testimony is also invited beginning on November 27, 2024 and ending on December 9, 2024 at the end of the Public Hearing, unless extended by the Board of County Commissioners. Written public testimony may be submitted by **Email to:** jeffbocc@co.jefferson.wa.us You may view documents and testimony received by visiting: www.co.jefferson.wa.us and following this pathway – Services – Laserfiche Web Portal (username and password is: public) – Board of Commissioners – BOCC Agenda Packets – 2024 Weekly Agenda Items – 12 December 2024 – 120924 – HEARING re 2024 Amendment Docket

You can also **Mail** your testimony to: Jefferson County Commissioners' Office; P.O. Box 1220, Port Townsend, WA 98368. Written testimony must be received by the Board of County Commissioners by the end of the hearing testimony period.

Signed this 18th day of November, 2024.

JEFFERSON COUNTY
BOARD OF COMMISSIONERS
/S/Kate Dean, Chair



JEFFERSON COUNTY
PLANNING COMMISSION

621 Sheridan Street | Port Townsend, WA 98368
360-379-4450 | email: PlanComm@co.jefferson.wa.us
www.co.jefferson.wa.us/580/Planning-Commission

TO: Jefferson County Board of Commissioners

FROM: Jefferson County Planning Commission

DATE: November 06, 2024

SUBJECT: **Jefferson County Planning Commission's Report and Recommendation for the Final 2024 Comprehensive Plan Amendment Docket**

The Jefferson County Planning Commission has conducted its review of and deliberation with recommendations on the 2024 Comprehensive Plan Amendment Docket and submits this report with recommendations to the Jefferson County Board of Commissioners.

On March 20, 2024, the Planning Commission received the Department of Community Development's staff report on the 2024 Comprehensive Plan Amendment proposals received. No site-specific amendment proposals were received for the 2024 amendment cycle.

On April 17, 2024, the Planning Commission reviewed the proposals on the preliminary docket with staff, including a new proposal by the Port of Port Townsend regarding expansion of Airport Overlay III.

On May 1, 2024 the Planning Commission held a duly noticed public hearing to accept testimony regarding the suggested text amendments on the Preliminary Docket. The written record contains one letter in support of the Airport Overlay III proposal, and verbal testimony included two comments in favor of the DCD docket evaluation and recommendations.

On July 17, 2024 staff provided the Planning Commission with a brief update and synopsis of the 2024 Comprehensive Plan Amendment Docket.

On August 14, 2024 staff and the Planning Commission conducted a review and discussion of the 2024 Comprehensive Plan Amendment Docket, Unified Development Code changes, and the 2025 Periodic Review.

On September 4, 2024 staff and the Planning Commission reviewed the 2024 Comprehensive Plan Amendment Docket in preparation for the September 18th hearing and deliberation on the record.

On September 18, 2024 the Planning Commission held a public hearing. On the same day, the Planning Commission deliberated and recommended approval of all 2024 Comprehensive Plan Amendment proposals. The recommendation is to approve all four proposals, with staff recommendations and as depicted in the September 4, 2024 Combined Staff Report and SEPA Addendum, also recommending the Jefferson County Board of Commissioners to conduct their own public hearing on the amendment docket.

On October 16, 2024, after review of the October 10, 2024 Supplemental Staff Report and SEPA Addendum, the Planning Commission reconfirmed their September 18, 2024 recommended approval of all 2024 amendment proposals. Modifications to Proposed Amendments 2 and 4 created a need for focused evaluation of those changes and further documentation in the October 10, 2024 Supplemental Staff Report and SEPA Addendum.

Modifications include:

Proposed Amendment 2: There were optional paths to include Caswell-Brown Village in an Urban Growth Area (UGA) in order to provide appropriate services to the project: an UGA land swap following recent GMA provisions of RCW 36.70A.110, or extension of the Port Townsend UGA boundary. The UGA land swap did not come to fruition. The October 10, 2024 Supplemental Staff Report and SEPA Addendum provides additional findings supporting the extension of the Port Townsend UGA boundary.

Proposed Amendment 4: The proposed extent of Airport Essential Public Facility ("AEPF") Overlay III has been reduced to include only property owned by the Port of Port Townsend, and some text amendments that appear in the Staff Report have been supplemented or clarified. Generally, the AEPF is expanded by the addition of two 6-acre parcels, and the AEPF Airport Overlay III is expanded by those specific areas in the AEPF which are south of, and outside of, the FAA building restriction line, and an approximately 6.5-acre area in the northeast of the AEPF. The Airport Overlay III consists of parcels, or portions of parcels, currently owned by the Port of Port Townsend within the AEPF. The requirement for a Binding Site Plan ("BSP") process is replaced with a requirement to meet all development regulations, recognizing that a BSP may not be applicable in all circumstances. As the Airport Overlay III is further developed, a unifying plan for the overlay area will be accomplished. The access from Four Corners Road, parcel APN 001334004, is not being added to the AEPF.

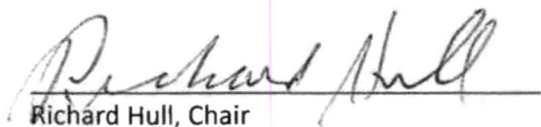
For clarity, the Planning Commission's recommendation on the 2024 Comprehensive Plan Amendment Docket includes staff analysis and recommendations as well as a recommendation for the Jefferson County Board of Commissioner to hold their own public hearing on the 2024 Comprehensive Plan Amendment Docket. This recommendation of an additional public hearing is born from the Planning Commission's concern over adequate public involvement and comment in the 2024 Comprehensive Plan Amendment Docket process.

We submit to you the following recommendation regarding approval of the 2024 Comprehensive Plan Amendment Docket: To approve all four proposals, with staff recommendations and as depicted in the September 4, 2024 Combined Staff Report and SEPA Addendum and the October 10, 2024 Supplemental Staff Report and SEPA Addendum, also recommending the Jefferson County Board of Commissioners to conduct their own public hearing on the 2024 Comprehensive Plan Amendment Docket.

September 18, 2024 Planning Commission actions:

- Proposed Amendment 1: Koan / 2nd Richert = 8 in favor – Motion passes
- Proposed Amendment 2: Schultz / 2nd Richert = 7 in favor / 1 abstention – Motion passes
- Proposed Amendment 3: Coker / 2nd Richert = 8 in favor – Motion passes
- Proposed Amendment 4: Richert / 2nd Coker = 7 in favor / 1 against – Motion Passes
- Motion (Richert - 2nd Coker) to approve 2024 Comprehensive Plan Amendment Docket with staff recommendations and approval conditioned to require a Board of Commissioners public hearing = 7 in favor / 1 against – Motion Passes

Thank you for your consideration.


Richard Hull, Chair

11/6/2024
Date

**JEFFERSON COUNTY
DEPARTMENT OF COMMUNITY DEVELOPMENT**



**2024 COMPREHENSIVE PLAN
AMENDMENT DOCKET**

COMBINED STAFF REPORT AND SEPA ADDENDUM

Preliminary Staff Recommendation
with Environmental Analysis
for the Adoption of Proposed Amendments
to the Jefferson County Comprehensive Plan

September 4, 2024

***INTEGRATED GROWTH MANAGEMENT ACT/
STATE ENVIRONMENTAL POLICY ACT DOCUMENT***
Environmental Review of a Non-Project Action:
Addendum to Existing Environmental Documents

**Department of Community Development
Long-Range Planning**

Jefferson County 2024 Comprehensive Plan Amendment Integrated Combined Staff Report & SEPA Addendum - September 4, 2024

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1. SEPA Addendum: Environmental Summary & Fact Sheet

1.1 FACT SHEET

Title and Description of Proposed Action	Pursuant to the Washington State Growth Management Act (GMA), the Jefferson County Board of County Commissioners (BoCC) is considering adoption of four (4) individual amendment proposals to the 2018 Jefferson County Comprehensive Plan. There are no site-specific proposals, all are suggested amendment proposals comprising the 2024 Comprehensive Plan Amendment Final Docket. This Combined Staff Report and SEPA Addendum is a combined staff report and State Environmental Policy Act (SEPA) addendum for the four suggested 2024 Comprehensive Plan Amendments. The objective of this Combined Staff Report and SEPA Addendum is to analyze the proposed amendments individually and cumulatively with regard to Comprehensive Plan amendment criteria outlined in chapter 18.45 of the Jefferson County Code (JCC) and the potential environmental impacts under SEPA. Adoption of Comprehensive Plan amendments is a non-project action under SEPA and is not intended to satisfy individual project action SEPA requirements (i.e., the environmental review needed for future land use or building permit applications). Following are brief descriptions of each of the four proposed amendments to the Comprehensive Plan that are the subject of this Combined Staff Report and SEPA Addendum. Proposed Amendments: 1. 2024 Irondale and Port Hadlock Urban Growth Area (PHUGA) 2024 Unified
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	Development Code (UDC) Amendments, and potential 2024 Urban Growth Area (UGA) Amendments Continuing Through 2025 PERIODIC REVIEW, Including Middle Housing UDC Amendments 2. 2024 UGA Comprehensive Plan and UDC amendments to amend the Port Townsend UGA by incorporating new farm land into the County upon deannexation and expanding the UGA to include the Caswell-Brown Village and adjacent properties. 3. 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023. 4. Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF), Airport Overlay III, Jefferson County International Airport (JCIA).
Proponent	The BoCC.
Lead Agency	Jefferson County Department of Community Development Long-Range Planning 621 Sheridan Street Port Townsend WA 98368 SEPA Responsible Official: Greg Ballard, UDC Administrator, DCD (360) 379-4463 Contact Person: Joel Peterson, Associate Planner DCD Long-Range Planning (360) 379-4457

Authors and Principal Contributors	DCD Long-Range Planning
Date of Combined Staff Report & SEPA Addendum	September 4, 2024
Date Comments are Due	Oral and written comments are welcome at the Planning Commission public hearing, Wednesday, September 18, 2024, 5:30 PM at the Tri-Area Community Center. Written comments will be accepted by DCD on behalf of the Planning Commission through the end of the public hearing on Wednesday, September 18, 2024.
Past Related Actions and Future Anticipated Actions	The Planning Commission will hold a public hearing Wednesday, September 18, 2024, at the Tri-Area Community Center. In late October, 2024, DCD expects to transmit to the BoCC a final DCD Staff Recommendation together with the Planning Commission Recommendation for all proposals on the 2024 Comprehensive Plan Amendment Final Docket.
Tentative Adoption Date	A legislative decision from the BoCC on each of the four Comprehensive Plan amendment proposals under consideration is expected sometime prior to the end of the second week in December 2024. The meeting schedules and agendas for the Planning Commission and BoCC with regard to the 2024 Comprehensive Plan Amendment Final Docket are available on a Jefferson County website dedicated to the 2024 Comprehensive

	Plan annual amendment cycle process. The 2024 Comprehensive Plan Amendment Final Docket are available on a Jefferson County webpage dedicated to the 2024 Comprehensive Plan annual amendment cycle process. ¹ This webpage can be accessed from the Jefferson County homepage. ²
Appeal Information	Issues relating to the adequacy of this SEPA Addendum and other procedural issues may not be appealed under the administrative appeal provisions of JCC 18.40.330. Appeals of GMA actions (i.e., a legislative decision by the BoCC) are heard first by the Western Washington Growth Management Hearings Board.
Location of Background Material and Documents Incorporated by Reference	Background material and documents used to support development of the Addendum are available for inspection from 9:00 AM to 4:30 PM, Monday through Friday, at the Jefferson County Department of Community Development, 621 Sheridan Street, Port Townsend WA 98368, (360) 379-4450. Appointments are welcome.
Relation to Other Documents	A series of documents have been prepared by or on behalf of Jefferson County to evaluate the impacts of the Jefferson County Comprehensive Plan and development regulations (i.e., the UDC codified at title 18 JCC), including amendments to both the Comprehensive Plan and UDC. These documents are listed in Section 3 of this Combined Staff Report and SEPA Addendum, "Supporting Record, Analyses, and Materials," provide substantial background information and offer previous environmental descriptions and

¹ <https://www.co.jefferson.wa.us/1721/2024-Annual-Amendment-Cycle>.

² <https://www.co.jefferson.wa.us/578/Comprehensive-Plan>.

	analyses. They are incorporated herein by this reference. The reader is encouraged to refer to these documents in conjunction with this Combined Staff Report and SEPA Addendum for a broader understanding of the issues and impacts analyzed. In this Combined Staff Report and SEPA Addendum, descriptions of and references to the contents of the proposed amendments have been provided to the greatest extent possible, but do not include all information from the Comprehensive Plan amendment applications. For a more complete understanding of the discussion presented within this Combined Staff Report and SEPA Addendum, the Comprehensive Plan amendment applications themselves should be consulted.
Cost to the Public	The text and selected appendices are also available for free download on the DCD website dedicated to the 2024 annual amendment cycle. The 2024 Comprehensive Plan Amendment Final Docket are available on a Jefferson County webpage dedicated to the 2024 Comprehensive Plan annual amendment cycle process.³ This webpage can be accessed from the Jefferson County homepage.⁴

1.2 ENVIRONMENTAL SUMMARY

Introduction and Process

Jefferson County adopted a comprehensive plan pursuant to the Growth Management Act (GMA) on August 28, 1998 and substantively updated the Comprehensive Plan on December 10, 2018. The Jefferson County Comprehensive Plan is a policy document that guides growth and future

³<https://www.co.jefferson.wa.us/1721/2024-Annual-Amendment-Cycle>.

⁴ <https://www.co.jefferson.wa.us/578/Comprehensive-Plan>.

land use decisions in Jefferson County. In each successive year since initial adoption, the County has conducted a Comprehensive Plan amendment cycle as provided by the GMA. chapter 18.45 JCC is the set of development regulations to guide the process for amending the Comprehensive Plan. Consistent with chapter 18.45 JCC, the 2024 "Preliminary Docket" included 4 "suggested" amendments. There were no "site-specific" amendments.

The Jefferson County Planning Commission heard testimony on four suggested amendments on the Preliminary Docket and formulated a recommendation to the BoCC regarding the composition of the 2024 Comprehensive Plan Amendment Final Docket. One of the four suggested amendments was replaced by a late-arriving proposal. DCD had a placeholder for Unified Development Code (title 18 JCC) housekeeping amendments, and was recommended by Community Development to be omitted from the 2024 annual cycle. An amendment from the Port of Port Townsend, Jefferson County International Airport Overlay III expansion proposal replaced the housekeeping amendment and became the fourth suggested amendment on the Preliminary Docket. The BoCC accepted the recommendations from the Planning Commission and DCD and established the 2024 Comprehensive Plan Amendment Final Docket of four suggested amendments.

This Combined Staff Report and SEPA Addendum combines a staff report and a SEPA addendum. The object of this Combined Staff Report and SEPA Addendum is to analyze the proposed amendments individually and cumulatively with regard to Comprehensive Plan amendment criteria outlined in chapter 18.45 JCC and potential environmental impacts as required under SEPA. The adoption of amendments to the Comprehensive Plan is a non-project action under SEPA, and the analysis presented in this Combined Staff Report and SEPA Addendum is not intended to satisfy individual project action SEPA requirements (i.e., the review needed for future land use or building permit applications). This is an integrated GMA/SEPA document that combines environmental analysis with a staff report offering a recommended action on each proposed Comprehensive Plan amendment. Guidance for preparing integrated SEPA/GMA documents is found at Washington Administrative Code (WAC) [197-11-235](#). The analysis in this Combined Staff Report and SEPA Addendum supplements the existing adopted environmental documents incorporated herein by reference.

Adoption of Existing Environmental Documents

Pursuant to WAC [197-11-630](#), existing environmental documents have been adopted through legal notice published in the *Port Townsend & Jefferson County Leader* newspaper on September 4, 2024, and are listed in Section 3, "Supporting Record, Analyses, & Materials".

Incorporation of Documents by Reference

The four suggested amendment applications themselves, including all supplemental information submitted with or associated with the applications, all supporting record, analyses, and communications pertaining to the amendments, all Appendix Items to this Combined Staff

Report and SEPA Addendum, and all other materials or documents referenced in the text within are incorporated herein by this reference, pursuant to WAC [197-11-600](#) and WAC [197-11-635](#).

The documents listed in Section 3, “Supporting Record, Analyses, and Materials,” provide substantial background information and offer previous environmental descriptions and analyses. The reader is encouraged to use existing documents in conjunction with this Combined Staff Report and SEPA Addendum for a more comprehensive understanding of the issues and impacts analyzed.

Moreover, to the greatest extent possible this Combined Staff Report and SEPA Addendum includes descriptions of, and references to, the content of the four individual proposals, but these descriptions do not include all the information from each Comprehensive Plan amendment application. For a more thorough understanding of the discussion presented here, the Comprehensive Plan amendment applications themselves should be consulted to supplement the information in this Combined Staff Report and SEPA Addendum.

Level of Environmental Analysis

This Combined Staff Report and SEPA Addendum provides both a qualitative and a quantitative analysis of environmental impacts as appropriate to the general nature of the 2024 Comprehensive Plan Amendment Preliminary Docket proposals. The adoption of comprehensive plan amendments is classified under SEPA as a non-project (i.e., programmatic) action. A non-project action, such as decisions on policies, plans or programs, is defined as an action that is broader than permit review for a single site-specific project. Environmental analysis for a non-project proposal does not require the same level of site-specific analysis required in conjunction with a permit application; instead, a document such as an Environmental Impact Statement (EIS) or a SEPA Addendum discusses impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal (WAC [197-11-442](#)). The analysis in this Combined Staff Report and SEPA Addendum is not intended to satisfy individual project action SEPA requirements (i.e., the review needed for a future land use or building permit application).

SEPA encourages the use of phased environmental review to focus on issues that are ready for decision, and to exclude from consideration issues already decided or not yet ready for decision-making (WAC [197-11-060\(5\)](#)). Phased review is appropriate when the sequence of a proposal is from a programmatic document, such as an integrated GMA/SEPA document addressing comprehensive plan amendments, to other documents that are narrower in scope, such as site-specific, project-level analyses (i.e., “project actions” under SEPA).

Jefferson County is employing the phased review concept in its environmental review of growth management planning actions. The analysis in this Combined Staff Report and SEPA Addendum will be used to review the potential environmental impacts of the proposed amendments to the Jefferson County Comprehensive Plan. Additional environmental review of development

proposals will occur as specific projects are proposed (e.g., land use and building permit applications). This may result in an additional incremental level of review when subsequent implementing actions require a more detailed evaluation and as additional information becomes available. Future project action environmental review for development applications that are not categorically exempt from SEPA could occur in the form of a supplemental EIS, SEPA addendum, or threshold Determination of Non-Significance (DNS).

Process and Public Involvement

The following is a description of the anticipated review and public involvement process for the 2024 Comprehensive Plan Amendment Final Docket and the Combined Staff Report and SEPA Addendum.

This Combined Staff Report and SEPA Addendum is available to agencies and interested parties pursuant to GMA and SEPA rules. Comments on the merits of the proposals shall be accepted as outlined below under “Public Comment Period.”

Preliminary Public Outreach - Docketing Process

The public process for compiling the 2024 Comprehensive Plan Amendment Final Docket has followed the public involvement requirements of the GMA and the specific procedures established in JCC [18.45.060](#) through [18.45.080](#). DCD staff compiled the Preliminary Docket following the March 1, 2024 deadline for applications set forth in JCC [18.45.040\(2\)\(a\)](#). On May 1, 2024, and after timely and effective public notice, the Planning Commission held an open record public hearing to solicit comments on the proposed amendment docket. No public comments were received. Also on May 1, 2024, Planning Commission transmitted its final docketing report and recommendations to the BoCC. On May 13, 2024, the BoCC adopted the 2024 Comprehensive Plan Amendment Final Docket for review.

Review of 2024 Comprehensive Plan Amendment Final Docket - Planning Commission Public Hearing - Public Comment Period

The Jefferson County Planning Commission is scheduled to hold at least one public hearing to take testimony on the proposed Comprehensive Plan amendments that comprise the 2024 Comprehensive Plan Amendment Final Docket. A public hearing is scheduled for **Wednesday, September 18, 2024, 5:30 PM** at the **Tri-Area Community Center, Chimacum, Washington** pertaining to all items on the 2024 Comprehensive Plan Amendment Final Docket. Formal notice will appear in the newspaper of record, the *Port Townsend & Jefferson County Leader*, at least 10 days prior to the public hearing.

The issuance of this Combined Staff Report and SEPA Addendum on Wednesday, September 4, 2024, initiates a public comment period that remains open through the end of the public hearing on Wednesday, September 18, 2024 for all proposed amendments. Oral comment may be provided to the Planning Commission at the September 18 public hearing. Written comment

may be submitted by email to DCD through the same time period. Please submit any written comments to DCD at 621 Sheridan Street, Port Townsend WA 98368 or via email to jpetererson@co.jefferson.wa.us. Comments submitted prior to the close of the comment period will be forwarded to the Planning Commission for consideration during that advisory body's deliberations. Please note that the Planning Commission may elect at its discretion to schedule an additional date and time for oral comments, or extend the period in which written comments may be accepted.

Written public comments submitted after close of the Planning Commission comment period will be forwarded to the BoCC for consideration in its legislative decision. But the BoCC is not required to consider untimely comments. The BoCC may hold a public hearing before taking final legislative action on the 2024 Comprehensive Plan Amendment Final Docket (formal notice will appear in the newspaper of record, the *Port Townsend & Jefferson County Leader*, prior to the BoCC hearing).

Availability of Documents

For more information or to inspect or request copies of the original applications for the proposed amendments, the adopted existing environmental documents or other related information, contact DCD Long-Range Planning at the mail or email addresses above, by phone at (360) 379-4450, or visit the 2024 Comprehensive Plan amendment cycle webpage.⁵ This webpage can be accessed from the Jefferson County homepage.⁶

Planning Commission and BoCC Deliberation

Following the public hearing on the proposed Comprehensive Plan Amendments, the Planning Commission will deliberate on the proposals, potentially over a series of meetings, and formulate a recommendation on each proposal for consideration by the BoCC. DCD expects that the Planning Commission will initiate its deliberations following the close of oral testimony on September 18, 2024 and may continue deliberating on the proposed amendments during its regularly scheduled meeting of October 2, 2024. DCD expects that the Planning Commission will forward a recommendation and transmittal to the BoCC on all proposed amendments Wednesday, October 14, 2024. The Planning Commission generally meets the first and third Wednesdays of any given month at the Tri-Area Community Center, Chimacum. It is possible that the Planning Commission will hold one or more previously noticed special meetings outside of the meeting schedule outlined above. Following the completion of the Planning Commission recommendation on the 2024 Comprehensive Plan Amendment Final Docket, DCD will formally transmit the Planning Commission recommendation to the BoCC along with the DCD final staff recommendations, any comments submitted during the public comment period, and the record of the Planning Commission deliberations. DCD expects that the Planning Commission and DCD recommendations will be presented to the BoCC in late-October or November 2024.

⁵ <https://www.co.jefferson.wa.us/1721/2024-Annual-Amendment-Cycle>.

⁶ <https://www.co.jefferson.wa.us/578/Comprehensive-Plan>.

In making a final legislative decision on the 2024 Comprehensive Plan Amendment Final Docket, the BoCC considers the Planning Commission recommendations, the full case record of the 2024 Comprehensive Plan Amendment Final Docket (all comments provided to the Planning Commission, the minutes of the Planning Commission meetings, and other background information), the DCD staff recommendation that accompanies the Planning Commission recommendation, legal advice from the Prosecuting Attorney's office, and any written or oral comments provided to the BoCC before or during a BoCC public hearing on the 2024 Comprehensive Plan Amendment Final Docket (should one be held). If the BoCC elects to schedule one or more public hearings on the Docket following receipt of the Planning Commission recommendation, there would be another opportunity for agencies and the public to provide formal comments on the 2024 Comprehensive Plan Amendment Final Docket. A legal notice would appear in the *Port Townsend & Jefferson County Leader*, the publication of record, announcing any BoCC public hearings on the 2024 Comprehensive Plan Amendment Final Docket.

A legislative decision from the BoCC on each of the Comprehensive Plan amendment proposals under consideration is expected prior to the end of the second week in December 2024. Monday, December 9, 2024 has been tentatively identified as a likely adoption date. The meeting schedules and agendas for the Planning Commission and BoCC with regard to the 2024 Comprehensive Plan Amendment Final Docket are available on a Jefferson County webpage dedicated to the 2024 Comprehensive Plan annual amendment cycle process.⁷ This webpage can be accessed from the Jefferson County homepage.⁸

1.3 Major Conclusions

The summary conclusions and/or highlights from the analysis in Section 2, "Focused Analysis of the Proposal" of this Combined Staff Report and SEPA Addendum are presented here for the reader's convenience. A reading of the analysis in Section 2, "Focused Analysis of the Proposal" in addition to any supporting material referenced in the text, including Appendix Items, is encouraged. Generally, information presented elsewhere is *not* reprinted here.

Summary Matrix of Impacts and Mitigation Measures

The complete description of the proposals, analysis of impacts, and recommendation for mitigation measures and conditions are within the individual staff reports for each of the proposed amendments found in Section 2, "Focused Analysis of the Proposal" of this Combined Staff Report and SEPA Addendum, or among the Appendix Items, as appropriate. Readers are encouraged to review the more comprehensive discussion of issues of interest in Section 2, "Focused Analysis of the Proposal", and to consult the Appendix Items, the amendment applications themselves, and other supporting materials, in order to formulate the most accurate impression of impacts associated with the proposals and staff recommendations.

⁷ <https://www.co.jefferson.wa.us/1721/2024-Annual-Amendment-Cycle>.

⁸ <https://www.co.jefferson.wa.us/578/Comprehensive-Plan>.

“Significant” as used in SEPA means a reasonable likelihood of more than a moderate adverse impact on environmental quality. Significance involves context and intensity and does not lend itself to a formula or quantifiable text (WAC [197-11-794](#)).

#	APPLICATION DESCRIPTION	PROBABLE SIGNIFICANT ENVIRONMENTAL IMPACTS?	SUMMARY RECOMMENDATION/ PROPOSED MITIGATION/ CONDITIONS
1	2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.	No	Recommendation – None. This is not a site-specific project proposal. Site-specific information will be provided by applicants at the time of submittal for a project.
2	2024 UGA CP & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.	No	Recommendation – Continue to pursue UGA land swap proposals.
3	2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.	No	Recommendation – adopt suggested UDC amendments for “Family” definition, clarification to PRRD unit count, and addition of Congregate Housing to JCC 18.15.040 Table 3-1 uses. Continue work on rural housing overlay concurrently with data development for 2025 Comprehensive Plan update.
4	Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)	No	Recommendation – None. The proposed project is a non-project action. All future development will be required to meet the County’s zoning and development standards of the Jefferson County Code.

Significant Unavoidable Adverse Impacts

Conclusions as to whether an impact would be considered significant, unavoidable, and adverse are found in the Summary Matrix above. Many of those conclusions contain assumptions about the ability to plan future development proposals in a way that would minimize impacts, or assumptions about how mitigation measures or existing regulations would be applied. Based upon use, regulation, and mitigation assumptions, none of the potential impacts of the future development scenarios evaluated in this Combined Staff Report and SEPA Addendum would meet all of the parameters (significant *and* unavoidable *and* adverse). For more information on the relationship of plan and policymaking to future review of development permit applications, review the discussion on Effectiveness of Mitigation Measures below.

Significant Areas of Controversy & Uncertainty

The following table summarizes the key environmental issues and options facing decision-makers:

#	APPLICATION NUMBER & DESCRIPTION	AREAS OF CONTROVERSY AND UNCERTAINTY
1	2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.	None
2	2024 UGA CP & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.	No areas of controversy, though the timeline for a UGA swap is uncertain.

