

**JEFFERSON COUNTY
BOARD OF COUNTY COMMISSIONERS**

AGENDA REQUEST

TO: Board of County Commissioners

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

DATE: May 13, 2024

SUBJECT: Deliberation and Possible Decision: Establishment of Final Docket, 2024 Comprehensive Plan & Unified Development Code Annual Amendment Cycle; and Planning Commission Recommendation on 2024 Comprehensive Plan Amendment Cycle Final Docket

STATEMENT OF ISSUE:

The Jefferson County Planning Commission has completed its review of the 2024 Comprehensive Plan Amendment Cycle Preliminary Docket per JCC 18.45.060(3), and as required, transmits their recommendation on the final docket to the BoCC for consideration and possible adoption. *Attached:* Planning Commission Recommendation Letter, May 2, 2024. The Department of Community Development recommendation is the same as the Planning Commission recommendation. From the preliminary docket, the proposed omnibus UDC amendments proposal is recommended to be dropped, and a proposal to review the Jefferson County Airport Essential Public Facility District (AEPF) and Airport Overlay III within the AEPF was added to the recommended final docket. There are four items recommended to be docketed for the 2024 amendment cycle.

ANALYSIS:

JCC 18.45.060. "By the second regular board of county commissioners meeting in May of each year, the board of county commissioners shall review and consider the planning commission's report and recommended final docket at a regularly scheduled commissioners meeting. The board of county commissioners may adopt the planning commission's recommended final docket without a public hearing; however, in the event that a majority of the board of county commissioners decides to add or subtract suggested amendments, it shall first hold a public hearing, noticed as set forth in subsection (3) of this section, which shall be held by the first board of county commissioners meeting in July" [July 1, 2024].

FISCAL IMPACT:

There is no fiscal impact by adopting a Final Docket. The cost estimates within the attached *DCD Preliminary Docket Report and Recommendation* to complete the work presumes general-fund-supported activities are at a level that matches the Long-Range Planning budget already supported by the General Fund.

RECOMMENDATION:

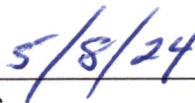
Community Development supports the Planning Commission's recommendation to adopt the following four (4) suggested text amendment proposals as the 2024 Final Docket:

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.
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.

Staff recommends that the Board act to establish the Final Docket as recommended by the Planning Commission. As stated in the Analysis section of this document, if the Board wishes to add or subtract amendments, then the Board will hold a public hearing on the amended docket.

REVIEWED BY:


 Mark McCauley, County Administrator


 Date



JEFFERSON COUNTY
PLANNING COMMISSION

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TO: Jefferson County Board of Commissioners

FROM: Jefferson County Planning Commission

DATE: May 2, 2024

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

The Jefferson County Planning Commission (PC) has conducted its review of the 2024 Preliminary Docket and submits this report and recommendations to the Jefferson County Board of Commissioners (BoCC). This report identifies those suggested text amendments the Planning Commission is recommending for consideration by the BoCC during the 2024 annual amendment process.

On March 20, 2024, the PC received the Department of Community Development's (DCD) report on the 2024 amendment proposals received. No site-specific amendment proposals were received for the 2024 amendment cycle.

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

On May 1, 2024 the PC 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.

We submit to you the following recommendations regarding which suggested text amendments should be placed on the Final Docket:

2024 Suggested Text Amendments for Final Docket

We have based our recommendation on need, urgency, and appropriateness of each suggested text amendment. Through a motion and affirmative vote at the regularly scheduled meeting of May 1, 2024, of seven (7) in favor, no opposed, and one (1) abstention, the Planning Commission recommendation for the 2024 annual amendment docket as follows:

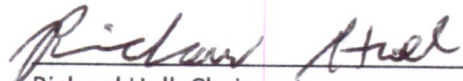
Proposal	Findings of Need, Urgency & Appropriateness	Recommendation
1. 2024 Port Hadlock/Irondale UGA Comprehensive Plan (CP) & UDC Amendments, and Potential 2024 UGA	With implementation of the sanitary sewer in Port Hadlock UGA, updated UGA regulations are urgently needed for the development of affordable housing.	Final Docket

Jefferson County Planning Commission Recommendations on Final Docket
2024 Comprehensive Plan & Unified Development Code Annual Amendment Cycle

Amendments Continuing through 2025 Periodic Update, Including Middle Housing Amendments		
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.	Final Docket
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.	Final Docket
4. 2024 UDC Annual Housekeeping Amendment Docket	We concur with Community Development that a UDC housekeeping proposal is not critical to the 2024 docket.	Do Not Docket
5. 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.	Final Docket

These recommendations match those of the Department of Community Development.

Thank you for your consideration.