#	APPLICATION NUMBER & DESCRIPTION	AREAS OF CONTROVERSY AND UNCERTAINTY
3	2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.	In its implementation, the Rural Low Impact Cluster proposal will demonstrate lower development impact than conventional single-family residential development. However, the approach is novel to the way the Growth Management Act has been implemented.
4	Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)	Beyond this proposal and into future project level action(s), uncertainty lies in the unknown impacts to air, water, ground, water runoff, plants, animals, energy, natural resources, environmental health, noise, land use, housing, aesthetics, recreation, historic and cultural preservation, transportation, public services, utilities, and light and glare of unknown future development proposals. All future developments will be required to meet the County's zoning and development standards of the Jefferson County Code. This may be one area of potential future controversy.

1.4 Issues to Be Resolved

Environmental Choices to Be Made

The Comprehensive Plan states that, “a healthy environment is fundamental to the quality of life of its citizens” and further provides four essential components for environmental protection:

- Watershed and Fish Habitat Recovery Management Strategy;
- Regulatory Strategy for Consolidated Environmental Review;
- Critical Area Protection Strategy; and
- Public Education and Involvement Strategy.

Each choice taken by the County and its residents may impact environmental quality. Comprehensive Plan goals and objectives are implemented through development regulations in the Unified Development Code (UDC) codified within title 18 JCC. The UDC was developed such that protective measures are incorporated into permit decisions.

The Comprehensive Plan and UDC amendment proposals may have the potential, if adopted, to affect the environment. For this reason, each proposal must be carefully analyzed for potential impacts, both as an individual proposal and with respect to cumulative impacts when associated with the other proposals on the 2024 Comprehensive Plan Amendment Final Docket, and if necessary, denied, conditioned, or modified appropriately.

Effectiveness of Mitigation Measures

The legislative adoption of Comprehensive Plan and UDC amendments is a non-project action under the State Environmental Policy Act (SEPA). A project action would be a decision on a land use or building permit reviewed under the general policy framework offered by the Comprehensive Plan and its implementing regulations. SEPA review is required for project actions, unless those actions are categorically exempt from SEPA review when the proposal is compared to the list of exemption thresholds at WAC [197-11-800](#). Environmental review such as the analysis contained in this Combined Staff Report and SEPA Addendum is useful and essential at the non-project level in order to set up a regulatory framework that protects the environment. Mitigation for non-project actions in this sense is essentially the extent to which the established regulatory framework is effective when applied to future development proposals. Generally, mitigation measures would not be required for the programmatic action of adopting a Comprehensive Plan or development regulation amendment, but may be useful and appropriate to address probable significant adverse environmental impacts identified at the project level. It is often the case that project action environmental review is where specific mitigation measures can be applied to condition a proposal such that the approval and execution of the proposal does not present a significant adverse environmental impact. With regard to environmental review of the 2024 Comprehensive Plan Amendment Final Docket, it should be understood that Jefferson County has in place a regulatory framework that follows the guidance established in Washington

State laws, such as SEPA, the Growth Management Act (GMA), and the Shoreline Management Act (SMA).

Sometimes the existing regulations are insufficient to effectively protect the environment when examined in the context of a particular project. Depending on the particular aspects of a development proposal, mitigation measures above and beyond the protections provided by the established development regulations may be needed to avoid significant adverse environmental impacts. In these cases, jurisdictions may employ their “SEPA substantive authority” to further condition approval of a development application. These mitigation measures are generally developed through project action SEPA review and established as permit conditions through an EIS or a threshold Mitigated Determination of Non-significance (MDNS).

The legislative decision to adopt a modified version of the original Comprehensive Plan amendment proposal may also be considered a form of mitigation. The BoCC may be effectively mitigating the potential environmental impact of adopting a Comprehensive Plan amendment by adopting a modified proposal or even deciding not to adopt the proposal based on environmental considerations. For formal site-specific amendment applications, the BoCC could apply a mitigation measure that affects future use of the land in question. In any of these cases, mitigation as applied to a non-project action such as a Comprehensive Plan amendment is distinct from mitigation as applied to a land use or building permit approval. It is at the time of project action review that established protection measures for environmentally sensitive areas and other development standards are applied to proposals for on-the-ground development. Judging the effectiveness of mitigation measures in this context requires on-going attention.

Main Options to Be Preserved or Foreclosed by the Action

The four suggested reviewed in this Combined Staff Report and SEPA Addendum are relatively minor in that they do not collectively represent a distinct change in direction from implementation of the adopted 2018 Comprehensive Plan.

Determinations that appear to have little direct environmental impact when viewed in isolation in 2024 may have significant indirect and cumulative environmental impacts if employed as justification for a substantial number of similar actions in future Comprehensive Plan amendment cycles. Choosing not to approve certain proposals that would increase pressures to convert land to higher intensity land use designations will likely reduce present and future environmental impacts, prevent sprawl, and preserve future planning options.

Regardless of the alternative selected, growth and development under the County's adopted Comprehensive Plan will result in some adverse impacts that are impossible to avoid. The County's adopted Plan is designed to accommodate the Washington State Office of Financial Management (OFM) population projections for the year 2038. Under any of the action alternatives reviewed in this Combined Staff Report and SEPA Addendum, continued growth and development under the adopted Plan is likely to result in increased growth and development in certain areas of the County, cumulative impacts to fish and wildlife habitat, increased demands upon transportation facilities and transit, and increased demand for public

infrastructure and facilities. The County will continue to plan for distribution of growth that will result in the lowest levels of environmental impacts, focus on infill, and balance capital investment.

2. Focused Analysis of the Proposals

2.1 OVERVIEW

Pursuant to chapter 18.45 JCC, Jefferson County is conducting an annual Comprehensive Plan amendment process. Consistent with the State Environmental Policy Act ("SEPA," chapter [43.21C](#) RCW), the Growth Management Act ("GMA," chapter 36.70A RCW), the Jefferson County Comprehensive Plan, and chapter 18.45 JCC, this amendment process involves concurrent analysis of all proposals to identify the potential for cumulative impacts.

In general, Comprehensive Plan amendment proposals in Jefferson County fall into one of two categories:

Formal Site-Specific Amendments are proposals submitted by property owners requesting a change in either Comprehensive plan land use designation or density.

Proposed Amendments are generally limited to proposals that broadly apply to the narrative, goals, policies and implementation strategies of the Comprehensive Plan. In order to ensure adequate review of potential environmental impacts, any suggested amendments that could result in a need to re-designate groups of parcels are analyzed using the same criteria employed for formal site-specific amendments (i.e., JCC 18.45.080(1)(b)).

This Combined Staff Report and SEPA Addendum addresses four suggested amendments on the 2024 Comprehensive Plan Amendment Final Docket.

Individual Staff Reports, Cumulative Analysis, & Staff Recommendations

Section 2, "Focused Analysis of the Proposal", of this Combined Staff Report and SEPA Addendum addresses specific criteria contained in chapter 18.45 JCC and, in turn, evaluates the potential for significant adverse environmental impacts, including cumulative impacts. Each amendment proposal is described below, evaluated based on the required criteria, and a staff recommendation is made based on those criteria. Tables are for summary information only; please refer to the individual staff report for each proposal for greater detail.

Growth Management Indicators

Pursuant to JCC 18.45.080(1)(b), all recommendations regarding amendment to the Comprehensive Plan must include an inquiry into the seven "growth management indicators" listed at JCC 18.45.050(4)(b). These growth management indicators address the following:

- Growth and development rates;

- Ability to provide services;
- Availability of urban land;
- Community-wide attitudes towards land use; and
- Consistency with state law and local agreements.

These indicators are not necessarily amendment-specific but rather are meant to provide a snapshot of Jefferson County's status during this 2024 amendment cycle. This section will serve to promote consideration and inquiry into these seven growth management indicators and is intended to be a starting point for broader community consideration before the Planning Commission and the BoCC. While this review of the growth management indicators provides some basic analysis related to County demographics, it is not intended to measure progress in achieving the goals of the Comprehensive Plan; that task is reserved for the State-mandated Comprehensive Plan update scheduled for completion in 2025.

Jefferson County Code (JCC) 18.45.050(4)(b) – growth management indicators

Each of the growth management indicators is discussed as listed in JCC 18.45.050(4)(b).

(1) Whether growth and development as envisioned in the Comprehensive Plan is occurring faster or slower than anticipated, or is failing to materialize.

Discussion: The Office of Financial Management publishes census estimates each year beginning April 1. Washington's total population grew by an estimated 86,750—to 7,951,150 as of April 1, 2023, according to annual estimates that the Office of Financial Management prepared.

The unadjusted population growth rate in Washington over the last year was 1.1%, somewhat slower than the previous year, when the state's population grew by 1.3%.

Washington's population has grown by 244,840 people since the 2020 decennial census on April 1, 2020. The 86,750 increase is below the average annual increase from the last decade (98,200). King County remains the main contributor to the state's overall population growth, adding 30,100 people this year, compared to an average of 33,800 people per year between 2010 and 2020.

Migration continues to be the primary driver behind Washington's population growth. From 2022 to 2023, net migration (people moving in minus people moving out) totaled 72,300, down by 11,300 from last year. Net migration accounted for 83% of the state's population growth. Natural change (births minus deaths) was responsible for the other 17%. Natural change (14,445) remains low but has recovered somewhat from the increased deaths and lower births during the COVID-19 pandemic. Deaths will increase as baby boomers age, and birth rates from millennial and post-millennial parents should continue to be lower than previous generations.

Consistent with previous years, over 71% of state population growth occurred in the five largest metropolitan counties — Clark, King, Pierce, Snohomish, and Spokane. The nine counties with populations between 100,000 and 350,000 saw 21% of the state's growth. Counties with less than 100,000 had an 8% share, smaller than the previous year. Whatcom (1.8%), Benton (1.5%), and Snohomish (1.5%) were the three fastest growing counties. (OFM, 2023)

Housing growth is a significant reason Washington saw population growth this year, evident in high occupancy rates in most cities in 2023. Over the past year, the state added 46,300 housing units, 300 less than the previous year. Of all new units built this past year, 63% were multifamily units. However, this trend is not seen in Jefferson County. More than 72% of all new housing units the past two years were built in one of the state's five largest metropolitan counties. King County led all counties with 18,800 new housing units and saw 40% of the state's total housing growth over the last year. (OFM, 2023)

Jefferson County ranks 33rd out of 39 Washington counties for population increase. The 2023 population estimates for Jefferson County is 33,425, a net increase of 448 people since 2020. The 2023 population estimate of the City of Port Townsend is 10,330. Note that migration is the driving factor in Jefferson County population too, as the natural change (births & deaths) was -841 residents, and migration was +1,289 people, leaving the net gain of 448 people between 2020-2023 (average 149 per year). For comparison, the decade 2010-2020 was recorded as an average annual change in population to be 311 people per year, with an average Natural Increase of -175 and a Net Migration of 486. This reveals that the small Jefferson County total population increases are accompanied by a higher net migration and an accompanying higher net natural change. The numeric change in Jefferson County population between 2022-2023 was 75, a 0.22% change. The slow growth in Jefferson County is paired with below the state-average in housing development.

Jefferson County is designated as a rural county. With a total land area of 1,803.7 square miles, the 2023 population density of Jefferson County is 18.53 people per square mile.

Growth trends are difficult to predict. Washington State and its counties have tended to exhibit growth spurts interrupted by periods of slower growth, stagnation, and even decline. For example, the "rural rebound" growth trend experienced by most western states in the early 1990s –at the time of GMA adoption –was the result of an exodus by nearly two million people leaving California during a severe regional economic recession. Rural and non-metropolitan growth in Washington, including Jefferson County, during the 1990s was far greater than anticipated, but slowed as California's economy recovered in the mid-1990s ("Washington State County Population Projections for Growth Management," Office of Financial Management, March 2002).

In 2015, Jefferson County and the City of Port Townsend developed a population projection and urban population allocation for the City of Port Townsend, Irondale and Port Hadlock Urban Growth Area (PHUGA), and the Port Ludlow and Pleasant Harbor Master Planned Resorts based

on OFM's 2012 Medium projections. The County passed Resolution No. 38-15 on October 26, 2015, adopting the Updated Population Forecast, summarized in Exhibit 1-2 of the Comprehensive Plan, reproduced here. The allocation of projected growth is 70% to urban areas and 30% to rural areas. The projected growth rate in the 2018 Comprehensive Plan for the County was 0.98% per year. The realized population growth rate for 2022-2023 was merely 0.22%. Since 2010, the average growth rate has only been 0.1% in the County.

Jefferson County Comprehensive Plan EXHIBIT 1-2. Jefferson County & City of Port Townsend 20-year Population Projection & Distribution (2018-2038). Refer to the Comprehensive Plan for full text and footnoted information.

Location - Unincorporated unless noted	2010 Population	Allocation Total Growth County-wide	Projected Growth (2010-2038)	2018 Projected Population	Estimated Growth (2018-2038)	Projected Population 2038	2010-2038 Projected Growth Rate
Port Townsend UGA (Incorporated)	9,113	36%	3,366	9,661	2,814	12,479	1.13%
Port Hadlock/ Irondale UGA	3,580	19.4%	1,814	3,795	1,516	5,394	1.48%
Port Ludlow MPR	2,603	10.1%	944	2,759	789	3,547	1.11%
Pleasant Harbor (Brinnon) MPR	--	4.5%	421	--	352	421	24.1 %
UGA/MPR Subtotal	15,296	70%	6,545	16,215	5,471	21,841	1.28%
Rural & Resource Areas Subtotal	14,576	30%	2,804	15,452	2,445	17,380	0.63%
County-wide Total	29,872	100%	9,349	31,667	7,816	39,221	0.98%

(2) Whether the capacity of the county to provide adequate services has diminished or increased.

Discussion: The number of service providers in the County has not decreased and the County continues to be equipped to provide the same levels of service available at the time of Comprehensive Plan adoption. The County has adopted GMA-compliant plans to provide the Irondale and Port Hadlock Urban Growth Area (PHUGA) with urban services, specifically sanitary sewer service and stormwater management. Construction has begun on Phase 1 of the Port Hadlock Wastewater Facility with Phase 1 service connections anticipated in Summer of 2025. Sanitary sewer service will enable planned densities within the PHUGA to come to fruition.

(3) Whether sufficient urban land is designated and zoned to meet projected demand and need.

Discussion: As a part of the planning process for the PHUGA, an analysis of vacant lands within the proposed PHUGA and a build-out analysis were updated in 2018. (Comprehensive Plan, Appendix E) This analysis evaluated developable lands and the ability to accommodate the allocated population. The PHUGA has sufficient capacity to accommodate the projected 2038 population of 5,394 people with an estimated growth rate in the 2018 Comprehensive Plan of 1.48%.

With a theoretical carrying capacity of over 30,000 people, the City of Port Townsend UGA also appears to be adequately sized to accommodate anticipated future urban growth.

(4) Whether any assumptions upon which the Comprehensive Plan is based are no longer found to be valid.

Discussion: Since the periodic review and adoption of the Comprehensive Plan periodic update in 2018, the assumptions made as part of the Comprehensive Plan continue to be valid. Amendments to GMA and other laws made by the State Legislature and precedent-setting decisions made by the Growth Management Hearings Boards influence local government implementation of GMA. These amendments will be under consideration during the 2025 Periodic Update.

(5) Whether changes in countywide attitudes necessitate amendments to the goals of the Plan and the basic values embodied within the Comprehensive Plan Vision Statement.

Discussion: The Comprehensive Plan is intended to reflect, to the greatest extent possible, countywide attitudes about the future growth and management of the county. The Comprehensive Plan was originally adopted in 1998, revised in 2004, and last updated in 2018. Updating the Comprehensive Plan in 2025 will include an opportunity to reassess countywide attitudes. Between Comprehensive Plan updates, countywide attitudes can best be inferred through local election results, perspectives expressed by public representatives such as the Planning Commission, and comments received during public comment periods. That said, an updated public opinion survey would also be an effective way to gauge countywide attitudes.

(6) Whether changes in circumstances dictate a need for amendments.

Discussion: To some degree, circumstances have changed since Comprehensive Plan adoption in 2018. Taken from a broad perspective, these changing circumstances include: the Covid Pandemic, many issues surrounding attainable and affordable housing, and climate change resilience. Jefferson County recently adopted development regulations outlining a process for establishing legal lots of record, and siting and management of temporary housing facilities.

(7) Whether inconsistencies exist between the *Comprehensive Plan* and the *Growth Management Act* or the *Comprehensive Plan* and the *Countywide Planning Policy for Jefferson County*.

Discussion: The Comprehensive Plan is consistent with both the GMA and the Countywide Planning Policies (CPPs). The Unified Development Code (UDC) is found to be consistent with the Comprehensive Plan. Proposed amendments to the UDC in this evaluation assist with maintaining that consistency, and further implementing policies in the Comprehensive Plan.

2.2 2024 COMPREHENSIVE PLAN AMENDMENT FINAL DOCKET

Following are brief descriptions of each of the four proposed amendments to the Comprehensive Plan.

Proposed Amendments:

1. 2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.
2. 2024 UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.
3. 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.
4. Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF).

The BoCC in its legislative capacity may adopt each amendment as proposed, adopt with conditions, adopt a modified version, or deny adoption.

The four site-specific amendments to the Comprehensive Plan that are addressed in this Combined Staff Report and SEPA Addendum, constitute four individual proposed actions. The environmental review-based alternatives to each proposed action component are as follows:

- No Action - Continue application of the Comprehensive Plan without any or all of the proposed amendments;
- Adopt with or without modifications and/or mitigating conditions as appropriate; or
- Defer for consideration to another Comprehensive Plan and Code Update process.

Staff Recommendation Summary

Staff recommendations for each proposed amendment are explained under a heading for each individual proposal in Proposed Amendment 3. These staff recommendations are presented to the Planning Commission for consideration. In transmitting the Planning Commission recommendations to the BoCC later this year, staff will have the opportunity to adjust these preliminary recommendations. The preliminary staff recommendations, including modifications and mitigation measures, are summarized in the following table:

2024 Comprehensive Plan Amendment Docket: Summary of Staff Recommendations

	APPLICATION	GENERAL DESCRIPTION OF PROPOSAL	STAFF RECOMMENDATION
1	2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.	The objective of the proposal is to improve the efficiency of the permitting process and improve code clarity. Various definitions are added to chapter 18.10 JCC. The Irondale and Port Hadlock Urban Growth Area (PUGA) sewer system being constructed. A new title 13 JCC will be added to the JCC for the PHUGA sewer system, prior to adoption of the ordinance approving the Comprehensive Plan amendments discussed in this Comprehensive Staff Report and SEPA Addendum. Suggested amendments to chapters 18.18 and 18.19 JCC are suggested to move the process for determining sewer availability into new title 13 JCC and achieve internal consistency with the new title. A new section for Unit Lot Subdivisions is added to chapter 18.35 JCC to reflect the new statutory requirement (RCW 58.17.060) adopted in 2023, allowing division of a parent lot into separately owned unit lots.	Adopt with or without modification as appropriate.
2	2024 UGA CP & UDC Amendments to Amend the Port Townsend Urban		Recommendation – Continue to pursue UGA land swap proposals.

	APPLICATION	GENERAL DESCRIPTION OF PROPOSAL	STAFF RECOMMENDATION
	Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.		
3	2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.		Recommendation – adopt suggested UDC amendments for “Family” definition, clarification to PRRD unit count, and addition of Congregate Housing to 18.15.050 Table 3-1 uses. Continue work on rural housing overlay concurrently with data development for 2025 Comprehensive Plan update.
4	Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)	The Port of Port Townsend is requesting that Port owned parcels that meet certain conditions be included in the EPF-A and JCIA-III areas. This request would change language in the Comprehensive Plan and UDC to use a set of conditions which define the extent of the JCIA-III and EPF-A areas. It is proposed that if parcels meet the following conditions,	RECOMMENDATION: STAFF RECOMMENDS ADOPTION WITH OR WITHOUT MODIFICATION AS APPROPRIATE

	APPLICATION	GENERAL DESCRIPTION OF PROPOSAL	STAFF RECOMMENDATION
		they are automatically included in the area: 1. Parcels are owned by the Port of Port Townsend. 2. Parcels are considered part of the ALP area within the FAA's ALP plan.	

2.3 INDIVIDUAL STAFF REPORTS: SUGGESTED AMENDMENTS

The four amendment proposals are evaluated individually. Each individual amendment includes a cumulative impact analysis.

2.3.1 Proposed Amendment 1: Irondale and Port Hadlock Urban Growth Area (PHUGA) UDC Amendments for Urban Development

Applicant: Jefferson County

Location: Irondale and Port Hadlock Urban Growth Area (PHUGA)

General Description:

The objective of the proposal is to improve the efficiency of the permitting process and improve code clarity. Various definitions are added to chapter 18.10 JCC. A new section for Unit Lot Subdivisions is added to chapter 18.35 JCC to implement the new statutory requirement (RCW [58.17.060](#)) adopted in 2023, allowing division of a parent lot into separately owned unit lots. The Irondale and Port Hadlock Urban Growth Area (PHUGA) sewer system being constructed. A new title 13 JCC will be added to the JCC for the PHUGA sewer system, prior to adoption of the ordinance approving the Comprehensive Plan amendments discussed in this Comprehensive Staff Report and SEPA Addendum. Suggested amendments to chapters 18.18 and 18.19 JCC are suggested to move the process for determining sewer availability into new title 13 JCC and achieve internal consistency with the new title.

Environmental Information:

In 2009, the County incorporated the Port Hadlock UGA Sewer Facility Plan (2008) (Sewer Plan) into the County's Comprehensive Plan Capital Facilities Element (CFE) to comply with the Growth Management Hearings Board's decision finding noncompliance with the County's Urban Growth Area (UGA) and GMA capital facilities planning. Ordinance No. [03-0323-09](#) (Re: MLA09-00024, UGA Final Compliance Action). Ordinance No. [03-0323-09](#) states:

WHEREAS, Jefferson County issued an Addendum document pursuant to the Washington State Growth Management Act and State Environmental Policy Act (SEPA) on February 4, 2009, which is hereby incorporated by reference;

WHEREAS, the SEPA Responsible Official at the Department of Community Development has determined that existing environmental documents, augmented by the integrated SEPA Addendum, provide adequate environmental review to satisfy the requirements of WAC 197-11-600;

Ordinance No. 03-0323-09 at 3.

4. The Department of Public Works and Community Development have drafted a feasible financing plan for a sanitary sewer system for the first six years, have completed sound engineering for effluent discharge that will not harm the environment, and have provided for the economic needs of the local population, now and into the future.

Ordinance No. 03-0323-09 at 4.

6. The following environmental documents have been adopted pursuant to SEPA administrative rules:

- Draft and Final Environmental Impact Statements (DEIS/FEIS) and addenda prepared in anticipation of adoption of the Comprehensive Plan in 1998. The DEIS and FEIS are dated February 24, 1997 and May 27, 1998, respectively, and examined the potential cumulative environmental impacts of adopting alternative versions of the Comprehensive Plan.
- Draft and Final Supplemental EIS (DSEIS/FSEIS) and addenda for the Comprehensive Plan 1999 Amendments, also known as Tasks III and IV of the Tri-Area / Glen Cove Special Study. The DSEIS and FSEIS are dated June 30, 1999 and August 18, 1999, respectively, and examined the potential environmental impacts of adopting one of the identified planning alternatives for the Tri-Area of Chimacum-Port Hadlock-Irondale and the Glen Cove mixed use area.
- DCD Integrated Staff Report and DSEIS/FSEIS for the 2002, 2003, 2004, 2005 and 2006 Comprehensive Plan Amendment Dockets. Amidst other information, the adopted documents provide background and analysis on the designation of a UGA in the Irondale & Port Hadlock area.

- DCD Integrated GMA/SEPA Staff Report dated February 21, 2007.
- DCD Integrated GMA/SEPA Staff Report dated February 4, 2009.

Ordinance No. [03-0323-09](#) at 4-5. As amended, the Comprehensive Plan incorporated the entire Sewer Plan and it was added as an Appendix to the CFE. Ordinance No. [03-0323-09](#) at 83. A copy of the SEPA checklist was included in the Sewer Plan—Environmental Report and SEPA Checklist. Details from the Sewer Plan were directly incorporated into the Comprehensive Plan’s 6-year CFP. Ordinance No. [03-0323-09](#) at 79.

The Sewer Plan is an engineering document; however, in addition to the engineering specifications it adopted a 6-year and 20-year financing plan to implement the 2008 Sewer Plan or its alternatives. *Id.* The Growth Board found that the County’s CFE, Capital Facilities Plan (CFP), and Sewer Plan’s met GMA planning requirements with a financing plan, service areas, phasing, component details, and consistency. *Irondale Community Action Neighbors (ICAN) et al. v. Jefferson County*, WWGMHB No. 07-2-0012c, at 7-10 ([Compliance Order](#), May 1, 2009).

The Sewer Plan was updated in 2021. [Port Hadlock UGA Sewer Facility Plan Update and Appendices](#) (Feb. 2021). The revisions to the Sewer Plan mostly related to funding, engineering specifications (low pressure system with grinders), and minor modifications to the core service area. The revisions allowed the County to implement sewerage within six years. A Comprehensive Plan Amendment (MLA20-00102) was adopted for the updated Sewer Plan in Ordinance No. [01-0426-21](#), when the 2020 Comprehensive Plan Docket was approved. Ordinance No. [01-0426-21](#) included a SEPA review through a staff issued Addendum to the 1998 Draft and Final Jefferson County Comprehensive Plan Environmental Impact Statements (“EIS”) and subsequent Supplement EISs, and a SEPA Checklist and Addendum that addressed the 2020 Docket items, including the proposed revisions to the Comprehensive Plan. Ordinance No. [01-0426-21](#) at 2.

The County published a SEPA Addendum on February 28, 2021. The SEPA Addendum and supporting SEPA Environmental Checklists provide additional information relating to the Jefferson County Final Environmental Impact Statement (“Final EIS”), May 27, 1998 and associated SEPA documents. These SEPA documents were adopted and the additional information was determined not to involve significant new impacts. A Determination of Significance and Notice of Adoption was published on February 28, 2021. Ordinance No. [01-0426-21](#) at 8.

An agency may use previously prepared environmental documents to evaluate proposed actions, alternatives, or environmental impacts. The proposals may be the same as or different than those analyzed in the existing documents (WAC [197-11-600\(2\)](#)). These documents are listed in response to Question 8 of the SEPA Environmental Checklist and in the Addendum and were adopted in association with the Comprehensive Plan and development regulations adopted in Ordinance

No. 01-0426-21. This ordinance is within the scope of the previous EIS documents and the February 28, 2021 Determination of Significance and Notice of Adoption.

Cumulative Impact Analysis:

Pursuant to JCC 18.45.080(1)(b), the Planning Commission and the BoCC must develop findings and conclusions that consider specific criteria. Those criteria, and staff evaluations, follow.

Cumulative Impact Analysis – Irondale and Port Hadlock UGA UDC Amendments for Urban Development	
UDC/JCC Criterion	Staff Evaluation
<i>Is growth and development as envisioned in the Comprehensive Plan occurring faster or slower than anticipated, or is failing to materialize?</i>	The projected growth rate in the 2018 Comprehensive Plan for the County was 0.98% per year. The realized population growth rate for 2022-2023 was merely 0.22%. Since 2010, the average growth rate has only been 0.1% in the County. According to the 2018 Comprehensive Plan, the PHUGA has sufficient capacity to accommodate the projected 2038 population of 5,394 people with an estimated growth rate for the PHUGA of 1.48%.
<i>Has the capacity of the county to provide adequate services diminished or increased?</i>	The capacity to provide adequate services in the UGA will not be increased or decreased by this proposal. Most of the land in the UGA developed to an urban level prior to Jefferson County enacting zoning laws. Properties in the UGA at urban-level density have legal, non-conforming uses. The UGA already is served by an area-wide water system operated by the Jefferson County Public Utility District. As state highway, Highway 19, passes through the UGA. The county maintains roads throughout the UGA. Recently, the county began installing a phased sewer in the UGA. A sewer ordinance is in the process of being adopted, and DCD expects

Cumulative Impact Analysis – Irondale and Port Hadlock UGA UDC Amendments for Urban Development	
UDC/JCC Criterion	Staff Evaluation
	the sewer ordinance to be in place before the 2025 Comprehensive Plan Cycle ordinance is adopted. The purpose of this proposal is to true up the new sewer ordinance with the UDC.
<i>Is sufficient urban land designated and zoned to meet projected demand and need?</i>	The PHUGA size and zoning designations are adequate to meet projected demands and needs. Future review of the PHUGA zoning will be part of the 2025 Comprehensive Plan review process.
<i>Are any of the assumptions upon which the Jefferson County Comprehensive Plan is based no longer valid, or is new information available that was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan?</i>	The assumptions remain valid. The Sewer Plan was updated in 2021. The revisions allowed the County to implement sewerage the core service area within six years. A Comprehensive Plan Amendment (MLA20-00102) was adopted for the updated Sewer Plan in Ordinance No. 01-0426-21, when the 2020 Comprehensive Plan Docket was approved. Ordinance No. 01-0426-21 included a SEPA review through a staff issued Addendum to the 1998 Draft and Final Jefferson County Comprehensive Plan Environmental Impact Statements (“EIS”) and subsequent Supplement EISs, and a SEPA Checklist and Addendum that addressed the 2020 Docket items, including the proposed revisions to the Comprehensive Plan. Ordinance No. 01-0426-21 at 2. The County published a SEPA Addendum on February 28, 2021.
<i>Does the proposed amendment reflect the current widely held values of the residents of Jefferson County?</i>	Yes. Community support for the sewer is positive based on recent public outreach in the community.

Cumulative Impact Analysis – Irondale and Port Hadlock UGA UDC Amendments for Urban Development	
UDC/JCC Criterion	Staff Evaluation
<i>Do changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement?</i>	No. The proposal is supported by the Comprehensive Plan.
<i>Do changes in circumstances dictate a need for amendment?</i>	No. The proposal is supported by the Comprehensive Plan.
<i>Do inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County?</i>	No. There are no inconsistencies in relation to this proposal.
<i>Have circumstances related to the proposed amendment and/or the area in which it is located substantially changed since the adoption of the Jefferson County Comprehensive Plan?</i>	No. County circumstances related to the amendments have not changed substantially since the adoption of the Comprehensive Plan in 2018 and adoption of the Port Hadlock UGA Sewer Facility Plan Update and Appendices in February 2021 in Ordinance No. 01-0426-21 , when the 2020 Comprehensive Plan Docket was approved.
<i>Are the assumptions of the Jefferson County Comprehensive Plan currently valid, is new information available which was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan?</i>	Assumptions of the 2018 Comprehensive Plan are still valid, and the proposals implement the Goals & Policies of the 2018 Comprehensive Plan.

Cumulative Impact Analysis – Irondale and Port Hadlock UGA UDC Amendments for Urban Development	
UDC/JCC Criterion	Staff Evaluation
<i>Whether the proposed amendment reflects current widely held values of the residents of Jefferson County.</i>	The amendments implement the 2018 Comprehensive Plan Goals & Policies, following widely held values of county residents.
<i>The proposed text amendment meets concurrency requirements for transportation and does not adversely affect the adopted level of service standards for other public facilities and services (e.g., sheriff, fire and emergency medical services, parks, fire flow, and general governmental services);</i>	Yes. Most of the land in the UGA developed to an urban level prior to Jefferson County enacting zoning laws. Properties in the UGA at urban-level density have legal, non-conforming uses. The required level service for other public facilities and services will not need to be increased as a result of this proposal.
<i>The proposed text amendment will not create a pressure to change the land use designation of other properties, unless the change of land use designation for other properties is in the long-term best interests of the county as a whole;</i>	No. The Comprehensive Plan and the UDC have addressed removal of the transitional zoning overlay in the UGA as the sewer becomes available.
<i>The proposed text amendment does not materially affect the land use and population growth projections that are the bases of the Comprehensive Plan;</i>	No. The Comprehensive Plan and the UDC have addressed the land use and population growth projections and this proposal is consistent with land use and population growth projections.
<i>If within an unincorporated urban growth area (UGA), the proposed text amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA;</i>	The proposed text amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA. Most of the land in the UGA developed to an urban level prior to Jefferson County enacting zoning laws. Properties in the

Cumulative Impact Analysis – Irondale and Port Hadlock UGA UDC Amendments for Urban Development	
UDC/JCC Criterion	Staff Evaluation
	UGA at urban-level density have legal, non-conforming uses.
<i>The proposed amendment is consistent with the Growth Management Act (chapter 36.70A RCW), the County-Wide Planning Policy for Jefferson County, any other applicable inter-jurisdictional policies or agreements, and any other local, state or federal laws.</i>	Yes. This proposal furthers the more than 20 years of planning for fully implementing the UGA zoning.
<i>Please provide an explanation of why the amendment is being proposed.</i>	The purpose of this proposal is to further implement the planning transition to full UGA status by clarifying when the transitional zoning overlay will be removed as the sewer becomes available throughout the UGA.

Supplemental Sheet for Non-Project Actions:

The following environmental analysis is presented in the format of the Non-Project Action Supplemental Sheet to the Environmental Checklist developed by the Department of Ecology pursuant to the State Environmental Policy Act (SEPA).

Question #1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

The proposed UDC amendments will not increase discharges to water, emissions to air, or production, storage or release of toxic or hazardous substances.

Question #2. How would the proposal be likely to affect plants, animals, fish, or marine life?

The proposed UDC amendments will not affect plants, animals, fish or marine life.

Question #3. How would the proposal be likely to deplete energy or natural resources?

The proposed UDC amendments will not deplete energy or natural resources.

Question #4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

The proposed UDC amendments do not have any direct environmental affect to sensitive areas or areas designated for governmental protection.

Question #5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

The proposed UDC amendments will not affect land and shoreline use.

Question #6. How would the proposal be likely to increase demands on transportation or public services and utilities?

The proposed UDC amendments will not have any effect on transportation, public services, or utilities.

Question #7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

The proposed UDC amendments are intended to improve the efficiency of the permitting process, improve code clarity and implement policies, and generally more in line with local and state requirements.

Staff Recommendation:

Staff recommends approval of the proposed UDC amendments as shown in the line-in/line-out text.

2.3.2 Proposed Amendment 2: Proposal to amend the City of Port Townsend UGA boundary by extending or by swapping equal areas between UGA and County to include Caswell-Brown Village and adjacent properties into the UGA for urban services.

Applicant: Jefferson County

Assessor Parcel Number: 001162001 (Caswell-Brown Village)

Location: Mill Road and SR 20

General Description:

The state legislature enacted SB 5834, codified in 36.70A.110, implementing a process whereby urban growth areas that have non-UGA uses such as agriculture, can swap land out of the UGA and incorporate additional land that is more appropriate for urban development.

The UGA swap concept appears to be very applicable to the City of Port Townsend UGA and nearby County property. The County and Port Townsend have been working on solutions for people experiencing homelessness, including emergency housing and transitional housing. The County and housing providers collaborated and developed Caswell-Brown Village at State Route 20 and Mill Road. This is now the only facility for housing of this type in the immediate area. The level of housing services that can be developed here are limited by land area and on-site septic requirements. The City of Port Townsend has the capability to provide sanitary sewer service to Caswell-Brown Village if it were located in the UGA. Land that is not suitable for urban development has been identified in the UGA and the swap project is the proposal under review.

The criteria for a UGA swap are listed below.

UGA Land Swap Criteria	
UGA Portion	Rural Portion
<i>(a) 36.70A.110(8)(a) No net increase in UGA</i>	(a) Caswell-Brown Village (CBV) property (County) is 21.81 acres. Equal amount can be swapped from an area within the UGA.
<i>(b) Area added to UGA not designated by County as agriculture, forest, mineral resource lands;</i>	(b) CBV property to be added to UGA is zoned RR-20 by County.
<i>(c) if agriculture, forest, mineral resource designation in UGA, either equivalent amount of ag, forest, mineral land added to area outside of UGA, or County wait minimum two years before another swap may occur;</i>	(c) not applicable
<i>(d) less than 15% of areas added to UGA are critical areas (other than CARA), revised UGA area must not result in net increase in CARA areas within UGA;</i>	(d) Critical Area: 38% Slight Landslide Hazard area (not regulated)
<i>(e) areas added to UGA are suitable for urban growth;</i>	(e) CBV suitable for urban growth

UGA Land Swap Criteria	
UGA Portion	Rural Portion
<i>(f) transportation element & capital facilities plan element in County comprehensive plan have identified transportation facilities and public facilities & services needed to serve the UGA, and funding to provide transportation & public facilities;</i>	(f) facilities reviewed under Conditional Use Permit
<i>(g) areas removed from UGA are not characterized by urban growth or urban densities;</i>	(g) areas removed from UGA are RR-20 and agriculture in use
<i>(h) revised UGA is contiguous, does not include holes or gaps, will not increase pressure to urbanize rural or natural resources lands,</i>	(h) swap areas are contiguous to UGA boundary
<i>(i) County UGA revision reviewed per CPP process (RCW 36.70A.210);</i>	(i) to be reviewed under annual CP review process
<i>(j) meets all other requirements in RCW 36.70A.110;</i>	(j) meets all other requirements
<i>(9)(a) consultation with affected tribes— cultural resources & treaty rights; (b) County to notify affected tribes, consultation if requested.</i>	(9)(a) to be done as necessary (9)(b) to be done as necessary

The feasibility of this particular land swap is still under review. If the land swap cannot be accomplished, other methods to extend the boundary may be explored.

Environmental Information:

UGA land swap criterion that less than 15% of areas added to the UGA are critical areas (other than CARA), and the revised UGA area must not result in net increase in CARA areas within UGA. Jefferson County critical area mapping indicates 38% of the Caswell-Brown Village property is

designated as a slight landslide hazard area. The county does not regulate slight landslide hazard areas so this condition may not be relevant to the UGA swap process. That is to say, the critical area would not make it unsuitable for urban development.

Cumulative Impact Analysis:

Pursuant to JCC 18.450.080(1)(b), the Planning Commission and the BoCC shall develop findings and conclusions that consider specific criteria. Those criteria, and staff evaluations, follow.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties	
UDC/JCC Criterion	Staff Evaluation
<i>Is growth and development as envisioned in the Comprehensive Plan occurring faster or slower than anticipated, or is failing to materialize?</i>	Growth is occurring as anticipated in the Comprehensive Plan.
<i>Has the capacity of the county to provide adequate services diminished or increased?</i>	The County and City of Port Townsend coordinate with providing services to people experiencing homelessness. This has recently diminished. The American Legion Hall had limited space and is now no longer available. Development of Caswell-Brown Village has increased overall capacity, though this is now the only facility. Better use can be made of the property if City sewer service could be provided.
<i>Is sufficient urban land designated and zoned to meet projected demand and need?</i>	If the land swap put Caswell-Brown Village in a UGA, then sewer service can be provided. This will better meet demand.
<i>Are any of the assumptions upon which the Jefferson County Comprehensive Plan is based no longer valid, or is new information available that was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan?</i>	There are no invalid assumptions. The comprehensive plan is being updated to reflect updated information and new state laws.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties	
UDC/JCC Criterion	Staff Evaluation
<i>Does the proposed amendment reflect the current widely held values of the residents of Jefferson County?</i>	Yes. Facilities for housing and human services have been valued in the County. UGA boundary discussions have occurred since enacting Growth Management Act.
<i>Do changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement?</i>	No. The proposal is supported by the Comprehensive Plan.
<i>Do changes in circumstances dictate a need for amendment?</i>	Yes. Circumstances will require additional temporary housing. The UGA swap would amend the Comprehensive Plan.
<i>Do inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County?</i>	No. There are no inconsistencies in relation to this proposal.
<i>Have circumstances related to the proposed amendment and/or the area in which it is located substantially changed since the adoption of the Jefferson County Comprehensive Plan?</i>	The Caswell-Brown Village program would need to spend program dollars for large septic capacity. If the City can provide sewer service, those program dollars can be used for expanding their services.
<i>The proposed text amendment meets concurrency requirements for transportation and does not adversely affect the adopted level of service standards for other public facilities and services (e.g., sheriff, fire and emergency</i>	There are no transportation capacity issues with this project.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties	
UDC/JCC Criterion	Staff Evaluation
<i>medical services, parks, fire flow, and general governmental services);</i>	
<i>The proposed text amendment is consistent with the goals, policies and implementation strategies of the various elements of the Jefferson County Comprehensive Plan;</i>	Yes, the proposal is supported by the Comprehensive Plan goals and policies, particularly the Housing Element.
<i>The proposed text amendment will not result in probable significant adverse impacts to the county's transportation network, capital facilities, utilities, parks, and environmental features that cannot be mitigated, and will not place uncompensated burdens upon existing or planned service capabilities;</i>	The amendment would result in better use of services and does not have any significant environmental impacts.
<i>In the case of a text amendment to the Land Use Map, that the subject parcels are physically suitable for the requested land use designation and the anticipated land use development, including, but not limited to, the following: A. Access; B. Provision of utilities; and C. Compatibility with existing and planned surrounding land uses.</i>	Parcels currently under review are well situated for their intended purpose. The agricultural land is adjacent to other rural areas, and the CBV is in proximity to the City and services.
<i>The proposed text amendment will not create a pressure to change the land use designation of other properties, unless the change of land use designation for other</i>	No. This is a limited, conditioned swap following state regulations.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties	
UDC/JCC Criterion	Staff Evaluation
<i>properties is in the long-term best interests of the county as a whole;</i>	
<i>The proposed text amendment does not materially affect the land use and population growth projections that are the bases of the Comprehensive Plan;</i>	No. Land use and population are not materially affected.
<i>If within an unincorporated urban growth area (UGA), the proposed text amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA;</i>	The proposal does not involve an unincorporated UGA.
<i>The proposed amendment is consistent with the Growth Management Act (chapter 36.70A RCW), the County-Wide Planning Policy for Jefferson County, any other applicable inter-jurisdictional policies or agreements, and any other local, state or federal laws.</i>	Yes. The proposal is consistent with CP, CPP, and GMA.
<i>Please provide an explanation of why the amendment is being proposed.</i>	The amendment is proposed because swapping rural land in an Urban Growth Area with a homeless facility essentially requiring urban levels of service located in an area zoned rural residential (even though the use is authorized under the Jefferson County Code as an Essential Public Facility) is consistent with GMA principals and is authorized under state law.

Supplemental Sheet for Non-Project Actions:

The following environmental analysis is presented in the format of the Non-Project Action Supplemental Sheet to the Environmental Checklist developed by the Department of Ecology pursuant to the State Environmental Policy Act (SEPA).

Question #1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

Development standards in both the Jefferson County Code and the Port Townsend City Code are sufficient to address stormwater, noise, and waste disposal.

Question #2. How would the proposal be likely to affect plants, animals, fish, or marine life?

The Caswell-Brown Village operates under a county stormwater permit. Vegetation is preserved as screening. The agricultural land being swapped for the land where the Caswell-Brown Village is located may have additional use but would not impact the environment as may occur if it were subjected to urban development.

Question #3. How would the proposal be likely to deplete energy or natural resources?

The land swap protects an existing natural resource area (farmland) from urbanization. Conversely, the swap provides water and sewer to an area already planned for emergency, transient, and permanent supportive housing at the Caswell-Brown Village. The Caswell-Brown Village already is connected to a public water system. Sanitary sewer would be provided by an established city utility. There will be no significant depletion of energy or natural resources.

Question #4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

There is a slight landslide hazard mapped at the Caswell-Brown Village, though it is not a regulated sensitive area. There are no other critical areas in the proposal.

Question #5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

Neither parcel in the swap is incompatible for their current use or in shoreline jurisdiction. Sewer extension into Caswell-Brown Village might encourage future urban growth in the area.

Question #6. How would the proposal be likely to increase demands on transportation or public services and utilities?

The scale of the project would not significantly increase transportation or public service demand. Bus service already is nearby and is accessible to the people housed at the Caswell-Brown Village. Access to State Route 20 is limited. Future development in the area might create a need to do additional access management planning east of SR20.

Question #7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

There are no present conflicts with local, state, or federal laws or requirements.

Staff Recommendation:

Staff supports the concept of doing a UGA land swap to include Caswell-Brown Village into the City UGA so that urban services can be provided to this important facility. The UGA land swap proposal is still being processed and negotiated with participating landowners.

2.3.3 Proposed Amendment 3: 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing - Amendments Carried Forward from 2023.

Applicant: Jefferson County Planning Commission

Assessor Parcel Number(s): N/A

Location: Countywide

General Description and Environmental Information:

The Planning Commission housing proposals include the following:

1. Congregate Housing concepts can be applied to rural residential zones and especially within LAMIRDs such as Rural Village Centers (RVC) and Neighborhood/Visitor Crossroads (NC). Built on the boardinghouse framework, congregate housing could involve sharing of a common kitchen and other utilities with separate rooms. RVCs and NCs offer more flexibility in development and are generally close to transit routes and capable of providing services. In more rural areas, the congregate housing concept applies to eco-housing overlays in the sense that shared utilities and amenities are a primary feature, for example shared common space with satellite bedrooms adhering to performance standards and situational requirements.

2. Reviewing Farmworker Housing

We have been examining the definition of Farmworker Housing, particularly the notion of decoupling the employer from the provision of housing. Acknowledging that many local

farmworkers are independent contractors, often with multiple part-time and/or temporary jobs, decoupling Farmworker Housing from relation to a full-time employer also reinforces the potential for workforce housing in Neighborhood/Visitor Crossroads areas and areas like Rural Village Centers. For example, the Chimacum Commons project could provide workforce housing in a zone adjacent to an agricultural zone as a way to serve that rural use and benefit the community.

3. Enhance the PRRD to clarify standards and increase incentives

The Planned Rural Residential Development code can be rewritten to more clearly present the incentives and procedures involved. Additional incentives are being considered. DCD explained: *“PRRD is a subdivision process that’s in our code now. it’s an overlay district, meaning a floating district... This PRRD is talking about clustered development as being more efficient and environmentally sound than the standard type of development. Case-in-point was the 200 acres out at the Discovery Bay Golf Club. Could’ve broken it into 40 5-acre parcels, but instead they created four clusters with smaller homes more easily served by a large onsite septic system, and they got some bonus density of another five units because of their environmental design and the amount of efficiency they could build into their construction type and the environmental protections that would be put into place by covenant.”*

4. Rural Residential PRRD-style Overlay Districts with Performance Standards

The Rural Eco-Housing Overlay District proposal is modeled after the Planned Rural Residential Development provision, also an overlay district or a “floating zone”, which requires combining rural lots and offers density incentives related to environmental protections and clustering of dwellings. In contrast, the Eco-housing overlay option would be smaller and applicable to a single 5-acre parcel anywhere it would work, guided by ecological and other performance standards. The overlay would allow multiple small structures with consolidated and/or shared infrastructure, all sited and designed to demonstrate lower impacts than the conventional development of a standard single-family home. This eco-housing overlay option uses low-impact land use techniques and environmental protections to contribute to rural uses and lifestyles. A community meeting requirement would be part of the application.

Design code alternative based on the Planned Rural Residential Development (PRRD) framework:

1. Outlines the development of a special project.
2. Looks at cumulative development impacts.
3. Uses performance standards for level of development rather than residential zoned density (dwelling units/acre).

4. It is an overlay zone, or floating zone, and done by an opt-in program.
5. Can implement a Planned Low Impact Development (PLID) land division section, particularly in Port Hadlock/Irondale UGA.
6. It considers any critical areas and performance standards are applied to reduce cumulative impacts, improve condition of critical areas, applies Low Impact Development standards.
7. Permitted through a Type II process with a community meeting requirement.
8. Bonus density and incentives can include amenities such as linear parkways, connectivity networks to trails and parks (propose for year two—2024 Amendment Cycle).
9. Amends Farmworker Housing code to decouple employer from housing provider.
10. Biodiversity plan, impervious surfaces, parking and transportation.
11. Satellite bedrooms, two kitchens maximum (primary residence & accessory structure).

Project Analysis:

Supportive Comprehensive Plan Goals and Policies:

Many areas of the Comprehensive Plan discuss housing, rural character, and innovative approaches. The most succinct may be:

Goal LU-G-17 Preserve and protect the rural character of the land and the identities of existing rural communities through examination of rural land uses, development densities, rural economies, and economic development opportunities.

- ▶ Policy LU-P-17.1 Residential uses in the unincorporated portions of the County shall be characterized by a variety of rural residential parcel sizes and densities.
- ▶ Policy LU-P-17.2 Encourage innovation and creativity in lot and site design and in re-platting of existing lots to create efficient land developments, add flexibility in design, and encourage multi-modal transportation while meeting underlying density and site requirements.
- ▶ Policy LU-P-17.3 Carefully plan rural commercial development in a way that supports and is compatible with rural community character and that can be supported by rural levels of service.

And:

Goal LU-G-18 Encourage residential land use and development intensities that protect the character of rural areas, avoid interference with resource land uses, and minimize impacts upon environmentally sensitive areas.

- ▶ Policy LU-P-18.1 Rural residential cluster subdivisions shall be encouraged, consistent with development regulations, throughout the rural areas. The open space tracts in these planned rural residential development subdivisions should be permanently preserved.
- ▶ Policy LU-P-18.2 Integrate open space planning with innovative programs such as the purchase or transfer of development rights, cluster development with density bonuses, open space tax assessment, and acquisition of easements.

Zoning

Maximum density in Rural Residential (RR) 1:5 is one primary dwelling unit per five acres, with an allowance of an accessory dwelling unit (ADU) limited up to 1,250 square feet in size. Similarly, one primary and one accessory structure is allowed in in RR 1:10 and RR 1:20. The proposal is applied to RR5 parcels and would change density from “dwelling units per acre” to dwelling units capable of meeting performance standards demonstrated to have a lower impact than conventional single-family development.

New efforts on a state level are being made to address housing shortages and housing affordability issues. Changes are carefully adapted to the spirit of the Growth Management Act and additional allowed density has been allowed only in Urban Growth Areas.

Selected GMA Citations on Rural Character & Urban Development demonstrate how GMA can be adapted to local circumstances:

- RCW [36.70A.011](#) Findings—Rural Lands.
- RCW [36.70A.020](#)—Planning goals.
- RCW [36.70A.070\(5\)](#)—Rural Element.
- RCW [36.70A.070\(5\)\(c\)](#)—Measures governing rural development.
- RCW [36.70A.090](#)—Comprehensive plans—Innovative techniques.
- RCW [36.70A.115](#)—Comprehensive plans and development regulations must provide sufficient land capacity for development.

Congregate Housing

The opportunity for constructing congregate living facilities is not precluded in our current code. However, by adding it to the use table, it may be more apparent as a housing option. This is specifically for non-transient housing.

Farmworker Housing Amendment

No UDC amendments are proposed for farmworker housing.

18.10.060 JCC “Farm worker housing” means a place, area, or piece of land where sleeping places or housing sites are provided by an agricultural employer for agricultural employees.

JCC 18.30.030(3)(e)(ii)

(A) Permanent or seasonal farm worker housing, in addition to an accessory dwelling unit; provided:

(I) The housing is used exclusively for agricultural workers on the farm and their families or members of the family of the farm owner with at least one member of each household actively working on the farm.

This review looked for ways to decouple farm worker housing from the farm, in order to share the burden of farm owners needing to provide housing for farm employees themselves. This review did not include temporary farmworker housing which involves other state regulations regarding off-farm housing and also relating to housing to meet certain crop harvest needs. Examples reviewed from Eastern Washington appeared to be accommodating a different situation than Jefferson County.

Comprehensive Plan, page 185 agriculture:

To ensure that agriculture remains an economically viable option for Jefferson County residents, ongoing planning efforts should fully leverage existing tools and resources and consider novel approaches to address the challenges faced by the county’s agricultural community, such as:

(Among others)

- Innovative farm ownership and operation models, such as cluster development or cooperative farms;

Matt Sircely, Planning Commission, August, 2024

“The exact number of farms changes every year, and it can be hard to precisely count since transitioning farms, while unbranded and not yet commercially active, are also part of the agricultural landscape. The number of workers is variable, since many farms hire seasonal full-

time or part-time labor. Employment in our local food system consists of many operations with regular full-time workers, as well as part-time staff. Many other operations hire hands as independent contractors, which are generally part-time, and often seasonal positions. This mix of employment types is constantly in flux from year to year, season to season, especially as farms and other local food enterprises continue to grow and mature. At the same time, new farms and food businesses are joining the local food web every year.

Many employees and contract workers are renters, and in the local housing marketplace, can have difficulty affordable housing solutions. The availability of labor is commonly cited as a severe limitation on the growth of local agricultural operations, and the rising cost of housing adds to upward wage pressure. Labor availability can be pressing for aging farmers requiring greater assistance from hired hands.

Agricultural inputs supporting the local food system include material input products like compost and fertilizer, genetic inputs such as local seed production, and intellectual inputs including education and technical support. Especially for new farms, off-farm labor commonly helps with paying for the first input: land, as well as housing other costs associated with starting a new local food enterprise.

Food cultivation processes which require labor in Jefferson County include vegetable and fruit production, dairy, livestock and poultry production, commercial fishing and crabbing, shellfish production and other aquaculture, hay production, herb production and wildcrafting, and specialty crops such as mushrooms and honey. Most local food operations are diversified in their production. There are also several garden-to-table institutional gardens which produce food for processing and serving onsite.

Agricultural processing of food items is another source of labor activity in the local food system. Many local operations engage in both production and processing of agricultural items. Value-added processed goods include vegetable crops, fish, shellfish, local poultry and livestock, cheese and dairy products made from local milk, and milling of local grain. Many bakeries use local flour. Many producers of herbal teas, or fermented products such as cider and wine, prioritize local sourcing and on-farm production of product ingredients. Several institutional kitchens serve a high percentage of locally grown items or food grown onsite, such as the hospital in Port Townsend and at the Chimacum schools.

Distribution is also a critical component of the local food system. Many food enterprises have part-time specialists in marketing and sales, sometimes an owner or employee who also carries

out other tasks, other times a long-term independent contract worker. Many farms have their own systems of transportation and food storage, including delivery and sales to regional markets, all of which requires labor.

Retail outlets for our local food system include farmers markets and several retail stores with a high percentage of local food items. Additionally, some restaurants and catering enterprises specifically source a high percentage of locally-sourced food. For many people in Jefferson County, the most frequent encounters with local food are at a school lunch table or by visiting a branch of the Jefferson County Food Bank Association, with donations of commercial items providing a critical pathway for many people to experience healthy, local food.”

--END--

PRRD Code Amendments

The PRRD provisions in the UDC have only been used about three times since their inclusion in the UDC in 2000. The PRRD code can be difficult to follow and implement. One area of confusion is how to address the theoretical dwelling unit yield of a parcel in the collective subdivision project area. In practice, Staff has added primary and accessory dwelling units to derive the total cluster units. This is clarified in the proposed UDC text amendment.

Rural Low Impact Housing Overlay

18.30.050 Density, dimension, and open space standards. (3) Measurement Methods. The following methods will be used to determine compliance with this chapter:

(a) The “maximum density” for a parcel is calculated by dividing the parcel area by the total number of residential dwelling units allowed according to the density designation. Only whole density units may be used.

(b) “Parcel area” or “lot area” is the total horizontal land area contained within the boundaries of a parcel.

The PRRD code has been referenced as an analogue for the Rural single-parcel cluster concept and allows bonus density if demonstrable performance goals are met.

The concept is to fashion a new alternative based on the PRRD framework which values rural density in terms of cumulative development impacts rather than simply dwelling units per acre.