Richard Hull, Chair

5/3/2024
Date



JEFFERSON COUNTY
DEPARTMENT OF COMMUNITY DEVELOPMENT

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**Department of Community Development's Review and Recommendation
for the 2024 Comprehensive Plan Amendment Cycle Final Docket**

TO: Jefferson County Board of Commissioners, County Administrator, Planning Commission, and Interested Parties

FROM: Department of Community Development

DATE: April 25, 2024

Preliminary Docket Review Process

Chapter 18.45 of the Jefferson County Code (JCC) specifies a process of developing, evaluating, and establishing an annual docket of proposed amendments to the Comprehensive Plan and Unified Development Code (UDC).

The Jefferson County Department of Community Development (DCD) annually accepts applications for formal site-specific Comprehensive Plan amendments (i.e., re-zones) and suggested text amendments to the Jefferson County Comprehensive Plan and UDC for inclusion in the annual Comprehensive Plan amendment preliminary docket. In addition, DCD submits staff-suggested amendments for potential inclusion on the final docket.

This report evaluates the 2024 preliminary docket and provides DCD's recommendations to the Board of County Commissioners (BoCC), which establishes the contents of the final docket. This evaluation addresses the need, urgency, and appropriateness of each suggested amendment, as well as consideration of DCD staff capacity and costs to review the suggested amendments and manage the public process.

For the 2024 annual amendment cycle, DCD received no site-specific amendment proposals as of March 1, 2024. The preliminary docket is exclusively suggested text amendments. (DCD previously provided the Planning Commission a Comprehensive Plan and UDC Text Amendment Preliminary Docket report dated March 15, 2024.)

Regarding the 2024 suggested text amendments, DCD is coordinating concurrent processes for: 1) the 2024 Comprehensive Plan and UDC Annual Amendment Cycle, and 2) the 2025 Periodic Update per the state Growth Management Act (GMA). The manner of this coordination promotes those suggested amendments that have a time-sensitive component to be addressed during the 2024 annual amendment cycle, and will incorporate available information being developed concurrently from the 2025 periodic update work.

Planning Commission Review of Preliminary Docket

DCD's review and recommendations are presented to the PC for their review of the preliminary docket. After a public hearing, the PC makes a recommendation to the BoCC on which proposed amendments should be included in the final docket. If the BoCC decides to change the PC's recommendation by adding, deleting, or modifying proposed docket items, they are required to hold a separate public hearing prior to the adoption of the final docket. Once the final docket is adopted by the BoCC, DCD staff processes the proposed amendments consistent with the timeline below.

2024 Amendment Schedule

Figure 1 - Process and Proposed Timeline for Establishing and Processing the Docket	
Date	Activity
March 1, 2024	Deadline for submittal of proposed Comp Plan and UDC text Amendments for the preliminary docket per JCC 18.45.040(2)(a).
March 15, 2024	Staff prepared a formal Preliminary Docket of proposed amendments (attached) per JCC 18.45.050.
April 17, 2024	Staff presented the Preliminary Docket to the Planning Commission and briefed them on the annual Comp Plan cycle and the docket process.
May 1, 2024	The Planning Commission holds a public hearing on the Preliminary Docket and crafts a recommendation to the BoCC on contents of the final docket.
May 13 (or 20), 2024	Staff presents the Preliminary Docket and Planning Commission Recommendation to the BoCC.
June 2024	BoCC adopts a Final Docket should they accept the PC's recommendation, or after they hold a public hearing should they choose to vary from the PC recommendation.
July-Sept, 2024	Staff analyzes docket and produces a report with a recommendation on approval, denial, or approval with conditions or modifications for each proposed amendment.
October 2024	Planning Commission reviews Staff Report and Recommendation, holds public hearing, and makes recommendation to BoCC on approval of Final Docket.
Oct-Nov, 2024	BoCC reviews Amendments, Staff, and Planning Commission recommendations. Holds public hearing if changing Planning Commission recommendation. Staff drafts adopting ordinance in collaboration with the Prosecuting Attorney's Office (PAO).
December 9, 2024	BoCC shall take final legislative action on 2024 Docket by second regular board meeting in December, unless extended by the BoCC consistent with WAC 365-196-640(3)(a).
<i>Schedule pursuant to Chapter 18.45 JCC</i>	

2024 Proposed CP & UDC Text Amendments

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

Project Description: Amendments to the Port Hadlock Urban Growth Area development regulations (Ch. 18.18) are proposed to address changing conditions resulting from the initiation of a sanitary sewer system, as well as responding to legislative amendments to the state Growth Management Act (GMA). Future public outreach and contracted work on middle housing amendments will result in specific proposed text amendments to CP & UDC. The 2024 proposal is anticipated to include unit lot subdivision standards applicable to different housing typologies, amended Chapter 18.30 performance standards applicable to the Port Hadlock UGA consistent with 'best practices' for smart growth, flexible densities responsive to a project's delivery of community benefits, and the establishment of a new mixed-use zoning district (or modification of uses allowed within existing Commercial district). The subdivision provisions would apply to the division of land for single-family attached dwelling developments or may be used as an alternative to a conventional subdivision or short subdivision for the development of single-family detached dwellings. The proposal also addresses the application of automatic fire-extinguishing systems in Title 15 of the JCC (i.e., Building Codes and Fire Zones).