The concept is to provide for a greater number of number of people on a rural residential parcel without increasing the level of impact from conventional development.

By creating an opt-in program with measurable ecological guidelines and other limitations such as affordability and transportation, the County can include elements of the PRRD code while also allowing someone to create a special project on a rural parcel without the lot consolidation and subdivision requirements. This voluntary opt-in program includes public input via community meetings rather than a hearing examiner process. For the environmental protections, the CAO code would be utilized, as well as many of the LID guidelines, and the County can add a few specifications to raise the ecological bar in measurable ways.

Cumulative Impact Analysis:

Pursuant to JCC 18.450.080(1)(b), the Planning Commission and the BoCC shall develop findings and conclusions that consider specific criteria. Those criteria, and staff evaluations, follow.

Cumulative Impact Analysis - 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023	
UDC/JCC Criterion	Staff Evaluation
<i>Is growth and development as envisioned in the Comprehensive Plan occurring faster or slower than anticipated, or is failing to materialize?</i>	Growth and development are occurring at about the same rate (around 1% annually) as contemplated in the Comprehensive Plan.
<i>Has the capacity of the county to provide adequate services diminished or increased?</i>	The capacity of the county to provide services is considered in the applicability standards of the housing overlay.
<i>Is sufficient urban land designated and zoned to meet projected demand and need?</i>	Yes, rural residential zoning, including RR-5 is readily available for housing.
<i>Are any of the assumptions upon which the Jefferson County Comprehensive Plan is based no longer valid, or is new information available that was not considered during the adoption process or any annual</i>	The Comprehensive Plan considers the need for innovative solutions to housing availability and affordability. Recent attempts by State Legislature to address housing issues within proposed amendments to the Growth Management

Cumulative Impact Analysis - 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023	
UDC/JCC Criterion	Staff Evaluation
<i>amendments of the Jefferson County Comprehensive Plan?</i>	Act (Chapter <u>36.70A</u> RCW) demonstrate a climate more amenable to more people accommodated on rural parcels.
<i>Does the proposed amendment reflect the current widely held values of the residents of Jefferson County?</i>	Yes. The proposals are supported by policies in the Comprehensive Plan that were adopted after significant public input,
<i>Do changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement?</i>	Some policies may need to be articulated with more detail, but the intention of the Vision Statement remains intact.
<i>Do changes in circumstances dictate a need for amendment?</i>	Yes. Housing needs have been an issue for some time, but the crescendo of these circumstances require additional efforts.
<i>Do inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County?</i>	It is possible that the Comprehensive Plan contemplates policies not addressed in the Growth Management Act.
<i>Have circumstances related to the proposed amendment and/or the area in which it is located substantially changed since the adoption of the Jefferson County Comprehensive Plan?</i>	The circumstances related to the area have not changed substantially since the adoption of the Comprehensive Plan.
<i>The proposed text amendment meets concurrency requirements for transportation and does not adversely affect the adopted level of service standards for other public facilities and</i>	The current UDC proposal does not significantly increase the adopted level of service for rural roadways, or other public facilities and services that have been evaluated under the current land use plans

Cumulative Impact Analysis - 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023	
UDC/JCC Criterion	Staff Evaluation
<i>services (e.g., sheriff, fire and emergency medical services, parks, fire flow, and general governmental services);</i>	and population projections. The proposals do encourage additional residents on rural parcels, and concomitant review of parking standards on rural parcels may be needed.
<i>The proposed text amendment is consistent with the goals, policies and implementation strategies of the various elements of the Jefferson County Comprehensive Plan;</i>	Yes, the proposal reflects Comprehensive Plan goals and policies that expressly encourage innovative housing solutions to limited housing availability.
<i>The proposed text amendment will not result in probable significant adverse impacts to the county's transportation network, capital facilities, utilities, parks, and environmental features that cannot be mitigated, and will not place uncompensated burdens upon existing or planned service capabilities;</i>	No probable significant adverse environmental impacts are anticipated. A primary tenet of the rural cluster development portion of the proposal is to establish performance standards that improve and enhance environmental features.
<i>In the case of a text amendment to the Land Use Map, that the subject parcels are physically suitable for the requested land use designation and the anticipated land use development, including, but not limited to, the following: A. Access; B. Provision of utilities; and C. Compatibility with existing and planned surrounding land uses.</i>	Implementation of the rural residential cluster proposal is predicated on meeting these planning conditions.
<i>The proposed text amendment will not create a pressure to change the land use designation of other properties, unless the change of land use designation for other</i>	The proposal encourages housing to accommodate more people residing on a parcel, and is designed to work within the existing development standards and

Cumulative Impact Analysis - 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023	
UDC/JCC Criterion	Staff Evaluation
<i>properties is in the long-term best interests of the county as a whole;</i>	allowed land uses of the rural residential and rural commercial zoning designations.
<i>The proposed text amendment does not materially affect the land use and population growth projections that are the bases of the Comprehensive Plan;</i>	The proposal is intended to effect rural residential land use patterns through innovative, beneficial, and more efficient use of land. The proposal does not have any material effect on growth projections.
<i>If within an unincorporated urban growth area (UGA), the proposed text amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA;</i>	The proposal is for areas outside of the unincorporated UGA.
<i>The proposed amendment is consistent with the Growth Management Act (chapter 36.70A RCW), the County-Wide Planning Policy for Jefferson County, any other applicable inter-jurisdictional policies or agreements, and any other local, state or federal laws.</i>	The proposal would allow single-parcel cluster development with impacts below conventional development. However, the proposal, on its face, is not supported by the Growth Management Act in the way that GMA limits density by dwelling units per acre rather than dwelling unit density by performance standards.
<i>Please provide an explanation of why the amendment is being proposed.</i>	Primarily, the proposal intends to provide increased affordable housing to Jefferson County residents.

Supplemental Sheet for Non-Project Actions:

The following environmental analysis is presented in the format of the Non-Project Action Supplemental Sheet to the Environmental Checklist developed by the Department of Ecology pursuant to the State Environmental Policy Act (SEPA).

Question #1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

It is not likely that this proposal would result in any significant increase in water withdrawal or discharge. State Health Department limits on the number of connections to on-site wells to two dwellings remains. Additional people residing in a dwelling, such as congregate housing or tiny home cluster development patterns, may require a public water supply to accommodate multiple connections. Denser residential use of a parcel may provide greater opportunity for protecting open space because of reduced pressure for low-density, 5-acre, sprawling rural development and pressure to further subdivide larger rural residential parcels. Site development would follow the current edition of the Stormwater Management Manual for Western Washington and other standard development regulations.

Question #2. How would the proposal be likely to affect plants, animals, fish, or marine life?

The proposal is envisioned to cause no net impacts to terrestrial or aquatic life, and would be implemented with the policies and requirements of the Critical Areas Ordinance and existing development standards.

Question #3. How would the proposal be likely to deplete energy or natural resources?

The proposal's intent to create more congregate housing opportunities would conceivably provide efficiency and lower impacts.

Question #4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

All approaches of the proposal under consideration are at least designed to comply with chapter 18.22 JCC (critical areas), and propose to enhance critical areas in exchange for greater density.

Question #5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

The proposal is not likely to use or affect critical areas designated for governmental protection. The proposal is intended to be at least as, and potentially more, protective of the environment by implementing creative and efficient site development.

Question #6. How would the proposal be likely to increase demands on transportation or public services and utilities?

The proposal is unlikely to generate any noticeable additional demand for public services. Current levels of use would continue. Average daily trips from a single parcel may increase. Shared transportation can be a performance standard for site development.

Question #7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

The proposal provides an alternative to the conventional application of the state Growth Management Act (GMA) which measures residential density by “dwelling units per acre”. The proposal would meet GMA requirements by balancing GMA’s goals and being protective of environmental resources through performance standards.

Staff Recommendation:

The Washington State Legislature has responded to the statewide housing crisis through several amendments to the Growth Management Act, intended to incentivize infill and development, primarily in urban growth areas. There has been less focus on a state level to address housing shortages in rural areas. Staff recommends UDC amendments that update the definition of “Family” to current state law, and add “congregate housing” to the UDC. No amendments to farmworker housing were developed as a result of this analysis. Current code provisions address many of the on-farm worker housing needs, and other housing types for off-farm workforce housing, can be categorized as congregate housing or other housing typologies that are not accessory to a farm but accommodate workforce housing needs.

The rural parcel cluster development portion of the project remains at a policy level. Staff recommends continued work on the rural parcel cluster development portion of the project, along with other housing planning that is part of the 2025 Comprehensive Plan periodic update. Additional detail is necessary for creating solid regulations that consider its application to various parcel conditions (critical areas) and sizes of rural parcels allowed to participate in the program, permit approval process, ownership, management, covenants and future conveyance of land and dwellings, monitoring, and enforcement of rural cluster performance standards.

2.3.4 Proposed Amendment 4: Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)

Applicant: The Port of Port Townsend

Location: This proposed amendment will change the zoning and overlay designation of parcels 001334004, 001332013, and 001332017.

General Description:

Pursuant to JCC [18.15.453\(1\)](#) The purpose of the Airport Overlay III is to provide a limited opportunity for rural scale non-aviation-related industrial uses that contribute to the long-term financial viability of the AEPF and to enhance the economic vitality and quality of life for the citizens of Jefferson County.

The Port of Port Townsend is requesting that Port owned parcels that meet certain conditions be included in the EPF-A and JCIA-III areas. This request would change language in the Comprehensive Plan and UDC to use a set of conditions which define the extent of the JCIA-III and EPF-A areas.

The light industrial manufacturing park at the Jefferson County International Airport, also known as the Airport Light Industrial Park (ALP) also allows non-aviation related industrial and manufacturing uses. Development of the Airport Light Industrial Park will require Binding Site Plan approval(s) and clearing and installation of infrastructure before business operations may commence.

This proposal will rezone/up zone only those parcels that are, or will be, owned by the Port of Port Townsend by the close of 2024, and which are also included within the boundary of the FAA-approved ALP.

The Port of Port Townsend will be acquiring one parcel by the close of 2024, which it will seek to include within the ALP via a FAA approved amendment.

- Parcel 001334004 3.38 acres.

The Port of Port Townsend is also seeking a FAA approved amendment to the ALP to include two parcels already owned by the Port of Port Townsend, which are presently zoned rural residential and lie outside the current boundary of the ALP.

- Parcel 001332013 6.06 acres
- Parcel 001332017 6.19 acres

It is proposed that if parcels meet the following conditions, they automatically are included in the EPF-A and JCIA-III Jefferson County Airport Light Industrial/Manufacturing Overlay area:

1. Parcels are owned by the Port of Port Townsend.
2. Parcels are considered part of the ALP area within the FAA's ALP plan.

The parcels located within the JCIA-III Maximum Extent area would be considered included and regulated under the EPF-A and JCIA-II Overlay if they meet the two conditions specified above.

After their inclusion, their uses may change to more intense industrial uses as allowed under the overlay specifications. Any future project action that would create an industrial use or may have specific environmental impacts would be reviewed through the relevant process.

Pursuant to RCW [36.70.547](#) on general aviation airports and siting of compatible uses, every county, city, and town in which there is located a general aviation airport that is operated for the benefit of the general public, whether publicly owned or privately owned public use, shall, through its Comprehensive Plan and development regulations, discourage the siting of incompatible uses adjacent to such general aviation airport. Such plans and regulations may only be adopted or amended after formal consultation with: Airport owners and managers, private airport operators, general aviation pilots, ports, and the aviation division of the department of transportation. All proposed and adopted plans and regulations shall be filed with the aviation division of the department of transportation within a reasonable time after release for public consideration and comment. Each county, city, and town may obtain technical assistance from the aviation division of the department of transportation to develop plans and regulations consistent with this section. Any additions or amendments to Comprehensive Plans or development regulations required by this section may be adopted during the normal course of land-use proceedings.

Future development activities within the proposed expanded EPF-A and JCIA-III overlay areas shall be subject to environmental review in accordance with chapter [18.40](#) JCC and all other applicable Jefferson County regulations in force at such time.

Environmental Information:

This proposed change would result in limited adverse impacts, and the anticipated adverse impacts can be mitigated through future review. Jefferson County already allows the Rural Residential zone to abut the LI/M JCIA-III zone, which the proposed amendment will not alter. The existing buffers outlined in the UDC for the LI/M JCIA-III zone are not changed by this amendment, which will preserve the interface between these two zones. Additionally, there will be opportunities for review and conditioning of specific project proposals within this area. If it is determined that additional conditioning is needed for development on one of these specific parcels, these conditions can be added at the project permitting stage.

These properties currently allow uses which would require the use of septic systems. Any future inclusion of these parcels in the JCIA-III zone would not change the need to develop a septic system. Future development on these parcels by The Port of Port Townsend would include on-site or community septic. The UDC requires that development in the JCIA-III zone adheres to Low Impact Development standards, which means that stormwater would be dealt with on site. The continued operation of the existing airport is likely to be the principal adverse noise impact in the area. The development of future Light Industrial and Manufacturing facilities will be accompanied by the 50-foot-wide minimum buffers required of each parcel in the JCIA-III area. This buffer will also mitigate the impacts from any future light pollution.

Cumulative Impact Analysis:

Pursuant to JCC 18.450.080(1)(b), the Planning Commission and BoCC shall develop findings and conclusions that consider specific criteria. Those criteria, and staff evaluations, follow.

Cumulative Impact Analysis - Jefferson County Airport Light Industrial/Manufacturing Overlay Expansion	
UDC/JCC Criterion	Staff Evaluation
<i>Is growth and development as envisioned in the Comprehensive Plan occurring faster or slower than anticipated, or is failing to materialize?</i>	The growth rate in the County is occurring slower than anticipated. The projected growth rate in the 2018 Comprehensive Plan for the County was 0.98% per year. The realized population growth rate for 2022-2023 was merely 0.22%. Since 2010, the average growth rate has only been 0.1% in the County. Allowing additional land for Light Industrial/Manufacturing uses will provide additional economic growth opportunities.
<i>Has the capacity of the county to provide adequate services diminished or increased?</i>	County continues to be equipped to provide the same levels of service that were available when the comprehensive plan was passed in 2018. The county has planned to provide more services to some areas such as the Irondale and Port Hadlock Urban Growth Area.
<i>Is sufficient urban land designated and zoned to meet projected demand and need?</i>	This proposal is related to rural land. This proposal requests a new mechanism be created to add parcels to the Jefferson County International Airport Overlay III (JCIA-III), which is a part of the Essential Public Facilities- Airport (EPF-A) designation, which is under the general comprehensive plan category of Essential Public Facilities. Creating a new mechanism to add parcels to this overlay zone will help the airport meet projected job needs. The Port of Port Townsend anticipates that additional JCIA-III

	parcels will create industrial jobs by allowing non-aviation uses as part of the expanded EPF-A zone.
<i>Are any of the assumptions upon which the Jefferson County Comprehensive Plan is based no longer valid, or is new information available that was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan?</i>	Underlying assumptions have changed since the Comprehensive Plan was last written. While the demand for employment continues, several business owners in the surrounding area are struggling due to rising lease costs. This amendment would allow the airport to create industrial and aviation-compatible lands to preserve existing and create new employment opportunities.
<i>Does the proposed amendment reflect the current widely held values of the residents of Jefferson County?</i>	Jefferson County residents value jobs that allow them to live where they work. Increasing the land available for industrial and manufacturing uses will have two benefits immediately felt by residents: land available for local businesses to rent, and an increase in the job capacity for the area. This proposal will ultimately add employment opportunities to the area.
<i>Do changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement?</i>	A change in county-wide attitude has not necessitated an amendment to the goals of the plan or the basic values. This proposal aligns with the goals and values of the plan.
<i>Do changes in circumstances dictate a need for amendment?</i>	As property values in the county have increased, rental costs for businesses surrounding the Airport have increased. Port-owned light industrial/manufacturing-zoned parcels would provide additional means for economic growth. Future additions to this overlay will provide a mechanism for continued economic growth

	and greater access to appropriately zoned land for local businesses.
<i>Do inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County?</i>	This proposal does not seek to rectify any inconsistencies between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policies for the county.
<i>Have circumstances related to the proposed amendment and/or the area in which it is located substantially changed since the adoption of the Jefferson County Comprehensive Plan?</i>	Circumstances related to the proposed amendment and/or the area in which it is located have changed since the adoption of the Jefferson County Comprehensive Plan. While the demand for employment continues, several business owners in the surrounding area are struggling due to rising lease costs. This amendment would allow the airport to create industrial and aviation-compatible lands to preserve existing and create new employment opportunities.
<i>The proposed text amendment meets concurrency requirements for transportation and does not adversely affect the adopted level of service standards for other public facilities and services (e.g., sheriff, fire and emergency medical services, parks, fire flow, and general governmental services);</i>	There is no expected unreasonable increase in the demand for other public facilities and services resulting from this proposal. Any project action resulting from this proposed change would be reviewed for transportation, public facility, and services concurrency requirements using the appropriate processes.
<i>The proposed text amendment is consistent with the goals, policies and implementation strategies of the various elements of the Jefferson County Comprehensive Plan;</i>	This proposed amendment is consistent with the following Comprehensive Plan Goals: - LU-G-5: "Identify and designate lands for both public purposes, public facilities, and essential public facilities," -

	ED-G-3: "Support Jefferson County's industries that leverage existing strengths, advantages, and potential in the following areas... Port-related economic development," - ED-P-3.1 Support the efforts of the Port of Port Townsend in diversifying the Jefferson County International Airport (JCIA) to provide for a broader number of trades, manufacturing, and services. This may include but is not limited to, the siting of appropriately scaled aviation and non-aviation-related industrial/manufacturing activities in the Airport Essential Public Facilities District. - CF-G-9: "Regulate the siting of essential public facilities consistent with the GMA and to meet public service needs," - CF-G-10, "Ensure the continued viability of the Jefferson County International Airport as a transportation hub," - CF-G-11, "Ensure continuation of the airport as a safe and efficient essential public facility,"
<i>The proposed text amendment will not result in probable significant adverse impacts to the county's transportation network, capital facilities, utilities, parks, and environmental features that cannot be mitigated, and will not place uncompensated burdens upon existing or planned service capabilities;</i>	This proposal will result in increased capital facility capacity and will not have adverse impacts on the transportation network, utilities, parks, and environmental features that cannot be mitigated. Any project action resulting from this proposed non-project change would be reviewed for adverse impacts to these facilities using the appropriate review process.

<i>In the case of a text amendment to the Land Use Map, that the subject parcels are physically suitable for the requested land use designation and the anticipated land use development, including, but not limited to, the following:</i> <i>A. Access;</i> <i>B. Provision of utilities; and</i> <i>C. Compatibility with existing and planned surrounding land uses.</i>	Access to all the parcels within the maximum extent proposed for the light industrial/manufacturing overlay is provided by existing roads. Utilities are currently available on many of the sites. Any potential future site improvements required to provide sufficient access and utility provision will be coordinated with the county. The land use surrounding the EPF-A area is currently all rural residential, limited to a density of five acres per dwelling unit or ten acres per dwelling unit. These rural residential parcels currently border JCIA-III and EPF-A properties. The proposed additions to the EPF-A and JCIA-III would not change the compatibility with the planned surrounding land uses.
<i>The proposed text amendment will not create a pressure to change the land use designation of other properties, unless the change of land use designation for other properties is in the long-term best interests of the county as a whole;</i>	The proposed text amendment would not create a pressure to change the land use designation of any other properties. The land use designation changes are limited to the parcels in question for this proposal.
<i>The proposed text amendment does not materially affect the land use and population growth projections that are the bases of the Comprehensive Plan;</i>	The proposed text amendment would not materially affect the land use and population growth projections that are the bases of the comprehensive plan.
<i>If within an unincorporated urban growth area (UGA), the proposed text amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA;</i>	The proposed amendment is not within an unincorporated UGA, and thus it does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA.
<i>The proposed amendment is consistent with the Growth Management Act (chapter</i>	The proposed amendment is consistent with the Growth Management Act, countywide

<u>36.70A</u> RCW), the County-Wide Planning Policy for Jefferson County, any other applicable inter-jurisdictional policies or agreements, and any other local, state or federal laws.	planning policies for Jefferson County, and all other applicable inter-jurisdictional, local, state, or federal laws or policies. Additionally, creating these economic development opportunities will implement the goals of the Comprehensive Plan as currently adopted.
<i>Please provide an explanation of why the amendment is being proposed.</i>	The Port's mission is to build and maintain infrastructure that sustains economic vitality in the community. The Non-Aviation Light Industrial/Manufacturing overlay provides local businesses with an opportunity for growth and to create more jobs. Incorporating more land into this zone will allow higher job-dense land uses than their current designations within the RR-5/RR-10 zoning districts.

Supplemental Sheet for Non-Project Actions:

The following environmental analysis is presented in the format of the Non-Project Action Supplemental Sheet to the Environmental Checklist developed by the Department of Ecology pursuant to the State Environmental Policy Act (SEPA).

Question #1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

Increases in discharges, emissions, production, storage, or release of toxic or hazardous substances are not likely to result from the adoption of this proposed Comprehensive Plan amendment. Existing policies and regulations at the county and state level are designed to reduce discharges to water and impacts on the natural environment. In addition, individual projects in this area are required to connect to the Quimper public water system and receive septic approval, as well as comply with the policies and regulations of the county's municipal code and development standards. Air emissions are also regulated by the Puget Sound Clean Air Agency. Storage and handling of any chemicals regulated by the Occupational Safety and Health Administration (OSHA). Emissions will be reviewed at the time of the subsequent permit applications.

Proposed measures to avoid or reduce such increases are:

- Jefferson County Code and associated development regulations (title 18)
- Jefferson County Code Health and Safety (title 8)
- Jefferson County Code Buildings and Construction (title 15)

The proposed code amendment does not alter codes regulating water, air, and noise pollution. Therefore, there are no anticipated impacts nor mitigation measures proposed.

Question #2. How would the proposal be likely to affect plants, animals, fish, or marine life?

None anticipated. There are no direct impacts on plants, animals, fish, or marine life from the proposed amendment. All new development shall demonstrate compliance with the County's critical areas regulations in chapter 18.22 JCC prior to permit approval.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

- Future development is required to meet the County's adopted critical areas regulations which include impacts to steep slopes, wetlands, and fish and wildlife habitat.
- In addition, projects that impact wetlands or marine/fresh waters are subject to the permitting requirements of the Corp of Engineers, Department of Fish and Wildlife and the Department of Ecology.

Question #3. How would the proposal be likely to deplete energy or natural resources?

This project is a non-project action. The proposed amendment will not impact energy or natural resources. All subsequent development will be subject to compliance with the JCC.

Proposed measures to protect or conserve energy and natural resources are:

- None at this time. Future developments will be reviewed on a case-by-case basis for compliance with county building codes, critical area protection standards, and state energy codes.

Question #4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

The proposed amendment will have no effect on critical areas, historic or cultural resources,

prime farmlands, parks, or scenic corridors. There is therefore no net loss of ecological functions and values, or loss of agricultural, historic, or cultural, or recreational resources due to the proposed action.

Proposed measures to protect such resources or to avoid or reduce impacts are:

- See response above. State law requires protection of cultural sites and critical areas. Future developments will be reviewed on a case-by-case basis for compliance with county and state codes.

Question #5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

The proposal will change the permitted, conditional, and non-permitted uses on several parcels near the airport. However, future development proposals stemming from the amendment will not be incompatible with existing plans because this is a direct amendment to the Comprehensive Plan and UDC. Land use on the parcels receiving a zoning and overlay change may shift to more aviation facilities and non-aviation-related light manufacturing and industrial use. All future developments will be reviewed on a case-by-case basis for compatibility with permitted, conditional, and non-permitted land uses.

The Port's mission is to build and maintain infrastructure that sustains long-term economic vitality of the community and make investments in infrastructure that will support the creation of jobs.

Proposed measures to avoid or reduce shoreline and land use impacts are:

- None at this time. All future developments will be reviewed for consistency with the land use code (chapter [18.15](#) JCC).

Question #6. How would the proposal be likely to increase demands on transportation or public services and utilities?

The proposed amendment will not have any impact on transportation or public services and utilities. All future development will be reviewed on a case-by-case basis for significant impacts to transportation or public services and utilities.

Proposed measures to reduce or respond to such demand(s) are:

- None at this time. All future developments will be reviewed for potential significant impacts to transportation or public services and utilities and may have to comply with mitigation policies.

Question #7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

The proposed amendment will not affect any local, state, or federal laws. Future developments will be required to meet all county, state, and federal laws applicable to environmental protection requirements.

Staff Recommendation:

Staff recommends adoption with or without modification as appropriate.

3. Supporting Record, Analyses, & Materials

The table below lists existing environmental documents and other documents and information utilized for the development of this Combined Staff Report and SEPA Addendum. This Combined Staff Report and SEPA Addendum supplements information presented in prior environmental documents prepared for adoption of the Comprehensive Plan, other legislative actions, and other County decisions and activities.

Year	State Environmental Policy Act Document Description
1997-1998	Draft and Final Environmental Impact Statements (DEIS/FEIS) and addenda prepared in anticipation of adoption of the Comprehensive Plan in 1998. The DEIS and FEIS are dated February 24, 1997 and May 27, 1998, respectively, and examined the potential cumulative environmental impacts of adopting alternative versions of the Comprehensive Plan.
6/30/1999 8/18/1999	Draft Supplemental EIS (DSEIS)--Comprehensive Plan 1999 Amendments (Task III of Tri-Area/Glen Cove Special Study) Final Supplemental Environmental Impact Statement. Jefferson County Comprehensive Plan 1999 Amendments. Tri-Area/Glen Cove Special Study Task IV.
6/11/2001	Glen Cove/Tri-Area Special Study Supplemental EIS Final Decision Document, June 11, 2001.

Year	State Environmental Policy Act Document Description
2002	Integrated Growth Management Act/State Environmental Policy Act Document Environmental Review of a Non-Project Action: Draft Supplemental EIS August 21, 2002, to Supplement the Comprehensive Plan Draft and Final EIS (1997) and Comprehensive Plan 1999 Amendments Draft and Final SEIS. November 25, 2002 Integrated FSEIS 2002 Amendment Docket. This FSEIS was appealed before the Western Washington Growth Management Hearings Board (WWGMHB) of which the WWGMHB issued a Final Decision and Order (FDO) and remanded it back to the Department for additional environmental review. The county hired Wheeler Consulting, to prepare additional environmental review based on the FDO. A DSEIS to the 2002 CPA SEIS was issued on March 3, 2004. A FSEIS to the 2002 CPA SEIS was issued on May 12, 2004 as part of the review and in consideration of MLA02-00235.
2003	Staff Recommendation and Environmental Analysis with Regard to the Adoption of Four Proposed Site-Specific Amendments to the 1998 Jefferson County Comprehensive Plan. SEPA Addendum August 6, 2003. Sept. 17, 2003 SEPA Addendum for Proposed Amendments.
2004	2004 Staff Report and SEPA Addendum to 1998 EIS for UGA Amendments to the Comprehensive Plan issued May 19, 2004.
2004	2004 Comprehensive Plan Amendment Docket Department of Community Development Integrated Staff Report and SEPA Addendum issued September 22, 2004.
2005	Integrated GMA/SEPA Addendum Staff Report, August 3, 2005. Incorporated by reference: 1998 DEIS/FEIS and 2004 Addendum.
2006	Integrated GMA/SEPA Addendum Staff Rpt., July 19, 2006.
2007	SEPA Addendum, adopting by reference 2004 Staff Report and SEPA Addendum for UGA Amendments to the Comprehensive Plan issued May 19, 2004 and 2004 Comprehensive Plan Amendment Docket Department of Community Development Integrated Staff Report and SEPA Addendum issued September 22, 2004.

Year	State Environmental Policy Act Document Description
2008	Integrated GMA/SEPA Addendum Staff Report, September 3, 2008. Adopted by reference: 1998 DEIS/FEIS, and environmental documents from 2004, 2005, 2006, and 2007 environmental review.
2009	Port Hadlock UGA Sewer Facility Plan (2008) ("Sewer Plan") incorporated into the County's Comprehensive Plan Capital Facilities Element ("CFE") to comply with the Growth Board's decision finding noncompliance with the County's Urban Growth Area ("UGA") and GMA capital facilities planning. Ordinance No. 03-0323-09 (Re: MLA09-00024, UGA Final Compliance Action).
2009	Integrated GMA/SEPA Addendum Staff Report, September 2, 2009. Adopted by legal notice: 1998 DEIS/FEIS, September 22nd Staff Report 2004, 2005, 2006, 2007, 2008, "and all supplementary information...supporting record, analyses, materials."
2010	Integrated GMA/SEPA Addendum Staff Report, September 2010.
2013	Integrated GMA/SEPA Addendum , Staff Report September 4, 2013. Adopted by reference all previous SEPA documents.
2015	Staff Report & SEPA Environmental Review, Proposal to Amend Unified Development Code, JCC 18.30.150 (Sign Code), October 29, 2015. Integrated Growth Management Act/State Environmental Policy Act Analysis, Environmental Review of a Non-Project Action.
2018	Jefferson County Comprehensive Plan Update 2018 SEPA Addendum to 1998 Draft and Final Jefferson County Comprehensive Plan Environmental Impact Statements and subsequent Supplemental EISs and Addenda. April 4, 2018.
2021	SEPA Addendum on February 28, 2021. The SEPA Addendum and supporting SEPA Environmental Checklists provide additional information relating to the Jefferson County Final Environmental Impact Statement ("Final EIS"), May 27, 1998 and associated SEPA documents. These SEPA documents were adopted and the additional information was determined not to involve significant new impacts. A Determination of Significance and Notice of Adoption was published on February 28, 2021.

Year	State Environmental Policy Act Document Description
2021	<u>Port Hadlock UGA Sewer Facility Plan Update</u> and <u>Appendices</u> (Feb. 2021). The revisions to the Sewer Plan mostly related to funding, engineering specifications (low pressure system with grinders), and minor modifications to the core service area. The revisions allowed the County to implement sewerage the core service area within six years. A Comprehensive Plan Amendment (MLA20-00102) was adopted for the updated Sewer Plan in Ordinance No. <u>01-0426-21</u> , when the 2020 Comprehensive Plan Docket was approved. Ordinance No. <u>01-0426-21</u> included a SEPA review through a staff issued Addendum to the 1998 Draft and Final Jefferson County Comprehensive Plan Environmental Impact Statements (“EIS”) and subsequent Supplement EISs, and a SEPA Checklist and Addendum that addressed the 2020 Docket items, including the proposed revisions to the Comprehensive Plan.
2022	Staff Report & SEPA Environmental Review to establish regulations for the siting, establishment, and operation of temporary housing facilities for unhoused people needing emergency housing services. Proposal to Amend Unified Development Code Chapter <u>18.20</u> JCC (Performance & Use-Specific Standards), Chapter <u>18.10</u> JCC (Definitions). Integrated Growth Management Act/State Environmental Policy Act Addendum . April 20, 2022.
2022	Staff Report & Environmental Review, Proposal to Amend Unified Development Code (UDC) Jefferson County Code (JCC) <u>18.12</u> : ‘Legal Lot of Record Determination and Lot Consolidation’ and Amendments to JCC <u>18.10</u> and <u>18.35</u> . Integrated Growth Management Act (GMA)/State Environmental Policy Act (SEPA) Addendum . August 24, 2022.
2023	2023 Comprehensive Plan Amendment Docket, Staff Report and SEPA Addendum. Integrated Growth Management Act/State Environmental Policy Act Document, Environmental Review of a Non-Project Action: Addendum to Existing Environmental Documents. October 11, 2023.
2024	None as of this date.

4. Appendix / Exhibits

The following is a summary of proposed amendment citations. Refer to the attached draft adopting ordinance for specific line in-line out text for the following projects as listed:

Proposed Amendment #1 - 2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.

Appendix 1:

- Exhibit A: Proposed amendment to title 13 JCC
- Exhibit B: Proposed amendment to chapter 15.05 JCC
- Exhibit C: Proposed amendment to chapter 18.10 JCC
- Exhibit D: Proposed amendment to chapter 18.18 JCC
- Exhibit E: Proposed amendment to chapter 18.19 JCC
- Exhibit F: Proposed amendment to chapter 18.35 JCC

Proposed Amendment #2 - 2024 UGA CP & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.

Appendix 2: None at this time.

Proposed Amendment #3 - 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.

Appendix 3:

- Exhibit A: Proposed amendment to chapter 18.10.060 JCC
- Exhibit B: Proposed amendment to chapter 18.10 JCC
- Exhibit C: Proposed amendment to chapter 18.15.040 JCC
- Exhibit D: Proposed amendment to chapter 18.15.485 JCC

Proposed Amendment #4 - Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)

Appendix 4:

- Exhibit A: CP AEPF Proposed Amendatory Language
- Exhibit B: Proposed amendment to chapter 18.15.1110 JCC
- Exhibit C: Proposed amendment to chapter 18.15.453 JCC

**JEFFERSON COUNTY
DEPARTMENT OF COMMUNITY DEVELOPMENT**



**2024 COMPREHENSIVE PLAN
AMENDMENT DOCKET**

SUPPLEMENTAL STAFF REPORT AND SEPA ADDENDUM

Supplemental Staff Recommendations
with Environmental Analysis
for the Adoption of Proposed Amendments
to the Jefferson County Comprehensive Plan

October 10, 2024

**INTEGRATED GROWTH MANAGEMENT ACT/
STATE ENVIRONMENTAL POLICY ACT DOCUMENT**

Environmental Review of a Non-Project Action:
Addendum to Existing Environmental Documents

Contents:

1. Modifications to Proposed Amendment 2: UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.

New proposed description: *"Proposal to expand the Port Townsend Urban Growth Area (UGA) boundary to include publicly-owned parcels for public purpose use, including the Caswell-Brown Village for housing services."*

2. Modifications to Proposed Amendment 4: Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)"

3. Attachment – Comment Record

Why is there a Supplement? Changes and Additions to the September 4, 2024 Comprehensive Plan Amendment Docket—Combined Staff Report and SEPA Addendum (“the Staff Report”)

The Staff Report was published on September 4, 2024. The Staff Report evaluated four proposed amendments to the development regulations on the 2024 Amendment Cycle docket that are listed below:

- Proposed Amendment 1: Irondale and Port Hadlock Urban Growth Area (“PHUGA”) UDC Amendments for Urban Development
- Proposed Amendment 2: UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties
- Proposed Amendment 3: 2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023
- Proposed Amendment 4: Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (“AEPF”)

Modifications to Proposed Amendments 2 and 4 created a need for focused evaluation of those changes and further documentation in this Supplemental Staff Recommendations with Environmental Analysis (“this Supplement”), dated October 10, 2024.

For a complete analysis of Proposed Amendment 2 and Proposed Amendment 4, the reader needs to consider both the Staff Report and this Supplement. Not all of the details within the Staff Report are reproduced here. This Supplement strives to include additional information and not restate what is in the Staff Report. However, the entire Cumulative Impacts Analysis table and SEPA Non-Project question responses are included from the Staff Report, amended here as needed. Proposed findings for final Board of County Commissioner’s action also are included in this Supplement.

Public Process Summary

A combined Notice of Intent to Amend (“NOIA”) the Comprehensive Plan and Unified Development Code, Notice of SEPA Determination, and Notice of Public Hearing at the Planning Commission was published on September 4, 2024. On September 18, 2024 the Planning Commission conducted a public hearing on the amendment docket. Only one public comment was received: Eric Toews, Deputy Director, Port of Port Townsend, provided comment on Proposal #4 and submitted testimony (Exhibit A) with recommended changes to the Port’s proposal to clarify proposed text amendments and modify the Airport Overlay III expansion by reducing the area. After the hearing was closed, the Planning Commission deliberated on the

docketed proposals, and arrived at a recommendation to accept the proposals, with the changes summarized below.

Next steps in the public process are to forward the Staff Report and this Supplement, along with the Planning Commission Recommendations, to the Board of County Commissioners. It is anticipated this will occur in late October.

Summary of Changes

Proposed Amendment 2: There were optional paths to include Caswell-Brown Village (“CBV”) in an Urban Growth Area (“UGA”) in order to provide appropriate services to the project: a UGA land swap following recent GMA provisions of RCW 36.70A.110, or extension of the Port Townsend UGA boundary. The UGA land swap did not come to fruition. This Supplement provides additional findings supporting the extension of the Port Townsend UGA boundary.

Proposed Amendment 4: The proposed extent of Airport Essential Public Facility (“AEPF”) Overlay III has been reduced to include only property owned by the Port of Port Townsend, and some text amendments that appear in the Staff Report have been supplemented or clarified. Generally, the AEPF is expanded by the addition of two 6-acre parcels, and the AEPF Airport Overlay III is expanded by those specific areas in the AEPF which are south of, and outside of, the FAA building restriction line, and an approximately 6.5-acre area in the northeast of the AEPF. The Airport Overlay III consists of parcels, or portions of parcels, currently owned by the Port of Port Townsend within the AEPF. The requirement for a Binding Site Plan (“BSP”) process is replaced with a requirement to meet all development regulations, recognizing that a BSP may not be applicable in all circumstances. As the Airport Overlay III is further developed, a unifying plan for the overlay area will be accomplished. The access from Four Corners Road, parcel APN 001334004, is not being added to the AEPF. Additional details are provided in the analysis below.

SEPA Threshold Determination

After review of the modifications of Proposed Amendments 2 and 4, Community Development has determined that there will be no changes to the overall cumulative impact analysis for all of the proposed amendments, and the SEPA threshold determination is unchanged from the Staff Report: there will be no probable significant environmental impacts as a result of this action and a threshold Determination of Nonsignificance, “DNS”, is supported.

The 2024 Comprehensive Plan & UDC Amendment Docket documents are available on the Jefferson County webpage dedicated to the 2024 Comprehensive Plan Annual Amendment cycle process.

<https://www.co.jefferson.wa.us/1721/2024-Annual-Amendment-Cycle>

ANALYSIS OF MODIFIED PROPOSED AMENDMENTS

Updated Summary Matrix of Impacts and Mitigation Measures

Refer to the Staff Report for the complete description of the proposals, cumulative analysis of impacts, and overall recommendation for mitigation measures and conditions. Proposal-specific analysis is also within the individual staff reports for each of the proposed amendments found in Section 2, “Focused Analysis of the Proposal” of the Staff Report. Readers are encouraged to review the more comprehensive discussion of issues of interest in Section 2, “Focused Analysis of the Proposal”, and to consult the Appendix Items, the amendment applications themselves, and other supporting materials, in order to formulate the most accurate impression of impacts associated with the proposals and staff recommendations.

Amended Table 1: Revised SEPA Impact Analysis and Mitigation Summary (see p.15 of the Staff Report).

1	2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.	No	Recommendation – None. This is not a site-specific project proposal. Site-specific information will be provided by applicants at the time of submittal for a project.
2	2024 UGA CP & UDC Amendments to Amend the Port Townsend Urban Growth Area Boundary.	No	Recommendation – There are no proposed mitigations or conditions with this proposal.
3	2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.	No	Recommendation – adopt suggested UDC amendments for “Family” definition, clarification to PRRD unit count, and addition of Congregate Housing to JCC 18.15.040 Table 3-1 uses. Continue work on rural housing strategies concurrently with data development for 2025 Comprehensive Plan update.
4	Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (“AEPF”)	No	Recommendation – At this phase of review, there are no proposed mitigations or conditions. All future development will be required to meet the County’s zoning and development standards of the Jefferson County Code.

Amended Table 2: Revised Significant Areas of Controversy & Uncertainty (pp.16-17 of the Staff Report)

The following table summarizes the key environmental issues and options facing decision-makers:

#	APPLICATION NUMBER & DESCRIPTION	AREAS OF CONTROVERSY AND UNCERTAINTY
1	2024 Irondale and Port Hadlock UGA UDC Amendments for urban development.	None
2	2024 UGA CP & UDC Amendments to Amend the Port Townsend Urban Growth Area Boundary.	No areas of controversy. Findings are made in the Supplement to expand a UGA boundary. There is sufficient justification and analysis to extend the UGA boundary to include Caswell-Brown property for access to City of Port Townsend services.
3	2024 Annual Amendment Cycle, Planning Commission UDC Rural Housing Amendments Carried Forward from 2023.	None
4	Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)	Environmental analysis was done on the entire Airport Overlay III as amended. There is a level of uncertainty at this non-project stage of the proposal regarding elements of SEPA review: impacts to air, water, ground, water runoff, plants, animals, energy, natural resources, environmental health, noise, land use, housing, aesthetics, recreation, historic and cultural preservation, transportation, public services, utilities, and light and glare of unknown future development proposals. All future developments will be required to meet the County's zoning and development standards of the Jefferson County Code. This may be one area of potential future controversy. Project-specific SEPA review will be conducted for projects that are not otherwise exempt.

INDIVIDUAL STAFF REPORTS: PROPOSED AMENDMENTS #2 AND #4

Modifications to Proposed Amendment 2: UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, Swapping Farm Land with Caswell-Brown Village and Adjacent Properties.

New proposed description: *"Proposal to expand the Port Townsend Urban Growth Area (UGA) boundary to include publicly-owned parcels for public purpose use, including the Caswell-Brown Village for housing services."*

Applicant: Jefferson County

Assessor Parcel Numbers: 001162022, 001162001, 001162002, 001162003, 001162004, 001162015, 001161001, 001162017

Location: Mill Road and SR 20

Background: The construction of an emergency shelter and permanent support housing is a verified community need. It remains one of the biggest issues facing our community, as the current emergency shelter only has a limited time left in its contract with the American Legion in Port Townsend. The shelter initially only provided housing during inclement weather. In 2007, the Jefferson County Board of County Commissioners adopted an Emergency Resolution (Resolution 35-17) in response to the county's housing emergency and need for public facilities, providing both supportive and low-cost housing for persons who are unsheltered, extremely low income and/or experiencing disabilities. The shelter's management eventually was shifted to Olympic Peninsula Community Action Programs ("OlyCAP"), and also expanded to year-round operation.

The COVID-19 pandemic exacerbated the housing emergency issues. During this period, unsheltered individuals began camping at the Jefferson County Fairgrounds. With the eviction moratorium ending in November 2021, the County Commissioners began crisis planning by identifying locations within the county and near services to house those individuals who were experiencing homelessness. Three sites were reviewed, including the parcels on Mill Road. With American Rescue Plan funding, the County purchased the Mill Road site and several other contiguous parcels to the south as a unit. OlyCAP leases a site from the county, offering the local unhoused population a temporary place to stay while working to find permanent housing. OlyCAP named the new location the Caswell-Brown Village, in remembrance of two people who died while experiencing lack of shelter or supportive services.

The Caswell-Brown Village ("CBV") on Mill Road refers to the combined 50-bed emergency shelter with permanent supportive housing and a 40-lot park consisting primarily of recreational vehicles and tiny shelters to provide housing for persons experiencing housing insecurity. The County approved the project under a Type III conditional use permit (ZON2022-00152) for a public purpose facility. The local community supports the proposal and its location, as evident by no one submitted testimony, facts, or evidence that would serve as a basis to deny the proposal.

The CBV currently has 50 tiny shelters available to unhoused people, and OlyCAP is working to build a permanent support housing on site. It will be a continuum of care housing facility operated by OlyCAP on a long-term lease with the County.

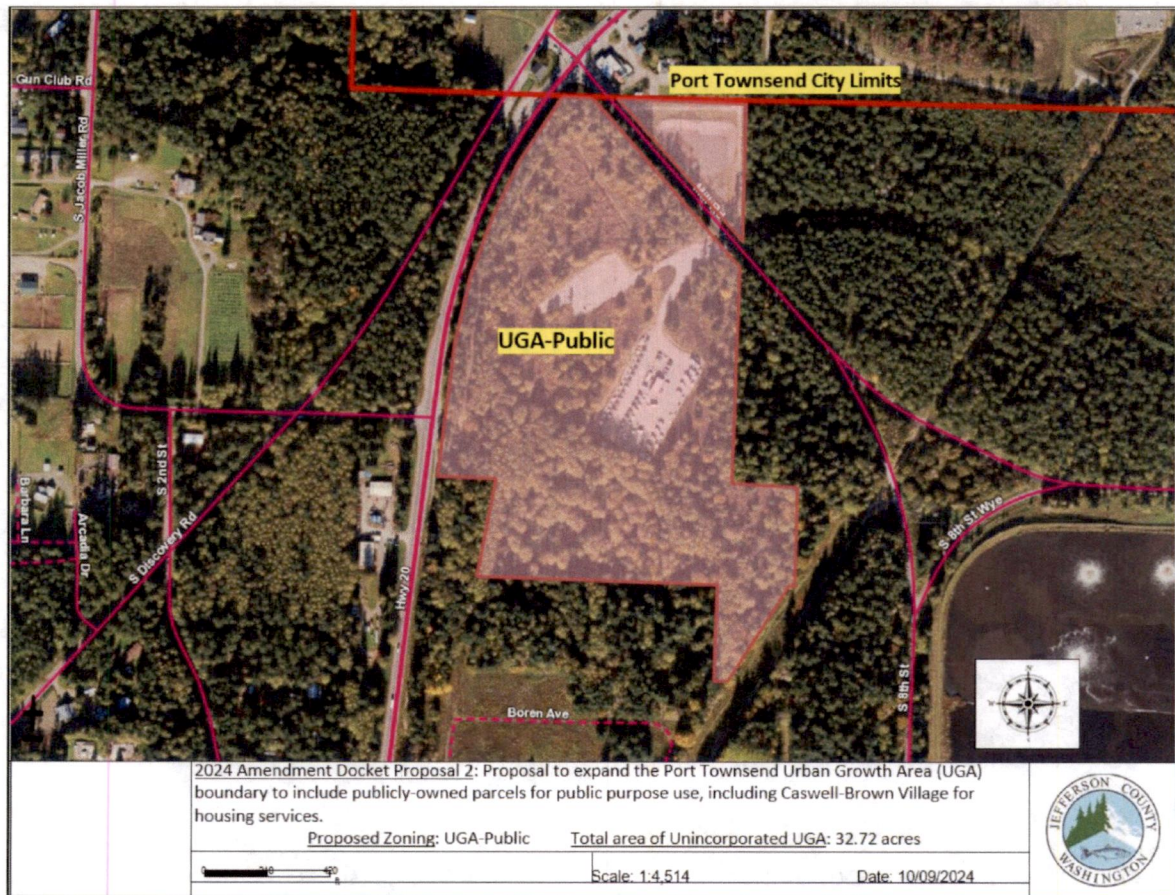
Staff Comment: Jefferson County is collaborating with the City of Port Townsend on a modification to the Port Townsend UGA, something that has not happened since the original establishment of the UGA boundary (coincident with the City of Port Townsend's municipal boundary) in the years following the adoption of GMA. The Port Townsend UGA boundary would shift to include CBV and adjacent publicly-owned parcels. The total expansion would include eight parcels for a combined acreage of 32.72 acres. The zoning would change from Rural Residential (RR 1:20 and RR 1:5) to UGA Public. The area proposed to be included within the Port Townsend UGA is characterized by urban growth. Either the subject parcels themselves already contain urban-style development or they are located in close proximity to urban development, and by either measure, the subject area is appropriate for urban growth. The growth pattern on or near these lands makes the parcels incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW [36.70A.170](#). The parcels are located in close proximity to urban services, including but not limited to the City of Port Townsend's regional stormwater system, sanitary sewer system, domestic water system, street cleaning services, fire and police protection services, public transit services, healthcare and medical services, and other public utilities associated with urban areas and normally not associated with rural areas.

Figure 1.



Parcel numbers	Acres	Owners
Parcel 1 (001162022)	0.07	Jefferson County
Parcel 2 (001162001)	21.81	Jefferson County
Parcel 3 (001162002)	2.45	Jefferson County
Parcel 4 (001162003)	2.50	Jefferson County
Parcel 5 (001162004)	2.53	Jefferson County
Parcel 6 (001162015)	0.38	Jefferson County
Parcel 7 (001161001)	0.8	Jefferson County
Parcel 8 (001162017)	2.18	City of Port Townsend
Total Acreage:	32.72 Acres	

Figure 2.



Housing Element: The County and the City of Port Townsend have been working on solutions for people experiencing homelessness, including emergency housing and transitional housing. CBV would be in the unincorporated UGA (with prospective annexation in the future). It is now the only continuum of care facility for housing of this type in the immediate area. There are no other suitable alternative sites within the existing City of Port Townsend's limits to accommodate a similar facility. The level of housing services that can be developed at CBV are limited by land area and on-site septic requirements. The City of Port Townsend has the capability to provide sanitary sewer service to CBV if it were located in the UGA and have the proper infrastructure upgrade [RCW 36.70A.110(4)].

Urban Growth Areas and Housing Elements are both parts of the GMA and are used to plan for housing and growth. UGAs are intended to encourage urban growth. Housing elements consider the needs of all economic segments of the community, including low, moderate, very low, and extremely low-income households. They also consider existing housing stock and the need for a variety of housing types and densities. The GMA was amended in 2021 to require that designated cities also identify the capacity and actions needed to accommodate future housing growth within four household income categories (based on U.S. Housing and Urban Development Department guidelines using Average Median Income, or AMI): moderate (80-95% AMI), low (50-80% AMI), very low (30-50%), and extremely low (<30 AMI). In 2024, the GMA was amended to allow additional conditions under which UGAs may be revised. Counties are responsible for designating, expanding, and reducing UGA boundaries, in consultation with the cities in their determinations.

In 2024, Jefferson County and the City of Port Townsend completed a joint housing allocation using Method C of the model provided by the State Department of Commerce, called the Housing for all Planning Tool ("HAPT"). Incorporating CBV into the Port Townsend UGA boundary addresses recent legislation that amended GMA to require local governments, when completing the periodic update of comprehensive plans, to accommodate housing affordable to all economic segments of the population, reduce displacement risk, and undo identified racially disparate impacts.

Local communities must design UGAs to include "areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period" [RCW 36.70A.110(2) and WAC 365-196-310]. UGAs must also be designed so that urban services can be provided during the 20-year planning horizon.

Although the existing Port Townsend UGA may have sufficient land to accommodate the projected allocated population growth in twenty years, there is no other suitable land to accommodate housing type similar to CBV. The CBV parcel is inside an existing water service area. In order for the City of Port Townsend to provide sewer service, expanding the Port Townsend UGA boundary to include CBV is a must. The proposal is intended to enable Jefferson County and the City of Port Townsend to address the Housing goal in the GMA through their respective

comprehensive plan housing elements. There will be adequate public facilities to serve CBV during the planning period.

Infrastructure Need: The City of Port Townsend is progressing to complete the City of Port Townsend's General Sewer Plan ("GSP") update in 2025. The plan update provides planning level analysis of the City of Port Townsend's Wastewater Treatment Plant, Biosolids Facility, and sewer collection system. The GSP addresses changes in regulations, existing infrastructure condition and upgrade needs, as well as growth consistent with the GMA and the 2016 adopted City of Port Townsend Comprehensive Plan. The City of Port Townsend is currently in the process of updating the City of Port Townsend's Comprehensive Plan scheduled for 2025 adoption. The updated GSP includes a projected capital investments analysis and operational projection necessary for the next 20 years. An updated rate study was developed to pay for the infrastructure investment identified in the capital analysis to ensure adequate funds to operate the sewer system. The City of Port Townsend Council adopted the 2024 General Sewer Plan via Resolution 24-07 on May 6, 2024. The GSP is under review by the Washington State Department of Ecology. Following Ecology's review and approval, the final adoption will be incorporated into the City of Port Townsend's 2025 periodic update.

The City of Port Townsend's limits coincide with the Port Townsend UGA boundary, and encompass an area of approximately 7.4 square miles. Approximately 50 percent of the land within the City of Port Townsend's future wastewater service area is designated for residential use, while the remaining land is designated for other uses such as open space/parks, commercial use, public/infrastructure use, and other land uses. Most significantly, the City of Port Townsend envisions a new neighborhood to CBV's immediate north, the Evans Vista. Future plans include a new lift station on Mill Road (i.e., Mill site) for the proposed Evans Vista neighborhood. Currently in the preliminary design and fiscal analysis phase, the proposed 14.4-acre Evans Vista campus is envisioned to include 100 to 150 affordable, workforce and mixed-income housing units. The initial findings of the GSP and the Capital Improvement Plan ("CIP") assumed that most of the new growth will occur at or near the Mill site. The CIP includes a lift station to allow development of the Mill site and conveyance for the new lift station's discharge throughout the existing collection system. All of the discharge from this station will flow by gravity to the wastewater treatment facility posing no new loads to existing lift stations. The Mill site and all major lift stations will be relatively new and/or rehabilitated in the 2020s, and no additional capacity or significant upgrades will be needed during the 20-year planning horizon.

Jefferson County Public Utility District No. 1 ("PUD") is working to address power capacity and reliability issue in the Port Townsend area. PUD believes the solution to these issues is to build another electrical sub-station that are adjacent to existing PUD power lines. In looking for suitable location, the PUD identified two county-owned parcels, which were purchased as a unit when establishing CBV at its current location. PUD's General Manager recently addressed the County Commissioners in a Board meeting, wherein the Board agreed to sell the two parcels to the PUD. The County and the PUD are currently working on documentation to effectuate the sale.

One of the innovations of the GMA is the emphasis it places on the need to match public infrastructure priorities with the land uses designated on the future land use map. The comprehensive nature of planning under the GMA establishes the comprehensive plan as the blueprint for fitting the jurisdiction's vision, land use, and service priorities together in a more efficient and effective way.

The capital infrastructure required to serve the revised Port Townsend UGA boundary is determined by conducting an inventory of existing facilities, establishing an adequate level of service to accommodate the projected growth or housing needs, and measuring the difference between what is available and what is needed. The 32.72 acres to be included in the Port Townsend UGA are all publicly-owned parcels. In addition to the CBV properties, also included are the City of Port Townsend regional stormwater facility parcel located northeast of CBV and the parcels to be owned by PUD for a new substation southeast of CBV. The re-designation of the land use and zoning maps would eliminate the potential segmentation of the required urban services and facilities, but also ensure that future connections/expansions of these services were possible.

WAC, RCW and Countywide Planning Policies ("CPP"). WAC 365-196-310(3) includes guidelines for selecting and allocating countywide population projections used to assist in the overall analysis and designation of UGAs for cities, UGAs not associated with cities, and potential growth in rural areas. Countywide population must be within the range of projections provided by OFM for the 20-year planning period.

This section of the WAC also encourages consideration of other population-related factors including: population forecasts from outside agencies or service providers; historical Census data; the ability of counties and cities to meet the financial obligation to support the population projection they plan for; the land supply and density of uses that will efficiently accommodate the population projection; more frequent review and update of UGAs than the required minimum review; and integration of employment forecasts from the selected population projection that will be allocated to UGAs and the rural area.

An UGA may be amended to include areas that are located outside of a city if it is already characterized by urban growth, or if an area is adjacent to the area already characterized by urban growth that will be served by urban public facilities. UGAs should reflect a cooperative effort amongst jurisdictions in the county to accomplish the requirements of the act on a regional basis, consistent with countywide planning policies. Services should be provided by cities in UGAs. (WAC 365-196-310 (3))

UGA boundary expansion must be evaluated on a countywide basis. The location and size of any revision is determined by the County after a thorough analysis and a joint planning process with the City of Port Townsend, and then only if deemed necessary and all state requirements have been met [RCW 36.70A.215(2) & WAC 365-196-310(4)(b)]. This includes the direction that

“counties and cities should first consider the potential of increasing capacity of existing urban areas through allowances for higher densities, or for additional provisions to encourage redevelopment” (WAC 365-196-310(4)(b)(iv)).