Staff Analysis:

- Need: Develop provisions in UDC that will enhance urban development in the Port Hadlock UGA.

- b) Urgency: Enable affordable housing developers (e.g., Habitat for Humanity, Bayside Housing Services, Peninsula Housing Authority, Shelter Resources, Tribes, Olympic Housing Trust, and Olympic Community Action Partnerships) to develop housing projects as sewer service becomes available.
- c) Appropriateness: Housing is a critical issue in Jefferson County. Urban zoning within initial sewer service area in Port Hadlock UGA anticipated to come into effect mid-2025.
- d) DCD staff capacity to substantively review and manage the suggested text amendments: Sufficient.
- e) Anticipated DCD cost and budget for processing the suggested amendments: This scope of work will be covered by the General Fund, the Department of Commerce Middle Housing Grant, and other grant resources, as available.

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”)

Project Description: Investigate the applicability and implementation of recent state legislative amendments to GMA governing the process of land swaps between rural lands and urban growth areas. Amendment proposals include Zoning Text Amendments, Comprehensive Plan Amendments, Zoning Map Amendments.

Staff Analysis:

- a) Need: Use new state legislation that allows a net-zero “swap” involving land that is not suitable for urban development for land appropriate for urban development or services.
- b) Urgency: Time-sensitive state grant provisions for Caswell-Brown Village infrastructure that sunset in 2024.
- c) Appropriateness: Wastewater systems (sewers) provide a better option than septic systems for increased service capacity. The Caswell-Brown Village site currently houses those in Jefferson County facing housing insecurity and its expansion is constrained by land needed for a large onsite septic system.
- d) DCD staff capacity: Sufficient, in collaboration with City of Port Townsend staff.
- e) Anticipated DCD cost and budget for processing the suggested amendments: DCD anticipates that this project analysis will require approximately \$10,000 equivalent hours in staff time out of the General Fund.

3. Planning Commission UDC Rural Housing Amendments Carried Forward from 2023 Cycle

Project Description: Develop new rural housing code to add development regulations specific to congregate housing and farmworker housing. Create a rural housing overlay applying alternative development standards for sites that can accommodate multiple small homes or a congregate housing structure in a single-family residential zone, and that can demonstrate lower impacts through meeting new performance standards.

Staff Analysis:

- a) Need: Provide alternative rural residential development.
- b) Urgency: The climate for developing housing alternatives is present at state and local levels.
- c) Appropriateness: Work has already begun in 2023 is carried into 2024.
- d) DCD staff capacity and Cost: The scope of work is included in the Department of Commerce Planning Update Grant.

4. 2024 UDC Annual Housekeeping Amendment Docket

Project Description: Annual Housekeeping Docket of Proposed UDC amendments to reconcile with state legislative amendments, correct scrivener errors, or provide consistency updates not addressed by other suggested amendments.

Staff Analysis:

- a) Need: It is beneficial to keep UDC up to date and readable for better code administration.
- b) Urgency: This proposal is not urgent considering other work occurring.
- c) Appropriateness: It would be appropriate to defer a UDC housekeeping amendment.
- d) DCD staff capacity and Cost: DCD recommends this proposal *not* be carried forward in 2024.

5. 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

Staff Analysis:

- a) Need: The Port, Economic Development Council (EDC Team Jefferson), and County have all reported an increase in demand or need for industrially zoned land in Jefferson County.
- b) Urgency: 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. The Port of Port Townsend stresses that this process can't wait until the 2024 Periodic Update is completed.
- c) Appropriateness: The Port owns 303 acres at JCIA, but only 22 acres are included within the county's JCIA-III overlay, which allows for low impact, airport compatible, industrial uses. Additional areas within and adjacent to the current AEPF District will be considered for inclusion with Airport Overlay III.
- d) DCD staff capacity and anticipated DCD cost: DCD has agreed to assign this project to an on-call consultant. The Port of Port Townsend has agreed to reimburse DCD for associated costs.

Department of Community Development Final Docket Recommendation

From the review of the preliminary docket, DCD recommends that the applications go forward to the final docket except for proposal #4, 2024 UDC Annual Housekeeping Amendment Docket, which is currently a lower priority. Urgent UDC amendments will be addressed in the other 2024 proposals, and other UDC work continues as part of the 2025 Periodic Update process.

Recommendation Summary

Proposal	Recommendation
1. Port Hadlock UGA CP & UDC amendments	Final Docket
2. Port Townsend UGA "Swap": modification of boundary to include Caswell-Brown Village in exchange for farmland currently within city	Final Docket
3. Planning Commission Rural Housing Overlays	Final Docket
4. UDC Housekeeping Amendments	Do not place on Final Docket
5. Review of AEPF/Airport Overlay III, Jefferson Co. International Airport	Final Docket