In summary, appropriate location of new or expanded UGA boundary include:

- UGA should have the density to accommodate urban growth, served by adequate public facilities, discourage sprawl, and promote the goals of the act.
- The county should attempt to define the urban growth area to accommodate the growth plans of the City of Port Townsend.
- New lands should be identified in the following priority:
 - Existing incorporated areas
 - Land that is already characterized by urban growth and has adequate facilities and services
 - Lands adjacent to the above, but not meeting those criteria
- UGAs should not be expanded into designated agricultural, forest, or resource lands unless no other option is available.
- Counties should avoid expanding the UGA into areas with known critical areas extending over a large area.

(WAC 365-196-310(4)(c))

Inclusion of the CBV and surrounding parcels within the Port Townsend UGA meets statutory requirements. The addition of publicly-owned land is consistent with UGA designation criteria, as the addition does not alter the residential or employment capacity of the UGA. The recent legislative changes require local jurisdictions to consider accommodations for housing projected population based on income categories. The joint effort by the County and City leaders identified CBV as the proper location to establish the emergency shelter and permanent support facility. CBV is currently zoned Rural Residential 1:20, which is inconsistent with the current and projected public-purpose use of the county-owned property. Including the property within the Port Townsend UGA would enable the provision of housing for more persons experiencing housing insecurity. CBV will be served by adequate roads, fire protection, infrastructure, water, wastewater disposal, and stormwater control, among other elements. Further, SEPA mitigation measures included in the unchallenged MDNS threshold determination in association with CBV’s housing facility approval (ZON2022-00152) are expressly adopted as conditions of approval for the permit. Five issue-specific plans, including a Transportation Plan, are required to be completed in consultation with first responders and agencies (City of Port Townsend Police Department, Jefferson County Sheriff’s Office, East Jefferson Fire Rescue). The County and City collaborated during the project review. Beyond those as proposed and approved under the County’s conditional use permit, CBV is not expected to experience any additional development for the foreseeable future. It will not increase pressure to urbanize rural or natural resources lands

Under [RCW 36.70A.020](#), the GMA establishes a series of 15 goals that should act as the basis of all comprehensive plans. The GMA specifically notes in the statute that the goals “are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations.” As such, urban growth, housing, and public facilities and services are equally important. The CBV location is suitable for urban growth as characterized by existing development and infrastructure. Moreover, including CBV and surrounding parcels into the Port Townsend UGA would qualify the jurisdictions to obtain Connecting Housing to Infrastructure (“CHIP”) funding to expand/upgrade the City of Port Townsend’s sewer infrastructure and enable the City to provide sewer service to CBV.

The Countywide Planning Policies (“CPP”) 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 countywide planning policies has been overseen by the GMSC, and federally recognized Indian Tribes were invited to participate in review of the countywide planning policies.

In a planning process over five meetings in 2024, the GMSC reached a recommendation for updating the Countywide Planning Policies for the first time since the early 1990s, citing the local need for the siting of special purpose housing such as emergency housing and shelters. Permanent supportive housing to ensure such housing can be accommodated is identified as one of the priorities. The inclusion of the CBV into the Port Townsend UGA would maximize the funding opportunity in order to have the proper infrastructure to connect to the City of Port Townsend’s sewer system. The anticipated funding allocated to install a large onsite septic system per Condition #38 of ZON2022-00152 would be used elsewhere to better serve the project.

The countywide 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.

Jefferson County, City of Port Townsend, and other stakeholders are supportive of the CBV. Policy #1 of the 2024 update of the Countywide Planning Policies addresses the policies on UGAs. It contains the criteria on UGA boundaries amendment, such change “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”. Policy #6 of the countywide policies addresses affordable housing. One of the policies is to update the housing and land use elements of comprehensive plans to include assessment of land

available and the process of siting special purpose housing to ensure such housing can be accommodated.

See the following sections to further elaborate on how CBV and the surrounding publicly-owned property fits the required criteria to be incorporated into the Port Townsend UGA.

Environmental Information:

CBV has an existing land use and zoning designation of Rural Residential (“RR”) 1:20 (one dwelling unit per 20 acres). The parcel is not designated as agriculture, forest, or mineral resource lands. Only slight landslide hazard area and susceptible aquifer recharge areas are mapped as critical areas. Slight landslide hazard area is not regulated under the County’s Critical Areas Ordinance. The proposed impervious areas related to CBV are limited, and the likelihood of negatively affecting infiltration, runoff, recharge, or long-term aquifer sustainability is minimal. That is to say, the mapped critical areas would not make the site unsuitable for urban development.

Cumulative Impact Analysis:

Pursuant to JCC 18.450.080(1)(b), the Planning Commission and the Board of County Commissioners shall develop findings and conclusions that consider specific criteria. Those criteria, and staff evaluations, follow.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, including the Caswell-Brown Village property	
UDC/JCC Criterion	Staff Evaluation
<i>Is growth and development as envisioned in the Comprehensive Plan occurring faster or slower than anticipated, or is failing to materialize?</i>	Growth is occurring as anticipated in the Comprehensive Plan.
<i>Has the capacity of the county to provide adequate services diminished or increased?</i>	The County and City of Port Townsend coordinate with providing services to people experiencing homelessness. The capacity to do so has recently diminished. The American Legion Hall had limited space and is now no longer available as a long-term facility. Development of Caswell-Brown Village (“CBV”) has increased overall capacity, though this is now the only facility. Better use can be made of the property if City sewer service could be provided.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, including the Caswell-Brown Village property	
UDC/JCC Criterion	Staff Evaluation
<i>Is sufficient urban land designated and zoned to meet projected demand and need?</i>	The inclusion of CBV in the Port Townsend UGA would allow sewer service be provided, eliminating the need of a Large Onsite Sewage System ("LOSS"). This will better meet demand.
<i>Are any of the assumptions upon which the Jefferson County Comprehensive Plan is based no longer valid, or is new information available that was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan?</i>	There are no invalid assumptions. The Comprehensive Plan is being updated to reflect updated information and new state laws.
<i>Does the proposed amendment reflect the current widely held values of the residents of Jefferson County?</i>	Yes. Facilities for housing and human services have been valued in the County. UGA boundary discussions have occurred since enacting Growth Management Act.
<i>Do changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement?</i>	No. The proposal is supported by the Comprehensive Plan.
<i>Do changes in circumstances dictate a need for amendment?</i>	Yes. Circumstances will require additional temporary housing. The UGA expansion would amend the Comprehensive Plan.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, including the Caswell-Brown Village property	
UDC/JCC Criterion	Staff Evaluation
<i>Do inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County?</i>	No. There are no inconsistencies in relation to this proposal.
<i>Have circumstances related to the proposed amendment and/or the area in which it is located substantially changed since the adoption of the Jefferson County Comprehensive Plan?</i>	CBV would need to spend program dollars for large septic capacity. If the City can provide sewer service, those program dollars can be used for expanding other needed services to better serve the clients at CBV.
<i>The proposed text amendment meets concurrency requirements for transportation and does not adversely affect the adopted level of service standards for other public facilities and services (e.g., sheriff, fire and emergency medical services, parks, fire flow, and general governmental services);</i>	There are no transportation capacity issues with this project. In fact, the site is situated within a walking distance to other public facilities and services, but not limited to sheriff, fire and emergency, medical, parks, public transit, and general governmental services.
<i>The proposed text amendment is consistent with the goals, policies and implementation strategies of the various elements of the Jefferson County Comprehensive Plan;</i>	Yes, the proposal is supported by the Comprehensive Plan goals and policies, particularly the Housing Element.
<i>The proposed text amendment will not result in probable significant adverse impacts to the county's transportation network, capital facilities, utilities, parks, and environmental features that cannot be mitigated, and will not place uncompensated burdens upon existing or planned service capabilities;</i>	The amendment would result in better use of services and does not have any significant environmental impacts.

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, including the Caswell-Brown Village property	
UDC/JCC Criterion	Staff Evaluation
<i>In the case of a text amendment to the Land Use Map, that the subject parcels are physically suitable for the requested land use designation and the anticipated land use development, including, but not limited to, the following:</i> A. Access; B. Provision of utilities; and C. Compatibility with existing and planned surrounding land uses.	Parcel currently under review is well-situated for its intended purpose. The CBV is in proximity to the city and services.
<i>The proposed text amendment will not create a pressure to change the land use designation of other properties, unless the change of land use designation for other properties is in the long-term best interests of the county as a whole;</i>	No. The current land use designation for CBV is RR 1:20, and is in the County's ownership. Adjacent parcels proposed for inclusion in the Port Townsend UGA are all publicly-owned with proposed public purpose uses. Changing the land use designation for other properties is not required.
<i>The proposed text amendment does not materially affect the land use and population growth projections that are the bases of the Comprehensive Plan;</i>	No. Land use and population are not materially affected.
<i>If within an unincorporated urban growth area (UGA), the proposed text amendment does not materially affect the adequacy or availability of urban facilities and services to the immediate area and the overall UGA;</i>	The proposal does not materially affect the adequacy or availability of urban facilities and services to the immediate area and overall UGA. Beyond those as proposed and approved under the County's conditional use permit, CBV is not expected to experience any additional development for the foreseeable future. It will not increase

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, including the Caswell-Brown Village property	
UDC/JCC Criterion	Staff Evaluation
	pressure to urbanize rural or natural resources lands
<i>The proposed amendment is consistent with the Growth Management Act (chapter 36.70A RCW), the County-Wide Planning Policy for Jefferson County, any other applicable inter-jurisdictional policies or agreements, and any other local, state or federal laws.</i>	Yes. The proposal is consistent with CP, CPP, and GMA.
<i>Please provide an explanation of why the amendment is being proposed.</i>	There is an overriding public interest demonstrating a public benefit beyond the inclusion of the CBV and the surrounding parcels into the Port Townsend UGA. It is related to protecting public health, safety, and welfare; enabling more cost-effective, efficient provision of sewer and water; and enabling the locally adopted Comprehensive Plan and Countywide Planning Policies to more effectively meet the GMA goals and is authorized under state law. Of note, in order to qualify for Connecting Housing to Infrastructure ("CHIP") Grant funding through WA Department of Commerce, the project site must be fully inside an UGA boundary. CHIP funding would enable CBV eligibility for sewer extension. Jefferson County and the City of Port Townsend have been collaborating and performing work to make this endeavor possible. If the opportunity for CHIP funding for the sewer connection is missed, Jefferson County may have a situation where the interim emergency shelter will

Cumulative Impact Analysis - UGA Comprehensive Plan & UDC Amendments to Amend the Port Townsend Urban Growth Area, including the Caswell-Brown Village property	
UDC/JCC Criterion	Staff Evaluation
	close and the new shelter will have a funding gap to open. The impact on our unsheltered population would be devastating.

Supplemental Sheet for Non-Project Actions:

The following environmental analysis is presented in the format of the Non-Project Action Supplemental Sheet to the Environmental Checklist developed by the Department of Ecology pursuant to the State Environmental Policy Act ("SEPA").

Question #1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

Development standards in both the Jefferson County Code and the Port Townsend City Code are sufficient to address stormwater, noise, and waste disposal.

Question #2. How would the proposal be likely to affect plants, animals, fish, or marine life?

The Caswell-Brown Village operates under a county stormwater permit. Vegetation is preserved as screening.

Question #3. How would the proposal be likely to deplete energy or natural resources?

The Caswell-Brown Village site is area already planned for emergency, transient, and permanent supportive housing. It is connected to a public water system. Sanitary sewer would be provided by an established City of Port Townsend utility when a funding source is secured to extend/upgrade the necessary infrastructure. There will be no significant depletion of energy or natural resources.

Question #4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

The mapped environmentally sensitive areas are not subject to regulation under the County's Critical Areas Ordinance. There are no areas designated or eligible for governmental protection.

Question #5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

CBA was permitted under a County conditional use permit. It is a compatible land use outside of shoreline jurisdiction. Sewer extension into the general vicinity of CBV might encourage appropriate urban growth in the immediate area, as envisioned and planned.

Question #6. How would the proposal be likely to increase demands on transportation or public services and utilities?

The scale of the project would not significantly increase transportation or public service demand. Bus service already is nearby and is accessible to the people housed at the CBV. The parcel is served by a public water supply and is in the City's sewer service area. The City of Port Townsend has indicated that it has the capability to serve the CBV with the system improvement upgrade.

Question #7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

There are no known conflicts with local, state, or federal laws or requirements.

Staff Recommendation:

Staff supports the inclusion of the Caswell-Brown Village ("CBV") and surrounding publicly-owned parcels, totaling 32.72 acres, into the Port Townsend UGA so that urban services (i.e., sewer) can be provided to this public purpose facility. The proposal would also match existing land use to the updated land use map for both County and City. Existing public facilities include the City's regional stormwater facility and a new substation as proposed by the Public Utility District No. 1 of Jefferson County ("PUD").

Exhibit to Proposed Amendment 2 – Comprehensive Plan Amendatory Language

Proposal to expand the Port Townsend Urban Growth Area boundary to include publicly-owned parcels for public purpose use, including the Caswell-Brown Village for housing services.

~~Strikethrough~~ denotes a deletion; underline denotes an addition.

Jefferson County Comprehensive Plan Page 1-26:

Urban Growth Area Designations

The Port Hadlock/Irondale Urban Growth Area is planned for urban residential, urban commercial, urban industrial, Both Rural and Urban Zones apply per the Land Use and Zoning map. Rural zones apply until urban wastewater services are available, and then Urban zones apply. See Section 1.4 for additional discussion.

The unincorporated Port Townsend Urban Growth Area is planned for public purpose facilities, such as emergency shelters, transitional housing, emergency housing, and permanent supportive housing. Urban Growth Area – Public Facilities district applies to the unincorporated Port Townsend Urban Growth Area per the Land Use and Zoning map.

Page 1-26:

EXHIBIT 1-15A Unincorporated Port Townsend Urban Growth Area Land Use & Zoning Designations

<u>Land Use Designation</u>	<u>Description of Zoning Districts & Location</u>	<u>Principal Land Use</u>
<u>Public Facilities</u>	<u>Public Facilities (UGA-P) comprise 32.72 acres, including open space areas, the Caswell-Brown Village, the Port Townsend Regional Stormwater Facility, and a future electrical substation as proposed by the Public Utility District No. 1 of Jefferson County.</u>	<u>Public and Institutional</u>

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Urban Growth Areas & Services

Policies on Urban Growth Areas describe using the OFM to develop a joint County-City of Port Townsend population forecast that would be used in capital facility and service plans. Additionally, the policies describe sizing the urban growth area based at least on the low forecast or if capital facilities are sufficient based on a medium or high projection.

Sizing of Urban Growth Areas is to be based primarily on adequate supply of developable land to accommodate the joint population forecast, and including land for residential, commercial, and industrial uses. The Urban Growth Area boundaries may be revised to accommodate special purpose housing, provided an assessment of available land indicates that revision is necessary to accommodate housing to all economic segments of the population, reduce displacement risk, and undo identified racially disparate impacts.

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Urban Growth Areas

Municipal & Unincorporated

The GMA authorizes the designation of Urban Growth Areas in RCW 36.70A.110 to include cities and other areas characterized by urban growth or adjacent to such areas. Urban Growth Areas are intended to accommodate a projected population growth for the next twenty years. The GMA specifies that future growth should, first, be located in areas that already have public facilities and service capacity and, second, in areas where such services, if not already available, are planned.

In Jefferson County, there are two Urban Growth Areas:

- ▶ ~~City of Port Townsend Municipal~~ Urban Growth Area (Municipal and Unincorporated); and
- ▶ Port Hadlock/Irondale Unincorporated Urban Growth Area.

The City of Port Townsend is subject to its own Comprehensive Plan and development regulations affecting urban growth and the provision of public facilities and services within the City of Port Townsend. The unincorporated portion of the Port Townsend UGA is subject to the Jefferson County Comprehensive Plan and implementing regulations. Joint planning between the County and City is encouraged, particularly for those areas that may be annexed into the City of Port Townsend at some point in the future.

The Irondale-Port Hadlock Urban Growth Area is an unincorporated Urban Growth Area, located approximately 5 miles south of the City of Port Townsend, adjacent to Port Townsend Bay. This unincorporated Urban Growth Area is subject to the Jefferson County Comprehensive Plan and implementing regulations.

An Urban Growth Area defines where urban developments will be directed and supported with typical urban public facilities and services, such as storm and sanitary sewer systems, domestic water systems, fire and police protection services, and public transit services. Urban growth areas enable new development to locate close to vital capital facilities and urban services or "infill" in existing urbanizing areas. Urban Growth Areas enable fiscal resources associated with capital facilities and urban services to be operated more cost-effectively.

The Port Hadlock/Irondale Urban Growth Area is an unincorporated Urban Growth Area, located approximately 5 miles south of the City of Port Townsend, adjacent to Port Townsend Bay. This unincorporated Urban Growth Area is subject to the Jefferson County Comprehensive Plan and implementing regulations.

An Urban Growth Area defines where urban developments will be directed and supported with typical urban public facilities and services, such as storm and sanitary sewer systems, domestic water systems, fire and police protection services, and public transit services. Urban growth areas enable new development to locate close to vital capital facilities and urban services or "infill" in existing urbanizing areas. Urban Growth Areas enable fiscal resources associated with capital facilities and urban services to be operated more cost-effectively.

The Urban Growth Area is an area where urban public facilities and services are available or are planned. Provision of urban public facilities and services may be available through several service providers, such as Jefferson County, the JPUD, or some other entity such as a sewer and water district.

Port Townsend Urban Growth Area

Background

The construction of an emergency shelter and permanent support housing is a verified community need. It remains one of the biggest issues facing our community. The COVID-19 pandemic exacerbated the housing emergency issues, and the County Commissioners began crisis planning by identifying locations within the county and near services to house those individuals who were experiencing homelessness. With American Rescue Plan funding, the County purchased the Mill Road site and several other contiguous parcels to the south as a unit. OlyCAP leases a site from the County, offering the local unhoused population a temporary place to stay while working to find permanent housing. OlyCAP named the new location the Caswell-Brown Village, in remembrance of two people who died while experiencing lack of shelter or supportive services. The Caswell-Brown Village ("CBV") on Mill Road refers to the combined 50-bed emergency shelter with permanent supportive housing and a 40-lot park consisting primarily of recreational vehicles and tiny shelters to provide housing for persons experiencing housing insecurity. It will be a continuum of care housing facility operated by OlyCAP on a long-term lease with the County.

Jefferson County has collaborated with the City of Port Townsend on a modification to the Port Townsend UGA, something that has not happened since the original establishment of the UGA boundary (coincident with the City's municipal boundary) in the years following the adoption of GMA. The area proposed to be included within the Port Townsend UGA is characterized by urban growth. Either the subject parcels themselves already contain urban-style development or they are located in close proximity to urban development, and by either measure, the subject area is appropriate for urban growth. The growth pattern on or near these lands makes the parcels incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural

resource lands designated pursuant to RCW 36.70A.170. The parcels are located in close proximity to urban services, including but not limited to the City's regional stormwater system, sanitary sewer system, domestic water system, street cleaning services, fire and police protection services, public transit services, healthcare and medical services, and other public utilities associated with urban areas and normally not associated with rural areas.

In 2024, Jefferson County and the City of Port Townsend completed a joint housing allocation using Method C of the model provided by the State Department of Commerce, called the Housing for all Planning Tool ("HAPT"). There are no other suitable alternative sites within the existing Port Townsend city limits to accommodate a similar facility. Incorporating CBV into the Port Townsend UGA boundary addresses recent legislation that amended GMA to require local governments, when completing the periodic update of comprehensive plans, to accommodate housing affordable to all economic segments of the population, reduce displacement risk, and undo identified racially disparate impacts.

The City of Port Townsend is progressing to complete the City's General Sewer Plan ("GSP") update in 2025. The plan update provides planning level analysis of the City's Wastewater Treatment Plant, Biosolids Facility, and sewer collection system. The updated GSP includes a projected capital investments analysis and operational projection necessary for the next 20 years. An updated rate study was developed to pay for the infrastructure investment identified in the capital analysis to ensure adequate funds to operate the sewer system. The GSP is under review by the Washington State Department of Ecology. Following Ecology's review and approval, the final adoption will be incorporated into the City's 2025 periodic update.

Jefferson County Public Utility District No. 1 ("PUD") is working to address power capacity and reliability issue in the Port Townsend area. PUD believes the solution to these issues is to build another electrical sub-station that are adjacent to existing PUD power lines. In looking for suitable location, the PUD identified two county-owned parcels, which were purchased as a unit when establishing CBV at its current location. The County and the PUD are currently working on documentation to effectuate the sale.

The 32.72-acre unincorporated Port Townsend UGA comprises all publicly-owned parcels. The re-designation of the land use and zoning maps would eliminate the potential segmentation of the required urban services and facilities, but also ensure that future connections/expansions of these services were possible.

Land Use Map & Zoning Designations

The Land Use and Zoning Map, adopted as a part of this element, is the graphic representation of the densities and intensities of use and the goals, policies, and strategies contained within this plan.

Land use and zoning designation is as follows:

Public facilities (“UGA-P”) comprise 32.72 acres, including open space areas, the Caswell-Brown Village, the Port Townsend Regional Stormwater Facility, and a future electrical substation as proposed by the Public Utility District No. 1 of Jefferson County.

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Urban Growth Area Goals & Policies

The goals and policies of the Urban Growth Area element provide direction for the development of the Port Townsend Unincorporated Urban Growth Area and the Jefferson’s County’s Port Hadlock/Irondale Unincorporated Urban Growth Area. They outline specific criteria for urban development, incorporating issues and opportunities identified by County residents in the public Urban Growth Area planning process.

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Policy LU-P-33.6 In addition to the LOS adopted for public facilities in the Capital Facilities and Utilities Element of this Comprehensive Plan, adopt Urban LOS standards for the following capital facilities and public services in the Port Hadlock/Irondale Unincorporated Urban Growth Area:

- a. On-Site Septic Sewage Treatment and Disposal: Per Jefferson County Code Chapter 8.15 (On-Site Sewage Disposal Systems)

Sanitary Sewer: Per the adopted City of Port Townsend General Sewer Plan and the Port Hadlock/Irondale Urban Growth Area General Sewer Plan and Port Hadlock Wastewater Facility Final Design.

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EXHIBIT 8-1 Capital Facilities & Public Services Provided

Capital Facility & Service Topic	Providers Serving Unincorporated Territory	Guiding Plans
Sewer	Port Hadlock/Irondale UGA – Jefferson County	Port Hadlock Wastewater System: Urban Growth Area Sewer Facility Plan, 2008 and Port Hadlock UGA Sewer Facility Plan Update, 2021
	Port Ludlow – Olympic Water and Sewer	Design Plans & Specifications, 2013
	<u>Unincorporated Port Townsend UGA</u>	<u>Port Townsend General Sewer Plan (pending final adoption in 2025)</u>

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Policy CF-P-9.1 Utilize the following siting criteria as the basis for siting new essential public facilities or for the expansion of existing essential public facilities:

- Proximity to major transportation routes and essential infrastructure;
- Land use compatibility with surrounding areas;
- Potential environmental impacts by the facility as well as to the facility, including siting considerations regarding effects of climate change;
- Effects on resource and critical areas;
- Proximity to Urban Growth Areas
- Public costs and benefits including operation and maintenance;
- Current capacity and location of equivalent facilities; and,
- The existence, within the community, of reasonable alternatives to the proposed activity.
- Other criteria as determined relevant to the specific essential public facility, or criteria developed with Port Townsend (municipal and unincorporated) or the Port Hadlock/Irondale unincorporated Urban Growth Area community.

Proposed Amendment 4: Proposed Amendment 4: Review of Land Use and Zoning in the Jefferson County Airport Essential Public Facility (AEPF)

Applicant: The Port of Port Townsend

Location: This proposed amendment will change the zoning and overlay designation of parcels, or portions of parcels:

1. Addition to AEPF: APN 001332013 & 001332017, currently zoned RR-5, to be zoned EPF-A;
2. Expansion of Airport Overlay III (which currently consists of 24-acre APN 001331005): APN 001332013 & 001332017 (AEPF addition parcels); portions of the following parcels that are currently in the AEPF: APN 001284006 NE corner of AEPF, north of Airport Road, and portions of parcels outside of the FAA building restriction zone: APN 001332004 (a portion of parcel west of SR20 and portion east of SR20), APN 001332001; APN 001331017; APN 001331012; APN 001331018 (entire); and APN 001331016.

General Description:

The AEPF is currently ca. 316 acres. The Port of Port Townsend proposes to expand the AEPF by 12 acres by adding two 6-acre parcels (APN 001332013 and APN 001332017) to the southwest boundary (Figure 3), as well as expand the 24-acre Airport Overlay III within the resulting AEPF zone from 24 acres to ca. 73.5 acres total (Figure 4). There are two distinct portions to the expanded overlay: 1) a 6.5-acre area in the northeast corner of the AEPF, north of Airport Road, and 2) the main overlay area south of the FAA building restriction line (identified as Airport Overlay I). The proposed expansion of the AEPF has been accepted by the FAA as an amendment to the Airport Layout Plan ("ALP") as required by FAA. An update to the Airport Master Plan is anticipated in 2025. A 3.38-acre portion of parcel APN 001334004 ("RR-10") located below the AEPF and connecting to Four Corners Road, was originally planned to be part of the AEPF expansion, but will be acquired by the Port of Port Townsend for access to the AEPF and Airport Overlay III and remain with rural residential zoning. No development would occur on this access parcel except utilities and access.

Pursuant to JCC [18.15.453\(1\)](#) the purpose of the Airport Overlay III is to provide a limited opportunity for rural scale non-aviation-related industrial uses that contribute to the long-term financial viability of the AEPF and to enhance the economic vitality and quality of life for the citizens of Jefferson County. The JCIA light industrial manufacturing park has alternately been referenced as the Airport Light Industrial Park ("ALP"), or JCIA Rural Light Industrial Park. The purpose of the expansion of Airport Overlay III is to provide additional land for Light Industrial/Manufacturing uses to provide additional economic growth opportunities, and ultimately, add employment opportunities in the area.

Comprehensive Plan Proposed Amendatory Language:

1. Amend Exhibit 1-8 Land Use/Zoning Map to reflect 12-acre addition to the AEPF (zone EPF-A). (Figure 3.)
2. Amend the relevant portion of Exhibit 1-11, “Summary of Land Use & Zoning Designations”, Page 1-20, to read as follows:

Land Use/Zoning Designation	Criteria for designation	Principal Land Use
INDUSTRIAL		
Light Industrial/Manufacturing (LI/M)	⇒ Quilcene Industrial Area ⇒ Eastview Industrial Plat ⇒ JCIA LI/M Overlay III, consisting of 24 acres, Assessor’s Parcel No. 001-331-005 in the AEPF	Light Industrial

3. Amend Exhibit 1-20, “Location of Rural Industrial Lands”, Page 1-83, to accurately depict the location and extent of the JCIA LI/M Overlay. (Figure 4.)
4. Amend the map, “Jefferson County International Airport – Non-Aviation Related Light Industrial/Manufacturing Overlay”, Page 1-91, to accurately depict the expanded location and extent of the JCIA LI/M Overlay. (Figure 4.)
5. Amend the first paragraph under the heading “Air, Waterborne, & Freight Travel”, Page 6-7, to read as follows:

The Jefferson County International Airport (“JCIA”) is owned and operated by the Port of Port Townsend. It is situated about four miles southwest of the City of Port Townsend on about 316 acres. Its runway is about 3,000 feet in length, and over 107 aircraft are based there. The Airport is designated as a General Aviation (GA) airport by the FAA’s National Plan of Integrated Airport Systems (“NPIAS”). In 2010, the total flight operations equaled approximately 58,030, a small percentage of which ~~are~~ were air taxi and commuter service and the majority of which ~~are~~ were general aviation flights. Airport use is anticipated to increase in the future. The Port’s current Airport Master Plan ~~Update (July, 2014)~~ identifies an expansion plan to meet a 2.8% growth rate for its 107 based aircraft and to stay within FAA requirements for safety and efficient airside and landing facilities. The Port ~~will apply~~ applies for airport development grants for eligible components of its preferred airport layout plan. Ancillary uses of the facility which attracts public interest and increases use ~~in at~~ the airport includes businesses and organizations such as an aero

museum, a flight instruction school, airplane mechanics, an airplane restoration school, restaurant, and 24 acres areas designated in 2009 (Ord. No. 11-1215-09) for non-aviation-related light industrial/manufacturing development. The airport is designated and zoned as an Essential Public Facility by Jefferson County. ~~Some airport master plan recommendations address height, noise, and other factors. (Port of Port Townsend, 2014) The FAA-approved Airport Master Plan describes the Port's goals and objectives for the future maintenance, modernization, and/or expansion of the facility. It is a guidance document that outlines key planning and development issues and provides recommendations on a wide range of issues (e.g., building heights, noise, etc.). The Port is initiating a process to update the Master Plan in 2025.~~

6. Amend the second and third paragraphs under the heading "Industrial & Manufacturing Businesses", Page 7-20, to read as follows:

Industrial sites in Jefferson County include the Port of Port Townsend, Port Townsend Industrial Park (which has become a commercial and business park), Glen Cove, Eastview, Quilcene Industrial Area, the Irondale/Port Hadlock UGA, the Port Townsend Paper Company, 24 acres at a Rural Light Industrial Park at the Jefferson County International Airport, and Resource Based Industrial zoned sites.

In addition to the industrial sites described above, the light industrial manufacturing park at the Jefferson County International Airport, also known as the Airport "JCIA Rural Light Industrial Park" also allows non-aviation related industrial and manufacturing uses. ~~In 2009, the County approved a rezone of 24 acres from rural residential to Airport Essential Public Facility capable of supporting up to ten small to medium sized low impact, non aviation related light industrial/manufacturing businesses. As of 2017 the site requires a Binding Site Plan, clearing and installation of infrastructure before any business operations. Compliance with all applicable provisions of the Jefferson County Code ("JCC"), including but not limited to Chapters 18.20, 18.30, and 18.35 JCC and the development standards established for the Airport Overlay III in JCC 18.15.453 and JCC 18.35.460, together with relevant provisions of the FAA-approved Airport Master Plan, is required prior to development within the Rural Light Industrial Park. This will ensure installation of all necessary infrastructure and utility improvements to support development and use, as well as implementation of low impact development techniques.~~

Unified Development Code Proposed Amendatory Language

1. Amend Article III-A, "Jefferson County Airport Essential Public Facility District", JCC 18.15.1110 "Designated", to read as follows:

The Jefferson County International Airport ("JCIA") is a general purpose, public aviation airport that provides recreational, business, flight training, charter and air taxi services and other uses. The airport essential public facility district designation (see the official Jefferson County Comprehensive Plan land use designations map) shall apply to the following:

- (1) Parcels designated as an airport essential public facility on the official Jefferson County Comprehensive Plan land use designations map;
 - (2) Any parcel or parcels (a) subsequently acquired by the Port ~~in accordance with the provisions of the approved JCA master plan and depicted on the Airport Layout Plan (ALP) Map of the FAA-approved Airport Master Plan;~~ or (b) currently owned by the Port, which are approved for inclusion in the airport essential public facility district through the Jefferson County Comprehensive Plan text and land use amendment process, or any other applicable process. [Ord. 8-06 § 1]
2. Amend Article III-A, "Jefferson County Airport Essential Public Facility District", JCC 18.15.453 "Airport Overlay III", to read as follows:
- (1) Purpose. The purpose of the Airport Overlay III is to provide a limited opportunity for rural scale non-aviation-related industrial uses that contribute to the long-term financial viability of the AEPF and to enhance the economic vitality and quality of life for the citizens of Jefferson County.
 - (2) Overlay Map. Jefferson County will prepare and maintain an Airport Overlay III map that identifies the parcels located within the overlay.
 - (3) Permitted, Conditional and Prohibited Uses. Notwithstanding the permitted, conditional and prohibited use limitations set forth in JCC 18.15.1112 through 18.15.1114, the following uses shall be permitted within the Airport Overlay III designation:
 - (a) Non-aviation-related light industrial/manufacturing.
 - (4) Development Standards. In addition to the standards for new development in the AEPF district set forth in JCC 18.15.1124 through 18.15.1132, the following provisions shall apply:
 - (a) Impervious Surface Coverage, Building Dimension and Height Restrictions.
 - (i) Total impervious surface coverage shall not exceed 25 percent.
 - (ii) No structure shall exceed 10,000 square feet in size.
 - (iii) Notwithstanding JCC 18.15.1130, in no instance may structures exceed 35 feet in height.

(b) Vegetation Retention and Perimeter Buffering. Existing vegetation should be maintained to the maximum extent practicable in order to reduce soil erosion, provide habitat for wildlife, screen light industrial uses from view, and maintain the predevelopment hydrologic regime. Additionally, the Port shall maintain a minimum 50-foot-wide buffer along the outer perimeter of each ownership parcel (i.e., not leasehold parcels created through a future binding site plan process) within the overlay to screen industrial uses from view and maintain the unincorporated rural aesthetic values of the locale.

(c) Low Impact Development (“LID”). Development occurring within the Airport Overlay III shall incorporate low impact development practices to the maximum extent feasible. The most recent edition of the Low Impact Development Technical Guidance Manual for Puget Sound (May 2005), developed by the Puget Sound Action Team in collaboration with the Washington State Department of Ecology, shall be used as a primary source by the county in reviewing and mitigating development occurring within the overlay district. [Ord. 11-09 § 2 (Att. B)]

(5) Other Regulations. Parcels within the JCIA-III overlay are subject to all applicable provisions of JCC Title 18, as well as regulations and restrictions established by the FAA (e.g., Building Restriction Lines (“BRLs”) and Object Free Areas (“OFAs”)).

Figure 3. Addition to AEPF (grey with crosshatch)

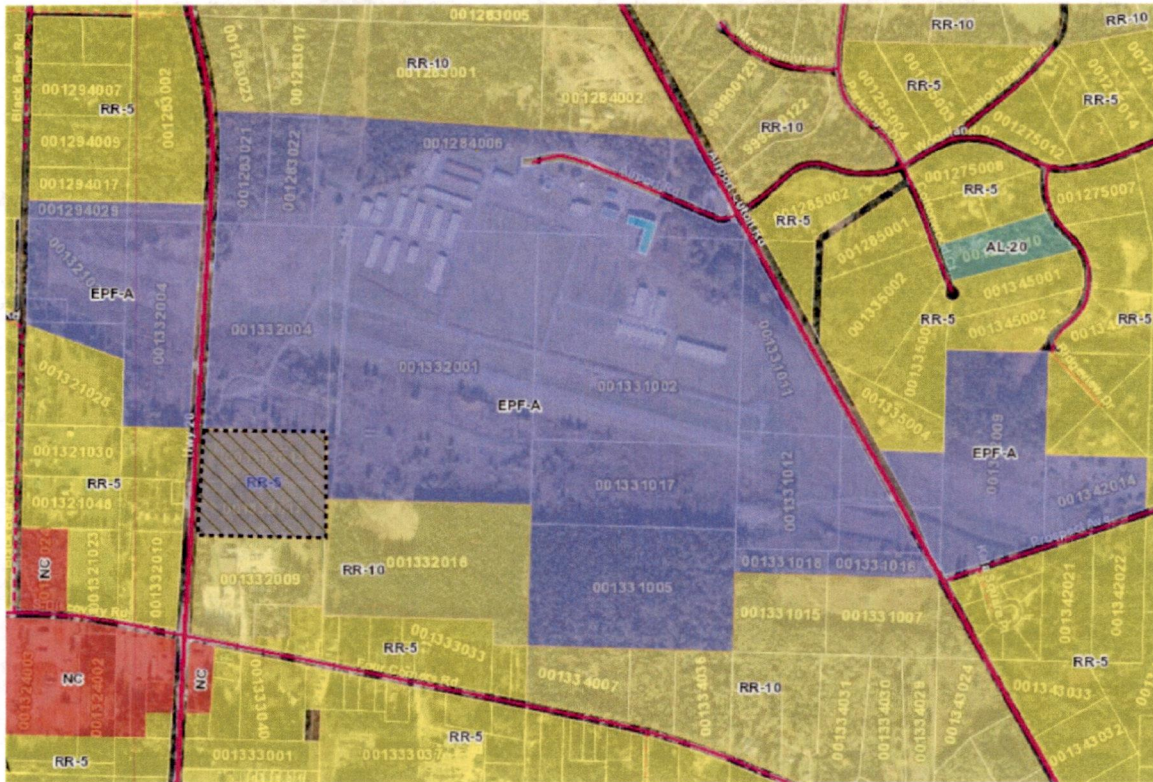
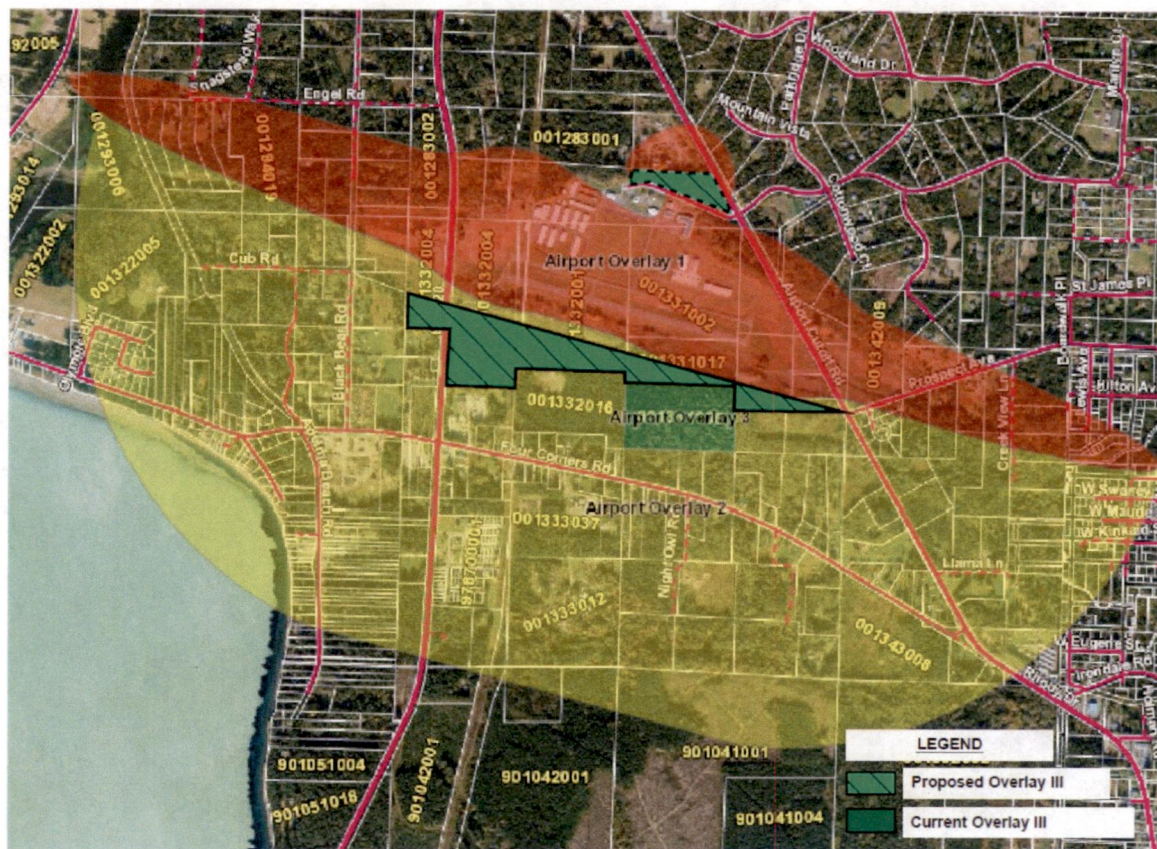


Figure 4. Areas added to Airport Overlay III



Review of Airport Overlay III as modified:

Zoning south of the proposed Airport Overlay III is primarily RR-10, with the immediate area west of SR 20 zoned RR-5. The area between the AEPF and Four Corners Neighborhood/Visitor Crossroads ("NC")

Jefferson County already allows the Rural Residential zone to abut the LI/M JCIA-III zone, which the proposed amendment will not alter. The existing buffers outlined in the UDC for the LI/M JCIA-III zone are not changed by this amendment, which will preserve the interface between these two zones. Additionally, there will be opportunities for review and conditioning of specific project proposals within this area. If it is determined that additional conditioning is needed for development on one of these specific parcels, these conditions can be added at the project permitting stage.

These properties currently allow uses which would require the use of septic systems. Any future inclusion of these parcels in the JCIA-III zone would not change the need to develop a septic

system. Future development on these parcels by The Port of Port Townsend would include on-site or community septic. The UDC requires that development in the Airport Overlay III adheres to Low Impact Development standards, which means that stormwater would be dealt with on site. The continued operation of the existing airport is likely to be the principal adverse noise impact in the area, although air traffic noise is intermittent and light industrial and manufacturing noise may be more continuous in nature. The development of future Light Industrial and Manufacturing facilities will be accompanied by the 50-foot-wide minimum buffers required of each parcel in the Airport Overlay III area. This buffer will also mitigate the impacts from any future light pollution.

Four Corners Neighborhood/Visitor Crossroads (“NC”) Limited Area of More Intensive Rural Development (“LAMIRD”) is situated south of the AEPF generally at the intersection of Four Corners Road (S. Discovery Road on the west side of the intersection) and SR 20. The area between the AEPF and Four Corners NC is characterized by residential uses, including Moore’s Mobile Manor residential park, and the Jefferson Transit facility.

Cumulative Impact Analysis:

Pursuant to JCC [18.450.080\(1\)\(b\)](#), the Planning Commission and Board of County Commissioners shall develop findings and conclusions that consider specific criteria. Those criteria, and staff evaluations, follow.

Cumulative Impact Analysis - Jefferson County Airport Light Industrial/Manufacturing Overlay Expansion	
UDC/JCC Criterion	Staff Evaluation
<i>Is growth and development as envisioned in the Comprehensive Plan occurring faster or slower than anticipated, or is failing to materialize?</i>	The growth rate in the County is occurring slower than anticipated. The projected growth rate in the 2018 Comprehensive Plan for the County was 0.98% per year. The realized population growth rate for 2022-2023 was merely 0.22%. Since 2010, the average growth rate has only been 0.1% in the County. Allowing additional land for Light Industrial/Manufacturing uses will provide additional economic growth opportunities.
<i>Has the capacity of the county to provide adequate services diminished or increased?</i>	County continues to be equipped to provide the same levels of service that were available when the comprehensive plan was passed in 2018.

	The county has planned to provide more services to some areas such as the Irondale and Port Hadlock Urban Growth Area.
<i>Is sufficient urban land designated and zoned to meet projected demand and need?</i>	This Proposed Amendment is related to rural land. This Proposed Amendment requests a new mechanism be created to add parcels to the Jefferson County International Airport Overlay III ("JCIA-III"), which is a part of the Essential Public Facilities- Airport ("EPF-A") designation, which is under the general comprehensive plan category of Essential Public Facilities. Creating a new mechanism to add parcels to this overlay zone will help the airport meet projected job needs. The Port of Port Townsend anticipates that additional JCIA-III parcels will create industrial jobs by allowing non-aviation uses as part of the expanded EPF-A zone.
<i>Are any of the assumptions upon which the Jefferson County Comprehensive Plan is based no longer valid, or is new information available that was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan?</i>	Underlying assumptions have changed since the Comprehensive Plan was last written. While the demand for employment continues, several business owners in the surrounding area are struggling due to rising lease costs. This amendment would allow the airport to create industrial and aviation-compatible lands to preserve existing and create new employment opportunities.
<i>Does the proposed amendment reflect the current widely held values of the residents of Jefferson County?</i>	Jefferson County residents value jobs that allow them to live where they work. Increasing the land available for industrial and manufacturing uses will have two benefits immediately felt by residents: land available for local businesses to rent, and an increase in the job capacity for the area. This Proposed Amendment will ultimately add employment opportunities to the area.
<i>Do changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement?</i>	A change in county-wide attitude has not necessitated an amendment to the goals of the plan or the basic values. This Proposed

	Amendment aligns with the goals and values of the plan.
<i>Do changes in circumstances dictate a need for amendment?</i>	As property values in the county have increased, rental costs for businesses surrounding the Airport have increased. Port-owned light industrial/manufacturing-zoned parcels would provide additional means for economic growth. Future additions to this overlay will provide a mechanism for continued economic growth and greater access to appropriately zoned land for local businesses.
<i>Do inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County?</i>	This Proposed Amendment does not seek to rectify any inconsistencies between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policies for the county.
<i>Have circumstances related to the proposed amendment and/or the area in which it is located substantially changed since the adoption of the Jefferson County Comprehensive Plan?</i>	Circumstances related to the proposed amendment and/or the area in which it is located have changed since the adoption of the Jefferson County Comprehensive Plan. While the demand for employment continues, several business owners in the surrounding area are struggling due to rising lease costs. This amendment would allow the airport to create industrial and aviation-compatible lands to preserve existing and create new employment opportunities.
<i>The proposed text amendment meets concurrency requirements for transportation and does not adversely affect the adopted level of service standards for other public facilities and services (e.g., sheriff, fire and emergency medical services, parks, fire flow, and general governmental services);</i>	Transportation Impacts: While it is likely that both Four Corners Rd and SR 20 have existing capacity for increased traffic volume, future capacity concerns lie with intersection level of service and appropriate roadway access to SR 20 (12-acre addition to AEPF). Project-level considerations would require review with WSDOT involvement. Traffic analysis was done for the 24-acre Airport Overlay III site in 2009, finding a possible increase of 49 average daily trips on Four Corners Road per 100 employees.

	At this phase of review, there is no expected exceedance of roadway level of service, or in the demand for other public facilities and services resulting from this Proposed Amendment. Any project action resulting from this proposed change would be reviewed for transportation, public facility, and services concurrency requirements using the appropriate processes.
<i>The proposed text amendment is consistent with the goals, policies and implementation strategies of the various elements of the Jefferson County Comprehensive Plan;</i>	This proposed amendment is consistent with the following Comprehensive Plan Goals: LU-G-5: "Identify and designate lands for both public purposes, public facilities, and essential public facilities," ED-G-3: "Support Jefferson County's industries that leverage existing strengths, advantages, and potential in the following areas... Port-related economic development," ED-P-3.1 Support the efforts of the Port of Port Townsend in diversifying the Jefferson County International Airport ("JCIA") to provide for a broader number of trades, manufacturing, and services. This may include but is not limited to, the siting of appropriately scaled aviation and non-aviation-related industrial/manufacturing activities in the Airport Essential Public Facilities District. CF-G-9: "Regulate the siting of essential public facilities consistent with the GMA and to meet public service needs," CF-G-10, "Ensure the continued viability of the Jefferson County International Airport as a transportation hub," CF-G-11, "Ensure continuation of the airport as a safe and efficient essential public facility,"
<i>The proposed text amendment will not result in probable significant adverse impacts to the</i>	This Proposed Amendment will result in increased capital facility capacity and will not

<i>county's transportation network, capital facilities, utilities, parks, and environmental features that cannot be mitigated, and will not place uncompensated burdens upon existing or planned service capabilities;</i>	have adverse impacts on the transportation network, utilities, parks, and environmental features that cannot be mitigated. Any project action resulting from this proposed non-project change would be reviewed for adverse impacts to these facilities using the appropriate review process.
<i>In the case of a text amendment to the Land Use Map, that the subject parcels are physically suitable for the requested land use designation and the anticipated land use development, including, but not limited to, the following: A. Access; B. Provision of utilities; and C. Compatibility with existing and planned surrounding land uses.</i>	Access to all the parcels within the maximum extent proposed for the light industrial/manufacturing overlay is provided by existing roads. Utilities are currently available on many of the sites. Any potential future site improvements required to provide sufficient access and utility provision will be coordinated with the county. The land use surrounding the EPF-A area is currently all rural residential, limited to a density of five acres per dwelling unit or ten acres per dwelling unit. These rural residential parcels currently border Airport Overlay III and EPF-A properties. The proposed additions to the EPF-A and Airport Overlay III would not change the compatibility with the planned surrounding land uses. There are Jefferson Transit bus stops both northbound and southbound along SR 20 within the AEPF.
<i>The proposed text amendment will not create a pressure to change the land use designation of other properties, unless the change of land use designation for other properties is in the long-term best interests of the county as a whole;</i>	The proposed text amendment would not create a pressure to change the land use designation of any other properties. The land use designation changes are limited to the parcels in question for this Proposed Amendment.
<i>The proposed text amendment does not materially affect the land use and population growth projections that are the bases of the Comprehensive Plan;</i>	The proposed text amendment would not materially affect the land use and population growth projections that are the bases of the comprehensive plan.
<i>If within an unincorporated urban growth area (UGA), the proposed text amendment does not materially affect the adequacy or availability of</i>	The proposed amendment is not within an unincorporated UGA, and thus it does not materially affect the adequacy or availability of

<i>urban facilities and services to the immediate area and the overall UGA;</i>	urban facilities and services to the immediate area and the overall UGA.
<i>The proposed amendment is consistent with the Growth Management Act (chapter 36.70A RCW), the County-Wide Planning Policy for Jefferson County, any other applicable inter-jurisdictional policies or agreements, and any other local, state or federal laws.</i>	The proposed amendment is consistent with the Growth Management Act, countywide planning policies for Jefferson County, and all other applicable inter-jurisdictional, local, state, or federal laws or policies. Additionally, creating these economic development opportunities will implement the goals of the Comprehensive Plan as currently adopted.
<i>Please provide an explanation of why the amendment is being proposed.</i>	The Port's mission is to build and maintain infrastructure that sustains economic vitality in the community. The Non-Aviation Light Industrial/Manufacturing overlay provides local businesses with an opportunity for growth and to create more jobs. Incorporating more land into this zone will allow higher job-dense land uses than their current designations within the RR-5/ RR-10 zoning districts.

Supplemental Sheet for Non-Project Actions:

The following environmental analysis is presented in the format of the Non-Project Action Supplemental Sheet to the Environmental Checklist developed by the Department of Ecology pursuant to the State Environmental Policy Act ("SEPA").

Question #1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

Increases in discharges, emissions, production, storage, or release of toxic or hazardous substances are not likely to result from the adoption of this proposed Comprehensive Plan amendment. Existing policies and regulations at the county and state level are designed to reduce discharges to water and impacts on the natural environment. In addition, individual projects in this area are required to connect to the Quimper public water system and receive septic approval, as well as comply with the policies and regulations of the county's municipal code and development standards. Air emissions are also regulated by the Puget Sound Clean Air Agency. Storage and handling of any chemicals regulated by the Occupational Safety and Health

Administration (“OSHA”). Emissions will be reviewed at the time of the subsequent permit applications.

Proposed measures to avoid or reduce such increases are:

- Jefferson County Code and associated development regulations (title 18 JCC)
- Jefferson County Code Health and Safety (title 8 JCC)
- Jefferson County Code Buildings and Construction (title 15 JCC)

The proposed code amendment does not alter codes regulating water, air, and noise pollution. Therefore, there are no anticipated impacts nor mitigation measures proposed.

Question #2. How would the proposal be likely to affect plants, animals, fish, or marine life?

None anticipated. There are no direct impacts on plants, animals, fish, or marine life from the proposed amendment. All new development shall demonstrate compliance with the County’s critical areas regulations in chapter [18.22](#) JCC prior to permit approval.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

- Future development is required to meet the County’s adopted critical areas regulations which include impacts to steep slopes, wetlands, and fish and wildlife habitat.
- In addition, projects that impact wetlands or marine/fresh waters are subject to the permitting requirements of the Corp of Engineers, Department of Fish and Wildlife and the Department of Ecology.

Question #3. How would the proposal be likely to deplete energy or natural resources?

This project is a non-project action. The proposed amendment will not impact energy or natural resources. All subsequent development will be subject to compliance with the JCC.

Proposed measures to protect or conserve energy and natural resources are:

- None at this time. Future developments will be reviewed on a case-by-case basis for compliance with county building codes, critical area protection standards, and state energy codes.

Question #4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks,

wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

Due to soils and subsurface conditions the proposed area Airport Overlay III area is underlain by designated “Special Aquifer Recharge Protection Areas” (“SARPA”) and SARPA- “Susceptible”. There are protection standards in chapter 18.22 JCC that will apply to development to protect water quality. Much of the Airport Overlay III area is designated as “Seismic Soil” which may require special building codes for protections against liquefaction. Considering the application of existing development code provisions to all developments, the proposed amendment will not have deleterious effects on critical areas, historic or cultural resources, prime farmlands, parks, or scenic corridors. There is therefore no net loss of ecological functions and values, or loss of agricultural, historic, or cultural, or recreational resources due to the proposed action.

Proposed measures to protect such resources or to avoid or reduce impacts are:

- See response above. State law requires protection of cultural sites and critical areas. Future developments will be reviewed on a case-by-case basis for compliance with county and state codes.

Question #5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

The Proposed Amendment will change the permitted, conditional, and non-permitted uses on several parcels near the airport. However, future development proposals stemming from the amendment will not be incompatible with existing plans because this is a direct amendment to the Comprehensive Plan and UDC. Land use on the parcels receiving a zoning and overlay change may shift to more aviation facilities and non-aviation-related light manufacturing and industrial use. All future developments will be reviewed on a case-by-case basis for compatibility with permitted, conditional, and non-permitted land uses.

The Port’s mission is to build and maintain infrastructure that sustains long-term economic vitality of the community and make investments in infrastructure that will support the creation of jobs.

Proposed measures to avoid or reduce shoreline and land use impacts are:

- None at this time. All future developments will be reviewed for consistency with the land use code (title 18 JCC).

Question #6. How would the proposal be likely to increase demands on transportation or public services and utilities?

Road access to the AEPF addition parcels to the west will likely be from SR 20, and internal connectivity within the expanded Airport Overlay III roadway system is anticipated, allowing traffic to also use the Four Corners Road access. There is existing road access from the AEPF addition parcels to SR 20 ca. 1,360 feet north of the intersection of Four Corners Road and SR 20. There be a need for additional traffic/access modifications or analysis. Washington State Department of Transportation (“WSDOT”) will need to provide review or updated road access permit at the time of project-specific development.

Road access to the AEPF via Four Corners Road is being developed for the existing 24-acre Airport Overlay III through APN 001334004. Four Corners Road is a county owned and designated “minor collector”, connecting SR 19 (a.k.a. Airport Cutoff Road), designated “minor arterial”, with SR 20, designated “highway”. The Four Corners access parcel is no longer being proposed to be added to the AEPF. The thought being, there will be no Light Industrial/manufacturing intensity of use on this parcel and therefore does not need to be within the AEPF or FAA Airport Layout Plan. The Port of Port Townsend plans to provide landscaping and access development that fits within local conditions.

Evaluation at this phase as a non-project action is done with incomplete information which would be provided at a project action phase. It is likely that detailed transportation analysis of SR 20 access, roadway level of service, and intersection level of service, would accompany project-specific proposals. This phase of the Proposed Amendment does not demonstrate an impact on transportation or public services and utilities. All future development will be reviewed on a case-by-case basis for significant impacts to transportation or public services and utilities.

Proposed measures to reduce or respond to such demand(s) are:

- None at this time. All future developments will be reviewed for potential significant impacts to transportation or public services and utilities and may have to comply with mitigation policies.

Question #7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

The proposed amendment will not affect any local, state, or federal laws. Future developments will be required to meet all county, state, and federal laws applicable to environmental protection requirements.

FUTURE ANALYSIS AND PUBLIC REVIEW PROCESS

The proposed UDC text amendment removes the requirement of a Binding Site Plan (“BSP”). A BSP requires public notice (a comment period) and is an appropriate land division process for the Port of Port Townsend at the existing 24-acre site. But a BSP may not be applicable to other development proposals elsewhere in the expanded Airport Overlay III. The site planning and development for the existing 24-acre parcel will be through a permit process that includes public notice and comment. There is some concern that an appropriate level of public participation be part of future development proposals in the overlay. Because the anticipated scale and intensity of development and use of future proposals within the expanded Airport Overlay III are currently unknown, it is not known if the applicable permit process would trigger a public comment period or SEPA review.

If development plans do not exceed adopted thresholds, the project would be categorically exempt and SEPA would not be triggered. Public notice is provided for Type II through Type V approval processes. A Type I process with SEPA review also triggers a public notice requirement. Type I alone, such as minor site development and a building permit, does not have a public notice requirement. A definite public notice process is not certain to solicit public input on the potential wider impacts of the rural light industrial park development within Airport Overlay III.

Other Potential Avenues to Address Identified Public Process and Area-Wide Impact Concerns:

Airport Master Planning/Industrial Site Readiness Grant Planning Process: The Port of Port Townsend will be conducting an update to the Airport Master Plan in 2025. The concept-level planning being advanced under the Industrial Site Readiness Grant between now and the end of June 2025 may be conducted as part of the Master Plan Update process. The Master Planning process will be a public process, involving agencies and citizens, and will offer a full and fair opportunity for any concerns regarding Overlay-III uses south of the BRL to be identified and addressed.

Development Agreement: Another potential mechanism to provide an opportunity for public input on the proposed expansion to the Overlay-III/rural light industrial park is a Development Agreement under JCC 18.40.820 et seq. These are discretionary, and under the County’s code, would be processed as a Type V permit (Planning Commission public hearing/recommendation; Board decision) – even though the decision is considered to be “administrative” rather than “legislative”. This mechanism could provide an avenue to outline the maximum scope of impacts anticipated, and would also serve to vest future development and use to the current code requirements for an agreed upon period of time. In addition to requiring Planning Commission recommendation and approval by the County Commission, the Port of Port Townsend would also need to obtain authorization from the Port Commission to enter into a Development Agreement for the rural light industrial park.

Staff Recommendation

The Staff Recommendation in the September 4, 2024 Staff Report is not changed. Staff recommends adoption with the findings of this Supplement.

4. Attachments

Comment Record:

Only one comment, the comment below, was received during the hearing process.

PORT OF PORT TOWNSEND Requested Changes to Proposed Amendatory Ordinance (Appendix D, Exhibit 1 – Proposed Amendments to CP and Ch.18.15 JCC)

Entered as Testimony by Eric Toews, Port Deputy Director,
Planning Commission Public Hearing, September 18, 2024

AIRPORT OVERLAY AMENDMENTS

Comprehensive Plan Proposed Amendatory Language

Amend the relevant portion of Exhibit 1-11, “Summary of Land Use & Zoning Designations”, Page 1-20, to read as follows:

Land Use/Zoning Designation	Criteria for designation	Principal Land Use
INDUSTRIAL		
Light Industrial/Manufacturing (LI/M)	⇒ Quilcene Industrial Area ⇒ Eastview Industrial Plat ⇒ JCIA LI/M Overlay III, consisting of 24 acres, Assessor's Parcel No. 001-331-005 in the AEPF	Light Industrial

Amend Exhibit 1-20, “Location of Rural Industrial Lands”, Page 1-20, to accurately depict the location and extent of the JCIA LI/M Overlay:

[RESERVED - PLEASE SEE INFORMATIONAL EXHIBIT “B” - ATTACHED]

[Please note: Two graphics have been provided (see attached) to assist the Planning Commission in its deliberations: 1) Exhibit “A”, “Conversion from RR-5 to EPF-A”, depicting the requested expansion to the essential public facility land use designation and zoning; and 2) Exhibit “B”, “Conversion to Overlay III”, depicting the proposed expansion to the Overlay III within the bounds of the expanded AEPF designation/zone. These are intended to serve as a guide to the preparation of formal exhibits to be included within the Plan/Code.]

Amend the map, “Jefferson County International Airport – Non-Aviation Related Light Industrial/Manufacturing Overlay”, Page 1-91, to accurately depict the expanded location and extent of the JCIA LI/M Overlay:

[RESERVED - PLEASE SEE INFORMATIONAL EXHIBIT “B” - ATTACHED]

Amend the first paragraph under the heading “Air, Waterborne, & Freight Travel”, Page 6-7, to read as follows:

The Jefferson County International Airport (JCIA) is owned and operated by the Port of Port Townsend. It is situated about four miles southwest of the City of Port Townsend on about 316 acres. Its runway is about 3,000 feet in length, and over 107 aircraft are based there. The Airport is designated as a General Aviation (GA) airport by the FAA’s National Plan of Integrated Airport Systems (NPIAS). In 2010, the total operations equaled approximately 58,030, a small percentage of which ~~are were~~ air taxi and commuter service and the majority of which ~~are were~~ general aviation flights. Airport use is anticipated to increase in the future. The Port’s ~~current~~ Airport Master Plan ~~Update (July, 2014)~~ identifies an expansion plan to meet a 2.8% growth rate for its 107 based aircraft and to stay within FAA requirements for safety and efficient airspace and landing facilities. The Port ~~will apply~~ ~~applies~~ for airport development grants for eligible components of its preferred airport layout plan. Ancillary uses of the facility which attracts public interest and increases use ~~in at~~ the airport includes businesses and organizations such as an aero museum, a flight instruction school, airplane mechanics, ~~an~~ airplane restoration school, restaurant, and ~~24 acres areas~~ designated ~~in 2009 (Ord. No. 11-1215-09)~~ for non-aviation-related light industrial/manufacturing development. The airport is designated and zoned as an Essential Public Facility by Jefferson County. ~~Some airport master plan recommendations address height, noise, and other factors. (Port of Port Townsend, 2014) The FAA-approved Airport Master Plan describes the Port’s goals and objectives for the future maintenance, modernization, and/or expansion of the facility. It is a guidance document that outlines key planning and development issues and provides recommendations on a wide range of issues (e.g., building heights, noise, etc.). The Port is initiating a process to update the Master Plan in 2025.~~

Amend the second and third paragraphs under the heading “Industrial & Manufacturing Businesses”, Page 7-20, to read as follows:

Industrial sites in Jefferson County include the Port of Port Townsend, Port Townsend Industrial Park (which has become a commercial and business park), Glen Cove, Eastview, Quilcene Industrial Area, the Irondale/Port Hadlock UGA, the Port Townsend Paper Company, ~~24 acres at a Rural Light Industrial Park~~ at the Jefferson County International Airport, and Resource Based Industrial zoned sites.

In addition to the industrial sites described above, the light industrial manufacturing park at the Jefferson County International Airport, also known as the ~~Airport “JCIA Rural Light Industrial Park”~~ also allows non-aviation related industrial and manufacturing uses. ~~In 2009, the County approved a rezone of 24 acres from rural residential to Airport Essential Public Facility capable of supporting up to ten small to medium sized low impact, non-aviation-related light industrial/manufacturing businesses. As of 2017 the site requires a Binding Site Plan, clearing and installation of infrastructure before any business operations. Compliance with all applicable provisions of the Jefferson County Code (JCC), including but not limited to Chapters 18.20 and 18.30 JCC and the development standards established for the Airport Overlay III in JCC 18.15.453, together with relevant provisions of the FAA-approved Airport Master Plan, is required prior to development within the Rural Light Industrial Park. This will ensure installation of all necessary infrastructure and utility improvements to support development and use, as well as implementation of low impact development techniques.~~

Unified Development Code Proposed Amendatory Language

Amend Article III-A, “Jefferson County Airport Essential Public Facility District”, JCC 18.15.1110 “Designated”, to read as follows:

The Jefferson County International Airport (JCIA) is a general purpose, public aviation airport that provides recreational, business, flight training, charter and air taxi services and other uses. The airport essential public facility

district designation (see the official Jefferson County Comprehensive Plan land use designations map) shall apply to the following:

- (1) Parcels designated as an airport essential public facility on the official Jefferson County Comprehensive Plan land use designations map;
- (2) Any parcel or parcels (a) subsequently acquired by the Port ~~in accordance with the provisions of the approved JCIA master plan and depicted on the Airport Layout Plan (ALP) Map of the FAA-approved Airport Master Plan~~; or (b) currently owned by the Port, which are approved for inclusion in the airport essential public facility district through the Jefferson County Comprehensive Plan text and land use amendment process, or any other applicable process. [Ord. 8-06 § 1]

Amend Article III-A, “Jefferson County Airport Essential Public Facility District”, JCC 18.15.453 “Airport Overlay III”, to read as follows:

- (1) Purpose. The purpose of the Airport Overlay III is to provide a limited opportunity for rural scale non-aviation-related industrial uses that contribute to the long-term financial viability of the AEPF and to enhance the economic vitality and quality of life for the citizens of Jefferson County.
- (2) Overlay Map. Jefferson County will prepare and maintain an Airport Overlay III map that identifies the parcels located within the overlay.
- (3) Other Regulations. Parcels within the JCIA-III overlay are subject to all applicable provisions of JCC Title 18, as well as regulations and restrictions established by the FAA (e.g., Building Restriction Lines (BRLs) and Object Free Areas (OFAs)).

**STATE OF WASHINGTON
COUNTY OF JEFFERSON**

**An Ordinance Approving Amendments to
the County's Comprehensive Plan; and
Amendments to Title 18 JCC, Title 15 JCC
and Title 13 JCC**

ORDINANCE NO. _____

WHEREAS, the Board of Jefferson County Commissioners (BoCC) has, as required by the Growth Management Act, chapter [36.70A](#) Revised Code of Washington (RCW), annually creates and implements a process by which citizens and entities can propose amendments to the Jefferson County's Comprehensive Plan (2018) (Comprehensive Plan) and title [18](#) of the Jefferson County Code (JCC) also known as the Unified Development Code (UDC), the Comprehensive Plan having been originally adopted via Resolution No. 72-98 on August 28, 1998 and as subsequently amended, and the UDC, adopted by Ordinance No. [11-1218-00](#) and effective January 16, 2001 and as subsequently amended; and

WHEREAS, RCW [36.70A.130\(2\)\(a\)](#) requires Jefferson County to allow interested persons to suggest amendments to the Comprehensive Plan or its development regulations (RCW [36.70A.470\(2\)](#)) during annual amendment cycles; and

WHEREAS, RCW [36.70A.130\(2\)\(a\)](#), codified in JCC [18.45.010\(1\)](#), requires that revisions of the comprehensive plan are considered together, generally no more frequently than once every year; and

WHEREAS, the UDC contains a process for annual amendments in chapter [18.45](#) JCC; and

WHEREAS, as mandated by the GMA, the BoCC has reviewed and voted upon the proposed amendments to the County's Comprehensive Plan that composed the 2024 Comprehensive Plan Amendment Docket (the Docket); and

WHEREAS, by the annual submittal deadline of March 1, 2024, the preliminary docket for the 2024 Comprehensive Plan and UDC amendment cycle was established for site-specific and suggested amendments, consisting of five suggested amendment proposals: amendments in titles [18](#), [15](#), and [13](#) JCC to coordinate implementation of sewer with Irondale and Port Hadlock UGA development; County and City of Port Townsend UGA land swap proposal; Planning Commission UDC amendment proposals for additional rural housing opportunities; DCD-sponsored suggested text amendments to address code housekeeping; and the Port of Port Townsend proposal to review Jefferson County Airport Essential Public Facility, and expand Airport Overlay III; and

WHEREAS, the Planning Commission re-submitted housing proposals for a series of rural housing amendments, carried forward from 2023, and was timely re-submitted March 1, 2024; and

WHEREAS, the County timely submitted proposals for UDC amendments March 1, 2024 for amendments to the titles [18](#), [15](#), and [13](#) JCC necessary to implement regulations in concert with development of sewer code and housing projects dependent on sewer; and

WHEREAS, the County timely submitted on March 1, 2024, a UDC Housekeeping suggested amendment proposal to address minor UDC housekeeping amendments to be brought forward during the 2024 amendment cycle; and

WHEREAS, the County timely submitted a proposal for a land swap of agricultural land within the City of Port Townsend UGA and County property at the location of Caswell - Brown Village (CBV), pursuant to SB 5834, now codified in the Growth Management Act in [36.70A.110\(8\)](#), in order to provide city sanitary sewer service to CBV, and to meet minimum requirements for potential state grant funding of infrastructure; and

WHEREAS, on April 9, 2024, Community Development decided to add to the 2024 annual amendment cycle, a Port of Port Townsend proposal to review possible expansion of Airport Overlay III, responding to emergency timing so work can proceed with light industrial proponents on a new location for operations, as well as substantive design on the light industrial park on the existing JCIA III overlay (001331005), with the application being received August 1, 2024; and

WHEREAS, the Planning Commission reviewed the 2024 preliminary docket proposals in their regular meetings on March 20, 2024, and April 17, 2024; and

WHEREAS, on March 15, 2024, Community Development prepared a formal Preliminary Docket of proposed amendments per JCC [18.45.050](#); and

WHEREAS, on March 20, 2024, Community Development transmitted the Department of Community Development report on the 2024 amendment proposals received; and

WHEREAS, on April 17, 2024, Community Development presented the Preliminary Docket to the Planning Commission and briefed them on the annual Comprehensive Plan Amendment cycle and the docket process; and

WHEREAS, on April 25, 2024, Community Development distributed the "Department of Community Development's Review and Recommendation for the 2024 Comprehensive Plan Amendment Cycle Final Docket" to the BoCC, the Planning Commission, and the general public, including a recommendation that the DCD proposal for a UDC housekeeping amendment be removed from the work in 2024, in light of the added Port of Port Townsend proposal and 2025 Periodic Update work also underway, providing another opportunity to update UDC items; and

WHEREAS, on May 1, 2024, the Planning Commission held a public hearing on the preliminary docket regarding which proposals should be on the 2024 amendment cycle final docket; and

WHEREAS, on May 1, 2024, the Planning Commission deliberated on the 2024 amendment proposals and recommended that the BoCC place all proposals, not including a UDC housekeeping proposal, on the Final Docket by a vote 7-0-1; and

WHEREAS, on May 2, 2024, the Planning Commission transmitted “Jefferson County Planning Commission’s Report and Recommendations for the 2024 Comprehensive Plan Amendment Final Docket” to the BoCC; and

WHEREAS, on May 13, 2024, the BoCC adopted the recommendation brought forward by Community Development and Planning Commission, without amendment and thereby setting the final docket as the same without public hearing pursuant to JCC 18.45.060(4)(a); and

WHEREAS, due to scheduling issues with the regularly-scheduled Planning Commission meetings in August, the County cancelled the August 7 and August 21 regular meetings and held a Special Meeting on August 14, 2024 to review DCD’s draft analysis of the 2024 amendment docket; and

WHEREAS, on September 4, 2024, the Department of Community Development published a combined Notice of Intent to Amend the CP and UDC, a 60-Day Notice to the Washington Department of Commerce, notice of comment period and September 18, 2024 hearing date with the Planning commission, and publication notice of the *2024 Comprehensive Plan Amendment Docket, Combined Staff Report and SEPA Addendum*, an integrated Growth Management Act and State Environmental Policy Act (SEPA) document; and

WHEREAS, the integrated staff report analyzes the proposals on the Final Docket, offers preliminary recommendations for each amendment proposed, and provides a SEPA analysis; and

WHEREAS, at the September 4, 2024 regular Planning Commission meeting, a review of the Staff analysis and report was made by the Planning Commission and public; and

WHEREAS, on September 18, 2024, the Planning Commission held a duly noticed public hearing to receive testimony on the merits of the 2024 amendment proposals; and

WHEREAS, on October 2, 2024, the Planning Commission deliberated on the testimony and record for the amendment proposals and recommended approval of each suggested amendment.

WHEREAS, on November 6, 2024, the Planning Commission transmitted their *Report and Recommendation for the Final 2024 Comprehensive Plan Amendment Docket* to Community Development; and

WHEREAS, on November 18, 2024, the BoCC held a workshop with Community Development to discuss the amendments and consider the Planning Commission’s recommendation, and after applying the required growth factors and findings, the BoCC [accepted] the Planning Commission’s recommendation to [approve all] of the forwarded 2024 amendment proposals; and

WHEREAS, on November 18, 2024, the BoCC [chose to hold their own hearing] on the amendments, as recommended by the Planning Commission;

WHEREAS, the BoCC held their own hearing on [November 18/December 9]; and

WHEREAS, the 2024 amendment proposals have gone through the complete public participation process required by the Growth Management Act and JCC [18.45.090](#).

WHEREAS, all amendments are found to be compliant with GMA and JCC.

WHEREAS, for all amendment proposals considered in the 2024 final docket, the BoCC finds the 2024 amendments serve to benefit the health, welfare, safety, and lifestyle of the residents of Jefferson County; and

WHEREAS, the BoCC finds that the 2024 docket amendments as reflected in Appendices A, B, C, and D, are consistent with the county-wide planning policies and consistent with the Growth Management Act; and

WHEREAS, JCC [18.45.080\(2\)\(c\)](#) requires that BoCC analyze the 2024 amendments and make the following findings on the full and complete record:

Growth Management Indicators, JCC [18.45.050\(4\)\(b\)\(i\)](#) through [\(4\)\(b\)\(vii\)](#):

(i) Whether growth and development as envisioned in the Comprehensive Plan is occurring faster or slower than anticipated, or is failing to materialize;

WHEREAS, the BoCC finds that the growth rate is consistent with the Comprehensive Plan. The unadjusted population growth rate over the last year was approximately 0.80%, somewhat slower than the previous year, when the state's population grew by 1.1%. The 2024 population estimate for Jefferson County is 33,700, a net increase of 723 people since 2020. Migration is the driving factor in Jefferson County population.

(ii) Whether the capacity of the county to provide adequate services has diminished or increased;

WHEREAS, the BoCC finds the number of service providers in the County has not decreased and the County continues to be equipped to provide the same levels of service available at the time of Comprehensive Plan adoption. The County has adopted GMA-compliant plans to provide the Irondale/Hadlock Urban Growth Area (UGA) with urban services, specifically sanitary sewer service and stormwater management. Construction of the Port Hadlock Wastewater Facility has begun, with service connections anticipated in Summer of 2025, and will enable planned densities within the UGA to come to fruition.

(iii) Whether sufficient urban land is designated and zoned to meet projected demand and need;

WHEREAS, the BoCC finds that there is sufficient urban land designated to meet projected demand. For the unincorporated Irondale/Port Hadlock UGA, an analysis of vacant

lands within the proposed UGA and a build-out analysis were updated in 2018. (Comprehensive Plan, Appendix E) This analysis evaluated developable lands and the ability to accommodate the allocated population. The UGA has sufficient capacity to accommodate the projected 2038 population of 5,394 people with an estimated growth rate of 1.48%. With a theoretical carrying capacity of over 30,000 people, the City of Port Townsend UGA also appears to be adequately sized to accommodate anticipated future urban growth.

(iv) Whether any of the assumptions upon which the plan is based are no longer found to be valid;

WHEREAS, the BoCC finds that since the periodic review and adoption of the Comprehensive Plan in 2018, the majority of assumptions made as part of the Plan continue to be valid. Amendments to GMA and other laws made by the State Legislature and precedent-setting decisions made by the Growth Management Hearings Boards will be under consideration during the 2025 Periodic Update.

(v) Whether changes in county-wide attitudes necessitate amendments to the goals of the plan and the basic values embodied within the Comprehensive Plan Vision Statement;

WHEREAS, the BoCC finds that the Comprehensive Plan reflects, to the extent possible, countywide attitudes about the future growth and management of the county. The Comprehensive Plan was last updated in 2018. Updating the Comprehensive Plan in 2025 will include an opportunity to reassess countywide attitudes. Between Comprehensive Plan updates, countywide attitudes can best be inferred through local election results, perspectives expressed by public representatives such as the Planning Commission, and comments received during public comment periods.

(vi) Whether changes in circumstances dictate a need for amendments;

WHEREAS, the BoCC finds that changing circumstances since adoption of the 2018 Comprehensive Plan include the Covid Pandemic, growing issues surrounding affordable housing, and climate change. Jefferson County adopted development regulations outlining a process for establishing legal lots of record, as well as regulations for siting and management of temporary housing facilities. Additional analysis and recommendations for amendments to meet emerging circumstances will be considered in the Comprehensive Plan periodic update.

(vii) Whether inconsistencies exist between the Comprehensive Plan and the GMA or the Comprehensive Plan and the County-wide Planning Policy for Jefferson County.

WHEREAS, the BoCC finds that the Comprehensive Plan is consistent with both the Growth Management Act and the Countywide Planning Policy with regard to rural land use districts and resource overlays. The UDC is found to be consistent with the 2018 Comprehensive Plan.

Required Findings, JCC [18.45.080\(1\)\(b\)\(i-iii\)](#):

(i) Whether circumstances related to the proposed amendments and/or the area in which they are located have substantially changed since the adoption of the Jefferson County Comprehensive Plan.

The BoCC finds that generally, the circumstances and planning assumptions have not changed since the 2018 Comprehensive Plan Periodic Review. New circumstances became present when emergency ordinances were initiated in response to the Covid pandemic, creating urgency for regulations to allow temporary housing facilities. County work now turns toward workforce housing and to address housing affordability.

(ii) Whether the assumptions upon which the Jefferson County Comprehensive Plan is based are no longer valid, or whether new information is available which was not considered during the adoption process or any annual amendments of the Jefferson County Comprehensive Plan.

WHEREAS, the BoCC finds that there is no indication that assumptions upon which the Comp Plan is based are no longer valid. The Comprehensive Plan documents goals and policies that support the amendment proposals.

(iii) Whether the proposed amendment reflects current widely held values of the residents of Jefferson County.

WHEREAS, the BoCC finds the Comprehensive Plan is intended to reflect, to the extent possible, countywide attitudes about the future growth and management of the county. The 2018 Comprehensive Plan update provides a relatively recent opportunity to reassess countywide attitudes. The amendments are consistent with the Comprehensive Plan. Regarding housing, the BoCC finds there are a large number of organizations and a significant amount of County resources dedicated to addressing housing. The proposed amendments reflect a widely held value of the County's residents.

WHEREAS, an adopting Ordinance is required to formalize the BoCC's legislative action, and;

NOW, THEREFORE, BE IT ORDAINED by the Board of County Commissioners of Jefferson County, Washington as follows:

Section 1. Findings of Fact. the BoCC adopts the recitals above (WHEREAS clauses), the Planning Commission findings, and DCD findings as their own findings of fact for this ordinance.

Section 2. Purpose. The purpose of this ordinance is to complete the 2024 Comprehensive Plan Cycle pursuant to chapter [18.45](#) JCC.

Section 3. UDC Proposals. UDC proposals are adopted as the shown in Appendix A, Exhibits 1-6.

Section 4. UGA Land Swap Proposal. UGA land swap proposal is adopted as shown in Appendix B.

Section 5. UDC Amendments Regarding Rural Housing Proposals. UDC amendments regarding rural housing proposals are adopted as shown in Appendix C, Exhibits 1-4.

Section 6. Comprehensive Plan Amendment. Comprehensive Plan is amended to reflect text changes to Airport Overlay III as shown in Appendix D, Exhibit 1.

Section 7. Airport Overlay III amendments to the Chapter 18.15 JCC. Airport Overlay III amendments to the chapter 18.15 JCC is adopted as shown in Appendix D, Exhibit 1.

Section 8. Map in Appendix D, Exhibit 1. Map in Appendix D, Exhibit 1 to this ordinance showing Land Use Map expansion of the adopted Airport Overlay III extent is hereby incorporated.

Section 9. Severability. If any section of the Ordinance is deemed either non-compliant or invalid pursuant to the Growth Management Act, such a finding of non-compliance or invalidity shall not nullify or invalidate any other section of this Ordinance.

Section 10. SEPA Compliance.

A table showing SEPA compliance steps is below.

Year	State Environmental Policy Act Document Description
1997-1998	Draft and Final Environmental Impact Statements (DEIS/FEIS) and addenda prepared in anticipation of adoption of the Comprehensive Plan in 1998. The DEIS and FEIS are dated February 24, 1997 and May 27, 1998, respectively, and examined the potential cumulative environmental impacts of adopting alternative versions of the Comprehensive Plan.
6/30/1999	Draft Supplemental EIS (DSEIS)--Comprehensive Plan 1999 Amendments (Task III of Tri-Area/Glen Cove Special Study)
8/18/1999	Final Supplemental Environmental Impact Statement. Jefferson County Comprehensive Plan 1999 Amendments. Tri-Area/Glen Cove Special Study Task IV.
6/11/2001	Glen Cove/Tri-Area Special Study Supplemental EIS Final Decision Document, June 11, 2001.
2002	Integrated Growth Management Act/State Environmental Policy Act Document Environmental Review of a Non-Project Action: Draft Supplemental EIS August 21, 2002, to Supplement the Comprehensive Plan Draft and Final EIS (1997) and Comprehensive Plan 1999 Amendments Draft and Final SEIS. November 25, 2002 Integrated FSEIS 2002 Amendment Docket.

	This FSEIS was appealed before the Western Washington Growth Management Hearings Board (WWGMHB) of which the WWGMHB issued a Final Decision and Order (FDO) and remanded it back to the Department for additional environmental review. The county hired Wheeler Consulting, to prepare additional environmental review based on the FDO. A DSEIS to the 2002 CPA SEIS was issued on March 3, 2004. A FSEIS to the 2002 CPA SEIS was issued on May 12, 2004 as part of the review and in consideration of MLA02-00235.
2003	Staff Recommendation and Environmental Analysis with Regard to the Adoption of Four Proposed Site-Specific Amendments to the 1998 Jefferson County Comprehensive Plan. SEPA Addendum August 6, 2003. Sept. 17, 2003 SEPA Addendum for Suggested Amendments.
2004	2004 Staff Report and SEPA Addendum to 1998 EIS for UGA Amendments to the Comprehensive Plan issued May 19, 2004.
2004	2004 Comprehensive Plan Amendment Docket Department of Community Development Integrated Staff Report and SEPA Addendum issued September 22, 2004.
2005	Integrated GMA/SEPA Addendum Staff Report, August 3, 2005. Incorporated by reference: 1998 DEIS/FEIS and 2004 Addendum.
2006	Integrated GMA/SEPA Addendum Staff Rpt., July 19, 2006.
2007	SEPA Addendum , adopting by reference 2004 Staff Report and SEPA Addendum for UGA Amendments to the Comprehensive Plan issued May 19, 2004 and 2004 Comprehensive Plan Amendment Docket Department of Community Development Integrated Staff Report and SEPA Addendum issued September 22, 2004.
2008	Integrated GMA/SEPA Addendum Staff Report, September 3, 2008. Adopted by reference: 1998 DEIS/FEIS, and environmental documents from 2004, 2005, 2006, and 2007 environmental review.
2009	Port Hadlock UGA Sewer Facility Plan (2008) ("Sewer Plan") incorporated into the County's Comprehensive Plan Capital Facilities Element ("CFE") to comply with the Growth Board's decision finding noncompliance with the County's Urban Growth Area ("UGA") and GMA capital facilities planning. Ordinance No. 03-0323-09 (Re: MLA09-00024, UGA Final Compliance Action).
2009	Integrated GMA/SEPA Addendum Staff Report, September 2, 2009. Adopted by legal notice: 1998 DEIS/FEIS, September 22nd Staff Report 2004, 2005, 2006, 2007, 2008, "and all supplementary information...supporting record, analyses, materials."